

Public Document Pack



MEETING:	Overview and Scrutiny Committee - Growing Barnsley Workstream
DATE:	Tuesday, 28 June 2022
TIME:	2.00 pm
VENUE:	Council Chamber, Barnsley Town Hall

AGENDA

Growing Barnsley Workstream

Councillors Bowler, Cain, Clarke, Denton, Ennis OBE, Felton, Lodge, Markham, McCarthy, Peace, Webster and Wraith MBE

Administrative and Governance Issues for the Committee

1 Apologies for Absence - Parent Governor Representatives

To receive apologies for absence in accordance with Regulation 7 (6) of the Parent Governor Representatives (England) Regulations 2001.

2 Declarations of Pecuniary and Non-Pecuniary Interest

To invite Members of the Committee to make any declarations of pecuniary and non-pecuniary interest in connection with the items on this agenda.

3 Minutes of the Previous Meeting (Pages 3 - 8)

To note the minutes of the previous meeting of the Committee held on 31st May 2022 (Item 3 attached).

Overview and Scrutiny Issues for the Committee

4 Housing & Support Model to Prevent Homelessness (Pages 9 - 34)

Item 4a. Housing & Support Model to Prevent Homelessness in Barnsley Report
Item 4b. Homeless Prevention & Rough Sleeping Strategy 2018 – 2023

Enquiries to Jane Murphy, Scrutiny Officer

Email scrutiny@barnsley.gov.uk

To: Chair and Members of Overview and Scrutiny Committee:-

Councillors Ennis OBE (Chair), Bellamy, Bowler, Bowser, Cain, Clarke, Denton, Eastwood, Felton, P. Fielding, W. Fielding, Green, Hand-Davis, Hayward, Lodge, Lowe-Flello, Makinson, Markham, McCarthy, Mitchell, Moyes, Newing, Osborne, Peace, Pickering, Richardson, Risebury, Shirt, Smith, Sumner, Webster, Wraith MBE and Wilson together with co-opted Members and Statutory Co-opted Member Ms. G Carter (Parent Governor Representative)

Electronic Copies Circulated for Information

Sarah Norman, Chief Executive

Shokat Lal, Executive Director Core Services

Rob Winter, Head of Internal Audit and Risk Management

Michael Potter, Service Director, Business Improvement and Communications

Witnesses

Item 4 (2pm)

Michelle Kaye, Group Leader Housing & Welfare, Public Health & Communities Directorate, BMBC

Linda Middlewood, Head of Service Adult Social Care, Public Health & Communities Directorate, BMBC

Paul Brannan, Head of Safer Barnsley, Public Health & Communities Directorate, BMBC

Wendy Lowder, Executive Director Place, Health & Adult Social Care, BMBC

Phillip Hollingsworth, Service Director Communities, Public Health & Communities Directorate, BMBC

Amy McKenzie, Service Manager, Assessment & Strong Families, Children's Services Directorate, BMBC

Sophie Wales, Service Director Children's Social Care & Safeguarding & Interim Executive Director Children's Services, Children's Services Directorate, BMBC

Julia Burrows, Executive Director, Public Health & Communities, BMBC

Cllr Trevor Cave, Cabinet Spokesperson Children's Services, BMBC

Cllr Caroline Makinson, Cabinet Spokesperson Public Health & Communities, BMBC

MEETING:	Overview and Scrutiny Committee - Sustainable Barnsley Workstream
DATE:	Tuesday, 31 May 2022
TIME:	2.00 pm
VENUE:	Council Chamber, Barnsley Town Hall

MINUTES

Present

Councillors Ennis OBE (Chair), Bellamy, Bowser, Clarke, Denton, Eastwood, P. Fielding, Green, Hand-Davis, Hayward, Lodge, Lowe-Fiello, Mitchell, Osborne, Pickering, Richardson, Risebury, Shirt Webster and Wray

1 Apologies for Absence - Parent Governor Representatives

No apologies were received in accordance with Regulation 7(6) of the Parent Governor Representatives (England) Regulations 2001.

2 Declarations of Pecuniary and Non-Pecuniary Interest

Councillor Risebury declared a non-pecuniary interest in Minute No 4 as Cabinet Support for Environment & Transportation.

3 Minutes of the Previous Meeting

The minutes of the meeting held on 26 April 2022 were received.

4 Progress on Road Safety in Barnsley

The following witnesses were welcomed to the meeting:

Paul Castle, Service Director Environment & Transport, Place Directorate, BMBC

Diane Lee, Head of Public Health, Public Health Directorate, BMBC

Stephen Campopiano, Programme Manager Public Health, Public Health Directorate, BMBC

Damon Brown, Network Manager, Place Directorate, BMBC

Benjamin Brannan, Senior Public Health Officer, Public Health Directorate, BMBC

Tracey Brewer, Head of Transport, Place Directorate, BMBC

Matt O'Neill, Executive Director-Place, BMBC

Cllr James Higginbottom, Cabinet Spokesperson Environment & Transportation, BMBC

Joanne Wehrle, South Yorkshire Safer Roads Manager, South Yorkshire Safer Roads Partnership (virtual attendance)

Scott Dernie, Head of Safety Cameras & Ticket Processing, South Yorkshire Police (virtual attendance)

Inspector Matt Collings, Roads Policing Group Inspector, South Yorkshire Police (virtual attendance)

Paul Castle introduced the report, informing the Committee that significant progress had been made based upon the recommendations from the previous scrutiny session and the road safety needs assessment. A road safety working group has been established with partners (BMBC, South Yorkshire Fire & Rescue, South Yorkshire Police, Safer Roads) and will focus on prevention by collaborative working to design and deliver road safety initiatives. The group are currently undertaking detailed analysis to address local factors and improve travel safety, support communities and wellbeing. Projects of note include the neighbourhood safety pilot based upon suggestions by Cllrs, with more to be done this year to enhance highways; and a pilot scheme to introduce 20mph zones outside schools to change behaviour which is now being analysed and reviewed with a view to rolling out further.

In the ensuing discussion and in response to detailed questioning and challenge the following matters were highlighted:-

Data dashboards in the report show the number of collisions and fatalities at a regional level. Although it does not show information at a local level, members were reassured that the number of local fatalities is low. Work is underway to break down collision data for the last 10 years with a view to providing data at a ward level. Members of the public can look at a map on the South Yorkshire Safer Roads Partnership (<https://sysrp.co.uk/dataportal>) website to see where the hotspots are.

Behaviours and attitudes associated with hit and runs have been identified as an area of work to progress and will be a priority over the next six months to understand the cause and to inform communication plans.

Although there is no specific work in the pipeline to look at lay-bys/parking areas and provision for HGVs, this is something that officers are aware of and need to develop a policy on. Work will be done to ensure that the local authority meets its duty and ensure that they are welcoming and safe spaces for drivers, including female drivers.

In relation to data held on collisions involving HGVs, the time of the day would be recorded, the class of vehicle would be recorded but driver shift patterns are not. Driver fatigue relates to specific times of the day and analytical work is being done to understand the issues across all types of drivers, taking a holistic approach. Public Health do work with employers to support their employees and will see whether enforced work breaks for drivers fits in with this work.

Although the CRASH system records collisions, near-misses are not recorded. As near-misses may inform safe systems, this is now being developed (technology advancement) and more robust information will be available in the future. Many smaller collisions are not reported to the police. It is understood that there is a disparity between collision data on the CRASH system and the data held by others (insurance companies, health trusts) and this is an area that is being investigated. If members are aware of any specific locations where near-misses are frequent, they should share this with officers.

Although concerns were expressed about the quality of collision reporting on the CRASH system, reassurance was given that this is now more robust and officers have access to more advanced data than is publicly available. If data looks

inaccurate, when considering specific location and associated intervention it is quality checked.

The introduction of dedicated cycle paths across Barnsley is dependent upon funding, particularly from the city region. Work is progressing and routes are being investigated to and from the town centre and to connect off-road to on-road routes. A strategy is being developed to encourage modal shift and move residents from cars to bikes/walking and member comments will be fed into the strategy. In addition, the cycle forum, who are their eyes and ears, will contribute to the strategy. Work is being done in partnership with the Mayoral Combined Authority (MCA) to develop an interactive cycling map and looking at ways that funding can be obtained. There is no shortfall in the number of funding opportunities, but there needs to be a pipeline of identified schemes to develop the borough. However, there is a process to follow before funds are released and this takes time. Three schemes are going out to tender next month with a completion date of March 2023. Other projects will then follow with a delivery date of up to 2027.

Although a cycle lane has not been included in the new gyratory at Penny Pie Park, a new active travel supplementary planning document will be introduced so that new roads and developments consider active travel options. The emerging road safety strategy is complementary to the travel strategy and looks at all road users, not just motorists, and by making the roads safer, a healthier more active population will emerge.

Road safety is moving towards a more proactive "Safe Systems" approach, moving away from the traditional approach which was more reactive. In the past, education, engineering and enforcement has been the main driver but now it is prevention and education working across the Council internal and external partners. The South Yorkshire Safer Roads Partnership is trying to encourage better driver behaviour based on safer road users; safer vehicles (insurance & roadworthiness); safer speeds; safer roads (condition, lighting, drainage, barriers etc); and post crash response. There are specific engineering measures that the local authority can put in place to influence driver behaviour and reduce the number of collisions due to driver error and these are being investigated at the moment.

The pilot scheme with elected members resulted in 47 suggestions being put forward for investigation. Members can still put their suggestions forward for any areas of concern. The key is to manage the road network effectively by putting prevention measures in place. Funding will always be allocated based on specific criteria and has to be evidence based to ensure that it is in the right place and there will still be an element of reactive work that needs to be done.

A pedestrian crossing survey will be conducted on Racecommon Road after the half-term and there are national Department for Transport (DfT) guidelines that have to be followed. A speed survey has already been carried out in the area which did not raise any particular issues. Narrow pavements, particularly near schools could be investigated in the future.

Managing expectation is an important part of the work as well as public perception of speed and safety. Even if a road is thought to be unsafe, it doesn't mean that it is,

and a key aspect of the Safe System is try and manage those expectations , to allow limited resources to be targeted more effectively.

Parking enforcement is predominantly town-centre based. However, some Area Councils have commissioned their own service to look at parking offences in outlying areas. More needs to be done to make residents aware of the rules of the Highway Code in relation to parking to improve safety for pedestrians and road users.

Parked cars in and around schools is an issue across the borough. The local authority used to have a video car to enforce parking around schools but this was taken out of service. The pilot of the school streets initiative was successful and the possibility of rolling out the project will be investigated when capacity allows. There is a national problem with recruiting school crossing patrols and ways in which these posts could be made more attractive will be discussed at the next Barnsley Road Safety working group meeting and fed back to members.

There are different mechanisms for recording speeding offences. Despite being very effective, there are no plans to install 'average speed' cameras at this moment in time.

Speed Indicator Devices (SIDs) are currently out on site and members will soon be informed of the planned locations over the coming months.

A sum of money has been allocated from the Highways Capital Scheme for £1.073M. Two SIDs have been purchased so far and from the suggestions in the neighbourhood safety pilot it would seem that the borough would benefit from having more to cover additional areas.

Traffic Impact Assessments (TIA) look at issues relating to a specific development, including motorists, cyclists and pedestrians and it is not necessarily correct to assume that an increase in traffic on the roads equates to more collisions. Trends are being analysed and there needs to be a blended approach to get the balance right for new developments. Any new infrastructure is subject to Road Safety Audits, to ensure that is full considered as part of any new development

Members asked about the number of offences detected by the Police for using a handheld mobile phone whilst driving and whether these had reduced over time as in-vehicle technology had become more common.

Learning has been taken from the United Nations (UN) the World Health Organisation (WHO) and other authorities across the UK such as Transport for London, Transport for Scotland, Cornwall and North Yorkshire to find areas of good practice that would fit well in Barnsley. An internal stakeholder review is currently underway with a stronger public health focus and work is also being done to look at neighbourhoods and anti-social aspects within communities.

The Barnsley Road Safety working group is a relatively new group and is still evolving but the membership can be extended if necessary to capture the views of motorists and cyclists.

RESOLVED that:

- (i) Witnesses be thanked for their attendance and contribution
- (ii) Members note the report
- (iii) Witnesses provide regional comparator data for the number of people killed and seriously injured on roads
- (iv) Witnesses provide data at a ward level when it becomes available
- (v) Witnesses develop a policy for provision of facilities for HGV drivers and ensure that the local authority meets its duty to ensure that they are welcoming and safe spaces for drivers, including female drivers
- (vi) Witnesses investigate how the work of Public Health can influence employers to ensure that employees take appropriate work breaks when driving vehicles
- (vii) Members to share information relating to near-misses with officers which should then be investigated as valid road safety concerns
- (viii) Witnesses produce a list of FAQs on parking to increase awareness of the rules of the Highway Code and promote via websites
- (ix) Witnesses investigate the possibility of reintroducing the video car to patrol areas around schools;
- (x) Witnesses provide information about the number of offences detected of using a handheld mobile phone whilst driving; and
- (xi) Witnesses to identify ways in which the post of School Crossing Patrol can be made more attractive to reduce the number of vacancies across the borough

Chair

This page is intentionally left blank

Item 4a

Report of the Executive Director Core Services
the Executive Director Children's
Services and the Executive Director
Public Health & Communities to the
Overview and Scrutiny Committee (OSC)
on 28th June 2022

Housing & Support Model to Prevent Homelessness

1.0 Introduction

- 1.1 Following on from the report presented to the Overview & Scrutiny Committee in March 2021, this report will give an update on the current homelessness position in the borough, focusing specifically on the impact of Covid and how the service has responded to this as well as considering the impact of homelessness on young people.
- 1.2 Item 4b (attached) the Homeless Prevention and Rough Sleeping Strategy 2018-2023 which outlines the Council's approach for tackling homelessness in the borough.

