

Summary of future homeless services proposals

	Current commissioned services	Proposal	Our vision / rationale
Proposal 1: Homelessness prevention	Housing options service	Extend prevention support for singles and improve advice and information available to all especially on-line	Prevention of homelessness is better for individuals and more cost effective for the council than dealing with the crisis of homelessness after it has occurred Meet statutory requirements of the Homelessness Reduction Act
Proposal 2: Access to accommodation based homelessness services	Eligibility criteria as introduced following the last homelessness strategy	Amended eligibility criteria that for non-statutory groups prioritises support to those with the 'highest' support needs	Funded housing-support services should be targeted to those who require support Alternative advice and assistance should be available to those who do not need support.
Proposal 3: Families accommodation	60 units of temporary accommodation	Transition over the life of the strategy to reduce by half temporary accommodation by increased relief of homelessness through arranging settled private / social lettings Ensuring all temporary accommodation offered for families is self-contained	Options to prevent and relieve homelessness are explored before temporary accommodation is offered Many families need is housing only Vacancy rates at existing temporary accommodation for families Ensure accommodation based support available supports transition to independent tenancies
Proposal 4: Offenders accommodation	20 units of temporary accommodation	No change	Recently reviewed in 2016
Proposal 5: Young people's accommodation	85 units of temporary accommodation	Joint work with Children's service to undertake analysis of the range and volume of supported accommodation required Explore options for developing shared / semi-supported settled accommodation for young people	Wider range of support accommodation options open to both Children's & Housing services Joint commissioning should help ensure a consistent council approach and value for money
Proposal 6: Singles accommodation	89 units of temporary accommodation	Over the life of the strategy increase the range of housing solutions to include:	Reduce institutionalisation for this client group and support the aim to reduce repeat

		<ul style="list-style-type: none"> • ‘Crash pad’ accommodation • Temporary solutions (high support) <p>Different models of settled solutions with a range of support</p> <p>Move from offering temporary solutions to offering settled solutions by increasing the numbers of settled solutions available to relieve homelessness</p> <p>Work in partnership with other homeless agencies who offer support, especially where the council cannot</p>	<p>homelessness by providing more settled choices and options</p> <p>Embrace the ethos of the Homelessness Reduction Act and the need for personalised housing plans</p>
Proposal 7: Floating support services (non-LCC)	94 units	Have available 75 units of contracted housing related support and a coaching /mentoring service for individuals with a low resilience to prevent homelessness	<p>Under-utilisation of current contract</p> <p>Review floating support services after 12 months to consider holistically the support services required following implementation of the Homelessness Reduction Act</p>
Proposal 8: Support services for rough sleepers / repeat homeless	<p>Outreach team</p> <p>Revolving Door team</p>	Bring together teams to improve services for rough sleepers and move towards a ‘transitions’ service model	Reduction duplication of services and provide targeted consistent approach to reduce rough sleeping and repeat homelessness
Proposal 9: Day centres	<p>YASC</p> <p>The Centre Project</p>	<p>Continue existing part funding of day centres</p> <p>Tailored, structured support provided by ‘transitions’ service</p> <p>Undertake an analysis of day services available to homeless people and those at risk of homelessness following changes to other homelessness services</p>	Wider analysis of all day services for homeless people and consider any impacts of changes to homeless accommodation and other support services

Future homeless service proposals – Further information

Proposal 1: Homelessness prevention

What is being proposed?

- We will improve homelessness prevention, especially that available for singles to prevent homelessness from occurring and reduce the need for households to access temporary accommodation, where the only need is housing. We will improve advice and information available to all. Self-help information will be made available online. As part of the Homelessness Prevention Trailblazer bid a homelessness prevention app is being developed (which will guide individuals through a series of questions to provide personalised support) to improve preventative homelessness services and therefore reduce the demand for accommodation-based services. Housing options staff will also develop personalised housing plans with those at risk of homelessness which will set out actions for individuals and council staff to take to help prevent homelessness.
- All housing related support services would be expected to assist the council meet their duty to relieve homelessness within 56 days of a statutory homelessness decision and work with housing prevention officers to deliver actions in an individuals' personalised housing plan.

Why is this being proposed?

Our primary aim is to prevent homelessness. The introduction of the Homelessness Reduction Act in April 2018 will increase the council's statutory responsibilities to provide support to single people as well as extending prevention and relief duties for all eligible households.

