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# **SCARBOROUGH BOROUGH COUNCIL**

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

## **FOREWORD**

I am delighted to introduce this Homelessness and Rough Sleeping Strategy.

Levels of homelessness both at the national and local level are increasing. This is due to a wide range of factors including the impact of austerity on public sector services, poverty and changes to welfare benefits and a national shortage of homes people can afford. Numbers in temporary accommodation are increasing as is the prevalence of rough sleeping.

The Homelessness Reduction Act has had fundamental implications on the way Councils deliver services to the homeless. We have legal duties to a much wider group of people than we have ever done. The importance of Homelessness Strategies has therefore never been more important.

This strategy sets out our objectives and priorities to tackle the scourge of homelessness within the Borough. 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 that vital services are sustained.

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

**Cllr Janet Jefferson**  
**Cabinet Member for Finance and Operations**

## 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 elected Members through valuable briefing sessions and the Council's Scrutiny Board.

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 Act's 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**

Full consultation was undertaken with stakeholders to support the development of this strategy throughout May and June 2019.

This included one to one sessions with key partners and a presentation to the local homelessness forum. Feedback from members of the public was sought via a web based consultation.

All Members of the current Council were invited to attend a briefing seminar and provide comment on the strategy in June 2019 prior to its consideration by Cabinet. The seminar was well attended and generated a range of suggestions and areas to consider. In addition the strategy was considered by Scrutiny Board on 3 July 2019 as a result of which a number of changes were recommended and have been incorporated.

Feedback on the strategy has also been received from officials at the Ministry of Housing, Communities and Local Government (MHCLG) and discussions have been had with various service managers within the Council.

A summary of consultation feedback and changes made as a result can be found within Appendix C to this report

## **MONITORING**

The strategy is a live document. Progress against the action plan shall be updated on an annual basis and published. In addition key Performance Indicators are reported back to Members on a quarterly basis.

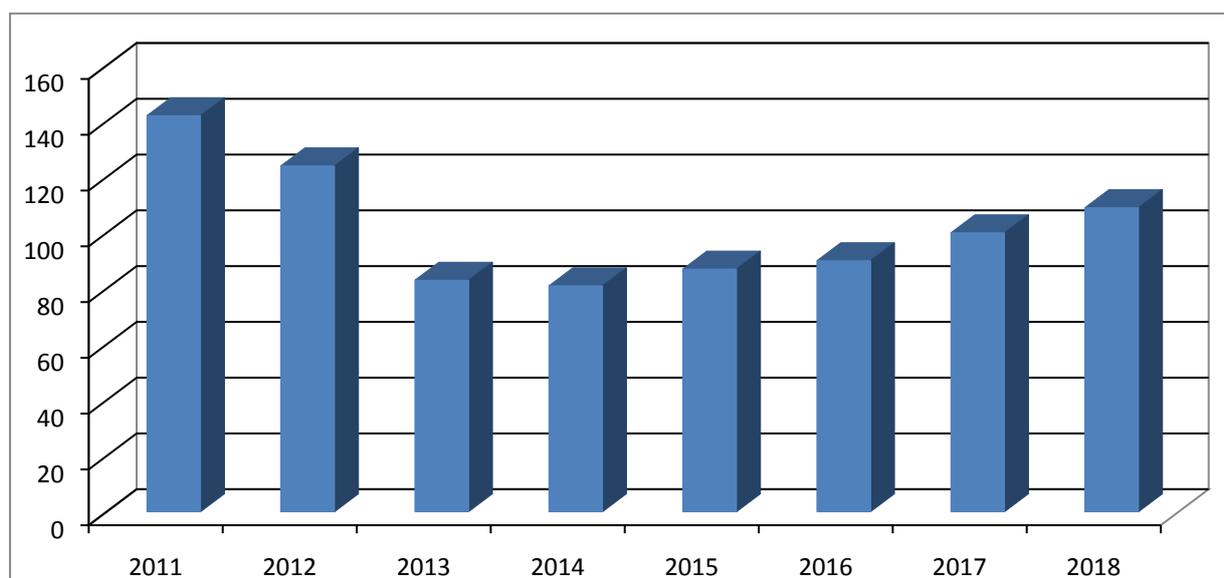
## LOCAL CONTEXT

### 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'. 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 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 *who 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.

### **Discharging our duties through 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. However the demand for housing associated owned and rented housing within the Borough outstrips the supply.

In 2018/19 105 households who were either homeless or at risk of homelessness were provided with accommodation by housing associations (as compared to 335 households who were supported into private rented accommodation).

This accommodation was either accessed via the Choice Based Lettings Scheme (which gives preference to homeless people or those at risk of homelessness) or where a full rehousing duty is owed, via a direct nomination from the Council.

**Table 2 - Numbers on Register by Band 2019**

	<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 2019 there were 1575 households on the Council's 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 Council's 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.

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. At this present time housing associations operating within the Borough are still unable to access grant for social rented housing from the Government.

Whilst numbers of new homes being developed are positive, this strategy highlights a shortage of social rented flatted accommodation within the Borough. An assessment of Beyond Housing stock indicates that only 4% of their total stock is general needs flatted accommodation (e.g. flats with no age restriction). This imbalance in the stock profile is reflected within the wider housing stock. However the demand for flatted accommodation is high and this is reflected within the Council's **Strategic Housing Market Assessment 2015** (SHMA). Going forward therefore changes to wider policy are recommended to increase the emphasis on the need for flatted accommodation within future affordable housing development.

