



DERBY CITY COUNCIL

HOMELESSNESS REVIEW 2010

DERBY CITY

Forward

Homelessness is the most extreme form of housing need, and has been described by the Chartered Institute of Housing as 'one of the most distressing and visible of social problems'.¹

Locally, a recent review in Derby by the Council's Community Commission described it as follows:

*Homelessness is a 'wicked' issue. It ranges from the very visible street homeless to the hidden problems of overcrowded families and sofa surfing.*²

The social and political imperative for tackling homelessness at local level was further reinforced by legislation, which in 2003 required Derby along with all other Local Authorities in England develop a homelessness strategy.

Since the publication of this strategy, we have seen dramatic improvements in the city's response to homelessness: The number of households accepted as statutorily homeless has fallen from over 1,000 in 2003 to just over 250 by the end of 2009 – a fall of over 75%. Repeat homelessness has been eradicated almost entirely, while the effectiveness with which we respond to households that do become homeless has also improved

Successful partnership working in the prevention and relief of homelessness has been the key to these achievements, and will remain at the heart of our response to the challenge ahead. But despite this success, levels of housing need in Derby remain high, while against a backdrop of economic downturn, financial pressures and greater personal indebtedness, the demand for homelessness services is likely to continue to rise.

In helping to ensure we remain equipped to deal with this challenge, this review has been undertaken. Its purpose is to provide a thorough and in depth appraisal of homelessness and homelessness services in the city, as the basis for the production of a robust and up-to-date homelessness strategy.

¹ <http://www.cih.org/publications/pub129.htm>

² Community Commission, December 2009, Derby City Council

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Introduction.

- i) Derby's last comprehensive homelessness review was undertaken in 2003 as part of its first ever Homelessness Strategy.
- ii) Although Derby is exempt from certain legal requirements to update its strategy³, there is nevertheless a need to ensure that the strategy and supporting information are kept up to date, and also relevant and appropriate given the changing environment in which homelessness services are provided.
- iii) This review will address this need by:
 - analysing the key changes to the context in which homelessness services are delivered
 - establishing the extent of homelessness in Derby,
 - considering its likely extent in the future
 - identifying what is currently being done, and by whom,
 - assessing the level of resources available to prevent and tackle homelessness.
- iv) Variations in demographics, resources and Government guidance have shaped a number of changes to the provision of homelessness services over the last few years. This document will assess the key factors and provide a robust analysis of the baseline data, from which a revised strategy can be produced.

An important note to the analysis:

- v) The commentary in sections 1 and 2 generally considers the period from 2003 (the date of publication of the last strategy) to the end of 2009. However, critical events either just prior to or just following this period are also referred to if particularly relevant.
- vi) For reasons of data reliability, accuracy and relevance, the statistical analysis in section 3 relates to a slightly shorter period - the 5 years between 2005 and 2009. In some cases the data analysis relates to an even shorter period, particularly when:
 - data is simply not retrievable prior to certain dates (usually because the area under consideration was not reported on previously)
 - methodologies for data collection/recording have changed 'mid-stream' rendering a continuous data trend misleading
 - the time-period of the data illustrated is selected to highlight the impact of a corresponding change in policy or practice.

³ Derby is exempt from the Homelessness Act 2002 duty to publish new homelessness strategies. This is due to statutory exemption freedoms relating to certain plans and strategies for authorities rated 4 stars (previously 'Excellent') under Comprehensive Performance Assessment.

SECTION 1 The Changing Environment In Which Homelessness Services are Delivered – A Summary Of The Main Developments Since 2003

1.1 Government guidance and the changing political/legal framework

- Overview

1.1.1 The statutory basis for action on homelessness is provided for in the Housing Act 1996 (part VII), as amended in the Homelessness Act 2002. However, the Government has supplemented this legislation with evolving guidance to local authorities and a number of further policy initiatives.

1.1.2 The broadest of these initiatives is outlined in *Sustainable Communities: Settled Homes; Changing Lives – A Strategy for Tackling Homelessness*⁴, published by DCLG (Department for Communities and Local Government) in 2005.

1.1.3 The objective of the Strategy was to build on previous successes in reducing homelessness while also halving the number of households living in temporary accommodation by 2010. This was to be achieved by a number of measures including: preventing homelessness, providing support for vulnerable people, tackling the wider causes and symptoms of homelessness, reducing rough sleeping and providing more settled homes.

- Prevention

1.1.4 Enabling people to stay in their existing accommodation, preventing them from becoming homeless, and avoiding the need for a formal homelessness assessment is to the benefit of both the customer and the Council.

1.1.5 Because of this, Government has been pressing local housing authorities to increase focus and resources on prevention measures, particularly since 2005. Consequently, prevention has become a key focus of service delivery, and is a recurring theme throughout this document. The different types of measures aimed at achieving prevention, and the extent of their success in Derby, are addressed a number of times in later sections.

1.1.6 ▪ Bed and Breakfast

The Homelessness (Suitability of Accommodation) (England) Order 2003⁵ deemed B&B accommodation unsuitable for homeless families with children for more than 6 weeks, save in exceptional circumstances. The purpose of this change was to reduce the excessive costs incurred in providing B&B accommodation and to help ensure that families have access to better quality temporary accommodation.

⁴ <http://www.communities.gov.uk/documents/housing/pdf/137815.pdf> [accessed 22/4/10]

⁵ <http://www.opsi.gov.uk/si/si2003/20033326.htm>

- Youth homelessness
- 1.1.7 In 2006, DCLG announced a package of measures to prevent and tackle youth homelessness. These included:
1. Expanding and improving the accessibility of homelessness mediation services across the country
 2. Establishing a national network of supported lodgings schemes
 3. Making a commitment that by 2010 there would be an end to the placing of 16 or 17 year olds in bed & breakfast except in an emergency.
 4. Providing accommodation advice and mediation services for young people who can no longer stay in the family home.
- Partnership working
- 1.1.8 Homelessness services are typically delivered by the local housing authority in partnership with a number of other stakeholders. These include social services, housing associations, community groups, NHS trusts, LSPs, and other statutory bodies such as YOSs.
- 1.1.9 The voluntary sector also plays a key role, particularly in alleviating some of the worst effects of homelessness. For example:
- a) The Padley Day Centre has volunteers that support the homeless i.e. kitchen staff, hairdressing, chiropody, drivers, door staff, food and clothing distribution etc. The Padley run a charity shop which is manned by volunteers and the money from this supports the Padley Centre.
 - b) DHA has a strong volunteer base active in advice and other support services.
 - c) The churches⁶ do a great deal for the homeless such as providing free hot meals, snacks, clothing exchange and advice. These services are almost entirely run by volunteers:
 - d) The 'Make it Count Campaign' is supported by volunteers from the above agencies. They support the MICC by collecting money and supporting day events for the homeless.
 - e) The Royal British Legion (RBL) offers support and practical assistance to ex-Service men or women and their dependants, particularly if homeless or living in temporary accommodation. RBL voluntary case workers can assist with delivering this support
- 1.1.10 In 2006, and aimed predominantly at the RSL sector, the Housing Corporation produced its own strategy for tackling homelessness. This was followed in 2007 with the production of *Tackling Homelessness: Housing Associations and Local Authorities Working in Partnership*⁷,

⁶ Including the Salvation Army, Jake's New Life Christian Centre, Storehouse, St Alkmund's Church, Storehouse, St Augustine's Church, Osmaston Road Baptist Church ('soup kitchen') and Derby City Mission

⁷ <http://www.housingcorp.gov.uk/server/show/ConWebDoc.12841/changeNav/440>

designed to promote greater success in tackling and preventing homelessness through a multi-party approach.

- 1.1.11 The Government has also reiterated the need for increased procurement of properties from the private sector through greater joint working with private landlords.
- Rough sleeping.
- 1.1.12 Counts of rough sleepers in the current format began in 1998, following a Social Exclusion investigation and report⁸. Since then, initiatives to tackle the level of rough sleeping have had considerable success; such that ten years on from the original count, the numbers found to be sleeping rough nationally had fallen from 1,850 in 1998 to 498 in 2008.
- 1.1.13 Following this anniversary, Government (DCLG) stated it intended to go further and “help end rough sleeping for good”.⁹ Its published strategy to achieve this, *No One Left Out – Communities Ending Rough Sleeping*, was developed with leading rough sleeping charities. It sets out a number of measures to prevent and relieve rough sleeping and contains a 15-point action plan to “prevent the flow of people onto the streets, as well as to support those already there to get off the streets into stability”¹⁰.
- 1.1.14 The emphasis is increasingly on a holistic approach – not just providing ‘a bed for the night’ but through joined up working with other agencies providing health, training and skills support to keep people off the streets permanently.
- Supporting vulnerable people
- 1.1.15 Poverty, old age & infirmity, a lack of life skills; mental or physical ill-health and drug & alcohol misuse can all impact on a person's ability to keep their home. The Supporting People (SP) programme, which Government introduced in 2003, is a working partnership of local authorities, housing associations, support agencies and service users. It aims to assist people facing these types of challenges to remain living independently in the community, through a range of housing-related support services, including tenancy support and hostel and refuge provision.
- 1.1.16 The Supporting People budget has faced increasing pressures in recent years, with reductions in real-terms funding, and a recent end to ring-fencing. Forecast cuts in overall public spending are only likely to exacerbate this situation in the foreseeable future.

⁸ Rough Sleeping – a report by the Social Exclusion Unit
http://www.cabinetoffice.gov.uk/media/cabinetoffice/social_exclusion_task_force/assets/publications_1997_to_2006/roughsleeping_full_report.pdf

⁹ <http://www.communities.gov.uk/publications/housing/roughsleepingstrategy>

¹⁰ *ibid*

1.2 The Regional and sub-regional framework

- 1.2.1 The East Midlands Regional Homelessness Forum (EMRHF) was established in 2005 to bring together stakeholders from local authorities, registered social landlords, private landlords and the voluntary sector to address homelessness in the region.
- 1.2.2 Following initial work by EMRHF the regional housing board then commissioned the production of the first regional homelessness strategy¹¹. This was completed in 2007 and made a number of recommendations, which can be summarised as follows:
1. Increasing the availability of affordable rented accommodation
 2. Improving the coordination between LAs and RSLs in the provision of homelessness services
 3. Developing 'pathways' out of homelessness
 4. Increased and more effective utilisation of SP funding
 5. Improved cross-authority sharing of good practice
 6. Implementing more effective monitoring and review procedures
 7. Implementing specific prevention initiatives such as prison resettlement programmes
 8. Increasing involvement of service users to inform future local strategies
 9. Strengthening links with the voluntary sector and private landlords
 10. Increasing the role of social services departments in homelessness prevention
- 1.2.3 Although financial restraints have restricted an expansion in the supply of available accommodation, these recommendations have informed local strategies and practices across the region.
- 1.2.4 And although no sub-regional homelessness strategy exists for the Derbyshire Strategic Housing Market Area (SHMA), housing related services and those that impact on homelessness are increasingly being delivered on a cross-boundary basis. For example, Derby's choice-based lettings scheme has now begun operating jointly with South-Derbyshire. For more details see page 18
- 1.2.5 There is also a sub regional strategy for High Risk Serious Offenders in Derbyshire - the Arbor Project. This is a cross boundary provision aimed at providing settled accommodation for offenders and reducing the incidence of re-offending. It is jointly funded by both the City and County SP.

1.3 Demographic Changes

- 1.3.1 Variations in demography can affect the demand on homelessness services in a number of different ways:

¹¹ See <http://emrhf.org.uk/>

- Household units: volume and composition
- 1.3.2 There is a growing trend, nationally and locally, for the numbers of households to increase, while the average size of these households decreases. This is due to a number of cultural and economic factors, including the propensity for people to remain single for longer, coupled with increasing break down of the family unit.
- 1.3.3 This trend impacts directly on the numbers of households presenting themselves as homeless, and on the demand for affordable accommodation, particularly single person and two bed accommodation. Furthermore it has contributed to the largest cause of homelessness in Derby being as a result of “persons no longer being allowed to live in the family home or a relative/friend’s home”.
- Migration
- 1.3.4 There is growing diversity and size of BME communities in Derby, many arriving via the asylum dispersal system or as working migrants, or moving from other cities in the UK. The granting of refugee status by the Home Office to asylum seekers results in their support being withdrawn and this includes the loss of accommodation. Therefore, for many new refugees, this means they then become homeless within a very short timescale, usually less than 21 days.
- 1.3.5 The numbers granted refugee status year on year has varied considerably over the past decade, but in peak times can impact significantly on the total numbers of homeless in the city. Although the Delayed Eviction Scheme has mitigated the impact in 2008-09, it has since ceased.
- 1.3.6 There is also a prevalence amongst these groups for households to either be single persons or large families, exacerbating an existing shortage of accommodation for this type of household.
- 1.3.7 A trend over the last 3-4 years which has been subject to much media and popular interest is the extent to which Britain has been a destination for migrants from Eastern Europe and the so-called ‘A10’ accession countries. The potential for increased strain on local housing services, and the risk of greater numbers of homeless households has been a course of particular concern.
- 1.3.8 Although the records do not show a prevalence of eastern Europeans amongst the statutory homeless, anecdotal evidence suggests that the incidence of homelessness in this group may be on the increase, especially amongst non ‘priority need’ categories. Furthermore, many from this grouping are eligible for assistance and allocation of housing through the standard allocations route so may not ‘show up’ in the official figures. This has an impact on the demand and availability of properties through the Homefinder system.

- Population size and age profile
- 1.3.9 Derby has experienced an increase in the size of its population in the 2000s. This has resulted in more demand on the housing stock and more pressure on homelessness advice services.
- 1.3.10 Furthermore, and in common with the rest of the UK, Derby has also experienced an increase in the average age of its residents over this period.
- 1.3.11 However, unlike many other authorities, Derby has an over supply of supported older persons accommodation. Again, subject to the allocations review and further consultation, some of this excess accommodation may be redesignated for single persons and couples.

1.4 Economic and financial context

- 1.4.1 There are a broad number of factors in this category which have impacted directly or indirectly on the incidence of homelessness and the resources available to address it. The main ones are as follows:
- Housing Market.
- 1.4.2 The rapid increase in house prices since 2003 has reduced accessibility to the owner-occupied sector. This has increased demand for properties in the private rented sector which in turn has had a knock on effect on the demand for social housing. The comparatively higher rents within the private sector also increase demand for social housing through Homefinder.
- 1.4.3 Although more recently there has been a drop in house prices, the general lack of credit and increasingly tight criteria for obtaining mortgages results in owner occupation remaining an unaffordable option for the majority of households seeking to enter that tenure.
- 1.4.4 This downturn in the housing market has also impacted on the shared ownership model. Households, even if able to participate in these schemes are increasingly unwilling to due to uncertainty over future price falls and the risk of negative equity.
- 1.4.5 Problems of housing supply are also exacerbated by the well documented downturn in new house building¹² which has affected both the private and the social housing sectors.
- Credit crunch and the recession
- 1.4.6 In addition to the impact on the housing market, recession also has a

¹² See for example: *House-building to hit lowest levels since 1923 as housing waiting lists hit record high* at <http://www.24dash.com/news/Housing/>

detrimental effect on personal income, job security, and debt levels – all of which can result in the loss of a home.