We want people, where they can, to be able to easily access information and details of organisations that can support them to prevent homelessness. We want information to be available at an early stage as we know this is often most effective e.g. providing budgeting support / information when someone is just beginning to have difficulties is more effective than providing support when someone is already thousands of pounds in debt.

Proposal 2: Access to accommodation-based homelessness services

What is being proposed?

- We wish to pilot the use of amended eligibility criteria for accommodation based housing related support services (see below). This still ensures access to people who are statutorily homeless and other council duties (families / vulnerable adults / children leaving care / offenders) and access for rough sleepers but for other non-statutory homeless singles those with support needs will be prioritised for placement.
- To ensure accommodation based support is targeted to those most in need we will pilot the impact of setting a threshold level of category F to a minimum of 30 points to be allocated accommodation-based housing related support. We will also ensure that specialised accommodation is accessible to those most in need of these services e.g. for the specialist offender accommodation we propose this is used only for offenders. Ex-offenders (anyone who may have committed an offence in the past) would be referred to the generic singles accommodation.

Why is this being proposed?

Leicester's approach has been to provide accommodation-based housing related support services not just households who we have a statutory duty to accommodate but to other 'at-risk' households to support other council priorities and to prevent homelessness. This 'wider' approach was seen as a positive in the consultation responses and we wish to maintain this approach to providing accommodation-based support to more than those we have a statutory duty to accommodate.

We believe that homeless people who have little or no support needs should be offered advice and assistance to secure other forms of accommodation and that funded housing related support services should be targeted to those who require this support. This is generally favoured by individuals, who do not want to have to enter temporary accommodation – they just would like support to be able to access settled accommodation.

The purpose of accommodation based housing related support services is to develop and maintain independent living. If this is not required by the client, for whatever reason, alternative forms of accommodation will be considered. We will try to achieve this whenever possible. However, there may be times (i.e. if someone presents as homeless on the day) where temporary accommodation may be required as a stop-gap while other accommodation is found, even when the household has no or little support needs.

Proposed new eligibility criteria for temporary accommodation with housing related support

1st criteria: Are homeless or threatened with homelessness and eligible for public assistance (unless found rough sleeping).

2nd criteria: Fall into one of the following categories:

Category		Duty arises from
A	Family, pregnant woman	Housing Act 1996 – Part VII Includes referrals from Adult Social Care Division under the specific duties to cooperate
B	Vulnerable adult (those 16+)	Housing Act 1996 – Part VII Includes referrals from Adult Social Care and Children’s Division under the specific duties to cooperate
C	Children leaving care Young offenders / ex-offenders	Housing Act 1996 – Part VII Children’s Act 1989 - Criminal Justice and Immigration Act 2008 Includes referrals from Children’s Division (including Youth Offending Service) under the specific duties to cooperate
D	High risk offenders Offenders leaving approved premises Offenders supervised by Probation or CRC	Criminal Justice Act 2003 Duty to co-operate with Police, Probation / CRC and Prison Services under Multi-Agency Public Protection Arrangements (MAPPA) Includes referrals from Probation Service / CRC
E	Rough sleepers	Who do not fall within the above categories
F	Individuals with support needs	Who do not fall within the above categories To support those who are homeless or threatened with homelessness due to an inability to cope with the demands and requirements of living independently. Services will be allocated on a principle of ‘priority to those in greatest need’ based on the criteria below.

Category F prioritisation criteria

Support needs	Points
History of homelessness within 2 years	20
Domestic violence / history / fleeing violence	20
Ex-offender within one year of leaving custodial sentence	5
Age 55+	10
Age 18-24	10
Nil income	10
<u>Substance use:</u>	
On identified drug and alcohol programmes (including those on waiting lists for services)	10
Substance users not on identified programme	5
Former Care leavers (who do not fall within the above categories)	20
<u>Health & wellbeing (considering physical, mental and social health & well-being):</u>	
High- needs	20
Lower level-needs	5