Overall however, despite our ambition, it is accepted that the Council cannot meet its obligations toward the homeless solely through the use of housing association rented property. In line with the Government's 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.

### **Discharging our duties through 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 2018/19, 335 households who were at risk of homelessness or homeless 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).

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' came 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?

The main way the Council meets its duties is by preventing homelessness from happening in the first place. 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.

As well as being the right thing to do, it makes financial sense to prevent homelessness. 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.

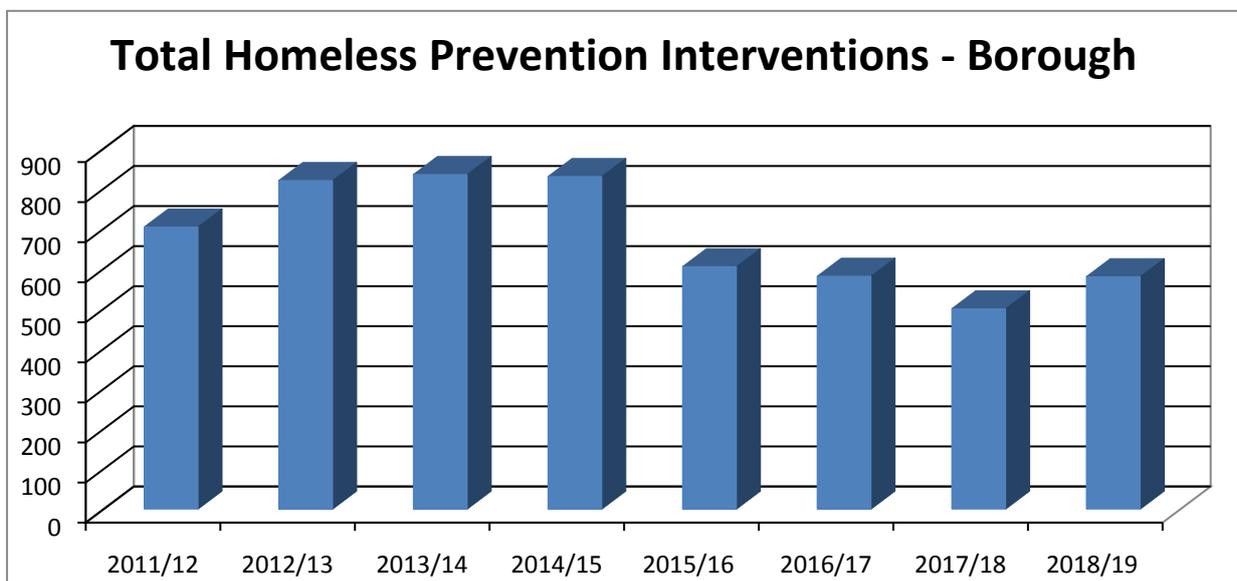
To support the implementation of the new legislation the Government recognised that Councils need funding support. A new Flexible Homelessness Grant was

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 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 Council's allocation of additional burdens funding was £40K over a two year period.

## How many households have their homelessness prevented?

**Table 3 - 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.

## **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 social housing
- Support to access 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 Council's 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 3 officers including additional management capacity. 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 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, including the CAB, the Rainbow Centre, Domestic Abuse Services and Foundation Housing. 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. 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.

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.

## What are the Main Causes of Homelessness?

**Table 4 Main Causes of Homelessness 2018/19**

End of Private Rented Tenancy	30.4%
Friends or Family No Longer Willing Or Able To Accommodate	25.3%
Relationship With Partner Ended (Non-Violent Breakdown)	14.6%
Domestic Abuse	11.5%
Non-Racially Motivated/Other Motivated Violence Or Harassment	5.8%
End of Social Rented Tenancy	4.5%
Left Institution With No Accommodation Available	2.6%
Eviction from Supported Housing	2.1%
Property Disrepair	1.9%
Mortgage Repossession	0.7%
Fire Or Flood/Other Emergency	0.3%
Racially Motivated Violence Or Harassment	0.1%

### Loss of Private Rented Accommodation

In line with national trends, the main cause of homelessness within the Borough is loss of private rented accommodation. Tenants within private rented accommodation have less security than those within social housing. Tenancies are typically Assured Shorthold Tenancies fixed term (for 6 months) after which the process for seeking possession by a landlord is simplified through the use of s21 Notices.

Further to the Homeless Reduction Act 2018, the Council has a legal duty to consider any household served with a notice by their landlord as being threatened with homelessness (and therefore owed the prevention or relief duty). Typically presentations from tenants facing eviction by landlords are for rent arrears, problems with accessing benefits, relationship breakdown with their landlord or the landlord simply wishes to sell or renovate the property.

In this scenario the Council will always try and prevent homelessness by negotiating with the landlord and tenant to resolve the problem (for example trying sort out benefit issues or arrears). Where we are unable to do this we try and secure the tenant alternative accommodation in advance of eviction and the trauma of homelessness.

## **Friends or Family No-longer willing or able to accommodate**

Again in line with national trends, the second main cause of homelessness within the Borough is where families or friends are no longer able or willing to accommodate another household. Typically this may occur where families share accommodation with parents as they are unable to access social housing or afford private rented accommodation. Alternatively it could be due to relationship breakdown between parents and their grown up children or due to the impact of households sharing on benefits eligibility. Another common scenario would be 'sofa surfing' where a household is already homeless but is forced to drift from one sharing situation with friends or family to the next.

