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## **SCARBOROUGH BOROUGH COUNCIL**

### **Homelessness Strategy and Review 2015-2020**

**November 2015**

## **Foreword**

I am delighted to introduce this Homelessness Strategy.

Homelessness nationally is steadily rising, however at the local level we have for some years been 'bucking the trend'. Year on year we have seen reductions in the numbers of households becoming homeless in the Borough.

In addition we have also seen the introduction of a raft of key improvements in the way services are delivered, including the redevelopment of temporary accommodation, the development of the Young Persons Pathway and the development of new services and partnership arrangements to support and protect the Borough's most vulnerable residents.

We cannot however be complacent. Key challenges such as welfare reform, public sector funding pressures, rising demand and the lack of affordable housing generally mean that homelessness is likely to remain a key issue for all Councils for some years to come.

The supply of affordable housing within the Borough is increasing. Through the efforts of the Council and our partners, 278 new affordable homes were built within the Borough last year. A further 479 will be completed by 2018. Increasing supply of housing will help meet demand, however the causes of homelessness are complex and are much more than a 'housing problem' for this reason, strong partnership working remains essential to achieving our objectives.

Our aim is to prevent people from becoming homeless in the first place. It is vital for the social, economic and environmental well-being of our Borough that these issues are tackled and progress made in recent years is sustained.

As Portfolio Holder for Housing, I would like to express my gratitude to all the stakeholders who have made an invaluable contribution at a local level to shaping the future direction of homelessness services.

**Cllr Bill Chatt**

**Portfolio Holder for Public Health and Housing**

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## 1. INTRODUCTION

- 1.1 This Homeless Strategy provides the framework around which the Council along with our partners will work together over the next five 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
- 1.2 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.
- 1.3 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.
- 1.4 Homelessness levels within the Borough have been reducing over recent years. This is very much in contrast to national trends. The primary aim of the strategy is to sustain this success in face of future challenges.
- 1.5 The Strategy builds on the strengths of previous work undertaken by the Council and its partners and will assist the Council in our aspiration to attain the Governments "Gold Standard" as set out in its report *"Making Every Contact Count: A Joint Approach to Preventing Homelessness"*
- 1.6 The Strategy supports the overall aims and objectives of the Council's Housing Strategy Action Plan 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 270 new affordable homes built in 2014/15 and a further 479 completions forecast by 2018.
- 1.7 In addition, the strategy also supports the delivery of the York, North Yorkshire and East Riding Housing Strategy 2015-21, the aims and objectives of the North Yorkshire Health and Well-Being Board and the County Council's "Where I Live Strategy 2020". 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.

## 2. OUR OBJECTIVES

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

### **Preventing Homelessness**

**Minimising the use of temporary accommodation and providing quality services to households placed within temporary accommodation**

### **Tackling youth homelessness**

**Providing housing support for homeless and vulnerable people including rough sleepers**

2.2 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**.

2.3 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.
- The services we already have in place to help prevent homelessness (including support services to help homeless people) and the gaps in those services.
- 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.

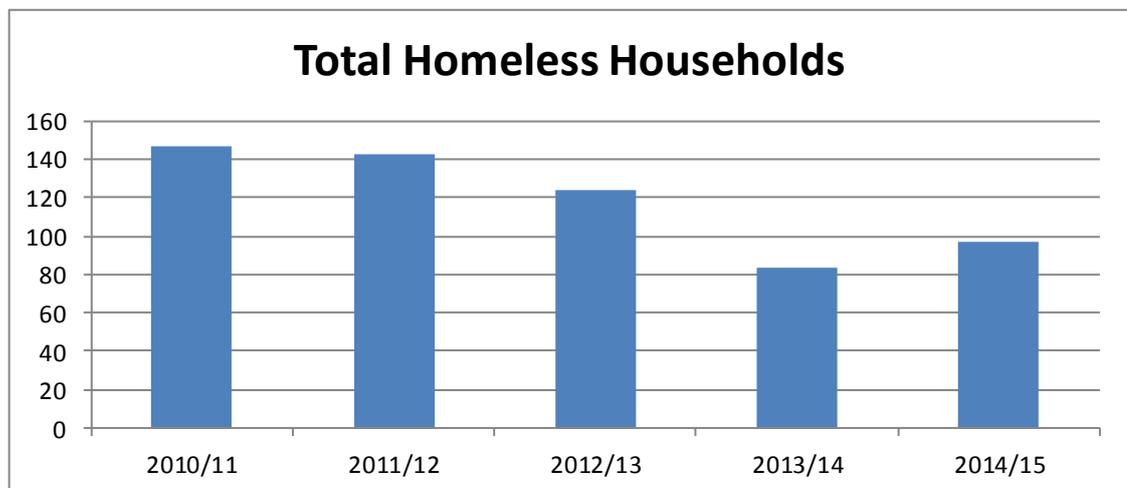
2.4 As part of this review, we have consulted with stakeholders. We have also engaged with service users to help us identify gaps in services and areas where we need to improve at the local level.

2.5 A statistical appendix that covers the key elements of that review and provides an overview of key trends regarding homelessness within the Borough is included with **Appendix B** of the strategy.

## PREVENTING HOMELESSNESS

### Levels of Homelessness within the Borough

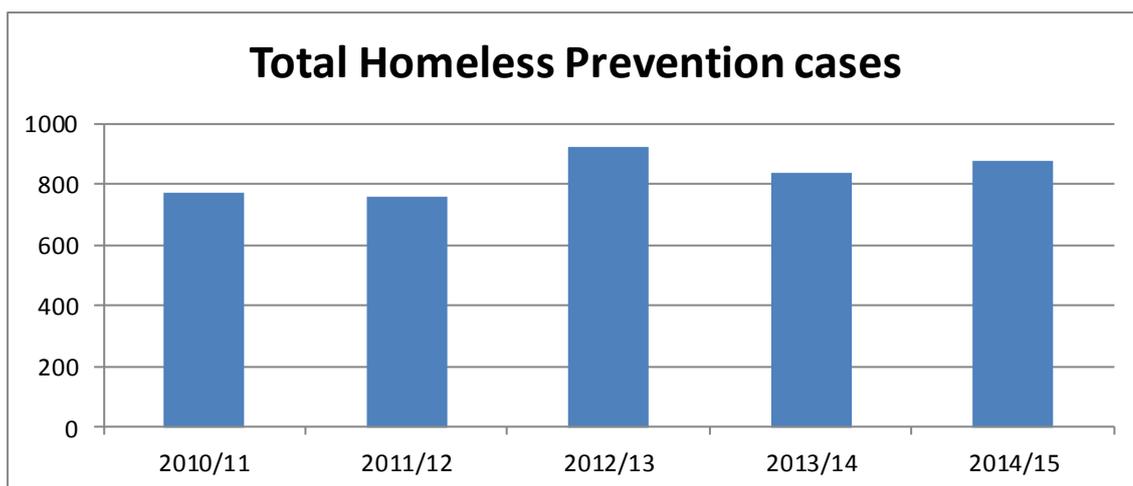
- 3.1 Nationally, levels of homelessness have been increasing in recent years. Over the last five year period the number of households who became homeless and were owed a full housing duty from Local Authorities has increased by 36% (source CLG Statutory Homeless Statistical Release 2014).
- 3.2 At the local level however, the number of households becoming homeless over the same period reduced by 34%, from 147 households in 2010/11 to 97 households last year.



- 3.3 In 2014/15 181 households were formally assessed by the Council under the homeless legislation. This was an increase on the 172 households who were assessed the previous year. Of these 181 households, 54% were accepted as being owed a full duty (as compared to the national average of 48%) and accommodated via the offer of social housing.