2.0 Background

- 2.1 Like all services, the homeless team was impacted by Covid and there was a need to change the way the service operated, to ensure that the team could still deliver a service to those in need, whilst the office was closed, and staff were working from home.
- 2.2 A freephone number was put into operation and outreach work with rough sleepers continued throughout. The nature of the work changed slightly during the covid period as there was a ban on evictions, the asylum process paused and the 'Everyone in' mandate ensured rough sleepers were accommodated. To meet this mandate the team stepped up the management of 14 flats for rough sleepers and these were operational for 15 months. Throughout the 'Everyone in' period 141 placements of rough sleepers were made across various forms of accommodation options and some of these were the same people placed numerous times. A number of these clients are still being supported by the team in the accommodation they moved onto.
- 2.3 As we emerged from Covid a Homeless Recovery Plan was developed, focusing back on the vision and objectives contained in the Homeless Strategy which are:
- To promote a homeless prevention approach
 - Support those with complex needs
 - Reduce the demand for temporary accommodation, especially the use of B&B / hotels
 - Protect and increase local housing options
 - Maximise and maintain partnership work
- 2.4 The recovery plan focused on the following areas:
- The development of in-house Intensive Housing led Support Team focussing on those with the most complex needs including the development of residential supported accommodation unit-Queens House
 - To increase the number of council houses being used for temporary accommodation
 - To move back to a preventative approach to homelessness working in partnership
 - To strengthen links to the private rented sector
 - To develop a supported housing pathway
 - To consider the best approach to supporting 16-17 year olds who are homeless

3.0 Current Position

3.1 The Homeless service has been back open to the public since 28th June 2021, demand for the service has remained fairly static over the last 3 years with average presentations for advice of 1897 and homeless applications averaging 876 per annum. As things have started to move again post-Covid, the reasons people are approaching the service has changed and this is reflecting the wider dynamics in the housing market and the cost of living crisis. The top reasons for homelessness are currently:

1. Section 21 notices – no fault evictions from private rented
2. Asked to leave by family and friends
3. Rough sleeping
4. Relationship breakdown – non violent
5. Leaving prison

3.2 The service tries wherever possible to promote an early intervention approach; asking partners and stakeholders to refer people in early for advice and support so that homelessness can be prevented. Whilst the service does have a lot of success in this area it is still roughly a 50/50 split, meaning 50% off customers are approaching when they are already homeless.

Temporary Accommodation

3.3 The use and cost of temporary accommodation has slowly been rising over the last couple of years and coincided with the implementation of the Homeless Reduction Act (2017) which was enacted from April 2018. This widened the duties we had to more customers, especially single people and re- focused the work on prevention activity. Work is ongoing to try and develop a range of temporary accommodation options, making us less reliant on the use of B&B and hotels, especially those out of area. B&B and hotels are still the most used form of temporary accommodation and at the end of May we had 26 placements in B&Bs of which 4 were families. On a positive note, this is the lowest in South Yorkshire. Other forms of temporary accommodation used include Barley Close – 8 units of family accommodation, 25 units of council housing and 6 units for those with complex needs/ rough sleeping. The graph below shows the spend and placements into B&B over the last few years.

Table 1

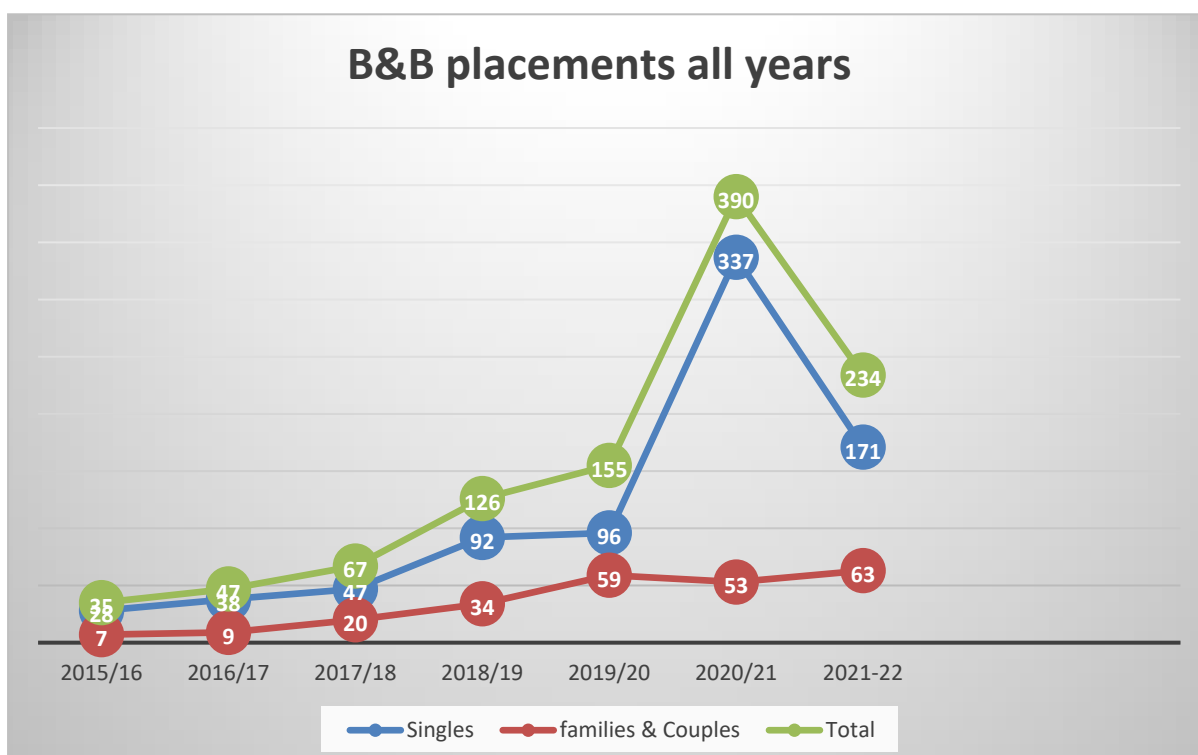


Table 2

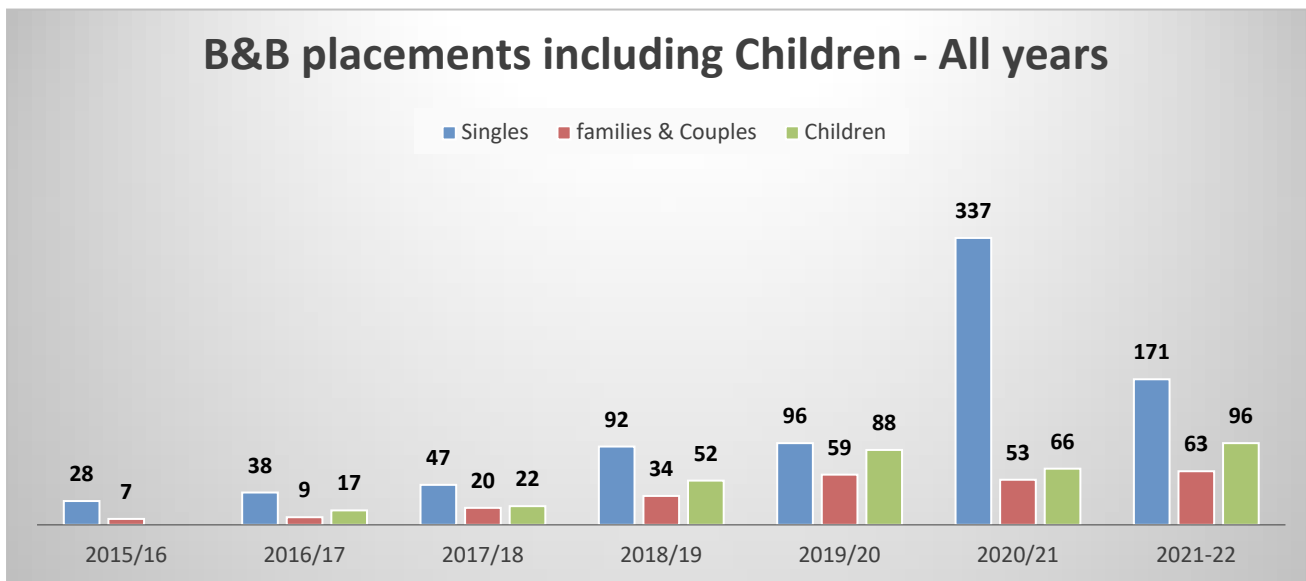
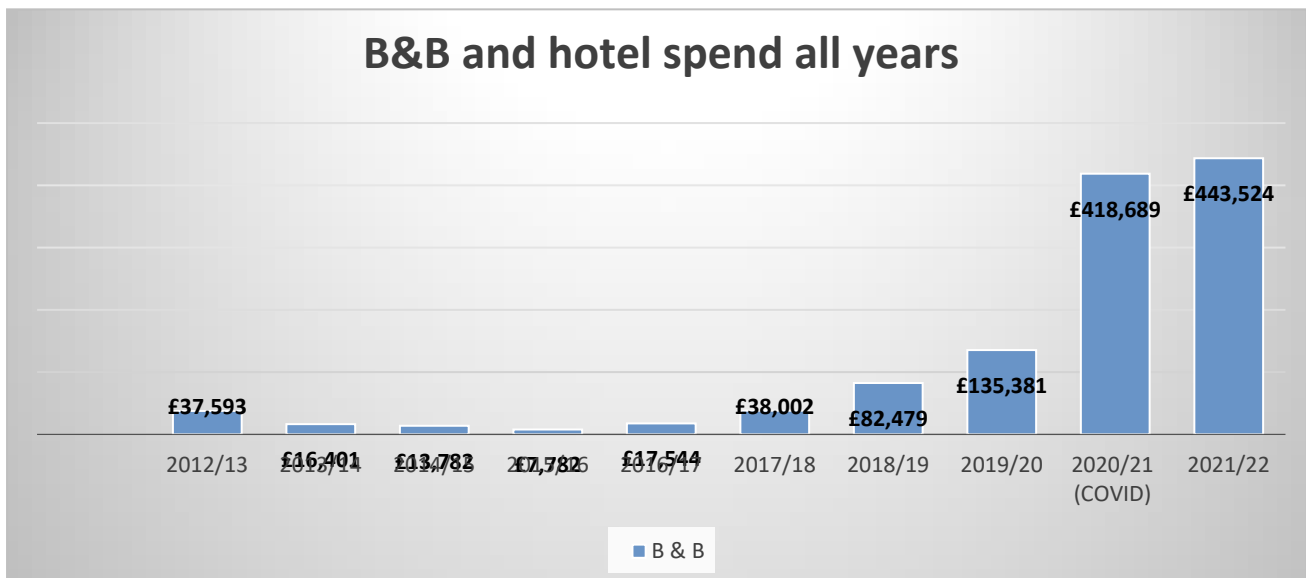


Table 3



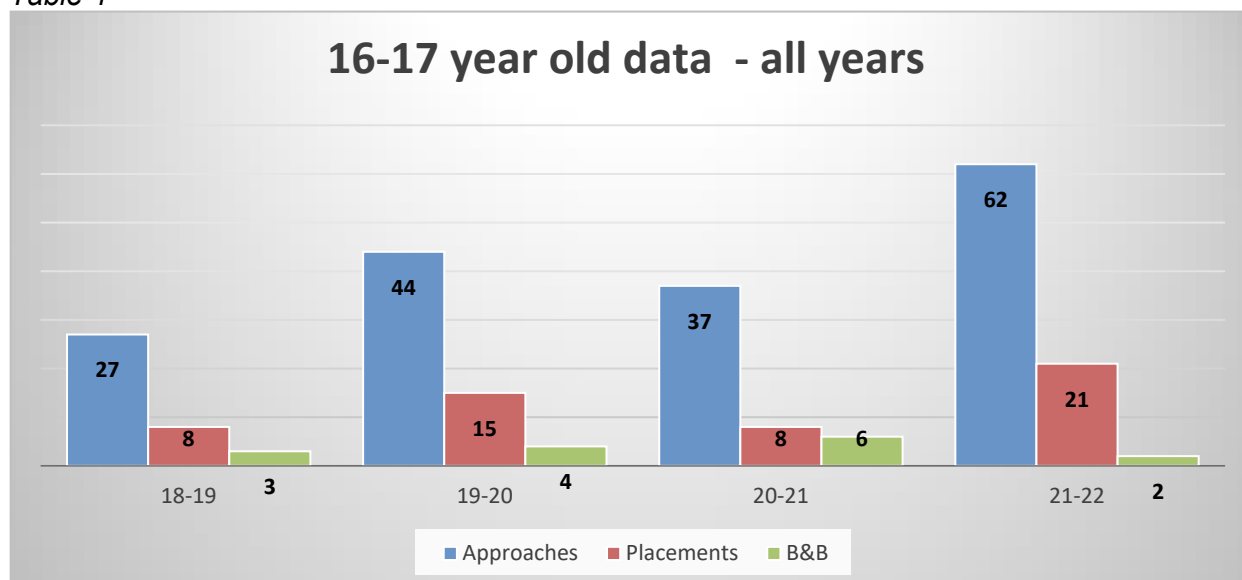
3.4 As can be seen above, there were significant increases in all areas during the Covid period and the recovery plans is focusing on these areas to try and address the impact through the following routes:

- The Intensive Housing Led Support Team has been recruited to
- A building has been purchased and renovated and will be opening at the end of June as additional temporary accommodation for those with complex needs/ rough sleepers
- An additional 5 units of council housing for use as temporary accommodation, taking the total up to 30, will be sourced this financial year
- Work has commenced on the scoping of a supported housing pathway, linked to the re commissioning of the supported housing contracts
- Additional units of supported accommodation have been secured for rough sleepers through the Rough Sleeper Accommodation Programme (RSAP) government bidding process
- Additional units of accommodation for Domestic Abuse through the implementation of the new Act
- The lettings policy is currently being reviewed and the changes will support the homeless agenda

Young People and Homelessness

- 3.5 A key area of preventative activity is around young people to stop them becoming homeless and presenting in crisis at 18. This requires a corporate approach and joint working with children's social care; and has been a key work stream over the last couple of years. Over the period 01.04.21-15.05.22, there were 495 approaches to the service from 16–24-year-olds for assistance, this represents nearly a quarter of all approaches to the service. Of these 179 were owed a homeless duty, (84 a prevention duty and 95 a relief duty). An analysis of 16-17 year olds approaching the service is summarised below:

Table 4



- 3.6 The number of 16–17 year-olds approaching the service for assistance has grown steadily over the last few years. The main reason is due to family and friends no longer willing to accommodate and sofa surfing. Housing Options for this age group are limited as they cannot legally hold a tenancy until they are 18, the only supported housing available is Centrepont which is not always available when approaches are made to the service and going into care is not always the best or preferred option. All approaches to the service from this group are referred to children's social services as the main aim is to try and keep them at home or within wider family networks.
- 3.7 The evidence shows that the young people that present as homeless rarely just have a housing issue, there are a combination of factors leading to their homeless situations and a lot of support is required to get them ready for independent living. There is a clear 'cliff edge' at 18 and this is when the young people are at their most vulnerable in terms of transitions into adulthood and the services and people around them.
- 3.8 To address some of this the service has been working closely with children's and adults social care to develop better pathways into housing and support for vulnerable young people. This led to the establishment of the Directions Panel; a multi-agency group of professionals working together on transition plans for those young people who are vulnerable and at significant risk of homelessness. The aim is to ensure that there is a smooth transition into adult's services in terms of housing, adult social care, mental health, substance misuse etc to give them the best possible start as they move into adulthood.
- 3.9 Another new initiative to support this pathway and the young people is the employment of a Homeless Social Worker. This position was recruited to in November 2021, and sits between the homeless team and children's social care, with the main aim of working with 16-17 year old homeless young people to try and prevent it through mediation and support or to ensure a more managed move into appropriate housing. This post receives referrals through both homelessness and children's social care front door and is probably why there has been an increase in approaches to the service in 2020-21.

3.10 Progress has been made to prevent and support 16/17 year olds at risk of homelessness however it is acknowledged that further work needs to be done in reduce the number of homeless presentations and placements of young people. Consideration of further accommodation options may be necessary, especially for those young people who have experienced trauma and present with a range of multiple and complex needs. The only existing commissioned provision ostensibly is an “adult” service through Centrepoint and this, in the main, is used to ensure homeless statutory duties are met for the 18–24 year-old cohort. As a last resort B&B will be used, but this is never a preferred option. Key areas for development for this age group include and form part of our ongoing development considerations:

- Ensuring an early help/ preventative approach is taken as soon as possible to mitigate any homelessness at 16-17
- Review and further develop the joint protocol/ assessment process between housing and children’s social care to maximise opportunities to achieve positive outcomes
- Consider the joint re- commissioning of services to ensure they meet the needs of this cohort, including the development of wider housing options such as trainer flats, supported lodgings, Night Stop etc. The service has piloted some of these approaches
- To continue to develop the Directions Panel and the development of an improved transitions model, which includes consideration of current and future housing needs

Rough Sleeping

3.11 Rough sleeping has been high on the national agenda for the last couple of years and there have been various pots of money which Local Authorities have been able to bid for to support their work with rough sleepers. Barnsley has been successful in securing RSI (Rough Sleeper Initiative) funding for the last 4 years and more recently secured RSAP (Rough Sleeper Accommodation Programme) funding in partnership with SYHA (South Yorkshire Housing Association), securing 5 units of accommodation dispersed throughout the borough. A further RSAP bid has been submitted, for an additional 5 units, the outcome of which is imminent.

3.12 The service remains committed to ending rough sleeping in Barnsley, this is a key focus in the strategy and a target of no more than 5 rough sleepers at any one time has been agreed with government. The reasons for rough sleeping are complex and varied, but the key to success is having the right options and wider support available to ensure any time on the streets is brief. The stats below show the position in Barnsley.

Table 5

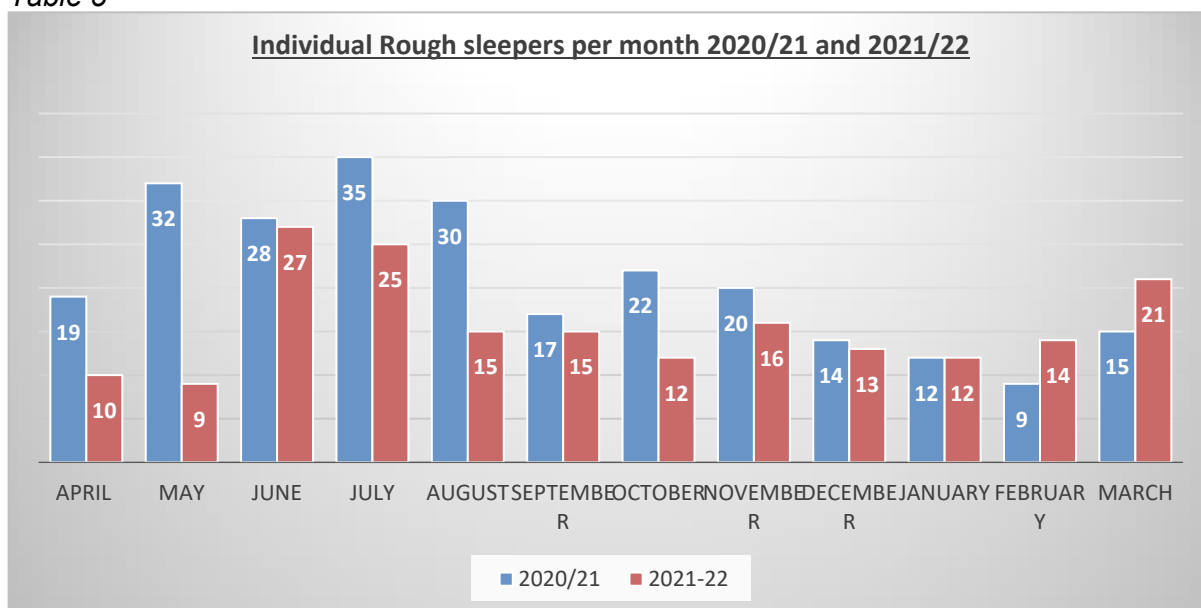
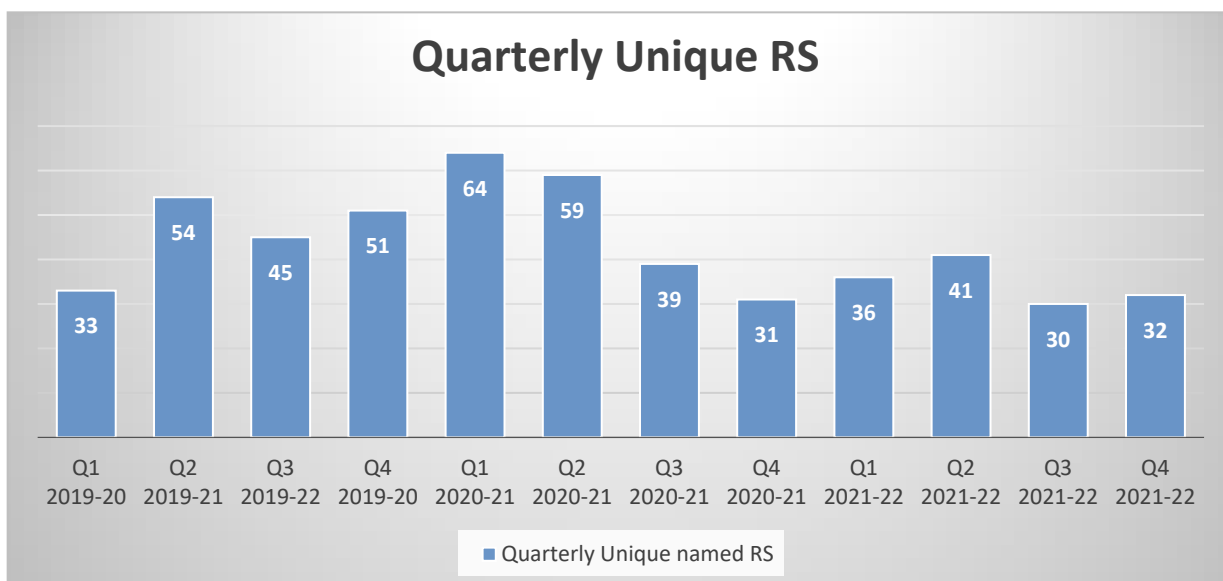


Table 6

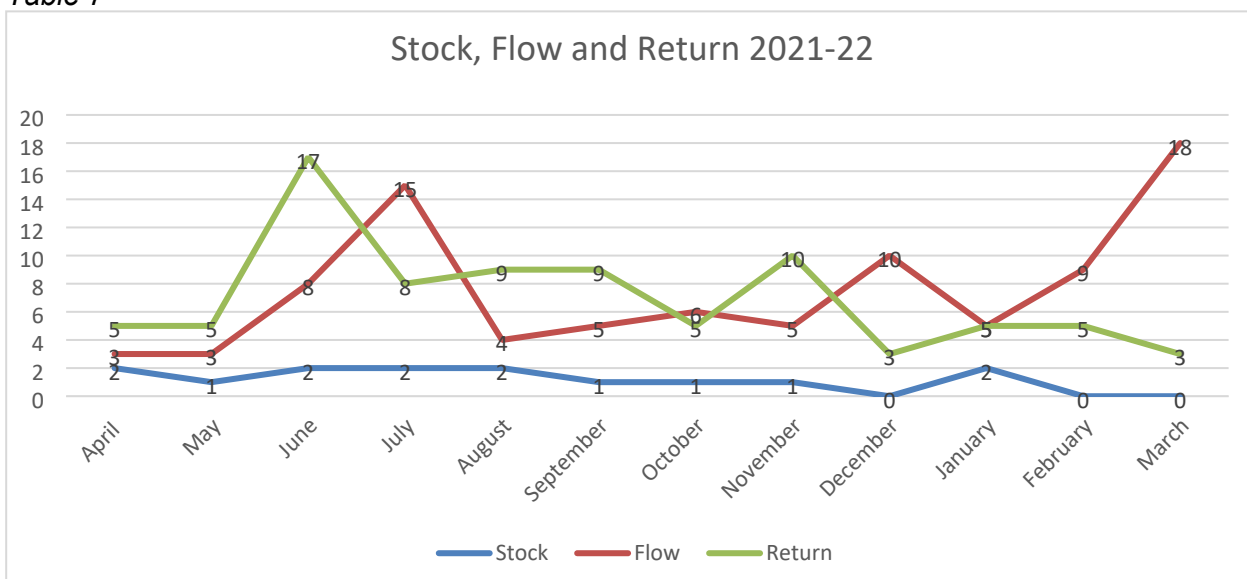


3.13 The government categorises rough sleepers as stock (been on the streets for 6 months or more), flow (are new to the streets) and return (have returned to the streets, but not been there for a consecutive 6 months) and the graph below summarises this. The number of stock rough sleepers is low, however the new flow to the streets is quite high and this is where efforts need to be concentrated to ensure they don't move into returners or stock.

3.14 The team continues to undertake early morning outreach with key partners to offer support and respond to any rough sleeping reports. The new Intensive Housing Led Support Team and Queens House will assist in ensuring there is a potential housing options available. What is key with rough sleepers is:

- Preventing it in the first place
- Working in partnership to address the underlying problems which led to rough sleeping
- Working in partnership in high-risk areas of rough sleeping i.e. prison release, hospital discharge (the team currently have an RSI dedicated post working in this area)
- Trying to minimise the number of people who return to rough sleeping
- Ensuring there are a range of housing options available as one size doesn't fit all and making sure there is a pathway on move on through the system to avoid any bed blocking

Table 7



- 3.15 All rough sleepers are offered support and wherever possible an accommodation option, however it has to be acknowledged that due to their complex and multiple needs, they have often exhausted all the accommodation options available to them. This is where the service will continue to offer support and work with partners to address wider issues, which are normally a combination of substance misuse, offending, mental and physical health, domestic abuse, and trauma. At the last outreach there were 5 verified rough sleepers found.

4.0 Future Plans & Challenges

- 4.1 The service now needs to take stock and re- focus its activities back on the strategic outcomes whilst acknowledging that the world we are operating in has changed significantly over the last few years and recognising the pressures that are coming in the future. With this in mind there will be a review of the Homeless Prevention and Rough Sleeping Strategy and a new one will be published by April 2023.