Again in this scenario the Council would generally try and prevent the homelessness from occurring (unless it has become completely unreasonable to continue to share) and where this was not possible we would try and find alternative accommodation. A key partner in undertaking this work is Foundation Housing (see Objective 4) who provide specialist prevention and mediation services to try and prevent young single people from becoming homeless, typically because of relationship breakdown with their parents.

## **Relationship Breakdown**

The third most common cause of homelessness within the Borough is relationship breakdown and/or divorce. In this scenario the Council will try and provide advice to the affected parties around options and where needed try and secure alternative accommodation before the situation becomes a crisis.

## **Domestic Violence**

In 2018/19 around 11% of all homelessness within the Borough was caused by Domestic Violence. Domestic Violence is one of the main causes of non-preventable homelessness within the Borough and in this scenario the Council will always first try and access specialist services.

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.

The Council however recognises that more needs to be done in this area (see below) to meet local need. The lack of a suitable women's refuge locally often means that families fleeing violence are accommodated within non-specialist temporary accommodation or indeed have to move out of the area completely.

## **Loss of Social Rented Housing and Supported Housing**

Evictions from housing association property and supported housing schemes made up 6.6% of all homelessness presentations in 2018/19. Typically these are for rent arrears or anti-social behaviour. Again in this scenario, where tenants are at risk of homelessness the Council has a legal duty to try and prevent that homelessness.

We do this by working with the landlord and the tenant to try and clear the rent debt or in the case of ASB working together (through the Community Impact Team) to try and resolve and reduce the ASB.

Sustaining tenancies within housing association property is clearly very important. To assist with this the Council's main Housing Association Partner Beyond Housing has agreed to work with us on a new Homelessness Compact Agreement (see below) that sets out how we shall work together to minimise evictions within their stock.

**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?**

### **Changing 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**

## Impact of Funding Cuts to Support Services

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 Government's **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. From October 2019 funding for housing support for the homeless and vulnerable people (e.g. Horton Housing) is being reduced by 45%.

In order to sustain the support service the Council has agreed to enter into a Collaboration Agreement with NYCC. This agreement means that the service is to be transferred 'in-house' to the Council from 1 October 2019. 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.

Whilst agreement has been made to try and mitigate the impact of this funding reduction through the provision of a new 'in-house' service this funding reduction shall inevitably mean a significant reduction in the ability of the Council and its partners to prevent homelessness and sustain tenancies.

Of huge concern is the impact of potential future funding reductions to the Young Persons Pathway (see Objective 4).

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**

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 management 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.

Whilst the uncertainty over rents has been resolved, in order to take future development forward the Council and an RP development partner would also need some assurance that funding to pay for 'support' (via NYCC would be in place). Government consultation on new Legislation published May 2019 proposes that commissioning of support for Refuges could become a statutory duty of upper tier authorities.

Given the levels of Domestic Abuse in the Borough it is clear that there is a need to re-assess opportunities for the development of a refuge. This work would include a fresh detailed needs assessment along with a viability appraisal and a new development partner would need to be secured.

This strategy seeks to kick start this process, reaffirm the Council's commitment toward releasing land for this purpose and seek a development partner and relevant funding to build a refuge within the Borough.

It is important to note however that given the responsibility on NYCC to commission support for victims of domestic abuse (including refuge provision) and the potential for this responsibility to become a statutory duty on upper tier authorities going forward, this project can only proceed with the full strategic backing of NYCC.

The strategy also proposes changes to the day to day working relationships between key agencies involved in tackling Domestic Abuse. 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.

### **Working with Housing Associations**

Housing Associations have a legal duty under the Housing Act to co-operate with Local Authorities to help meet our homelessness duties. In particular Councils rely on Housing Associations to help them meet their duties to accommodate homeless people.

At the local level, 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 with higher support needs.

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). 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 Housing Associations 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 Associations by Government. Many Housing Associations, particularly bigger national providers 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, the Council plans 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 Housing Associations as needing 'sensitive lets' are increasing. 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 when it 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 Associations, or indeed the number of homeless households being rejected. We do not have any firm evidence to suggest that the Associations are acting unreasonably. As part of this strategy therefore new systems for recording the number of homeless households rejected by Associations 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 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 arguing with partners 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 Housing Association 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 off 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 of development options to support this strategy.

## **Impact of Poor Mental Health and Substance Misuse**

The Council recognises that a common contributory factor towards homelessness is often mental illness. Evidence shows there is an increasing link between homelessness and mental illness. In their 2014 Report ***The Unhealthy State Of Homelessness; Health Audit Results***, the Homelessness Charity Crisis highlighted that 80% of homeless people in the UK had reported they had mental health issues and 45% had been diagnosed with a mental health condition.

The study highlighted the prevalence of mental health problems amongst the homeless as compared to the general population, including major depression, schizophrenia and bi-polar disorder. It suggests that around 30% of street homeless people in the UK have mental health conditions.

At the local level, whilst the extent of mental illness amongst homeless people is difficult to verify, it is estimated that around 80% all single homeless people, either presenting to us for help, within our temporary accommodation or street homeless have some form of mental health problem. We estimate that the prevalence of mental illness amongst street homeless is around 90%. The extent of mental illness amongst families appears to be generally lower, however again the incidence of diagnosed depression is high.

