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I. Introduction

This Strategy has been developed with regard to both the local and national context and has been informed by a review of homelessness in the East Riding, which was undertaken in 2017, partner consultation and contact monitoring. It details the priorities identified as key to effectively tackling homelessness and rough sleeping. These priorities will direct how the Council and its partners will work together for the period to 2023 to prevent homelessness and assist those who are at risk of becoming homeless.

The action plan at Appendix 1 sets out a range of actions within each priority that will form the basis for achieving service delivery and improvement.

Defining Homelessness

Many people only associate homelessness with sleeping on the streets, but this conceals the range and scale of the problem. Homelessness exists in many different forms and the vast majority of homeless people are families or single people who are not sleeping rough. Some may be staying with relatives and friends on a temporary basis. Others live in temporary accommodation, such as bed and breakfast hotels, hostels, night shelters and refuges. For many this means living in poor quality accommodation that is detrimental to their health and wellbeing.

Link to the Homelessness Review

The Strategy is informed by evidence from the Homelessness Review undertaken in 2017. The Review is a longer, more detailed document than this Strategy and pulls together information held about homelessness and relevant, related areas of activity and services. A summary of the key findings from the review is detailed at Appendix 3.

The Review includes a description of resources involved in combating homelessness in the East Riding, including the role of various partners directly providing services to homeless households in our area.

Three priorities emerged from the Review as set out below.

- **Prevention:** Improve and enhance homeless prevention activities
- **Supply:** Increase the supply of affordable housing and provide more settled homes
- **Support:** Improve access to accommodation and services particularly for vulnerable people and those at risk of homelessness

In response to the commitment laid out in the Rough Sleeper Strategy (RSS) 2018, a fourth priority focusing on **‘Working together to end rough sleeping’** has been included as part of the 2019 refresh.

The RSS commits to halving rough sleeping by 2022 and ending it by 2027.
2. National Policy and Legal Context

Since 2002 at a national level, there has been a shift away from responding to homelessness when households have already reached crisis point. This was prompted by the Homelessness Act 2002 which placed a requirement on local authorities to develop a homelessness strategy and increased the focus towards preventing homelessness. In 2018 the Government published their national rough sleeping strategy which obligated local authorities to include a greater focus on rough sleeping.

The Housing (Homeless Persons) Act 1977 requires Local Authorities to prevent as well as respond to homelessness and assist people under imminent threat of homelessness (and classed as ‘in priority need’) by taking reasonable steps to prevent them from losing their existing accommodation.

The Homelessness Act 2002 places a specific requirement for Local Authorities to devise and implement a Homelessness Strategy.

The Homelessness Reduction Act 2017 places a duty on Local Authorities to provide anyone threatened with or at risk of being homeless (within a 56 day period) to be provided with advice and support to prevent them becoming homeless. The Act is discussed in more detail below.

The National Rough Sleeper Strategy 2018 sets out the Government’s plan to eradicate rough sleeping under three key themes: Prevention; Intervention, and Recovery. It identifies funding opportunities and expectations on local authorities to tackle rough sleeping. The Government is committed to halving rough sleeping by 2022 and ending it by 2027.
3. Links to other plans and strategies

This Strategy is one of a number of housing related strategies that support the overarching Housing Strategy and in turn the Council’s Business Plan. This section outlines how this Strategy aligns with other key East Riding plans and strategies.

Council Business Plan

The Council’s Business Plan sets out its clear vision for the East Riding:

Your East Riding…where everyone matters

The Business Plan identifies five corporate priorities which the Council wants to achieve for local people:

- Growing the economy
- Helping children and young people achieve
- Promoting healthy lifestyles
- Protecting the vulnerable
- Valuing the environment

This Strategy has a role to play in delivering against all of these priorities.

East Riding Housing Strategy

The Housing Strategy 2017 sets out the Council’s approach to supporting the delivery of new housing and, in particular, the delivery of new affordable housing. The Strategy highlights the need for the Council and its partner organisations to continue to maximise the supply of available housing in the East Riding covering all types and tenures. In doing so, the Housing Strategy provides an ongoing role in meeting housing need in addition to helping prevent homelessness and providing good quality accommodation and options for those who are homeless.

The East Riding Health and Wellbeing Strategy

The East Riding Health and Wellbeing Strategy provides the foundation for commissioning health, care and wellbeing services in the East Riding. Delivery of the actions set out in this Homelessness Strategy will assist achieving the key priorities of the Health and Wellbeing Strategy:

- Children & Young People in the East Riding enjoy good health & wellbeing.
- Working age adults reduce their risk of ill health.
- East Riding residents achieve healthy, independent ageing.
- Health inequalities in the East Riding are reduced.
4. Context and challenges

The Homelessness Reduction Act has had a significant impact on homelessness prevention services. The implications of the Act are set out below along with other current issues that are most likely to significantly impact on the provision of homelessness services. These include the lowering of the benefit cap and other welfare reforms and changes affecting private sector landlords and their agents.

Homeless Reduction Act 2017

The Homelessness Reduction Act was enacted on 3 April 2018 and expanded the current duties set out in the Housing Act 1996 (as amended by the Homelessness Act 2002). Significant additional responsibilities have been placed upon local authorities with a statutory duty to assist individuals and households who are homeless. The definition of being threatened with homelessness has been extended from 28 days to 56 days.

