Homelessness Strategy 2018

Contents

Cabinet Member Foreword

I am pleased to introduce Haringey Council's Homelessness Strategy 2018.

London's housing crisis is keenly felt by many people, but none more so that those who find themselves with no home at all. Tackling homelessness and the harms associated with it is one of the greatest challenges we face as a society. This is particularly the case in Haringey, where levels of homelessness and rough sleeping are unacceptably high.

Meeting this challenge will require a radical change in how we work; simply carrying on as we did before will not deliver the reduction in homelessness that is necessary. We do not have enough social housing to meet demand from homeless people, and we will increasingly rely on the private rented sector to offer solutions. This will involve securing more affordable, decent homes and ensuring that the people moving in to them have the resources and support to manage them sustainably.

But we can no longer simply deal with the consequences of homelessness once a crisis has happened. Our new approach is underpinned by the same principles that drive the Homelessness Reduction Act, which represents a new statutory framework for local authorities and enshrines in law the requirement to intervene earlier and prevent homelessness wherever possible.

Homelessness is the symptom of a complex interaction between a person's specific situation and a range of structural and social factors that are often beyond their control. If we are to successfully tackle homelessness, we need to find new ways of addressing these root causes; poverty and disadvantage, unemployment, poor health and wellbeing and lack of access to affordable, decent homes.

Our focus on prevention will involve working more closely with people using services to understand their strengths, and support them holistically to achieve their goals. Over the life of this strategy, we will build on existing services and continuously improve service delivery. We will forge new relationships with our partners, encouraging them to identify people who may be at risk of homelessness at the earliest opportunity. We will bring our offer of help into the community, establishing place-based services using co-location and partnership working to increase prevention activity. And we will engage the wider statutory and voluntary sector to address the support needs that may otherwise contribute to homelessness, with a focus on systems change to deliver sustainability.

This is an exciting time, full of opportunity, and there is much to do. I would like to thank the many different organisations who have worked with us to develop this shared understanding of the issues we face, the role they can play in tackling homelessness and what our expectations and hopes are for the future.

Executive summary

Our vision and objectives

Strategic vision

Haringey is a place where we all work together to prevent and resolve homelessness and rough sleeping

Objectives

Homelessness: We will reduce the financial and human costs of homelessness through intervening earlier to prevent homelessness, increasing the supply of accommodation available and meeting the needs of those already in Temporary Accommodation.

Rough Sleeping: We will deliver an ongoing reduction in rough sleeping and address the multiple harms it brings to individuals and communities through rapid intervention to offer a route off the street for all, improving health, wellbeing and resilience and tackling street activity associated with rough sleeping.

Homelessness is a blight on communities and individuals, with significant human and financial costs. It is a problem that affects Haringey particularly severely; with the second highest level of homelessness in the country[1]. A radical new approach that drives systems change is needed to reduce the multiple harms that homelessness causes.

We have collaboratively developed our Homelessness and Rough Sleeping strategies with partners across the borough including statutory service providers, voluntary and community organisations, and people using our services. We will continue working closely with these groups and individuals as we develop our strategic delivery plan.

This main Homelessness Strategy sets out our broad strategic vision, objectives and the overarching principles that inform our approach to addressing homelessness in Haringey, as well as summarising the harms and costs to people and communities caused by homelessness and rough sleeping. Our commitment to preventing homelessness at an earlier stage applies equally to single vulnerable people who may be at risk of rough sleeping as it does to families. However, in recognition of growing numbers of rough sleepers in Haringey, and the particular harms to people and communities that sleeping on our streets causes, we have developed a standalone Rough Sleeping Strategy to accompany this Homelessness Strategy. In that strategy, we identify an additional three priorities that we think are essential if we are to effectively address rough sleeping in the borough.

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[1] Shelter: Far from Alone Homelessness in Britain November 2017

How we will change what we do

In order to deliver this, we must work together to change the 'ecosystem' within which homelessness prevention and relief services exist. We have identified the following overarching principles to guide us in redesigning our systems to deliver these objectives:

Providing strategic leadership and building collaborative partnerships
The Council cannot deliver the outcomes needed on its own. Its role is to act as a platform, building capacity, sharing information and providing direction, enabling all the players to come together to deliver change. This will require us to build trust and transparency and deliver consistent messages across the partnership.

Making prevention everyone's responsibility
The best way to tackle homelessness is to prevent it from happening in the first place. All members of our partnership, including homeless people themselves, have a role to play and responsibilities in this. We must find new ways to integrate our homelessness prevention work with other services who also meet people in housing need, enabling us to intervene earlier and more effectively.

Commissioning more effectively to better meet local need
We will use modern strategic commissioning practices to better understand local need, effectively manage resources and plan and deliver services. These practices will deliver improved value for money, a renewed focus on outcomes, quality and customer satisfaction and better integration with the local partnership.

Delivering in and with our community
Our approach to addressing homelessness recognises the strengths and assets that individuals and communities already have within them. Our offer of help will build on these strengths, empowering individuals and communities to build their resilience and self-sufficiency so they are less dependent on services in the future.

What we will deliver – Homelessness

Priority 1: Intervening earlier to prevent homelessness
- We will identify the specific triggers, risk factors and causes of homelessness at different points in people's lives. Building on that, we will develop a range of interventions specifically targeted at addressing these.
- These interventions will take place at a universal, targeted and crisis prevention level and will be available to the general population, specific individuals in housing need and within the local community partnership.

Priority 2: Increasing the supply of accommodation available
- We urgently need to access more affordable, safe and suitable homes for people in housing need.
- Our approach to increasing the supply of homes will include;
  - maximising the supply of social rented units available
  - securing more affordable tenancies in the private rented sector
  - increasing the length of tenure and quality of these homes.

- We will also review and modernise our supported housing provision in line with the Supported Housing Review

Priority 3: Meeting the needs of those already in Temporary Accommodation
- We will develop a range of housing options tailored to the individual needs, aspirations and capabilities of the c3,000 households currently living in TA.
- We will build our understanding of what households in Temporary Accommodation want and need by;
    - undertaking research and developing better data on outcomes
    - focus on improving the health, resilience and wellbeing of people in Temporary Accommodation
    - ensuring that we work with everyone in Temporary Accommodation to develop a personalised, realistic 'move on plan'

What we will deliver - Rough Sleeping

Priority 1: Rapid intervention to offer a route off the street for all
- Rough sleeping is harmful to communities and individuals, and it is unacceptable for people to be sleeping on the streets. We will intervene quickly to offer everyone a route off the street
- Our approach will include; increasing our capacity to identify people earlier, improving the support we offer to help the person off the street and, as a last resort, taking co-ordinated enforcement action to prevent ongoing harm to individuals and communities
- There is no 'one size fits all' approach to which route off the street will be right; we will explore the full range of appropriate options and offer holistic support to address other, overlapping issues

Priority 2: Improving health, wellbeing and resilience
- We will work with our partners to reduce the severe health inequalities faced by rough sleepers by improving data collection, increasing access to health services and refocusing on health, wellbeing and resilience outcomes
- We will undertake a health needs audit and create a health 'passport' to improve our understanding of and track outcomes for single homeless people in our supported housing pathway
- We will ensure our services meet the 'Psychologically Informed Environment (PIE) standard

Priority 3: Tackling street activity associated with rough sleeping
- We will develop a coordinated approach to tackling street activity associated with rough sleeping, such as begging, street drinking and drug-taking, ensuring that the harms this behaviour causes are minimised
- As a last resort, alongside ongoing support, we will take enforcement action against individuals or groups who persist in such behaviour
- We will ensure that vulnerable people displaced as a result of enforcement action are protected and have a plan in place to prevent them rough sleeping

1. Introduction

1.1 BACKGROUND

Haringey has a strong history of working together in partnership to tackle homelessness. Despite our successes to date, the scale and extent of homelessness has remained a persistent challenge. It is a problem that affects Haringey particularly severely; with the second highest level of homelessness in the country. A radically different approach that drives whole system change is now necessary. Haringey needs a new culture for dealing with homelessness; rooted in honesty about what is and is not possible to achieve within the resources we have, and based on finding solutions and offering support.

This new strategy focuses on preventing people from becoming homeless in the first place and helping people who are homeless to build a more positive future. Homelessness is harmful to individuals, to families and to communities and the cumulative costs associated with it, both human and financial, are immense, escalating and ultimately unsustainable.

The task ahead will be very challenging. Increasing pressure on budgets, the impact of the Homelessness Reduction Act 2017 and the planned rollout of Universal Credit in October 2018 are just some of the challenges that we face. These are occurring within a changing policy landscape, and at a time of a reducing supply of social rented accommodation in Haringey, down a startling 50% since 2011. Haringey urgently needs more affordable homes for people in housing need.

The growing number of people living on the street makes visible what may otherwise be hidden to many people. In recognition of this, we have developed a standalone Rough Sleeping Strategy to accompany this Homelessness Strategy. The strategic vision, objectives, overarching principles and priorities set out in the Homelessness Strategy apply equally to the Rough Sleeping Strategy. However, we have identified an additional three priorities that to address the specific harms to individuals and communities that sleeping on the streets causes.

Homelessness can lead individuals and families into a cycle that can have a profound effect on all aspects of life. It is not just about a lack of accommodation; homelessness affects our physical and mental health and wellbeing, educational achievement, ability to gain and sustain employment, and puts pressure on our personal and family relationships and on the wider community. These effects, especially on children, can be life long and can cause repeated homelessness of a generational nature. These are the manifold problems that this strategy seeks to address.

1.4 ABOUT THIS STRATEGY

This is a statutory strategy, in as much as the Homelessness Act 2002 requires the Council to produce a homelessness strategy. The Act places a duty on local housing authorities, with the assistance of social services authorities, and in consultation with other bodies including registered social landlords and voluntary organisations:

- to carry out reviews of homelessness within their area.
- to formulate and publish a strategy for tackling and preventing homelessness, and
- to publish a new strategy at least every five years.

Section four of this strategy updates the Homelessness Review and sets out the evidence base on which this strategy is founded.

This strategy has been developed collaboratively with our Homelessness Forum and other key partners from across the sector and wider community. In 2016, the Council published an initial draft alongside a Homelessness Review. A formal consultation with individuals and families in housing need, including residents in temporary accommodation and on the housing register, was undertaken between 14th November 2016 and 19th January 2017. A report on the outcomes was taken to Haringey's Housing & Regeneration Scrutiny Panel on 9th February 2017.