1.4.7 The recession also affects funding to service providers in a number of ways:

- a) Fee income to local authorities is reduced as the number of planning; building control, license applications etc, all fall in line with falling levels of business activity.
 - b) S106 investment not only in housing but also in related infrastructure works is greatly reduced.
 - c) Taxable income and receipts to central Government also fall, which in turn has a 'knock-on' effect on the grant funding and other income streams available to both local authorities and voluntary and non-statutory agencies. All of these factors contribute to a scenario where funding is 'tight' and resources available for delivering homelessness services are stretched.
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SECTION 2: Meeting The Challenge – How Derby has Responded to the Changing Environment in which Homelessness Services are Delivered

2.1 Introduction

- 2.1.1 Changes nationally to the legal, political, economic, demographic and socio-cultural environment have impacted on Derby in a similar fashion to many other parts of the country.
- 2.1.2 However, there are of course local variations which result in specific challenges - challenges which though not necessarily unique to Derby, are not universally experienced. For example, Derby has been subject to a high level of UKBA (formerly NASS) dispersals – households which when given refugee status have periodically swelled the numbers presenting as homeless.
- 2.1.3 Another example relates to Derby's experience of increased demand from customers with complex housing needs, such as ex-offenders and people with community care issues. The fact that Derby is a major urban centre in relatively close proximity to a number of prisons, coupled with the closure of a number of care institutions has led to an increase in demand for housing from these client groups.
- 2.1.4 Another challenge to affect Derby was the scenario in respect of the single homeless. Previously, homeless single persons could present at a wide number of different agencies and locations, with no coordinated system for allocating hostel accommodation or monitoring demand. There have also been problems associated with a shortage of specialised provision for client groups with specific health issues, such as those engaging in alcohol and substance mis-use.
- 2.1.5 These are all crucial challenges that have been present in Derby over the last decade or thereabouts. The key responses by the partnership of organisations delivering homelessness services in Derby are further described below.
- 2.1.6 Derby has adapted to the changing circumstances described in section 1 and above, and to previously identified gaps in service provision, through:
 - a) Improving partnership working and coordination between the key agencies involved in delivering services. This mobilisation of complimentary resources and expertise has been absolutely critical to achieving success.
 - b) Sourcing a number of different funding streams to bolster resources
 - c) Implementing a revised set of initiatives and procedures at HOC including updating the allocations policy
 - d) The Homelessness team playing an active role in the ongoing reviews carried out through the Supporting People programme. This facilitates an input into the commissioning and decommissioning of SP services

- relevant to prevention and relief work. A prime example of this is the introduction of 'housing needs assessment' forms into the SP process.
- e) Undertaking a restructure and reconfiguration of staffing resource and facilities at the HOC
 - f) Maintaining an evaluation and review process to ensure strategic objectives remain relevant and time bound, and are fulfilled wherever possible. Allied to this is a performance monitoring framework which comprises a suite of national and local performance indicators.

The most significant examples of the Derby response are as follows:

2.2 Milestone House: The 'Single Point of Entry'

- 2.2.1 This is a £2.2 million scheme which was developed with funding from Communities and Local Government, the European Urban 2 fund and through the City Council's facilitation fund. It opened in September 2008.
- 2.2.2 Its function is to provide holistic assessment and support services for single persons over 18yrs and childless couples, that are homeless or at risk of homelessness - the long term objective being to help them reintegrate into 'mainstream' society. The facilities comprise a reception/assessment area, offices, and 35 emergency bed spaces. The centre is managed by the City Council working in partnership with a number of other agencies with Derventio Housing Trust providing the support services to clients placed into the emergency accommodation.
- 2.2.3 The facility provides access to a community psychiatric nurse, and alcohol, drug and other treatment services. It also makes referrals to other agencies that can assist with access to training, education and employment.
- 2.2.4 Referrals to other hostel provision in the city are also made through this service, thus remedying the issue of coordinating and monitoring take up and demand as referred to on page 13.
- 2.2.5 The innovative approaches at Milestone House are now widely recognised, and as such the scheme was a finalist in the category of 'Meeting The Needs Of Vulnerable People' at the 2008 UK Housing Awards.
- 2.2.6 Details on turnover levels and numbers of persons supported at Milestone House are analysed in more depth in section three.

2.3 Housing Options Centre - Revised Structure and Refurbishment

- 2.3.1 Until the establishment of Milestone House, the discharge of the Council's homelessness duty was coordinated almost entirely via the HOC. Even following this change, the majority of households susceptible to homelessness remain the responsibility of the Housing Advice Team which deals with advice, prevention and homelessness applications for 16/17 year olds and families with dependant children or a pregnant member.

2.3.2 To better serve the changing profile of demand and expectations on homelessness services, key changes to the staffing structure were made in 2006, including:

- a) The creation of nine housing advisor posts, including three seniors, to reflect the increasing emphasis on homelessness prevention and case working (a number of other posts were deleted to fund this change)
- b) The redesignation and making permanent of a new Community Safety Housing Advisor to ensure a planned approach to the re-housing of serious ex-offenders. (Formerly a temporary post with a slightly different focus)
- c) The making permanent of the post of Domestic Violence Advisor (formerly temporary). This reflects the fact that domestic violence was previously the single largest cause of homelessness
- d) The creation of a Housing Benefits Liaison Officer to overcome delays in the receipt of HB for high priority cases, thus facilitating greater access to the private rented sector
- e) The creation of a new team of administrative support

2.3.3 There had also been complaints of 'queues outside the doors' at HOC and undue delays for service users. To better facilitate customer demand there was a refurbishment of the Housing Options Centre reception and a revision of procedures for dealing with enquiries. These changes were implemented in 2006 following extensive customer consultation.

2.4 Prevention: New Working Practices and Changes to the Allocations Policy

2.4.1 As part of the prevention agenda the emphasis has increasingly been on advising and facilitating potentially homeless households to either remain in their existing housing or access suitable alternative accommodation without having to complete the process of a homelessness application.

2.4.2 The staffing changes described above have helped achieve this, and were complemented by a shift to proactive case working approach rather than a reactive response to households presenting as homeless.

2.4.3 This approach is likely to be further expanded with the development of Enhanced Housing Options - an innovative case management approach aimed at providing a wider range of guidance and assistance than traditional prevention activities. Development of this scheme is now complete, with implementation likely to commence in 2011.

2.4.5 An additional and essential tool to preventing homelessness was the amendment of the allocations policy in 2007. One of the key aims was to prevent people from becoming statutorily homeless.

2.4.6 Prior to these amendments certain priority need groups, such as young families sharing a home with parents would have to be assessed as homeless because they were unable to secure accommodation via the

allocations system. The review of the allocations policy has enabled applicants from these groups to secure accommodation through Derby Homefinder rather than approach as homeless.

2.4.7 Further changes included:

- a) Providing potential applicants with more comprehensive and focused advice about alternative housing options
- b) Advising potential applicants that they stood a better chance of being offered permanent accommodation if they remained in their existing accommodation. This was in contrast to the previous system which (arguably) incentivised households to worsen their own position so as to increase their chance of being housed via re-banding.
- c) Facilitating greater ease of access to mainstream housing from hostels and refuges.

2.4.8 The effect of these changes on performance was impressive. Prior to the changes in 2007, Derby had the highest level of homelessness acceptances in the East Midlands, and the highest acceptance rate of 2.3 homeless households per 1,000 of the population¹³. (At this time the average acceptance rate for the region as a whole was 0.8 homeless households per 1000). By the end of 2009 Derby's rate had fallen to 0.5, joint 10th in the region and just slightly over the East Midlands average of 0.4 homeless households per 1000¹⁴.

A further review of the Allocations Policy is now underway.

2.5 Cross-Boundary Choice-based Lettings

- 2.5.1 The Derbyshire strategic housing market area or sub-region comprises Derby City, Amber Valley DC and South Derbyshire DC and was established in 2007 following research commissioned by EMRA. As such the three constituent authorities work closely together in a number of housing-related areas.
- 2.5.2 Accordingly a cross boundary CBL is currently under development between DCC and South Derbyshire DC, following a successful funding bid to DCLG.
- 2.5.3 South Derbyshire has now set up an advertising system based on Derby Homefinder, and subject to the current review of the allocations policy, the full system will be rolled-out cross boundary in the near future. This will facilitate cross-boundary advertising and bidding for properties between the participating authorities. It will thus help promote geographical mobility between the areas and increase housing choice.

¹³ <http://www.communities.gov.uk/documents/corporate/xls/supplementarytables.xls>

¹⁴ <http://www.communities.gov.uk/documents/statistics/xls/9256897.xls>

2.6 Centenary House project

- 2.6.1 English Churches Housing Association has run a hostel at Centenary House for over 20 years. It provided over 20 bed spaces and dealt primarily with vulnerable single persons, many of whom were increasingly involved in substance misuse.
- 2.6.2 But increasing awareness around 2003-04 of the need for additional specialist provision for persons with alcohol dependency resulted in a successful bid to ODPM (now DCLG) for the development of an alcohol dependency unit at the site. This unit opened in 2005 and offered a service to six former rough sleepers who had a long history of chaotic alcohol abuse.
- 2.6.3 The unit allows residents to carry on drinking in a managed way and as a result has reduced rough sleeping in Derby by almost 50%, while also reducing ASB on the streets.
- 2.6.4 DCLG and other agencies regularly bring visitors to the project, highlighting it as a 'beacon of good practice'. Furthermore, and in recognition of its success, the project won a Community Care award in 2005 for services in the 'drug & alcohol' category.
- 2.6.5 An additional service to complement the work at Centenary is the new move-on facility at Newstead House. This comprises a block of semi-independent living flats and provides a 'half way' stage towards independent living. From this facility residents can return to the community in a planned and supported way.

2.7 Additional measures to prevent youth homelessness

- 2.7.1 Homelessness amongst 16-24 year olds consistently comprises over 40% of all homeless cases. Many of the measures described above will therefore impact substantially on this age range, but there are a number of other initiatives introduced specifically for this group:
- 2.7.2 A mediation service has been running since 2005, whilst a Crash Pads service has been researched, developed and opened in November 2009. This scheme is run in partnership with the YMCA/CYP/YOS/HOC and provides respite care for 16-17 year olds for typically 2-8 weeks while mediation ensues. It is based at the YMCA campus and provides five units.
- 2.7.3 An expansion to the mediation service was made in 2008/09 with cognitive behaviour therapy now being available to crash pads residents. A further review is programmed for later in 2010.

2.8 Performance appraisal and evaluation

- 2.8.1 A multi-agency steering group was set up during the development of the first homelessness strategy. The SG continues to meet periodically to keep the strategy under regular review, while monitoring progress on the Action Plan.
- 2.8.2 Alongside this, national and local performance indicators measure progress against key priorities. Those pertinent to Derby previously comprised a whole raft of 'Best Value' indicators but these were abolished after 2007/08. The current indicator suite contains both locally agreed priorities and statutory indicators from the national indicator set. It comprises targets in respect of:
1. Number of households living in Temporary Accommodation
 2. Number of people sleeping rough on a single night.
 3. Number of homelessness preventions
 4. Number of single homeless people supported to access education, employment and training.
 5. Number of homeless households (per '000) where Council intervention resolved their situation.
 6. Number of homelessness acceptances
 7. The number of people placed in bed and breakfast accommodation
- 2.8.3 Delivery of homelessness services is of course also subject to political scrutiny. In July 2009 the Community Commission (CC)¹⁵ conducted a review of homelessness within the city, in order to assess the current situation and appraise existing and recent action to address the issue. This review has resulted in a number of useful recommendations which will feed into the consultation process for the new homelessness strategy currently under development.
- 2.8.4 In addition to the recommendations for service improvement, the CC noted a number of successes achieved in Derby, the following being direct quotes from the CC report:
- a) The progress in reducing the number of rough sleepers is commended
 - b) Derby's CLAC (Community Legal Advice Centre) be commended for being assessed as the number one top performer nationally
 - c) The training facilities at the new YMCA Campus are impressive
 - d) Regarding Centenary House the Commission were impressed by what they heard on 23 October and saw during their visit on 25 November [2009]: a compelling model that works.

¹⁵This is a panel of elected members responsible for overview and scrutiny of a wide range of functions including neighbourhood, social cohesion, leisure and housing services.

SECTION 3: The incidence and scope of homelessness in Derby - an examination of key trends, critical drivers, and the response of service providers.

- Strategic context

3.1 Derby's Homelessness Strategy 2003-2008 identified a number of key areas for both enhancing homelessness resources and tackling the causes and symptoms of homelessness across the city¹⁶. These included:

1. Increasing the supply of temporary accommodation and the supply of permanent affordable homes.
2. Meeting the demand for specialised accommodation from a diverse range of client groups with multiple needs
3. Improving and expanding existing measures to prevent homelessness
4. Ending or reducing rough sleeping
5. Improving tenancy support
6. Tackling youth homelessness
7. Improving housing option centre facilities and staffing resources

3.2 These key areas along with a number of supporting recommendations gave rise to a 35 point action plan for bringing about change. The action plan is revisited in Appendix A which also outlines the progress made against specified targets.

3.3 However, in order to fully assess the extent to which success has been achieved, it is also necessary to analyse in detail the main determinants of homelessness, its incidence and scope in Derby, and how service providers have fared in respect of making an appropriate response given the level of resources available.

This analysis is provided in the following pages (Section 3A, 3B, 3C).

¹⁶ Homelessness Strategy and Review 2003, P. 11, 93-94 Derby City Council

3A **Housing Options Centre Enquiries, Homelessness
General and Statutory Homelessness**

3A.1 HOUSING OPTIONS SERVICE

3A.1.1 The Housing Options Centre is the hub of Derby's response to homelessness. It provides advice and information for people on finding or keeping a home and seeks, through early intervention and other initiatives, to prevent homelessness. The number of people seeking advice can help to provide an early indication of the levels of / reasons for homelessness.

3A.1.2 However, in 2008 the Single Point of Entry was opened at Milestone House. This is a dedicated centre for addressing the needs of homeless and potentially homeless single adults, and couples without dependant children – groups that were formerly dealt with at HOC. In assessing enquiry levels and potential demand on the service therefore, it is necessary to take into account activity at both centres.

▪ **The Demand For Service Provision**

3A.1.3 *Findings:* Total visits to the Options Centre have been falling over the last 5 years. In 2005 there were over 20,000 visits, but this number had fallen to around 17,000 in 2008 and to just over 13,000 in 2009.

3A.1.4 However, this is not indicative of falling demands on the service. Milestone House has dealt with over 2,200 new cases since opening in 2008, many of whom make repeat visits to the centre. The bed space provision here is also struggling to cope with demand – including referrals from other sources there were 1387 'turn-aways' in 2009 due to lack of beds.

3A.1.5 There has also been a drive towards more effective working throughout the council; particularly a move to avoiding repeat contact where it is unnecessary. This results in initial enquiries being dealt with more comprehensively in the 1st meeting, with the intention of negating the need for repeat visits.

3A.1.6 Therefore, although the statistics show a fall in the total number of visits, they 'hide' the length of time per visit and the range and complexity of issues dealt with during each visit. It is also the case that advice and prevention work, often involving lengthy mediation, is far more time and resource intensive than the previously dominant system of property allocation following a more rapid homeless assessment.