This section considers some of the main provisions of the Act that will impact on homeless prevention services. These are:

- Duty to provide advisory services;
- Duty to assess eligible applicant’s cases and agree a plan;
- Duty to prevent homelessness;
- Duty to relieve homelessness; and
- Duty to refer.

Duty to provide advisory services

This measure has been included in the Act to ensure that local housing authorities provide detailed advice and information to all households in their area, including those that are homeless or at risk of becoming homeless, so that households can be empowered to seek support and solutions to their current situation. Although local authorities already have a duty to provide advice and assistance regarding homelessness to any household in their area, the main focus for homelessness services has been statutory homeless households. The Act puts a much stronger focus on providing help and assistance to single and non-priority need homeless households.

Throughout the lifetime of this strategy, East Riding of Yorkshire Council will continually review the advice and information that is available to households threatened with homelessness, including those that are not included within the priority need categories in homelessness legislation to ensure that it is accurate and fit for purpose. This will include refreshing the advice available on the Council’s website and reviewing the co-ordination of advice across housing, welfare benefits, employment, health and social care.
There is a requirement under this duty to design advice and information services to meet the needs of people within the East Riding, including in particular, the needs of the following groups:

- people released from prison or youth detention accommodation;
- care leavers;
- former members of the regular armed forces;
- victims of domestic abuse;
- people leaving hospital;
- people suffering from a mental illness or impairment; and
- any other group that the authority identify as being at particular risk of homelessness in their district.

The Homelessness Code of Guidance\(^1\) provides greater clarity on what is expected of the Council in terms of designing services to meet the needs of these groups. The Council will ensure protocols are in place and are continually updated for the groups listed above.

**Duty to assess eligible\(^2\) applicants and agree a plan**

The existing duty to assess the housing requirements of all homeless applicants has been strengthened. This duty is owed if the Council is satisfied that an applicant is homeless or threatened with homelessness and they are eligible for assistance. The duty applies regardless of whether the household falls into a priority need category. The duty also specifies that the assessment of the applicant’s case must include:

- the circumstances that caused the applicant to become homeless or threatened with homelessness;
- the housing needs of the applicant including what accommodation would be suitable for the applicant and other members of their household; and
- what support would be necessary for the applicant and other members of their household to be able to have and to retain suitable accommodation.

Following the assessment, the Council has to work with the applicant to agree a number of key steps that are tailored to their needs and that are most relevant to them securing accommodation. The agreement of actions that the applicant and the Council will take must be recorded in writing.

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\(^1\) [www.gov.uk/guidance/homelessness-code-pf-guidance-for-local-authorities](http://www.gov.uk/guidance/homelessness-code-pf-guidance-for-local-authorities)

\(^2\) For eligibility rules see Para 9 of the Homelessness Code of Guidance
In response to the provisions of the Act, East Riding Council has implemented the use of individual Personalised Housing Plans for all households that seek assistance from the Council and are eligible, homeless or threatened with homelessness, regardless of priority need. These plans encourage applicants to be proactive and realistic in managing their homelessness situation and on seeking appropriate accommodation. However, this will mean a substantial increase in work load.

The Council continues to review processes and procedures to ensure the new requirements are implemented, managed and recorded. Housing Plans must be kept under review until it is considered that no further duty is owed. The legislation also sets out what must happen if no agreement on a plan can be reached, if the requirements of a plan change, and if there is a deliberate and unreasonable refusal to co-operate. In such cases, the Council will record and report on these actions.

**Duty to prevent homelessness**

This measure extends existing homelessness prevention requirements from 28 to 56 days so that help is provided at an earlier stage. The intention is for people to seek help and advice at an early stage, to allow time for an alternative property to be identified and to avoid becoming homeless. The duty applies regardless of priority need or intentionality. It is owed if the Council is satisfied that the applicant is threatened with homelessness and is eligible. The duty requires that the Council take reasonable steps to help an applicant to secure that accommodation does not cease to be available for their occupation.

The Code of Guidance recognises that ‘reasonable steps’ will vary between housing authority areas. However, every authority should engage in efforts to identify and measure needs and prioritise funding appropriately. For example, the following are considered to be ‘reasonable steps’:

- attempting mediation/conciliation where an applicant is threatened with parent/family exclusion;
- assessing whether applicants with rent arrears might be entitled to Discretionary Housing Payment;
- providing support to applicants, whether financial or otherwise, to access private rented accommodation;
- assisting people at risk of violence and abuse wishing to stay safely in their home through provision of ‘sanctuary’ or other measures; and
- helping to secure or securing an immediate safe place to stay for people who are sleeping rough or at high risk of sleeping rough.
Duty to relieve homelessness

The relief duty, included in the Homelessness Reduction Act requires local authorities to take reasonable steps to help to secure accommodation for any eligible person who is homeless. The duty lasts for up to 56 days, and those who have a priority need will be provided with interim accommodation while the Council carries out reasonable steps. As with the prevention duty, the impact on the Council and on homeless households will be dependent on what constitutes reasonable steps. The type of help that is or is not considered reasonable is not yet clear but reference has been made to rent deposits or bonds and mediation. Both priority and non-priority need applicants will be entitled to assistance from the Council however, only those applicants with a priority need will be entitled to interim accommodation. While the Government has expressed a preference for longer tenancies, the relief duty can be brought to an end with a six month assured shorthold tenancy.

