

Leicester's Homelessness Strategy 2008-2013

Leicester's Homelessness Strategy 2008-2013 – Executive Summary

This is Leicester's second homelessness strategy and has been informed by consultation with service users, local agencies and other stakeholders. This strategy aims to prevent homelessness whenever possible and to support and sustain in accommodation the diverse range of people who require the services of the Council and its partners. The strategy builds on the achievements of our previous strategy and sets a framework for the continued improvement of homelessness services.

Much has been achieved since the first homelessness strategy; key has been the shift of emphasis to prevention of homelessness and continued multi-agency working. This approach has contributed to a fall in homelessness over the last five years and many improvements in homelessness services.

This strategy is based on a review of homelessness along with consultation with stakeholders and consideration of the new priorities and identified 'challenges'. Four strategic priorities have been identified with key objectives aligned to each of these priorities, with expected outputs.

The strategic priorities of this Homelessness Strategy are;

1. To prevent homelessness, and to tackle the wider causes of homelessness,
2. To secure accommodation for homeless people across a range of tenures, and to manage and reduce the use of temporary accommodation,
3. To support vulnerable homeless people (including care leavers, offenders, those with learning difficulties and those with mental health needs) to access settled homes and establish and sustain independent lives, and
4. To deliver high quality, value for money services.

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1 Introduction – Why we need a Homelessness Strategy

The Homelessness Act 2002 requires all local authorities to develop a strategy, every five years, to reduce homelessness based on a thorough review of the homelessness situation in the area. The review looks back at what has happened and the strategy looks forward to what needs to happen. The aim is to ensure that the Council responds to changing circumstances to prevent homelessness.

This strategy is based on our comprehensive Homelessness Review. The review looked at:

- The current and future levels of homelessness in the area
- The services provided which help prevent homelessness, help to find accommodation, and provide support for those which find themselves as homeless including the support available to prevent them becoming homeless again
- The resources available to all providers of services to the homeless or those at risk of becoming homeless

The full Homelessness Review is available on the Council's website.

Based on the review findings the strategy identifies Leicester's plans to:

- Prevent homelessness
- Secure the availability of accommodation for people who are homeless or who might become homeless
- Secure satisfactory support services for homeless people and those at risk of being homeless

The strategy underpins the Government's commitment to improving the quality of life for individuals and households, and preventing and intervening as early as possible when homelessness is likely to become an issue.

This Strategy will be the basis for improving homelessness services in Leicester. However we recognise that over a five year period needs may change, for example, as a result of the impact of the 'credit crunch' / population changes etc and therefore this Strategy, and especially the action plan, will be reviewed on a regular basis.

2 Where are we? – The Last Five Years (2003-2008)

The review of homelessness looked back at what was achieved during the period of Leicester's first Homelessness Strategy. Improvements have been made in preventing homelessness before a crisis occurs. This along with continued multi-agency working, has led to a fall in homelessness over the last five years.

Some of the key achievements / improvements made to homelessness services and supporting key facts and figures have been summarised here. For a detailed evaluation of the last five years, the Homelessness Review document is available on the Council's website.

2.1 What we achieved

- In 2007, Leicester City Council and Leicester YMCA were identified as one of nine Regional Centres of Excellence in preventing and tackling youth homelessness. As part of this a Tackling Youth Homelessness event was held in July 2008, with over 200 delegates attending, to showcase partnership working across the statutory and voluntary sector as well as sharing best practice amongst a range of practitioners.
- In 2008 the Homeless Mental Health Service (Leicestershire Partnership NHS Trust) were winners of the East Midlands Regional Health & Social Care Awards for "Mental Health & Wellbeing" and went on to be short-listed in the final three of the 'National finals' for this category (over 2000 entrants). This achievement is testament to the successful multi-agency / partnership that exists between Leicester City Council, Leicestershire Partnership NHS Trust & other homeless services in Leicester.
- Leicester City Council Youth Offending Service, in partnership with Leicester YMCA, achieved national recognition for its work with young offenders. This is now being disseminated nationally through a Memorandum of Understanding between the Youth Justice Board (all Youth Offending Services) and National Council YMCAs (all local associations).
- In January 2007 Leicester City Council & the Homeless Mental Health Service (Leicestershire Partnership NHS Trust) were highlighted in the Department of Health, Communities and Local Government & Care Services Improvement Partnership document 'Getting Through – Access to Mental Health Services for People who are Homeless or Living in Temporary Accommodation'. Leicester was one of five case studies recommending tried and tested service models for other local authorities to follow when planning services for homeless people.
- Opening of the Dawn Centre in 2005 (a multi-disciplinary centre addressing the holistic needs of the street homeless) in partnership with Leicester East PCT, Leicestershire Partnership Trust and the YMCA.

Case Study – Multi-Agency Working

An individual with complex needs (including mental health, physical health, substance use issues and offending behaviour) who had a history of failed tenancies and had been known and accommodated within direct access hostels on and off for over 15 years was supported to maintain an independent tenancy.

This involved a number of agencies working together to achieve a successful outcome for the individual. The agencies involved included STAR tenancy support, the Council's hostels, support from the Y Advice and Support Centre, Drug services, Homeless Healthcare Team, Housing Management and the Outreach team.