- 4.2 Key areas of work will be:

- Moving back to a preventative approach and working with wider stakeholders to promote this
- Ensuring that the Housing led Support team and Queens House is operational including the development of a supported housing pathway
- Developing the young person's agenda, including the transitions model
- Working with the private rented sector and social landlords to develop better pathways and housing options
- Working with the non-commissioned sector to bring up quality and outcomes
- Reducing the use of B&B and creating better temporary accommodation options

- 4.3 The challenge will be ensuring that the service can respond to the wider external factors which are impacting and driving homelessness. The housing market has changed which means there are a lot less affordable properties available in the borough and social housing turnover is slow. A minority of rents now fall within the local housing allowance levels and landlords have their pick of tenants as people are choosing to rent as they cannot afford to buy. The cost of living crisis and general poverty is impacting on people's ability to pay rent and other bills, leading to arrears and homelessness. Landlords are exiting the market with some are selling due to the high house prices and others are being impacted on the cost of living themselves.

5.0 Invited Witnesses

- 5.1 The following witnesses have been invited to today's meeting to answer questions from the committee:
- Michelle Kaye, Group Leader Housing & Welfare, Public Health & Communities Directorate, BMBC
 - Linda Middlewood, Head of Service Adult Social Care, Public Health & Communities Directorate, BMBC
 - Paul Brannan, Head of Safer Barnsley, Public Health & Communities Directorate, BMBC
 - Wendy Lowder, Executive Director Place, Health & Adult Social Care, BMBC
 - Phillip Hollingsworth, Service Director Communities, Public Health & Communities Directorate, BMBC
 - Amy McKenzie, Service Manager, Assessment & Strong Families, Children's Services Directorate, BMBC
 - Sophie Wales, Service Director Children's Social Care & Safeguarding & Interim Executive Director Children's Services, Children's Services Directorate, BMBC
 - Julia Burrows, Executive Director, Public Health & Communities, BMBC
 - Cllr Trevor Cave, Cabinet Spokesperson Children's Services, BMBC
 - Cllr Caroline Makinson, Cabinet Spokesperson Public Health & Communities, BMBC

6.0 Possible Areas for Investigation

6.1 Members may wish to ask questions around the following areas:

- What has gone well over the last 12 months and what could have gone better?
- What are the main areas of concern now and in the next 12 months and what are your greatest challenges?
- How have the audits on the deaths of four young homeless individuals in 2020-21 in Barnsley altered your work?
- How confident are you that you are meeting your duty to young people who are at risk of homelessness as set out in legislation (including the Children's Act)?
- How effective was the Homeless Recovery Plan? How do you know?
- Can you give examples of how you work together to provide effective support and positive outcomes for young people? How can joint working be strengthened?
- How does being homeless impact upon the lives of children and young people and what is being done to support them in other areas of their lives?
- Have you evaluated the success of the pilot approaches for young people? What were the findings?
- When do you expect to have effective provision in place for 16-17 year olds?
- What is the average time that a family is expected to be in temporary accommodation; what are the implications and what are the challenges associated with finding more secure accommodation?
- How are those who have experienced homelessness involved in shaping the service delivery?
- Can you give examples of how best practice has been used to inform decision making and service delivery?
- How do you work with third sector organisations, the criminal justice system, education providers, employers and private landlords to support those at risk of becoming, or those who are already, homeless?
- How is the service working towards making their homelessness outreach work proactive rather than reactive? What more could be done?
- How do you ensure communication is accessible and easily understood for service users and for those who are hard to reach?
- Do you have both the resources and capacity to implement improvements?
- What can members do to support the work to tackle homelessness in Barnsley?

7.0 Background Papers and Useful Links

Item 4b (attached) Homeless Prevention and Rough Sleeping Strategy

Homelessness Reduction Act 2017

<https://www.legislation.gov.uk/ukpga/2017/13/contents>

Provision of Accommodation for Children in Need guide

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/8260/Provision_20of_20accommodation.pdf

Homelessness code of guidance for local authorities

<https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities>

Homelessness in Barnsley report to Overview & Scrutiny Committee 23rd March 2021

<https://barnsley.mbc.moderngov.co.uk/documents/g6410/Public%20reports%20pack%2023rd-Mar-2021%2014.00%20Overview%20and%20Scrutiny%20Committee.pdf?T=10>

8.0 Glossary

8.1	B&B	Bed & Breakfast
	RS	Rough Sleeping
	RSI	Rough Sleeper Initiative
	RSAP	Rough Sleeper accommodation Programme
	SYHA	South Yorkshire Housing Association

9.0 Officer Contact

Jane Murphy, Scrutiny Officer, Scrutiny@barnsley.gov.uk
20 June 2022

This page is intentionally left blank

HOMELESS PREVENTION AND ROUGH SLEEPING STRATEGY



2018 - 2023

FORWARD

I am pleased to introduce Barnsley's new Homeless Prevention and Rough Sleeping Strategy for 2018-2023. I would like to thank partners from across the Council, Health, Criminal Justice, Housing Sector, Voluntary and Faith based sector that have contributed and supported the development of this strategy.

The strategy sets out our approach for tackling homelessness in the borough. The main focus of the work in the strategy is to prevent homelessness in the first place and helping those who are homeless build a better future. We have made positive progress over the last five years in supporting those who are homeless or at risk of becoming homeless, but more needs to be done. Homelessness is on the increase in the borough and a different approach that drives whole system change is required.

The road ahead will be challenging, increasing pressures on budgets in all sectors, impacts of welfare reforms, the impact of the Homeless Reduction Act 2017 are just some of the issues we face. However I am confident if we work in partnership to tackle these issues we can have a positive impact on homelessness in Barnsley.

Rough sleeping has been high on the national agenda and gained much media coverage, and we are fortunate in Barnsley not to have a big rough sleeping problem. There are many more people in the borough living in precarious housing situations, sofa surfing, temporary accommodation and hostels.

We know that the prevention of homelessness is key to tackling disadvantage and creating sustainable communities. People who do not have access to sustainable accommodation will find it difficult to engage in education, training or to maintain or gain employment. So this must be our focus.

It is important in such times where budgets are reducing and demand for specialist services are increasing, that we work together and pool our resources to ensure people in our communities get the right support, at the right time. No single organisation can solve homelessness alone; we must proactively work together to intervene earlier and prevent it happening.

I look forward to working with you all to deliver this strategy and making the vision a reality.

Councillor Jenny Platts
Cabinet Spokesperson for Communities Directorate

CONTENTS

Homeless Prevention and Rough Sleeping Strategy

INTRODUCTION 4

HOMELESS REDUCTION ACT 2017 4

OUR CHALLENGES 5

WHAT THE DATA REVIEW IS TELLING US 6

OUR VISION AND PRIORITIES 7

GOVERNANCE OF THE STRATEGY 8

SUMMARY 9

Action Plan

PRIORITY ONE - TO MAXIMISE HOMELESS PREVENTION OPTIONS, ACTIVITIES AND OUTCOMES 11

PRIORITY TWO - SUPPORTING THOSE WITH COMPLEX NEEDS 12

PRIORITY THREE - REDUCE THE DEMAND FOR TEMPORARY ACCOMMODATION AND ELIMINATE THE USE B&B OUT OF AREA 13

PRIORITY FOUR - PROTECT AND INCREASE LOCAL HOUSING OPTIONS 14

PRIORITY FIVE - MAXIMISE AND MAINTAIN PARTNERSHIP WORKING 15

Appendix

INTRODUCTION

This strategy has been developed in consultation with key partners following a review of homelessness in Barnsley and takes into account recent developments in relevant legislation and policy.

This strategy seeks to set out a collaborative approach to tackling homelessness in Barnsley over the next five years. An early help approach has been shown to prevent homelessness and must be the foundation of this strategy. Together as partners we can expand on this approach, not only to prevent homelessness but also to achieve wider outcomes such as improved health and well-being and better job prospects.

The Council and its partners have made progress in tackling homelessness over the lifetime of the last strategy, but the landscape we are working in has changed. Austerity, welfare reforms, the economic position, migration patterns, housing supply and the affordability and the growth of the private rented sector have all contributed. In addition to this wider policy and legal changes have had an impact on both the national and local homelessness situation.

This strategy will build on the previous good work; the last homeless strategy had a clear focus on prevention and since 2013/14 2,961 people have been supported to stay in their current property or to find alternative accommodation. Rough sleeper numbers have remained low and different temporary accommodation models have been tested. The strategy will take full account of this changing landscape including the implementation of the Homeless Reduction Act 2017, which came into force in April 2018. It will be underpinned by a clear action plan which will be monitored operationally by the Homeless Alliance and strategically through the Housing and Energy Board.

HOMELESS REDUCTION ACT 2017

This is the biggest change to homeless legislation in decades. The Act commenced in April 2018 and builds on the existing provisions of Part 7 of the 1996 Housing Act (as amended by Homelessness Act 2002), it extends the councils duties to those who are homeless and has a focus on prevention. The key changes brought about by the Act include:

- Improving the advice and information available about homelessness and the prevention of homelessness.
- Extending the period 'threatened with homelessness from 28 days to 56 days' – introducing new duties to prevent and relieve homelessness for all eligible households, regardless of priority need, intentionality and (local connection).
- Introducing assessments and Personal Housing Plans setting out the actions authorities and individuals will take to secure accommodation.
- Encouraging public bodies to work together to prevent and relieve homelessness through a Duty to Refer, which commences in October 2018.

OUR CHALLENGES

Nationally the government recognises that the housing system is 'broken'¹ and recent statistics² show that homelessness and rough sleeping is on the increase. Locally there are also a number of pressing issues:

- **A lack of affordable housing** particularly for single people and especially those under 35, who are on low incomes or unemployed. This group is impacted by the under 35 shared room rate. This is the biggest group of people who approach the Housing Options service for assistance.
- The continued **impact of welfare reforms** particularly spare room subsidy, benefit cap, introduction of universal credit and changes to sickness benefits.
- **Changing landscape in the private rented sector** - A tendency for private landlords to be more selective of tenants who are perceived to be low risk. There are also areas of the borough with private sector stock which is of poor quality, with landlords reluctant to invest and manage.
- Deprivation and associated **poverty/low incomes** are key barriers for accessing suitable housing and maintaining stable and financially sustainable tenancies. Access to employment is a key mechanism for preventing homelessness. The average household income in Barnsley is relatively low, so meeting housing and daily living costs is a challenge for some. Linked to this is fuel poverty, The Department for Business, Energy and Industrial Strategy (BEIS) estimates there to be 12,550 households suffering from fuel poverty in Barnsley, this equates to 12.2% of households in the borough (2016 data).
- Those on the streets are at greater risk of **cold related illnesses and excess winter deaths**³.
- An ongoing **undersupply of social housing** - (social housing in this context means council and registered social landlords) and other affordable housing as recognised nationally in the Housing White Paper (Fixing Our Broken Housing Market, 2017).¹ In the context of an increasingly de-regulated environment, social housing providers are required to be more business minded and this may lead to some reluctance to house people perceived to be high risk in terms of welfare dependency and their ability to maintain a tenancy without ongoing/intensive support.
- The ongoing need for **efficiencies and savings** in local government and continued austerity has led to a reduction in the support and advice services available locally for those who are vulnerable, which can mean people are presenting in crisis.
- The approach to supporting clients has been **too housing focussed**, with an emphasis on securing accommodation at the expense of trying to prevent future homelessness by addressing the underlying causes. We need to do more to recognise the impact and cost that the trauma of homelessness can have on both adult and children's physical and mental health and well-being.
- A number of the people presenting as homelessness have a mixture of **complex needs**, common to these are substance misuse, mental health and offending. Some of these people are spending periods of time rough sleeping and begging, others are in and out of supported housing, prison and hospital and a number are precariously housed, often 'sofa surfing'. The challenge here is encouraging people to engage in the services and accommodation available and ensuring all partners are pulling together for the same aim.
- A limited number of **options for temporary accommodation** and the continued use of B&B out of area, including for families.
- Barnsley is proud to be a Local Authority that welcomes **new arrivals** and, as such, we are an area where asylum seekers are accommodated through the Home Office's contract with a private accommodation provider. However, this has added to current pressures on homelessness and other statutory services, particularly when asylum seekers are given a decision on their claim for status in the UK. We work closely with the Home Office, the accommodation provider, support organisations and with regional Local Authorities to make sure that any pressures are kept to a minimum and that we are involved in all stages of the process with the power of veto, where necessary.

Overall ensuring that people who have experienced homelessness are able to sustain accommodation in the long term requires both the availability and access to suitable housing and the appropriate support structures. Individuals and households also need to have the capacity and resilience to maintain occupation of their home.

¹ <https://www.gov.uk/government/publications/fixing-our-broken-housing-market>

² <https://www.gov.uk/government/collections/homelessness-statistics>

³ <https://www.gov.uk/government/publications/cold-weather-plan-cwp-for-england>

What the data review is telling us

The results of the review indicate that over the last few years the service has been moving in the right direction; in that homeless acceptances (i.e. those we have reason to believe are homeless, priority need, unintentionally homeless and have a local connection), have been reducing and preventions increasing. However 2017/18 has seen a steep rise in the number of homeless acceptances and placements in temporary accommodation. Reflecting the fact that homelessness in Barnsley is increasing and it's becoming more challenging to successfully prevent homelessness. Analysis is ongoing to determine why this is happening but some initial observations are that there is limited move on from supported housing, housing options for some people with a range of support needs can be restrictive, there are not enough supported/emergency housing options available and access to the private rented sector is a challenge. The biggest group presenting are single males between the ages of 25-44, often with a range of complex needs. The new ways of working under the Homeless Reduction Act will inevitably lead to more people presenting to the service for advice, support and accommodation and we need to focus on trying to keep people in their existing accommodation where this is feasible.