Local authorities will not be expected to source and secure accommodation for a person in each instance. 'Help to secure' means that the Council would be able to provide support and advice to households who would then be responsible for securing their own accommodation. It will still be open for Council's to secure accommodation under the prevention and relief duties when they think it is a reasonable approach, for example, when a vulnerable household is involved. The checks that take place for Private Rented Sector Offers under the current legislation are being extended to vulnerable households placed in the private rented sector. These include, for instance, whether there is a valid gas safety certificate, a carbon monoxide detector or whether the landlord is a 'fit and proper' person.

Duty to refer

The Duty of public authorities to refer cases to local housing authority, commonly shortened to Duty to Refer came into force on 1 October 2018. The duty requires;

- public authorities in England specified in regulations to notify the local housing authority of services users that they think may be homeless or at risk of becoming homeless, and
- the public authority to have consent from the individual before referring them.

The public authorities which are subject to the duty to refer include:

- prisons;
- youth offender institutions;
- youth offender teams;
- probation services;
- Jobcentre plus;
- social service authorities;
- emergency departments and hospitals.
Protocols already exist between the Council and service partners and a program of reviewing and updating these is in place.

**Changing nature of those affected by homelessness**

The causes of homelessness are both structural and personal. Examples of personal reasons include relationship breakdown, addiction and mental health issues, and issues affecting those leaving care and leaving the prison system. Examples of structural reasons are an inability to afford a property to live in due to the cost of housing, the level and reliability of income, and the level of benefits in relation to rental costs. In the East Riding as elsewhere, the ending of a private rented sector tenancy is now by far the most common reason for a homelessness approach whilst ten years ago the Council was citing eviction by parents, families and friends as consistently the most frequent reason for homelessness in the East Riding.

**Local Housing Allowance rates**

Local Housing Allowance (LHA) is a flat level of housing benefit payable to tenants in the private rented sector. LHA rates are based on the 30th percentile of market rents within a Broad Rental Market Area (BRMA) for different bed sizes and it is also subject to national caps. In the Summer Budget 2015 the Government announced that working-age benefits include the LHA, would be frozen for four years.

There is an increasing disparity between the LHA and the actual rents charged by landlords and this is a barrier in accessing the private rented sector. There are three BRMAs covering East Riding. A significant area (and proportion of the overall population) lie within the Hull and East Riding BRMA but significant areas also fall within the York and Doncaster BRMAs. The LHA rates for each BRMA are outlined in Figure 4 and the BRMAs are shown in Figure 5.

![Figure 1: Local Housing Allowance Rates](image-url)

<table>
<thead>
<tr>
<th>Property size</th>
<th>Local Housing Allowance by BRMA</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Doncaster</td>
</tr>
<tr>
<td>Shared Accommodation Rate</td>
<td>£55.12</td>
</tr>
<tr>
<td>1 bed</td>
<td>£78.08</td>
</tr>
<tr>
<td>2 bed</td>
<td>£93.23</td>
</tr>
<tr>
<td>3 bed</td>
<td>£103.56</td>
</tr>
<tr>
<td>4 bed</td>
<td>£143.84</td>
</tr>
</tbody>
</table>
Welfare Reform

There are a number of changes under the broad heading of welfare reform that may impact on homelessness and need to be taken account of in services to prevent homelessness. The Council's Welfare Visiting Team offer support to residents with benefit and debt issues.

Lowering of the Household Benefit Cap

The original Household Benefit Cap was fully rolled out in September 2013, and applied a cap to total household benefits at £500 per week for couples or single people with children (£26,000 per year) and £350 per week (£18,200 per year) for a single person with no children. Households with income from benefits in excess of these caps experience a reduction in their housing benefit entitlement or their housing element within Universal Credit. Households can exclude themselves from the benefit cap by finding employment and various other exemptions apply.

The Welfare Reform and Work Act 2015 set the benefit cap at a lower level and introduced regional variations. It also introduced two important new exemptions from the lowered benefit cap for carers and guardians. The new cap thresholds relevant to East Riding residents are:

- £384.62 per week (£20,000 per year) for a couple or single person with children; or
- £257.69 per week (£13,400 per year) for a single person.
There is a risk of increased homelessness due to evictions of households unable to meet rental costs following the application of the lowered cap. A high proportion of capped households are in the private rented sector and a further erosion of the availability of private rented accommodation for households without employment is likely. There is also a risk of increased evictions in the social rented sector. The key to reducing the impact of the benefit cap remains getting people in to work. The impact of the benefit cap disproportionately affects larger families, especially lone parents, although with the lowered cap an increasing number of smaller households are also affected. The amount of the shortfall for smaller households is generally less than for larger households.

The lowered cap has implications for management of capped households who rent from the council and for those in temporary accommodation. It may also affect our ability to source properties in the private rented sector for discharge of our homelessness duty. Already existing difficulties related to the gap between LHA payable and rent charged and the impact of the current cap, will be further exacerbated as the benefit cap impacts at a lower level.

Discretionary Housing Payments

Increased discretionary housing payments (DHP) have been made available by Government to assist with the impact of reforms. These payments are not however an entitlement and do not represent a sustainable source of funding for families affected.

The use of DHP is continuously monitored and East Riding of Yorkshire Council's policy for its use is periodically reviewed to respond to changing circumstances. While DHP can provide a temporary solution, it needs to be part of a wider intervention which will enable sustainable housing.