- ASK Domestic Violence Sanctuary Scheme and Multi-Agency Risk Assessment Conferences (MARAC) successfully established locally to support the most vulnerable victims of repeat domestic violence remain safe.
- In 2006 Leicester became the first city outside of London to invest in 'Its Your Move' a pilot of pre tenancy training. In 2008 the STAR service initiated the 'House to Home' pre tenancy training. This scheme has trained 24 trainers, including 4 service users, who have in turn provided pre tenancy training to 68 people with a history of homelessness. The STAR service user group Rise and Shine has developed nationally acclaimed pre tenancy training on fuel poverty called 'power to the people'.
- During 2007/08 13 evictions from Council housing were prevented (where eviction action had begun) due to the work of the Council's Income Management Team (which includes a Debt Reduction Advice Team) and STAR. The majority of the 13 evictions prevented were cases involving families and vulnerable adults. The Income Management Team has also helped 200 + cases claim approximately £200,000 worth of benefits and provide general debt and benefit advice. Evictions from Council properties have fallen from 280 in 2003/04 to 49 in 2007/08.
- Leicester New Start Families Project was established in 2005. It was modelled on the successful Families Unit in Dundee. This project has supported 43 families (of closed cases) of which 66% remain in their home or have been re-housed.
- Frederick Thorpe House, an ex-Sheltered Housing Scheme and now renamed Orchard House, has been re-provisioned to include 13 units of supported accommodation for people with mental health problems. A further 13 units of supported accommodation have been provided nearby for homeless households who have very low level or no support needs. This enables bed spaces in hostels (with support available) to be released to those with greater need.
- The Mediation and Reconciliation service introduced a service level agreement with Relate to provide an independent counselling and mediation service.
- Partnership working with Connexions and the provision of an outreach surgery for young people.
- Outreach Housing Options surgery has been introduced at one of the Council's singles hostels.
- Leicester Let Scheme and Landlord Forum was launched in 2004 improving access to the private rented sector. Also the Rent Deposit Scheme was rejuvenated for single people and childless couples allowing non-priority homeless people to access private sector housing.

Case Study – Utilising the Private Sector

The Private Sector Housing Options Officer worked with a landlord of a 5-bedroomed, fully furnished house to secure accommodation for five single males who were homeless / or at risk of homelessness; avoiding a prolonged stay in temporary accommodation.

Initially there were nine interested individuals, of whom six viewed the property and five individuals moved in. Rent was set in line with Local Housing Allowance rates and all the individuals utilised the Council's Rent Deposit Guarantee Scheme.

- Changes to the Allocations Policy to recognise and give more priority to those applicants in insecure and temporary accommodation.
- Leicester has been designated as an overcrowding pathfinder authority. The aim of this pilot project is to help inform Central government about the underlying causes and extent of overcrowding in the district. This information will help shape national policy and strategy.
- Implementation of the reconnection policy for rough sleepers.
- Improved hospital discharge arrangement for homeless people.
- A multi-agency Young Persons Accommodation Group has been established to address the needs of young people.
- A Homeless Directory was published in 2005/06. This contains lists of all hostels, supported housing, floating support and advice services available to those at risk of, or those who are currently homeless.
- Undertaking home visits became an integral part of the assessment framework for tackling homelessness. This enables the visiting officer to verify housing circumstances to prevent collusion and to help the customers develop a more detailed realistic understanding of the home-seeking process.

2.2 Homelessness in Leicester

- The numbers of families and singles applying for and subsequently declared statutory homeless have more than halved between 2003/04 and 2006/07.
- The main reasons for statutory homelessness have remained the same since 2003. 70% of homelessness in 2007/08 occurred for the following reasons:
 - Loss of assured shorthold tenancy (26%)
 - Violence, including domestic violence (16%)
 - Parents no longer able to / willing to accommodate (15%)
 - Other relatives and friends no longer able to / willing to accommodate (13%)
- During 2006/07 to 2007/08 nearly 150 households with an estimated 300 children in them became homeless because they had to leave their private rented homes.
- The number of people who become repeat (statutorily) homeless has dramatically reduced, from 23 in 2004/05 to 1 case in 2007/08.
- The number of households (statutorily homeless) living in temporary accommodation has more than halved, from 102 households in 2004 to 42 in 2009. There has also been no use of bed & breakfast until the last quarter of 2008/09, including any used to accommodate 16 or 17 year olds in priority need, since December 2007.
- More people are accessing early assistance from Leicester City Council to prevent homelessness from occurring. It is estimated that there has been nearly a 50% increase in enquires to the Housing Options service since 2005/06.

- In 2008 it was estimated that there are around 2 people newly homeless (that have no previous history of rough sleeping) each week.
- Non-statutory homeless clients struggle to access accommodation on initial contact.
- Numbers of rough sleepers have begun to increase (in 2007 the rough sleepers count found 5 people rough sleeping, however by September 2008 around 10 people were thought to be rough sleeping).
- Approximately a third of rough sleepers (2007/08) have no local connection to Leicester.
- Nearly half of all rough sleepers, who have a local connection, list their primary issue as being either alcohol or drug related.
- There are still huge inequalities in the health of homeless people compared with the general population. Homeless patients frequently display co-occurring mental health problems and substance misuse with chronic medical conditions.
- Overcrowding is the most common reason for housing need on the Housing Register.

3 Where do we want to be? - The Next Five Years

Our vision is to prevent homelessness whenever possible, and to support and sustain in accommodation the diverse range of people who require the services of the Council and its partners. To do this we need to address the challenges identified through the review of homelessness and ensure we deliver upon local, national and regional priorities.

Strategic objectives have been developed to take into account the challenges identified and local, national and regional priorities. These are ambitious priorities that will only be achieved through ongoing commitment by the Council and its partners, continued investment in homelessness services and innovative working.

3.1 Key Challenges

The following key challenges for the next five years were identified following the review of homelessness and consultation with stakeholders and service users.