3A.1.7 Another major factor not captured in the number of visits stats relates to the increasing use of the internet to access housing services, reducing the need in many cases to visit the centre. For example, from 2007 housing applications could be made online while more recently mutual exchange requests can now also be facilitated online.

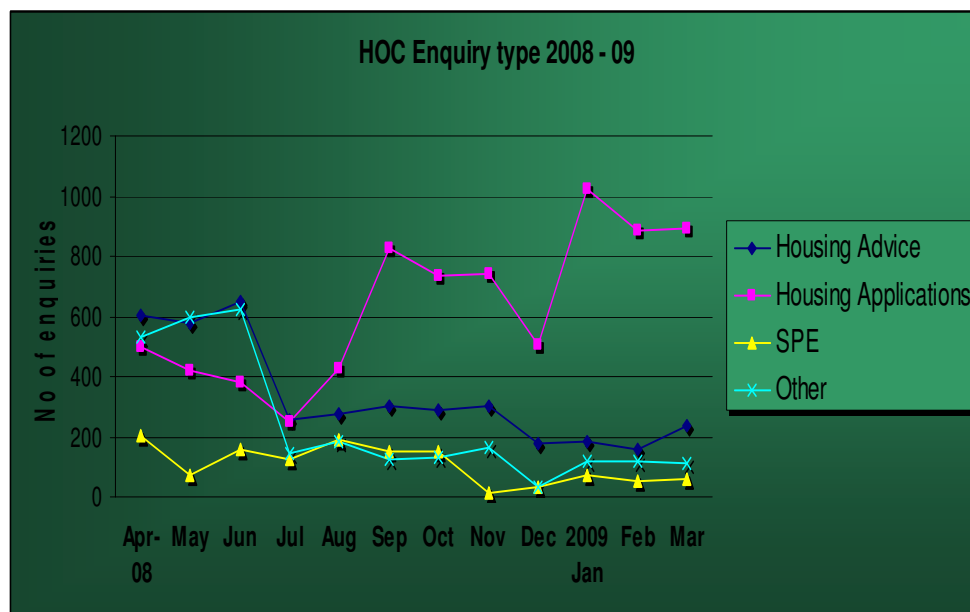
Email enquiries to the HOC now run at approximately 2,000 per annum.

- 3A.1.8 With regard to specific bids for properties online, these rose from approximately 109,000 in 2007 to 126,000 in 2009.
- 3A.1.9 Finally, there has been an increase in proactive visits by housing advisors, rising to over 450 in 2009. These calls of course negate the need for service users to visit the HOC in the majority of cases.

(This is a report on visits and online correspondence only, and does not include telephone or postal enquiries/applications.)

Enquiry Type

- 3A.1.10 For the year 2008-9 the types of enquiry received at the HOC were broken down into four main categories, as illustrated below:



- 3A.1.11 Derby's experience here matches that of most of England in that over this period there has been a fall of varying degrees in three of the four categories. The exception is 'Housing Applications', which have risen substantially.
- 3A.1.12 The falls in enquires relating to 'Housing advice', SPE and 'Other'¹⁷ are expected due to the falls in overall levels of enquiries – particularly the falls in SPE enquiries as these are now dealt with at Milestone House.
- 3A.1.13 However, the increase in housing applications is largely a reflection of

¹⁷ 'Other' includes queries relating to: the private sector, housing standards, bond bank and tenancy advice

two factors:

- a) The change in the allocations policy from 2007 which allowed certain groups to apply for housing direct from the Homefinder register rather than through a formal homelessness route.
- b) The economic situation - as households find it increasingly difficult to maintain owner occupation status or a tenancy in the private rented sector.

3A.1.14 There is also an administrative or 'data-entry' element as 2008-09 saw the clearing of a substantial backlog of applications awaiting formal recording.

3A.2 HOMELESSNESS – GENERAL

▪ Prevention

Overview

3A.2.1 Enabling people to stay in their existing accommodation, preventing them from becoming homeless, and avoiding the need for a formal homelessness assessment is to the benefit of both the customer and the Council. Because of this there has been increasing emphasis on prevention (and relief) measures, particularly since 2005-6.

3A.2.2 Changes to the allocations policy to help facilitate prevention and relief are discussed elsewhere in this document (see page 15) but there are a number of additional measures that have been increasingly used, such as pre-emptive case working, referrals to other agencies and new initiatives such as the Family Intervention Project (FIP).

FIPs

3A.2.3 The ASB FIP has been operational since November 2007. It represents a last chance for families who have been evicted or are at risk of eviction because of their anti-social behaviour. These families are amongst the most challenging and are usually known to a variety of organisations/agencies.

3A.2.4 The Youth Crime FIP was established as a result of recommendations outlined within the Youth Crime Action Plan¹⁸ and became operational in July 2009. It complements the work of the ASB FIP. It targets its delivery and interventions where it is felt that a young person's criminal behaviour is rooted in wider family problems that need a comprehensive and intensive response.

3A.2.5 Since their inception the FIPs have taken over 50 referrals. A 5-year development plan has been produced in which it is anticipated their volume of work will increase year on year to 2014/15.

¹⁸ <http://www.homeoffice.gov.uk/documents/youth-crime-action-plan/>

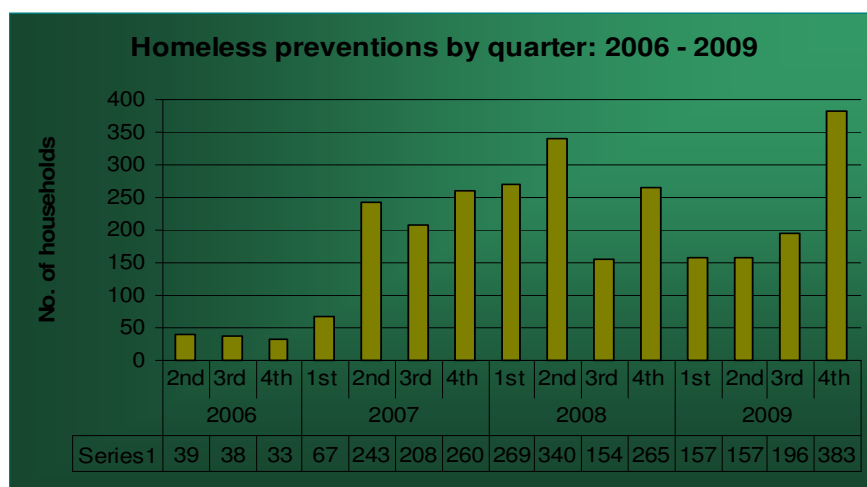
Preventions - the data.

3A.2.6 For the period 2006-9 data has been analysed on a quarterly basis, obtained from two sources:

- For 2006-7, from the Homelessness grant returns.
- For 2008-9 from the P1E returns

The findings are as illustrated below:

3A.2.7



3A.2.8 With some minor exceptions the table shows three main phases:

- I. A low level of preventions in 2006 and the 1st quarter of 2007.
- II. A dramatic increase during the latter part of 2007 and 2008.
- III. A slight tailing off in the figures for the early part of 2009, followed by a rise at the end of 2009 to the highest quarterly return in the whole period

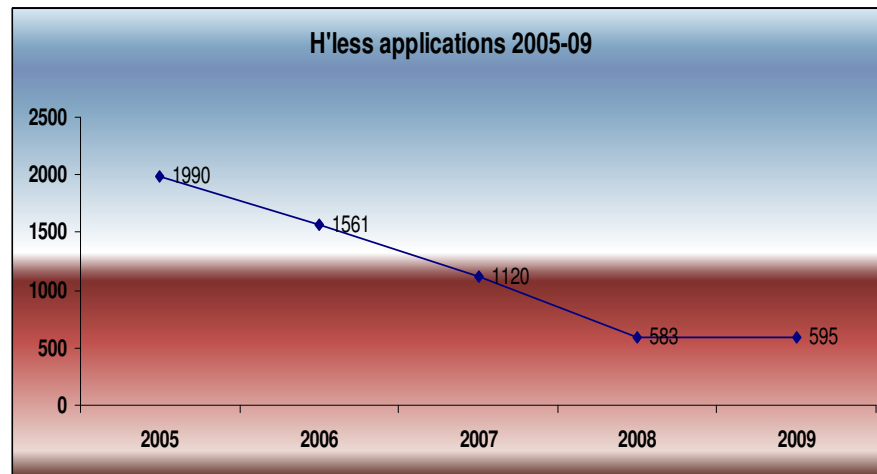
3A.2.9 The initial low levels of preventions were in the period prior to the changes in the allocations policy and the restructuring of Advice Services previously described. When these changes were brought in (in 2007) the returns rose dramatically and have been maintained at a high level since.

3A.2.10 The outlook for 2010 and beyond is for continuing high numbers as the emphasis continues on preventative measures, coupled with the likelihood that there will be a continued high level of decisions from UKBA.

▪ **Application and Acceptance Levels**

3A.2.11 *Findings - applications:* With the exception of a very slight rise between 2008 and 2009, total application levels have fallen over the last 5 years, as illustrated below:

3A.2.12



3A.2.13 A significant cause of this fall is the factors we have already mentioned - the increasing emphasis on advice and prevention and the changes to the allocations policy.

3A.2.14 However, another major factor is the greater access to private sector accommodation due to the expanded bond assurance scheme and the 'rent in advance' scheme:

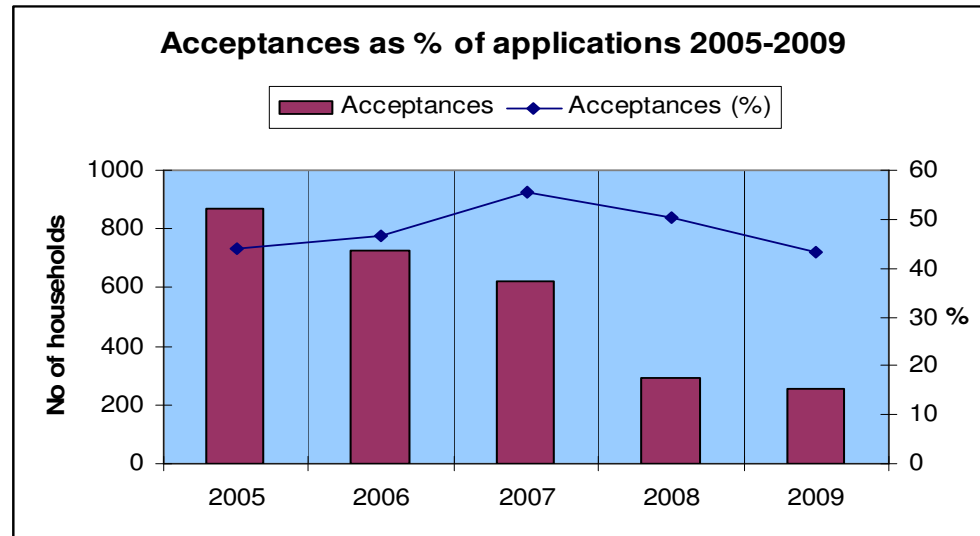
Year	2005-6	2006-7	2007-8	2008-9	2009-10
No. of bonds	12	24	67	206	114

Very high levels of access were achieved in 2008-9 in the main due to partnership working with Derbyshire Housing Aid (DHA). But this ended in June 2009 when DHA secured independent funding.

3A.2.15 The likely outlook for 2010 and beyond depends on a number of additional factors, some of which are inevitably difficult to predict. Clearly the impact of the recession has not yet 'worked through' into the application figures, though that may change over the next 1-2 years, particularly with the forecast cuts in public expenditure. Furthermore, the recent end to the delayed eviction scheme by UKBA is likely to have a detrimental effect on numbers.

3A.2.16 *Findings - acceptances* The level of acceptances has fallen constantly over the last five years. (see below) However, the proportion of acceptances to applications has remained virtually unchanged, being 43.8% in 2005 and 43.2% in 2009.

3A.2.17



3A.2.18 It might be expected that given the increasing emphasis on advice and prevention, the proportion of acceptances to applications would rise. However the increasing number of non-priority need applicants being recorded has resulted in this proportion remaining largely unchanged.

3B STATUTORY HOMELESSNESS

▪ Age Profile

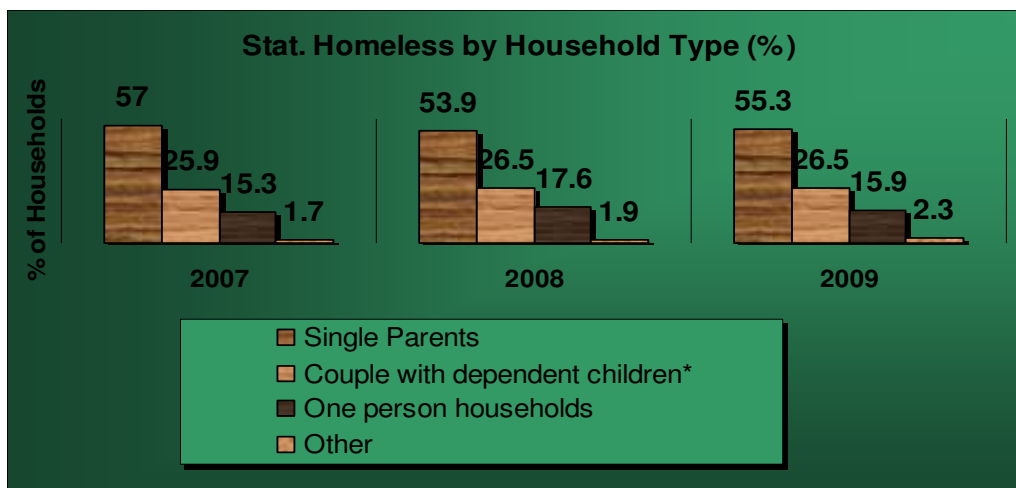
3B.1 Data was analysed for the period 2006-2009 over the age ranges 16-24; 25-44; 45-60; and 60+.

3B.2 *Findings:*

- i. Throughout the period the younger two age groups taken together persistently account for over 90% of all acceptances. This is consistent with previous experience, national trends and expectations, because younger persons have always been more susceptible to homelessness due to their greater vulnerability
- ii. All groups have been subject to a fall in numbers, in line with a backdrop of overall falls in the total of acceptances.
- iii. The only other noticeable trend is the slight increase in the proportion of households in the 25-44 age range (from 41% to 52%). This is in line with the previously noted phenomenon of greater levels of family breakdown and reducing average household size.

3B.3 Household Type

The main trends over the last three years are illustrated below:



3B.4 *Findings:* Against a backdrop of falling overall numbers, the period 2007-2009 shows consistent proportions between the different household types.

3B.5 Single parents remain the most vulnerable group to becoming statutorily homeless, comprising in excess of half of the total throughout the period. Couples with dependent children* are the second largest group consistently accounting for over one quarter of the total.

3B.6 “Other” comprises childless couples and couples with non-dependant children. In line with national trends, this group remains the least susceptible to homelessness in Derby.

