# **Appendix 3**

# **DRAFT HOMELESSNESS STRATEGY AND DELIVERY PLAN 2017-2022**

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#### 1. Introduction

The Homelessness Act 2002 introduced the requirement for local authorities to formulate and publish a Homelessness Strategy every five years based on the results of a Homelessness Review. This draft Homelessness Strategy 2017-22 is the third Homelessness Strategy that the Council has produced, and incorporates our Homelessness Review and Delivery Plan.

The draft has been developed and will be consulted upon during a period of unprecedented change in the national housing landscape. As well as the continued buoyancy of the London housing market, there has been significant government legislation that has or will affect housing provision and together, these factors are having a substantial impact on homelessness and our ability to deal with it.

During the period the Council has brought forward Haringey's Housing Strategy 2017-2022, which acknowledges this very different landscape and sets out a new, ambitious strategic direction for all housing activity in the borough.

#### 2. Consultation

This draft Homelessness Delivery Plan has been developed in partnership with our partners in the Homelessness Forum and Core Group. This collaborative approach will continue with formal consultation with the public, and specifically with those in housing need including residents of temporary accommodation and households on the housing register.

The consultation will also invite partners to develop, enhance and extend the Delivery Plan to include our partners own strategic homelessness commitments, and invite them to lead and provide resources to support specific actions, and to work jointly with the Council to improve outcomes for homeless households.

#### 3. National Context

There has been a series of national policy changes affecting homelessness. These have included significant welfare reform changes, the Localism Act 2011 and most recently, changes introduced in the Housing & Planning Act 2016, though much of this is to be confirmed in regulations.

#### 3.1 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 housing and homelessness include:

- Local Housing Allowance (LHA) reductions including total LHA caps and the limiting of LHA to the 30th percentile of market rents. However, the Government has frozen increases in LHA Rates for 4 years from April 2016 meaning fewer properties are available within these rates.
- The Total Benefit Cap limiting maximum benefits that a family can receive to £500 per week, with the benefit removed from housing benefit payment towards rent. This will be reduced further from November 2016.
- Spare Room Subsidy (known as the 'Bedroom Tax') reducing housing benefit entitlement to social housing tenants considered to be under occupying their homes.

- Transfer of responsibility for Social Fund payments to local authorities and to Council budgets.
- Disability Benefit changes and the replacement of Council Tax Benefit with local Council Tax support, reducing benefit income to a wide range of working age adults.
- Universal Credit will provide a single stream-lined benefit paid to residents directly rather than to their landlords.
- Single Person Households under-35 may also have the amount of benefit capped to the LHA rate for the shared room rate. This restriction is currently affects private sector tenants but in April 2018 will affect new social tenancies starting after 1 April 2016.

#### 3.2 Localism Act 2011

The Localism Act 2011 introduced important changes affecting social housing and homelessness, enabling councils to permanently discharge their homelessness duty by making use of suitable accommodation in the private rented sector. The Act also changed the statutory succession rights of new tenants, restricting the right to the partner of the deceased tenant.

#### 3.3 Housing & Planning Act 2016

This is the most significant change since the Localism Act to affect social housing. The implications of the changes have been set out in the Housing Strategy and include the loss of homes as the council will be forced to sell vacant council homes to fund the right to buy for housing association tenants, reducing supply further.

### 3.4 No Second Night Out

A strategy for rough sleeping was set out by a Ministerial working group in a 'Vision to end rough sleeping: No Second Night Out Nationwide', published in July 2011. No Second Night Out (NSNO) has five standards:

- 1) New rough sleepers can be identified and helped off the streets immediately.
- 2) The public can alert services if they see anyone sleeping rough so they get help.
- 3) Rough sleepers can go to a place of safety, where their needs can be assessed and they can get help.
- 4) Rough sleepers are able to get emergency accommodation and other services they need.
- 5) Rough sleepers from outside their area can be reconnected with their community.

# 4. Regional Context

The provisions in the Localism Act 2011 devolved housing strategy and funding to the GLA from the Homes and Communities Agency (HCA). The current Housing Strategy (of the previous Mayor of London) was published in June 2014.

Currently the Mayor of London spends around £9 million on a range of commissioned pan-London rough sleeping services and projects and also funds the Social Impact Bond programme of up to £5 million over three years. In July 2016, the new London Mayor committed to setting up a "No Nights Sleeping Rough Taskforce", which is aiming to focus on prevention as its core approach.

He also committed to deliver greater co-ordination of councils' efforts to find stable private rented housing for those unable to move into social housing, instead of council competing for homes with increasing incentives to private landlords.

# 5. Local Strategic Context

Haringey Council's Corporate Plan, Building a Stronger Haringey Together, describes the Council's overall priorities and programme of work for the period 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 new Housing Strategy describes Haringey's 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 Strategy is ambitious yet realistic in acknowledging the challenges and the difficult choices that the Council has to make in the current climate. Some of these choices are reflected in this Homelessness Strategy & Delivery Plan, along with further development of the effective work the Council and its partners have been doing to tackle homelessness. Much of this good work will continue and in some areas our focus and emphasis will develop to reflect changed circumstances.

Early intervention, prevention of housing crisis and improved supply and cost effective use of temporary accommodation remain the top priorities. We will put more emphasis on self-help, and supporting people who can help themselves to do so. At times the message on realistic housing options will not be welcomed by people, but we will strive to provide and enable appropriate solutions to their housing problems. Increasingly, the solution will not be social housing.

We will treat people as individuals, offering targeted and appropriate advice and support depending on need and circumstances. Those households that can afford alternatives to social housing will be pointed in that direction, while those affected by welfare benefits changes will be offered more holistic support, including assistance with employment, training and financial management.

Early intervention means more focus on outreach work, working with and through voluntary and community organisations to reach people in difficulty before they experience crisis. Sustaining existing tenancies remains a high priority and we are pushing our services upstream, engaging with people before their circumstances force them to approach us.

Where homelessness cannot be prevented and a duty is accepted, we will provide good quality, affordable temporary accommodation, accepting that for some people this will be outside the borough and outside London. Holistic support will be provided to mitigate the impact of this. Those that are prioritised to remain in Haringey will do so, but for others this may mean settling permanently in a new location that is more affordable for them.

Temporary accommodation supply is a critical challenge, which can only be met by widening our pool of supply, making better use of our own assets and building strong relationships with existing and new landlord partners, providing incentives where needed and offering stability and convenience to them. We are open that the financial costs to Haringey taxpayers are a significant factor in our thinking and our plans must therefore include effective action to minimise these costs.

The reduced supply of social housing means that how we allocate it will become more important. The Housing Strategy acknowledges that social housing must be targeted at those who cannot afford alternative options; those that can will be enabled to take up options including the private rented sector and low cost home ownership.



# 6. Homelessness Review

#### 6.1 Haringey Overview

There are approximately 274,800 people living in Haringey in about 113,500 households. 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. 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) and in Tottenham, this increases to 44% of children.

Buying a home in Haringey is expensive; lower wages and high house prices make it impossible for some people to ever buy a house. The average price of a two bed flat is £440,947 whereas the estimated median household gross income is around £35,400.

Private rent levels are also rising sharply in Haringey with the average weekly rent for a two bedroom property in June 2016 at £430 a 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.