- Preventing / reducing the number of newly homeless (through people leaving hospitals, prisons, relationship breakdown etc) and single adults (non-statutorily) homeless. In cases where homelessness occurs, we need to ensure that their needs are met, especially for those with complex needs.
- All homelessness service providers, associated providers and interest groups working collaboratively and in partnership, to deliver high quality, value for money services for all service users.
- The 'credit crunch' (changes in the economy, housing market and rising unemployment) could lead to a rise in homelessness. For example, repossessions could increase which could lead to an increase in presentations and homelessness as a result of mortgage arrears.
- Preventing the main causes of homelessness e.g. loss of assured tenancies in the private sector, domestic violence and people being asked to leave their parents or other relatives' accommodation.
- Dealing with the impact of single people from accession countries to the European Union that become eligible for public services but are non-priority, and the number of single refugees that have received positive immigration decisions in Leicester or elsewhere but are not in priority need for housing under homelessness legislation. Also the number of outstanding asylum claims to be processed.
- Collaboratively addressing the numbers / housing needs of destitute migrants living in the city including failed asylum seekers and illegal immigrants; who if they become homeless are not eligible for public services. The 2009 Destitution Survey in Leicester interviewed 147 destitute people during February 2009. However, Refugee Action estimate there could be between 200 and 400 people destitute in the City.
- Maintaining and improving Supporting People Programme funded services for homeless people whilst the Supporting People Programme is expected to make a reduction of £2.5m from its funding allocation. The programme may also be affected by changes to procurement rules and a move to an area based grant. The Homelessness Grant will also move to an area based grant in 2011.

- Increasing the number of social housing lets and affordable housing available, particularly addressing the shortage of two and four + bedroom accommodation.
- Reducing the use of temporary accommodation. There is a continual pressure to use this type of accommodation due to the shortage of affordable social housing, including appropriate move-on accommodation.
- Providing non-institutional, high quality and engaging services that deliver positive outcomes for homeless people, particularly improving life skills, employment and education outcomes.
- Increasing the amount of supported living provision in Leicester; there is a high demand for level access / wheelchair accessible accommodation. The main barrier increasing the amount of provision is the lack of suitable accommodation available.
- Ensuring services provided are appropriately integrated and appropriate support / services are provided for individuals to be able to move-on from temporary accommodation.
- Reducing overcrowding. Overcrowding is the most common reason for housing need for those on the Council's Housing Register.
- Ensuring equity of access and service regardless of gender, race, age, disability, religion or belief, and sexual orientation.
- Understanding and establishing the primary causes of homelessness to improve preventative services. For example, an individual may leave their own tenancy due to rent arrears and move in with their parents. This relationship may become strained and so the parent asks them to leave and they become homeless. Our records will show the reason for homelessness as 'parents no longer able to / willing to accommodate' but the primary cause was rent arrears. If we understand the primary reasons we can ensure appropriate preventative services are accessible and available.

3.2 Local, National and Regional Priorities

This strategy is important to ensure we can sustain and improve upon the work already undertaken and meet new national indicators, the Local Area Agreement, Public Service Agreement targets, as well as other local, national and regional priorities. The main local, national and regional priorities are listing below, but this is by no means an exhaustive list. (A more complete list is shown in the Homelessness Review).

Local Priorities

One Leicester sets out the vision for Leicester for the next 25 years. It has seven priorities for action. These are;

- Investing in our children
- Reducing our carbon footprint
- Improving health and wellbeing
- Investing in skills and enterprise
- Planning for people not cars
- Creating safer and stronger communities
- Talking up Leicester

Homelessness services have an important role to play in delivering the vision set out in the One Leicester Strategy and services should be aligned to these priorities. The Homelessness Strategy supports delivery of five of the seven priorities:

- Investing in our children

Example of how the Homelessness Strategy supports this priority: homelessness increases the risk of a child having a Child Protection Plan from 1% to 12%. It also can mean that families have to leave areas they lived in, adding to 'churn' in local schools, disrupting education and family life.

- Planning for people not cars

Example of how the Homelessness Strategy supports this priority: homelessness services provide schemes to enable people to access good quality, well-managed and affordable homes in the private rented sector and help ensure individuals receive appropriate and timely advice to maximise housing choices.

- Creating thriving, safe communities

Example of how the Homelessness Strategy supports this priority: getting offenders into settled and suitable housing can be the foundation of every other part of rehabilitation, resettlement and risk management. 75% of those offenders most likely to re-offend were found to have a housing need compared to 30% for the general offender population. Homelessness services also help reduce rough sleeping, street drinking and associated anti-social behaviour improving community safety.

- Improving well-being and health

Example of how the Homelessness Strategy supports this priority: homeless people in Leicester are six times more likely to attend accident and emergency units than other local people. By reducing homelessness and providing appropriate support / services through multi-agency working we can improve health outcomes for homeless people and reduce the number of alcohol related hospital admissions.

- Investing in skills and enterprise

Example of how the Homelessness Strategy supports this priority: poor education and lack of skills are risk factors associated with homelessness. Homelessness services provide support to service users related to training and education, employment and living skills.

National Priorities

The government is committed to reducing homelessness and ending rough sleeping. They have set challenging targets and improvement programmes for all local authorities. Although Leicester has over the last five years, been meeting, or has been on track to meet, national targets, however due to the recent economic situation and tougher targets will make it increasingly difficult to meet these national priorities.

The main national priorities are;

- End rough sleeping by 2012
- Avoid the long-term use (more than 6 weeks) of bed & breakfast accommodation for homeless families with children and households with a pregnant woman
- By 2010 16 or 17 year olds only accommodated in bed & breakfast accommodation in exceptional circumstances
- Halve (from the level recorded in December 2005 -102) the number of households placed in temporary accommodation by 2010
- Reduce the level of homelessness acceptances against the three main causes of homelessness in the area, from the level in the previous year

- Reduce the level of repeat homelessness acceptances from the level recorded the previous year
- Provide advice and assistance to all households who are homeless or threatened with homelessness (statutory duty)
- Increase the number of people who move on positively from a hostel or the homeless service, for example to a job or training and a settled home

Regional Priorities

The first regional Homelessness Strategy for the East Midlands was commissioned in 2006 to address homelessness in the region. It had the following objectives;

- Tackle the new affordable and social housing supply gap
- Provide pathways out of homelessness
- Provide user focused prevention services
- Taking user involvement forward
- Engaging with other sectors
- Undertaking sub-regional action planning
- Ensuring resources / evidence base are available

The National Offender Management Service East Midlands Re-offending Partnership Regional strategy, 'Changing Ways – reducing re-offending by adult and young offenders in the East Midlands', includes the following aims relating to improving homelessness services:

- Reduce the barriers to housing ex-offenders such as rent arrears and debt through early assessment and interviews.
- Reduce levels of homelessness, provide a stable basis for rehabilitation and other resettlement interventions and strengthen public protection by improving access to long-term appropriate and sustainable accommodation for offenders and ex-offenders.
- Improve access to support services for offenders and ex-offenders.