3B.7 ■ **Ethnicity**

	White British (%)	Other White (%)	Black/Black British (%)	Asian/Asian British (%)	Mixed Ethnicity (%)	Other ethnic (%)	Not stated (%)
2005	76.6	3.8	7.2	8.1	3.2	0.9	0.1
2006	78.6	3.4	3.8	8.4	2.5	1.8	1.5
2007	76.5	4.2	3.5	8.4	3.7	2.9	0.8
2008	76.4	6.4	4.8	8.0	3.5	0.3	0.0
2009	68.5	4.3	10.9	8.2	3.5	1.9	0.0

3B.8 *Findings:* Throughout the period BME groups continue to be over represented amongst those accepted as homeless. This matches the national picture and our experience in the preceding period.

3B.9 The data shows a fairly consistent breakdown between the ethnic groups over the period 2005-2009, with one major exception between 2008 and 2009. During this year the ‘Black / Black British’ proportion more than doubled, exceeding 10% for the first time.

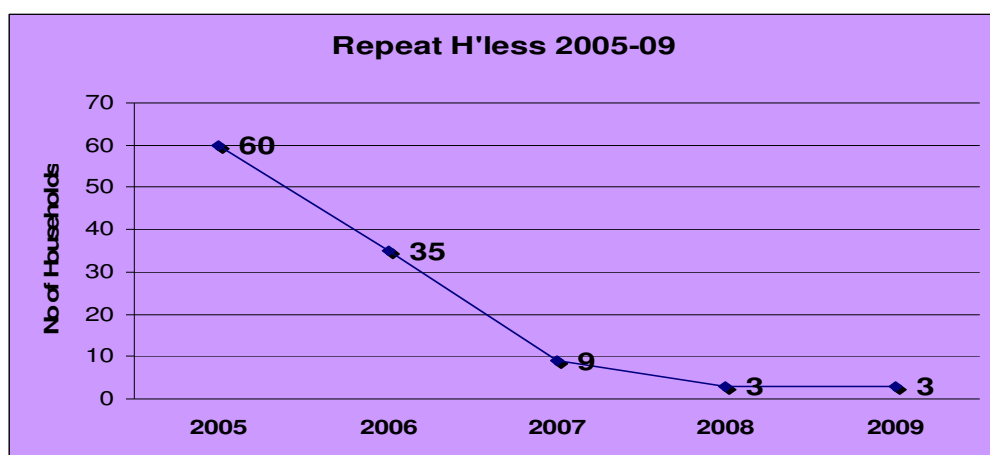
3B.10 This change reflects a similar change in proportions for the Homefinder

* Including pregnant women with no other children

register as a whole and is almost entirely accountable by a flux of UKBA decisions granting former asylum seekers indefinite leave to remain. This includes groups mainly of Zimbabwean, Congolese and Black African origin.

Derby's homelessness rate will continue to be influenced by decisions of the UKBA for the foreseeable future.

3B.11 Repeat Homelessness



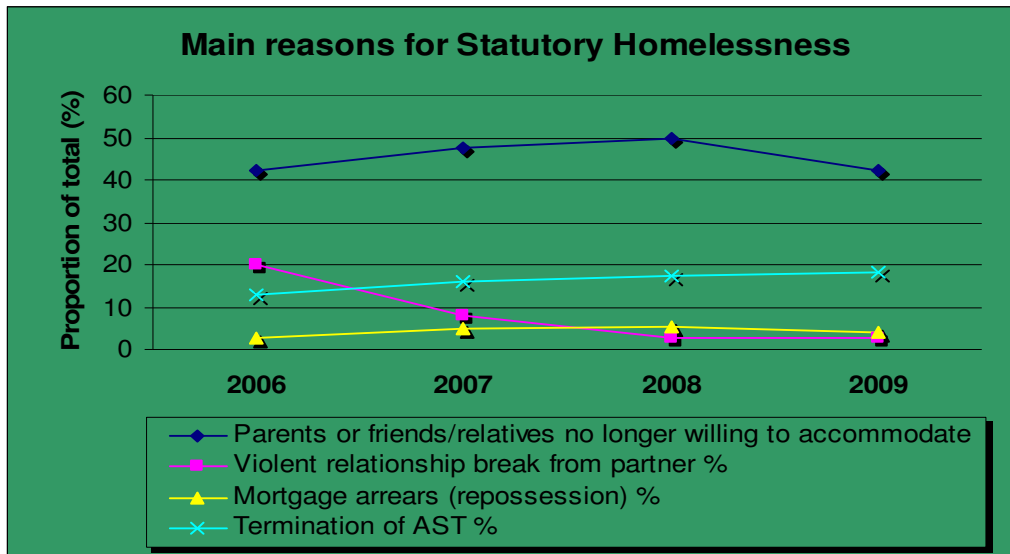
3B.12 *Findings:* Even against a backdrop of falling overall acceptances, the figures show a dramatic fall over the period, to the point where repeat homelessness has almost been eliminated.

3B.13 This success has been attained on the back of a series of preventative initiatives, but particularly relevant here are tenancy sustainment and housing related support measures for formerly homeless households.

Reasons for Statutory Homelessness

3B.14 Local housing authorities are required to report on 21 different possible reasons for statutory homelessness. The full list is provided in **Appendix B.**

3B.15 Of these, there are four main categories of reason which typically account for between two thirds and three quarters of all cases. The changes in the relative proportions of these factors are illustrated below:



3B.16 The following trends can be noted:

- i. 'Parents or friends/relatives no longer willing/able to accommodate' has remained the primary cause of homelessness throughout the period.
- ii. 'Violent relationship breakdown from partner' has fallen substantially as a factor, which corresponds with our earlier commentary on DV and new measures to prevent this. (See page 15)
- iii. Despite the credit crunch repossession due to 'Mortgage Arrears' as a factor has remained low and fairly constant throughout.
- iv. The proportion of 'Termination of AST' as a factor has risen, but only marginally so.

3B.17 Analysis

It may have been expected that in view of the recession there would have been an increase in mortgage repossessions but this has not happened. This is due in part to the large number financial and legal measures in place to prevent repossession, including:

- ⇒ New Government guidance to financial institutions which slows down or stops the repossession process – the so called 'pre-action protocol'¹⁹
- ⇒ Mortgage Rescue Scheme
- ⇒ DHA court desk – which intervenes at possession hearings on behalf of the homeowner
- ⇒ The new post of Financial Inclusion Officer based at HOC
- ⇒ Homelessness prevention fund
- ⇒ Repossession loan scheme
- ⇒ There are also a large number of other organisations providing debt

¹⁹ See: www.justice.gov.uk/civil/procrules_fin/menus/protocol.htm

advice through the CLAC, which comprises Derby Citizens Advice & Law Centre, DHA and Derby Advice

- 3B.18 It is also the case that the Government has introduced fiscal measures such as quantitative easing and very low interest rates to support the economy through the recession and ease some of its more painful impacts. These measures coupled with advice and new procedures for mortgage lenders are supporting the housing market and arguably preventing a number of repossessions that would otherwise occur.
- 3B.19 But the extent to which this action will be maintained after the recent general election is doubted by many media commentators and analysts.
- 3B.20 Clearly, a withdrawal of these measures could have a significant detrimental effect on both the housing market and personal finances, and thereby have a knock on effect on the volumes of those susceptible to homelessness.

Statutory Homeless – Housing Outcomes

Overview

- 3B.21 There are a number of different possible outcomes that may follow once a household has been accepted by the local authority as statutorily homeless. On some occasions the household may waive its right to further action by the LA by making its own arrangements – either by arranging to stay temporarily in the accommodation from which they are being made homeless, or by sourcing alternative accommodation.
- 3B.22 Where the LA does arrange accommodation it may offer a tenancy either from its own stock, with a housing association, or in the private sector as a qualifying offer. In some cases the household may be offered the use of temporary accommodation pending the arrangement of one of the more long term solutions above.
- 3B.23 Finally, the household may occasionally refuse the offer of accommodation or simply not make contact with the LA again. Both of these outcomes can result in the end of the LA's homelessness duty.
- 3B.24 *Breakdown by housing outcome type*

The outcomes in Derby over the last three years are tabulated below:

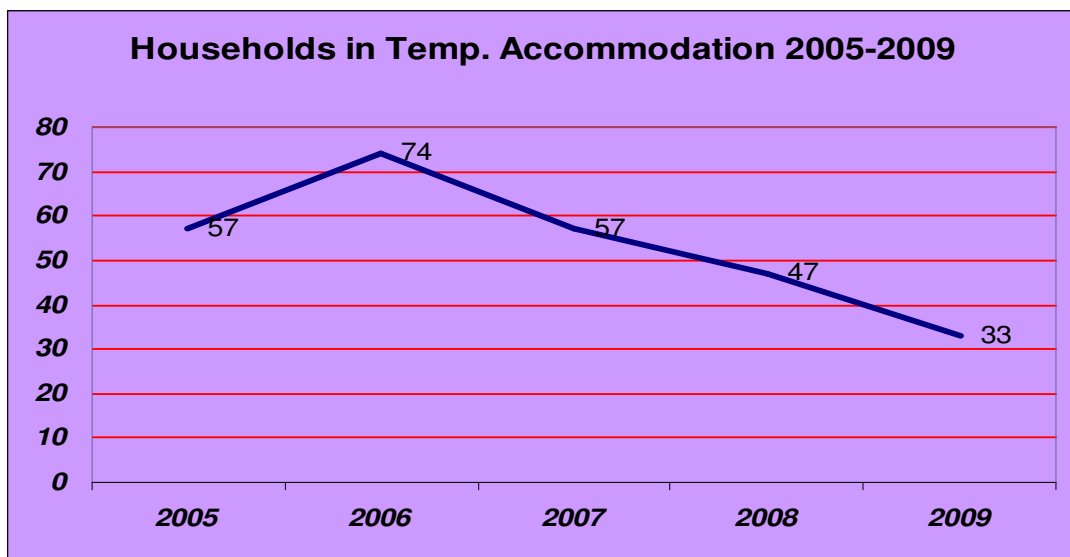
	Ceased to be eligible	Became homeless intentionally from TA	Accepted "Part 6" offer of accom	Refused a 'Part 6' offer of accom	Accepted offer of assured tenancy*	Accepted qualifying offer of an AST	Otherwise voluntarily ceased to occupy
2007	1	5	341	36	11	18	43
2008	1	2	242	20	9	16	59
2009	1	1	272	6	18	10	38

* Other than a part 6 offer

- 3B.25 Clearly the numbers accepting a part 6 or final offer of accommodation account for the vast bulk - consistently 70% or more of the total.
- 3B.26 The other notable trends are the falling numbers whose duty is discharged through:
- a) becoming intentionally homeless from TA
 - b) refusing a part 6 offer
 - c) accepting a qualifying offer of an AST.
- 3B.27 As overall numbers fall it is inevitable that some of the numbers in component groups will also fall and this partially accounts for the falls observed. But it is also likely that the fall in the take up of ASTs is because the private sector accommodation we do secure is often done so as part of a prevention initiative and therefore is not recorded as a solution for homelessness. Also, many of the UKBA households have a strong preference for social housing and are reluctant to accept offers of accommodation in the private sector.

Temporary accommodation

- 3B.28 The use of TA has fallen significantly over the last four years, as illustrated below:



- 3B.29 This is in line with falls in overall levels of homelessness and is partly attributable to a number of similar causes, including negotiation and mediation services.
- 3B.30 But there are a number of other factors at play here:
- a) Particularly since 2007 there has been an increase in the number of allocations in permanent accommodation, reducing our reliance

on TA. This figure has risen from 1214 allocations in 2007-08 to 1442 placements in 2009-10.

- b) The delayed eviction scheme between 2008-09 reduced the numbers of UKBA households presenting as homeless
- c) As part of our goal of reducing use of TA we have improved turn-around times. This means that households placed in TA are moved on more quickly and void properties are occupied more quickly
- d) Another valuable result of these efficiencies is the consequent fall in the use of B&B. This fall was also aided by the new availability of 35 Derby Homes units of accommodation. It corresponds with national initiatives to reduce B&B discussed on page 6.

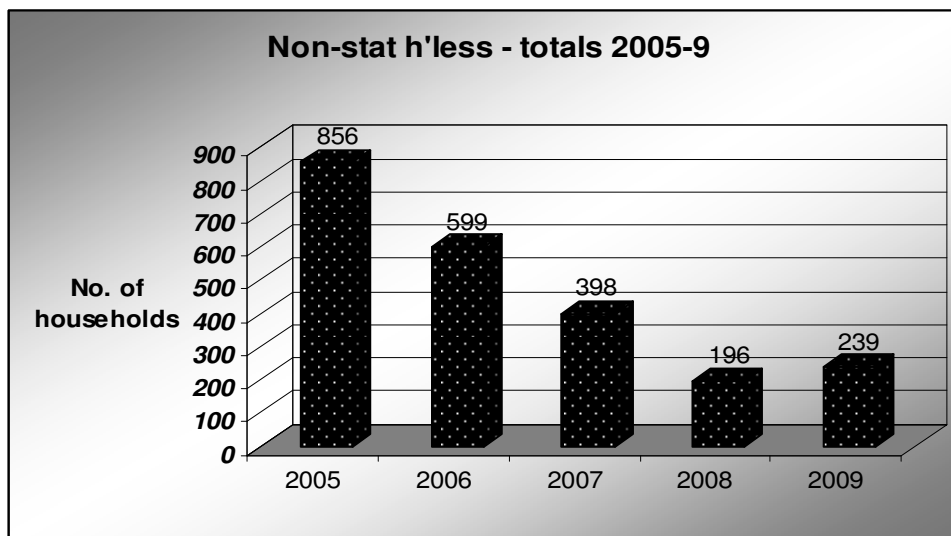
3C: Non- Statutory Homeless and Other Vulnerable Groups

3C.1 NON-STATUTORY HOMELESS GROUPS

▪ Overview

- 3C.2 A person or household is said to be non-statutorily homeless if found to be homeless but either intentionally so, or not in priority need (or both).
- 3C.3 In contrast to dealing with the statutory homeless, there is not the same duty on the local authority to find alternative permanent housing for these cases. However there is a duty to provide advice and assistance and, in the case of intentionally homeless households, a duty to provide temporary accommodation for a reasonable period to enable them to find alternative accommodation.
- 3C.4 Notwithstanding the comparatively lesser duty in respect of non-stat groups there is an increasing emphasis on taking appropriate action to prevent or relieve homelessness.
- 3C.5 This includes actions such as: case working, referrals to other agencies, housing related support services and assessments at Milestone House. It may also include the provision of temporary accommodation in cases of vulnerable persons, found to be homeless but intentionally so. For non-vulnerable persons, advice and other forms of assistance may be appropriate.

3C.6 ▪ Volumes of Non-stat homelessness



3C.7 Findings:

With the exception of a small rise between 2008 and 2009, there has

been a substantial drop in totals over the period. This fall is primarily the result of the prevention measures previously described and is in parallel with the fall in levels of statutory homelessness.

- 3C.8 The outlook for the future is dependent largely on the economic situation and demographic changes that may be affected by decisions of the UKBA. Similar though not identical considerations will apply to those affecting levels of statutory homelessness

Breakdown by ethnicity.