Following that, a decision was taken to pause development of the strategy pending more detail on the Homelessness Reduction Act, which only received Royal Assent in April 2017. The strategy has since been further refined and updated to reflect its implications and other key changes since the draft was initially published, including the new Supported Housing funding regime. During this time, we have undertaken further consultation events with key stakeholders from across the partnership and with people using homelessness services.

One of the four key ways in which we need to change the way we work to deliver this strategy (see section five) is our commitment to delivering in and with our community. Our 'asset-based'[2] approach means that, over the life of this strategy, we are committed to working more collaboratively with people living and working in our communities to better understand their needs and how they can be empowered to share ownership of, and contribute towards, achieving the vision set out here. This approach also creates a feedback loop to enable us to monitor the extent to which the strategy is being delivered and any need for review.

The Public Sector Equality Duty (Equality Act 2010) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people when carrying out their activities. As such, our approach will be informed by the latest available intelligence when determining key actions associated with the delivery of our strategy vision.

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[2] See https://www.thersa.org/discover/publications-and-articles/rsa-blogs/2016/12/homelessness-in-oxford
and http://www.altogetherbetter.org.uk/Data/Sites/1/5-assetbasedcommunitydevelopment.pdf
for examples of an Asset-based approach

1.3 STRATEGIC VISION

Haringey's Strategic Vision

Haringey is a place where we all work together to prevent and resolve homelessness and rough sleeping

Objectives

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Rough Sleeping: We will deliver an ongoing reduction in rough sleeping and address the multiple harms it brings to individuals and communities through rapid intervention to offer a route off the street for all, improving health, wellbeing and resilience and tackling street activity associated with rough sleeping.

This shared strategic vision will guide all our work with partners to tackle homelessness and rough sleeping. The full detail on the actions and initiatives that flow from this vision and its objectives is set out in chapters five to seven of this document and in the Rough Sleeping Strategy.

2. Homelessness – the policy context

Homelessness is a national and regional challenge. At nearly 58,000, annual homelessness acceptances were some 18,000 higher across England in 2015/16 than in 2009/10. With a rise of 6% over 16/17, acceptances stood 44% above their 2009/10 low point[3].

Between 1 April and 30 June 2017, local authorities accepted 14,400 households as statutorily homeless; down 1% on the previous quarter and down 5% on the same quarter last year. However, households in temporary accommodation on 30 June 2017 was 78,180, up 7% on a year earlier. Ending of an Assured Shorthold Tenancy continues to be the most common reason for loss of a settled home accounting for 30% of acceptances nationally (34% in London)[4].

Between 1 April and 30 June 2017, local authorities successfully helped to prevent and relieve homelessness for 54,270 households, down 1% on the same quarter of 2016. Resolving Housing Benefit problems, providing assistance to remain in the private rented sector, debt advice and support to resolve rent arrears accounted for c65% of all successful homelessness preventions.

2.1 DEFINING HOMELESSNESS

The Ministry of Housing, Communities and Local Government (MHCLG) defines statutory homelessness as: *"A household is legally homeless if, either, they do not have accommodation that they are entitled to occupy, which is accessible and physically available to them or, they have accommodation but it is not reasonable for them to continue to occupy this accommodation"*

Households in 'priority need' include families, pregnant women and single people who are particularly vulnerable.

MHCLG define street homelessness as: *"People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or "bashes" which are temporary structures often made from cardboard)"*

2.2 LEGAL DUTIES

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.

Part VII of the **Housing Act 1996**, as amended by the **Homelessness Act 2002**, sets out the duties owed by local housing authorities to someone who is homeless or threatened with homelessness.

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[3] Crisis, Homelessness Monitor England 2017
[4] MHCLG

The **Homelessness Act 2002** places a specific requirement for Local Authorities to produce and implement a Homelessness Strategy. The **Localism Act 2011** enables councils to discharge their duty permanently by making use of suitable accommodation in the private rented sector.

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) with advice and support to prevent them becoming homeless. It also requires specified public bodies[5] to refer (with the person's consent) anyone they consider to be homeless or threatened with homelessness.

2.3 WELFARE REFORM

There are increasing pressures on low-income families following welfare changes that have both affected their incomes and limited the amount of benefit payable towards housing costs. Welfare Reforms with the most significant implications for homelessness include:

- Local Housing Allowance (LHA) reductions including total LHA caps and the limiting of LHA to 30th percentile of market rents. The Government has frozen increases in LHA rates for 4 years from April 2016 meaning fewer properties are available within these rates.
- The Overall Benefit Cap, limiting the benefit that a London family can receive to a maximum of £23,000 per year, for couples and families with children, and £15,410 for single people without children, with the benefit removed from the housing element.
- Single person private renters under the age of 35 are only entitled to the shared accommodation rate. This means that they can only receive housing benefit at the same rate for a single room in a shared house, even if they are living in a self-contained flat.
- Universal Credit will be implemented in Haringey in October 2018. It replaces the range of unemployment benefits and housing benefit previously claimed separately and paid weekly, rolling these into one monthly payment, made directly to the claimant. Whilst DWP data shows Universal Credit has had a positive impact on labour market outcomes for new claimants in the 10 pathfinder sites, other evidence shows tenants who have moved to Universal Credit have built up significant rent arrears, with the 6-week delay in making the first payment a particular cause for concern.
- In the 2017 Autumn Budget, the government announced the removal of the 7-day waiting period, a Housing Benefit run-on period to help claimants with the cost of renting in the period before they receive their first Universal Credit payment and measures to recoup 80% of the money local authorities spend on TA directly from DWP rather than the claimant. At the time of writing, further work to assess the impact of these changes is ongoing.

2.4 FUNDING FOR SUPPORTED HOUSING

In October 2017, the government announced that it was dropping plans to apply Local Housing Allowance to supported housing and launched a fresh consultation

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[5] At the time of writing, the public authorities with a 'duty to refer' are yet to be determined. Regulations are expected to be laid in early 2018

on funding arrangements from April 2020. The proposals outline a funding regime tailored to three different types of supported housing:

- Sheltered and extra care
- Short term supported housing (including refuges)
- Long term supported housing for those with ongoing support needs

The proposal for short-term supported housing would see the rental element (currently covered by housing benefit) funded through a ring-fenced grant to local authorities. This will require local authorities to have greater oversight of services in their area, including those not directly commissioned by them, and to undertake robust needs and provision assessments to determine how funding should be used.

2.5 THE MAYOR OF LONDON'S HOUSING STRATEGY

The Mayor of London set out his vision for a new approach to tackling London's housing crisis in his draft 2017 Housing Strategy, which has 5 priorities:

1. Building homes for Londoners
2. Delivering genuinely affordable homes
3. High quality homes and inclusive neighbourhoods
4. A fairer deal for private renters and leaseholders
5. Tackling homelessness and helping rough sleepers

The Mayor of London is a key commissioner of Rough Sleeping services:

- £8.5m per year to 20/21 to fund pan-London rough sleeping services: No Second Night Out, London Street Rescue, CHAIN database, Clearing House, Routes Home scheme, StreetLink
- £4.2m from government to strengthen existing rough sleeping services and develop new ones including NSNO, a rough sleeping Social Impact Bond, a scheme with TfL to provide outreach provision on night buses and tubes.
- No Nights Sleeping Rough taskforce – dissemination of good practice and improving data collection

2.6 THE NORTH LONDON HOUSING PARTNERSHIP

Haringey is part of the North London sub-region, along with Islington, Barnet, Westminster, Camden and Enfield. The purpose of the partnership is to work collaboratively across the sub-region to:

- lobby for the interests of the North London boroughs on housing issues,
- develop collaborative working across the sub region and between boroughs, in order to create efficiencies,
- improve provision of housing services in North London through sharing knowledge, expertise and resources, and
- develop an excellent understanding of housing demand, needs and conditions across North London, and an understanding of how this impacts on wider strategic issues affecting local authorities;

Recent projects undertaken sub-regionally include the procurement of a new IT system required for implementation of the Homelessness Reduction Act and a Homelessness Trailblazer project to pilot new approaches to homelessness prevention and early intervention. In 2017, the North London Housing Partnership

was successful in its Controlling Migration Fund bid to MHCLG. This will deliver employment and accommodation support for rough sleepers with no recourse to public funds who are primarily, but not exclusively living in encampments.

2.7 THE HARINGEY POLICY CONTEXT

Haringey's Corporate Plan *Building a Stronger Haringey Together* describes the Council's overall priorities and programme of work for 2015-18. It identifies housing as one of its five priorities, committing us over that period to 'Create homes and communities where people choose to live and are able to thrive'. A key objective is to: 'Prevent homelessness and support residents to lead fulfilling lives'. The Council's role is to provide realistic and achievable options for people to find housing and proactively help people avoid eviction and sustain their tenancies.

Haringey's Housing Strategy 2017-2022 describes our local housing context and builds on the Corporate Plan, defining four strategic objectives:

1. Achieve a step change in the number of new homes being built
2. Improve support and help to prevent homelessness
3. Drive up the quality of housing for all residents
4. Ensure that housing delivers wider community benefits

The Housing Strategy makes clear Haringey's belief that housing is fundamentally about people and communities, not just bricks and mortar and that in order to help our children have the best start in life and adults to fulfil their ambitions, it is crucial that residents have access to high quality homes at prices they can afford.

In March 2017, the Council completed a review of its supported housing which made a series of recommendations to transform Haringey's supported housing provision, with specific recommendations made regarding support for people with learning disabilities, mental health conditions, older people and vulnerable young people. The objectives of the review were to
  ➢ Maximise the reach and impact of Council resources and actively contribute to financial efficiency and cost reduction
  ➢ To provide supported housing services that enable integrated housing, health and social care outcomes for the population in need

This five-year transformation programme will progress over the life of this homelessness strategy. The vision, objectives, principles and outcomes it hopes to achieve underpin our efforts to modernise and transform the help and support we offer to the some of the most vulnerable people in our society.