3.3 Strategic Objectives

Four strategic priorities supported by a number of objectives have been identified from the findings of the homelessness review. These take into account national, regional and local priorities for tackling and preventing homelessness.

We will:

1. Prevent homelessness and tackle the wider causes of homelessness

- 1.1 End rough sleeping by 2012
- 1.2 Reduce the levels of homelessness acceptances against the three main causes of homelessness in the area, from the level in the previous year
- 1.3 Maintain low levels of repeat homelessness acceptances
- 1.4 Introduce early preventative work, for example, raise homeless awareness in targeted secondary schools
- 1.5 Reduce homelessness due to overcrowding
- 1.6 Focus on issues around alcohol and drug use

2. Secure accommodation for homeless people across a range of tenures, and manage and reduce the use of temporary accommodation

- 2.1 Reduce the number of households placed in temporary accommodation by 2010
- 2.2 Avoid the use of bed & breakfast accommodation for homeless families with children and households with a pregnant woman except in exceptional circumstances
- 2.3 Ensure 16 or 17 year olds are only accommodated in bed & breakfast accommodation in exceptional circumstances
- 2.4 Increase the number (year on year) of those helped to access private sector accommodation
- 2.5 Maximise the supply of new affordable housing with a focus on social rented housing

3. Support vulnerable homeless people (including young and single homeless and PSA 16 groups; who are care leavers, offenders, adults with learning disabilities and adults with mental health problems) **to access settled homes and establish and sustain independent lives**

- 3.1 Increase the number of former care leavers who are in suitable accommodation
- 3.2 Increase the number of offenders under probation supervision in settled and suitable accommodation at the end of their order or licence
- 3.3 Increase the number of adults in contact with secondary mental health services in settled accommodation
- 3.4 Increase the number of adults with learning disabilities in settled accommodation
- 3.5 Increase the number of young people (aged 18 – 25) establishing and sustaining independent accommodation
- 3.6 Increase the number of people who move on positively from a hostel or homeless service

4. To deliver high quality, value for money services

- 4.1 Ensure there are clear pathways for people who are homeless or at risk of homelessness
- 4.2 Improve access and referral points for homeless services
- 4.3 Increase service user involvement
- 4.4 Ensure relevant data is available and analysed

4 How we will deliver our strategic objectives?

The Homelessness Strategy will be programme managed by a sub-group of the Health and Wellbeing Partnership.

A delivery plan has been produced (see Appendix 1) that details what actions we will be undertaking in the next five years to deliver the strategic priorities and objectives of the strategy. The Head of Housing Options and the Head of Hostels will be responsible for reviewing the delivery plan bi-annually to ensure that the tasks identified reflect the current situation.

5 How will we know if we have delivered on our strategic objectives?

For every objective identified in the Homelessness Strategy there are identified performance measures. Targets have been set for each year of the strategy, and performance on each measure will be managed jointly by the Invest in Communities and Health & Wellbeing Priority Boards.

Priority 1: Prevent homelessness and tackle the wider causes of homelessness						
Objective	Measured by	Baseline	Targets			
			09/10	10/11	11/12	12/13
1.1 End rough sleeping by 2012	Number of people rough sleeping (snapshot)	5 (07/08) 11 (08/09)	6	5	3	0
	Percentage of rough sleepers / people in temporary accommodation with no local connection who wished to be reconnected to their originating authority	87.5% (35 out of 40) (08/09)	85%	85%	85%	85%
1.2 Reduce the levels of homelessness acceptances against the three main causes of homelessness	Number of homeless approvals where reason for loss of last settled accommodation was loss of private rented accommodation	53 (07/08) 35 (08/09)	Targets to be agreed by Priority Board			
	Number of homeless approvals where reason for loss of last settled accommodation was violence (including domestic violence)	32 (07/08) 15 (08/09)	Targets to be agreed by Priority Board			
	Percentage of repeat incidents of domestic violence (NI 32) (LAA)	31% (07/08)	30%	27%	TBS	TBS
	Number of homeless approvals where reason for loss of last settled accommodation was parents asked to leave	31 (07/08) 12 (08/09)	Targets to be agreed by Priority Board			
	Percentage of vulnerable people who are supported to maintain independent living (NI 142) (LAA)	97.40% (07/08) 98.3% (08/09)	98.50%	99.00%	TBS	TBS
	1.3 Maintain low levels of repeat homelessness acceptances	Number of repeat homelessness statutory acceptances	1 (07/08) 1 (08/09)	0	0	0
Homelessness prevented through housing advice casework (per 1,000)		10.8 (07/08) 11.24 (08/09)	Targets to be agreed by Priority Board			
1.4 Introduce early preventative work	Number of schools where homelessness preventative work has been undertaken	1 (08/09)	5	10	12	14
1.5 Reduce homelessness due to overcrowding	Number of households overcrowded (CPM)	312 (08/09)	190	90	75	70
1.6 Focus on issues around alcohol and drug use	Alcohol-harm related hospital admission rates (directly age-standardised rates per 100,000) (NI 39) (CPM) (LAA)	2233 (06/07)	2970	3118	TBS	TBS
	Drug users in effective treatment (NI 40) (LAA)	1135 (07/08)	1204	1216	TBS	TBS