Notes

1. Access to temporary homeless accommodation is primarily for those applicants that have had a settled address in the City of Leicester for the last 6 out of 12 months immediately prior to presentation, or 3 years out of the past 5 years (rough sleeping will not count towards this connection) or if the applicant has always been connected to Leicester but has been in prison/institution away from the City and is now homeless immediately post release / discharge. (Exceptions to this policy will apply where there is a statutory homeless duty.)
2. The Council will not provide a bed space when there are no vacancies and there is no statutory duty to do so. Advice will be given. Where there is a duty and there are no suitable hostel bed spaces, other temporary accommodation will be offered.
3. The Council imposes sanctions on homelessness clients who fail to comply with accommodation and other agreements (e.g. failure to comply with rent payments or arrears agreements, threatening behaviour etc.) These sanctions can include the need to meet specified requirements to gain re-entry to hostels.
4. To receive housing related support a person must be homeless, or threatened with homelessness, and have demonstrable support needs for which it is essential they receive housing related support order to sustain or obtain housing. Homeless people who those at risk of homelessness without support needs will be given advice and assistance to secure other forms of accommodation.

Proposal 3: Accommodation services for homeless families

What is being proposed?

- Existing work to place families (with no or little support needs) directly into settled accommodation will continue and we believe this can be further strengthened by working with Home Come and further work with the private sector to increase the number of families that can access suitable settled accommodation rather than having to enter temporary accommodation.
- Transition over the life of the strategy, as more settled accommodation is available, to reduce the amount of temporary accommodation by half. Temporary accommodation would be available for families who require a period of support before maintaining their own accommodation and where formal homelessness enquiries are ongoing. This accommodation should be self-contained so families can prepare for and maintain their regular family life with support available during office hours.

Why is this being proposed?

Our primary aim is always to prevent homelessness from occurring. The council's prevention approach has been effective with family homelessness and we want to make sure this is maintained. Where homelessness cannot be prevented the council's approach has been to look to find alternative settled accommodation so families do not have to enter temporary accommodation. We want to ensure that all families without or with few support needs do not have to enter temporary accommodation, if they do not require it. This approach is also what many families want – they do not want temporary accommodation, they would like an alternative settled home. To achieve this, we require more settled accommodation options for families.

There will still be some families who do require support for a temporary period to improve their ability to sustain independent living in the future. We will also use temporary accommodation to accommodate some families;

- whilst a homelessness decision is being made,
- or where an intentional homeless decision has been given and the authority has a duty to provide a reasonable period of accommodation,
- or to provide accommodation whilst a review is undertaken of an intentional decision
- or, in some cases, other decisions.

However, overall we think we will require less temporary accommodation as it would only be used in the circumstances listed above.

The housing division currently commissions 60 units of temporary accommodation (this number can be flexible depending on the size of family to be accommodated). In 2016/17 fewer families were placed in temporary accommodation than previously, this has led to an increase in the number of accommodation units not used.

The temporary accommodation for families is currently staffed 24/7. We do not think this is required for this client group as families rarely require support out of office hours. We believe future accommodation should only have on-site staff available during office hours with an emergency call-out being available outside these hours. We also believe that all temporary accommodation for families should be in independent self-contained units and not with shared facilities. We believe this will help ensure a more successful transition to settled accommodation.

Proposal 4: Accommodation services for offenders

What is being proposed?

- Keep the existing number of units of specialist temporary accommodation for offenders (20 units)

Why is this being proposed?

An interim service and spending review of homelessness services was undertaken in 2016 and the number of commissioned units was reduced from 30 to 20. Generally, this accommodation is fully occupied and helps the council meet their statutory housing duties and to work with the local probation services and community rehabilitation company to reduce reoffending.

We will review current pathways to ensure we prioritise higher need clients for these specialist services and work on ensuring advice and assistance is available earlier to prevent homelessness, where possible.

Proposal 5: Accommodation services for young people

What is being proposed?

- By the housing division working more closely with children's services we believe we can improve the range of commissioned services available for young people and integrate elements of a 'positive pathway approach'. In conjunction with children's services we propose to meet the needs of care leaver and homeless young people by having a range of supported accommodation. We think these are best provided by a range of accommodation services to balance the dynamics of young people accommodated and to provide a range of options should a young person not be suitable to be accommodated by a particular provider.
- Develop settled housing options for young people who are at-risk or who are homeless, for example shared housing options or semi-supported accommodation. The local authority would look to work with local homelessness organisations who are interested in providing settled housing options for young people and consider incentivising development using right-to-buy receipts. The council would require that future referrals to these units of accommodation would come via the council.

Why is this being proposed?