Universal Credit

Experience elsewhere has shown that the introduction of Universal Credit has resulted in increased homelessness. The impact on East Riding residents is being monitored closely.
5. Impact of Homelessness on health and wellbeing

The health and wellbeing of people who experience homelessness is poorer than that of the general population. The longer a person experiences homelessness, particularly from young adulthood, the more likely their health and wellbeing will be at risk.

Children and Families

Homelessness has adverse consequences for children that can affect life chances. Starting life in temporary accommodation may impact on access to universal health care, for example immunisations, and temporary accommodation is associated with greater rates of infection and accidents. Even after they have a new home, children who experience homelessness remain vulnerable to family breakdown, domestic abuse, maternal mental ill health, and learning and development difficulties.

Homelessness can impact on educational attainment, accessing a school place may be difficult, absenteeism is more likely and homelessness may single out a child in a new school, increasing the likelihood of bullying. As a result of their preoccupation with addressing their unstable and unsafe living conditions, a parent’s capacity to effectively parent is reduced. Parents experience increased stress, depression and isolation and may unintentionally overlook their child’s needs.

Homelessness and Young people

As one of the most vulnerable groups in society without the right support, homelessness can have a serious impact on young people’s lives. Experience of homelessness at a young age is proven to increase the risk of becoming homeless again and developing complex problems in later life at significant cost to their own health and wellbeing, their families and communities and to the public purse. Research shows that there has been a change in the profile of support needs of young homeless people. There is a strong consensus that a higher proportion of young people accessing homelessness services having complex needs than in the past, including, but not limited to, a high prevalence of mental health issues.

The scale of youth homelessness is however difficult to quantify as government data only counts the number of young people who have approached their local authority for assistance and have had a full homelessness duty accepted. The main reason for loss of their last settled accommodation is due to parents no longer willing or able to accommodate; both locally and nationally.

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4 Youth Homelessness in the UK: A Review for the OVO Foundation, Ben Watts, Sarah Johnsen and Filip Sosenko (2015)
Recent positive policy developments relevant to youth homelessness in the UK, including the roll out of preventative ‘housing options’ approaches and extended obligations to looked after children and improved protocols regarding responses to 16/17 year olds are welcomed. However, these initiatives have taken place in a challenging economic and policy context. The post-2007 recession continues to impact on job opportunities for young people who also face substantial challenges accessing affordable accommodation. These issues have been exacerbated by a programme of welfare reform and austerity measures which have weakened the welfare safety net and support services available to young people.

Homelessness in later life

The relationship between homelessness and health and wellbeing in later life is not documented to the same extent as for other forms of homelessness. This is probably due to the small scale of the issue amongst this population. However, it should not be assumed that low levels of homelessness in later life will continue. An increase in homelessness experienced by older people is being witnessed in many developed countries including Australia, Canada, Japan and the USA and is a consequence of the general population ageing. It is also attributed to the increased reliance on the private rented sector.

Homelessness and Mental Health

Homelessness and mental health are often closely related. Mental health problems can create the circumstances which cause homelessness in the first place. Yet poor housing and homelessness can also increase the chances of developing a mental health problem or exacerbating an existing condition. This in turn makes it harder for the person to develop good mental health, to secure stable housing, to find and maintain a job, to stay physically healthy and to maintain relationships.

The proportion of homeless people with diagnosed mental health problems (45%) is nearly double that of the general population (25%)\(^5\). This strategy recognises that homelessness is a public health issue and that targeted prevention work focussed on this group is crucial.

\(^5\)http://www.homeless.org.uk/sites/default/files/site-attachments/The%20unhealthy%20state%20of%20homelessness%20FINAL.pdf
6. Key issues and actions to be delivered by this Strategy

This section presents a summary of the key issues and the actions that the Council intends to take in order to tackle them. Some issues affect all homeless households or households threatened with homelessness. Other issues relate to particular household types and their needs. The Strategy establishes four broad objectives relating to:

- improving homelessness prevention activities;
- increasing supply of affordable housing options;
- supporting vulnerable people and those at risk of homelessness, and
- working together to end rough sleeping.

The Action Plan at Appendix 2 provides further detail on how these objectives will be delivered. The Council is committed to the continued delivery of high quality homelessness services over the life of this strategy and beyond, and building on the improved approach to prevention and relief work required by the Homelessness Reduction Act 2017.

Priority 1: Prevention - Focus on improving homeless prevention activities

Anyone can become homeless and therefore the provision of homelessness services must be flexible enough to respond to a range of needs.

Preventing homelessness in the first place is a crucial element of this strategy and the Council recognises the importance of early intervention. It is widely accepted that models of homeless service delivery that prioritise prevention are most cost effective and can help more people avoid homelessness in the first place. The service must therefore focus on more than just housing by providing guidance on measures that will prevent homelessness, for example advising on access to health care, and signposting to other services such as employment and debt advice.

Service delivery must be consistent so that it meets the advice, housing and support needs of everyone who approaches the local authority for housing advice.