Priority 2: Secure accommodation for homeless people across a range of tenures and manage and reduce the use of temporary accommodation						
Objective	Measured by	Baseline	Targets			
			09/10	10/11	11/12	12/13
2.1 Reduce the number of households placed in temporary accommodation by 2010	Number of households living in temporary accommodation (NI 156) (CPM)	53	52	51	50	50
	Average length of stay in hostels for families with children	11.36 weeks (08/09)	10.5 weeks	10.5 weeks	TBS	TBS
2.2 Avoid the use of bed & breakfast accommodation for homeless families with children and households with a pregnant woman except in exceptional circumstances	Households accommodated in bed & breakfast accommodation which include dependent children or a pregnant woman (unintentionally homeless and in priority need)	0 (08/09)	Targets to be agreed by Priority Board			
2.3 Ensure 16 or 17 year olds are only accommodated in bed & breakfast accommodation in exceptional circumstances	16 or 17 year olds accommodated in bed & breakfast accommodation (unintentionally homeless and in priority need)	0 (08/09)	0	0	0	0
2.4 Increase the number (year on year) of those helped to access private sector accommodation	Number of households re-housed into the private rented sector (using the LeicesterLet or Rent Deposit Guarantee Scheme)	156 (07/08) 202 (08/09)	222	242	262	282
2.5 Maximise the supply of new affordable housing with focus on social rented housing	Number of social rented affordable homes delivered (gross) (element of NI155) (LAA)	113 (3 yr rolling average 05-08)	134 (actual for yr 101)	224 (actual for yr 415)	TBS	TBS

Priority 3: Support vulnerable homeless people to access settled homes and establish and sustain independent lives						
Objective	Measured by	Baseline	Targets			
			09/10	10/11	11/12	12/13
3.1 Increase the number of former care leavers who are in suitable accommodation	Proportion of former care leavers aged 19 who are in suitable accommodation (NI 147)		To be established			
3.2 Increase the number of offenders under probation supervision in settled and suitable accommodation at the end of their order or licence	Proportion of offenders (aged 18+) under probation supervision in settled and suitable accommodation at the end of their order or licence (NI 143) (LAA)	80.5% (07/08) 82.6% (08/09)	83%	85%	TBS	TBS
3.3 Increase the number of adults in contact with secondary mental health services in settled accommodation	Proportion of adults (aged 18+) in contact with secondary mental health services in settled accommodation (NI 149)	58.9% (08/09)	65%	70%	TBS	TBS
3.4 Increase the number of adults with learning disabilities in settled accommodation	Proportion of adults (aged 18+) with learning disabilities in settled accommodation (NI 145)	79%* (08/09)	62%	65%	TBS	TBS
3.5 Increase the number of young people (aged 18-25) establishing and sustaining independent accommodation	Percentage of young vulnerable people who are supported to maintain independent living	96.5% (08/09)	97.5%	Target set annually for the following year		
	Young offenders' access to suitable accommodation (NI 146)	97.4% (08/09)	97.5%	Target set annually for the following year		
3.6 Increase the number of people who move on positively from a hostel or homeless service	Percentage of vulnerable people achieving independent living (NI 141)	63.8% (07/08) 80.9% (08/09)	80%	81%	TBS	TBS

Priority 4: To deliver high quality, value for money services						
Objective	Measured by	Baseline	Targets			
			09/10	10/11	11/12	12/13
4.1 Ensure there are clear pathways for people who are homeless or at risk of homelessness	Appropriate performance measure to be developed by project team during 2009/10					
4.2 Improve access and referral points for homeless services	Appropriate performance measure to be developed by project team during 2009/10					
	Percentage of homelessness decision case where a decision is made within 33 working days	77.60% (08/09)	Targets to be agreed by Priority Board			
4.3 Increase service user involvement	Appropriate performance measure to be developed during 2009/10					
4.4 Ensure relevant data available and analysed	Number of data cleansing or data analysis exercises as specified in delivery plan	N/A	1	1	0	0

Notes:

TBS: Target to be set

LAA: Local Area Agreement (LAA) measures (The LAA is a three-year plan (2008-11) therefore targets have currently been set until 2010/11)

CPM: Corporate Plan measures

All other targets will be agreed with the Priority Board

* This baseline figure of 79% for 2008/09 was based on six month period that is not considered representative of the full year therefore the targets have been set in consideration of this.

Appendix 1: Delivery Plan

1. To prevent homelessness, and to tackle the wider causes of homelessness							
1.1	Baseline position	What will we do?	When will we do it by?	Who will deliver?	Resources	What is the proposed outcome?	Lead Officer
1.2	The three main reasons for homelessness make up 70% of all statutory homelessness in Leicester	Develop an action plan to tackle the three main causes of statutory homelessness	Dec 2009	Housing Options Service	Existing	Three main causes of statutory homelessness reduced Better outcomes for children and families and vulnerable people	Vijay Desor
1.3	Net affordable annual requirement of 790 units	Develop more affordable housing / social rented housing and gypsy and traveller pitches	As detailed in the Affordable Housing Strategy		Existing	More affordable housing	Julia Keeling / Janet Callan
1.4	Overcrowding is the most common reason for housing need on the Council's Housing Register	Continue to develop initiatives to alleviate severe overcrowding	Aug 2009	Allocations Service / Housing Options Service Housing Development	£110k from CLG and existing staff resources	Reduce overcrowding and better utilisation of under occupied stock	Martin Clewlow
1.5	Nationally one third of prisoners lose their housing whilst in custody	Undertake a study looking at the extent of tenancy loss following offenders during short periods of imprisonment and take any following action recommended	March 2010	Probation Prison Service Planning & Commissioning (Housing Related) Housing Options Service	Supporting People	Reduce the number of tenancy breakdowns during short custodial sentences or periods of remand	Trevor Worsfold
1.6	No homelessness prevention work in schools	Develop strategy for early intervention and preventative work in targeted secondary schools	July 2010	To be commissioned	Commission from Homelessness Grant	Reduced young persons homelessness	Vijay Desor Nicola Hobbs
1.7	Limited opportunities for service users with history of arrears to move on to RSL accommodation	Develop protocols for arrears eviction, re-housing victims of domestic violence and ASB evictions	Sept 2010	RSLs	Existing	Improve prevention of homelessness All protocols in place with RSLs reviewed	Priscilla Aram Vijay Desor
1.8	A specialist Drug Outreach Worker is employed by the Outreach team. However the primary issue is alcohol and there is not a specialist worker	Establish a specialist Alcohol Housing Outreach Worker	May 2010	Leicester City Council	Homeless monies	Reduced rough sleeping Reduced street drinking	Toni Soni
1.9	DHP's is not being considered to prevent homelessness	Consider ways of increasing access to discretionary housing payments (DHP)	July 2009	Revenues & Benefits	Existing	Homelessness prevention Opportunities to use DHP to prevent homelessness are identified	Vijay Desor Caroline Jackson
1.10	No joint working arrangements in place with money advice agencies or other relevant agencies	Consider ways to prevent evictions due to mortgage repossessions	April 2009	Housing Options Service	Existing	Prevent rise in homelessness through mortgage repossessions	Vijay Desor