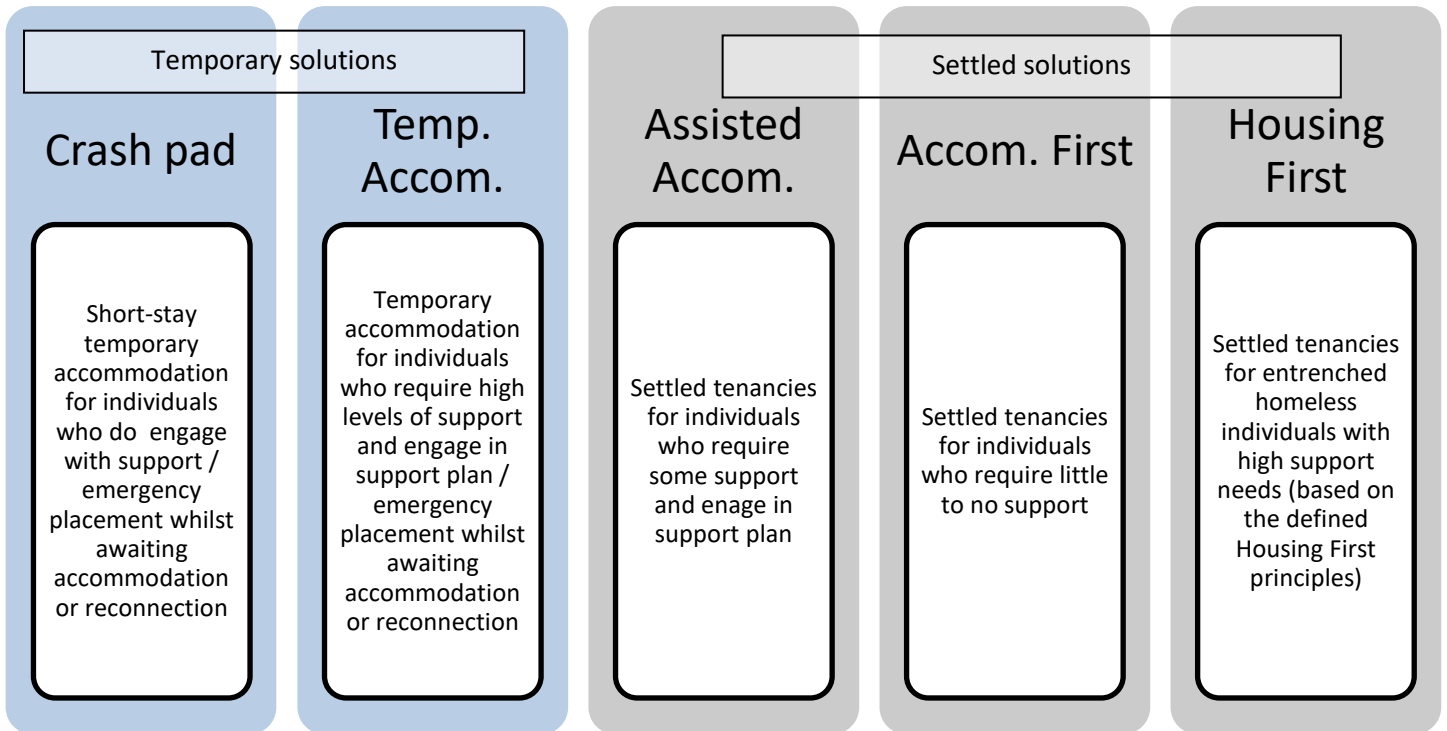
We think a wider range of accommodation options should be available for young people. As well as accommodation based support for young people there should be other housing options available to those who do not require or require very little housing-related support. However, we do recognise that many young people are likely to require support to maintain or develop their independent living skills (especially those under 20). We think this is best delivered by having a range of services which can be matched with the individual needs of the young person.

The Housing division currently commissions 85 units of accommodation based support for young people aged 16-25. Children's services also commission a range of supported housing for young people who are homeless and vulnerable by age or to meet the council's corporate parenting duties.

Proposal 6: Accommodation services for singles and couples

What is being proposed?

- The council's housing division enable a range of accommodation options (see below possible range of services), and move from offering temporary to settled solutions, where appropriate. Temporary accommodation options (accommodation-based housing support services) would be commissioned and or provided in-house.