Welfare reform will continue to impact on homelessness; the benefit cap, the freeze on local housing allowance levels and the rollout of Universal Credit, pose a risk of tenants facing a shortfall between rents and benefits payable and of falling behind with rent payments. Assistance with claiming benefits, getting into employment or financial management to ensure rent arrears do not arise and homelessness is prevented should help prevent homelessness for a number of working age applicants. Effective early intervention is also designed to enable households to understand the reality of housing that is available to them and to be informed on making their own choices.
In order to effectively prevent homelessness arising in the private rented sector a targeted approach is required. Early intervention is essential to prevent the landlord and tenant relationship breaking down. As such, support to the tenant and landlord is valuable at the early stages of a new tenancy as is mediation when a tenancy is at risk.

Young people are one of the most vulnerable groups in society and without the right support, homelessness can have a serious impact on young people’s lives. Experience of homelessness at a young age is proven to increase the risk of becoming homeless again and developing complex problems in later life⁶. The scale of youth homelessness is difficult to quantify, as many young people are not counted in official statistics. In particular a continued coordinated approach with Children’s Services needs to be maintained to prevent care leavers from becoming homeless. Protocols and pathways between Housing and Children’s services will be reviewed and will inform the Councils ‘Local Offer for Care Leavers’ which can be found here http://www.eastridinglocaloffer.org.uk/.

The Government made available a fund for prevention trailblazers that will run from 2016/17 to 2018/19. The trailblazers will build an evidence base of ‘what works’ in preventing homelessness, and engage with other areas to share best practice. The Council will seek to learn from the emerging good practice from these pilots and will continue to develop a person centred, case management approach to homelessness prevention for both priority and non-priority need clients. The range of reasonable steps offered will be developed and monitored, enabling both new approaches and solutions to be trialled and an understanding of what works to be developed.

In response to the findings of the Homelessness Review and in order to meet the new duties of the Homelessness Reduction Act 2017, the Council has reviewed its homeless prevention tools to ensure that there are clear criteria for access to these and that they fully meet the needs of residents at all stages of their engagement with council services. Effectiveness of the tools will be monitored throughout the life of this strategy.

Homelessness is a complex problem and successful prevention of homelessness requires the sharing of skills and expertise, and effective communication between a wide-range of stakeholders. These key stakeholders include private and social landlords, voluntary sector agencies, Children and Adult Social services, hospitals, prisons, police and neighbouring authorities.

Formal and informal partnerships already exist across East Riding, and the Homelessness Forum, which meets twice a year, provides a forum for issues to be explored and addressed. Three area based partnerships (focussed on Bridlington, Beverley and Goole), which offer practical support for residents in relation to homelessness, general advice and food, attend the Homelessness Forum. They feedback the customer experience at a local level and the Steering Group brings partners together to concentrate efforts on making a difference to the lives of homeless people across the area. These partnerships are a key element of the Forum. (Members are listed at Appendix 2).

These partnerships will be further developed and strengthened to ensure a fully joined up approach and address the challenges to successfully prevent homelessness across the lifespan of this strategy.

The Council will:

- Increase the proportion of households assisted through prevention and relief work;
- Reduce the proportion of formal homeless applications (presentations);
- Maximise efficiency of our homelessness information recording systems;
- Continually review and learn from emerging good practice;
- Review homelessness partnership arrangements;
- Review the available Homeless Prevention Tools with a focus on early intervention, and
- Publicise homelessness issues and nature of support available.

Priority 2: Supply - *Increase the supply of affordable housing options (including supported accommodation) and provide more settled homes*

The Council is committed to housing growth in the area, including the provision of suitable affordable housing to increase the housing options that are available, together with economic growth and maximising employment opportunities.

As more people are priced-out of home ownership, the private rented sector (PRS) can play a role in meeting broader housing needs. Whilst the sector plays an increasingly crucial role in meeting the housing needs of East Riding residents, it also presents real challenges for people in terms of access, affordability, standards and security. These issues are exacerbated by labour market uncertainty, increased cost of living and stagnant wages. Consequently, the loss of a private tenancy represents the biggest single cause of homelessness in the East Riding. The increased importance of the sector means the Council will need to continue assisting access to and help maintain tenancies in the private rented sector.
The Council is committed to the best use of its own housing stock in meeting housing needs as signalled through the Tenancy Strategy and Housing Allocations Policy, and has an expectation that Registered Provider partners will assist in meeting the needs of those on our waiting list with a high priority for housing. The Council has responsibilities to secure accommodation for households that are owed the main homelessness duty, and to provide interim accommodation while homelessness enquiries are being completed. It also has responsibilities to assist in securing accommodation in some other instances such as when a section 17 duty is owed under the Children’s Act.

The Council will:

- Explore opportunities for temporary housing for those with complex needs;
- Continue provision of a young person’s mediation service;
- Assist applicants to access the Private Rented Sector and to maintain tenancies; and
- Increase the supply of affordable housing through partnerships and the Council’s own new build programme.

Priority 3: Support - Provide assistance to access and maintain appropriate accommodation, particularly for vulnerable people and those at risk of homelessness

For some households that become homeless, their only need is for accommodation, however many homeless households also have related support needs.

Structural factors related to homelessness such as poverty, housing supply and affordability, unemployment and welfare issues may result in households without support becoming homeless.

Personal factors and experiences related to homelessness are more likely to mean that a household has additional support needs as well as their accommodation needs. These include; poor physical health, mental health problems, alcohol and drug issues, bereavement, experience of care, and experience of the criminal justice system. There is often a complex interplay between structural and personal factors.