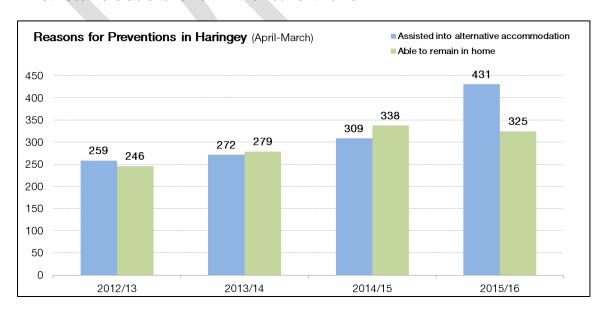
#### 6.2 Homelessness in Haringey

#### **Approaches and Preventions**

In 2015/16, over 3,226 households approached the council for advice on housing issues – about two thirds were women and 58% were aged between 25 and 44 year old. 96% were of working age.

Between 1 April 2012 and 31 March 2016, 2,459 households were prevented from becoming homeless. Of these, 1,188 of these were helped to remain in their homes; and 1,271 were helped to move into alternative accommodation.

In 2015/16, the Housing Advice and Options teams were able to prevent homelessness in 756 cases, with 57% of these households being helped into alternative accommodation, whilst 43% were able to remain in their current home.



#### **Housing Related Support Pathway**

The Housing Related Support Pathway for single vulnerable people commenced in 2014/15. Early results have shown a 62% and 58% reduction into the number of vulnerable single people booked into Temporary Accommodation for the first two quarters of 2015/16.

The impact of the pathway is reflected in the absence of care leavers and ex-offenders from the acceptances in 2015/16 but who accounted for 24 and 9 respectively in 2012/13.

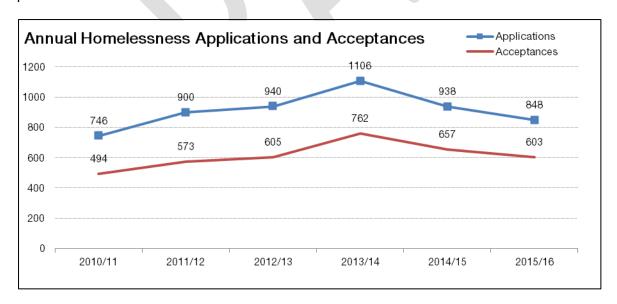
Current the Council spends over £3 million per annum on a combination of long term services for older people and people with learning and physical disabilities. A further £6 million is spent on a combination of short term services that include Pathway services for people with mental health, young people, single homeless, substance misuse clients; and general floating support services for BME clients and women at risk of domestic violence.

Over the course of a year, nearly 7,000 people are supported to maintain their independence.

#### **Homelessness Applications and Acceptances**

The level of homelessness applications and acceptances in Haringey is reducing from the peak in 2013/14. After a rise in applications for four consecutive years (from 746 applications in 2010/11 to 1,106 in 2013/14), there has been fall to 938 in 2014/15 and 848 in 2015/16.

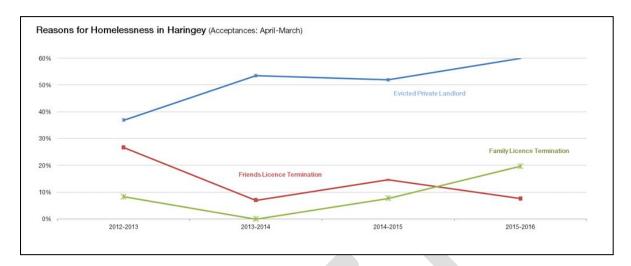
During this time, there has been a similar pattern in the number of acceptances with 762 acceptances in 2013/14 and 603 in 2015/16. This reduction is in part due to the use of pathways to divert vulnerable groups from homelessness, and a focus on homelessness prevention.



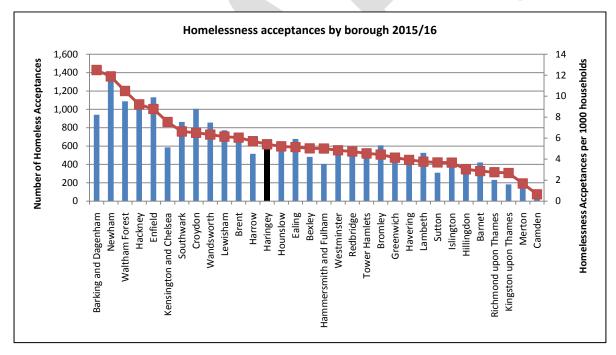
#### **Reasons for Homelessness**

There have been significant changes in the reason for homelessness, with 'Evicted by Private Landlords' rising from 37% of all acceptances in 2012/13 to 60% in 2015/16. In 60% of these cases, the landlords ended the tenancy without declaring any grounds relating to a breach of tenancy.

There has also been an increase in those coming from a family home from 8% in 2012/13 to 20% in 2015/16. However, there has also been a fall in those previously living accommodation with friends which has falling from 27% to 8%.



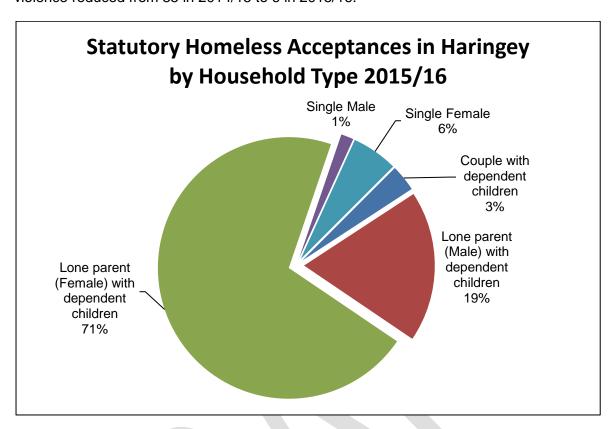
The chart below shows the comparison rate of acceptances per 1,000 households by each London Borough. The rate for Haringey of 5.5 puts it in the middle range of London Boroughs. This has reduced from 7.14 in 2013/14.



In 2015/16, the lead applicants of 40% of accepted households were of black origin, compared with 19% of the population in Haringey. 89% had priority need because they had dependent children or were pregnant, 3% because of a physical disability and 2 cases due to a mental illness or disability.

Since the introduction of the supported housing pathway, we have seen fewer applications and acceptances from single person households. 7% of homelessness acceptances in 2015/16 were from single person households much reduced from 2010/11, when the figure was 39%. This compares to a London wide percentage of 16%.

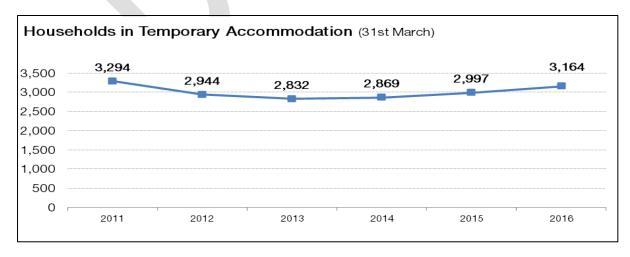
517 households (90% of all) households accepted were lone parents, compared to a London wide percentage of 53% whilst the number of people becoming homeless due to domestic violence reduced from 35 in 2014/15 to 6 in 2015/16.



#### **Temporary Accommodation**

Although there has been a fall in the number of acceptances in the previous two years, the number of households in temporary accommodation (TA) has increased for the last four years due to the declining supply of social housing lets as described above, and a reduction in supply of available of private rented housing.