3. Homelessness – the costs

3.1 THE HUMAN COSTS

The impact of homelessness begins at birth; children born into homelessness are more likely to be born at a low birth weight and miss their immunisations, and are less likely to be registered with a GP. Homeless children are three times more likely to experience poor mental health; the impact of which is long lasting. As a result of their preoccupation with addressing their unstable and unsafe living conditions, a parent's capacity to effectively parent can be greatly reduced.[6]

For many people, homelessness is not just a housing issue. It is closely linked with complex and chaotic life experiences. Mental health problems, drug and alcohol dependencies, and experiences in prison or with the care system are often closely linked to more entrenched experiences of homelessness. Traumatic childhood experiences are part of most street homeless people's life histories.[7]

Homeless households experience severe health inequalities, poorer health and wellbeing, and a lower life expectancy than the general population. It is vital that we can identify and address the impact of homelessness for people at every stage of life.[8]

Individuals and families, communities, the voluntary, private and public sector agencies all co-exist with each other. Yet too often they operate as separate entities, with their own language, culture and objectives. When viewed from the standpoint of the individual experiencing more complex and overlapping problems, as many homeless people do, these systems can seem bewildering and overwhelming; often working against each other rather than to a collective vision. To create an environment in which homeless people can recover from their experiences and build their resilience so they no longer need to access expensive services, we have to work together and make it easier for people to navigate our systems.

3.2 THE FINANCIAL COSTS

The financial cost of dealing with homelessness is immense and escalating. London has over 50,000 households living in temporary accommodation and the pressure is stretching local authorities to breaking point. The National Audit Office estimates the current cost of homelessness in all its forms to be in excess of £1billion per year.

Temporary accommodation costs have traditionally been met by central government through the Temporary Accommodation Management Fee, paid through the housing benefit system. However, the overheated rental market in the capital has led to this being increasingly made up by boroughs' General Funds, reducing the ability of councils to fund other services. The cost of temporary accommodation across London in 2014/15 was close to £663m. The level of

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[6] https://www.qni.org.uk/wp-content/uploads/2016/09/homelessness_babies_families.pdf
[7] http://lankellychase.org.uk/multiple-disadvantage/publications/hard-edges/
[8] The Impact of Homelessness on Health, Local Government Association

expenditure met by London boroughs specifically, from their own General Funds, can be estimated at just over one quarter of that cost, or £170m[9].

In Haringey, we currently spend over £7m of our general fund on temporary accommodation (TA), alongside just under £9m on Housing Related Support including hostels and supported accommodation, women's refuges and floating support services for vulnerable people. Every household in Temporary Accommodation costs Haringey £3.5K per year, with the average cost of a placement in self-contained, nightly paid accommodation standing at £4,000 per unit per year.

In April 2017, the Temporary Accommodation Management Fee was replaced by the Flexible Homelessness Support Grant. The grant offsets the loss in Housing Benefit subsidy, with the remainder ring-fenced for 'work to prevent or deal with homelessness'. Haringey has been allocated £8.6 million in 2017/18 and £8.2 million in 2018/19, with further announcements on 2019/20 expected in spring 2018. Future funding allocations are likely to be closely linked to councils' proven ability to prevent homelessness at scale.

Of course, the costs of homelessness do not only fall on to local housing authorities. Research shows the cumulative costs of addressing severe and multiple disadvantage in single vulnerable homeless people alone are over £10 billion per year[10]. In advance of its rollout, the Troubled Families programme attempted to evidence the additional cost to the public purse of families with complex and overlapping disadvantages including homelessness, finding £8 billion of a total £9 billion spent was associated with addressing these additional needs. Crisis estimates that thirty people sleeping rough for 12 months would cost over £600,000 a year in additional public expenditure, rising to £1.2 million if the situation persisted for two years. These additional costs sit within health and social care, police and community safety budgets, as well as those covering the costs of housing.

In 2017 the then Department of Communities and Local Government awarded Haringey £397,875 over 3 years to deliver a range of new services to address the growing levels of rough sleeping seen in the borough. This includes provision of outreach services, a community hosting scheme and a lead health worker to be co-located with our main drug and alcohol service providers and North Middlesex Hospital.

The Government also made £1,235,883 of 'New Burdens' funding available to Haringey for the three years 2017/18 to 2019/20. This was to offset some of the additional costs that will accrue to the Council in implementing the Homelessness Reduction Act 2017.

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[9] Temporary Accommodation in London: Local Authorities under Pressure, Julie Rugg 2016
[10] Hard Edges, Lankelly Chase

4. Homelessness – the evidence base

There are approximately 278,500 people[11] living in Haringey in about 113,500 households; this figure is predicted to rise to 286,774 by 2021, a 12.2% increase since 2011. Haringey ranks as the fifth most diverse borough in London. Overall 39.4% of Haringey's population were born overseas, with around 4.3% coming from Poland and 4.0% from Turkey. Around three-quarters of our young people are from ethnic minority backgrounds.

74.3% of Haringey's population is 'economically active', that is, either in employment (69%) or unemployed (6.2%). Of the 50,500 who are 'economically inactive', 35% are students, 25% are looking after family, 19% are long term sick and 7% are retired. Of those, 10,600 (21%) say they want to work. There are 13,000 workless households in Haringey[12].

Haringey has one of the highest proportions of low paid workers in London and 36% of children in Haringey live in poverty (8th highest in England). In Tottenham, this increases to 44% of children. Recent research has shown that poverty in childhood is the single biggest factor affecting people's subsequent risk of homelessness.[13]

Nationally the Government recognises that the housing system is 'broken'. Locally, this market failure is particularly apparent as lower wages and high house prices make it impossible for some people to ever buy a house. Buying a home in Haringey is expensive; the average price of a two bed flat is £440,947 whereas the estimated median household gross income is around £35,400.

Average and lower quartile monthly rents in Haringey (2016/17)[14]

	Shared	Studio	1-bed	2-bed	3-bed	4+bed
Average	£623	£895	£1,229	£1,544	£1,948	£2,966
Lower quartile	£525	£772	£1,100	£1,352	£1,699	£2,000

Private renting in Haringey is also expensive, with the average weekly rent for a 2-bedroom property being over £350 per week. There are around 33,500 privately rented properties in the borough (constituting about 33% of all households) but only 6% of households see this as their preferred tenure. Around 37% of these households are claiming Local Housing Allowance. In accordance with research undertaken by the National Audit Office, these households are at particular risk of falling victim to rising rent levels and homelessness.

LHA claims in the PRS

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[11] ONS population estimates

[12] NOMIS 2016

[13] Homelessness in the UK: Who is most at risk? Bramley and Fitzpatrick 2017

[14] Valuation Office June 2017 Private Rental Market Statistics Tables 2.1 to 2.16
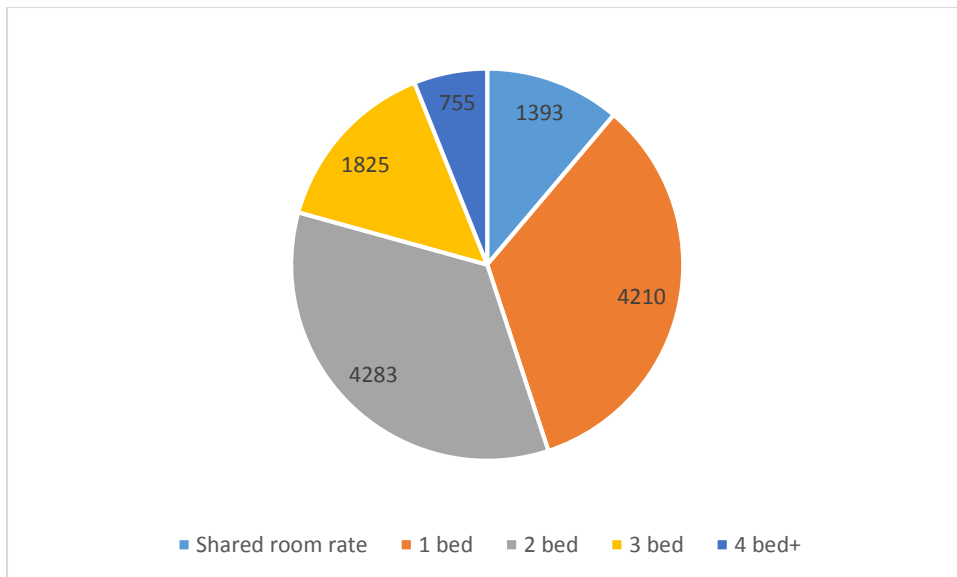
Low-income working-age households in Haringey have seen their incomes fall by an average of £14.16 per week as a result of welfare reforms implemented in the previous parliament, such as the under-occupation charge, benefit cap, LHA cap and cuts to Council tax support.

48% of households in temporary accommodation are affected by welfare reform, with just under half (£816,425) of the 2016/17 Discretionary Housing Payment budget (£1,726,627) being allocated to households in Temporary Accommodation. Households living in the private rented sector received £350,418 of Discretionary Housing Payments in 2016/17. Discretionary Housing Payments remain a key homelessness prevention and relief tool, but the budget is under pressure and should not be seen as a long-term solution to homelessness.

Haringey continues to experience a high level of demand for help with housing. A recent report by Shelter[15] ranks Haringey as second only to Newham in having the highest rates of recorded homelessness in the country, with 1 in every 29 people in the borough either sleeping rough or living in temporary accommodation provided by the council.

In 2016/17, 967 households asked the Council for help because they were threatened with homelessness. In 435 cases, the Council was able to help them avoid becoming homeless. Homeless acceptances in Haringey have decreased from a peak of 762 in 2013/14 to 686 in 16/17, in contrast to the London picture of increasing acceptances.