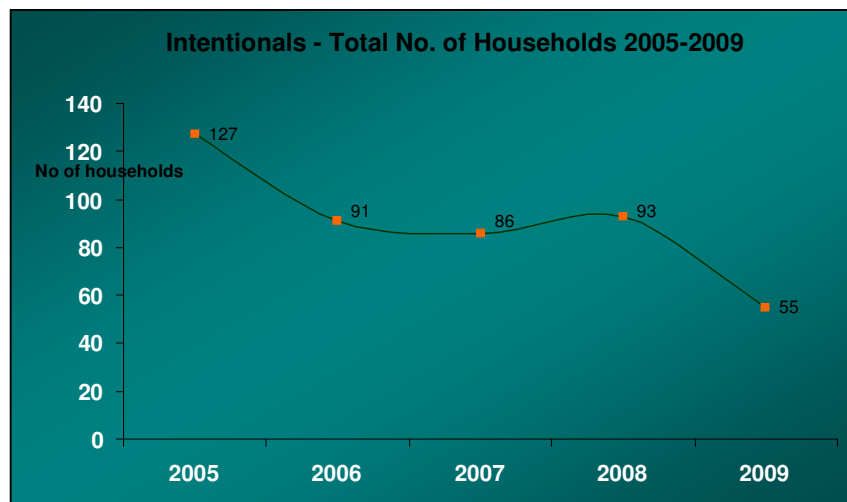
3C.9 Findings

- I. Households presenting were analysed in terms of the sixteen ethnic groups they comprise. All groups showed a fall in absolute numbers over the period.
- II. Unsurprisingly 'White British' is the largest single group and this category accounts for in excess of 70% of all households presenting throughout the period. 'Asian/Asian British' comprise the next largest group, followed by 'Black/Black British'.
- III. Further analysis of the relative proportions between ethnic minority groups shows that although there are fluctuations year on year, there are no significant lasting changes over the last five years

Intentionally Homeless

Initial findings

- 3C.10 Households found to be intentionally homeless and in priority need were analysed over the period 2005-2009 in terms of overall volumes and ethnic breakdown. The findings are as follows:



- 3C.11 Clearly there has been a steady fall in the total number of 'intentionals' over the period. This is consistent with the falls in other categories of

homelessness.

A further analysis by ethnic group shows that over the 5 year period 'White British' consistently comprise at least 75% of the total, and in 2007 comprised 93% of the total. There are no significant changes in the minority ethnic group components.

3C.12 OTHER VULNERABLE GROUPS

▪ **Rough sleepers**

Overview

3C.13 Rough sleepers have been described as being at the 'sharp end' of the homelessness spectrum, with nowhere to stay and being literally on the street or elsewhere outside. For this reason they are often referred to as 'roofless' or 'the street homeless'.

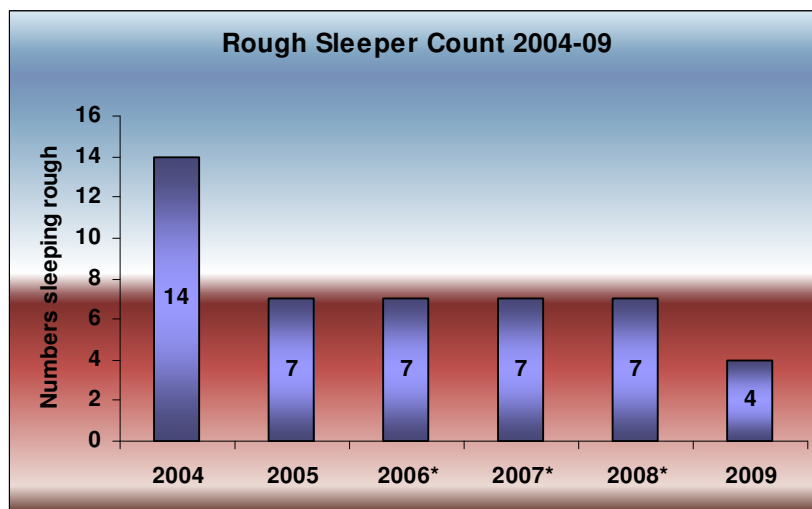
3C.14 *Reasons for rough sleeping – key points:*

- I. There can be a number of different causes for sleeping rough, including drug and alcohol misuse and mental health issues.
- II. There can also be non-medical reasons such as relationship breakdown or leaving prison (or another 'institution' such as the armed forces) without taking up alternative accommodation.
- III. Financial problems, which may initially stem from unemployment or gambling, can also initiate a downward spiral
- IV. For some individuals multiple causes can overlap, while in others, alcohol or drug abuse can arise *after* the commencement of sleeping rough rather than before.
- V. It has also been reported that some rough sleepers choose that lifestyle, while others are unwilling to disclose the reason(s).
- VI. Because of this multiplicity of factors it is not possible to tabulate the actual causes of sleeping rough for each rough sleeper in Derby.
- VII. The worsening economy, recession, and greater levels of personal debt may increase numbers in the near future.
- VIII. There is also anecdotal evidence that increasing numbers of eastern European migrants unable to access mainstream funding or accommodation may further swell the numbers sleeping rough.

Analysis

3C.15 Rough sleeping is particularly difficult to measure, with estimates only being available via particular one-off data collections which are typically made on a 'snapshot' basis i.e. the observed number of rough sleepers on a given night or a given week.

3C.16 Nevertheless, the recorded figures for Derby do show a fall in numbers over the last five years as illustrated below:



*The figures for 2006/7/8 are estimates as there was no rough sleeper count in these years

Findings

- 3C.17 Clearly there has been a considerable fall in the numbers of rough sleepers in Derby over the period in question. Furthermore, Crisis suggests²⁰, that the observed number on a snapshot count is a small proportion of the total sleeping rough at some point during the year. This is a view echoed by Derby's Community Commission, which in a recent review stated that:
- 3C.18 'The CLG definition of street homelessness as used for the annual census may provide like-for-like comparisons between local authorities but is so strict it under reports the problem'.²¹
- 3C.19 This observation is further borne out by the findings reported in the Homelessness Watch 2009, which is a survey by the Hostels Liaison Group (HLG) into the levels of Homelessness in Derbyshire. Unlike the Council's count it also includes persons sleeping rough in squats and other buildings/structures not designed for habitation. The survey in 2009 found 24 persons sleeping rough.²²
- 3C.20 The Homelessness Watch findings should be treated with a degree of caution as they relate to self reported homelessness from applicants and have not been subject to independent verification. They nevertheless provide further corroboration of the view that rough

²⁰ http://www.crisis.org.uk/policywatch/pages/rough_sleepers.html#2

¹⁴ Community Commission, Derby City Council, July 2009

¹⁵ www.hlg.org.uk/homelessnesswatch.htm p.17

sleeping is under reported

- 3C.21 Given then that the official count understates the true numbers, it is likely that the real fall in numbers is far more substantial than the 'official' Derby figures suggest.
- 3C.22 The opening of the alcohol dependency unit at Centenary House accounts for the fall between 2004/5 while the opening of Milestone House accounts for the fall between 2008/9. Notwithstanding these expansions to service provision, the demand for facilities for rough sleepers still exceeds the supply, with callers at Milestone House frequently being turned away due to lack of bed spaces.
- 3C.23 Nevertheless, Government is encouraging local authorities to eradicate rough sleeping altogether, and the anticipated expansion of the alcohol dependency unit at Centenary House (from 6 to 12 units) should make a significant contribution to reaching this goal.

▪ **Persons from abroad**

Overview

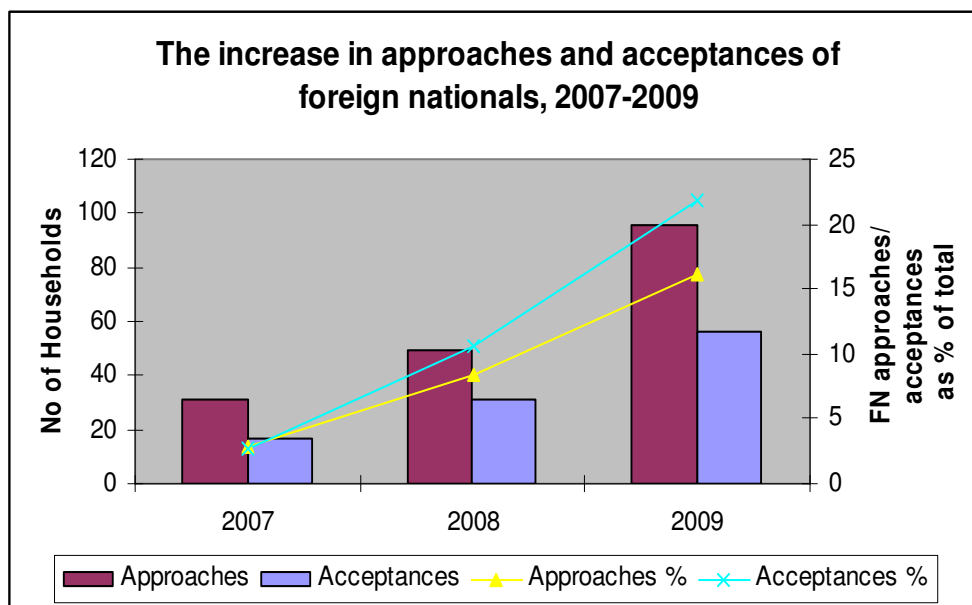
- 3C.24 There has been much media and public attention given to the impact of foreign nationals seeking residence in Britain. The potential for increased strain on local housing services, and the risk of greater numbers of homeless households, particularly with regard to economic migrants from Eastern Europe and the 'A10' accession countries, has been an area of particular interest.

Findings

- 3C.25 Data was analysed over the three year period from 2007-2009 in respect of total approaches and acceptances of foreign nationals, and the proportions therein accounted for by A10 nationals. The results are as follows:

Foreign Nationals – General

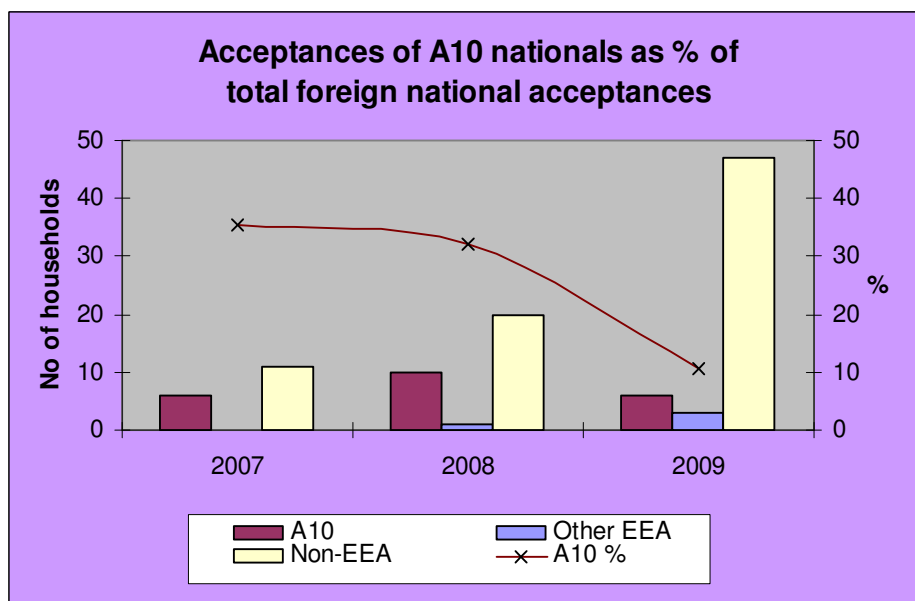
- 3C.26 The proportion total approaches and acceptances accounted for by foreign nationals has been increasing over the last three years, as illustrated below:



- 3C.27 Against a backdrop of falls in overall approaches and acceptances, the number and proportions of those by foreign nationals has been rising. In fact the number of acceptances has risen from 17 in 2007 to 56 in 2009, representing an increase in proportion of just under 3% to over 20% of the total.

A10 Nationals²³

- 3C.28 The number of acceptances of A10 nationals was measured as a proportion of total acceptances of foreign nationals:



²³ These are nationals from the 'A8' countries: Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, Slovenia, and the 'A2' countries: Bulgaria and Romania

- 3C.29 The data shows a very small number of A10 households accepted as statutory homeless – falling to just six households in 2009. The proportion of A10 households (of all foreign nationals) is also falling, from 35% in 2007 to 11% in 2009. In fact the largest (and rising) sub group of foreign nationals are non-EEA nationals. Homeless A10 households constitute just 2.3% of all homeless households (2009).

Conclusion

- 3C.30 The data supports the experience of the housing advice team in dealing with demands for housing services at the HOC. The key points are as follows:
- a) The increase in numbers and proportions of foreign nationals is predominantly due to inward migration and dispersals by UKBA
 - b) The small and falling number of A10 nationals is to be expected for two reasons: Firstly, UKBA dispersals do not include A10 nationals. And secondly, the number of economic migrants from eastern Europe has been falling in the last couple of years – in fact there is anecdotal evidence nationally there has been a return to their original countries (particularly by Polish workers) who, following the recession and the decline in the exchange rate, have found that working in the UK is not as attractive a proposition as it was in the mid 2000's.
 - c) A critical further qualifying point to make is that although A10 nationals are not presenting as homeless, they are in many instances (particularly in the case of workers) eligible for accommodation through the normal allocations route and so are accessing housing services on this basis.

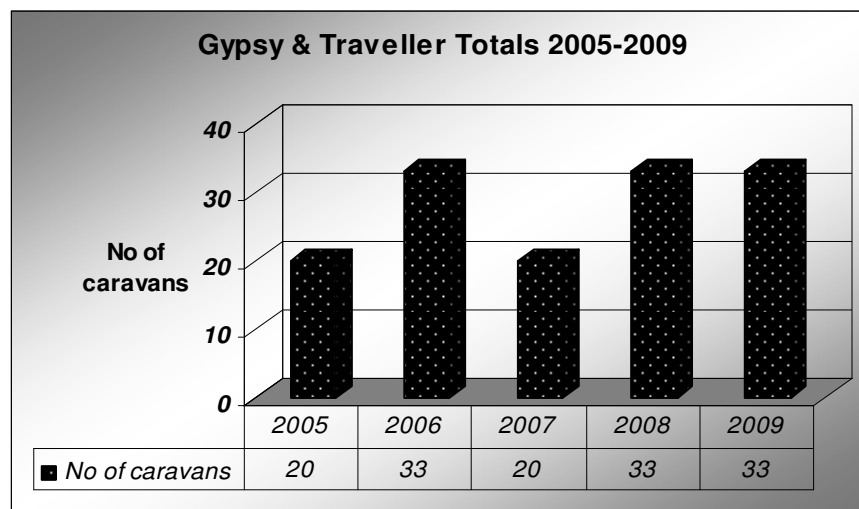
▪ **Gypsies & Travellers**

Background

- 3C.31 The current travellers' site at Glossop Street became a 'tolerated encampment' in 2006, following a House of Lords ruling that travellers who had acquired a local connection with the Local Authority area, were to be afforded additional rights. The travellers at Glossop Street have resided in the City for several years and many of their children attend local schools. As such, they are owed an additional duty of care which is to be distinguished from travellers arriving and staying in the city for very short periods

The data

- 3C.32 Counts of the number of caravans (or movable dwellings) as well as the number of families are undertaken every 2-3 months. However, the data graphed below is taken from the official count in July each year which is submitted to DCLG. These are charted below:



Findings

- 3C.33 Arguably, the consistent number of caravans found on site indicates a fairly stable population size. Problems with finding a long term solution and site for the travellers are well known and longstanding, and consequently the numbers are likely to remain fairly constant until this is resolved.
- 3C.34 Generally, G&T households find their own accommodation on dedicated sites. There is no record of households from this grouping presenting as homeless. Nor is there demand for more generic housing services or support, though the issue of finding a permanent site for the Derby-based travellers remains a pressing one.