On 31 March 2016 there were 3,164 households living in temporary accommodation placed by the London Borough of Haringey - the second highest in London. Over the past year, the proportion of departures from TA reduced by 21%. This means a net inflow into TA as more households are entering TA than leaving it.

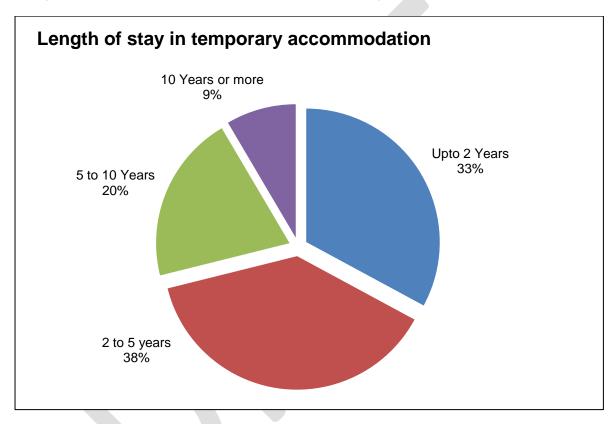


Almost all residents in temporary accommodation were statutory homeless, with 5% awaiting an assessment of their homelessness.

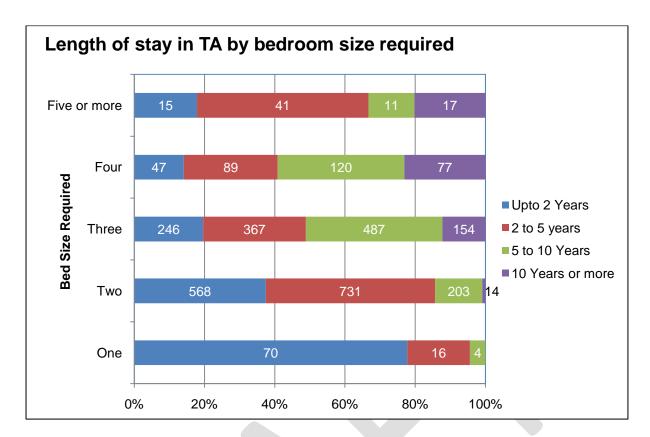
These households consisted of around 10,000 individuals – just under half of which were children. 67% of the head of households in temporary accommodation in were aged 25 to 44 and only 5% were over 55.

Around 59% of households in temporary accommodation are single parents with at least one child. Single Black women are over-represented within this group, representing just over half of single parent families accommodated but only 43% of the total households in TA are from Black backgrounds. Comparatively just over a quarter (16%) of single parent families in temporary accommodation are from White backgrounds although White people make up 34% of the total.

The pie chart below indicates the average length of stay of households in temporary accommodation. Around a third are up to two years, another 38% up to five years; whilst nearly 30% of households have been in TA for over five years.



The graph below highlights the difficulty in procuring suitable accommodation for larger households as they will tend to stay in TA for much longer.



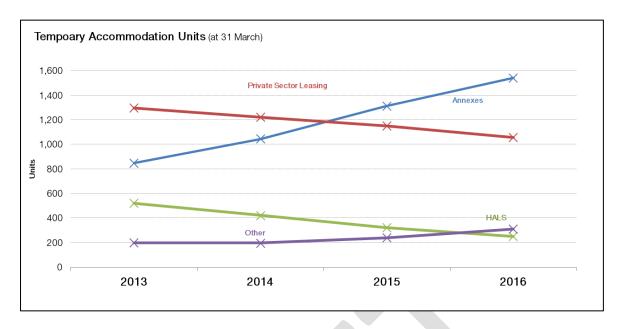
#### **Supply of Temporary Accommodation**

On 31 March 2016, Haringey Council provided temporary accommodation for 3,164 households.

Since the last strategy, there has been a significant fall in the number of properties which are leased from private landlords ('Private Sector Leasing') – a fall from 1,297 in March 2013 (45% of all accommodation) to 1,058 (33%).

During this time, the number of properties leased from Housing Associations (Housing Association Leasing) has almost halved from 521 units in March 2013 to 252 in Match 2016.

Leased properties represent a cost effective source of accommodation but increasing private sector rents have led to higher costs when leases are renewed. The drop in leased properties has largely been replaced by the use of 'annex' properties (self contained flats) which have increased from 849 units (30% of all accommodation) to 1,543 units (49%). The rent charged to the council for annex units is significantly more than housing benefit subsidy available.

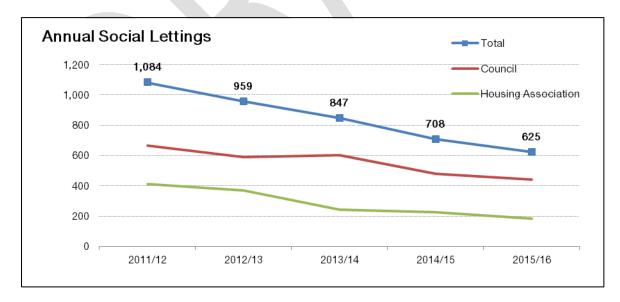


The difference between the cost of temporary accommodation units and the maximum recoverable rent (set by the Local Housing Allowance) is as high as £6,500 per unit per annum. This has led to a total net spend of £5.9m in 2015/16.

Alternative sources of supply are being sought both internally through the use of vacant properties on estate regeneration sites, conversion of former residential homes and modular build properties. Currently around half of the temporary accommodation provided is outside of Haringey.

#### **Social Housing & Private Sector Lettings**

In 2015/16, there were 625 social housing lettings in Haringey. This compares with 955 in 2012/13, a drop of one third of the available lets in just three years. 442 lets (71%) were for council properties and 183 lets (29%) related to housing association homes.



Of all lets, 495 were to general needs properties and 137 for sheltered housing. 288 general need lettings were made to homeless households living in temporary accommodation. The current priority for lettings is to households in TA, though the target of 70% is not being reached.

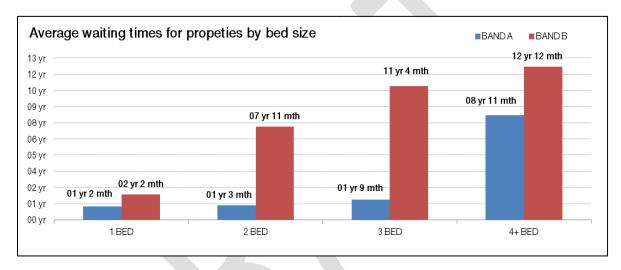
The number of lettings is expected to fall following the introduction of the Housing and Planning Act which came into force on 12<sup>th</sup> May 2016. This legislation introduces a levy on Page 12 of 34

Councils based on the sale of higher value voids. The number of lettings will be further reduced if sale of properties is needed to fund this levy.

In 2015/16, only 3% of lets (15 properties) were for properties with four or more bedrooms. This represents a significant drop from 31 lets in 2014/15 which was 6% of all general need lets. This contrasts with 46% of lets (226 properties) which were for one bedroom properties and an average waiting times for such properties is just under 1 year 8 months.

Shortages of larger properties have led to an average waiting times for four or more bedroom properties being just under 9 years for those in Band A and just over 12 for those in Band B. This in addition to the length of stay in temporary accommodation highlighted above.

Average times for Band A are considerably lower in smaller properties ranging from 2years 2 months for a one bed and 1 year 9 months for a three bed. Average waiting times for households in Band B are significantly higher for two and three bed properties at 7 years 11 months and 11 years 4 months respectively.