Despite this encouraging trend, at the end of the 2016/17 financial year, 3147 Haringey households were living in council-provided temporary accommodation. A steady reduction in numbers from 2008/09 reversed in 2013/14 when the number of

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homeless applications and acceptances was peaking, largely driven by welfare reform.
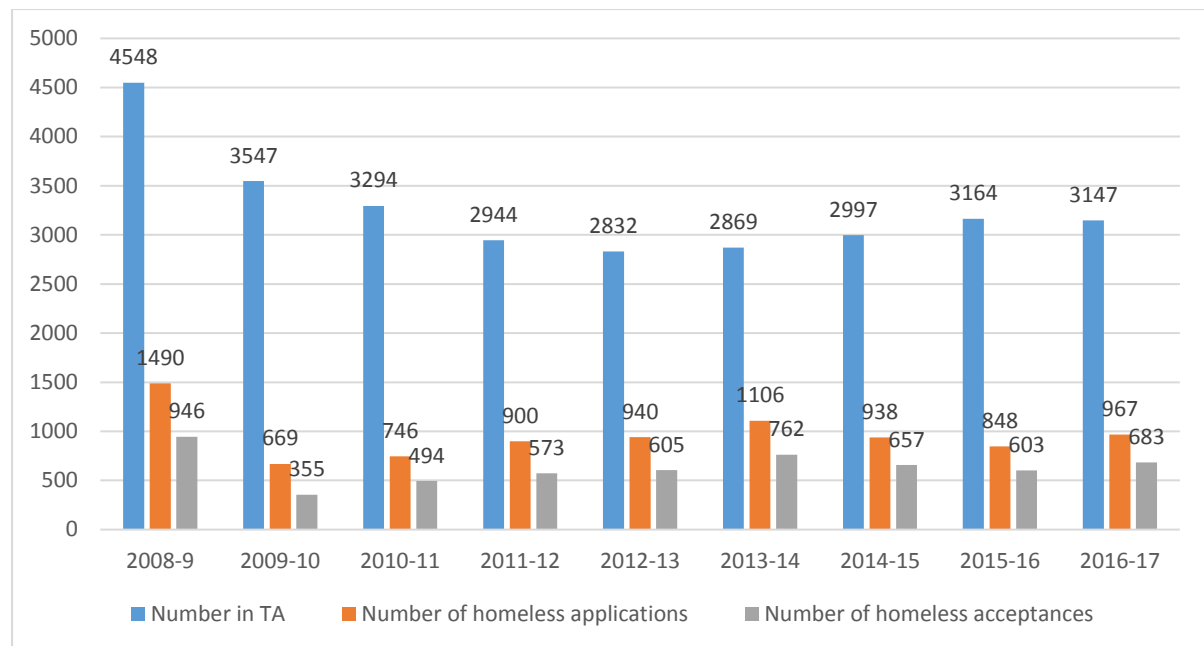
Numbers in temporary accommodation have again started to reduce, largely due to renewed levels of success in preventing and relieving homelessness, with 3049 households in TA on 01/11/17. Loss of Private Rented Sector tenancy remains the most common reason for homelessness, alongside friends and family asking the person to leave.

Over recent years, the buoyancy of the private rented market has made procuring such properties challenging, as landlords have been able to obtain higher rents by letting to the professional market, or selling their property to realise their asset. Not only has this contributed to the rise in homelessness, it has also created challenges in accessing that market for either offers of accommodation to homeless households, or securing new Temporary Accommodation.

Where we owe them a duty, we will always try to offer people temporary accommodation in or as near to Haringey as possible. However, the procurement challenges referred to above means we have had to look further afield for temporary accommodation that is affordable. While the number of households in Temporary Accommodation outside the borough has increased significantly, the numbers housed further away outside London remains low, at less than 2% of the total Temporary Accommodation population.

Location of Temporary Accommodation

	In Haringey	In London	Out of London
31/03/2013	1972	890	4
31/03/2014	1895	989	7
31/03/2015	1909	1110	8
31/03/2016	1913	1239	27
31/03/2017	1846	1271	40
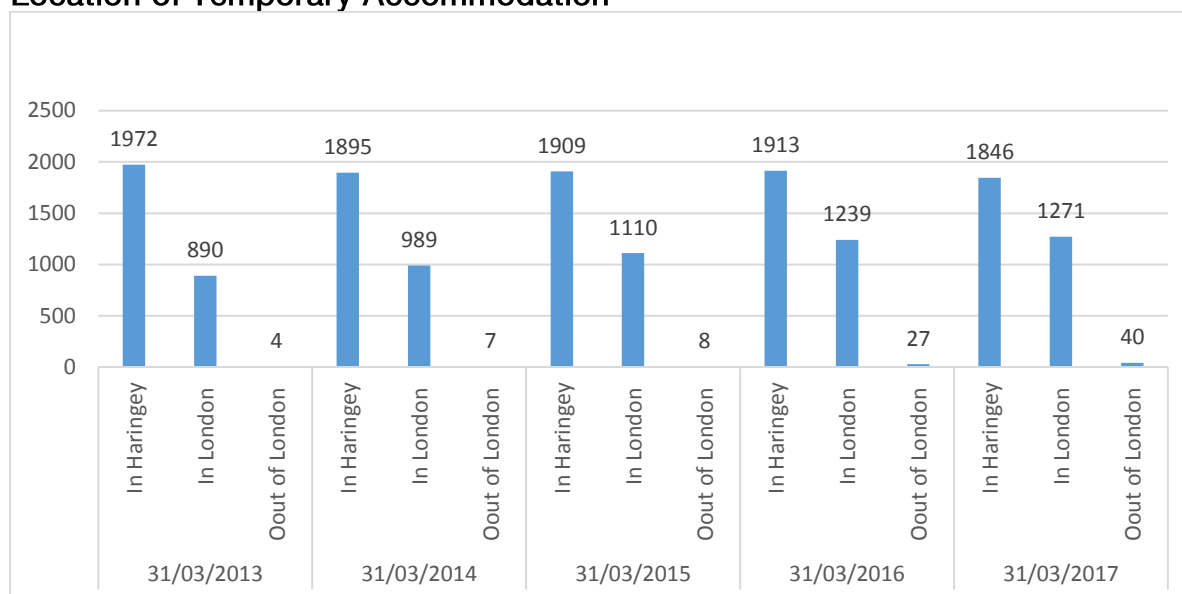
At the point of writing, there are early signs that the London market may be flattening, which presents opportunities for procurement of both longer term, more affordable Temporary Accommodation and of properties in the private rented sector that can be used to sustainably relieve homelessness.

Homelessness is an adverse childhood experience that can have a long-term negative impact on children's development. It affects social bonding, school performance and is linked to disadvantage in future generations. Our current temporary accommodation population includes around 10,000 individuals, of whom around 5000 are children. A lone parent heads 59% of households in Temporary Accommodation; 71% of those accepted as homeless in 2015/16 were lone parent families headed by a woman. It is important that our efforts to support homeless households into work acknowledge the additional barriers around child care that these households face and that we recognise the needs of these households to maintain ties with family and support networks, including fathers living outside the family home.

Evidence suggests that young people who identify as Lesbian, Gay, Bisexual or Transgender (LGBT) may be disproportionately affected by 'hidden homelessness', with 24% of homeless young people identifying as LGBT. 77% of these young people believe coming out to their parents was the main factor causing their homelessness[16]. Among the most prevalent outcomes of LGBT people becoming homeless were sexual exploitation and mental health issues, alongside homophobic bullying and alcohol abuse.

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[16] Albert Kennedy Trust

Adults who are vulnerable due to mental health conditions are more likely to become homeless, come into contact with the criminal justice system and have unplanned hospital admissions where discharge is delayed. In 2016/17, we identified that 31% of people accessing our Single Homeless pathway had a primary mental health need and 25% had an offending background.

Primary need	Number	%
Mental health	191	25
Offending	191	25
Physical health	116	15
Unrecorded	51	7
Mental health DTOC*	48	6
Vulnerable homeless	43	6
Young person	41	5
Alcohol	27	4
Complex / multiple	27	4
Substance use	26	3
Learning disability	2	0.02
Total	763	100%

*Delayed Transfer of Care

We know that for many single vulnerable people, their primary or presenting need may be just one of a complex and overlapping set of circumstances that together, combine to increase their vulnerability. The data we hold on these overlapping needs and on outcomes for people accessing our single homeless pathway are currently not robust enough, so improving our data collection procedures and systems for measuring outcomes will be a priority activity over the life of this strategy. This was a key recommendation of the Supported Housing Review.

Haringey is at crisis point with rough sleepers at the most visible tip of the homelessness iceberg. Based on our annual street count, completed in November 2017, the number of street homeless people in Haringey has increased by 33% in the last year. The complexity of multiple disadvantage and increasing inter-relationship of triggers and reasons leading people to sleep rough makes it increasing more difficult for a single provider or partner to address. We need to find new ways to engage with this group and support them to turn their lives around.

In addition to those already affected by homelessness, Haringey has a significant population who are living in insecure or unsuitable housing. As at 1st April 2017, there were 9194 households on Haringey's Housing Register.

Households on the Housing Register 01/04/17

517

2047

3503

3127

■ 1-bedroom ■ 2-bedroom ■ 3-bedroom ■ 4+bedroom
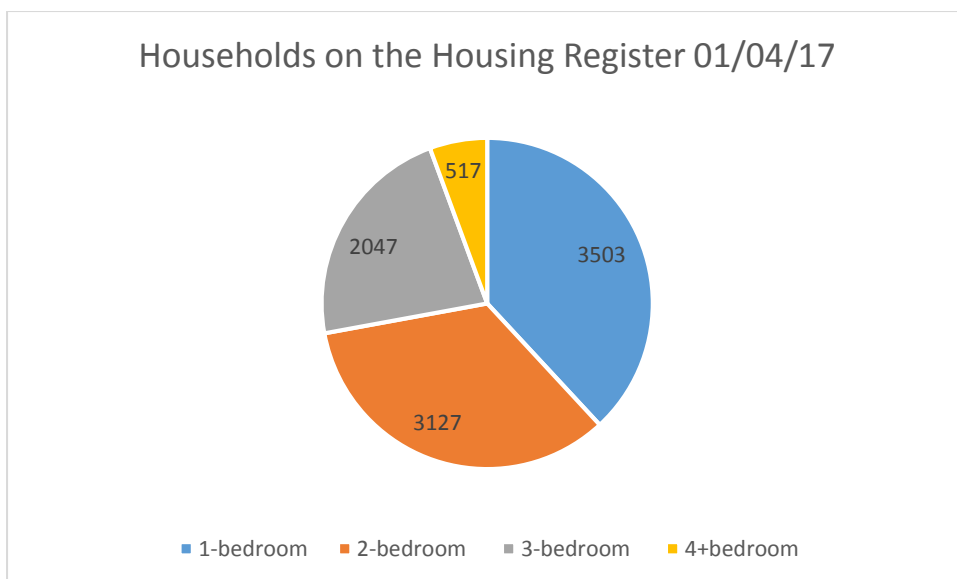
The Housing Register includes just under 300 households who need to move on medical and welfare grounds and over 7000 households living in insanitary, overcrowded or otherwise unsuitable conditions. 57% of these households are in Band C and are very unlikely to secure social housing due to a lack of supply.