- Improve partnership working with other homelessness agencies in the city, including services that support individuals who have no recourse to public funds, to help ensure individuals are appropriately sign-posted / referred so they can access the support available through charitable services.
- The council is interested in exploring ideas to increase the number of properties available at local housing rates to prevent / relieve homelessness. The Housing division is interested in working with local homelessness organisations to establish settled housing options for singles who are at-risk of being homeless, or who are homeless and consider incentivising development through the use of right-to-buy receipts. The council would require that future referrals to these units of accommodation would come via the council. Other options that are being considered are establishing a housing company and modular construction. We would be interested in feedback from partners / landlords about ways in which we could increase the number of settled housing accommodation for homeless singles and couples.

Why is this being proposed?

The council's prevention approach with families has been successful, however we recognise that support for singles and couples to prevent homelessness is currently limited. The Homelessness Reduction Act means that the council will have new duties to help prevent homelessness for single people. This will include providing support by developing individual support plans (detailing actions to be taken by individuals and council services), signposting to advice (e.g. budgeting / welfare advice) and access to rent deposit schemes. We hope this will increase the prevention of homelessness for singles and therefore reduce the number of singles who then require temporary accommodation.

We think a wider range of commissioned accommodation options should be available for singles. As well as accommodation based support for singles there should be a range of housing options including services for those singles that do not require or require very little housing-related support. This range of options could include:

- 'Crash pad' accommodation (short-stay temporary accommodation) provided for individuals who do not want to engage with a support plan with the aim of obtaining and maintaining settled accommodation.
- It is recognised that some homeless people have complex and interrelated needs. Focused higher support level services will be able to target their services to better meet these needs. They will provide support regarding substance use, mental health, trauma recovery and relationships and link with specialist support agencies.
- A range of settled housing options with different levels of support which could be accessed following a stay in temporary accommodation or to relieve homelessness.

We want to ensure services that provide support can be 'places of change' and support the aim to reduce repeat homelessness. We want to ensure that people are aware that they will have to engage with a support plan and if someone is not engaging with support or move-on they will be asked to leave. If individuals do not want to engage in a support plan there is alternative accommodation ('crash pad') accommodation which they can access for a short-period.

The housing division currently commissions 89 units of accommodation based housing related support for singles and couples.

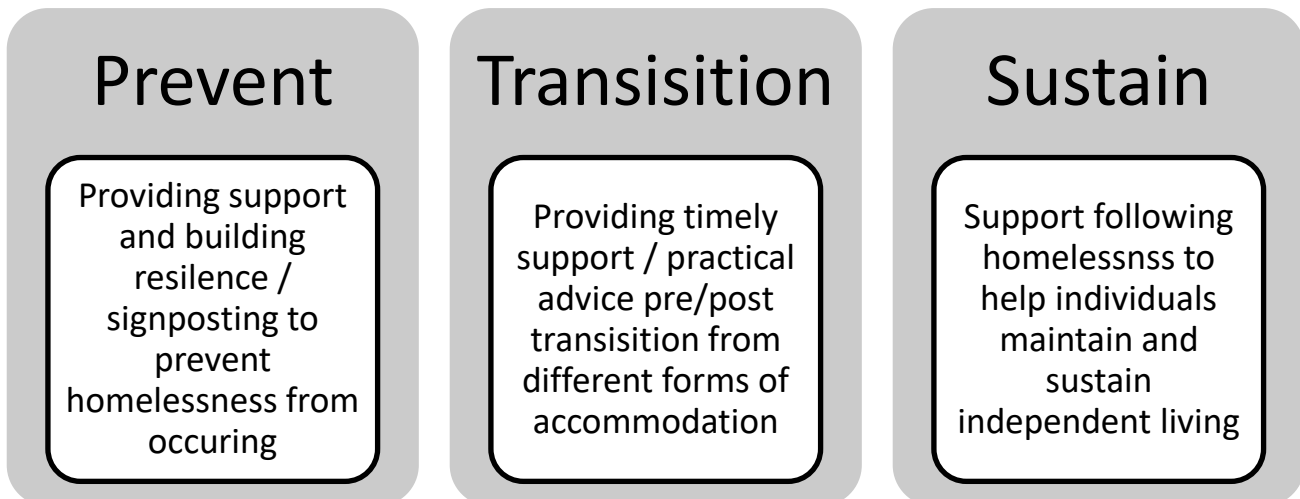
Proposal 7: Floating support services

What is being proposed?