Like poor mental health, drug and alcohol addiction is a common factor amongst homeless people. The 2014 Crisis Report highlights that substance misuse is the most prevalent health problem amongst homeless people with 62.5% of homeless people they surveyed having substance misuse problems often combined with poor mental health (42%).

Again at the local level it is difficult to accurately ascertain the prevalence of substance misuse issues amongst the homeless; however we estimate that around 80% of all single homeless (typically but not exclusively single men) have substance misuse problems. Of those found sleeping rough again we estimate that around 90% have chronic substance misuse problems.

The provision and commissioning of statutory and non-statutory mental health services and drug and alcohol services does not sit with the Borough Council and funding for interventions for this group have reduced in recent years.

In previous years the Council provided capital funding and worked with Housing Associations to develop supported housing specifically for people with mental illness, however the revenue funding for community support has reduced over the years. Some supported move on type accommodation for people with mental illness such as 2 Trafalgar Square was decommissioned by NYCC.

Whilst the Council cannot change the way either mental health services or drug and alcohol services are provided we can ensure that the join up between services is good and that available resources are maximised.

The strategy therefore includes a commitment to work up a joint agreement with both mental health services and North Yorkshire Horizons to look at ways to improve the join up between the Council's housing service and these agencies.

This shall include a training commitment to ensure improved understanding of referral pathways between the Council these agencies and an improved understanding of both mental health and drug and alcohol issues and services. In addition where needed we will place more emphasis on supporting mental health and substance misuse needs within homeless prevention and relief plans.

In addition a joint funding bid has already been made to employ a Mental Health Worker (located within the Council's Community Impact Team). A key worker from Mental Health is also supporting the work undertaken at Newburn House (see Objective 3) and input from North Yorkshire Horizons into Newburn House is also increasing. In addition both Horizons and Mental Health Street Triage Staff already support the Council's work around Rough Sleeping.

### **Homelessness amongst Military Veterans and Service Personnel**

Whilst there are no accurate or reliable figures around the prevalence of homelessness amongst military veterans in the UK, the Royal British Legion estimates that there are 6000 homeless veterans nationally. This is often because of poor mental health (linked to Post Traumatic Stress Disorder) and or again linked to drug and alcohol addiction. Many veterans find the transition from living in a very institutionalised environment to living within wider society challenging. This has historically not been helped by the approach and policies of Councils. Accessing housing for example can be difficult for veterans if local authorities place unreasonable local connection criteria within allocation schemes or indeed homelessness assessments.

At the local level the Council does record the number of veterans who approach us for assistance. Of the 1,200 households in total who approached the Council for some form of housing help in 2018/19, 50 advised us they were ex veterans. The Council is a signatory to the North Yorkshire Armed Forces Covenant. This commits the Council to ensure that veterans and ex service personnel are not disadvantaged in any way.

All housing staff have had awareness training on issues affecting veterans. The Council's Allocation Scheme (North Yorkshire Home Choice) was amended some years ago to ensure that veterans do not need to demonstrate a local connection to the area.

In addition the Council works jointly with a range of service providers including the First Light Trust, CAB (to access Royal British Legion) and Rainbow Centre (to access SAFFA) and makes regular referrals to the Veterans Gateway. Going forward the specific support needs of veterans is being incorporated into both homeless prevention and relief plans.

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

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

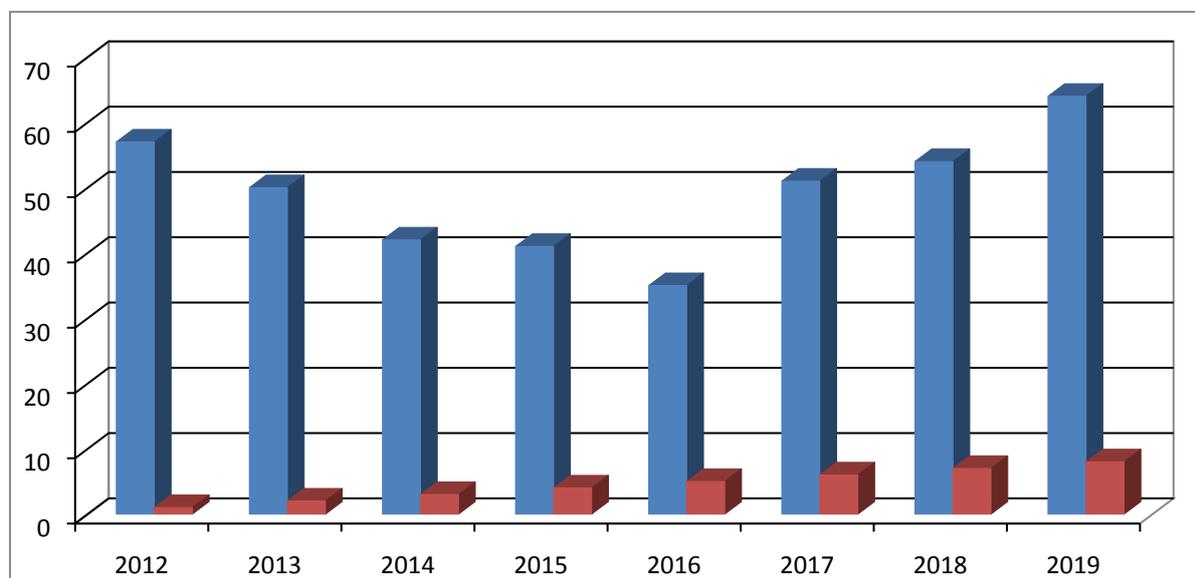
The Council has a legal obligation to provide temporary and interim accommodation to homeless people. This accommodation is provided on an interim basis (whilst the Council determines what duties are owed to the homeless household) and on a temporary basis (whilst the Council seeks to discharge its duties 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, 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 properties are 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. Going forward support in temporary accommodation shall be sustained by the Council via the new 'in-house' support arrangements that have been agreed with NYCC.