### Success in Preventing Homelessness

- 3.4 Whilst the number of households becoming homeless and owed a full duty by the Council has decreased, the number of households prevented from becoming homeless by the Council and our partners is increasing. In 2014/15, 873 households who were deemed to be at potential 'risk of homelessness' had their homelessness prevented or alleviated. This was up from 770 households in 2010/11.



3.5 The Council has for some years adopted a ‘housing options’ approach with all households who approach us for assistance. This means that households are offered a full assessment of their needs, homelessness is prevented where possible and where it cannot be avoided, advice and assistance is offered to help secure alternative accommodation and necessary support. This approach is taken regardless of whether a full duty is owed under the Homeless Act 2002. For a breakdown of different homeless prevention interventions see **Appendix B**.

3.6 The Council is very much reliant on the use of the private rented sector to help it meet local need. In 2014/15, 407 households had the threat of homelessness resolved by being helped to access private rented accommodation as compared to 216 households who accessed social housing with a Housing Association.

### Main Causes of Homelessness

3.7 The main cause of homelessness within the Borough is violent relationship breakdown and domestic abuse. Between 2009/10 to 2014/15, 114 households were made homeless as consequence of domestic violence.

3.8 Despite fears associated with the impact of welfare reform, the numbers of households becoming homeless as a result of rent arrears or debt remains relatively low. Over the last five year period, 36 households who approached the Council were owed a full rehousing duty because of rent arrears of which just 3 were Housing Association tenants. Similarly homelessness as a result of mortgage arrears is also low with just 5 households becoming homeless and owed a full duty. For a full breakdown of the causes of the main homelessness see **Appendix B**.

### Future Challenges

3.9 Whilst the Council’s approach to preventing homelessness has been historically successful, future challenges around public sector funding cuts and further changes to housing benefit eligibility are predicted nationally to

have an impact on demand. These include changes to the way working tax credits are calculated; removal of entitlement to housing benefit for 18-21 year olds; lowering the total cap on the amount families are able to receive in benefit from £26K to £20K and freezing benefit levels overall for the next 4 years. All of these changes are intended to incentivise employment and reduce the national welfare bill.

- 3.10 In addition a recent Supreme Court ruling *Kanu v LBC Southwark 2015* has changed the 'vulnerability test' that is applied to single homeless people. This ruling has lowered the threshold used by Councils to determine whether single homeless people are in priority need for assistance. It is predicted by many organisations, including the Chartered Institute of Housing, that this ruling will significantly increase the demands on Local Authorities to provide accommodation for single homeless people.
- 3.11 At the local level, the likely impact of these changes is uncertain. The Council's approach to the 'vulnerability test' has historically been much less restrictive than that of many Council areas. A greater proportion of households who are assessed to see what duties are owed under the homeless legislation are deemed to be owed a 'full duty' as compared to the national average. In addition a lower proportion of homeless applicants are deemed to not have 'priority need' than the national average (see Table 1. Appendix B). The implication of this is that the Council already undertakes a more robust and holistic assessment than most other Councils and is therefore less likely to be affected by this legal ruling than other Local Authorities.
- 3.12 In addition, the predicted impact of previous welfare reforms, introduced from 2012 onwards did not create the upsurge in homelessness presentations originally anticipated. Overall levels of demand for services dropped slightly over the 5 year period. A total of 1745 separate households approached the Council (via Customer First) with a housing advice or homelessness related query in 2014/15 compared to 1957 households in 2010/11.

### **What works well? What services are available locally?**

- 3.13 There are a number of reasons why the local situation differs from the national picture. The Council's internal approach to preventing homelessness is strong and has been embedded for some years. More emphasis is placed locally on homeless prevention than on 'processing' homeless applications.
- 3.14 The Council benefits from a strong range of externally funded prevention services. These services are provided by a range of partner organisations, funded through the North Yorkshire Supporting People Partnership. Key services include the Young Persons Pathway provided through Foundation Housing along with a range of other services including the Stonham prevention service for homeless people, Making Safe and a range of other services to meet the needs of different groups.

- 3.15 In addition to Supporting People funded services, the Council continues to actively support a range of local organisations through the provision of grant funding. In total the Council provides over £150K a year in to help fund voluntary sector organisations to help it meet its homelessness objectives.
- 3.16 A proactive approach is also taken to help household's 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 400 households were provided with help towards a bond or rent in advance payment by the Council. This approach is further supported through the work of the Council's Private Sector Link Officer and through close internal working between the Council's Housing Options, Private Sector Housing and Housing Benefit teams.
- 3.17 Through savings made against its spending on temporary accommodation, the Council has 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. For a full breakdown of all the identified prevention and support options available in the Borough see **Appendix B**.
- 3.18 Grant funding from Government, in the form of homelessness grant, though now un-ring fenced continues to be spent on homelessness and was in 2012 integrated into the Council's homelessness 'base budget'. This means that regardless of potential future grant reductions, the Council's continues to fund services at the same level.
- 3.19 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.
- 3.20 The Council receives some strong co-operation from local Housing Association partners. Evictions from Housing Association properties are low and nominations agreements adhered to. In particular YCH 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. This allocations scheme, whilst continuing to prioritise those owed a statutory homeless duty, also gives the same level of priority to households who are deemed to be at risk of homelessness. This means that often households receive the offer of social housing they need without having to experience the trauma of homelessness. Last year, 216 households who were at risk of homelessness, secured accommodation with Housing Associations through this route.

3.21 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 Yorkshire Coast Homes through the work of their Financial Management Officers.

### **What more needs to be done?**

3.22 Following consultation with key stakeholders a range of targets and actions regarding homeless prevention have been agreed. These include:

- a) A commitment to sustain the success of recent years and ensure that for every 1 household who actually become homeless no fewer than 5 households have their homelessness prevented.
- b) A commitment to sustain the range of key services within the Borough that are vital to the on-going success of this strategy. Whilst at the same time ensuring that all services being provided, are effective and provide value for money through an on-going programme of service reviews.
- c) A commitment to sustain the range of key partnership arrangements (both local and countywide) that support the delivery of the strategy along with increased emphasis on new multi-agency models including the work of the Community Impact Team.
- d) A commitment toward enhanced joint working with the Council's Customer First team through an on-going programme of staff training and development. The purpose of this programme is to upskill Customer First staff to give them the skills to deal with more routine housing enquires. This in turn will free up staff time within the Housing Options team to deal with homeless prevention cases in a more intensive way. It will also enable housing options staff to undertake more out of office inspections of private rented accommodation.
- e) A commitment to ensure that where private rented accommodation is used by the Council to help meets its duties that this accommodation is safe and well-managed. This shall be done by:
  - A review of the conditions and terms of the Council's Bond/Rent in Advance scheme.
  - Increased emphasis on housing conditions through the use of inspections and joint working with the Councils Private Sector Housing team.
  - Investigation into increased forms of private sector regulation including Selective Licensing in certain parts of the Borough.
- f) Continued emphasis on tackling the main causes of homelessness, particularly preventing domestic abuse through the work of the Making Safe partnership.