2. To secure accommodation for homeless people across a range of tenures, and to manage and reduce the use of temporary accommodation							
2.1	Baseline position	What will we do?	When will we do it by?	Who will deliver?	Resources	What is the proposed outcome?	Lead Officer
2.2	Not all temporary accommodation providers have addressed the Places for Change agenda	Review all homeless services and accommodation available for the survivors of domestic violence in line with the Places for Change agenda (including physical accommodation and staff training)	Dec 2010	All homelessness service providers	Existing	Improved quality of services	Nicola Hobbs
2.3	156 households have been re-housed into the private rented sector in the last year	Develop an action plan to increase the number of homeless households being able to access the private rented sector.	Dec 2009	HOS	Existing	Increased use of the private rented sector	Vijay Desor
2.4	Shortage of supported living options across the learning disabled and mental health client groups	Increase supported living options for service users with learning disabilities and mental health needs	Dec 2010	Supported Living Strategy Group	Existing If need identified additional funding would be required	Increased supporting living options	Laura Sanderson Toni Soni
2.5	Limited choice of supported accommodation for care leavers	Explore Supported Lodging schemes for young people	April 2010	Children and Young Peoples Services	Existing	Increased accommodation options for young people	Steve Bond
2.6	Limited knowledge of the accommodation / support needs of certain groups	Research the accommodation / support needs of: - single perpetrators of ASB - current drug users - singles with high support needs and no support needs - high risk offenders and registered sex offenders - young people with complex needs - male victims of domestic violence - the Asian community - 'dry' hostel for people coming out of alcohol detoxification services	Dec 2010	To be commissioned	Homelessness Grant	Establish what services are required and able to meet the needs of all homeless people	Nicola Hobbs
2.7	No single point of access to social housing provision in the region	Consider a regional common housing register	March 2011	RSL's & HOS	Existing	Potentially a common housing register for the region	Vijay Desor Lead officer from LSHIP to be identified
2.8	Current Move On Strategy not in-line with the new homeless pathway model	Refresh and address the actions identified in the Move On Strategy and set up a 'move-on' team	See targets in Move On Strategy	As detailed in move-on strategy RSL's	Existing	Timely and appropriate pathways out of homelessness and free-up high support hostel spaces Increase numbers rehoused under SP	Nicola Hobbs Toni Soni Sharon Singleton
2.9	Rough sleepers unable to access temporary accommodation	Target provision at the most vulnerable	Dec 2009	Hostel Services / Planning & Commissioning (Housing Related)	Existing	Rough sleeping levels less than 5 Bed spaces freed up for the most vulnerable	Nicola Hobbs
2.10	Barriers in access to supported accommodation / settled accommodation in the city	Review nominations agreements and re-introduction of reciprocal nominations including the creation of City Council Interdepartmental Agreements.	Complete	RSLs	Existing	Increased nominations Requirements of PSA16 groups considered	Vijay Desor Shelia Jenkins
2.11	Existing and emerging housing needs for dwelling types not fully identified	Identify existing and emerging housing needs for dwelling types against RSL and city development priorities	April 2010	RSLs Housing Development	Existing	Levels of demand for different types of housing understood Priorities of partners aligned	Janet Callan April Knapp