One of the key areas of focus in the Homelessness Reduction Act 2017 is the advice and assistance given to specific vulnerable groups. The Act requires that the housing advice given is tailored to the needs of certain groups. Groups specifically mentioned are:

- those leaving prison or youth detention;
- care leavers;
- former members of the armed forces;
- people leaving hospital;
- people experiencing domestic abuse; and
- those suffering from mental illness.
This strategy aims to review current practice and ensure there is a clear documented housing pathway for groups who need specialist support, including each of these specified groups. The Strategy also recognises the rights of homeless people to access primary health care services, as highlighted by Healthwatch East Riding.

The provision of housing related support (HRS) is key to helping vulnerable people maintain independent living after a period of homelessness. Support needs to be at the right level at the right time to enable someone to develop their life and social skills, confidence and the independence that comes with securing and sustaining a settled home. Commissioned HRS services must be accessible and meet the needs of vulnerable households.

The Council will:

- Develop co-ordinated pathways to accommodation with key partners;
- Ensure services are available for vulnerable people and those at risk of homelessness, and
- Continue to support individuals and families that experience domestic violence;

**Priority four  Working together to end rough sleeping**

The number of rough sleepers in the East Riding is small compared to many other local authorities, however each rough sleeper represents a challenge that needs to be met. It is the most visible form of homelessness and, although in terms of numbers it is the ‘tip of the iceberg’, it is often a symptom of individual crisis and complex issues around mental health and substance misuse. As a result, a coordinated, flexible and holistic approach to the issue is required.

The Council recognises that those sleeping rough are more often the victim of crime, including the risk of being recruited for modern day slavery, rather than the cause and will continue to work with partners, such as the police, to ensure that appropriate safeguarding measures are in place.

**Challenges for service delivery**

The comparatively small numbers of rough sleepers in East Riding make it much costlier per service user to put in place solutions. Specialist services, such as those for individuals with mental health conditions or histories of substance misuse can be particularly expensive given the need for trained staff and facilities.

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7 Fair System? Evaluating the Access to Primary Care for People without and Address ID or Documentation: Healthwatch, East Riding of Yorkshire Spring 2018
The existing outreach service in East Riding provides evidence on the needs of rough sleepers including those who are in the most vulnerable groups; such as women and those dealing with substance misuse or mental ill-health. This data is used to inform targeted service delivery for rough sleepers with complex needs; including exploring the provision of personalised budgets.

Rough sleeping intervention funding

East Riding of Yorkshire Council supports the Government’s vision to half rough sleeping by 2022 and end it by 2027. However, extra effort and resource is required to deliver against this commitment; both locally and nationally. Enhanced and additional service provision and accommodation options will be required. Funding for interventions is available from the Ministry of Housing Communities and Local Government’s Rough Sleeping Initiative; the Council will work closely with the expert advisers from MHCLG to submit bids.

Over the next year we will

- Work closely with MHCLG expert advisers to secure available funding streams;
- Continue to provide outreach support for new and entrenched rough sleepers;
- Work with partners to increase the range of short and long term housing solutions available for rough sleepers, including Housing First; and
- Adopt a more flexible approach to working with rough sleepers.
7. Monitoring and Delivery of the Strategy

It is acknowledged that the varied circumstances of homelessness cannot be tackled by one agency or service alone and the Council must regularly review the way it delivers services to prevent and tackle homelessness, both directly and in partnership with local agencies. Members of our Homelessness Forum were invited to participate in our Homelessness Strategy Review, and their feedback has contributed to the development of this strategy. The Council will continue to strengthen and improve multi-agency responses and engagement with a wide range of partners to ensure delivery of this Strategy. The Council recognises the valuable work undertaken by partner organisations and will look to support them, where appropriate, in funding bids that support delivery of this strategy.

Delivery of the actions outlined at Appendix 1 to this document will be monitored through the East Riding Homelessness Forum, which meets twice a year. Regular updates on delivery of the Homelessness Strategy Action Plan will be provided to Elected Members, Senior and Corporate Management Team and other relevant Boards and Committees.
### Priority One: Prevention – Focus on improving homeless prevention activities