Page 22

This demonstrates some of the challenges that Barnsley faces in that there are potentially a large proportion of people in Barnsley living in precarious housing situations and 'sofa surfing', which is not a sustainable long term option. A high proportion of people, particularly young people, are being asked to leave by parents reflecting the need for earlier identification and support in these families, including mediation. Poverty is impacting on people's ability to manage and maintain their homes. The risk to people on the streets is increased during periods of cold weather. The government's asylum dispersal programme and the need to move people through this programme once they have leave to remain contributes significantly to the reasons for homelessness in Barnsley as does those leaving prison. There is increasing pressure on temporary accommodation placements. The experience of the Housing Options service is that there is a cohort of people who are experiencing the 'revolving door of homelessness' in that they are placed in supported housing or other accommodation, are evicted, rough sleep, prison, B&B; a vicious cycle.

A full review of the data and strategic links is contained in Appendix 1.

OUR VISION AND PRIORITIES

“Working in partnership to end homelessness in Barnsley”

This strategy will demonstrate how early intervention and prevention will be framed around five main priorities:

PRIORITY ONE - To maximise homeless prevention options, activities and outcomes

Act faster to prevent people losing their homes, early identification of problems and the provision of high quality advice and assistance will ensure people have the best chance of staying in their home.

PRIORITY TWO - Supporting those with complex needs

Providing those with complex problems, including rough sleepers, with the right accommodation and support to build their resilience and sustain independent living.

PRIORITY THREE - Reduce the demand for temporary accommodation and eliminate the use of B&B

Effective action to relieve homelessness through robust pathways and to ensure that suitable accommodation can be secured at the point of crisis.

PRIORITY FOUR - Protect and increase local housing options

Enable people to secure homes they can afford, working in partnership to make best use of existing resources, improve access to available housing options in private and social rented sector, increase supply, promote active move on from supported housing and identify and address gaps in provision.

PRIORITY FIVE - Maximise and maintain partnership working

Working better together in a co-ordinated way to prevent homelessness and build resilience; strong relationships, common assessment and referral processes, information sharing, co-location and jointly delivered services will lead to better outcomes for the homeless.

GOVERNANCE OF THE STRATEGY

The strategy and action plan will be monitored and reviewed annually. A report will be prepared for the Housing and Energy Board on a regular basis and performance will be monitored through the Homeless Alliance. Progress will be monitored through the action plan and the following key performance indicators.

Performance indicator	2017/18 figures	Expected outcome
Number of homeless approaches split between Housing Advice and Homeless	Housing Advice - 1295 Homeless - 253	Housing Advice to increase by 10% year on year. Homelessness to decrease by 10% year on year.
Number of homeless applications	244	To increase year on year
Number of homeless applications where homelessness is successfully prevented	677 preventions	80% or above
Number of homeless applications where homelessness is successfully relieved	To establish a baseline in 2018/19	80% or above
Number of homeless applications where the council accepts a full duty	41	To decrease by 10% year on year
Number of verified rough sleepers (through counts and outreach work)	0	Remain at zero
To reduce the number of people returning to the streets within a 6 month period	Baseline to be established in 2018/19	To reduce year on year
Number of homeless applicants who are placed in temporary accommodation placements (Assessment beds, crashpad, B&B & homeless families)	155	To decrease by 10% year on year
Number of homeless applicants who are placed in B&B (target to end all placements by 2023)	67	To decrease by 10% year on year
To reduce the overall expenditure on temporary accommodation by 10% each year	Spend in 2017/18	To reduce by 10% year on year
In partnership, bring back into use 30 empty homes to be used for those who are vulnerable to homelessness	10 in 2018/19	30 in total over 3 years
Work with social housing providers to facilitate the availability of 10 units of temporary/move on accommodation	5	10 in total over 2 years
Create a minimum of 15 private rented tenancies through proactive work with private landlords	5	15 in total over 2 years
Number of Duty to Refer referrals received (from October 2018)	Baseline to be established in 2018/19	To increase year on year
<ul style="list-style-type: none"> Those who have a statutory duty Those who do not have a statutory duty 		

SUMMARY

The objectives in this strategy are interrelated and mutually reinforcing, working together to achieve an end to homelessness. Key to delivering the strategy will be continued collaborative working across the council and its partners. However we recognise we need to strengthen these relationships both operationally and strategically. We will seek to improve and build on our existing partnership working to support people to stay in their properties or to find lasting and affordable housing solutions. To be successful prevention and early intervention is key; as is flexibility in service delivery and listening to customers.

The strategy will be underpinned by a robust action plan which will be updated annually and be flexible in responding to any emerging needs, trends and policy changes. Actions and targets will be agreed with partners who will be asked to make specific commitments on their contribution to the strategy.



PRIORITY ONE

To maximise homeless prevention options, activities and outcomes - act faster to prevent people losing their homes, early identification of problems and the provision of high quality advice and assistance will ensure people have the best chance of staying in their home.

Ref	Action	Target/Outcome	Lead
1.1	Implement the Homeless Reduction Act 2017.	Increased focus on prevention particularly for singles and couples.	Housing Options
1.2	Adopt a commitment to prevent homelessness which has buy in across all council services and with wider stakeholders including landlords (social and private), criminal justice agencies, police and health services. Exploring ways to increase partnership working and building support to tackle homelessness.	Corporate approach to the prevention of homelessness. Provide early support to reduce the numbers of people who present in crisis. Further develop multi-agency working around homelessness. Develop a more co-ordinated approach to homelessness.	Housing Options
1.3	Ensure an early intervention approach is adopted by all, referring people earlier for support and advice, ensuring sufficient capacity to respond to referrals.	To increase the number of early referrals to the service to prevent crisis.	Housing Options
1.4	Raise awareness of homelessness with relevant organisations and stakeholders.	To raise awareness of the causes and consequences of homelessness and promote what others can do to prevent homelessness.	Housing Options
1.5	Use DHP (Discretionary Housing Payment), as a prevention tool for homelessness, targeting it where it will have most impact.	To have an agreed process with Benefits, Taxation and Income to ensure that DHP supports the prevention of homelessness.	Housing Options Benefits Taxation and Income
1.6	Develop pre- eviction protocols with both social and where appropriate private landlords.	To provide early housing options and advice to tenants to try and prevent homelessness or support a managed move. Housing Options Social Landlords operating in the borough	Housing Options Social Landlords operating in the borough
1.7	To consider the need to undertake more outreach work in key locations.	Early intervention approach and ensure a more accessible service.	Housing Options
1.8	Ensure ongoing availability of budgeting, debt and money management advice in support of homeless prevention and the implementation of Universal Credit.	People can access support to manage their monthly UC payments including rental payments.	Housing & Welfare DWP CAB Credit Union
1.9	Produce and provide high quality housing advice in a number of formats.	To make advice more accessible and available, with a particular focus on those who are at greater risk of homelessness.	Housing Options
1.10	Work with private sector landlords to reduce barriers to letting to tenants on benefits and develop incentives to attract more private landlords.	Have a clear offer to private landlords, promoting the impact they can have on reducing homelessness.	Housing Options

ACTION PLAN

PRIORITY TWO

Supporting those with complex needs – providing those with complex problems, including rough sleepers, with the right accommodation and support to build their resilience and sustain independent living.

Ref	Action	Target/Outcome	Lead
2.1	Review current service models and procedures to ensure support is available for all rough sleepers/those with complex needs and consider alternative methods of support to engage these individuals.	Development of a NSNO (No Second Night Out) approach including a swift assessment of accommodation and support needs. Holistic and targeted plans are developed with a range of agencies to address underlying issues. Ensure the people are in the right accommodation type to meet their needs.	Housing Options Communities Commissioning
2.2	Provide a resettlement/floating support package for every complex needs individual/rough sleeper moving into an independent tenancy.	To ensure sustainability of accommodation and prevent/reduce repeat homelessness.	Housing Options Communities Commissioning
2.3	Development of clear pathways for this group particularly at crisis points where the risk of rough sleeping is heightened, i.e. prison release, hospital discharge and evictions.	To reduce the risk of rough sleeping, sofa surfing and the revolving door of homelessness. To get commitment from other services to support the wider needs. To ensure health needs are met.	Housing Options Prisons Probation Secondary Care Health Integration Team
2.4	Develop joint working arrangements with adult social care, children's social care, safeguarding, primary care, mental health and substance misuse.	Ensure referrals are in place between services to reduce the health and well-being inequalities of homeless people. To develop a joint assessment and support planning approach to address needs and risks around homelessness.	Housing Options Public Health CCG Commissioning Social Care
2.5	Conduct at least two rough sleeper counts and continue to undertake weekly outreach to establish accurate numbers.	To give a clearer picture of rough sleeping and inform service development.	Housing Options
2.6	Ensure there is sufficient capacity and support available to run SWEP (Severe Weather Emergency Protocols) all winter.	To provide sufficient beds throughout winter for those who are on the streets, including an assessment of their accommodation and support needs. To reduce the risk of cold related illnesses and excess winter deaths.	Housing Options Homeless Alliance Communities Commissioning
2.7	To deliver the sub regional rough sleepers programme project.	To evaluate the success of the sub regional approaches and embed any good practice arising from this.	Housing Options Sub Regional Homelessness Group
2.8	To work in partnership with Community Safety, the Police and other key stakeholders to develop an action plan to tackle begging in the town centre.	To reduce begging and rough sleeping in the town centre.	Housing Options Community Safety Police
2.9	To develop an ongoing communication programme to educate the public about what support is available for those who are rough sleeping and begging, including the development of an alternative giving scheme.	Raise awareness of services available to rough sleepers/complex needs/beggars. To offer alternative ways the public can support this group.	Housing Options Public Health Communications (BMBC) Homeless Alliance
2.10	To pilot a Housing First model, particularly with the 'revolving door' group to see what lessons can be learnt and whether this approach could be used more widely.	Reduce the revolving door of homelessness and increase tenancy sustainment.	Housing Options Communities Commissioning

PRIORITY THREE

Reduce the demand for temporary accommodation and eliminate the use B&B out of area – effective action to relieve homelessness through strong and effective pathways to ensure that suitable accommodation can be secured.

Ref	Action	Target/Outcome	Lead
3.1	Work with a range of landlords to secure alternative models of temporary accommodation. To work with Berneslai Homes to pilot a Housing First, shared accommodation and family accommodation model.	More local options for temporary accommodation. Sending less people out of area.	Housing Options Communities Commissioning
3.2	Ensure that transitional support is available when needed for moving out of temporary accommodation.	Increase tenancy sustainment. Prevent repeat homelessness.	Housing Options
3.3	Review and if necessary re-commission/remodel existing services, including any elements of temporary accommodation.	Ensure sufficient supply of local temporary accommodation, with the right levels of support to meet needs.	Communities Commissioning Housing Options
3.4	Develop effective pathways to and from temporary accommodation, i.e. there are sufficient bed spaces and that move on is timely.	Prevention of rough sleeping. Prevent bed blocking in supported housing. Gain a better understanding of why length of stay can vary and barriers for move on.	Housing Options Communities Commissioning
3.5	To stop using B&B out of area.	To ensure placements are available locally so that customers can access the services they require. To reduce spend on B&B.	Housing Options Communities Commissioning
3.6	Improve performance monitoring frameworks.	To provide better intelligence to support commissioning decisions and service delivery models.	Housing Options Communities Commissioning
3.7	To review the provision of accommodation and support for 16-17 year olds.	To mediate home visits if this is a viable option. To ensure that appropriate accommodation and support is available with clear pathways once they turn 18.	Children's Social Care Housing Options

PRIORITY FOUR

Protect and increase local housing options – enable people to secure homes they can afford. Demand for limited social and supported housing is high and some households have difficulty accessing the private rented sector. The council will work with partners to make best use of existing resources, improve access to available housing options, increase supply and identify and address gaps in provision.