## What are the big issues going forward?

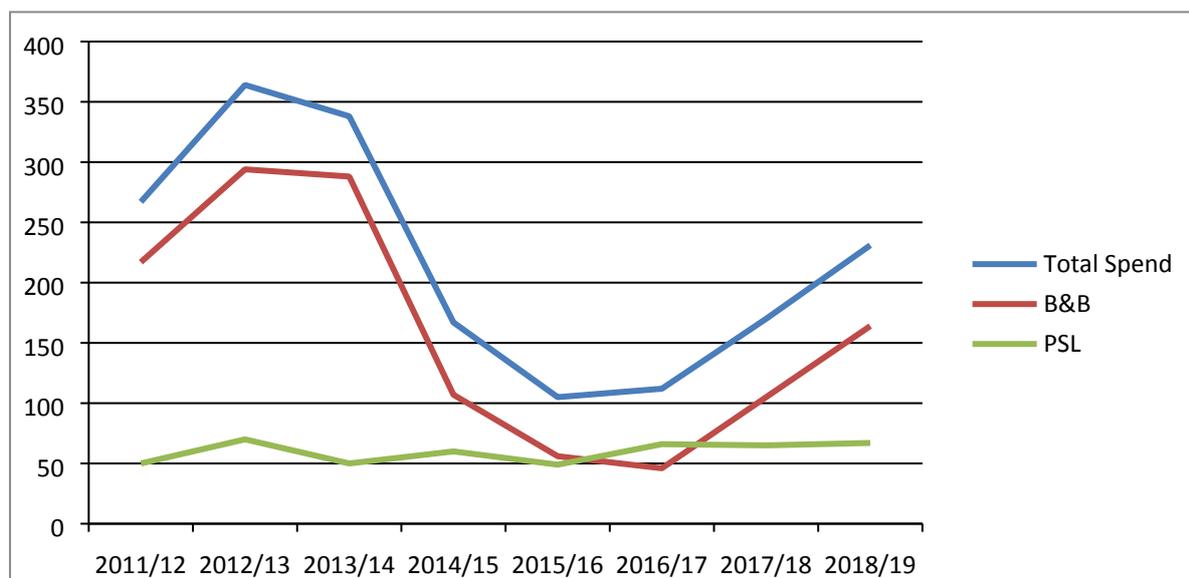
The cost of providing temporary accommodation for the homeless is high. At the national level, local authority spending on temporary accommodation is spiralling. In August 2018, *Inside Housing* reported a gross national spend on temporary accommodation of over £1Billion. This represents a 56% increase 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.

This strategy therefore commits the Council to earmark £500K in capital funds (utilising s106 monies) to work with housing associations to develop between 10-15 new units of temporary accommodation. This shall be done through the identification, purchase and conversion of empty dwellings in the Borough as self-contained flats. In addition, other opportunities around the reconfiguration of existing stock or further leasehold opportunities are being pursued.

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



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 has 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 Council's 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.

The service is supported further through the provision of emergency supported lodgings with 'host' families through **Safe and Sound Homes (SASH)**. Again this service provides a breathing space for young people at risk of homelessness.

## 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 2018/19 440 young people approached the Pathway in Scarborough for some form of assistance. This amounted to around a third of the total presentations across North Yorkshire.

Outcomes for young people who approach the Pathway are nevertheless positive with over 91% 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. Demand for this accommodation is high with a 100% occupancy rate at the end of March 2019.

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 2018/19 34 young people 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. The current contract for the provision of the Pathway ends in 2021 and 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 People's 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 along with a clear and co-ordinated approach to both Children's Act and Homelessness Act assessments 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.

Foundation Housing have also raised a number of issues regarding the sustainability of the Pathway even within the existing funding arrangements. Key issues they have raised include:

- Increasing levels of need and complexity of need amongst the young people they work with, particularly around mental health issues.
- Insufficient funding to provide out of hours support.
- Insufficient funding from SBC (via housing benefit) to cover the cost of additional management and out of hours cover.
- Insufficient levels of supported accommodation to meet demand.
- Difficulties in moving young people on from supported housing due to a lack of general needs flats within the social housing sector.

Whilst at the local level it is acknowledged that growth in funding is probably needed to cover these issues, the uncertainty over the Pathways future 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 Council and look for opportunities to help shape any future service design to mitigate the impact of proposed changes or funding reductions.

Issues regarding local need clearly need to be emphasised to NYCC as part of their transformational review along with the impact of any potential reductions in service.