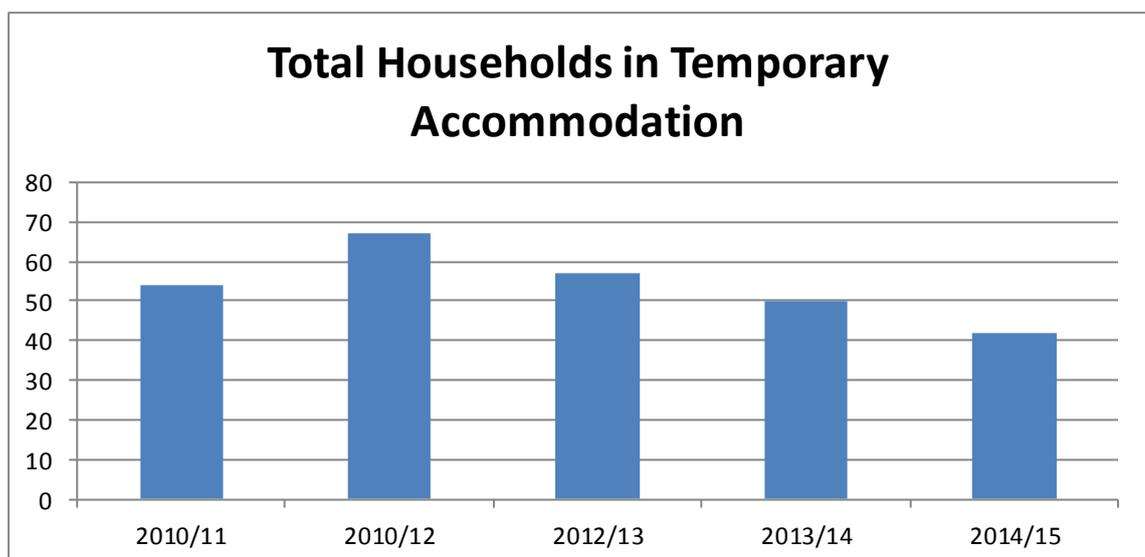
- g) A commitment toward the on-going modernisation of the Council's housing options service through the use of new technology and new ways of working.
- h) A commitment to work with partners to increase employment and training opportunities for homeless people.

3.23 For a full breakdown of the Council's actions and targets regarding homeless prevention see **Appendix A**.

## MINIMISING THE USE OF TEMPORARY ACCOMMODATION

### Temporary Accommodation use in the Borough

- 4.1 The Council is required to provide temporary accommodation whilst it undertakes investigations to determine what duties are owed to homeless people. In addition, where a re-housing duty is owed, accommodation continues to be provided until that duty can be discharged through the offer of permanent accommodation.
- 4.2 Temporary accommodation is not suitable as a long term option for homeless people. For families in particular, living in temporary accommodation often means disruption and uncertainty, particularly for young children. In addition the cost of providing temporary accommodation for the homeless is high. It is estimated that the cost of providing temporary accommodation for the homeless is in excess of £500M nationally (Living in Limbo: Shelter 2004).
- 4.3 Nationally the number of homeless households living in temporary accommodation has risen very sharply in the last 5 years. In April 2014 there were over 64,000 households living in temporary accommodation, an increase of 11% on the year before. Between 2012 to 2014 there was a further 12% increase (DCLG Homeless Statistics 2014).
- 4.4 At the local level however, numbers living in temporary accommodation have reduced over the same period. As at 31 March 2014 there were 42 households in temporary accommodation as compared to 54 on 31 March 2010. Whilst numbers peaked to 67 in 2010/11 they have been steadily reducing since.



- 4.5 The majority of households living in temporary accommodation at the end of March 2015 were single people or couples. Of the 42 households living in temporary accommodation, 10 were families with children, the remainder were single people.

- 4.6 The Council's net revenue spending on the provision of temporary accommodation has also reduced significantly over the last 5 years. In 2014/15 £156K was spent on temporary accommodation as compared to £267K in 2011/11.

	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>
Net B&B Spend	£217K	£294K	£288K	£95K	£107K
Private Sector Leasing	£50K	£74K	£46K	£60K	£49K
<b>Total Spend</b>	<b>£267K</b>	<b>£368K</b>	<b>£334K</b>	<b>£155K</b>	<b>£156K</b>

- 4.7 This reduction in spending can be attributed to both less demand and the switch to more cost effective methods of provision. In 2012 the Council took the decision to invest £750K in capital funding in order to work in partnership with Housing Associations to acquire and bring back into use empty homes within the Borough. These homes are being used to provide temporary accommodation for single people as an alternative to Bed and Breakfast.
- 4.8 In addition, in 2012 the Council took the decision to employ a Temporary Accommodation Officer on a 'spend to save' basis. The purpose of this additional role is to both maximise housing benefit subsidy and to support faster 'move on' of clients. Again over the period, this extra capacity has contributed to reduced spend overall.

### **Types of Temporary Accommodation**

- 4.9 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 Private Sector Lease arrangement. The Council contributes toward the management costs of this accommodation through a direct revenue contribution.
- 4.10 In addition YHA, with match funding from the Council, acquired and redeveloped further 16 self-contained flats for single people in 2013/14. All the YHA accommodation, including Kealia Court is located within Scarborough.
- 4.11 In January 2015 the Council's old 'homeless hostel' Newburn House was brought back into use. This building had stood empty for some years, was in a serious state of disrepair and was no-longer fit for purpose due to its design and layout. The building was transferred to YHA and with the support of capital funding from the Council was completely redeveloped and brought back into use to provide 6 units of self-contained accommodation. The building forms a key element of the Changing Lives Service, providing much needed accommodation for some of the most vulnerable and troubled single homeless people in the Borough.

- 4.12 In addition to the use of the YHA properties, the Council does on occasion still use Bed and Breakfast as a means to discharge temporary housing duty. As at 31 March 2015, 7 single homeless people were living in B&B.
- 4.13 The Council's overall strategy in recent years has been to reduce the use of B&B where possible and this approach shall continue. Nevertheless, because of the flexibility it provides, B&B remains a vital resource for the Council to enable it to meet its legal obligations. All B&Bs used by the Council comply with the conditions of the Councils HMO licensing regime and are regularly inspected.
- 4.14 Whilst B&Bs are on occasion used to house single homeless people, the Council fully complies with the Governments B&B reduction order (which prevents the use of B&B for families).

### **Support for residents**

- 4.15 All households accommodated within temporary accommodation by the Council are offered 'support by default' as a condition of their occupation. This housing support is provided via Stonham Housing Association through their HomeStay service. This service, funded through Supporting People, ensures that the wider needs of clients are assessed and that on-going support, along with a move on plan is provided.
- 4.16 In addition to the accommodation provided by the Council, a variety of other 'temporary' forms of supported housing are available to different client groups within the Borough, provided for example through the Young Persons Pathway (see Objective 3) and for other clients groups. Whilst not exclusively used by the 'homeless' this accommodation continues to play a vital role in helping the Council meet local need. For a full breakdown of support housing options available in the Borough see Appendix B.

### **Gaps in provision**

- 4.17 Overall the amount, form and location of temporary accommodation within the Borough meets levels of demand. Unlike the case in many other areas, out of area placements for the statutory homeless are not used. Whilst historically the Council has received calls to develop additional accommodation in specific locations (for example Whitby), levels of demand for it in those areas are insufficient to justify the levels of capital spending that would be required. In addition, due to economies of scale, low numbers overall would require high levels of revenue subsidy from the Council to ensure the viability of such a proposal.
- 4.18 Overall the quality of temporary accommodation available within the Borough remains of a high standard. Additional investment in further accommodation or the enhancement of existing accommodation is not a priority at this time.