<table>
<thead>
<tr>
<th>Ref</th>
<th>Action</th>
<th>Target/Outcome</th>
<th>Target date</th>
<th>Review date</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1</td>
<td>Increase the proportion of households assisted through prevention and relief work and reduce</td>
<td>Review and report on year-end figures</td>
<td>May 2020</td>
<td>Annually</td>
</tr>
<tr>
<td>1.2</td>
<td>Reduction in the proportion of formal homeless applications (presentations)</td>
<td>Provide targeted advice to those at risk of homelessness</td>
<td>May 2020</td>
<td>Annually</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Explore opportunities for enhanced joint working between housing, welfare benefits, employment, health and adult social care, including sharing joint training opportunities</td>
<td>April 2019</td>
<td>Annually</td>
</tr>
<tr>
<td>1.3</td>
<td>Maximise efficiency of our homelessness recording systems</td>
<td>Continued staff training on the Locata system</td>
<td>June 2020</td>
<td>April 2021</td>
</tr>
<tr>
<td>1.4</td>
<td>Continually review and learn from emerging good practice</td>
<td>Learning and development opportunities are explored and shared to ensure increased capacity across all sectors</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Work with MHCLG expert groups on homelessness solutions that are relevant to the East Riding</td>
<td>January 2020</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Regular attendance at partnership meetings including the YNYER and Hull's Homelessness Steering Group, and other relevant regional meetings</td>
<td>Quarterly</td>
<td>Ongoing</td>
</tr>
<tr>
<td>1.5</td>
<td>Review Homeless Prevention Tools, with a focus on early intervention</td>
<td>Bond Scheme reviewed</td>
<td>April 2020</td>
<td>October 2020</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Landlord mediation service reviewed</td>
<td>June 2020</td>
<td>April 2021</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Family mediation service reviewed</td>
<td>August 2020</td>
<td>April 2021</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Nomination Agreements with Registered Providers reviewed</td>
<td>March 2020</td>
<td>April 2021</td>
</tr>
<tr>
<td>1.6</td>
<td>Review partnership arrangements</td>
<td>Review of partnership arrangements undertaken</td>
<td>April 2020</td>
<td>April 2021</td>
</tr>
<tr>
<td>1.7</td>
<td>Publicity campaign to raise awareness of homelessness issues and support available</td>
<td>Undertake annual publicity campaign in the Autumn</td>
<td>Sept 2020</td>
<td>Annual</td>
</tr>
</tbody>
</table>
## Priority Two: Supply – *Increase the supply of affordable housing options (including supported accommodation) and provide more settled homes*

<table>
<thead>
<tr>
<th>Ref</th>
<th>Action</th>
<th>Target/Outcome</th>
<th>Target date</th>
<th>Review</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1</td>
<td>Explore opportunities for temporary housing for those with complex needs</td>
<td>Review undertaken of the provision and range of temporary accommodation options, including alternative options to Bed and Breakfast.</td>
<td>November 2019</td>
<td>April 2023</td>
</tr>
<tr>
<td>2.2</td>
<td>Continue to provide a young person’s mediation service.</td>
<td>Close working relationship with the Youth and Family Support Service is maintained Young people’s awareness of the causes of homelessness are raised</td>
<td>Ongoing</td>
<td></td>
</tr>
<tr>
<td>2.3</td>
<td>Assist applicants to access the private rented sector and maintain tenancies</td>
<td>Assess how the Private Rental sector can be used more widely to assist homeless households and those threatened with homelessness</td>
<td>June 2020</td>
<td>June 2022</td>
</tr>
<tr>
<td>2.4</td>
<td>Increase the supply of affordable housing through a partnership approach</td>
<td>Target development of affordable homes in the areas of most need Bring empty homes back into use</td>
<td>Annual updates on achievements</td>
<td>Numbers monitored annually</td>
</tr>
</tbody>
</table>

## Priority Three: Support – *Provide assistance to access and maintain appropriate accommodation, particularly for vulnerable people and those at risk of homelessness*

<table>
<thead>
<tr>
<th>Ref</th>
<th>Action</th>
<th>Target/Outcome</th>
<th>Target date</th>
<th>Review</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1</td>
<td>Develop co-ordinated pathways to accommodation with key partners</td>
<td>Ensure staff and partners are clear on pathways to accommodation Review of the Allocations Policy to ensure continued fair access for vulnerable groups Monitor and review protocols annually Protocols and pathways between Housing and Children’s services reviewed to inform the Councils ‘Local Offer for Care Leavers’</td>
<td>October 2020</td>
<td>Annually August 2020 As required October 2020 Annual September 2020 Annually</td>
</tr>
<tr>
<td>3.2</td>
<td>Ensure services are available for vulnerable people and those at risk of homelessness</td>
<td>Continue to work with Adult social care to ensure the continuation of the Housing Related Support Service meets those with multiple and complex needs</td>
<td>November 2020</td>
<td>November 2021</td>
</tr>
</tbody>
</table>
### APPENDIX 1

<table>
<thead>
<tr>
<th>Ref</th>
<th>Action</th>
<th>Target/Outcome</th>
<th>Target date</th>
<th>Review</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Agree homelessness and health priorities through the JSNA and embed within the Health and Wellbeing Strategy</td>
<td>April 2020</td>
<td>October 2022</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Continue Housing First pilot</td>
<td>Ongoing work to be monitored annually</td>
<td></td>
</tr>
<tr>
<td>3.3</td>
<td>Continue to support individuals and families that experience domestic violence</td>
<td>Continue to house in our own stock and ensure available when required.</td>
<td>Ongoing work monitored annually</td>
<td></td>
</tr>
</tbody>
</table>