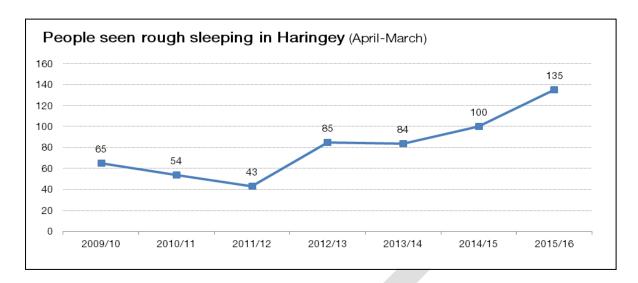
The shortage of social lets has created a need to seek alternative accommodation in the private sector. However, private sector supply has reduced significantly. There were 1,000 lets into the private rented sector in 2009/10 but in 2015/16, only 65 homeless households were re-housed into private tenancies.

The landlords who operate in the sector have reported back on their ability to secure higher rents above the existing LHA rates, given the buoyancy of the London housing market. The demand from tenants means they can also secure up to three months rent in advance from non Housing Benefit tenants.

#### 6.3 Rough Sleepers in Haringey

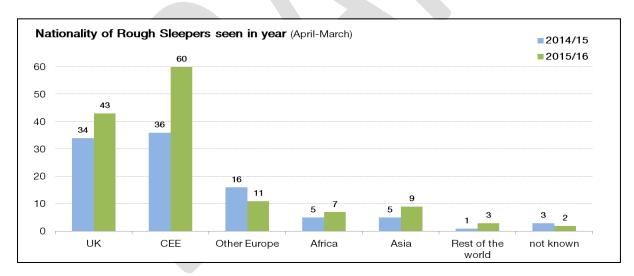
Most rough sleepers are single people who often face barriers to obtaining support due to usually being classed as non-priority. Many have issues with mental and physical health, substance misuse, and the lack of move on accommodation.

Although the Council has submitted an annual estimate, the CHAIN (The Combined Homelessness and Information Network) - a multi agency database recording information about rough sleepers and the wider street population in London, is able to provide more reliable evidence of trends. CHAIN reports hat reveal that rough sleeping in Haringey has increased every year since 2011/12. In 2015/16, 135 rough sleepers were seen in Haringey in comparison to 43 in 2011/12.

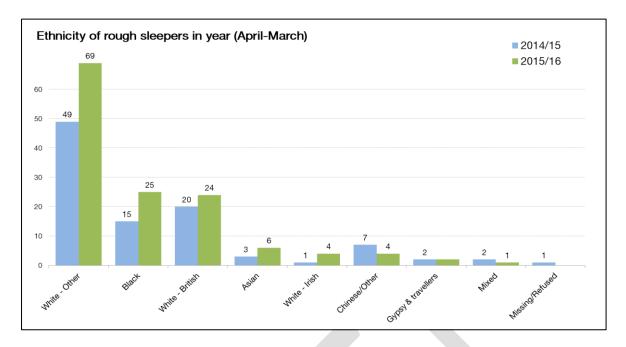


There is an increasing number of rough sleepers from Central and Eastern European countries (CEE) which almost doubled from 36 in 2014/15 (36% of all rough sleepers) to 60 (44%) in 2015/16. This contrasts with 27% (2014/15) and 29% (2015/16) for Outer London. CEE nationals' presence on the streets is higher as CEE nationals remain on the street for longer as they do not have access to public funds and cannot access emergency accommodation. When CEE nationals are found to be rough sleeping, they will be given 30 days to provide evidence that they are working and paying tax. If they fail to do this within 30 days, they will be deported.

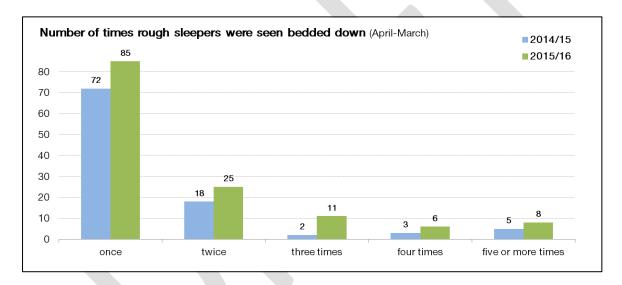
There has also been a smaller increase in those with a UK nationality rising from 34 to 43 representing 34% and 32% respectively – and compares with a stable 50% for Outer London.



Of the 135 people seen last year 119 were male and 110 were between the ages of 26 and 55. A total of 97 rough sleepers gave their ethnicity as White and 25 as Black and 6 as Asian.



Most rough sleepers were only seen once but there is an increasing percentage of those who were seen more than once from 28% in 2014/15 to 37% in 2015/16.



There are 76%(103) were new rough sleepers who had not been seen before April 2015, 15 were people they had seen the previous year, and 17 were not seen in 2014/15 but had been seen. Of the 135 people seen, 74 had their support needs assessed, with reported issues including Mental Health (36), Alcohol Use (35), Drug issues (31) and only 13 having no support needs. Of 92 who had gave their history, 34 had previously been in prison, 9 in care and 10 had been in the armed forces.

CHAIN data also recorded the last settled base of 40 of the 103 new rough sleepers seen in Haringey in 2015/16. This data reveals that the previous settled base for almost half (18) was private sector rented accommodation and a quarter (10) from permanent or temporary accommodation provided by a local authority. Two of the three who left local authority temporary accommodation had been given a 'non priority decision'.

#### 6.4 Welfare Reform

The benefit cap will be reduced from November 2016 from £26,000 to £23,000 per year, in London, for couples and families with children, and from £18,200 to £15,410 for single people without children.

Our analysis indicates that 2,007 Haringey households will be affected by the lower benefit cap - including those already capped at the current rate. This is almost five times the number of households that are currently capped. Currently the cap applies almost exclusively to households with children. Under the lower benefit cap almost 27% of those affected will be childless households, mainly single people.

- Universal Credit (UC) will replace six existing means-tested benefits and is intended
  to simplify the system and improve work incentives. 61% of households in Haringey
  that will be entitled to Universal Credit when it is fully implemented across the borough
  will have a lower work allowance as a result of the changes announced in the Summer
  2015 Budget.
- Local Housing Allowance (LHA) limits the amount of housing benefit a household can claim and was previously based on the lowest third of rents for each property size in each of the two 'Broad Rental Market Areas' within the borough. However, the Government has frozen increases in LHA Rates for 4 years from April 2016 meaning fewer properties are available within these rates. The most significant financial impact will be felt by large families currently living in homes that have more than four bedrooms because of the introduction of the Local Housing Allowance Cap of £388.65 per week for most of the borough.
- Single Person Households Under 35 may also have the amount of benefit capped to the LHA rate for the shared room rate. This rate is currently £90.64 a week in most of the borough and is less than half the one-bedroom rate of £199.68. This restriction is currently affects private sector tenants but in April 2018 will affect new social tenancies starting after 1 April 2016. As at 1 June 2016, there were 857 housing benefits claims from single person under-35 private sector tenants. Of these, 819 were assessed against the LHA rates and 671 (78% of all claims) had payment restricted to the LHA shared room rate.

#### **Cumulative Impact of Welfare Reform**

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 the 3,164 households in temporary accommodation are affected by Welfare Reform

# 7. Previous Homelessness Strategy

Haringey's Homelessness Strategy 2012-14 set out the borough's strategic priorities in five key objectives as follows:

- 1. Preventing homelessness and sustaining tenancies.
- 2. Working in partnership.
- 3. Mitigating the negative impacts of the welfare reforms.
- 4. Increasing the availability of affordable housing.
- 5. Improving the life chances of homeless people.