- 4.19 Nevertheless a long standing gap in provision remains the need to develop safe and secure accommodation for victims of domestic violence. Domestic violence remains the main cause of all homelessness within the Borough; however the options currently available to families fleeing domestic violence are inadequate. Whilst some dispersed provision is available to victims, this accommodation does not adequately meet the needs of this group, whose options are generally either to move out of area or go through the statutory homelessness route and be housed within the Council's temporary accommodation.
- 4.21 Whilst a refuge would not be exclusively for households owed a duty by the Council under the homelessness legislation, the provision of such a facility would nevertheless form a vital element of the range of options available to the Council to meet its legal obligations and help to reduce the demand on Council services.
- 4.22 The Council has for some years been looking at options to develop a refuge and in 2015 agreed to release land to Home Group for this purpose. Planning permission and funding are in place and the scheme is due to complete in 2016/17.

#### **What more needs to be done?**

- 4.23 A range of targets and actions regarding temporary accommodation provision have been agreed, these include:
- a) The development of a Women's Refuge.
  - b) An on-going commitment to cap any increase in the number of households in temporary accommodation overall.
  - c) A commitment to ensure that all existing accommodation used by the Council is effectively managed and that clients are given the necessary support they need. This will be done by:
    - Continuing to ensure homeless clients are provided with support by default and are supported through 'move on' plans.
    - Investigating options to increase levels of housing management, in particular out of hour's management and concierge services.
    - Ensuring close and effective working arrangements between the Council, YHA, Stonham, B&B providers, the Council's community safety team and the Police.
  - d) Taking forward options to increase security within all temporary accommodation.

## **PREVENTING YOUTH HOMELESSNESS**

### **Young Peoples Pathway**

- 5.1 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 with this obligation and to work to prevent homelessness more generally. In addition Housing Authorities continue to have duties toward homeless young people over the age of 17, where they are deemed to be in priority need of assistance and a duty to accommodate care leavers in the event of homelessness.
- 5.2 Because of this close interplay between the different duties of the Borough Council as Housing Authority and the County Council 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.
- 5.3 In 2010/11 a county wide review of young people's housing services was undertaken in partnership between the County Council and the Districts. This review led to the development of a Young Peoples Pathway, a partnership between the Councils and service providers to ensure that young people threatened with homelessness have access to the accommodation and support they need.
- 5.4 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.
- 5.5 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.
- 5.6 Homeless prevention is central to the work of the Young Peoples Pathway. Young people who approach the single point of contact (local 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.

- 5.7 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.

### **The Pathway in Scarborough**

- 5.8 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.
- 5.9 Overall the level of demand for all the elements of the Pathway (advice, prevention and the provision of accommodation) are high. In 2014/15 645 young people approached the Pathway in Scarborough for some form of assistance. This amounted to around 38% of the total presentations across North Yorkshire.
- 5.10 Outcomes for young people who approach the Pathway are nevertheless positive with over 80% having their situation resolved either through advice or mediation.
- 5.11 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.
- 5.12 Outcomes for young people who access accommodation through the pathway are generally positive. In 2014/15 69 young people in the Borough moved on from Pathway in a planned way.
- 5.13 The development and 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 have been found to be 'homeless' by the Council, their needs being met either via NYCC/social care or via the Pathway.

### **Gaps in Provision and Future Demand**

- 5.14 Whilst the operation of the Pathway locally has been a success there are nevertheless a range of major challenges that need to be addressed in the coming years.
- 5.15 Existing levels of demand for the Pathway are very high, in particular from young people with 'high needs'. It is acknowledged that additional supported accommodation to meet this group is required within the Borough. In 2013 the Council agreed to the principle of committing up to £130K in capital funding (through the use of commuted sum monies) to support the development of additional High Needs accommodation for the Pathway. Potential options to

take this forward are still being considered and shall hopefully come to fruition in 2016.

- 5.16 Probably the biggest future challenge the Pathway faces is in relation to changes in Housing Benefit eligibility for young people aged 18-21. Young people (aged under 35) are currently entitled to housing benefit at what is known as the 'single room rate' (e.g. at a sufficient level to enable the young person to pay for the rent in a room in a shared house). As part of its package of welfare reform changes the Government proposes to end automatic entitlement to any housing benefit for young people aged 18-21. Whilst there are likely to be some exceptions to this rule (e.g. the homeless, vulnerable young people in supported accommodation, care leavers etc.) this change has fundamental implications for the Pathway, and is predicted to both drive up demand for Pathway accommodation and make it much harder for young people to 'move on' when they are ready to live independently.
- 5.17 In addition the changes to housing benefit rules clearly present a risk to the Council. Should demand for Pathway services and accommodation exceed supply, then this is likely to create an 'overspill' effect and drive up homelessness presentations and the use of temporary accommodation. This situation needs to be carefully monitored over the period of the strategy to ensure that the Council is responsive to demand levels overall.
- 5.18 The provision of 'move on' accommodation for young people who are ready to leave the Pathway is already very challenging. Whilst this group are already prioritised and given 'Gold Band' status within the Council's Allocation Scheme, the shortage of general needs flats within the Borough's social housing stock (which make up around just 4% of the total stock) means that in reality many young people remain reliant on the private rented sector to access accommodation. Indeed in 2014/15, 18 young people moved into private rented accommodation from the Pathway as compared to 16 who moved into social rented housing.
- 5.19 It is also understood that Government is also reviewing its rules concerning the amount of housing benefit that can be claimed in all forms of supported housing. Whilst the details of this review are not yet confirmed, it is anticipated that Government will seek to find savings through the introduction of some form of cap or formula linked to Local Housing Allowance levels. The introduction of such a change would have significant implications for the Pathway and could impact on its overall viability.
- 5.20 In light of these challenges, a further fundamental review of the Pathway is currently underway by NYCC and the Districts. The aim of this review is to revamp the specification of the Pathway and ensure that available resources meet levels of demand. This process shall include a re-commissioning exercise along with a further assessment of accommodation levels. This process is on-going and likely to be concluded in early 2016. Whilst outcomes of this review are not yet agreed, additional emphasis is likely to be placed on employment and training initiatives for young people as a means of ensuring young people do not become trapped in supported accommodation.

5.21 In addition to issues surrounding the Young Peoples Pathway, the Council undertook its own review in 2015 with regard to the way it supports NYCC to discharge its duties in respect of Care Leavers. Whilst the findings of that review were generally positive (with the majority of care leavers securing and sustaining suitable accommodation) some gaps and potential service improvements were identified, including opportunities for enhanced joint working between NYCCs Leaving Care team and various sections of the Council. Housing related outcomes from that review have been included within this strategy action plan.

### **What more needs to be done?**

5.22 In light of these challenges, the Council has adopted a number of key actions and objectives relating to young people. These include:

- a) A commitment to the Pathway Model. Including:
  - Engagement with and support for the on-going countywide review and commissioning process
  - An on-going commitment to support the further development of 'High Needs' accommodation in the Borough, including the potential use of capital funding (through commuted sums) if required.
  - A commitment to work with housing associations and private landlords to unlock increased opportunities for the provision of 'move on' accommodation.
  - A commitment to work with the Pathway provider to ensure there are the links and connections between employment opportunities for young people generally.
- b) A commitment to prevent youth homelessness through the work of the Pathway.
- c) Monitoring impact of changes to Housing Benefit regulations for 18-21 year olds.
- d) A commitment toward enhanced joint working with NYCCs Leaving Care team. Including joint working between Leaving Care and Housing Options/ Environmental Health in relation to accessing private rented accommodation and ensuring its suitability for clients.