In September 2017, the London Assembly Housing Committee published a report 'Hidden Homelessness in London' that sought to estimate the numbers of hidden homeless people in London. That is, people excluded from the official statistics but in precarious situations such as sofa surfing, squatting, and sleeping on public transport. These situations can be particularly dangerous, leaving the person vulnerable to abuse, exploitation and assault. The report estimates that 13 times more people are homeless but hidden than are visibly sleeping rough, as many as 12,500 each night. The Crisis Homelessness Monitor 2017 estimates that on any one night there may be 60,000 households 'sofa surfing'.

Stock profile and lettings
The borough of Haringey contains around 102,000 dwellings, of which around 40% are owner-occupied. The social rented sector accounts for just under 30% of properties with the remainder in the private rented sector. 28% of the total stock has one-bedroom, 33% two-bedrooms, 24% three-bedrooms and just 15% four or more bedrooms. Of the 27,242 social rented units, over 70% have one or two-bedrooms, with only 5% of the stock four-bedroom or larger[17].

At the time of writing Homes for Haringey, the Council's Arms-Length Management Organisation, manages 20,225 homes, of which 69% are general needs tenancies, 6% are sheltered / supported tenancies for older people and 24% are lessees.

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[17] Census 2011

Council-owned social rented stock by bedsize and type

Bedsize	Sheltered / supported	General needs
4 bed	1	712
3 bed	4	3753
2 bed	40	5176
1 bed	1204	4381
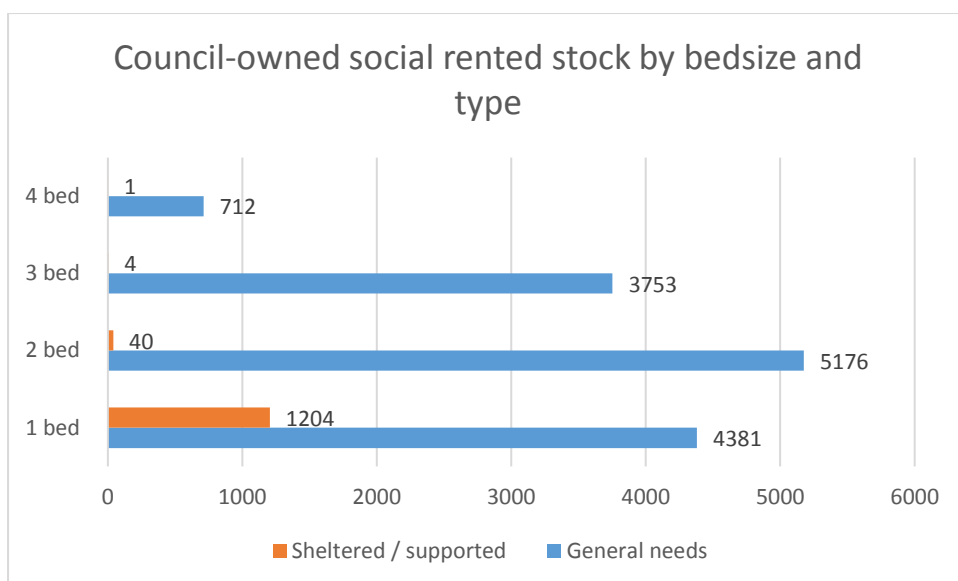
Demand for social housing continues to outstrip supply, with the number of social rented lettings decreasing year on year. Supply shortages are particularly acute for larger homes, with 29 four-bedroom homes being let in total in 2016/17 and only 19 expected to be let in 2017/18.

FINANCIAL YEAR	NO OF LETS	% REDUCTION ON PREVIOUS YEAR
2011/12	1,103	
2012/13	945	14.4
2013/14	848	10.3
2014/15	697	17.9
2015/16	625	10.5
2016/17	522	16.4
2017/18 (projection)	490	6.2

These dramatic reductions in supply reflect the fact that since 2011, fewer large Registered Provider developments have come on-stream and flow through our own stock appears to be reducing, with fewer people moving out. Coupled with this, new tenure types such as the introduction of Affordable Rent, which allows landlords to charge up to 80% of market rent, and the GLA's Pan-London top-slice have further limited the supply of social rented homes available to people on the waiting lists.

Waiting times for social housing 2016 - 17

	Band A	Band B
1 bed	11 months	2 years 10 months
2 bed	1 year 11 months	7 years 7 months
3 bed	3 years 4 months	11 years 4 months
4 bed +	1 year 4 months	12 years 7 months

The table above shows how long people re-housed in 2016 / 17 had waited, prior to being re-housed. Those with very specific needs, for example those who need a

wheelchair-adapted home, may find they wait longer due to the shortage of homes available that meet their specific needs. Additionally, as the number of social lets decreases, those entering the system now are very likely to face even longer waits for social rented homes.

Based on the above, it is clear that we cannot meet Haringey's housing needs through the provision of social rented accommodation alone and we must continue to work with families to find alternative housing options including properties in the private rented sector. If private renting is to be suitable for a household, it has to be affordable and the household will need the skills and resources to manage their tenancy and live within their means. In many cases, this will mean they will need support to enter employment and develop their financial resilience.

The Regeneration and Growth agenda

The Council's vision for regeneration includes new and improved housing alongside other measures including better local town centres, enterprise, employment and training, transport, health education, community safety and environmental improvements.

- **Tottenham** is the largest Housing Zone in London with over £100m of investment to help tackle barriers to development and growth and bring forward estate renewal projects as well as substantial numbers of new homes by 2025.
- **Wood Green** has the capacity for around 5,000 new homes in the next fifteen years, making a significant contribution to Haringey's overall target but also playing a major role in achieving much needed growth, boosted by proposals for a new Crossrail 2 station in the heart of the high street

Regeneration provides potential opportunities to make significant contributions to tackling homelessness and housing need - by delivering new affordable homes and increasing, in particular, the supply of family sized social rented homes. Additionally, more job opportunities, improved health and leisure facilities, parks and open spaces will contribute to the overall resilience of our communities.

But there are challenges as well that need to be managed carefully. These include short term increased pressure on the supply of social rented homes when an estate is being decanted, the potential impact on households in the private rented sector as homes are demolished and, over the longer term, potentially higher rents.

5. How we will change what we do

In order to deliver our strategic vision, we must work together to change the 'ecosystem' within which homelessness prevention and relief services exist. We have identified the following four overarching principles to guide us in redesigning our systems to deliver these objectives:

5.1 PROVIDING STRATEGIC LEADERSHIP AND BUILDING COLLABORATIVE PARTNERSHIPS

Throughout this document, we refer to our partnership as being key to the delivery of our objectives and outcomes. Our partnership is diverse and multi-agency, and includes (but is not limited to): staff in our commissioned homelessness services including Homes for Haringey, charitable and third sector organisations such as St Mungo's, Thames Reach, One Housing Group and Solace Women's Aid, local voluntary and community groups such as Neighbourhood Watch and Bringing Unity Back into the Community (Bubic), colleagues from other statutory services such as police, Children's and Adults Social Care, Mental Health, Public Health, Job Centre Plus, Community Safety teams and the Department for Work and Pensions and perhaps most importantly, people with lived experiences of homelessness.

The financial challenge facing Haringey sets the context for this strategy and our role in delivery. In addition to our role as funders of homelessness prevention and relief services, we will also provide strategic leadership to the partnership, utilising and further developing existing relationships, influence and leverage.

We have collaboratively developed the actions and approaches we believe are necessary to realise our ambitions, and recognise that not all these actions will be directly within the gift or responsibility of the Council to deliver. We are committed to working alongside and supporting those who are better placed to deliver, and encourage all partners to identify how their organisation can contribute to the ambitions and principles set out here.

As strategic leaders, we will provide direction, bring the partnership together around this shared set of objectives and hold it to account on delivery. As capacity builders and enablers, we will co-ordinate and support our partnership to deliver well integrated homeless prevention and support, providing information, building skills and knowledge and creating efficient pathways.

With a renewed focus on delivering excellent customer service and psychologically informed support that recognises the overlapping stresses and trauma that many people affected by homelessness experience, we will redesign services around the needs of our customers. Underpinning this, we will work with community and partners to build a new culture of trust and transparency. Everyone in the partnership must work together to ensure the messages we deliver about homelessness in Haringey are honest, consistent, accurate and understandable. This will enable people in housing need to make informed choices about their housing options.

5.2 Making Prevention Everyone's Responsibility

All members of our partnership have responsibilities and a role to play in preventing homelessness and the escalation of circumstances that can drive someone towards crisis point. We must all work together to recognise and address the underlying issues at the root cause of homelessness, such as poverty and unemployment, rent arrears, debt and benefit problems, poor physical and mental health, family breakdown and experiences of trauma and abuse.

We will work with the community and local partnership to ensure that everyone is able to identify and understand these early homelessness triggers and help the person in need to improve their situation before things escalate to the point they have lost their home or suffered another kind of crisis.

People heading towards a homelessness crisis require holistic support that is tailored to their specific needs, with all agencies playing their part in finding the solution. This will involve partners referring the person on for specialist housing support at an earlier stage, co-ordinating assessments and creating joint support plans with our housing teams. It will also involve working closely with housing colleagues to ensure the options and help offered are appropriate and realistic, and that messages about what is and is not available are consistent.

Housing staff will need to be better trained in responding to domestic violence, abuse and safeguarding issues, delivering Mental Health First Aid and other initiatives to improve health and wellbeing, such as Making Every Contact Count.

Households themselves also have responsibilities when it comes to homelessness prevention; this means engaging with the help and support they are offered. Due to the shortages of supply, it also means recognising that an offer of social housing is unlikely, for most people, to be the solution to their housing problem.

5.3 Commissioning More Effectively To Better Meet Local Need

At a time of unprecedented change, with funding pressures set to continue over the life of this strategy, we must stretch the resources we have much further than they have in the past. This means being more innovative in how we deliver against our priorities, modernising and streamlining services to meet the challenges of the future and empower people to rebuild their lives so they are less reliant on services.