Supporting people

Overview

- 3C.35 Poverty, old age & infirmity, a lack of life skills; mental or physical ill-health and drug & alcohol misuse can all impact on a person's ability to keep their home. The Supporting People programme aims to assist people facing these types of challenges through tenancy support and hostel and refuge provision.
- 3C.36 The programme in Derby has historically received about £10m per annum since 2003 – this funding being provided as a separate grant. However, since 2009/10 it has been a named unringfenced grant within the Area Based Grant and the cash allocation in 09-10 is 2.5% lower than in 2003. This amounts to a real terms decrease of more than 10%.
- 3C.37 The programme is managed as a partnership with voting input at Board level from Derby NHS, Derbyshire Probation Service, and Derby City Council. Recently governance arrangements have been reviewed as Supporting People has gone into Area Based Grant and

as a result the Director of the Community Safety Partnership has joined the Commissioning Board as an additional voting member.

- 3C.38 A comparison of SP funded schemes in Derby between 09-10 and 05-06 is provided below:

Primary Client Group	No of Units 01/04/2009	As % of Total Units	No of Units 2005/6	As % of Total Units 2005/6
Generic	67	1.3%	101	1.8%
Homeless Families	25	0.5%	76	1.4%
Offenders	63	1.2%	66	1.2%
Older People	4053	78.1%	4385	78.6%
Physical/Sensory Disability	43	0.8%	13	0.2%
Alcohol/Drug Problems	44	0.9%	34	0.6%
Learning Disabilities	114	2.2%	116	2.0%
Mental Health Problems	219	4.2%	225	4.4%
Refugees	12	0.2%	47	0.8%
Rough Sleepers	34	0.7%	14	0.25%
Single Homeless	277	5.3%	280	5.0%
Teenage Parents	80	1.5%	73	1.3%
Women Domestic Violence	68	1.3%	39	0.7%
Young People at Risk	92	1.8%	87	1.6%
Total	5191	100.0%	5576	100.0%

- 3C.39 The total number of units supported by SP has fallen by 385 or nearly 7% over the four years, with those in support of homeless families being particularly affected. Although potentially all in these groups could be at risk of homelessness, the falling number of support units reflect the increasingly tight funding situation and to some extent the increasing level of support provided in certain cases, for example in 'extra care' support.

- 3C.40 With SP funding no longer to be ring fenced, the outlook for the future is uncertain.

(NB: More information on SP accommodation is provided in section 4 on page 43 and Appendix D)

▪ **Other groups more likely to be at risk of homelessness**

Offenders and ex-offenders

- 3C.41 National research has shown that one third of prisoners lose their housing whilst in custody, while almost 50% of prisoners with mental

health problems have no fixed address on leaving prison. Furthermore, those without stable accommodation on leaving prison are more likely to re-offend than those with.

3C.42 In 2006 Derby made permanent a community safety housing advisor to coordinate the city's response to this challenge. This post holder arranges housing for offenders and ex-offenders of a type and in a location deemed suitable following consultation with all relevant agencies including the police and the probation service.

3C.43 Since 2007 this service has resulted in the rehousing of some 188 persons.

16-17 year olds and care leavers

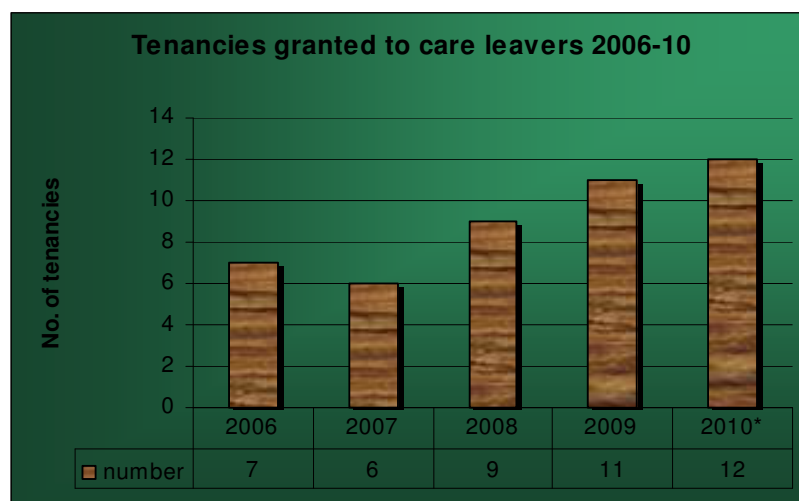
3C.44 When 16-17 year olds experience the breakdown of their relationships with parents, carers, or other providers of what may termed their 'family home', they become vulnerable to homelessness. In recognition of this, amendments to the legislation in the 2002 act made 16-17 year olds a priority need group who were therefore owed a statutory duty.

3C.45 For the last five years approximately 250 16-17 year olds per year have approached the Housing Options Centre with a housing need or threatened with homelessness. A mediation service is offered to try and facilitate the young person remaining or returning home without risk. If mediation is not appropriate and the young person is homeless then temporary accommodation is found. Part of Derby's response to this has been the Crash Pad facility previously mentioned page 17 but in some cases other forms of temporary accommodation must be provided.

3C.46 Although there has been some blurring of the lines of responsibility, providing for young people can fall to either housing or Children's services. Frequently, the Children and Young Peoples service (CYP) funds bed spaces for 16/17 year old 'looked after children' and care leavers with a range of providers, to support the transition from care to adulthood and independence.

3C.47 If a care leaver is assessed such that at the age of 18 they will be ready for independent living, a referral is made via the Housing Options Service to Derby Homes, for re-housing. This is facilitated within a reasonable timescale to try and ensure the care leaver will have access to their own accommodation before leaving care.

3C.48 The numbers being granted tenancies over the last 5 years is illustrated below (the figure for 2010 is a forecast)



3C.49 The figures clearly reflect the success achieved in providing additional support for these client groups. Funding for continued provision of this service is likely to be reviewed in the current financial climate, but the drive to reduce the cost of specialist sites and promote independent living should be a factor in favour of continuation

SECTION 4: The Current Scenario: The Supply of and Demand for Homelessness Services in Derby

▪ Introduction

- 4.1 A detailed analysis of projected future resources and the demands on the service, coupled with our key priorities for future service delivery, is the domain of the strategy proper, and not this review.
- 4.2 However, a critical part of the review is an assessment of current resources available to tackle existing demands on the service along with some level of anticipation of any major changes likely in the near future. This final section addresses these points:

▪ Physical Resources and the Housing Stock

- 4.3 The Council owns approximately 13,500 units of accommodation²⁴. These range from studio and bed-sit flats, through to six-bedroomed houses - though over 40% are 3 bedroom houses with the bulk of the remainder being one and two bedroom flats.
- 4.4 The RSL sector owns a further 6,500 units, swelling the total social housing stock in Derby to just over 20,000. With the exception of a small proportion of RSL stock being let at market rents, the majority of these properties are for let at an affordable rent and available for those households in greatest need - households that frequently are unable (or unwilling) to access the private rented sector.

For a full breakdown of the social housing stock, please see **Appendix C**

- 4.5 Specialist accommodation designed to meet the needs of specific vulnerable groups includes hostels, refuges, and supported accommodation, and is invariably supported by SP funding. In some cases the properties are procured from and run by a private owner/landlord. The main SP funded accommodation as at 2010 is tabulated in **Appendix D**.
- 4.6 Those facilities configured specifically for homeless groups are shown on the next page:

²⁴ Figures from 2008-09

Provider	Service	Client Group	Units
Derby Homes	Tenancy Support Service	GEN	67
Derby Homes	FIP Project	HLFS	10
Derventio Housing Trust	FIC	HLFS	15
Derventio Housing Trust	Milestone House emergency accommodation	RS	34
Action Housing and Support Ltd	MOST	SHLS	80
Adullam Housing Association	Adullam Housing	SHLS	20
Derby City Council CAS	Single Point of Entry Assessment Centre	SHLS	0
Derventio Housing Trust	Smart Steps	SHLS	20
English Churches Housing Group	Derby Projects	SHLS	36
English Churches Housing Group	Kenneth House	SHLS	11
English Churches Housing Group	Centenary House	SHLS	39
Metropolitan	Milverton House	SHLS	4
Metropolitan	Hartington House	SHLS	42
Padley Group	Padley Direct Access Hostel	SHLS	10
The Faith, Hope & Enterprise Company Ltd	Hope Housing	SHLS	5
YMCA Derbyshire	YMCA	SHLS	82
YMCA Derbyshire	Crash pads	SHLS	5
Total			485

Key to support group category:

GEN: Generic	RS: Rough Sleepers	HLFS: Homeless Families	SHLS: Single Homeless
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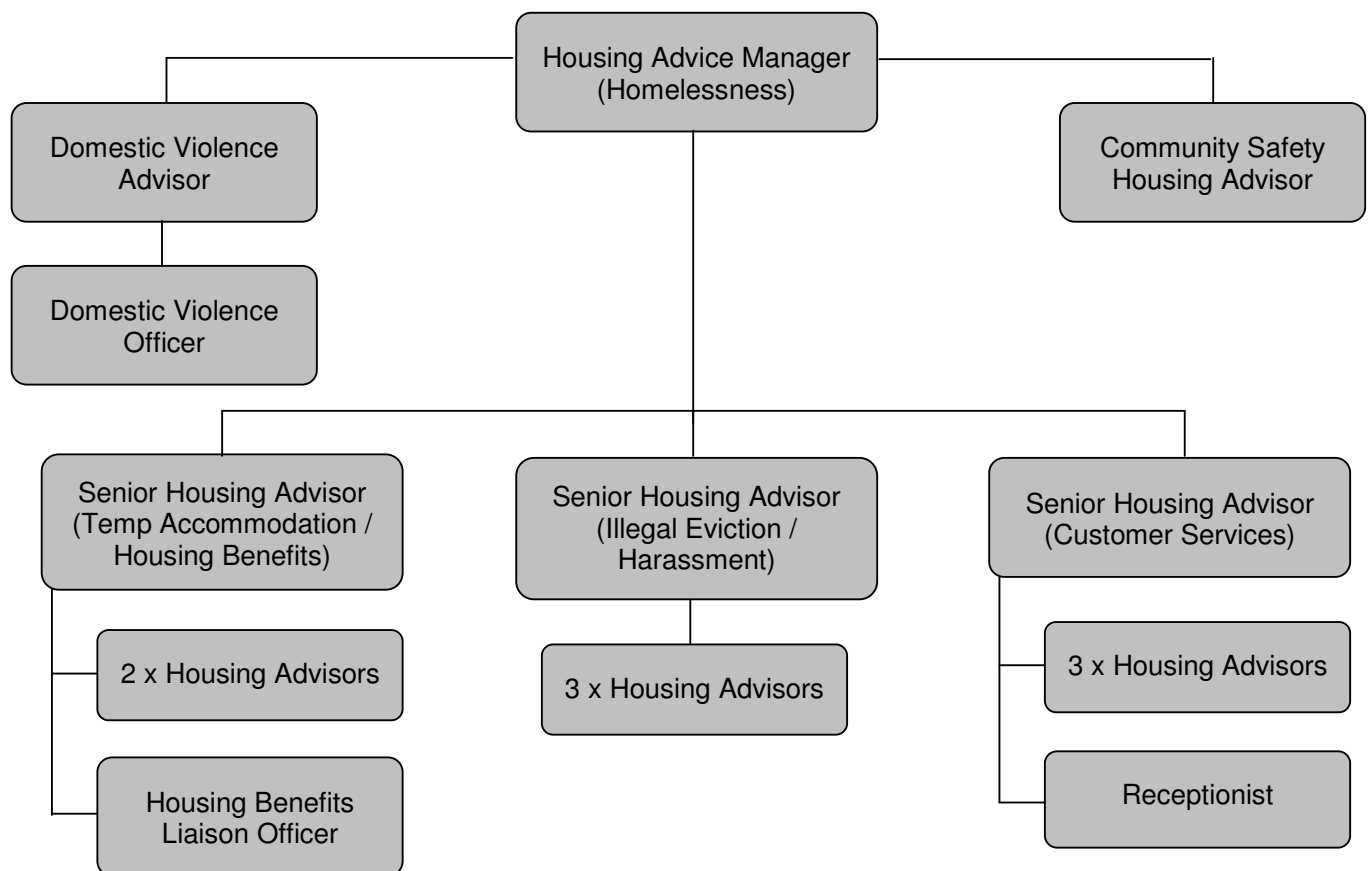
▪ Accessing the private sector

- 4.7 Approximately 80% of the housing stock in Derby is privately owned, and making greater use of this valuable resource to meet housing need is a key priority.
- 4.8 However, attempts to tap in to this market through PSL schemes have had, so far at least, only a degree of success. To date there are 6 privately owned self contained flats procured on a 10 year lease (in partnership with Tuntum), with another 7 units are due for occupation this autumn. New initiatives to increase acquisition - either through further leasing schemes or through the development of a social lettings agency - are programmed for later in the year.

4.9 ▪ Housing Advice Team

This is the major resource for addressing Statutory Homelessness in Derby. Following a restructure in 2006 it comprises a team of 17 staff, in the following structure²⁵:

HOUSING ADVICE TEAM STRUCTURE



²⁵ The SPE structure is in Appendix F

- **Advice services**

4.10 Housing Advice

Housing Register Advice

In addition to the Housing Advice Team, the Housing Options Service contains a separate Housing (Register) Advice team, the Derby Homefinder Team, A Community Care manager, a New Communities Advisor and Care Link teams. All these teams provide a valuable role in the prevention of homelessness. The structure is set out in **Appendix E**

4.11 *Derbyshire Housing Aid*

This service provides free legal advice, advocacy and representation services to clients who are experiencing problems with housing and homelessness. It also provides assistance with related matters such as debt advice and initial information and advice on welfare benefit and community care issues.

It also has a number of initiatives for securing accommodation such as its 'Smart Steps' and 'Smart Share' schemes.

4.12 *Advice for Young People*

The Space is an independent information and advice centre for young people based at The Spot. It offers information, advice and support on a wide range of subjects affecting young people. The Space is open six afternoons each week. Housing advice is a frequent area of inquiry.

4.13 *Young Persons' Housing Advisor*

This post holder is based at the Housing Options Centre and provides advice, assistance and mediation services for young people who are homeless or at risk of becoming homeless.

This post holder is also the Rough Sleeper Co-ordinator

- General advice

4.14 *Derby Citizens Advice & Law Centre*

In 2007 a new integrated advice centre for Derby was created by a pioneering merger between Derby Law Centre and Derby Citizens Advice Bureau. The first of its kind in the UK it created a brand new integrated Citizens Advice and Law Centre for the city, providing a 'one stop shop' for free, independent, general and legal advice.

4.15 This new agency gives advice on housing related matters and also has a significant orientation towards welfare benefits advice.