- Housing services commission 75 units of floating support services (primarily available for private sector tenants). The current contract has not been fully utilised and we propose to call-off 75 units for the 18/19 financial year as an interim position for at least another year.
- We propose to review commissioned floating support services available after 12 months so this can include a review of the coaching / mentoring service. This will consider the amount and type of support required to effectively prevent homelessness.
- During 2017 the council's service analysis team will undertake a full service analysis review of STAR (floating support services available for LCC tenants) and the family support service. Senior management will consider recommendations arising from this analysis to improve services.

Why is this being proposed?

Floating support services should be available to offer practical focussed support to those who are at risk of homelessness or are homeless. We have identified three main occasions (see below) when someone who is at risk of homelessness may benefit from additional temporary support.



The housing division currently commission 94 units of housing-related floating support. Floating support services currently are commissioned to “deliver wrap around/holistic support provided at the point of need to enable individuals to realise and/or maintain independent living and/or to prevent the need for more intensive provision”.

Using some of the Homelessness Trailblazer funding Leicester, Leicestershire & Rutland councils are establishing a new coaching service to provide mentoring to those at risk of homelessness but who have ‘low-resilience’. This service aims to provide person-centred support helping individuals undertake relevant actions to help prevent their homelessness e.g. coaching someone through a phone call to their landlord to resolve outstanding repairs.

We think it would be helpful to define what housing related support would be available to an individual in each of the above scenarios as often it is not clear what support is available. We would look to provide targeted support in each of these scenarios. Any future floating / housing related support service would be required to link with individual's personalised plans (arising from the requirements of the Homelessness Reduction Act). We also need to ensure the single access and referral service makes timely referrals so support is available when needed.

Proposal 8: Support services for rough sleepers / repeat homeless

What is being proposed?

- We propose to consider the roles of the existing Outreach and Revolving Door teams enabling us to improve services available for rough sleepers. We will undertake a service analysis review of these teams to define roles and responsibilities and how a 'transitions' service model can be adopted.

Why is this being proposed?

We want to provide a more dynamic and responsive offer to rough sleepers across Leicester through a 'transitions' service model. By a 'transitions' service model we want to ensure that an individual who is street homeless is signposted / referred to support and advice available ('assertive outreach') and this support continues through a needs assessment and action plan (aligning with housing options service and the Homelessness Reduction Act).

The Outreach team currently provides support to those rough sleeping to move off the streets, access services and support and offer advice on health access, benefits and housing. The Revolving Door team provides support to repeat rough sleepers, individuals with repeated admissions into commissioned homelessness services and individuals who have been in commissioned homelessness services for more than 12 months. We want to ensure resources are maximised to provide support where required but not to duplicate if support is being provided by an accommodation / floating support provider or by housing options.

Proposal 9: Day centres

What is being proposed?

- Continue to provide part-funding YASC & The Centre Project whilst a wider analysis of all day services for homeless people is undertaken. This will consider any impact of other changes to homeless accommodation and other support services and how services help support the aims of our new homelessness strategy.

Why is this being proposed?

There have been recent changes to day services available for homelessness people. There are a range of charities providing a range of services as well as changes to council commissioned services. For example, the substance misuse recovery hub (the Anchor Centre) is moving to a new location and will offer a range of services to people with long standing alcohol-related problems, many of whom are homeless. The Bridge Homelessness to Hope has opened a new centre 'The Hope Centre' which provides a range of services for homeless people.

We will need to consider the impact of changes to other housing-related support services and how services help support the aims of our new homelessness strategy. For example, we plan to offer tailored structured support (i.e. individualised action plans) for rough sleepers engaging with the Outreach / Revolving door teams ('Transitions' service).

Other considerations

Increasing demand for services

Homelessness has been increasing in Leicester and the review of homelessness found that the pressures leading to increased homelessness are likely to continue (for example we know that Local Housing Allowance rates have been frozen until 2021). Crisis's report on Homelessness projections of 'core' homelessness (including rough sleeping, sofa surfing, squatting, people living in hostels and other forms of temporary accommodation) predicts that across the midlands core homelessness will increase by 12% from 2016 to 2021.

Demand for services will be monitored and the flexibility to commission further units would have to be discussed with future providers if and when required. However, we would always explore ways of preventing homelessness from occurring than investing more in services that respond to homelessness after it has happened.