We will use modern strategic commissioning practices to better understand and evidence local need, effectively manage resources and plan and deliver a range of services that place self-sufficiency at the core, achieve improved value for money, a renewed focus on outcomes, quality and customer satisfaction and better integration with the local partnership.

5.4 Delivering In And With Our Community

Haringey has a rich and vibrant community that cares deeply about homelessness and rough sleeping and wants to be involved in finding solutions to these issues. This is demonstrated by the range of peer and volunteer-led initiatives that are already delivering excellent work in this area. Without this community-led support,

many more people would suffer the harm caused by homelessness and rough sleeping.

Recognising that a 'one size fits all' approach to homelessness prevention and relief is inadequate, we will be person-centred from concept to delivery. We will build on assets of people and place, actively involving, empowering and giving voice to people using services and providing a platform for local community groups and voluntary organisations to contribute towards the delivery of our outcomes.

We will focus on what people and communities can do as well as what they need help with and will offer holistic support appropriate to their specific needs and capabilities. The root cause of homelessness lies in poverty and disadvantage, so the solutions lie in empowering people to build their resilience and develop self-sufficiency. This could include helping people to find employment, manage their finances or access affordable childcare in order to get back to work, as well as more obviously 'housing-focussed' help.

We recognise and celebrate the strengths and capacity of our communities and individual community members to be co-producers of solutions to prevent or relieve homelessness. By working with 'experts by experience' who have used our services previously, we will strive to better understand individual customer journeys and experiences of homelessness, using this learning to reshape our services. This will include developing opportunities for people with lived experience of homelessness to become involved in supporting their peers to build resilience and find solutions to their homelessness.

6. Delivering our key objectives

PRIORITY 1: INTERVENING EARLIER TO PREVENT HOMELESSNESS

The best way to tackle homelessness and rough sleeping is to prevent it from happening in the first place. By the time a household comes to the attention of statutory homelessness services, it is often too late to meaningfully intervene, resulting in a response can be reactive, unplanned and limited in the range of options available. This can lead to a poor customer experience, poor outcomes and significantly increased costs – both human and financial.

For our prevention activity to be effective, it is essential that we identify people at risk of crisis at an earlier stage in their journey towards homelessness and work with them to create a plan that enables the crisis to be averted.

We need to:

- create a range of channels through which people can seek help, tailored to the specific needs and characteristics of our population and 'at risk' groups
- improve the availability of good quality, easy to understand information on the range of realistic housing options available, enabling people to make informed choices and help themselves
- proactively reach out to those at risk and offer them support at a much earlier stage, rather than waiting for people to approach us when already at a point of crisis
- make our 'front of house' services easier to access, with less bureaucracy and a more welcoming, supportive feel
- move away from a 'transactional' relationship with those in housing need, towards a more 'relational' approach, with the person very much an active participant in finding a solution. The role of our housing staff must change from 'assessor / gatekeeper' to 'facilitator / enabler'
- recognise that a homelessness crisis often goes hand in hand with other problems, and work with partners and our community to ensure the support we offer is holistic and joined-up and that our staff are well trained and able to respond to these other issues

We know that at different points in people's lives there are specific triggers and risk factors for homelessness, and that other professionals will also be working alongside families at risk at these points. This offers us the opportunity to co-ordinate and plan our work to achieve the best outcomes.

Triggers, causes and risk factors at different points in people's lives

Triggers, causes and risk factors at different points in people's lives

	0 – 10 years	11 – 15 years	16 – 24 years	25 – 44 years	45 – 59 years	60+ years
Contact with Institutions	Adverse childhood experiences	Adverse childhood experiences	Family conflict and relationship breakdown	Family conflict and relationship breakdown	Family conflict and relationship breakdown	Family conflict and relationship breakdown
	Child in need/looked after child	Child in need/looked after child	Care leaver	Vulnerable adult	Vulnerable adult	Vulnerable adult
		Youth offending	Released from prison	Released from prison	Released from prison	Released from prison
			Discharged from armed forces	Discharged from armed forces	Discharged from armed forces	Discharged from armed forces
			Discharged from hospital without appropriate accommodation	Discharged from hospital without appropriate accommodation	Discharged from hospital without appropriate accommodation	Discharged from hospital without appropriate accommodation
			Refugees required to leave Home Office accommodation	Refugees required to leave Home Office accommodation	Refugees required to leave Home Office accommodation	Refugees required to leave Home Office accommodation
Poor Social Conditions – environment, community safety, health and education	Domestic abuse	Domestic abuse	Domestic abuse	Domestic abuse	Domestic abuse	Domestic abuse
	Involved in or affected by crime, anti-social behaviour, harassment or discrimination	Involved in or affected by crime, anti-social behaviour, harassment or discrimination	Involved in or affected by crime, anti-social behaviour, harassment or discrimination	Involved in or affected by crime, anti-social behaviour, harassment or discrimination	Involved in or affected by crime, anti-social behaviour, harassment or discrimination	Involved in or affected by crime, anti-social behaviour, harassment or discrimination
	Poor educational attainment	Poor educational attainment	Lack of qualifications and skills	Lack of qualifications and skills	Lack of qualifications and skills	Lack of qualifications and skills
		Teen pregnancy	Teen pregnancy			
	Insecure or unsuitable housing conditions, disrepair, overcrowding, sofa surfing	Insecure or unsuitable housing conditions, disrepair, overcrowding, sofa surfing	Insecure or unsuitable housing conditions, disrepair, overcrowding, sofa surfing	Insecure or unsuitable housing conditions, disrepair, overcrowding, sofa surfing	Insecure or unsuitable housing conditions, disrepair, overcrowding, sofa surfing	Insecure or unsuitable housing conditions, disrepair, overcrowding, sofa surfing
	Poor physical and/or mental health, disability, substance misuse, history of trauma	Poor physical and/or mental health, disability, substance misuse, history of trauma	Poor physical and/or mental health, disability, substance misuse, history of trauma	Poor physical and/or mental health, disability, substance misuse, history of trauma	Poor physical and/or mental health, disability, substance misuse, history of trauma	Poor physical and/or mental health, disability, substance misuse, history of trauma
Economic Deprivation	Shortage of affordable, suitable housing	Shortage of affordable, suitable housing	Shortage of affordable, suitable housing	Shortage of affordable, suitable housing	Shortage of affordable, suitable housing	Shortage of affordable, suitable housing
			Low income, debt, pay day loans, rent arrears	Low income, debt, pay day loans, rent arrears	Low income, debt, pay day loans, rent arrears	Low income, debt, pay day loans, rent arrears
			Lack of employment	Lack of employment	Lack of employment	Lack of employment
			Lack of affordable childcare	Lack of affordable childcare	Lack of affordable childcare	Lack of affordable childcare
Welfare Related			Benefit delays, sanctions, conditionality	Benefit delays, sanctions, conditionality	Benefit delays, sanctions, conditionality	Benefit delays, sanctions, conditionality
			Benefit caps	Benefit caps	Benefit caps	Benefit caps

We will establish Task and Finish groups to map out the 'as is' and 'to be' homelessness prevention offer for each at-risk group above and develop action plans to drive forward service redesign in each of these areas.
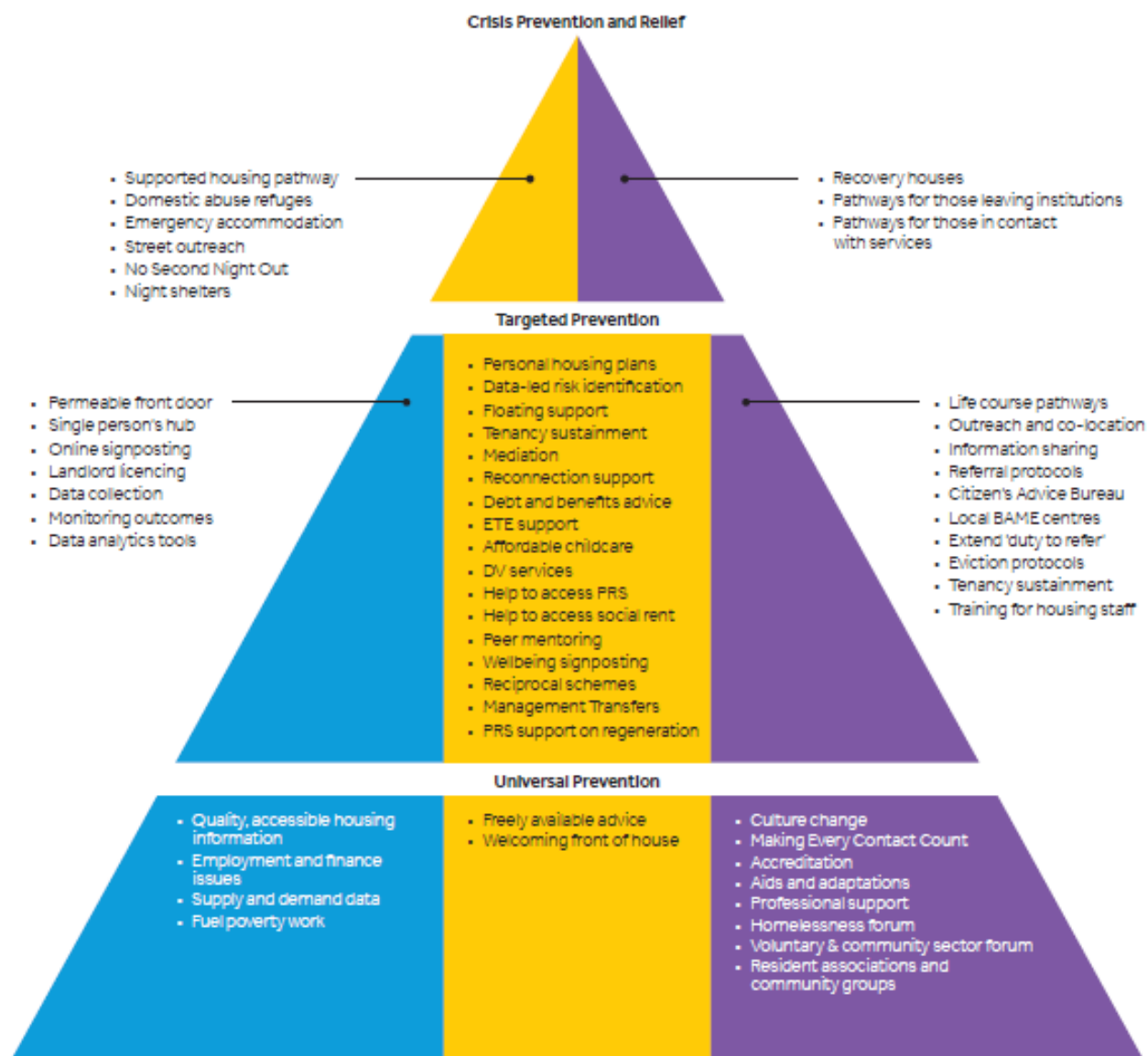
To inform this, we will undertake customer journey mapping to better understand the lived experiences of people at risk of homelessness, and will use this learning to inform our service redesign. We will identify a range of interventions to prevent homelessness at a universal, targeted and crisis level. These interventions will be available to the general population, specific individuals in housing need and within the local community partnership.