## **PROVIDING HOUSING SUPPORT FOR HOMELESS AND VULNERABLE PEOPLE INCLUDING ROUGH SLEEPERS**

### **Support and Advice Services**

- 6.1 In many cases the key to preventing homelessness is through the provision of support that enables vulnerable people to sustain the accommodation they are already in. Housing related support can also help someone leaving an institutional environment or from a homeless hostel or women's refuge to make the transition to independent living.
- 6.2 It is our aim to ensure that everyone has access to appropriate housing support to meet their individual housing needs. Support can be required to meet a range of needs relating to drug and alcohol misuse, the risk of offending, mental health issues, domestic abuse and rough sleeping.
- 6.3 The vast majority of housing related support for vulnerable people is paid for through Supporting People grant funding. This is administered at local authority level in North Yorkshire by the County Council on behalf of the North Yorkshire partnership. The North Yorkshire Supporting People partnership consists of the seven District/Borough Councils, the County Council, the Primary Care Trust and Probation Service.
- 6.4 At the local level a wide range of services are commissioned by Supporting People to provide support for homeless and vulnerable people. Key service providers include Stonham Homestay (support and prevention), Foundation Housing (Young Peoples Pathway, Making Safe, support to offenders) and IDAS (domestic abuse). For a complete list of relevant SP commissioned services see Appendix B.
- 6.5 In addition to the range of Supporting People funded services in the Borough, the Council directly funds other key services that support its wider housing and homelessness objectives. These include funding for the CAB (to provide money advice), funding to Stonham/Rainbow Centre (to provide various services for rough sleepers) and funding to support the Changing Lives Project (see below).
- 6.6 Other key services include the CCG commissioned Health Visitor for the homeless along with health commissioned drug and alcohol services.

### **Changing Lives**

- 6.6 In order to address issues associated with the most chaotic single homeless people in a joined up and meaningful way the Council agreed in 2012 to the creation of a new service delivery model in the form of a Social Investment Partnership.
- 6.7 This partnership, developed and facilitated by the Council, captures a shared commitment from a number of public, private and voluntary sector providers to

work together more effectively to tackle a shared problem in respect of chaotic individuals, who represent a significant drain on resources to the public purse generally.

- 6.8 Commitments, including revenue funding commitments toward this model were obtained from a number of key partners, including Supporting People and Yorkshire Coast Homes, along with service level commitments from other Agencies including the Police, the CCG and various voluntary sector providers, each of whom have a key role to play in tackling these issues.
- 6.9 In order to meet the gap in local service delivery a brand new service called Changing Lives was commissioned through the use of funds that have been 'pooled' via the social investment fund model.
- 6.10 Following a procurement process the contract was awarded by Supporting People to a partnership bid from the Cambridge Centre (as lead partner), Yorkshire Coast Homes and Mind.
- 6.11 This service, which has been operational since September 2013 provides intensive management and support to 24 of the most chaotic homeless single people in the Borough. The service includes the direct provision of accommodation through, including the provision of intensive management at the Council's former homeless hostel, Newburn House.
- 6.12 Whilst this project remains in its infancy and outcomes need to be considered in terms of the very chaotic nature of the clients accepted onto the programme, early indications are that this project is making a difference. Key outcomes have been:
  - Since September 2013, 36 individuals have been taken onto the service.
  - As at May 2015, 93% of those that had been sleeping rough prior to going onto the programme were in suitable accommodation and 75% of the total cohort were in suitable accommodation.
  - 8 members of the cohort have been supported into private rented accommodation.
  - 21 members of the cohort had been re-integrated into their families.
  - Of the 20 clients who have remained with the service for the last 12 months there has been a 36% reduction in the number of criminal charges and a 33% reduction in the number of times they had been placed into custody.
  - Average alcohol and substance misuse had also reduced.
- 6.13 This project has been extended until September 2016 and will be included as part of the wider review/recommissioning process for all Supporting People funded services in 2016.

## Rough Sleeping

- 6.14 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.
- 6.15 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.
- 6.16 Over recent years, a series of informal counts undertaken with the Police and voluntary sector partners have shown that numbers of rough sleepers in Scarborough increases in the summer months but tend to drop again in the winter.
- 6.17 The last rough sleepers count was undertaken in August 2015 and five rough sleepers were found. A previous count undertaken at the beginning of July found 9 rough sleepers, however a similar count in November last year found 3. Overall it is estimated that on average around 10 people are sleeping rough on any given night in the Borough.
- 6.18 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 support and advice services (via Stonham/ Rainbow Centre).
  - The provision of a resettlement service (via Stonham/ Rainbow Centre).
  - The provision of emergency accommodation for rough sleepers in the winter months (via Stonham/ Rainbow Centre).
  - The Changing Lives Service.
- 6.19 Demand for services from this group remains relatively high, for example in 2014/15, 44 different individuals were provided with 'emergency accommodation' for 77 nights in total. A further 41 individuals with no connection to the Borough were provided with assistance to enable them to access support or accommodation elsewhere in the country.
- 6.20 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).

- 6.21 Rough Sleeping is 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.
- 6.22 In order to tackle this issue the Council has adopted a No Second Night Out approach to preventing rough sleeping. In essence this means that:
- 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.
- 6.23 The key implication of this approach is that all rough sleepers, regardless of 'priority need' will be provided 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.
- 6.24 Following its adoption of its No Second Night Out protocol, the Borough has adopted a multi-agency approach, both to identify and find solutions for rough sleepers. This approach includes joint 'rough sleeper sweeps' with the Police and voluntary sector partners and a proactive response to referrals, including referrals via Streetlink (the national rough sleeping help line) and a partnership approach to problem solving through its Multi-Agency Problem Solving groups.

### **Future Challenges**

- 6.25 The Borough currently benefits from a broad range of services to meet the support needs of vulnerable residents. It is clear that the Borough is heavily reliant on the use of Supporting People grant funding to pay for these services. Without the continuation of funding, services for vulnerable groups and the homeless, including rough sleepers, young people, offenders, homeless families and victims of domestic violence would be in jeopardy.
- 6.26 Since its creation, the national supporting people programme has been subject to year on year funding reductions The 2010 Spending Review

set out a further 3% cut in Supporting People funding by 2014/15. The removal of the Supporting People ring fence in April 2009 meant that all local authorities were able to choose how to allocate funding. Since 2011, the Supporting People allocation has been subsumed into the Formula Grant paid to Authorities and no-longer identified separately. However, in North Yorkshire, a decision was made to retain the Supporting People partnership arrangements, with a “locally” ring-fenced grant.

- 6.27 These changes were introduced at a time of unprecedented reductions to Local Authority funding. Inevitably this resulted in some Local Authority areas prioritising spending in key statutory areas such as social care and education ahead of ‘discretionary’ Supporting People services, with some Local Authority areas reported as having slashed over 80% from their Supporting People Budgets.
- 6.28 At the local level, the County Council are themselves faced with significant financial pressure following reductions in their grant allocation from Government. The County’s financial strategy forecasts the need to save £72m by 2020 which will result in an overall reduction of 30% in its budget. . This financial pressure is worsened by increasing future demand for services due to an ageing population, particularly in relation to Adult Social Care. The Supporting People share of the North Yorkshire savings is £1.7m.
- 6.29 Whilst the budget available is now half of what it was in 2010, services to the most vulnerable, such as young people, victims of domestic violence have to date been protected.
- 6.30 The level of required savings do however mean that it is inevitable that all services are subject to the need to become more efficient and cost effective in order to remain viable. However where funding reductions have been needed attempts have been made to mitigate the impact by ensuring the distribution of services effectively meets local need and through the adoption of new ways and more effective of working.
- 6.31 In 2014, the as part of the North Yorkshire 2020 savings programme, ‘homeless prevention services’, including the Homestay service provided locally via Stonham were cut by 20% across the County. However, an opportunity was taken to put the services on a more equitable footing. Therefore, whilst this exercise did result in a net ‘saving’ to the Supporting People programme ,locally, outcomes for residents (in terms of the number of clients supported) have been unaffected, indeed the contract was changed in such a way to provide a more focussed and needs based service locally.
- 6.32 In addition, the Borough has benefited from additional investment in some key areas where gaps in provision have been identified. The Changing Lives Project, benefits from additional funding from the Supporting People programme and could not continue without on-going support from NYCC.
- 6.33 Clearly given the funding situation, the long term future of Supporting People funded services is un-certain. However, the partnership has met the majority

of the required North Yorkshire savings and a future programme of re-commissioning is planned. The need for savings in many areas is inevitable. In addition the way services are commissioned in the future may also change following the creation of the Health and Well-Being Board and the challenges of an ageing population with long term health needs.