3. To support vulnerable homeless people (including young / single homeless and PSA 16 groups) to access settled homes and establish and sustain independent lives							
3.1	Baseline position	What will we do?	When will we do it by?	Who will deliver?	Resources	What is the proposed outcome?	Lead Officer
3.2	Casualty attendances for homeless people are 6x the local average Hospital admission rates for homeless people are 4x the local average Length of hospital stay for homeless people is 2x the local average	Provide 6 health supported beds for homeless patients in Leicester, the Dawn Centre Plus model and 6 health supported beds at Evesham House. (This is dependant on the implementation of the multi-agency current proposal for the Evesham House project due to open May 2009)	Start by May 2009	Leicester City Council Homeless Primary Health Care Team Supporting People Commissioning Group	PCT (ongoing costs covered by Housing Benefit and Supporting People funding)	Reduced rough sleeping Reduced street drinking Reduction in crisis A&E attendances and hospital admission and earlier discharge for homeless patients Increased life expectancy for homeless people	Nigel Hewett Ann Branson
3.3	How homelessness services will support PSA16 groups not defined in all cases	Delivery plans / strategies and delivery groups established for each of the PSA16 groups	Sept 2009	Housing Options Service Probation Learning Disabilities Service Mental Health Service Young Peoples Service Community Safety	Existing	Meet the targets set for PSA16 and relevant national indicators	Vijay Desor
3.4	Unmet need for identified specialist housing related support services	Work towards addressing the gaps in high priority services that have been identified in the Supporting People Strategy	Dec 2012	Planning & Commissioning (Housing Related)	Existing	All identified need addressed	Nicola Hobbs
3.5	Recommendations made not reviewed by all homeless service providers	Consider the recommendations made following the research into the support needs of young people (13-19) at risk of abuse and sexual exploitation	Dec 2009	Young Persons Accommodation Group	Existing	Improve services for young people, especially those at risk of abuse and sexual exploitation	Toni Soni
3.6	Ongoing actions to be addressed as identified in the research conducted in 2006	Address the actions following the Young Persons Research	Mar 2010	Young Persons Accommodation Group	Existing	Services for young people improved	Toni Soni
3.7	Needs of vulnerable people to be considered before the introduction of a Choice Based Lettings scheme	Produce an vulnerable persons strategy for Choice Based Lettings	Oct 2009	Housing Management Housing Options Service	Existing	Ensure fair access to social housing in the City	Martin Clewlow
3.8	Brief interventions and community detoxification treatments provided in the Dawn Centre and the Anchor Centre by the Homeless Primary Care Service, but no specific resource or support in place	Develop a service for homeless harmful, moderately and severely dependent drinkers, provided from primary care on an outreach basis	Complete	Leicester City PCT	Within funding element in PCT Operational Plan 2008/09	Improved access to health care for homeless dependent drinkers	Nigel Hewett
3.9	No specialist support service for those with 'low-level' mental health problems	Consider whether there is a need for low level mental health floating support	July 2009	Planning & Commissioning (Housing Related)	Existing	Need for low level mental health floating support known and able to be addressed	Nicola Hobbs
3.10	No scheme in place	Provide a 'fee finder' and 'bond' scheme for offenders	July 2009	Youth Offending Service Probation	£10,000 from Chronic Exclusion Team CLG	More offenders are able to access the private rented sector	Trevor Worsfold

4. To deliver high quality, value for money services							
	Baseline position	What will we do?	When will we do it by?	Who will deliver?	Resources	What is the proposed outcome?	Lead Officer
4.1	No existing model in Leicester to ensure that clients in all hostels and supported housing projects receive consistent levels of service and support	Introduce a single access point and referral point to assess HRS needs and make referrals to SP providers	Dec 2011	Planning & Commissioning (Housing Related)	Project team (to be recruited)	Ensure impartial assessment and a consistent criteria for referral and assessment Access and referral routes improve and service user needs will be met	Nicola Hobbs
4.2	No existing support through all stages of homelessness	Introduce a homeless pathways model, develop specialist coordinator roles and ensure provision of pre tenancy training	Dec 2011	Planning & Commissioning (Housing Related)	Project team (to be recruited)	Increase move –on into independence	Nicola Hobbs
4.3	No consistent level of service and support	Use of standardised forms and assessment in all homeless services	Dec 2011	Planning & Commissioning (Housing Related)	Project team (to be recruited)	Ensure consistency in service	Nicola Hobbs
4.4	Gaps in knowledge about non-statutory homeless, including new migrants	Look at the benefit of using the Nottinghamshire Homeless Watch Survey	Dec 2009	Single Homeless Strategic Commissioning Group	Existing	Greater knowledge about non-statutory homeless Survey completed Understanding underlying reason for homelessness	Toni Soni
4.5	Current Homelessness Directory out of date	Consider whether it is required and economic to update the Homelessness Directory and to increase it's usage e.g. web based directory	Dec 2011	Planning & Commissioning (Housing Related)	Existing	Increased knowledge of homelessness services available	Nicola Hobbs
4.6	High levels of client groups identified as homeless families with support needs and single homeless with support needs	Ensure Supporting People providers classification for the primary needs of clients is correct	Dec 2010	All Supporting People providers Planning & Commissioning (Housing Related)	Existing	Better needs information	Nicola Hobbs
4.7	Varying levels of service user consultation / involvement	Consider ways to increase service user consultation / involvement in homelessness services	Dec 2012	Service Users Service Providers Planning & Commissioning (Housing Related)	Existing	Greater service user involvement Link in with the development of a service user sub-group of the East Midlands Homelessness Forum Housing Options 'health checked' with all client groups	Nicola Hobbs
4.8	Lack of accurate data on BME statistics on lettings and direct lets from RSLs database	Improve data collection and data analysis, including BME statistics on letting and direct lets to hostel residents by RSLs and main causes of homelessness for different ethnic groups	Dec 2009	RSLs	Existing	Improved data collection and therefore needs analysis	Vijay Desor Shelia Jenkins
4.9	Not all providers assess service/s provided across all equality strands	Assess current service provision and monitoring across the six equality strands (gender, race, age, disability, religion or belief and sexual orientation)	Dec 2010	All Homelessness service providers	Project team (to be recruited)	Homelessness services are culturally sensitive	Nicola Hobbs
4.10	Not all housing providers appropriately trained	Adopt Common Assessment Framework for children and young people and work with Children & Young Peoples Services regarding 'Think Family'	Dec 2011	Children and Young Peoples Services Service Providers	Existing	One common assessment that follows a young person through homelessness	Homeless Families Working Party
4.11	No enhanced housing options service or property shop	Consider developing and improving the Housing Options Service (HOS) in line with CLG's recommendation for an 'Enhanced HOS' and develop a 'property shop' within the HOS	Jan 2010	Housing Options Service Housing Management	Existing	Housing Options providing an enhanced service and property shop in place	Vijay Desor
4.12	High cost homelessness service	Benchmark costs with comparator authorities	April 2010	Housing Options Service	Existing	Ensuring value for money is achieved	Vijay Desor

Glossary

Affordable housing

This includes social housing, where rent levels are set in line with the Government's rent restructuring regime, and intermediate housing which includes a mix of low cost home ownership and other shared equity housing.

Anti-Social Behaviour

Behaviour that causes, or is likely to cause, harassment, alarm or distress to people not in the same household as the perpetrator.

Additional Security Keep Safe (ASK)

Partnership project with Police and Adults & Housing, providing emotional and practical support to people who are victims of domestic violence. Practical support can include new door and window locks, fire alarms, personal alarms, reinforced windows and doors.