Alongside this, we will develop new systems for collecting data and monitoring homelessness prevention outcomes, to ensure that our new approaches are effective and people are getting the help that they need.

The 'Homelessness Prevention Pyramid' below is an indicative model of how the overall offer could look.

Homelessness Prevention Pyramid

Crisis Prevention and Relief

- Supported housing pathway
- Domestic abuse refuges
- Emergency accommodation
- Street outreach
- No Second Night Out
- Night shelters

- Recovery houses
- Pathways for those leaving institutions
- Pathways for those in contact with services

Targeted Prevention

- Permeable front door
- Single person's hub
- Online signposting
- Landlord licencing
- Data collection
- Monitoring outcomes
- Data analytics tools

- Personal housing plans
- Data-led risk identification
- Floating support
- Tenancy sustainment
- Mediation
- Reconnection support
- Debt and benefits advice
- ETE support
- Affordable childcare
- DV services
- Help to access PRS
- Help to access social rent
- Peer mentoring
- Wellbeing signposting
- Reciprocal schemes
- Management Transfers
- PRS support on regeneration

- Life course pathways
- Outreach and co-location
- Information sharing
- Referral protocols
- Citizen's Advice Bureau
- Local BAME centres
- Extend 'duty to refer'
- Eviction protocols
- Tenancy sustainment
- Training for housing staff

Universal Prevention

- Quality, accessible housing information
- Employment and finance issues
- Supply and demand data
- Fuel poverty work

- Freely available advice
- Welcoming front of house

- Culture change
- Making Every Contact Count
- Accreditation
- Aids and adaptations
- Professional support
- Homelessness forum
- Voluntary & community sector forum
- Resident associations and community groups

Key:

- Population
- Individual
- Community and Partnership

Crisis Prevention and Relief

At the individual level: Services will include: Domestic Abuse Refuges, Supported Housing pathway for vulnerable single people and young parents, street outreach services and No Second Night Out for rough sleepers, and safe, secure emergency accommodation for eligible households while alternative housing solutions are arranged.

At the community and partnership level: Planned pathways for all vulnerable people leaving institutions with no suitable accommodation to go to, and for those already in contact with other statutory services.

Targeted Prevention

At the population level:
- We will provide clear signposting information online showing people how to get additional help.
- We will roll out our Landlord Licencing scheme to address poor housing conditions in the private rented sector.
- We will make better use of data, enabling us to identify 'at risk' households in the community and proactively offer support.

At the individual level:
- We will reshape our homelessness 'front door', making it easier for people to get help. This will include developing a new 'hub' offering holistic, person-centred support to single people, including rough sleepers. This hub will function as a 'one stop shop' for single people, allowing them to access the help they need in a welcoming, 'psychologically informed' setting, reducing the bureaucracy associated with this.
- We will draw up Personal Housing Plans for everyone threatened with homelessness within 56 days, as required under the Homelessness Reduction Act. These will include offering a range of interventions designed to prevent or relieve their homelessness. For example:
    - Floating support and intensive tenancy sustainment services
    - Debt and welfare benefits advice, Discretionary Housing Payments
    - Employment, Education & Training support, including access to affordable childcare
    - Family and landlord mediation, reconnection support
    - Peer mentoring and befriending services
    - Domestic Violence services including the Sanctuary scheme, reciprocal schemes and Management Transfers
    - Help to access private rented accommodation or social housing in areas where there is no shortage
    - Proactive support for people living in private rented tenancies in regeneration areas
    - Signposting to mental health, substance use and other health and wellbeing support services.

At the community and partnership level:

- We will increase our community outreach, proactively reaching out to people in need rather than waiting for them to approach us at a point of crisis. This will include co-locating staff where we know 'at risk' groups are likely to be, such as Job Centre Plus, Children's Centres, health settings, probation offices.
- We will develop information sharing and referral protocols and pathways with and between relevant agencies working with 'at risk' groups and seek to extend the 'duty to refer' practices to other partners not covered by Regulations – for example Registered Providers.
- We will work more closely with the Citizen's Advice Bureau and local BAME community centres
- We will develop eviction protocols with local private landlords, housing associations and supported housing providers.
- We will develop joint working 'pledges' between housing associations and mental health services and will support training for housing staff on Mental Health First Aid, Making Every Contact Count and other issues that may push a vulnerable person towards a crisis.

Universal Prevention

At the population level: We will publish data annually on housing supply and demand, ensuring that good quality, accessible information about housing is available online, enabling people to make informed decisions about their housing options. This will include information showing how financial and employment status affects housing choices, with clear signposting for people who want to get a job or reduce debts.

At the individual level: We will ensure that free advice is available over the telephone, via email and in person from customer service centres. And we will ensure we provide a welcoming, friendly front of house that people feel comfortable accessing.

At the community and partnership level:

Making prevention everyone's responsibility will require a culture change at all levels of the Council and the wider partnership and we are committed to driving this forward.

- Homes for Haringey will seek Domestic Abuse Housing Alliance and National Practitioner Support Service accreditation and will undertake other training as required to tailor their service to the specific needs of service users, such as Equalities / LGBT training.
- We will work closely with the aids, adaptations and community alarms services, enabling people to maintain their independence and stay in their homes
- We will ensure the availability of training and resources for professionals and community leaders on housing needs issues and homelessness prevention.

- We will promote a vibrant Homelessness Forum led by providers, empower resident associations and community groups to deliver key messages on homelessness and ensure that there are regular contributions from Housing at our Voluntary & Community Sector Forum.

PRIORITY 2: INCREASING THE SUPPLY OF ACCOMMODATION AVAILABLE

Our first priority is always to prevent people from losing the homes they already have wherever we can. However, in some cases this will not be possible and our role will be to help people find new homes elsewhere. Those homes must be suitable and affordable, and the people moving into them must be equipped to sustain their accommodation so the cycle of homelessness can be broken.

Our supply of social rented accommodation has reduced by 50% since 2011. The major new build and regeneration schemes under way across the borough offer exciting opportunities for new affordable homes to be built in Haringey. However, the benefits of these projects may not be seen for several years and we cannot wait for these to solve our supply problem. Therefore, we must do more to make better use of the homes we do have, and to open up new sources of supply to people who desperately need a home.

We will develop an integrated, co-ordinated approach to increasing housing supply across a range of tenure types and locations, for people at various stages in their life course. This activity will fall into the following three areas:

We will:

Maximise the supply of social rented homes	• Review levels of under-occupation in our own stock (inc. TA) and develop new incentive schemes for downsizers or those who wish to move away from Haringey entirely • Focus on rooting out tenancy fraud and subletting • Work with Registered Provider partners to develop their own under-occupation and fraud programmes • Review nominations agreements with Registered Providers to ensure we are maximising opportunities • Promote Homefinder UK and other national mobility schemes • Develop specific approaches to marketing 'Affordable Rent' tenancies – possibly linked to employment support programmes - to ensure take up • Promote Reciprocal schemes for people forced to flee their social tenancies due to violence or risk issues • Work with developers and Registered Providers to bring forward new developments, maximising the supply of affordable homes within these • Estate Regeneration programmes in some of our most deprived areas • Explore opportunities for innovative building methods such as modular build • Develop new processes for identifying and letting properties with adaptations or that are suitable for those with mobility needs • Review allocation scheme and associated policies (e.g. TA placement policy) to ensure fit for purpose
Increase access, availability and suitability of private rented homes	• Create portfolio of sub-market housing via a Co-operative Community Benefit Society • Invest in a Purchase and Repair programme to municipalise poorer quality, badly managed private rented homes within and outside Haringey • Range of schemes to increase access to PRS including; Guaranteed Rent, Rent Deposit schemes • Work with landlords to convert expensive nightly paid TA into longer term tenancies • Handholding support for people wishing to move to PRS • Renewed focus on Tenancy Sustainment support with dedicated help for landlords who let to our nominees

	• Develop Landlord Forum to build stronger relationships with PRS landlords • Development of borough-wide HMO licencing scheme to improve quality of PRS • Increase number of council-owned lodges for emergency accommodation, reducing our reliance on expensive nightly paid accommodation • Explore options for increasing the supply of accommodation for people aged under 35 who are only entitled to the shared room rate • Keep supply of and demand for out of London properties under review – promoting this to those who wish to move to other parts of the country • Use of 'better off in work' calculators and other budgeting tools to help people establish what accommodation they can afford • Support around employment and financial / digital inclusion to help people build financial resilience and increase housing options
Modernise and improve our supported accommodation	• Implement recommendations set out in Supported Housing Review • Commit to placing no single vulnerable people in general needs TA without appropriate support • Undertake strategic review of single homeless pathway and floating support provision, to ensure sufficient provision to meet above commitment • Create new supported housing for key groups such as young parents and care leavers • Develop 5-year commissioning plan for 'single homeless' supported housing • Extend Housing First options for more complex individuals who will not manage in more traditional supported housing settings, such as women with complex needs • Review move on from supported housing and develop new approaches to increasing flow through provision • Rent deposit schemes for people moving from supported housing to PRS • Increase supported housing options for people with more complex and overlapping needs • Housing Strategy commitment to build new specialist supported housing to be rigorously explored as part of all new development plans • Work with providers to prepare for funding changes in 2020 • Targeted support for families who might otherwise be deemed 'intentionally homeless' thus enabling them to move on into PRS • Ensuring Clearing House options are available to former CHAIN-verified rough sleepers

PRIORITY 3: MEETING THE NEEDS OF THOSE ALREADY IN TEMPORARY ACCOMMODATION

We know that the needs, aspirations and goals of people living in our temporary accommodation are diverse in nature and that a 'one size fits all' approach to helping them move on to settled housing will not suffice. Currently around 1300 households in Temporary Accommodation are working, 314 of them full time, and many have aspirations for career progression and eventually, home ownership. These families want to be able to settle close to where they work with disruption minimised.