Ref	Action	Target/Outcome	Lead
4.1	Develop a clear and co-ordinated private sector offer. Improve access to good quality private rented housing to expand choices and provide affordable options. This includes supporting both tenants and landlords and developing new approaches that are attractive to all parties.	Improve options available to customers. Develop strong partnerships with PRS landlords. Co-ordinate resources and how we work with private landlords across the borough to improve efficiency and avoid duplication. Supporting landlords where required to improve property standards and energy efficiency, to reduce the risks of fuel poverty.	Housing Options Housing and Energy
4.2	Work in partnership to bring empty homes back into use for those who are vulnerable to homelessness.	Provide more options for those who are at risk of homelessness or who are ready to move on from supported accommodation. Bring back long term empty homes into use as an affordable housing option.	Housing Options Housing and Energy Communities Commissioning
4.3	Work in partnership to ensure there is sufficient supported accommodation to meet demand and the needs of groups who are at most risk of homelessness in Barnsley.	Improve the matching of needs to the supported accommodation available. Development of a Supported Housing Strategy for the borough.	Communities Commissioning Housing Options
4.4	Increase the supply of affordable housing in the borough.	Development of new affordable housing for rent/sale/shared ownership. Bringing back long term empty properties into use for affordable rent.	Housing Growth
4.5	Make the best use of the existing council stock and social housing within Barnsley.	More options for those at risk of homelessness. Potential to use stock to support those with higher needs with the right support. Revise the Council's lettings policy. Review nominations agreements.	Housing Options Social Landlords Communities Commissioning
4.6	Ensure housing is available for families and individuals with no support needs rather than being placed in supported accommodation.	Minimise the use of temporary accommodation or supported housing for those who do not require it.	Housing Options

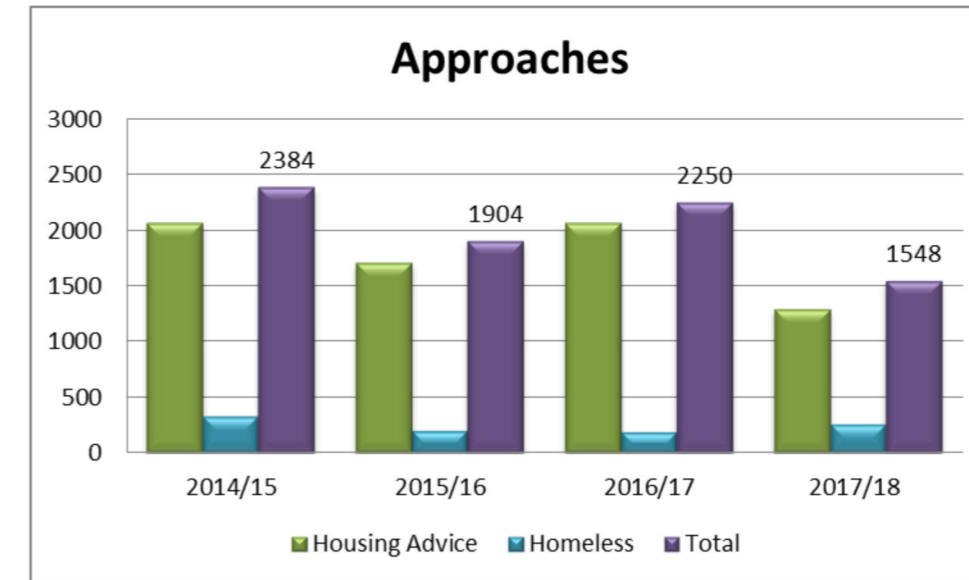
PRIORITY FIVE

Maximise and maintain partnership working – working better together, including with customers, in a co-ordinated way to prevent homelessness and build resilience; strong relationship, common assessment and referral processes, information sharing, co-location and jointly delivered services will lead to better outcomes for the homeless.

Ref	Action	Target/Outcome	Lead
5.1	Look to co-locate aligned services together to provide a holistic needs assessment and support planning process and a single point of access for customers.	Better offer to customer, meeting holistic needs. More efficient and effective service delivery model.	Commissioning Housing Options
5.2	Seek to involve services users in the design of services and policies and actively seek feedback from those accessing the Housing Options Team.	To ensure lived experience is informing service delivery.	Housing Options
5.3	Work in a way, strategically and operationally, that ensure services are progressively aligned to support homeless prevention at an early stage to help more people stay in their current accommodation or have a planned move rather than end up in crisis.	Development of integrated housing pathways. Make every contact count to support homeless prevention.	Housing Options
5.4	Develop and implement the Duty to Refer, by October 2018, for all organisations who want to support those who are at risk of homelessness.	Increase the numbers presenting to the service at an earlier stage. Encourage referrals from all agencies not just the statutory ones. Increase homeless preventions through early intervention work.	Housing Options
5.5	Further develop the keyworker model to ensure there is no duplication of support between services and that support plans are joined up.	Working in a holistic way to address the causes of homelessness and increase tenancy sustainment. Maximise resources, skills and knowledge.	Housing Options
5.6	Enable existing and new partners to work in Barnsley bringing their own expertise, resources and innovative approaches that help to deliver on the priorities.	Widen services available locally to support those at risk of homelessness.	Housing Options
5.7	To review the joint protocol and assessment process for young people at risk of homelessness. To contribute to the Council's Local Offer to Care Leavers.	To ensure it is fit for purpose and identify potential improvements to the process. Ensure housing and homelessness information is available in the right formats and places for the target client group, particularly care leavers.	Housing Options Children's Social Care
5.8	To develop the role of the Homeless Alliance to ensure it is influencing and directing the strategy and the work around homelessness in Barnsley.	To bring local organisations together to promote a joined up message, pool resources and find new solutions to end the cycle of rough sleeping and homelessness in Barnsley. Raise awareness of support available for those who are at risk of homelessness.	Housing Options Homeless Alliance

APPENDIX 1 HOMELESS REVIEW DATA AND STRATEGIC CONTEXT

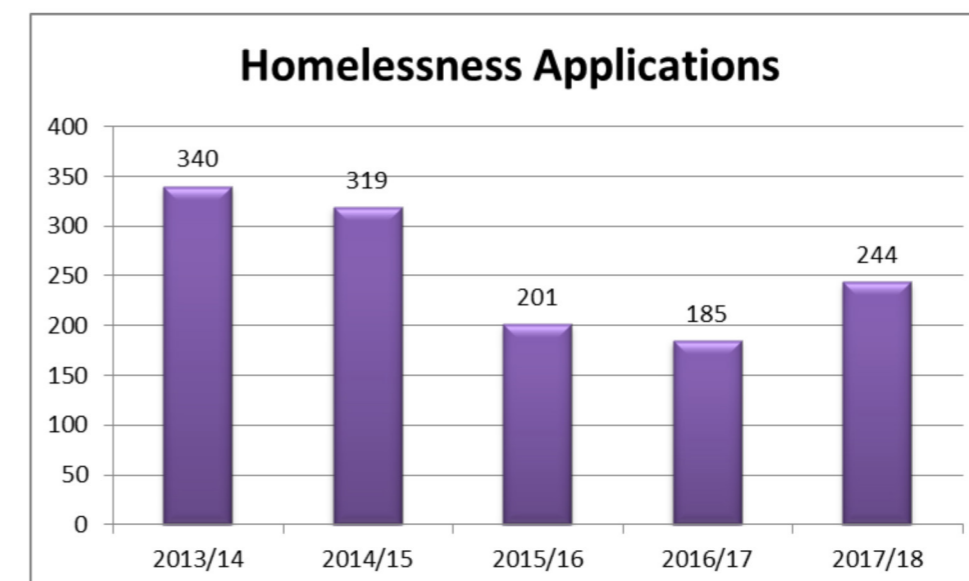
Homeless approaches



Approaches	2014/15	2015/16	2016/17	2017/18
Housing Advice	2065	1703	2065	1295
Homeless	319	201	185	253
Total	2384	1904	2250	1548

Number of Homeless applications

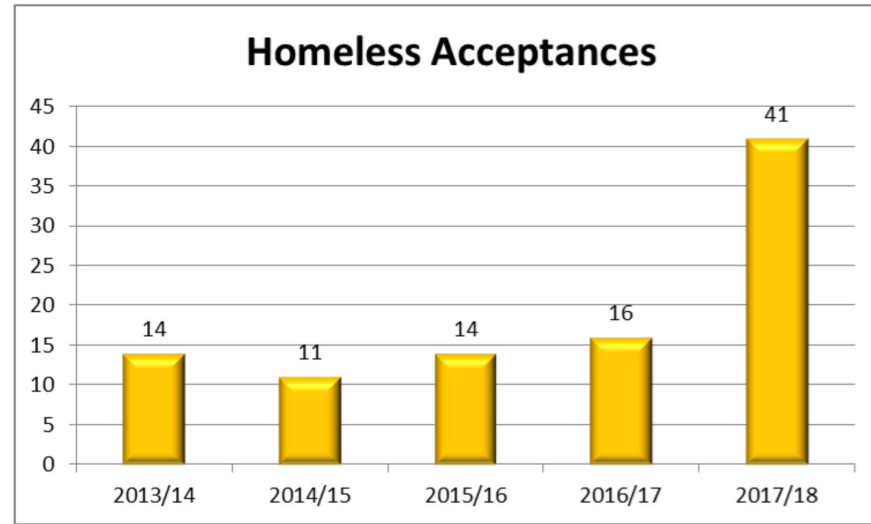
Those we have reason to believe are homeless or threatened with homelessness within 28 days (prior to April 2018) 56 days after this



APPENDIX

Number of Homeless Acceptances/Full Duty cases

Those who are homeless, eligible, in priority need, not intentional and have a local connection



Homeless Decisions/Outcomes

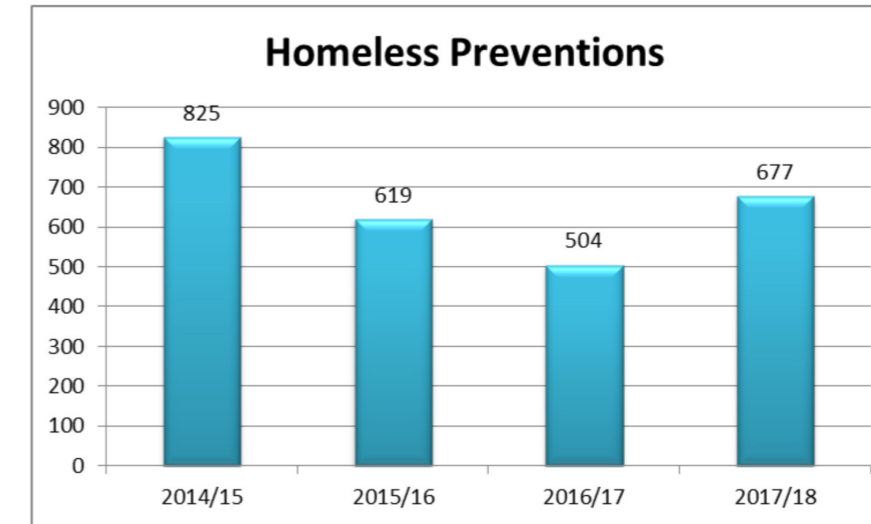
Homeless Applications & Outcomes	2013/14	2014/15	2015/16	2016/17	2017/18
Not Homeless	81	127	67	34	30
Homelessness Prevented	132	140	94	62	99
Not Eligible	3	5	0	3	12
Non Priority	10	17	13	1	11
No Local Connection	0	0	1	0	0
Intentional	10	4	4	5	5
Homeless Acceptances (Full Duty)	14	11	14	16	41
Lost Contact / withdrawn	90	15	8	64	46
Total Decisions	340	319	201	185	244

Vulnerability/Priority Need of Accepted (Full Duty) Cases

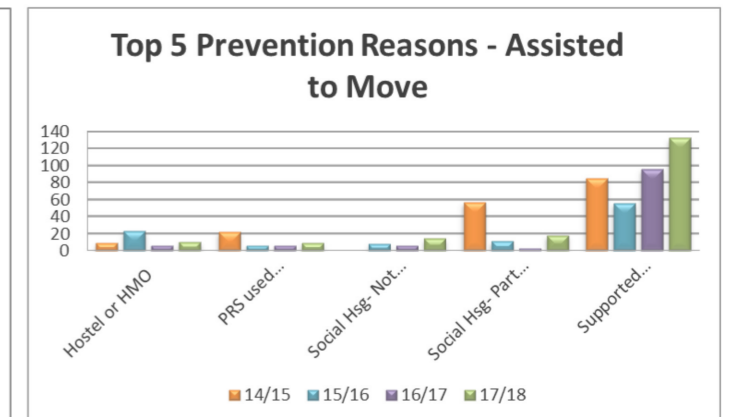
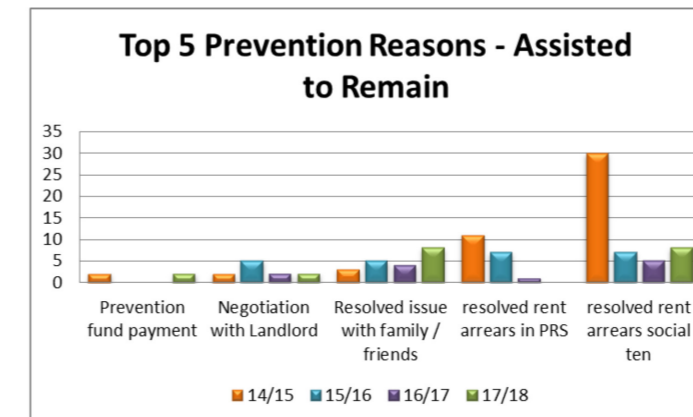
Priority Need Reasons	2013/14	2014/15	2015/16	2016/17	2017/18
Formally in Care and Aged 18-20 years	0	0	1	1	2
Household Includes Dependent Children	13	9	11	11	30
Other Special Reason	0	0	0	1	1
Pregnant with no Other Children	0	1	1	0	0
Violence/Threats of (Not Assoc Person)	0	0	0	0	1
Vulnerable Mental Illness or Handicap	1	0	0	2	3
Vulnerable Physical Disability	0	1	1	1	4

The number of approaches has been relatively stable over the last four years but did decrease in 2017-2018. It is envisaged that through the implementation of the Homeless Reduction Act and particularly the Duty to Refer in October 2018, that this figure will increase. The number of homeless applications (i.e. those who are homeless or threatened with homelessness in the next 28 days) has been steadily reducing over the last four years. However 2017-18 saw a 32% increase, and consequently there was a sharp increase in homeless acceptances (i.e. those who are homeless, eligible, priority need, and not intentionally homeless), of 156%. This is mainly attributed to a rise in the number of families approaching the service. Families with dependent children are also the biggest category of priority need decisions, making up 73% of decisions of full duty cases.