Black and Minority Ethnic (BME)

All community groups not recorded under the 'White British' category of the 2001 National Census.

Child Protection Plan

This details how a child will be protected and their health and development promoted. The plan should:

- assess the likelihood of the child suffering harm and look at ways that the child can be protected;
- decide upon short and long term aims to reduce the likelihood of harm to the child and to protect the child's welfare;
- clarify people's responsibilities and actions to be taken; and
- outline ways of monitoring and evaluating progress.

Choice Based Lettings (CBL)

Choice based lettings schemes allow households on the housing register to bid for council and housing association tenancies. The scheme in Leicester is to be called Leicester HomeChoice.

Communities and Local Government (CLG)

A government department whose vision is to create great places where people want to live, work and raise a family. This department has specific responsibilities for housing.

Connexions

Offers advice on education, careers, housing, money, health and relationships for 13-19 year olds in the UK.

Discretionary Housing Payments (DHP)

Discretionary Housing Payments are not payments of benefit. They are freestanding payments to be made at the discretion of the local authority, subject to an annual cash limit, in cases where the local authority considers that additional help with housing costs is needed.

Homelessness

A person is homeless if he or she has no accommodation in the United Kingdom or elsewhere, which is available for his or her occupation and which that person has a legal right to occupy. A person will also be homeless where he or she has accommodation but cannot secure entry to it (or where the accommodation is a moveable structure, such as a caravan or

houseboat) and there is no place where it can be placed in order to provide accommodation). A person who has accommodation is to be treated as homeless where it would not be reasonable for him or her to continue to occupy that accommodation. A person is 'threatened with homelessness' if he or she is likely to become homeless within 28 days.

Section 175 of the Housing Act 1996

Homelessness Acceptances

Acceptances are households being owed the main homelessness duty (see statutory homeless).

Housing Options Service (HOS)

The Housing Options Service, Leicester City Council, provides general housing advice, including how to access social housing, and advice for people who are homeless or are threatened with homelessness. The service also provides the Council's statutory homelessness function.

Housing Related Support (HRS)

Housing related support are support services which are provided to develop and sustain an individuals capacity to live independently in their accommodation.

Landlord Forum

Landlords' Forum are held every six months. These are for any private landlords who have property in the city and wish to learn more about new legislation and regulations that affect them and their property(s). They are attended by Council Officers (including Housing Options, Revenues & Benefits) who can respond to issues raised.

Leicester Let Scheme

The Leicester Let scheme enables people who have become homeless, or threatened with homelessness, through no fault of their own to access private rented accommodation by the Council entering into a legal agreement with the landlord to provide a rent bond (this covers the landlord for any loss in rent).

Local Area Agreement (LAA)

A three-year agreement, which will start to deliver the vision for Leicester as set out in One Leicester, our Sustainable Community Strategy.

Multi Agency Risk Assessment Conferences (MARAC)

A MARAC is a multi-agency group that meets once a month to share information on those victims of domestic violence who are at the highest risk of homicide or serious harm.

Move-On

Move-on is defined as a positive, planned move from a hostel or temporary supported accommodation, utilising one of a whole range of housing options as appropriate for the client.

National Indicators (NI)

National Government have a set of 198 national indicators that underpin a new performance framework. These national indicators are the only means of measuring national priorities that have been agreed by Government.

One Leicester

One Leicester is a strategy supported by Leicester Partnership that forms the foundation for the changes the council, and its partners, want to see in Leicester over the next 25 years. This is Leicester's Sustainable Communities Plan.

Overcrowding

The Bedroom Standard definition of overcrowding, which is higher than the statutory definition of overcrowding, has been used in Leicester. This standard is based on the ages and composition of the family. A notional number of bedrooms is allocated to each household in accordance with its composition by age, sex and marital status and relationships of family members. A separate bedroom is allocated to each:

- married or cohabiting couple;
- adult aged 21 years or more;
- pair of adolescents aged 10-20 years of the same sex;
- pair of children aged under 10 years regardless of sex.

Any unpaired person aged 10-20 years is paired, if possible, with a child aged under 10 years of the same sex or, if that is not possible given a separate bedroom. The same applies to any unpaired child aged under 10 years.

This standard is then compared with the number of bedrooms available for the sole use of the household. Bedrooms converted to other uses are not included; bedrooms not in use are included unless they are uninhabitable.

Public Service Agreements (PSAs)

Detail the aims and objectives of UK government departments for a three-year period. Such agreements also describe how targets will be achieved and how performance against these targets will be measured. The agreement may consist of a departmental aim, a set of objectives and targets, and details who is responsible for delivery.

Public Service Agreement 16 (PSA 16)

Leicester City Council and the Government have made an agreement to increase the proportion of socially excluded adults in settled accommodation and employment, education or training. The adults referred to are care leavers, offenders, adults with learning disabilities and adults with mental health problems.

Registered Social Landlord (RSL)

Not-for-profit housing providers approved and regulated by Government through the Tenant Services Authority.

Repeat homelessness

Repeat homelessness occurs when individuals who have been homeless become homeless again. This usually occurs because their housing, health and support needs have not been properly met when they moved away from homelessness the first time.

Rough Sleeper

These are people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); people in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats, stations, or "bashes").

Stakeholders

Stakeholder are the people or organisations who have an interest in, or will benefit from, a project or programme.

Statutory homeless

Statutory homeless are households that have been found to be eligible for assistance (from their local authority), unintentionally homeless and falling within a priority need group and thus owed a main homelessness duty by a local housing authority.

Supporting People (SP)

Supporting People is a partnership programme that was set up in April 2003 to fund and monitor the quality of existing housing-related support services for vulnerable adults.

Supporting Tenants And Residents (STAR)

Is a housing related support service available to people living in Leicester and can help people to keep their home or to move into a new home (all tenures).