**Priority four: Rough Sleepers working together to end rough sleeping**

<table>
<thead>
<tr>
<th>Ref</th>
<th>Action</th>
<th>Target/ outcomes</th>
<th>Date</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1</td>
<td>Offer assistance to new and entrenched rough sleepers</td>
<td>Ensure all partner agencies are aware of the arrangements to house rough sleepers. Particularly when the weather is below 0° Celcius</td>
<td>Autumn 2019</td>
<td>Annually</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Engage with rough sleepers to ensure that they are aware of health and other services available to them</td>
<td></td>
<td>Ongoing work delivered by Outreach Service. Monitored and reported on annually</td>
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<tr>
<td></td>
<td></td>
<td>Assist rough sleepers access suitable housing</td>
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<td></td>
<td></td>
<td>Promote alternatives to giving to beggars focussed on helping people move away from street life</td>
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<tr>
<td></td>
<td></td>
<td>Engage with the street community to understand their impact on others</td>
<td></td>
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</tr>
<tr>
<td>4.2</td>
<td>Ensure opportunities for rough sleeping services funding are maximised</td>
<td>Apply to the Cold Weather Fund</td>
<td>December 2019</td>
<td>March 2020</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Work with MHCLG to access Rough Sleeper Initiative Funding and rapid rehousing pathway</td>
<td>December 2019</td>
<td>April 2020</td>
</tr>
<tr>
<td>4.3</td>
<td>Increase the range of short and long term housing solutions for rough sleepers</td>
<td>Work with partners to increase the range of short and long term housing solutions available for rough sleepers, including Housing First accommodation</td>
<td>August 2021</td>
<td>Ongoing</td>
</tr>
<tr>
<td>4.4</td>
<td>Adopt a flexible approach to working with rough sleepers</td>
<td>Explore flexible support funding to help people with a history of rough sleeping to sustain their tenancies in homes made newly available across the housing sector.</td>
<td>April 2020</td>
<td>April 2021</td>
</tr>
</tbody>
</table>
## Members of the East Riding Homelessness Forum

<table>
<thead>
<tr>
<th>Organisation name</th>
<th>ERYC - Youth Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alcohol Misuse Service</td>
<td>ERYC - Welfare Visiting and Benefits team</td>
</tr>
<tr>
<td>Beverley Against Poverty</td>
<td>Goole YMCA</td>
</tr>
<tr>
<td>Beverley Community Church</td>
<td>Green Pastures</td>
</tr>
<tr>
<td>CAB</td>
<td>Health Trainers</td>
</tr>
<tr>
<td>Cherry Tree Advice Centre</td>
<td>HEYMIND</td>
</tr>
<tr>
<td>Christchurch</td>
<td>Homelessness Link</td>
</tr>
<tr>
<td>Department for Work and Pensions</td>
<td>Hull City Council - Housing Strategy</td>
</tr>
<tr>
<td>Emmaus</td>
<td>Humbercare</td>
</tr>
<tr>
<td>ERVAS</td>
<td>Humberhelp</td>
</tr>
<tr>
<td>ERYC - Adult Services</td>
<td>Humberside Police</td>
</tr>
<tr>
<td>ERYC - Anti Social behaviour</td>
<td>Mission Trinity</td>
</tr>
<tr>
<td>ERYC - Benefits</td>
<td>Probation Services</td>
</tr>
<tr>
<td>ERYC - Bridlington Rennaisance</td>
<td>Public Health</td>
</tr>
<tr>
<td>ERYC – Domestic Violence and Abuse Partnership</td>
<td>Real Aid</td>
</tr>
<tr>
<td>ERYC - Economic Development</td>
<td>Sanctuary Housing Association</td>
</tr>
<tr>
<td>ERYC – Healthwatch</td>
<td>SASH</td>
</tr>
<tr>
<td>ERYC - Homeless prevention</td>
<td>Shelter</td>
</tr>
<tr>
<td>ERYC - Housing Services</td>
<td>Smile Foundation</td>
</tr>
<tr>
<td>ERYC - Housing Strategy</td>
<td>The Courtyard</td>
</tr>
<tr>
<td>ERYC – Mental Health and Learning Disability</td>
<td>The Hinge</td>
</tr>
<tr>
<td>ERYC - Pathway team</td>
<td>Trussell Trust</td>
</tr>
<tr>
<td>ERYC - PPI</td>
<td>YASS</td>
</tr>
<tr>
<td>ERYC - Single Intake and Duty team</td>
<td></td>
</tr>
</tbody>
</table>
Key findings from the Homelessness Review 2017

The most significant information and data from the Homelessness Review 2017 is outlined below.

Number of homeless presentations and acceptances

The number of homelessness applications (presentations) in East Riding has reduced over the past five years from 843 in 2012/13 to 569 in 2016/17. The number of statutorily homelessness acceptances has also reduced from 359 in 2012-13 to 268 in 2016-17. These statistics show that approximately 45% of households that make a homelessness application (presentation) to the Council are owed a statutory homelessness duty. This proportion is reflective of the position nationally. Figure 1 refers.

Figure 3: Homeless applications (presentations) and acceptances 2012-2017

Reasons for homelessness

The main reason for homelessness in the East Riding during 2016/17 was the loss of a private rented sector tenancy due to either an assured shorthold tenancy ending or for other reasons. Relationship breakdown, whether violent or non-violent was the next most common cause. Parents no longer able or willing to accommodate is also high.

The number of people who are homeless after leaving an institution is low, as is the incidence of mortgage arrears cases and social housing arrears cases. It will be important to continue to monitor this information as, for example, the introduction of Universal Credit may have an impact on the level of arrears and an increasing demand for private rented accommodation may increase the likelihood of evictions. Figure 2 refers.
Rough Sleepers

Every year East Riding Council undertakes a rough sleeper count in the area. This allows the Council to monitor and evaluate the extent of rough sleeping and allocate resources accordingly. The count is undertaken annually on a night in November and therefore represents a snapshot of rough sleepers in the area. The figure has varied over the last five years from a low of 8 in 2013 to a high of 16 in 2015. The most recent official estimate returned a figure of 8 for November 2018. The majority of rough sleepers are found in Bridlington and to a lesser extent in Beverley.