- Other Statutory agencies
- 4.16 *Derby Advice* provides Welfare Benefits and Debt Counselling which can impact upon homelessness.
- 4.17 *Corporate and Adult Services Department*
- Leaving Care teams also have a remit which includes housing advice and homelessness prevention.
- 4.18 *The Youth Offending Service*, has an Accommodation Officer who gives housing advice to young offenders and young persons at risk of offending.
- 4.19 *Connexions and Connexions Direct*.
- This is the Government's youth support service for all 13 to 19 year olds, and is delivered by local partnerships.
- 4.20 Connexions aims to provide advice, information, guidance and access to personal development opportunities, in order to help young people move into adulthood more smoothly.
- 4.21 It brings together all the services that support young people in various ways, such as careers services, youth services, social services, voluntary organisations, schools, colleges and so on.

The Demand for Homelessness Services

- 4.22 The partnership of agencies involved in delivering homelessness services in Derby has had considerable success in meeting the needs of most client groups that are homeless or at risk of homelessness. However, there remain a number of areas where greater resources are required or where possibly, service delivery needs reconfiguring. This is evidenced by:
- a) A number of turn-aways at hostels due to lack of space
 - b) A shortage of single person accommodation
 - c) A shortage of two bed accommodation
 - d) A shortage of Young Persons' shared accommodation particularly for teenage parents
 - e) Specialist accommodation for more complex cases, for example those with dual diagnosis
 - f) The silting up of temporary accommodation provided for both families and single persons.
- 4.23 It is widely expected that expenditure cuts from 2010 onwards will impact severely on service delivery across the public sector. Consequently, the level of resources available in future to meet these demands from homeless groups is also likely to be affected.

- 4.24 However, an explicit and detailed statement of projected resources, along with our key priorities for the next five years, will be provided by building on the work in this review. This work will then form the subject matter of Derby's next Homelessness Strategy.
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APPENDIX A: ACHIEVEMENTS AGAINST TARGETS FROM THE HOMELESSNESS STRATEGY ACTION PLAN 2003

Recommendation 1: Increase the supply of temporary accommodation

Action	Outcome	Lead officer or organisation	Resource implications	Progress achieved / situation at April 2010
1.1 Make 5 units of Derby Homes stock available as temporary accommodation	Improved standard of temporary accommodation for 5 homeless families. Also see paragraph 14.10.	Derby Homes	Existing budgets	ACHIEVED: The number of Derby Homes units of accommodation available for us for use as temporary accommodation has been increased from 24 to 35. These are being managed efficiently to ensure minimum use of B&B.
1.2 Make 6 houses from the private rented sector available as temporary accommodation	Improved standard of temporary accommodation for 6 homeless families. Also see paragraph 14.10.	Home H A	Existing budgets	ACHIEVED: We have successfully procured six privately owned self contained units on a leasehold basis, in the Normanton area, in partnership with Capital Accommodation. The scheme was funded through our Housing Needs Challenge Fund.
1.3 Review access and exclusion policies of hostels	Improved access to temporary accommodation for homeless and non-priority homeless households.	Council –	Improved use of existing resources	ACHIEVED: SPE has been relocated to Milestone House since September 2008. The SPE has proved to be a successful pilot following an evaluation carried out after one year. The SPE has just been awarded a further three year contract with Supporting People.
1.4 Provide move-on accommodation for refugees	Prevent homelessness among 30 refugee households. Also see paragraph 14.10.	Council	Nil – private rented sector scheme	PARTIALLY ACHIEVED: A PSL scheme was set up in 2004 to provide this accommodation and prevent immediate homelessness, but this has now expired. As of April 2010 further case resolution cases (to deal with families receiving a positive decision on their asylum claims) have come through the system in the last year. This has had an effect on the number of

				homeless acceptances we have seen. A target figure of 275 was in place for 2009/10. However this figure has been exceeded due to the recent case resolution exercise and the inability to implement a delayed eviction scheme again.
1.5 Convert former commercial premises to provide 10 single person units	Mixed – 10 assured short-hold tenancies – house homeless households and prevent homelessness. Also see paragraph 14.10.	Social Landlord to be determined	Mixed funding to be determined	DID NOT PROCEED: This development did not go ahead due to the lack of research/information available to bid for the necessary funding.
1.6 Link with neighbouring authorities	Cross-boundary co-operation will make 6 units available to homeless households. Also see paragraph 14.10.	Council	Existing budgets	PARTIALLY ACHIEVED There is ongoing development of a Cross Border CBL in partnership with South Derbyshire. A shared database is already in operation; with a service level agreement for full cross-boundary working to be drawn up at the conclusion of the current allocations policy review.

Recommendation 2: Provide more affordable homes

Action	Outcome	Lead officer or organisation	Resource implications	Progress achieved / situation at April 2010
2.1 Provide 24 units of single accommodation	Permanently re-house 10 homeless households annually.	Tuntum H A – provisional	Tuntum H A funded	DID NOT PROCEED: The development identified did not become available as it was not possible to reach an agreement to bring these empty properties back into use.
2.2 Review policy of multiple offers to homeless households	Improve access to affordable homes for all applicants. Reduce time spent in temporary	Council –	Existing budgets	ACHIEVED: The housing allocations policy was reviewed in 2006; a new policy was developed and is now in operation. This increases choice to homeless households but allows the council to make a “final offer” of suitable permanent housing to

	accommodation.			the applicant in order to discharge its homeless duty. April 2010: a further review of the allocations policy is now underway, due to new Government guidance and allocations case law. A draft allocations policy is scheduled for July 2010, which subject to consultation and ratification will be in place by the end of 2010.
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Recommendation 3: Improve links with private landlords

Action	Outcome	Lead officer or organisation	Resource implications	Progress achieved / situation at April 2010
3.1 Improve links and develop new schemes with private sector landlords	35 homeless families re-housed in private rented sector.	Council	Currently temporary funding. Further funding to be determined	ACHIEVED but ongoing: In January 2004 the temporary funding for this post ended. However, in 2008/9 a permanent post was created within the Housing Options Centre that is responsible for landlord liaison and procurement as well as other functions. Since October 2007 we have issued around 400 bonds through this post and we continue to build our links with the private sector to procure as much accommodation as possible to provide more housing options for customers, particularly in areas where the council and our social housing partners do not have stock.

Recommendation 4: Provide support for vulnerable households

Action	Outcome	Lead officer or organisation	Resource implications	Progress achieved / situation at April 2010
4.1 Participate in or start a Forum with Supporting People team and providers	Focus floating support on to homeless households. Also see paragraph 14.8.	Council	Existing budgets	<p>ACHIEVED: Since 2003 the core strategy group has been attended by reps within HOC and SP to identify and commission support services to homeless households. This is in line with priorities identified within the SP and Homelessness Strategies.</p> <p>April 2010: The core strategy group continues to meet and increasingly looks at new commissioning and decommissioning of schemes alongside other stakeholders and partners. The current levels of support for potentially homeless households are documented on pages 38 – 9, and below.</p>
4.2 Explore new or changed floating support scheme for homeless families in temporary accommodation	Support for vulnerable households.	Derby Homes Council	Existing Supporting People funding	ACHIEVED: Floating support is now in place for all homeless families placed into TA via Derby Homes.
4.3 Encourage a Supporting People scheme to improve mental healthcare outreach provision for rough sleepers	<ul style="list-style-type: none"> • Reduce the number of exclusions from hostels. • Facilitate the move-on to more independent second stage accommodation for vulnerable homeless people with mental health problems. • Increase the number of 	Council and/or Supporting People Commissioning Board	Supporting People funding	<p>PARTIALLY ACHIEVED</p> <ul style="list-style-type: none"> • We continue to work on the issue of outreach. Agreement has been reached with the hostels to start to put some of the hostel workers into a team to provide an outreach surgery once a week. We have also this year (2009/10) commissioned jointly via SP/CSP/HOC an outreach worker

	homeless people registered with a GP to 25%.			<p>for street drinkers.</p> <ul style="list-style-type: none"> There is a review underway within SP of mental health services involving Derbyshire county PCT, Derby city PCT, Derbyshire County Council and Derby City Council. This is looking at remodelling the strategic service provision of the facilities and support for all residents with mental health problems, including homeless people. The review is due for completion by September 2010. In terms of the number of people registered with a GP this target has been met more than three times over, with a registration rate in 2009-10 of 92%.
4.4 Produce a Marketing Plan for Care Link	Provide support for victims of domestic violence and harassment.	Council	Existing budgets	ACHIEVED: in 2004
4.5 Co-ordinate with health service professionals	Raise awareness, and provide early identification of victims of domestic violence.	Council –	Existing budgets	ACHIEVED: We now provide two domestic violence surgeries a week from the family justice centre. We also attend monthly MARAC meetings for early identification of victims as well as see people at housing options.
4.6 Engage with prisons in the region to provide pre-release housing advice	Prevent homelessness	Council –	Existing budgets	ACHIEVED: The Community Safety Advisor post was made permanent at HOC in 2005. This post holder liaises with prisons and provides pre-release advice. From 2009 we also seconded a probation officer to this post who is working at Milestone House with the SPE team to ensure smooth transition from prison into the community and to prevent homelessness. This post holder also

				coordinates improved information sharing on risk to the community and to the customer.
4.7 Provide improved outreach Domestic Violence Surgeries in identified hot spots	Prevent homelessness	Council –	Existing budgets	ACHIEVED: Initially surgeries were provided in hot spot areas as planned. These were held in Allenton, Chaddesden, Pear Tree Clinic, and Horizon in Normanton. But all stopped for various reasons i.e. the projects that hosted us at the hotspots finished due to funding constraints or in some cases attendances just fell away. Surgeries continue at the Family Justice Centre as here all the DV services are under one roof

Recommendation 5: Improve consultation

Action	Outcome	Lead officer or organisation	Resource implications	Progress achieved / situation at April 2010
5.1 Devise reception questionnaire	Obtain views of customers.	Council –	Existing budgets	ACHIEVED: HOC reception refurbished in 2006 following consultation with customers.
5.2 Arrange periodic customer focus groups targeting specific groups, for example homeless families, young people	Obtain views of customers in greater detail.	Council –	Existing budgets	ACHIEVED: Ongoing customer surveys are carried out within housing options and within the SPE team at Milestone House to ascertain customer views. The SPE also undergoes the Quality Assessment Framework review implemented by Supporting people.

Recommendation 6: Provide specialised accommodation

Action	Outcome	Lead officer or organisation	Resource implications	Progress achieved / situation at April 2010
6.1 Investigate funding for a Multiple Needs Unit	Accommodation for rough sleepers.	Council –	Major resource implications to be determined	PARTIALLY ACHIEVED: The needs of rough sleepers are now being increasingly met by provisions at Centenary House and Milestone House – which includes some support for those with multiple needs. Research into a dedicated multiple needs unit was carried out by the University of Derby in 2007. This confirmed a need, although the research was not considered to be in sufficient depth. The likely costs of such a project are likely to rule it out as a viable option for the foreseeable future.
6.2 Explore with partner agencies further provision for substance abusers	Reduced drug-related homelessness – plus crime reduction, and so on.	Derby Community Safety Partnership	Resource implications to be determined	ACHIEVED: Drug services have been reconfigured and access to services improved. The first draft of the alcohol harm reduction strategy has also been written.(2008) As at April 2010 drug and alcohol services are available in the city. However a reconfiguration of alcohol services is now underway. Consultation is ongoing with stakeholders/partners regarding the shaping of alcohol services in the city for the future along with a revising of the alcohol harm reduction strategy. New alcohol services are to be available from June 2010 which will be modelled on the successful drug services now available in the city.

Recommendation 7: Co-ordinate Strategic Partnerships

Action	Outcome	Lead officer or organisation	Resource implications	Progress achieved / situation at April 2010
7.1 Engage Health Trusts over drug abuse findings of Strategy	Improved rehabilitation treatment facilities.	Derby Community Safety Partnership	Primary Care Trust Resources	ACHIEVED: As above. See drug strategy findings.
7.2 Provide support for intentionally homeless households	Intensive support and rehabilitation for six intentionally homeless households.	Council –	Existing Supporting People funding	ACHIEVED: The Family Intervention Project (FIP) has been developed to tackle homelessness caused by ASB or youth crime. It is partly SP funded and has been operational since 2007. For more info see page 19.
7.3 Engage NASS, Immigration and Nationality Departments to co-ordinate transitional arrangements for Asylum Seekers changing status to Refugees	Prevent homelessness among refugees. Also see paragraph 14.10.	Council	Better use of existing resources	<p>ACHIEVED: The UKBA (formerly The Border and Immigration Department) governs arrangements for asylum seeker dispersal and decisions around asylum. We implemented a delayed eviction scheme in 2007-8 to prevent up to 90 families from becoming homeless.</p> <p>However, this has now expired and we are expecting increased decision making to continue this year, (subject to confirmation from the UKBA). If we have more CRD cases we would want to consider another Delayed Eviction Scheme to prevent homelessness.</p>
7.4 Produce city-wide Refugee	Provide strategic direction to include homelessness	Council	Better use of existing resources	ACHIEVED: In March 2004 a draft resettlement strategy was developed, led on

Resettlement Strategy, with links to this and the BME Housing Strategy	prevention among refugees. Also see paragraph 14.10.			by the CSP. A community cohesion unit has been set up to oversee resettlement for new communities and to ensure community cohesion and successful integration.
7.5 Broker a housing providers forum	Develop more rigorous enforcement procedures against perpetrators of domestic violence. Target support at victims.	Council	Existing budgets	ACHIEVED: In 2005 LPSA 2 funding provided for an additional DV advice worker for victims of DV and provides £30K per year for security works to help victims remain with confidence in the home. Although LPSA funding has now ended the DV advice worker remains at housing options. However it is not a permanent position and we continue to have to find funding for this crucial post. Tenancy conditions now have a clause in around perpetrators of DV and losing a tenancy.

Recommendation 8: Develop Housing Options Centre resources

Action	Outcome	Lead officer or organisation	Resource implications	Progress achieved / situation at April 2010
8.1 Seek resources to improve reception facilities	Customer friendly reception; quicker attention.	Council –	Existing budgets	ACHIEVED: as above
8.2 Seek resources to fund permanent posts	Secure present services for domestic violence victims, private rented	Council	External funding / mainstream funding	PARTIALLY ACHIEVED: The Senior Private Sector Housing Advisor and the Financial Inclusion Officer are now in place and in permanent posts within the Housing

	sector and welfare rights. Also see paragraph 14.9.			Options Centre. We continue to strive for a permanent post for the DV advisor and for funding.
8.3 Expand young people's service	Prevent youth homelessness.	Council –	External funding / mainstream funding	ACHIEVED: A mediation service has been running since 2005, while a Crash Pads service has been researched and developed and went live November 2009. This scheme is a partnership with the YMCA/CYP/YOS/HOC. Night stop will not be further developed until we ascertain demand on the crash pads service and if there is a need for a night stop within the city. An expansion to the mediation service has been made with cognitive behaviour therapy now being available to crash pads residents.