Others have told us they feel their lives are 'on hold' while they wait for their move out of temporary accommodation. This can be particularly acute for people in temporary accommodation outside the borough, and can affect the choices they make around seeking work, schooling their children or otherwise laying down ties in the community where they are living.

Within our temporary accommodation population there is a significant group of economically disadvantaged households, who are not working and are heavily reliant on welfare benefits to get by. Many of these are larger households headed by female lone parents who tell us they feel powerless to change their circumstances due to the complex and overlapping disadvantages they face. Many feel that nothing but an offer of social housing would meet their particular needs, despite the fact that this is becoming less and less of a realistic option due to shortages of supply.

These perceptions appear to be particularly noticeable within the c1000 households who were accepted as homeless prior to the 2011 Localism Act. The Council cannot discharge its housing duty towards these household by offering them a private sector tenancy, unless they agree to this voluntarily. These households face exceptionally long waits in Temporary Accommodation before they are likely to receive an offer of social housing.

Lacking the funds to make ends meet through welfare benefits alone due to the benefit cap, many of these households require significant 'top ups' from Discretionary Housing Payments. These households may be at particular risk of running into arrears or other debt problems when rolled on to Universal Credit in 2018.

We know that within our current temporary accommodation population, there are families with specific health and wellbeing needs, such as those who use a wheelchair or have other mobility needs that limit the type of housing they can live in, those who are receiving packages of support from social services or who are undergoing extensive treatment for chronic health conditions. There are also multi-generational families living within one household, where we simply do not have accommodation available of an appropriate size. The data we hold on the needs of these households needs to be improved so we can better target support and offer options that are appropriate to the specific needs of these households.

The theme of 'culture change' that is running through this strategy applies in equal part to people using our services; there is simply not enough social housing for everyone and so where possible, people will need to be flexible and realistic about the options they are willing to consider.

We will:

Develop our evidence base	• Set up TA 'Experts by Experience' panel to co-produce development of options for current TA cohorts • Develop data systems to capture and record specific needs and aspirations of people in TA e.g. mobility needs, cross cutting support from other services etc • Undertake specific research to understand what influences the choices made by households in TA, exploring use of Behavioural Insights and Nudge etc, to help shape service design • Develop monitoring systems to track outcomes for households in TA (e.g. numbers on waiting lists and waiting times, move on destinations etc) and make this information available to others to help inform choices
Focus on health, wellbeing and resilience	• Targeted help for households in TA to build resilience – e.g. employment coaching, financial and debt management advice, benefits maximisation • Specific help and advice to manage the transition to Universal Credit • Revise policy for assessing mobility needs and suitability of accessible / adapted properties to ensure those in greatest need of these homes are prioritised • All households receiving Discretionary Housing Payments to get help to reduce this dependence and build self-sufficiency • Peer support and peer mentoring schemes for households in TA to help build personal empowerment
Provide information and realistic options	• Each household in TA will have their own personalised 'move on plan' which sets out the specific options available to them and actions they can take to increase their options • For the majority of households accepted 'Post-Localism Act 2011', this is likely to focus on PRS options • Those who wish to move out of borough / London or explore remaining in the area of their existing TA to be offered handholding support to lay down roots and establish themselves in the community • 'Pre-Localism' households will be supported to explore their choices based on accurate information about affordability, waiting times and availability of e.g. social housing in cheaper parts of the UK • Development of specific schemes for very large households, where there is no supply available e.g. exploring options for splitting the household

7. Action planning and outcomes

This strategy and the objectives within it will form the basis for our ongoing engagement with our partners and the community going forward to 2022. The key elements of an action plan to deliver the strategy's objectives are set out below, along with some headline outcomes. Following engagement with our partners and the community, we will formulate a detailed Strategy Implementation Plan that sets out responsibilities, timeframes, lead organisations and the resources available to meet the objective identified.

The multiagency Homelessness Forum will oversee delivery of the Strategy Implementation Plan. This will report in to the Council's Housing Priority Board. More formally, as a statutory strategy for which the Council is responsible, it will be the responsibility of the Council's democratic scrutiny arrangements to hold the Council to account for delivery of its aims.

7.1 HOW WE WILL CHANGE WHAT WE DO

Providing strategic leadership and building collaborative partnerships

We will:

- Refresh the Homelessness Forum to lead the partnership
- Produce a detailed outcomes framework for the whole partnership
- Develop new training, information and other resources to support delivery

And this will deliver:

- An increase in trust and transparency
- An improvement in the quality of advice delivered across the partnership
- Clarity of vision and understanding of what we are trying to achieve together

Making prevention everyone's responsibility

We will:

- Embed homelessness prevention into the work-plans of partners
- Ensure housing staff are able to recognise and sensitively address other factors that may contribute to a person's vulnerability, signposting them on to appropriate support as required
- Provide training for frontline services on the prevention agenda and holistic support offer
- Develop personal housing plans for people at risk of homelessness, including actions for housing and other partners and for the person at risk
- Promote co-location, joint working and integration with key partners including single assessments

And this will deliver:

- A reduction in the costs associated with failing to get things right first time
- An increase in levels of personal responsibility taken by those who are potentially homeless and a commitment to prevention among partner organisations
- Joined up services that behave 'like a system' and manage expectations
- A better understanding of available options increases take up

- Earlier interventions to increase the chances of successful prevention
- A more coherent offer of assistance to those who need help from multiple agencies, to increase effectiveness and efficiency
- Cross-cutting outcomes to reduce poverty and exclusion, such as improved safeguarding, health and wellbeing, employment

Commissioning more effectively to better meet local need

We will:

- Undertake a strategic review of all commissioned homelessness prevention services, building on the Supported Housing Review and making recommendations for service development and redesign
- Plan for the delivery of supported housing post the funding changes in 2020
- Develop 5-year commissioning plan based on outcome of review

And this will deliver:

- Evidence-led commissioning of 'what works', services better able to meet local need
- Increased quality, value for money and effectiveness of services
- 'Leaner' systems with reduced bureaucracy improves access and effectiveness
- Well planned services, 'future proofed' to meet changing population and funding landscape

Delivering in and with our community

We will:

- Ensure support is person-centred, holistic, flexible and builds on strengths
- Embed Supported Housing Tenant Charter at heart of all commissioning and service design
- 'Expert by Experience' research to better understand customer journey, triggers and inform service design
- Develop peer mentoring and befriending as part of support offer
- Find new ways to include and recognise the contribution of non-funded community projects in our response to homelessness prevention

And this will deliver

- Services designed in a 'psychologically-informed' way are more likely to be effective
- Individuals and families are empowered to build their self- sufficiency and reduce their reliance on services
- Communities build their resilience and ability to find their own solutions to problems
- Services are better designed, easier to access and more effective
- The root causes of homelessness; poverty, disadvantage and multiple exclusion, are addressed alongside the symptom – the need for accommodation
- Intergenerational disadvantage is addressed
- Reductions in 'revolving door' homelessness

7.2 DELIVERING OUR KEY OBJECTIVES

The table below sets out an initial set of aims headlines that will be developed, with our key partners, into a detailed action plan to deliver this strategy. The action plan will be accompanied by a set of measurable targets, but an initial headline indicator is identified for each priority.

This table should be read alongside the similar table in the rough sleeping strategy with its own actions, outcomes and three headline indicators to provide the full homelessness and rough sleeping action plan.

Priority 1: Intervening earlier to prevent homelessness	
Headline indicator: The number of successful homelessness preventions	
Action	Outcome
• Task and finish groups are set up to map 'as is' prevention offer and make recommendations for improvement at each stage of the life-course, using the 'Triggers' diagram • The 'Front door' is redesigned to make access easier, quicker and offer of help more person-centred and empowering • Increased levels of community outreach are promoted alongside the development of 'Duty to Refer' protocols with partners • The use of data and information sharing is improved to proactively identify and help people at risk of homelessness • The interventions sitting within 'Prevention Pyramid' are developed on a collaborative basis; offering universal, targeted and crisis prevention to the general population, specific individuals in need and within the community and partnership	• People get help quicker, before their problems escalate and become more intractable • A reduction in the costs associated with not getting it right first time (ie 'failure demand' • Services are personalised and tailored to the specific needs, strengths and aspirations of different groups, making them more effective at **preventing** homelessness • Access to holistic help for chronically excluded single people is improved • An increase in resilience and self-sufficiency as a result of Housing support, sitting alongside other support • An increase in the number of people prevented from becoming homeless • A reduction in the number of people moving into temporary accommodation and thus reduced costs

Priority 2: Increasing the supply of accommodation available	
Headline indicator: The number of households in Temporary Accommodation	
Action	**Outcome**
• An increase in the supply of social rented homes • An increase in the availability and suitability of private rented homes • Our supported housing is modernised and improved	• A reduction in numbers of people in temporary accommodation • A reduction in cost of temporary accommodation • A reduction in levels of housing fraud • Improved utilisation of the housing assets we do have • An increase in the effectiveness of housing related support to reduce revolving door homelessness and increase the resilience of vulnerable people
Priority 3: Meeting the needs of those already in TA	
Headline indicator: The number of households engaged with a personalised move on plan	
Action	**Outcome**
• Undertake research to understand choices and motivations of people in TA, to inform service design • With partners, develop package of holistic support to help people in TA build resilience, wellbeing and improve health • Develop personal 'move on plans' for everyone in TA and encourage uptake of realistic options	• Reduction in reliance on Discretionary Housing Payments for people in temporary accommodation • Increase in numbers of people moving out of temporary accommodation to sustainable alternatives • Scarce social housing resources are targeted at those who need them the most • Root causes of homelessness are addressed, reducing intergenerational risk of homelessness