### **What more needs to be done?**

6.34 From the Borough Council's perspective, the need to sustain key services locally is paramount. The priority through the period of this strategy will be to continue to work in partnership with NYCC and other commissioners to both advocate for the necessary resources to meet local need. We must also engage with and take forward new commissioning models and ensure that the needs of the homeless are not forgotten.

Key actions within the strategy include:

- a) Minimise levels of rough sleeping in the Borough by:
  - An on-going commitment to sustain existing levels of service provision.
  - An on-going commitment to enhanced partnership and the No Second Night approach.
  - An on-going commitment to provide 'emergency accommodation' during the winter months.
- b) Work with stakeholders to ensure the success of the Changing Lives service and support the review and potential re-commissioning of that service in 2016.
- c) Continue to advocate for Supporting People funding to meet local need and engage with NYCC on potential future commissioning models and programmes.
- d) Ensure that homeless households in temporary accommodation are offered 'support by default'.
- e) Engage with new arrangements for the provision of services for offenders and assist in planned moves for people leaving prison and high risk offenders.
- f) Engage with new arrangements for the provision of Drug and Alcohol Services via North Yorkshire Horizons and ensure that homeless clients get the services they need.
- g) Development of new local hospital discharge protocols for the homeless with Health Service.

**APPENDIX A Scarborough Borough Council Local Homeless Strategy Action Plan 2015/20**

**Objective 1: Reducing Homelessness through Prevention**

TARGET/ ACTION	HOW	HOW MEASURED	RESOURCES	CURRENT POSITION
<b>Ensure that for every one household that becomes homeless (owed full duty) no fewer than five households have their homelessness prevented.</b>	Various prevention interventions as outlined within strategy	Number of successful preventions and number of households owed full duty	All partners and existing housing options	873 Preventions in 2014/15  97 Homeless Households (owed full duty)
<b>Sustain key services where providing value for money</b>	On-going monitoring, review and re-commissioning of services	Number of successful preventions and other KPIs.	Financial commitments outlined in Appendix B.	Range of valuable services commissioned locally either via SBC or NYCC. See Appendix B. Services subject to on-going process of review.
<b>Sustain the range of key partnership arrangements (both local and countywide) that support the delivery of the strategy along with increased emphasis on new multi-agency models.</b>	Continued emphasis on Councils enabling role to facilitate arrangements.	Sustainment of partnership arrangements	Officer time	Range of key partnerships and working arrangements operating in the Borough and in the sub-region that support delivery of the Council's strategy. See Appendix B.
<b>Enhanced working with Customer First/ upskilling CF staff</b>	Intensive, ongoing training programme to provide CF staff with skills to deal with routine advice queries.	Outcomes monitored via case work split of routine/ repeat enquiries.	Officer time	All CF staff receiving training with the aim that housing options shall 'single man' from October. Extra capacity for Housing Options to be used on additional prevention work.

TARGET/ ACTION	HOW	HOW MEASURED	RESOURCES	CURRENT POSITION
<p><b>Ensure that where private rented accommodation is used by the Council to help meets its duties that this accommodation is safe and well-managed</b></p>	<p>A review of the conditions and terms of the Council's Bond/Rent in Advance scheme.</p> <p>Increased emphasis on housing conditions through the use of inspections and joint working with the Council's Private Sector Housing team.</p> <p>Investigation into increased forms of private sector regulation including Selective Licensing in certain parts of the Borough.</p>	<p>Completion of review and introduction of new procedure.</p> <p>Number of home visits and inspections undertaken prior to referral.</p> <p>Completion of business case into Selective Licensing</p>	<p>£50K Bond/Prevention Pot plus use of Discretionary Housing Payments</p> <p>Staff time</p> <p>Staff time</p>	<p>387 Bonds provided in 2014/15</p> <p>Whilst some checks are made to ensure that accommodation is free of hazards, a range of more robust procedures are to be taken.</p> <p>Cabinet agreed to business case for Selective Licensing to be worked up. Due for completion early 2016.</p>
<p><b>Continued emphasis on tackling the main causes of homelessness, particularly preventing domestic abuse through the work of the Making Safe partnership</b></p>	<p>Continued support for partnership including the use of SBC resources.</p>	<p>Number of victims who have had homelessness prevented via Making Safe.</p>	<p>DV services funded via SP grant.</p> <p>On-going SBC contribution of £12K per annum to support service.</p>	<p>66 households had homelessness prevented via Making Safe partnership in 2014/15</p>
<p><b>A commitment toward the on-going modernisation of the Councils housing options service through the use of new technology and new ways of working.</b></p>	<p>Use of new technology and processes to save staff time.</p> <p>Peer Reviews with other LAs taking place as part of Gold Standard.</p>	<p>n/a</p>	<p>n/a</p>	<p>Paperless systems rolled out in 14/15.</p> <p>Use of IPADS and mobile working arrangements to be tested in 15/16.</p>

TARGET/ ACTION	HOW	HOW MEASURED	RESOURCES	CURRENT POSITION
<b>Work with partners to increase employment and training opportunities for homeless people.</b>	Action plan to be developed via financial inclusion forum.			
<b>Bolster referral arrangements with CAB and promote money advice to prevent homelessness</b>	Agree new referral protocols	Number of households prevented from becoming homeless as a result of advice provided	Officer time £73K per annum committed for CAB in 15/16	Cab assisted 10 households from becoming homeless in 14/15
<b>Join other N York's LAs in working toward Gold Standard Accreditation</b>	Work to the good practice standards as set out by NHAS and work towards Gold Standard	Peer Review and assessment	Officer time	Programme of peer reviews being undertaken across county.
<b>Develop joint working arrangements with NYCC new prevention service</b>	<b>Understanding between teams. If needed develop referral protocols.</b>	n/a	n/a	New service developed by NYCC

**Objective 2: Minimising the use of temporary accommodation and providing quality services to households within temporary accommodation.**

TARGET/ ACTION	HOW	HOW MEASURED	RESOURCES	CURRENT POSITION
<b>To cap any increase in the number of households in temporary accommodation and continue to avoid the use of B&amp;B.</b>	On-going emphasis on homeless prevention	Number of households in temporary accommodation.  Number of single homeless in B&B	Prevention options as highlighted within Appendix 2	42 households in temporary accommodation at 31/3/2015, including 7 single persons in B&B
<b>Develop replacement for Womens Refuge</b>	Agreement on site and securing funding/ development partner	Development of refuge	CA/RP investment	Start on site 2016
<b>Ensure that all existing accommodation used by the Council is effectively managed and that clients are given the necessary support they need.</b>	Ensure homeless clients are provided with support by default and are supported through 'move on' plans.  Investigate options to increase levels of housing management, in particular out of hour's management and concierge services.  Ensure close and effective working arrangements between the Council, YHA, Stonham, B&B providers, the Councils community safety team and the Police.	Use of move on plans  Completion of review of options  Development of enhanced partnership working	Stonham Homestay service  Not known at this stage. Potential cost implications for SBC due to HB subsidy restrictions.  Officer time	New arrangements introduced in 2014/15 to ensure support by default.  Limited out of hours management/ security within temporary accommodation.  Partnership framework not being fully utilised by accommodation providers.