## 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><b>c £120K per annum from FHSG up to 2022/23</b></p>	<p>X3 Homeless Prevention Officer roles to be changed into Housing Options Officer Roles.</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>Completed</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 and Probation Services.</p> <p><b>September 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><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</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>Completed</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>Completed</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**

PROPOSED ACTION	WHY NEEDED	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<b>Revise Discretionary Housing Benefit Policy</b>	To increase prevention options, ensure that flexibilities are fully utilised	None	Revision to policy <b>Completed</b>	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	December 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	December 2019	Housing Options Manager
<b>Develop Joint Protocols with Domestic Abuse Services</b>	Ensure that options around Domestic Abuse are incorporated within housing options assessment process	None	December 2019	Housing Options Manager

PROPOSED ACTION	WHY NEEDED	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<p><b>Revise and refresh all existing 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>Take forward the development of a refuge for victims of domestic violence in the Borough</b></p> <p><i>NB. Government consultation on new Legislation published May 2019 proposes that commissioning of Refuges could become a statutory duty of upper tier authorities.</i></p> <p><i>This action will not therefore be taken forward without full strategic support from NYCC.</i></p>	<p>The Council has already committed to release land for the development of a refuge however this was 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>No revenue implications.</p> <p>The Council may need to forgo land receipts in order to take this objective forward</p>	<p>This will include a needs assessment and an evaluation of funding implications and viability</p> <p>A process needs to be undertaken to select a new development partner.</p> <p>Spring 2020</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	<b>£5K</b> per annum from temporary accommodation budget linked to SLA	October 2019	Housing Manager
<b>Sustain funding for the CAB at existing levels and renew grant agreement and joint working arrangements</b>	CAB play a key role in early intervention and prevention of homelessness, particularly in relation to debt and benefits advice	£73,525 per annum	March 2020	Housing Manager
<b>Develop a Homelessness Compact Agreement with Beyond Housing</b>	<p>To ensure evictions from BH property are minimised and to ensure that barriers to accessing social housing are unblocked.</p> <p>To improve liaison arrangements</p>	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><b>Immediate</b></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>

## **Targets and Performance Measures**

- 1) To ensure that for every household owed a prevention duty no fewer than 80% have their homelessness prevented within 56 days.**
- 2) To ensure that for every household owed a relief duty no fewer than 70% have their homelessness relieved within 56 days.**
- 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 10-15 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>£500k capital funding (s106 monies).</b></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>Agreement has been reached with NYCC and the Council to enter into a partnership arrangement with NYCC. This shall mean that £145K in grant shall be paid to the Council to sustain a support service. Affected Horton staff shall be transferred to the Council from October 2019.</p> <p><b>October 2019</b></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.</p> <p><b>Completed</b></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><b>Completed</b></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>Immediate</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>	Immediate	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>	October 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 Council’s overall strategy</p>	<p><b>£40K per annum in total from existing homelessness budget</b></p>	<p>New grant agreements 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 commenced in April 2019</p> <p>To be located within Community Impact Team</p> <p><b>July 2019</b></p>	<p>Housing Manager/ Community Safety Manager</p>

PROPOSED ACTION	WHY NEEDED?	FINANCIAL IMPLICATIONS	HOW / WHEN	WHO?
<p><b>Create a rough sleeping intervention fund</b></p>	<p>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.</p> <p>Budget to be held with the rough sleeper co-ordinator</p>	<p><b>Additional £20K per annum revenue funding required</b></p> <p>To be met either through the use of MHCLG 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>Housing Manager/ Community Safety Manager</p>
<p><b>Raise awareness on rough sleeping referral processes with Council staff (parks/cleansing)</b></p>	<p>To ensure staff know what to do when they identify a rough sleeper</p>	<p>None</p>	<p>Options around awareness to be discussed with relevant managers and rolled out during 2020,</p>	<p>Housing Options Manager/ Community Safety Manager</p>
<p><b>Review need for development of a homeless hostel</b></p>	<p>There is no direct access hostel for homeless people in the Borough.</p> <p>There are pros and cons to this idea however this strategy commits the Council to look again at options and financial implications in 2021</p>	<p>None to undertake a review however significant potential implications of developing such a facility</p>	<p>2021</p>	<p>Housing Manager/Housing Development Officer</p>

### **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 Council 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

Generic

In-House

Provider	Service name	Client Group	Service Type	Number of households	Funding	Current position
SBC	Housing Options Service	All	Statutory service providing prevention/relief assessments and temporary accommodation	1200+ per annum	Total revenue costs (staffing) c£270K per annum	Service restructured in 2018 and overall capacity increased.
SBC	Homestay Service (from 1 October 2019)	All	Provides housing support to homeless people in temporary accommodation and wider community	120 households at any one time	£145K per annum	Service transferring to SBC from 1 October 2019

<b>Provider</b>	<b>Service name</b>	<b>Client Group</b>	<b>Service Type</b>	<b>Number of households</b>	<b>Funding</b>	<b>Current position</b>
<b>SBC</b>	<b>Bond and Prevention Fund</b>	<b>All</b>	<b>Provision of bonds and other financial support to prevent homeless</b>	<b>200+ per annum</b>	<b>£50-£100K per annum</b>	<b>Growth in spend in 2018/19 following introduction of UC</b>
<b>SBC</b>	<b>Mortgage Rescue Scheme</b>	<b>Homeowners threatened with repossession</b>	<b>Provision of loan</b>	<b>6 households between 2017-2019</b>	<b>Regional Funding administered via Wakefield DC</b>	
<b>SBC</b>	<b>Rough Sleeping Co-ordinator and Community Impact Team</b>	<b>Rough Sleepers</b>	<b>Co-ordination of multi-agency approach to tackling rough sleeping</b>	<b>On average 10 rough sleepers at any-one time</b>	<b>£35k per annum from RSI grant in 2019/20 and FHSG in 20/21</b>	<b>New post in place from July 2019</b>
<b>SBC</b>	<b>Rough Sleeping Intervention Fund</b>	<b>Rough Sleepers</b>	<b>Budget to support financial interventions to tackle rough sleeping</b>		<b>£20K per annum from RSI grant in 2019/20 and FHSG in 20/21</b>	