Homeless preventions

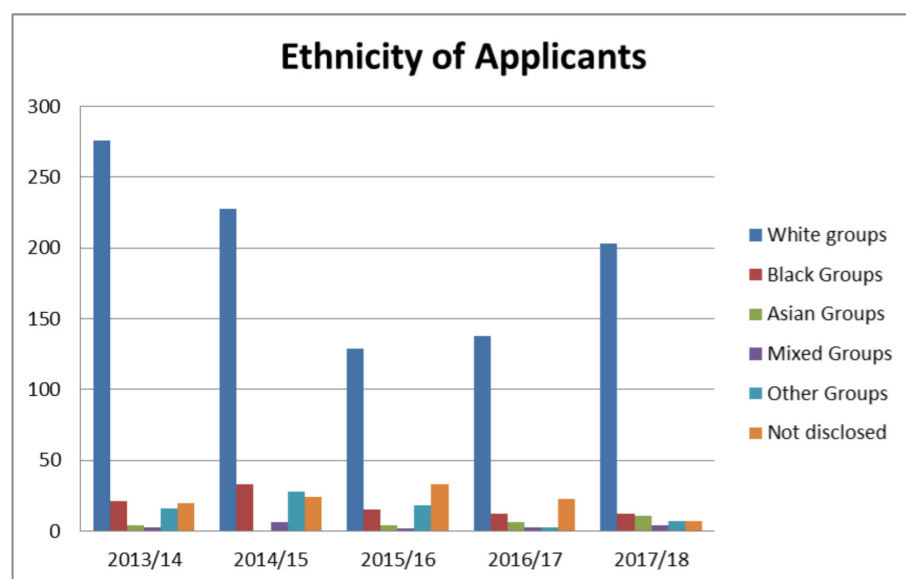


Homeless preventions – assisted to remain



Homeless preventions have increased year on year indicating the right direction of travel. The slight decrease in 2016-17 was mainly due to capacity issues within the team. The most successful prevention activity remains resolving rent arrears and mediating with family and friends and the most common place people are assisted to move to prevent homelessness is into supported accommodation, usually assessment beds, homeless families accommodation, hostel or crash pad.

Ethnicity of applicants



Ethnicity	2013/14	2014/15	2015/16	2016/17	2017/18
White groups	276	228	129	138	203
Black Groups	21	33	15	12	12
Asian Groups	4	0	4	6	11
Mixed Groups	3	6	2	3	4
Other Groups	16	28	18	3	7
Not disclosed	20	24	33	23	7

Page 29

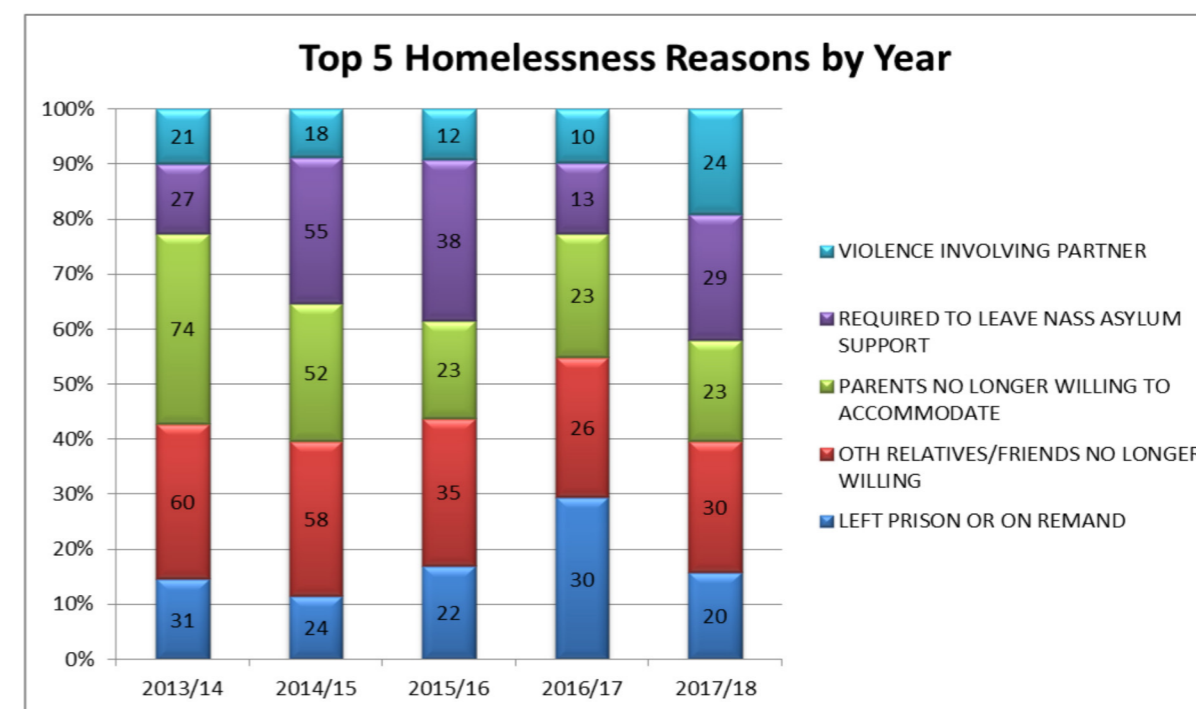
The majority of people accessing the service are white British but there has been a growth over the last 5 years of other groups seeking advice and support. As a service this is recognised and we are working closely with partners to ensure the advice and support is accessible to those groups. This is mainly attributed to the growth in refugees and migrant workers to the borough.

Age profile of homeless applicants

Age of applicant	2013/14	2014/15	2015/16	2016/17	2017/18
16 to 24 years	124	103	53	47	66
25 to 44 years	166	164	123	105	135
45 to 59 Years	44	43	22	29	30
60 years +	6	9	3	4	13
Total	340	319	201	185	244

Consistently the largest group of people presenting are single people between the ages of 25-44. This cohort are less likely to be priority need and so there is no interim accommodation duty, however we do work with all single people to consider their options around accommodation and support. The challenge for single people is the availability of suitable affordable accommodation as well as supported housing where this is required. Often contained within this group are the individuals with more complex needs who can have limited options in terms of housing due to their previous housing history.

Top 5 Causes/Reasons for homelessness



Cause/Reason for Homelessness

Homelessness Reasons	2013/14	2014/15	2015/16	2016/17	2017/18
HARASSMENT - NON RACIAL	6	2	1	0	1
LEFT HOSPITAL	1	4	2	4	5
LEFT OTHER INSTITUTION	1	5	2	7	8
LEFT PRISON OR ON REMAND	31	24	22	30	20
MORTGAGE ARREAR/REPOSSESSION, OTHER LOSS	3	6	2	0	5
NO FIXED ABODE, IN HOSTEL	6	3	2	2	6
NON VIOLENT BREAK WITH PARTNER	21	24	16	10	13
OTH RELATIVES/FRIENDS NO LONGER WILLING	60	58	35	26	30
OTHER - ENTER TEXT IN COMMENTS	3	6	4	4	8
OTHER EMERGENCY	1	1	3	2	1
PARENTS NO LONGER WILLING TO ACCOMMODATE	74	52	23	23	23
RENT ARREARS - HOUSING ASSOCIATION/RSL	1	2	2	1	1
RENT ARREARS - LA /PUBLIC SECTOR	12	9	6	3	2
RENT ARREARS - PRIVATE SECTOR	6	12	5	7	7
RENTED/TIED/LICENSE-NOT AST NOSP	22	8	7	18	26
REQUIRED TO LEAVE NASS ASYLUM SUPPORT	27	55	38	13	29
SLEEPING ROUGH	3	10	8	11	20
TERMINATION OF AST	35	16	10	10	11
VIOLENCE ASSOCIATED PERSONS NOT PARTNER	3	3	1	2	1
VIOLENCE INVOLVING PARTNER	21	18	12	10	24
VIOLENCE- OTHER FORMS	3	1	0	2	3
Total Homeless Cases	340	319	201	185	244

The top five reasons for homelessness have been relatively consistent over the last five years. This is in contrast to the national picture where the biggest reason for homelessness is the end of an assured shorthold tenancy. To address some of these reasons requires the preventative approach referred to throughout the strategy, in that we need to be alerted earlier of the 'family stresses' which may lead to homelessness and offer appropriate support.

Temporary accommodation

Temporary accommodation in Barnsley consists of 6 assessment beds for over 25's, 8 assessment beds plus a crash pad for under 25's, and 8 units of family accommodation and B&B. The table below only includes figures from B&B, assessment beds for over 25's and homeless families' accommodation. The young person's accommodation data is contained separately below.

Temp Accommodation	Referrals	Placements
2015/16	99	99
2016/17	197	135
2017/18	201	145

Breakdown to TA use by age/gender/expenditure for B&B by year

B&B	Referrals		Placements		Avg stay (days)		Avg Age		No Children	
	2016/17	2017/18	2016/17	2017/18	2016/17	2017/18	2016/17	2017/18	2016/17	2017/18
Female	23	20	15	13	3.7	8.5	34	33		
Male	36	40	23	34	11	6.2	33	31		
Family	8	23	9	20	9.8	10	30	33	17	22
Total Placements	67	83	47	67	8.1	8.2				

The majority of B&B placements are out of area due to the limited number of suitable and affordable B&B providers in Barnsley who will accept referrals from the council.

Homeless Families Accommodation	Referrals	Placements	Move on	Avg stay*
2016/17	19	19	13	66.5
2017/18	27	27	28	77.85

Assessment Beds	Referrals	Placements	% Placed	Avg. Stay	Other Placement
2016/17	111	69	62.16	24.50	13.00
2017/18	91	51	64.80	31.33	16.00

Young persons Accommodation 2017/18	Referrals	Placements	Not Accm	Avg Age
Female	24	23	1	20
Male	34	21	13	20
Total	58	44	14	20

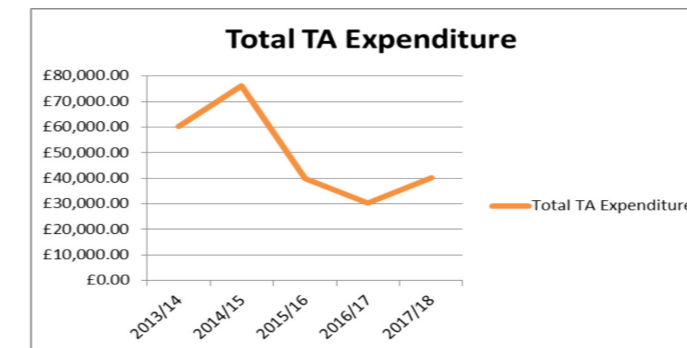
	Young persons Accommodation Avg. Stay (Days)		
	Males	Females	Overall
2017/18			
Flats	127	134	128.6
Assessment unit	62	111	75
Crash-pad	15	5	10.3

As the young person's services were re-commissioned in April 2017, we only hold one year's data. This shows that 58% of all referrals were male, and that of all referrals made, 25% were not accommodated. The average age of customers is 20, within the target age range of 16-24.

Move on for households in temporary and supported accommodation has become more difficult and the average stay in assessment beds, for over 25's has increased to 31 days, up 7 days on the previous year; and for families has increased to 77 days, up 11 days on the previous year. There are a number of reasons for this including:

- Affordable and suitable move on accommodation.
- Previous rent arrears/other tenancy related issues leading to exclusions.
- Lack of bond/rent in advance.
- Been asked to leave temporary accommodation.
- Access to support to move on and ongoing resettlement support.
- Welfare benefit issues.

Temporary Accommodation expenditure per year



Year	B & B	Void Loss for Homeless Families Accom & NSNO	Total Expenditure
2012/13	£37,592.97	£81,252.16	£118,845.13
2013/14	£16,400.65	£43,994.53	£60,395.18
2014/15	£13,781.94	£62,246.96	£76,028.90
2015/16	£7,782.20	£32,205.57	£39,987.77
2016/17	£17,544.00	£12,779.59	£30,323.59
2017/18	£35,028.60	£5,287.98	£40,316.58

The use of temporary accommodation and spend has been steadily decreasing over the last four years, however in 2017-2018 referrals to and placements in temporary accommodation has risen. Hand in hand with this has been continued demand and high occupancy rates of all supported housing and temporary accommodation, as well as waiting lists for some of the floating support services. This is mainly due to the increase in homeless applications, some changes to commissioned services and the lack of timely move on in the system. The biggest growth is in placements of single males and families.

Rough Sleeping

Rough sleeping is on the rise nationally, there has been a 169% rise since 2010 and as of autumn 2017 there were an estimated 4751 rough sleepers, which is up 15% on the previous year. However in Barnsley the levels remain low.

Sub regional rough sleeper data

	2010	2011	2012	2013	2014	2015	2016	2017
Barnsley	3	2	5	0	3	9	2	0
Rotherham	0	1	5	5	3	3	6	2
Doncaster	5	2	1	9	9	9	13	8
Sheffield	8	11	11	17	10	11	15	20

Barnsley Support Navigator data

Rough Sleepers	Reports	Rough Sleeping	Begging	Responded	Male	Female	Repeats	Avg. Pcm
2016/17		51	48	3	51	49	2	8
2017/18		110	51	59	73	105	5	34

Rough sleeper counts and estimates are a single snapshot of the number of people sleeping rough on a particular night between October and November. Local Authority's choose the night and work in partnership to either undertake an actual count or an estimate. Over the last eight years as the evidence of rough sleeping has been low we have not undertaken actual counts only estimates. 2017 was an actual count.