<b>Ensure effective management of YHA temporary accommodation</b>	Dedicated housing officer providing advice and assistance, reporting repairs, dealing with ASB and breaches of licence conditions	n/a	YHA staff Partnership working with SBC Temporary Accommodation Officer	Revised working arrangements and protocols agreed with YHA in 2015
<b>Increase security within RP managed temporary accommodation</b>	CCTV systems to be installed	n/a	Remainder of capital funding from original prudential borrowing	Security overall needs to be improved
<b>Ensure that where B&amp;B is used it is safe and well managed</b>	Inspection of accommodation. Licensing regime	On-going programme of inspection	Temporary Accommodation Officer Private Sector Housing Team	All B&Bs subject to programme of inspection

### Objective 3; Tackling Youth Homelessness

TARGET/ ACTION	HOW	HOW MEASURED	RESOURCES	CURRENT POSITION
<b>On-going commitment to support the North Yorkshire Young Peoples Pathway</b>	Engagement with and support for the on-going countywide review and commissioning process	Completion of review	Officer time	Review and commissioning process to be concluded early 2016.
	An on-going commitment to support the further development of 'High Needs' accommodation in the Borough, including the potential use of capital funding (through commuted sums) if required.	Development of High Needs units	RP/HCA investment £130K in commuted sum funding committed if needed.	Potential options identified. Cabinet consent to be sought for SBC funding in 2016.
	A commitment to work with housing associations and private landlords to unlock increased opportunities for the provision of 'move on' accommodation.	Development of move on options	Not known	Changes to HB rules likely to create difficulties with move on for young people from Pathway
	A commitment to work with the Pathway provider to ensure there are the links and connections between employment opportunities for young people generally.	Development of additional employment/ training options	Not known	Limited scope/ emphasis currently within Pathway

TARGET/ ACTION	HOW	HOW MEASURED	RESOURCES	CURRENT POSITION
<b>Continue to prevent youth homelessness through the Pathway</b>	Mediation, housing options, "breathing space" and supported housing offered via the Pathway.	<p>Number of young people whose homelessness has been prevented via the Pathway.</p> <p>Number of young people accommodated and successfully moving on to independent living.</p> <p>Various other indices within Pathway model.</p>	Young Peoples Pathway	<p>85 young people 'at risk of homelessness' had their homelessness prevented in 2014/15.</p> <p>Further 65 accommodated in supported housing.</p>
<b>Monitor impact of HB changes on Pathway model</b>	Monitoring of demand and outcomes for young people	<p>Move on outcomes.</p> <p>Numbers of young people approaching the Council directly under homelessness route</p>	Officer time	Government proposes ending HB entitlement for 18-21 year olds.
<b>Enhanced joint working with NYCCs Leaving Care team.</b>	Joint working between Leaving Care and Housing Options/ Environmental Health in relation to accessing private rented accommodation and ensuring its suitability for clients.	n/a	Officer Time	Scrutiny review highlighted potential for better joint working.

**Objective 4: Providing housing support for homeless and vulnerable people including rough sleepers**

TARGET/ ACTION	HOW	HOW MEASURED	RESOURCES	CURRENT POSITION
Minimise levels of rough sleeping in the Borough.	Sustain existing levels of service provision.  Enhanced partnership and the No Second Night approach.  Emergency accommodation during the winter months.	On-going programme of rough sleepers counts	See Appendix 2	Annual count found 5 rough sleepers in Nov 2014.  On-going programme of counts show that numbers increase in summer months.
Work with stakeholders to ensure the success of the Changing Lives service and support the review and potential re-commissioning of that service in 2016	Review and re-commissioning in 2016	Suite of cost benefit and performance indicators agreed	Service commissioned by SBC, NYCC and YCH. See Appendix B.	Contract extended until September 2016.
Continue to advocate for Supporting People funding to meet local need and engage with NYCC on potential future commissioning models and programmes. .	Through engagement with SP commissioning body.	Sustainment of services	Officer time.	See Appendix 2 for breakdown of SP funded services

TARGET/ ACTION	HOW	HOW MEASURED	RESOURCES	CURRENT POSITION
Ensure that homeless households in temporary accommodation are offered 'support by default'	Via Stonham Homestay service and new working procedures	Number of homeless households accessing support	Stonham Homestay	New arrangements introduced in 2015
Engage with new arrangements for the provision of services for offenders and assist in planned moves for people leaving prison and high risk offenders.	Development of new joint protocol	Number of ex-offenders receiving support/ accommodation	Officer time	New arrangements for offender management introduced nationally in 2016.
Engage with new arrangements for the provision of Drug and Alcohol Services via North Yorkshire Horizons and ensure that homeless clients get the services they need	Development of local referral arrangements	Number of homeless households accessing support	Officer time	N Yorkshire Horizons providing services locally from 14/15
Develop hospital discharge arrangements for the homeless with Health Service.	New protocols	Development of new protocols	Officer Time	No protocols in place

## APPENDIX B - Statistical Appendix

Table1. Decisions made as a percentage of the total number of decisions per quarter.

Period	National				Scarborough			
	Accept	Intentional	Not Priority	Not homeless	Accept	Intentional	Not priority	Not homeless
2010/11 Q1	44	7	19	29	59	3	8	30
Q2	44	7	20	30	47	6	11	36
Q3	42	7	20	31	52	12	6	30
Q4	43	7	21	29	63	3	6	28
2011/12 Q1	46	7	19	28	45	7	9	40
Q2	46	7	18	29	58	9	11	22
Q3	47	8	17	28	61	7	9	24
Q4	47	7	19	27	64	3	3	30
2012/13 Q1	48	7	17	27	61	3	9	27
Q2	48	8	17	28	53	7	9	31
Q3	47	8	17	28	60	12	7	21
Q4	47	8	18	27	42	8	13	37
2013/14 Q1	48	8	18	26	59	8	4	29
Q2	48	8	19	26	46	9	9	37
Q3	46	8	19	28	41	9	19	31
Q4	46	8	20	27	44	9	5	42
2014/15 Q1	48	7	18	27	40	16	9	33
Q2	49	8	18	25	74	7	2	17
Q3	48	9	18	25	54	16	5	24
Q4	49	8	19	24	51	7	7	36

Table 2. Homeless Acceptances (per 1000 households)

Period	National	Scarborough
2010/11 Q1	0.5	0.34
Q2	0.5	0.28
Q3	0.5	0.33
Q4	0.5	0.41
2011/12 Q1	0.5	0.24
Q2	0.6	0.29
Q3	0.6	0.40
Q4	0.6	0.38
2012/13 Q1	0.6	0.40
Q2	0.7	0.28
Q3	0.7	0.23
Q4	0.7	0.23
2013/14 Q1	0.7	0.28
Q2	0.7	0.19
Q3	0.6	0.12
Q4	0.5	0.18
2014/15 Q1	0.6	0.21
Q2	0.7	0.29
Q3	0.7	0.18
Q4	0.7	0.21

Table 3. Number of households in temporary accommodation at the end of each quarter (per 1000 of the population)