These objectives had a total of 107 specific actions, of which 92% were completed and/or have become business as usual. The remaining seven actions are either ongoing work or due to be completed in 2016/17.

The main achievements since the Homelessness Strategy 2012-2014 include:

- 2,459 households prevented from becoming homeless between 1 April 2012 and 31
  March 2016. Some 1,188 of these were helped to remain in their homes; the other 1,271
  were helped to move into alternative accommodation.
- 289 homeless households living in temporary accommodation were helped to access the private sector between 2012/13 and 2015/16.
- Ensuring best use of our stock by reducing under occupation with 43 under-occupying
  households helped to move to more suitable accommodation in 2015/16. There is more
  work to be done in this area, and this will be taken forward in the 2017/18 Plan. We have
  also made use of our regeneration estates where homes have been decanted prior to
  demolition. They are now being used in the interim before demolition as temporary
  accommodation.
- Establishing the Homelessness Forum to exchange information and best practice amongst partners, and to develop this Delivery Plan.
- Commissioning new housing related support pathways for single vulnerable people including rough sleepers. We have also increased the number of people attaining independent living.
- Establishing a Corporate Welfare reform group to help mitigate the impact of changes to the benefit system.
- Producing a Tenancy Strategy.
- Developing a separate Rough Sleepers Strategy, working with partners to gain greater intelligence on rough sleeping; and implementing the Reconnections Protocol

Since September 2014, there have been changes in the delivery of homelessness services with Homes for Haringey now providing housing advice, options and homelessness on behalf of the Council, so that delivery of all of the Council's housing services is in one place.

# 8. Priorities for the new Homelessness Delivery Plan 2017-22

#### 8.1 Key Themes

These trends outlined in the above review of homelessness in Haringey indicate a number of priorities which the Delivery Plan should focus upon.

The need for a continued focus on prevention is clear, by working closely with landlords, partners and other stakeholders to ensure that opportunities to maintain tenancies are maximised. This includes challenging landlords (private and social) who are seeking to evict.

Equally, there is need to secure more private rented properties both to enable discharge of the homelessness duty, and to prevent homelessness occurring without households having to make a homelessness application.

The review also highlights that the pathways that can help divert vulnerable persons away from homelessness are having some success and this need to be developed. However there remain concerns about the future of supported housing schemes with the plans to reduce social rents by 1%, and the prospect of the application of a cap to the amount of Housing Benefit that can be paid towards a social housing home, including supported housing.

Welfare reform will continue to impact some groups especially larger families and single people under the age of 35 and managing the impact will be necessary to prevent homelessness occurring. Given 96% of approaches on homelessness are from people of working age, this should mean a focus on addressing the causes of their problems by, for example, assistance with benefits, getting into employment or financial management to ensure rent arrears do not arise and homelessness is prevented. Effective early intervention is also designed to enable households to understand the reality of the housing shortage and to be informed on making their own choices.

The use of TA has risen despite the increase in preventions and reduction in homelessness acceptances. Reducing the number of households in TA is a priority for the Council as current levels of costs cannot be sustained indefinitely. The rate of exit from TA is slowing as the number of available lets in the social housing and private rented sectors have diminished.

There is therefore a need to secure more cost effective temporary accommodation, within and outside of the borough, and London. The Council has agreed a Temporary Accommodation Placement Policy which will enable households to be placed in suitable TA. Since the Localism Act 2011, it has been possible for Councils to discharge their duty to ensure that households have access to settled accommodation through into the Private Rented Sector (PRS) even without the applicant's consent,

Many households have also been in TA for a number of years and pre-date the Localism Act changes on discharge of duty into the PRS. In order to move on from their existing accommodation, the Council will need to engage with them on recognising the limitation of the options they have.

With the decline of social rented supply likely to continue, it is imperative to secure private rented sector housing to prevent homelessness and ensure households can access settled accommodation as quickly as possible. This will mean looking at ways to incentivise landlords to provide housing to people on low incomes / Housing Benefit, and much of this accommodation is likely to be outside of the Borough. Some groups, especially Black

households and lone parents continue to be over represented in the homelessness statistics, and this should be examined further for ways to mitigate the impact.

The increase in rough sleeping is seen in context of an overall in the street population across London. In previous years the Council has submitted an estimate on the number of rough sleepers seen on the streets. There is increasing work and awareness about the multiple needs of rough sleepers and has been highlighted through the Homelessness Forum.

#### 8.2 A New Homelessness Delivery Plan

The conclusions of the Homelessness Review, and the homelessness commitments set out in the Housing Strategy 2017-22 (see annex A) are taken forward in the new Delivery Plan that follows, set out in three priorities:

- 1. Prevention of homelessness including:
  - Helping households retain their current home.
  - Helping households find an alternative homes, particularly in the private rented sector.
  - Enabling vulnerable households to secure independence through supported housing pathways.
- 2. Tackling temporary accommodation challenges including:
  - Measures to reduce the numbers of households in temporary accommodation.
  - Improving the supply of temporary accommodation to reduce costs.
  - Ensuring homeless households in temporary accommodation gain access to suitable permanent homes.
- 3. Reducing rough sleeping including:
  - Identifying those most at risk to prevent them sleeping rough.
  - Enabling access to support services for rough sleepers with multiple needs.
  - Reviewing the levels of emergency provision.

Under the three priorities, a number of outcomes and key actions to achieve them have been identified. In developing the plan, we will seek to work with our partners to agree how we direct available resources and services in support of the agreed plan.

Some actions reflect continued work streams that will make a significant contribution towards an outcome and will include current council agreed targets, whilst in others, development of our current work, or a new initiative is required, together with support from partners.

# 9. The Delivery Plan

# 9.1 Priority One: Prevention of Homelessness

Over 3,000 households a year approach the Council for housing advice, and the number is projected to increase as a result of rising housing costs, the impact of welfare reform and population growth. Households seeking advice may be homeless or have an imminent threat of homelessness, and may also include those who have difficulties with their current landlord or accommodation which may not lead to homelessness in the near future.

Early intervention seeks to prevent homelessness by supporting households to help with crisis such as a loss of employment, before it escalates into a housing crisis. The impact of welfare reform has been highlighted and the Council is targeting those most impacted by the changes.

The Council will be clear on the housing options available to all households including advice on the different options which may include those outside the Borough and London.

With the loss of a Private Rented tenancy the main cause of homelessness, our focus is on sustaining current housing where practical and preventing housing problems escalating to crisis point. This usually means sustaining licences or existing tenancies in the private rented sector. Despite the difficulties with securing private rented accommodation, the sector has a crucial role in the prevention of homelessness. 30% of the successful preventions in 2015/16 involved securing alternative private rented accommodation.

Our statistics show disproportionate levels of homelessness amongst particular demographic and community groups within Haringey and it is important to try to understand and mitigate the impact of any policies. Working with community and voluntary sector groups to help provide the support to prevent homelessness occurring.

Enabling residents to move through supported housing pathways in a planned way will prevent homelessness and avoid the use of temporary accommodation. The data for 2015/16 showed that 45% of prevention of homelessness cases where an applicant had to move, were into a supported housing schemes. At any one time nearly 7,000 people are supported to maintain their independence and thus avoid homelessness and being placed into temporary accommodation.