**External – SBC funded**

<b>Provider</b>	<b>Service name</b>	<b>Client Group</b>	<b>Service Type</b>	<b>Number of households</b>	<b>Funding</b>	<b>Current position</b>
<b>CAB</b>	<b>Advice Service</b>	<b>All</b>	<b>Provides a range of advice and assistance particularly around debt, benefits, UC</b>		<b>£73K per annum from SBC</b>	<b>4 year SLA proposed</b>
<b>Rainbow Centre</b>	<b>Resettlement and day services</b>	<b>Rough sleepers and vulnerable people</b>	<b>Resettlement and day services</b>		<b>£16K per annum from SBC</b>	<b>4 year SLA proposed</b>
<b>Humankind</b>	<b>Newburn House &amp; outreach service</b>	<b>Chaotic Rough Sleepers</b>	<b>Intensive supported accommodation plus outreach</b>	<b>6 accommodation based</b>	<b>£40K per annum SBC (£150K per annum NYCC)</b>	<b>Service recommissioned from Oct 2019 for 3 years</b>

<b>Provider</b>	<b>Service name</b>	<b>Client Group</b>	<b>Service Type</b>	<b>Number of households</b>	<b>Funding</b>	<b>Current position</b>
<b>Humankind</b>	<b>Winter Watch</b>	<b>Rough sleepers</b>	<b>Emergency Accommodation during winter months</b>		<b>£24K per annum from SBC</b>	<b>Service recommissioned from Oct 2019 for 3 years</b>

**External NYCC Funded**

<b>Provider</b>	<b>Service name</b>	<b>Client Group</b>	<b>Service Type</b>	<b>Number of households</b>	<b>Funding</b>	<b>Current position</b>
<b>Foundation Housing</b>	<b>Making Safe</b>	<b>Perpetrators of DV</b>	<b>Floating support</b>	<b>40 countywide (10 Borough)</b>	<b>£160K per annum countywide</b>	<b>Service recommissioned from Oct 2019</b>
<b>IDAS</b>	<b>Domestic Abuse Service</b>	<b>Victims of DV</b>	<b>Accommodation based with floating support</b>	<b>55 (Borough/ Ryedale)</b>	<b>£273K per annum</b>	<b>Service recommissioned from Oct 2019</b>

<b>Provider</b>	<b>Service name</b>	<b>Client Group</b>	<b>Service Type</b>	<b>Number of households</b>	<b>Funding</b>	<b>Current position</b>
<b>Foundation Housing</b>	<b>Young Persons Pathway 1</b>	<b>Young people</b>	<b>Prevention, advice and mediation</b>	<b>500+ per annum</b>	<b>Approx £82k per annum</b>	<b>Contact expires 2021 and service subject to review</b>
<b>Foundation Housing</b>	<b>Young Persons Pathway 2</b>	<b>Young people</b>	<b>Accommodation based support</b>	<b>54</b>	<b>Approx £42k per annum</b>	<b>Contact expires 2021 and service subject to review</b>
<b>Safe and Sound Homes (SASH)</b>	<b>Supported Lodgings</b>	<b>Young people</b>	<b>Accommodation based support</b>	<b>36 Countywide/20 Borough</b>	<b>Approx £137K per annum</b>	<b>Contact expires 2019 but to be extended for 12 months</b>
<b>Rethink</b>	<b>Scarborough mental health supported housing</b>	<b>Mental health</b>	<b>Accommodation based support</b>	<b>6</b>	<b>£37K per annum</b>	<b>Contact expires 2019 but to be extended for 12 months</b>

<b>Provider</b>	<b>Service name</b>	<b>Client Group</b>	<b>Service Type</b>	<b>Number of households</b>	<b>Funding</b>	<b>Current position</b>
<b>CGL</b>	<b>Scarborough mental health community support</b>	<b>Mental Health</b>	<b>Floating support</b>	<b>28</b>	<b>£58K per annum</b>	<b>Contact expires 2019 but to be extended for 12 months</b>
<b>Foundation</b>	<b>Offenders Housing related support</b>	<b>Offenders</b>	<b>Accommodation based support</b>	<b>75 Countywide/30 Borough</b>	<b>£243K per annum</b>	<b>Contact expires 2019 but to be extended for 12 months</b>