Period	National	Scarborough
2010/11 Q1	0.96	0.50
Q2	0.95	0.49
Q3	0.93	0.53
Q4	0.92	0.49
2011/12 Q1	0.93	0.58
Q2	0.93	0.57
Q3	0.93	0.55
Q4	0.95	0.62
2012/13 Q1	0.97	0.58
Q2	1.00	0.61
Q3	1.00	0.52
Q4	1.02	0.52
2013/14 Q1	1.04	0.49
Q2	1.08	0.42
Q3	1.07	0.38
Q4	1.08	0.47
2014/15 Q1	1.08	0.50
Q2	1.09	0.50
Q3	1.09	0.40
Q4	1.11	0.39

Table 4. Numbers prevented (per 1000 of the population)

Period	National	Scarborough
2010/11 Q1	0.85	1.26
Q2	0.89	1.85
Q3	0.88	1.75
Q4	0.95	2.06
2011/12 Q1	0.89	1.65
Q2	0.92	1.65
Q3	0.93	1.86
Q4	0.95	1.86
2012/13 Q1	0.90	1.75
Q2	0.95	2.05
Q3	0.95	2.41
Q4	0.94	2.29
2013/14 Q1	0.97	1.85
Q2	1.01	1.65
Q3	1.02	1.86
Q4	1.03	2.29
2014/15 Q1	1.01	1.76
Q2	0.98	1.85
Q3	0.97	2.01
Q4	0.99	2.40

Table 5. Main reasons for loss of last settled home

	2010/11	2011/12	2012/13	2013/14	2014/15
Parents no longer willing or able to accommodate	11	19	13	6	8
Other relatives or friends no longer willing or able to accommodate	21	27	17	9	8
Non-violent breakdown of relationship with partner	19	7	13	9	11
1. Violence					
Violent breakdown of relationship, involving partner	23	13	17	17	23
Violent breakdown of relationship involving associated persons	5	5	7	1	3
Racially motivated violence	0	0	0	0	0
Other forms of violence	8	5	7	1	4
Harassment, threats or intimidation					
Racially motivated harassment	0	0	0	0	0
Other forms of harassment	11	16	10	7	3
Mortgage arrears (repossession or other loss of home)	0	2	1	1	1
Rent arrears on:					
Local authority or other public sector dwelling	0	0	0	0	0
Registered social landlord or other housing association dwelling	0	1	1	1	0
Private sector dwellings	13	7	4	4	5
Loss of rented or tied accommodation due to:					
Termination of assured shorthold tenancy	11	14	9	6	8
Reasons other than termination of assured shorthold tenancy	6	8	3	3	0
Required to leave National Asylum Support Service accommodation	0	0	0	0	0
Left an institution or LA care:					
Left prison/on remand	9	6	3	8	6
Left hospital	2	0	2	4	2
Left other institution or LA Care	1	0	2	0	1
Other reason for loss of last settled home:					
Left HM Forces	0	0	0	0	0
Other reason	7	12	15	6	14

## Support and Prevention Services for the Homeless 2015

Provider	Service name	Client Group	Service type	Clients	Resources
<b>Cambridge Centre</b>	Changing Lives	Chaotic Single Homeless	Accommodation based with floating support	24	£212K per annum including SBC £40K and YCH £25K funding
<b>Stonham</b>	Scarborough & Ryedale Homestay Service	Homeless families and singles	Floating Support.	153	£425K per annum contract. Funded via SP
<b>Foundation</b>	Resettlement and Community Safety Scheme (RACCS)	Offenders	Floating Support	96 (countywide)	£323K per annum. Funded via SP
<b>Foundation</b>	Making Safe	Perpetrators of domestic abuse	Floating Support	40 (countywide)	£161K per annum SP funding plus £12K per annum SBC
<b>Foundation</b>	Scarborough Young Peoples Pathway	Young People	Accommodation based	54	£490K per annum. Funded via SP
<b>IDAS</b>	Domestic Abuse Service	Victims of domestic abuse	Accommodation based with floating support	55 (10 AB)	£239K per annum. Funded via SP
<b>Safe and Sound Homes</b>	Supported Lodgings	Young People	Accommodation based	36 (countywide)	£309k per annum via SP
<b>Rethink</b>	Scarborough mental health supported housing	Mental Health	Accommodation based	6	£38K per annum via SP
<b>Scarborough, Whitby, Ryedale Mind</b>	Scarborough mental health community support	Mental Health	Floating Support	23	£126K per annum via SP
<b>SBC</b>	Scarborough/Ryedale Handyperson Service	Older people	Handyperson and Wellbeing service	n/a	£126 per annum via SP
<b>Horton Housing</b>	Support for G&Ts	G&Ts	Floating Support	30 (countywide)	£125K per annum

Provider	Service name	Client Group	Service type	Clients	Resources
<b>SBC</b>	Housing Options Service	Any household	Prevention options plus statutory assessments	1700+ per annum	Housing Options Team
<b>SBC</b>	Bond/Prevention Fund	Any at risk of homelessness	Provision of Bonds or other financial support to prevent homelessness	387 Loans in 2014/15	£50K per annum
<b>SBC</b>	Private Sector Link Officer	Any household	Additional support to access and sustain private rented accommodation	n/a	FTE post
<b>CAB</b>	Money advice service	Any household	Specialist money advice		£73K per annum
<b>Stonham/Rainbow Centre</b>	Emergency Accommodation	Rough sleepers	Emergency accommodation and support	44 clients in 15/16	
<b>Stonham/Rainbow Centre</b>	Resettlement	Rough Sleepers	Resettlement and assisted travel	41 in 15/16	
<b>Stonham/Rainbow Centre</b>	Advice and assessment	Rough Sleepers	Advice		
<b>SBC</b>	N York's Spot Purchase	Rough Sleepers	Outreach/ad-hoc intervention	n/a	N York's CLG Grant
<b>Rainbow Centre</b>	Day Services and Food bank	Any vulnerable	Day Services and Food bank		Voluntary contributions
<b>Key House</b>	Court Desk	Any household	Legal Advice		Legal Service Commission
<b>Key House</b>	Housing Advice	Any household	Legal Advice		Legal services Commission

## Key Local partnership and joint working arrangements

Partnership	Lead	Purpose
<b>Homelessness and Benefit Forum</b>	SBC (Housing)	Promotes joint approach to developing and implementing the Councils Homelessness Strategy.
<b>Financial Inclusion Forum</b>	SBC (Housing)	Promotes joint approach between agencies in tackling issues concerning welfare reform and financial inclusion.
<b>Multi – Agency Problem Solving (MAPs)</b>	SBC (Sustainable Communities)	Co-ordinates joint working between agencies to tackle community problems/ issues with vulnerable adults
<b>Multi- Agency Public Protection Arrangements (MAPPA)</b>	Probation	Joint approach between agencies regarding offender management
<b>MARACs</b>		
<b>No Second Night Out Partnership</b>	SBC (Housing)	Ensures joint approach/ commitment between the Council, Police and 3 <sup>rd</sup> sector partners in tackling rough sleeping.
<b>Changing Lives Partnership</b>	SBC (Housing)	Provides joint up for Changing Lives Commissioners/ stakeholders
<b>Making Safe Partnership</b>	SBC (Community Safety )	Provides operational join up between agencies for Making Safe interventions.
<b>Strategic Substance Misuse and reduction partnership</b>	SBC (Sustainable Communities)	Supports delivery of local interventions between agencies to tackle substance misuse.
<b>Community Impact Partnership</b>	SBC (Sustainable Communities)	Supports joint action between agencies to deliver services to deprived areas of the Borough.
<b>Mental Health Accommodation Panel</b>	Mental Health	Promotes joined up response between providers to help meet accommodation needs.
<b>Young Persons Pathway</b>	SBC (Housing)	Provides operational join up between agencies for Pathway locally