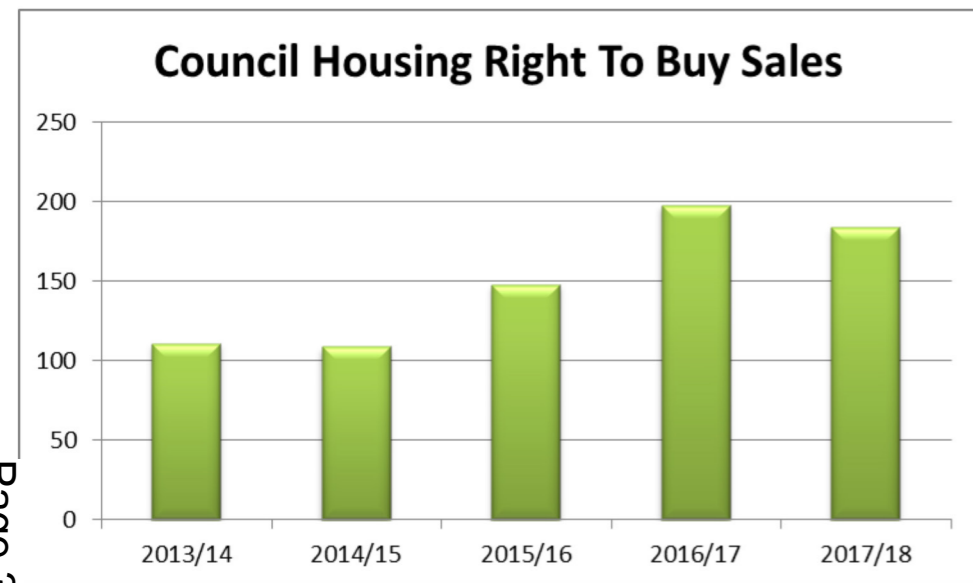
The Support Navigator post responds to all reported rough sleepers including those which are sent through Streetlink. As can be seen from the table above we receive a number of reports of rough sleepers and make every attempt to find and engage them. A large proportion cannot be found on the day of the referral and a significant proportion are not homeless but begging. Analysis of data and individuals would suggest that in any one year there are around 3 to 4 verified rough sleepers in Barnsley who are out on the streets for a significant period of time, i.e. four weeks or more. More detailed analysis and monitoring needs to take place to establish the true scale of the problem. Begging is a growing and visible issue for Barnsley and is a priority area to tackle over the next couple of years.

<https://www.gov.uk/government/statistics/rough-sleeping-in-england-autumn-2017>

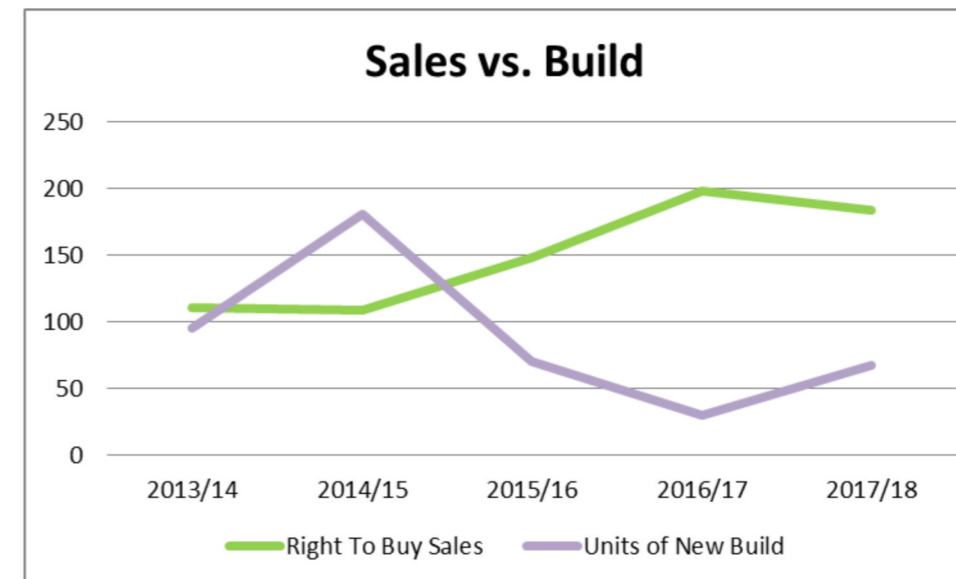
Affordable Housing supply

According to the 2001 census, the stock profile of the borough is made up of 65% owner occupier, 14% private rented and 21% affordable rent (social housing, intermediate rent and registered providers). There are around 18,000 council properties in the borough with 7000 on the waiting list and around 4600 units provided through registered providers. 44% of those registered on the council house waiting list are families, 39% single and 16% couples. Access to an affordable housing option is becoming an issue for people across the borough in all tenures due to the increasing gap between income and house prices/rents. Where housing is deemed affordable this can be in areas of the borough which already has high concentrations of deprivation and poverty, thereby exacerbating issues further. The Housing Strategy for the borough outlines the plans for housing growth for the borough. The tables below demonstrate the gap between right to buy sales and new build affordable housing.

Page 31



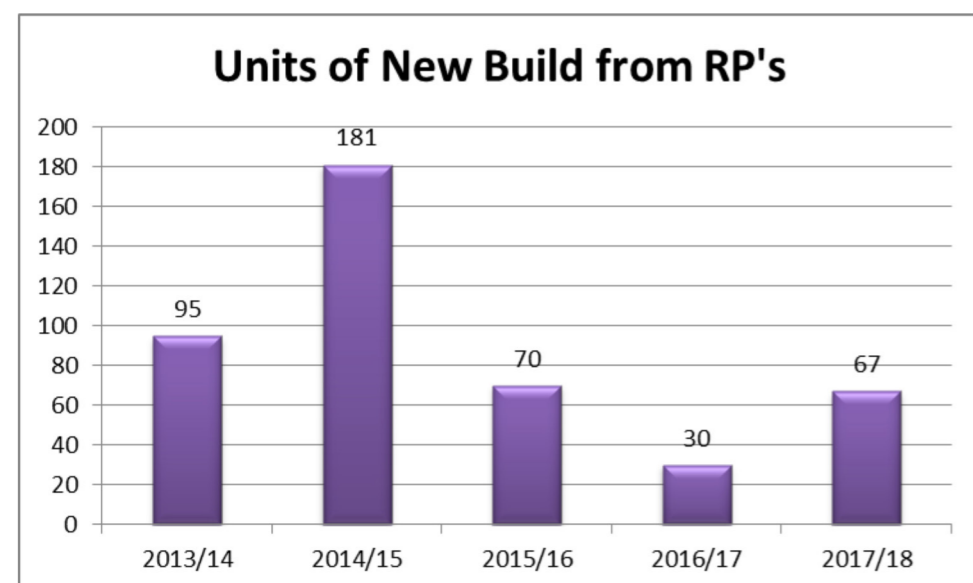
Year	Right To Buy
2013/14	111
2014/15	109
2015/16	148
2016/17	198
2017/18	184



Council Housing waiting lists data

Council house waiting list numbers at year end	
2013-14	7164
2014-15	7049
2015-16	6653
2016-17	6759
2017-18	7319

Units of new build from Registered Provider (Housing Associations)



Year	Units of New Build
2013/14	95
2014/15	181
2015/16	70
2016/17	30
2017/18	67

Council house stock	
2013-14	18,881
2014-15	18,822
2015-16	18,707
2016-17	18,596
2017-18	18,338

The Council has recently published Our Borough Profile 2018, which sets out a range of statistics and compares Barnsley at both a regional and national level. There are a number of areas in this report which can have direct links to the causes of homelessness, including education and work, benefits, and health and well-being. The challenge is therefore working collaboratively as a borough to address these wider issues to minimise the likelihood of homelessness.

<https://www.barnsley.gov.uk/media/8852/our-borough-profile.pdf>

STRATEGIC CONTEXT

This strategy does not sit in isolation, to truly tackle homelessness we need to focus on the causes' not just deal with the effects. These causes are well evidenced and range from structural issues, such as housing supply and the job market to more personal life events like relationship breakdown or other trauma. This cross cutting nature of homelessness means that this strategy has clear links to other key strategies in the borough including:

Barnsley Housing Strategy (2014-2033) - contains five key strategic objectives:

1. Support new housing developments.
2. Build high quality, desirable and sustainable housing.
3. Make best use of and improve existing housing stock.
4. Develop strong resilient communities.
5. Support younger, older and vulnerable people to live independently.

There are clear interdependencies between this strategy and the housing strategy for the borough, in that we need to ensure there is a mixed economy of housing available in the borough to meet current needs, the future demographic projections and attract new people into the borough to live and work here. The oversight by the Housing and Energy board for both the Homeless Prevention and Housing Strategy will ensure the priorities are aligned.

Barnsley Health and Wellbeing Strategy: Feel Good Barnsley (2016-2020) has a vision:

“That the people of Barnsley are enabled to take control of their health and wellbeing and enjoy happy, healthy and longer lives, in safer and stronger communities, wherever they are and wherever they live.”

This strategy focusses on early help and prevention and seeks to tackle some of the underlying issues which are known to contribute to homelessness including poor housing, poor mental health and poverty.

All Age Early Help Strategy (2017-2020)

This strategy is a key enabler of the Health and Wellbeing Strategy for the borough. It recognises that by adopting an early help approach this minimises the risk of problems becoming more severe and entrenched and ensures that people are supported to their full potential and lead rewarding lives. A part of this early help approach is the identification and support around housing issues in its broadest sense to try and prevent the crisis of homelessness.

Employment and Skills Strategy: More and Better Jobs, (2016-20)

The vision of this strategy is:

“Barnsley Council has a high level of ambition and aspiration to make the borough a thriving and unique place to live and work.”

Essentially this has two key strands; working with businesses so that they can access the skills they need to compete and grow – leading to more jobs. Enhancing the skills and competencies of local people to help them gain and progress in work – better jobs. Keeping or securing a job is one of the key building blocks in the prevention of homelessness as is gaining the right skills and education.

Anti-Poverty Delivery Plan (2015-18)

Poverty is an underlying cause of many homeless cases. The Anti-Poverty Plan sets out a multi-agency approach to tackling the causes of poverty across the borough. The focus for the next few years is food access and financial inclusion.

Barnsley Community Safety Strategy (2016-2020)

This is the plan which is developed and managed by the multi-agency Safer Barnsley Partnership. It has three key priorities: protecting vulnerable people, tackling crime and anti-social behaviour, and promoting community tolerance and respect. Homelessness can both be caused and affected by engagement in crime and disorder, a high proportion of the more complex homeless population have been involved in the criminal justice system.

Children’s and Young People and Families: A Brighter Future (2016-19)

This plan is about achieving better outcomes for children and young people in Barnsley. Its vision is focussed on:

- Strong Families, Strong Barnsley.
- Every child is in a good school.
- Success in learning and work.

There is also a strong focus on early intervention and prevention. This links directly to the focus of the homelessness and rough sleeping strategy.

FURTHER READING / REFERENCES

- <https://researchbriefings.parliament.uk/ResearchBriefing/Summary/SN02007>
House of Commons Briefing Paper, Rough sleeping (England)
- <https://www.barnsley.gov.uk/media/4264/corporate-plan-2017-20.pdf>
BMBC Corporate Plan 2017-2020
- <https://www.barnsley.gov.uk/media/3953/bmbchousingstrategy2014final.pdf>
BMBC Housing Strategy 2014-2033
- <https://www.homeless.org.uk/sites/default/files/site-attachments/Prevention%20research%202018.pdf>
Homeless Link (2018), Preventing homelessness before it begins: Case studies from the homelessness sector
- <https://www.barnsley.gov.uk/media/4161/barnsleys-health-wellbeing-strategy-pdf-final.pdf>
Barnsley’s Health & Wellbeing Strategy 2016-2020
- <https://www.barnsley.gov.uk/media/3063/employment-and-skills-strategy.pdf>
BMBC Employment and Skills Strategy: More and Better Jobs
- <https://www.barnsley.gov.uk/media/5989/all-age-early-help-strategy-2017-2020.pdf>
Barnsley MBC – All Age Early Help Strategy 2017-2020
- <https://www.barnsley.gov.uk/media/7655/director-of-public-health-2017-annual-report.pdf>
Director of Public Health 2017 Annual Report: A Day in the Life of ...
- <https://barnsleymbc.moderngov.co.uk/documents/s10452/All-age%20Mental%20Health%20Commissioning%20Strategy%202015%20-%202020%20-%20ADOPTED.pdf>
Barnsley All-Age Mental Health Strategy 2015-2020
- <https://www.homeless.org.uk/sites/default/files/site-attachments/Moving%20on%20from%20homelessness%202018.pdf>
Homeless Link (2018) Moving on from Homelessness: How services support people to move on
- <https://www.barnsley.gov.uk/media/5488/barnsley-2017-shma-addendum-report-1703-final-a.pdf>
BMBC Strategic Housing Market Assessment 2017
- https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/680010/evidence_review_adults_with_complex_needs.pdf
Public Health England, Evidence review: Adults with complex needs 2018
- <https://www.barnsley.gov.uk/media/3682/yp-plan2b-print-friendly-version.pdf>
Children, Young People and Families, A Brighter Future 2016-2019
- <https://www.barnsley.gov.uk/media/7940/bmbc-care-leavers-local-offer-mjr-2-3-2-final-3-ar.pdf>
Barnsley Local Offer for Care Experienced Young People

<https://www.barnsley.gov.uk/news/employment-and-skills-strategy-aims-to-bring-more-and-better-jobs-to-barnsley/>
<https://www.barnsley.gov.uk/services/health-and-wellbeing/child-and-family-poverty/>
<https://www.barnsley.gov.uk/services/community-safety-and-crime/safer-barnsley-partnership/>
<https://www.barnsley.gov.uk/media/3682/yp-plan2b-print-friendly-version.pdf>



BARNSLEY
Metropolitan Borough Council

This page is intentionally left blank