## APPENDIX C CONSULTATION FEEDBACK

### STAKEHOLDER FEEDBACK

Respondent	Feedback	Changes as a Result
<b>BEYOND HOUSING</b>	<ul style="list-style-type: none"> <li>• Support for objectives</li> <li>• Support for Homeless Compact</li> <li>• Support for sorting allocations issues</li> <li>• Offer to look at existing stock reconfiguration</li> <li>• Explanation that BH is still formulating its own strategic priorities around temporary accommodation</li> </ul>	<ul style="list-style-type: none"> <li>• Potential option around stock reconfiguration to provide temporary accommodation added</li> </ul>
<b>ROUGH SLEEPING STAKEHOLDER GROUP</b> (Rainbow Centre, Community Safety Team, Humankind)	<ul style="list-style-type: none"> <li>• Support for objectives</li> <li>• Support for co-ordinator role</li> <li>• Highlighted potential long term need for hostel type accommodation or further reconfiguration of Newburn House model</li> </ul>	<ul style="list-style-type: none"> <li>• Dependent on future levels of rough sleeping an action added to strategy committing Council to reassess need for hostel type accommodation throughout the period of the strategy and produce options paper in 2022</li> </ul>
<b>YORK HA</b>	<ul style="list-style-type: none"> <li>• Support for objectives</li> <li>• Support for new 'in-house' support arrangements</li> <li>• Information provided on intensive housing management model in York</li> </ul>	

<p><b>DOMESTIC VIOLENCE GROUP</b> (IDAS, Foundation Housing, Community Safety, NYCC)</p>	<ul style="list-style-type: none"> <li>• Local support from agencies regarding need to develop refuge</li> <li>• Frustration around current Making Safe Arrangements and loss of emphasis on removing perpetrators</li> <li>• Support for Link officer role</li> <li>• Support for reinvigorating local working relationships between agencies</li> </ul>	<ul style="list-style-type: none"> <li>• £5K funding (FHSG) committed to support Foundation in accommodating perpetrators</li> </ul>
<p><b>YOUNG PERSONS GROUP</b> (NYCC, Foundation Housing)</p>	<ul style="list-style-type: none"> <li>• Highlighted need for SBC to be involved in any YPP review</li> <li>• Provided updated statistics</li> <li>• Highlighted importance of links between youth homelessness and mental health</li> <li>• Highlighted role of Foundation in preventing homelessness and that these figures are not included within returns to Government</li> <li>• Pressures on existing service (complexity of need, lack of funding to provide levels of support and management needed, problems with move on accommodation) highlighted</li> </ul>	<ul style="list-style-type: none"> <li>• Statistics updated and further information of review provided within text</li> <li>• Link officer role to support Foundation on prevention statistics and ensure inclusion on SBC returns</li> <li>• Pressures on existing service added to the text</li> </ul>

<b>CAB</b>	<ul style="list-style-type: none"> <li>• Support for objectives</li> <li>• Support for long term funding arrangements</li> <li>• Highlighted role of Foundation in preventing homelessness and that these figures are not included within returns to Government</li> </ul>	<ul style="list-style-type: none"> <li>• Link officer role to support Foundation on prevention statistics and ensure inclusion on SBC returns</li> </ul>
<b>NORTH YORKSHIRE HORIZONS</b>	<ul style="list-style-type: none"> <li>• Support for objectives</li> <li>• Support for idea of new working protocols</li> <li>• Support for link officer role</li> </ul>	
<b>MENTAL HEALTH SERVICES</b>	<ul style="list-style-type: none"> <li>• Support for objectives</li> <li>• Support for idea of new working protocols</li> <li>• Support for link officer role</li> <li>• Request to look at BH allocations policy in relation to use of warden accommodation for people with poor mental health</li> </ul>	
<b>NYCC</b>	<ul style="list-style-type: none"> <li>• Various suggestions re figures and text regarding commissioning</li> </ul>	<ul style="list-style-type: none"> <li>• All changes suggested incorporated</li> </ul>

## MEMBERS FEEDBACK

Issue Highlighted	Change as a Result
Need for additional emphasis within narrative around importance of mental health issues on homelessness	Section added into text
Need for additional emphasis within narrative around importance of drug and alcohol on homelessness	Section added into text
Need for additional emphasis within narrative around impact on levels of homelessness and options for veterans	Section added into text
Request for more information within narrative on main causes of homelessness and how its prevented	Section added into text
Strong support for a need for a refuge and a request to firm up the objective and the commitment from the Council regarding the use of Council land	Action plan changed to reflect commitment toward refuge and for the Council to restate its commitment to release land at Danes Dyke for this purpose to enable officers to unlock opportunities to secure a development partner and access funding. Also SBC commitment acts as a lever to try and obtain NYCC support re revenue funding.
Questions raised over join up between wider Council services and rough sleeping initiatives	Objective added to action plan to raise awareness of rough sleeping issues to wider council staff (cleansing/parks). Options to deliver this to be discussed with PT

## PUBLIC FEEDBACK

Issue Highlighted	Change as a Result
Why has £73k been allocated to CAB when there are several external agencies that provide similar information at no cost to the Council and readily available?	No change – the CAB are a key partner to the Council in preventing homelessness, particularly around issues concerning debt and welfare benefits. No other organisation locally provides the breadth of services they do. The Council’s funding sustains the CAB locally and a 4 year funding commitment is essential to support their own business plan
The strategy should place emphasis on sustainable jobs	No change – it is agreed that employment does reduce poverty and have an long term indirect impact on reducing homelessness, however this is outside the scope of the strategy and the statutory guidance. Other Council interventions and strategies, including the Council’s corporate plan, promote employment and investment into the economy. However going forward employment and training links are being included within homelessness prevention and relief plans
Rainbow Centre should be open over weekend	No change – decision for Rainbow Centre. SBC provides emergency out of hours services
Request for greater join up on debt recovery matters and the use of DHP by SBC accounts team	No change – however issues to be discussed and clarified with KD