The pathways range from six months to two years. Applicants move into accommodation support schemes based on their level of appropriate need. More robust of clients - whether their needs increase or are reduced, sometimes to the level of non accommodation based support to encourage more throughput are appropriate. This will enable us to assist more people at risk of homelessness and prevent blockages of places, as the supply of move on accommodation will continue to be a challenge.

# 9.2 Priority Two: Tackling Temporary Accommodation Challenges

The Council's first priority is to prevent homelessness occurring. Where homelessness cannot be prevented, we will provide emergency temporary accommodation while we assist households in finding a settled housing solution.

Despite an increase in the number of successful prevention cases, and reduction in homelessness acceptances, the number of households in temporary accommodation has risen as the flow out of temporary accommodation and into a permanent home has slowed.

It is increasingly difficult to secure good quality, sustainable and affordable temporary accommodation of all types in London, and especially at prices within the LHA cap. Rental

prices have risen as homelessness and households are spending longer in temporary accommodation. This has created a significant financial burden for the Council.

The provision of temporary accommodation is usually in two stages. The first stage is emergency accommodation like a hostel or Bed and Breakfast whilst a homelessness application is assessed.

The second stage temporary accommodation is interim accommodation provided to households where a homeless duty has been accepted and who are awaiting permanent housing. However, due to the shortage of this accommodation, currently around half of these units are nightly paid "annexes" (self contained flats) rented from private landlords.

The council currently does not have any shared facility hostel units and is looking to increase the supply of its own hostel accommodation that will also have the benefit of reducing the council's expenditure.

The Council has agreed a new Temporary Accommodation Placements Policy. This will mean placing households out of borough and in some cases out of London in more affordable locations, subject to criteria. We have to take these steps and will do so in a fair and sensitive way, mitigating the potential impact on homeless households as effectively as we can and working closely with household members to ensure this.

The Council already uses the private rented sector to prevent homelessness and will be making greater use of assured shorthold tenancies in the private sector to discharge homelessness duty.

# 9.3 Priority Three: Reducing Rough Sleeping

There are an increasing number of people sleeping rough in Haringey as recorded by the CHAIN database. The Council commissions London Street Rescue to undertake outreach services.

With more rough sleepers from Central and Eastern European countries, the Government has been focussed on working with agencies on supporting reconnections. It remains too early to determine the impact of the UK deciding to vote to leave the EU in terms of rough sleeping.

Rough sleepers may experience a range of multiple and complex needs which are often not addressed by single services. Greater partnership working will be required to understand how their needs could be met.

There are currently six housing related support services aimed at the Single Homeless and those with complex needs. However, many rough sleepers may not be able to access those services

No Second Night Out was first adopted in London before being rolled out in London and has proven effective in reducing the number of times seen more than once n the streets.

#### 9.4 Implementation and Monitoring

The Delivery Plan has been developed from workshops involving members of the Homelessness Forum and engagement with temporary accommodation residents. The Delivery Plan has been progressed at meetings of the Homelessness Core Group, which is a sub-group of the wider Homelessness Forum.

This engagement with partners and residents has informed the draft plan, which reflects the following core principles:

- Working in partnership tackling challenges that can only be addressed through positive collaboration.
- Reducing inequality narrowing the gap in outcomes for citizens by working proactively to improve life chances.
- Prioritising prevention— empowering residents with the tools to mitigate against risk of homelessness.
- Building trust working collaboratively, in a way that is transparent and accessible to citizens.



PRIORITY ONE: F	Preventing Homelessness and Enab	oling Independence	
Outcome	Key Actions	Target / Output	Housing Strategy Commitment
Reduction in Approaches and homelessness applications	Develop early intervention and prevention training for statutory, voluntary and community sector partners  Ensure advice meets minimum quality standard with accreditation  Map pathways and share with	Training programme developed and delivered with annual updates and accreditation	6.1 (a) 8.1 (a)
	partners who can support households  Review the method of		6.2 (f)
	communicating the Lettings Plan, outcomes and waiting	Annual publication of the Lettings Plan	8.1 (c)
	times to the public  Review effectiveness of		6.3 (b)
	outreach surgeries as methods for early intervention e.g. Children's centres	Review complete and decision take on a	6.1 (a)
	Following review, identify best	programme of outreach surgeries	6.1 (d)
	locations for early advice if proven effective in preventing homelessness		6.1 (g)
	Provide briefings for front line staff (e.g. teachers and social workers) who come into contact with vulnerable households to	Effective referrals to the Homelessness	6.1 (d)
	ensure referrals to Homelessness services are made effectively	service	6.1 (g)
	Ensure Council communications  – website, magazines deliver consistent messages on the councils approach to homelessness prevention	Website reviewed and updated New uploads and documents reviewed prior to publication	6.1 (d))
	Refreshing on-line advice, information and content including Options Wizard app	More residents using self help tools	
	Review information provided by the council and partner agencies to private tenants to identify opportunities for informing tenants about homelessness prevention services	Conduct an Annual review via the Homelessness Forum	6.1 (a) 6.1 (d)
	Publish an Annual Report showing results of evictions and case studies of good practice	Increase tenancy sustainment and minimise evictions from council and HA	8.2 (a)

PRIORITY ONE:	Preventing Homelessness and Enab	oling Independence	Housing
Outcome	Key Actions	Target / Output	Strategy Commitment
		homes	
	Enable Health Visitors and Social Workers to make referrals to the homelessness prevention fund	Referral process agreed	6.1 (g)
	Develop mediation services, for households at risk of eviction or to enable those currently living with their families to remain at home	Introduce mediation services and monitor their effectiveness in increasing homelessness prevention	6.1 (a)
	Use Discretionary Housing Payments to prevent homelessness where tenants are threatened with rent increases	Process agreed and outcomes monitored	8.2 (a)
	Develop with partners a standard approach to prevention of homelessness, including standard performance measure (e.g. as per BV213)	Standard approach agreed with partners Agree start date for implementation and monitoring Report published	6.1 (a) 8.2 (a)
	Analyse existing prevention work for good practice to share amongst front line staff	Staff training	6.1 (i)
	Analyse reasons for evictions in the Private Rented Sector and identify ways to prevent no fault evictions	Analysis complete and service improvements identified	8.2 (a)
	Peer review on ways to reduce acceptance rate through better prevention	Borough peer partner agreed and review delivered	6.1 (i)
	Reduce Part 7 decision making times for homelessness applications	70% of homeless decisions made within 33 days	
	Introduce a joint Housing/ Children's Services protocol in respect of the assessment of homeless young people	Protocol introduced with training	6.1 (i) 6.1 (g)
	Actively Promote out of London options throughout the Housing options process and advice / support services	Increased prevention via out of London options	
Mitigate the effects of Welfare Reform	Participate in the Corporate Welfare Reform Partnership to, deliver a targeted response to welfare reform and the benefits cap across the Council including work with statutory and voluntary agencies to enable	Ongoing	6.1 (e) 6.1 (h)

Outcome	Key Actions	Target / Output	Housing Strategy Commitment
	early identification of those in housing need		
	Contribute to the development of a Directory of services available to support those affected	Website directory published	6.1 (a)
	Encourage saving and enable access to low cost finance by promoting the Haringey, Islington and City Credit Union	Information delivered to voluntary and community sector to distribute	6.1 (d)
	Review the effectiveness of the Squirrel pilot that provides banking facilities for Universal Credit tenants	Review complete and decision made on future roll out	6.1 (d)
Financial solutions that enable households to find their own solution agreed	<ul> <li>Review how existing funds could be used flexibly to:</li> <li>Enable use of Discretionary Housing Payments to increase Private Rented Sector solutions e.g. using for deposits or extended periods</li> <li>Extend access to social fund for non priority households to secure housing including young people and single homeless households</li> <li>Explore options that enable flexibility in how deposits can be transferred or matched to help secure housing.</li> <li>Make more use of rent deposits to speed up payments to secure housing</li> </ul>	Options on use of funds to be agreed and implemented with monitoring	6.1 (c) 6.1 (d) 6.2 (f)
	Increase in number of Private Rented Tenancies available for Haringey residents including out of Borough areas	2016/17 target of 400  – split between use for homelessness prevention and discharge of duty	6.1 (b)
Increase supply of Private Rented Sector Housing	Review incentives on offer to private landlords e.g. to match those offered by other Boroughs within Haringey	Research undertaken with landlords on incentives  Decision to be taken on limits payable to increase Private Rented Sector supply	6.1 (b) 6.1 (c)
	Contact non resident council leaseholders to procure	Set an Annual procurement target	5.6 (a)

Outcome	Key Actions	Target / Output	Housing Strategy Commitment
	additional accommodation as ASTs and TA	and monitor	
	Hold regular Private Landlords Forum to share latest information from council and opportunities to secure new Assured Shorthold Tenancies (ASTs)	Organise Forum meetings to be held at least twice a year	6.1 (c)
	Enforce inter borough agreement through London Councils	Monitor agreement quarterly	6.1 (b)
Protect those at risk of Domestic Violence and	Contribute to the development and delivery of the Violence against Women and Girls Strategy	An improved package of emotional and practical support for survivors of domestic violence in Haringey including: Legal advice Housing advice Safety planning Access to counselling	
homelessness	Maintain and improve refuge provision including ongoing support to refuge residents moving on to alternative accommodation	The provision of good quality effective refuge accommodation and support	
	Maintain and increase access to the Sanctuary Scheme	Maximise the number of survivors able to remain in their current home	
	Identify new and emerging communities most at risk of homelessness through analysis of data		
Understanding routes to homelessness amongst specific demographic / community groups	Analyse the communities most at risk of homelessness esp. Black households.  Target work with specific communities to focus on prevention and advice	Analysis complete Identify actions Implement and monitor	6.1 (a) 6.1 (h)
	Analysing route to homelessness amongst lone parents		
Promote and Sustain Independent Living	Review the outcomes for vulnerable clients referred to the Pathway, to assess its effectiveness and identify any blockages to maximise	Quarterly reviews with providers	6.1 (h)

PRIORITY ONE: Preventing Homelessness and Enabling Independence			
Outcome	Key Actions	Target / Output	Housing Strategy Commitment
	throughput of clients		
	Understand implications of Government policy of annual 1% rent cut in supported housing schemes and identify mitigation	Impact analysis complete and mitigation measures introduced	
	Pilot "key ring" scheme to enable vulnerable households to be supported in current accommodation through peer support and localised support in neighbourhood	Pilot scheme identified and commenced	6.1 (d) 6.1 (h)
	With partners, provide training and education for young people regarding housing options and finding a first home	Training provided for all care leavers and young people known to partner agencies e.g. YMCA residents	
	Develop Hospital Discharge Protocol (for General hospitals and Mental Health units)	Protocol agreed and introduced	
	Develop a Prison Release protocol	Protocol agreed and introduced	
	Develop a joint Housing / Mental Health protocol with training for council staff and partners	Protocol introduced with joint training	

PRIORITY TWO:	Tackling Temporary Accommodatio	n Challenges	
Proposed Outcome	Proposed Key Actions	Target / Output	Housing Strategy Commitment
	Early intervention actions (see Priority 1)	Prevention of homelessness work contributing to reduction in TA usage	6.2 (a)
	Focus Homes for Haringey service to improve move-on rates from temporary accommodation  Work with households to identify the barriers to move on into the private rental market	Service restructuring complete	6.1 (b) 6.1 (d) 6.2 (a)
Secure overall reduction in the	Continue working with households who have been in TA longest and implement actions to help them secure accommodation	The 10% longest resident households are given individual support to remove barriers to moving into settled accommodation	6.1 (b) 6.2 (a)
number of households residing in TA – 2800 by April 2017	Implement TA Placements Policy in conjunction with the procurement of additional out of Borough TA	Policy approved by Cabinet Implementation progressed with monitoring of the number of out of Borough placements and effectiveness of support packages	6.2 (a) 6.2 (c)
	Make more use of private rented sector to discharge homelessness duty in and out of Borough	Setting and monitoring targets for discharge of duty to the Private Rented Sector	6.1 (b) 6.2 (a) 6.2 (c)
	Agree and implement an approach to procure the required number of ASTs	400 per annum	6.2 (a)
	Promote 'Find Your Own' and other initiatives to encourage households to find their own accommodation	Develop, promote and monitor new initiatives	6.1 (b) 6.2 (a)
Maintain supply of cost effective Temporary Accommodation within the borough and outside the	Maximise use of LBH and partner's vacant properties on estate renewals schemes as a source of TA	Ensure that the number of vacant properties available for use as temporary accommodation is as set out in the annual supply plan	6.2 (b) 6.2 (d) 8.2 (b)
Borough	Review increased use of permanent stock of one bed homes as TA	Complete review and implement findings	6.2 (b) 8.2 (b)

PRIORITY TWO: 1	Fackling Temporary Accommodation	n Challenges	
Proposed Outcome	Proposed Key Actions	Target / Output	Housing Strategy Commitment
	Deliver a programme of new Emergency Accommodation hostels, including conversion of existing council buildings	Achieve an overall Emergency Accommodation hostels stock of 200- 250 units	6.2 (b)
	Assess GLA review of pilots on using modular homes for TA to increase supply	Ensure the delivery of new units as set out in the annual supply plan	6.2 (a) 6.2 (b) 6.2 (d) 8.2 (b)
	Secure increased access to RSL ASTs and Intermediate Rent as part of the TA Reduction Plan	Confirm increased access via Preferred Partner Agreement and an updated Partnership Agreement with all Housing Associations in the Borough	6.2 (b)
	Establish TA Supply Task Group	Task group set up to deliver new build TA	
	Implement relevant proposals arising from the Supported Housing Review	Contribute to delivery of Supported Housing Review	
	Develop Supported Housing for vulnerable groups (e.g. Young people and young mothers) to provide a supported housing solution as an alternative to temporary accommodation	New supported housing for vulnerable groups as an alternative to TA	
Reduce overall costs of	Reduce void turn around times in hostel and PSLs		
Temporary Accommodation	Work with other London Boroughs to reduce costs of securing TA across London	Explore new joint initiatives via North London Housing Partnership, GLA, London Councils and others	6.1 (i)
	Align procurement to source housing for children's, adults & housing services	Develop a single Procurement approach in partnership with Children's and Adult services	6.2 (b)
	Ensure that in reviewing the Allocations Scheme, homeless households continue to receive reasonable preference with access to an appropriate % of lettings	New Allocations Scheme introduced	6.3 (a)
	Monitor the take up of the Lettings Plan targets for:-  • Quotas for Care Leavers	Homelessness related rehousing targets met	6.3 (a)

PRIORITY TWO: Tackling Temporary Accommodation Challenges			
Proposed Outcome	Proposed Key Actions	Target / Output	Housing Strategy Commitment
	and Move On accommodation		
	Homelessness Rehousing from Temporary Accommodation		



PRIORITY THREE:	Reducing Rough Sleeping		
Proposed Action	Proposed Key Tasks	Target / Output	Housing Strategy Commitment
Understand and identifying the individuals most at risk of rough	Undertake a street count at least every three years and review CHAIN data regularly for new trends	More robust count of rough sleeping in the Borough	6.1 (i)
sleeping	Strengthen strategic and operational links within the Council, the GLA and partners involved in reducing Rough Sleeping	Rough Sleeping Partnership group reconvened	6.1 (i)
	Establish links with Public health and NHS to understand and address health needs of rough sleepers	Improved understanding of needs of rough sleepers and prevention options for high risk groups such as prison leavers, young people, those subject to benefit sanctions, or facing eviction	6.1 (i) 8.1 (c)
Prevention of homelessness and rough	Review the current and future use of the 'Reconnections Protocol'	Increase in successful reconnection of rough sleepers	6.1 (i)
sleeping	Review existing levels of provision of emergency and winter shelters throughout the borough.	Improved provision of emergency shelters	6.1 (i)
	Commission additional outreach hours within London Street rescue contract	Improved support for rough sleepers	6.1 (i)
	To develop an information leaflet for partner agencies on the Housing options available to rough sleepers	Improved co-ordination between agencies and better information for rough sleepers	
	Review recommendations in the St Mungos No Second Night Out report	Improved service for rough sleepers	

# Annex A: Housing Strategy Commitments Relating to Homelessness

### Objective 1: Achieve a step change in the number of new homes built

5.6	Making best use of existing homes and assets
5.6 (a)	Continue with initiatives to free up our existing council homes, which include tackling tenancy fraud, addressing under occupation and helping those tenants who are able to access alternative housing options to do so

# Objective 2: Improve help and support to prevent homelessness

#### Our priorities are to:

- Provide timely and effective housing advice to help those in crisis or threatened with crisis to sustain their existing accommodation if at all possible. This will be at the first point of contact with the council and its partners but increasingly we want to intervene before an approach is made, where risk of homelessness can be identified.
- Act at all times to prevent homelessness but where current accommodation can't be sustained, to provide advice on realistic options and assistance to secure suitable affordable accommodation.
- Provide suitable and affordable emergency or temporary accommodation when necessary, in accordance with fair and transparent criteria, while overall reducing the number of households in temporary accommodation and the cost of it to the local taxpayer.
- Allocate council tenancies and intermediate tenures in accordance with fair and transparent criteria, both at the commencement and when reviewing the expiry of a fixed term council tenancy

6.1	Advice and Prevention
6.1 (a)	Work with tenants to try and sustain their tenancies whenever possible, in partnership with private landlords, housing associations and the voluntary sector, to ensure provision of the right advice and support.
6.1 (b)	Help people to access the widest possible range of options, where it is not possible to avoid a person or family becoming homeless, including a good quality affordable home in the private rented sector and sometimes the option of a home outside Haringey.
6.1 (c)	Build relationships with local landlords and offer a range of packages and incentives to enable households to move into or remain in the private rented sector.
6.1 (d)	Adopt a more collaborative approach, expecting people who are homeless, or at risk of becoming homeless, to take an active role in the process, taking responsibility for their situation and the options for dealing with it, and being realistic about the range of possible outcomes. This approach is not just driven by reduced resources: we believe it is the right thing to do, moving towards a more resilient and independent community which is able to prevent and resolve problems for themselves wherever possible.
6.1 (e)	Work in partnership to provide a holistic service to households who are affected by welfare changes, including offering support to secure employment, advice on budgeting and debt and advice on affordable housing options.

6.1	Advice and Prevention
6.1 (f)	Continue to work with statutory and voluntary sector organisations to provide a holistic package of emotional and practical support for survivors of domestic violence in Haringey, including legal advice, housing advice, safety planning, access to counseling and, where needed, access to refuge accommodation or the Sanctuary home security improvement scheme.
6.1 (g)	Provide outreach services and support in settings where households who are threatened with homelessness are likely to seek early assistance, including Children's Centres.
6.1 (h)	Ensure that we target our interventions effectively by monitoring and acting on homelessness trends, including key causes and triggers.
6.1 (i)	Within a new Homelessness Delivery Plan, set out a multi-agency approach to prevent homelessness and reduce rough sleeping.

6.2	Taking new approaches to temporary accommodation
6.2 (a)	Reduce the number of homeless households living in temporary accommodation, working with landlords of private rented homes to provide a greater supply of good quality, safe and well-managed homes for people who are homeless.
6.2 (b)	Maximise the supply of affordable high quality temporary accommodation inside the borough boundary and within London.
6.2 (c)	Support homeless households who cannot afford Haringey or London private rental prices to take up homes out of London. Where these homes are in the private rented sector, the council will liaise with the host borough to check the suitability of the property and the landlord. This overall approach will be in accordance with a fair and transparent policy that will establish clear criteria for placements within and outside the borough and provide a package of support measures developed in close consultation with potentially affected households.
6.2 (d)	Continually assess our own property portfolio and ensure we are taking opportunities to use a wider range of council assets for temporary accommodation, which might involve conversions, acquisitions and temporary use of homes that are empty awaiting redevelopment.
6.2 (e)	Use innovative solutions, for example Modern Methods of Construction for rapid provision of homes on sites suited to this use.
6.2 (f)	In the case of single vulnerable households, including the very young and very young mothers, aim to provide a supported housing solution as an alternative to temporary accommodation.

6.3	Allocating affordable housing
6.3 (a)	Review the Housing Allocations Scheme, to reflect recent legislative change, consider the better matching of households on different incomes to different types of accommodation and to take the opportunity to consult residents and stakeholders on how we can ensure the fairest possible allocation of homes.
6.3 (b)	Publish our annual Lettings Plan, so that it is clear how general needs accommodation will be let and which groups will receive relative priority for the limited permanent housing available.

# Objective 4: Ensure that housing delivers wider community benefit

8.1	Promoting independence, health and wellbeing
8.1 (a)	Prevent homelessness and reduce the need for temporary accommodation by commissioning early intervention and support services that sustain independence and provide alternative supported accommodation pathways, so that people can move through support services in a planned way.
8.1 (b)	Complete a comprehensive strategic review of supported housing provision in the borough, including sheltered housing for the elderly, extra care housing and short term supported

8.1	Promoting independence, health and wellbeing
8.1 (c)	accommodation. Working with partners, this will enable us to ensure that the available accommodation is modern and fit for purpose with appropriate support available, and meets current and projected needs for all age groups and types of need. The review findings will inform our development plans and provide the evidence to secure new, purpose built high quality extra care schemes, hostels and all forms of supported housing. Help young people, including care leavers, to secure and maintain independent housing and work with our partners to help them engage effectively in society, combat financial exclusion and make the most of training and employment opportunities.

8.2	A stable home
8.2 (a)	Work to sustain people's tenancies no matter who their landlord is.
8.2 (b)	Provide sustainable suitable and affordable accommodation for those in housing crisis. For people in temporary accommodation, provide a settled home so that moves within temporary accommodation are minimised, particularly for those families with school age children.

8.3	Employment and training
8.3 (a)	Ensure that the council's and its partners' housing advice and homelessness services are closely linked with employment and skills support, particularly in relation to young people.