Recommendation No 9: Co-ordinating information

Action	Outcome	Lead officer or organisation	Resource implications	Progress achieved / situation at April 2010
9.1 Provide an online database to co-ordinate homelessness approaches to all agencies	Accurate monitoring of homelessness.	Council –	Existing budgets	NOT ACHIEVED, not considered feasible on further investigation. SPE has data base on all available supported housing accommodation via the hostels for placements. No plans currently to resurrect this action.
9.2 Provide individual assessments for non-priority homeless	Optimise advice and assistance to non-priority homeless.	Council –	Existing budgets	ACHIEVED: via SPE team at Milestone House.

Recommendation No 10: New research

Action	Outcome	Lead officer or organisation	Resource implications	Progress achieved / situation at April 2010
10.1 Male victims of domestic violence	Clarify need for temporary accommodation.	Council –	To be identified	PARTIALLY ACHIEVED Some informal research undertaken. Need not identified.
10.2 Asylum Seeker victims of domestic violence	Clarify need to access refuges.	Council	To be identified	NOT ACHIEVED. As above
10.3 BME groups	Assess culturally appropriate solutions for victims of domestic violence.	Council –	To be identified	ACHIEVED: via BME housing strategy
10.4 Domestic violence perpetrators	Determine need for accommodation and support provision. Prevent repeat homelessness.	Council –	To be identified	PARTIALLY ACHIEVED. Repeat Homelessness has fallen from 60 households in 2005 to just 3 in 2009. However, accommodation and support for DV perpetrators remains fragmented. The CPS ran perpetrator programmes in 2008 but this has now expired. Relate do work with couples where domestic violence has been a factor, while PODA at the University offer cognitive therapy to both victims and perpetrators of domestic abuse. In terms of accommodation there is very occasionally a discretionary offer made to a perpetrator where it is the safest and best option for the victim whilst preventing the victim's homelessness.
10.5 Adapted emergency accommodation	Assess the need for disabled access in emergency accommodation.	Council –	To be identified	ACHIEVED: There is now adapted emergency provision available via Milestone House, though only for singles and childless couples.

APPENDIX B: REASONS FOR STATUTORY HOMELESSNESS

The current performance monitoring regime requires Local Authorities to report on eleven groups of reasons (comprising a total of 21 different reasons) for statutory homelessness. These are as follows:

1. Parents no longer willing or able to accommodate
2. Other relatives or friends no longer willing or able to accommodate.
3. Non-violent breakdown of relationship with partner
4. Violence
 - a. Violent breakdown of relationship, involving partner
 - b. Violent breakdown of relationship involving associated persons
 - c. Racially motivated violence
 - d. Other forms of violence
5. Harassment, threats intimidation
 - a. Racially motivated harassment
 - b. Other forms of harassment
6. Mortgage arrears (repossession or other loss of homes)
7. Rent arrears on:
 - a. Local authority or other public sector dwellings
 - b. Registered social landlord or other housing association dwellings
 - c. Private sector dwellings
8. Loss of rented or tied accommodation due to:
 - a. Termination of assured short hold tenancy
 - b. Reasons other than termination of assured short hold tenancy
9. Required to leave National Asylum Support Service accommodation
10. Left an institution or LA care:
 - a. Left prison/is on remand
 - b. Left hospital
 - c. Left other institution or LA care
11. Other reason for loss of last settled home
 - a. Left HM Forces
 - b. Other reason

APPENDIX C: SOCIAL HOUSING STOCK – A BREAKDOWN BY PROPERTY TYPE AND NUMBER OF BEDROOMS

1. DERBY CITY COUNCIL

Derby Homes	0 Beds	1 Bed	2 Beds	3 Beds	4 Beds	5 Beds	6 Beds	Total
Houses	10	68	1867	5876	119	7	2	7949
Bungalows	28	948	262	94				1332
Flats	139	2775	1324	26				4264
Cottages								0
Room								0
Maisonette	3		7	40				50
Unidentified								0
TOTAL	180	3791	3460	6036	119	7	2	13595

2. RSL's

All RSL's	0 Beds	1 Bed	2 Beds	3 Beds	4 Beds	5 Beds	Total
Houses	1	171	1679	1365	169	3	3388
Bungalows		63	89	13	1		166
Flats	5	1844	832	59			2740
Cottages		83					83
Room		100					100
Unidentified	73	6	52	36	12	1	180
TOTAL	79	2267	2652	1473	182	4	6657

3. TOTAL

	0 Beds	1 Bed	2 Beds	3 Beds	4 Beds	5+ Beds	Total
RSL	79	2267	2652	1473	182	4	6657
COUNCIL	180	3791	3460	6036	119	9	13595
TOTAL	259	6058	6112	7509	301	13	20252

APPENDIX D: SP FUNDED ACCOMMODATION AND SUPPORT

Key to support type:

Alcohol	ALC	Learning Disabilities	LD	Refugee	REF
Drugs	DRUGS	Mental Health	MH	Rough Sleepers	RS
Domestic Violence	DV	Offenders	OFF	Single Homeless	SHLS
Generic	GEN	Older People	OLD	Teenage Parents	TP
Homeless Families	HLFS	Physical and Sensory	PSD	Young People	YP

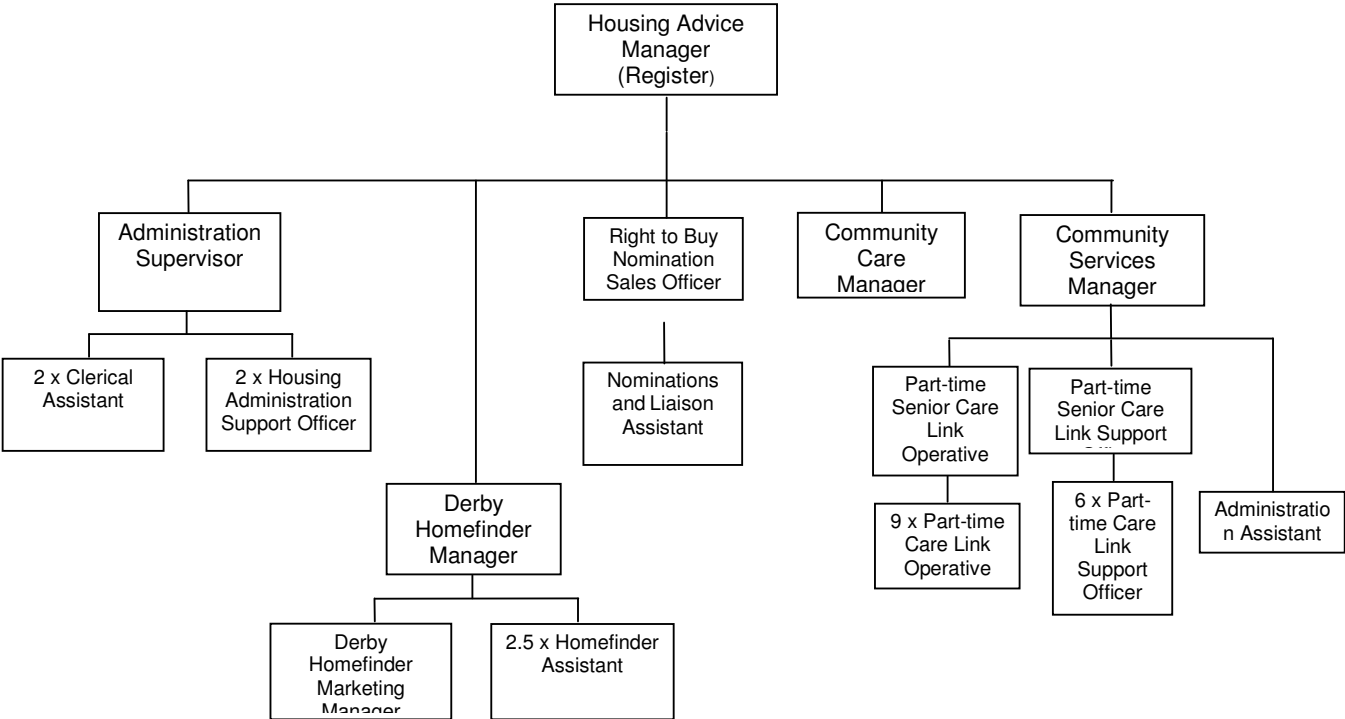
Schedule of provider, service, client group and number of units.

Provider	Service	Client Group	No. of Units
Action Housing and Support Ltd	Crime & Disorder Partnership	DRUGS	25
Action Housing and Support Ltd	Crime & Disorder Partnership	OFF	25
Action Housing and Support Ltd	Step Up	DRUGS	20
Action Housing and Support Ltd	MOST	SHLS	80
Adullam Housing Association	Adullam Housing	SHLS	20
Anchor Trust	Barncroft	OLD	37
Anchor Trust	Chester Court	OLD	37
Anchor Trust	Heath Court	OLD	58
Anchor Trust	Normanton Lodge	OLD	72
Anchor Trust	Anchorfold	OLD	42
Private Landlord	Charnwood St	MH	6
Private Landlord	Osmaston Rd	MH	5
Carr Gomm Society Ltd	Augusta St	MH	4
Carr Gomm Society Ltd	Osmond House	MH	7
Creative Support Ltd	Wagtail Close	LD	14
Creative Support Ltd	Creative Support	MH	37
Derby City Council	Care Link	OLD	1249
Derby City Council CAS	Radbourne Street	LD	3
Derby City Council CAS	Creative Living	PSD	3
Derby City Council CAS	LD Tenancy Support	LD	57
Derby City Council CAS	Lower Eley	LD	3
Derby City Council CAS	Swinburne Street	LD	3
Derby City Council CAS	Community Support Team Mental Health	MH	17
Derby City Council CAS	ALS	PSD	10
Derby City Council CAS	Single Point of Entry Assessment Centre	SHLS	0
DCC Education Service	Oasis	TP	48
Derby Homes	Tenancy Support Service	GEN	67
Derby Homes	Shelter Housing / Alarms	OLD	1250
Derby Homes	FIP Project	HLFS	10
Derventio Housing Trust	Derby Night Shelter	RS	344
Derventio Housing Trust	Smart Steps	SHLS	20
Derventio Housing Trust	FIC	HLFS	15
Derwent Living	Rebecca Court	DV	40
Derwent Living	Rawdon St	OLD	21
Derwent Living	Sheltered Living Scheme	OLD	264
Derwent Living	The Butterfly Project	DV	4
Dharar	White Doves	MH	6
Dimensions	Powell	LD	3
Dimensions	Bramfield	LD	3
Dimensions	Grafton	LD	5
Dimensions	Cromwell	LD	3
English Churches Housing Group	Derby Projects	SHLS	36
English Churches Housing Group	Young People	YP	14

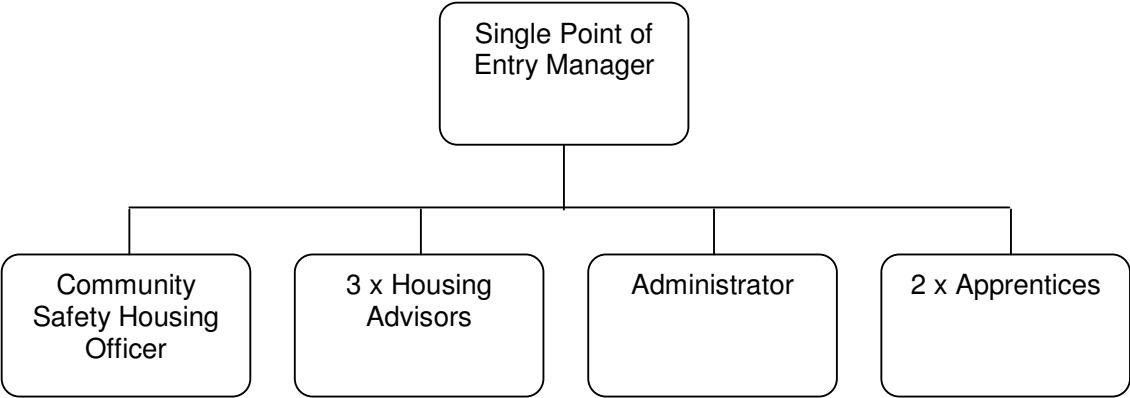
Provider	Service	Client Group	No. of Units
English Churches Housing Group	Kenneth House	SHLS	11
English Churches Housing Group	Teenage Parent	TP	32
English Churches Housing Group	Centenary House	SHLS	39
Gabbidon (Mr & Mrs W D & M H)	High View Care Home	MH	4
Hallmark Community H A	Hadhari Nari	DV	12
Headway	Brain Injury	PSD	25
Housing 21	Dayton Court	OLD	18
Housing 21	Handyside Court	OLD	38
Private Landlord	Swinburne Street	MH	10
Longhurst Housing Association	Meadowlark	OLD	10
Mackworth Supported Housing	Supported Housing	MH	9
Mansfield Mediation Group	Mediation Service	YP	12
Mencap	AV & DC supported living sch	LD	4
Metropolitan	1180 London Road	ALC	9
Metropolitan	Ashbourne Road	LD	4
Metropolitan	Edale House	MH	10
Metropolitan	YP Floating Support	YP	38
Metropolitan	Wilkins Drive	MH	12
Metropolitan	Supported Living Scheme	MH	27
Metropolitan	Milverton House	SHLS	4
Metropolitan	Micklecroft Gardens	LD	3
Metropolitan	Hartington House	SHLS	42
Nacro Community Enterprises Ltd	Extended hours service	OFF	26
Nacro Community Enterprises Ltd	HRSO	OFF	15
Northern Counties H A Ltd	Northern Counties	OLD	25
Oaklands Community Care Ltd	Pastures Hill	LD	4
P3	The Social Inc Charity	MH	11
Padley Group	Padley Direct Access Hostel	SHLS	10
Portland Care Homes Ltd	Empress Lodge 6	MH	6
Portland Care Homes Ltd	Empress Lodge 8	MH	6
Private Landlord	Social Services Approved	MH	9
Private Landlord	Social Services Approved	MH	1
Raglan Housing Association	Highgates	OLD	37
Raglan Housing Association	The Maltings	OLD	26
Refuge	Derby Asians Women's Refuge	DV	16
Refuge	Domestic Violence Floating Support	DV	4
Refugee Housing Association	Tenancy Support Service	REF	12
Retail Trust	Leylands Estate	OLD	83
Rethink	Rethink Sustainable Living Scheme	MH	22
Self Address	Self Trust	MH	5
Spirita	Lillian Prime	PSD	5
Spirita	Sheltered Housing	OLD	264
Spirita	Derby Life Lines	OLD	10
Spirita	Home Improvement Agency	OLD	200
St Aidans House Trust	St Aidans	OFF	12
St Chads	St Chads	MH	6
Stonham Housing Association	Foyer Activ8	YP	28
The Faith, Hope & Enterprise Company Ltd	Hope Housing	SHLS	5
The Guinness Trust	Sidney Street	OLD	24
Private Landlord	Scot Street	MH	5
William Sutton H. A. Ltd	Harold Court	OLD	33
Private Landlord	Kay Williamson	LD	4
YMCA Derbyshire	YMCA	SHLS	82
YMCA Derbyshire	Crash pads	SHLS	10
Total			5056

APPENDIX E: HOUSING (REGISTER) ADVICE TEAM STRUCTURE

The housing (register) advice team manages the waiting lists and also comprises the Homefinder, Care Link and Right to Buy teams:



APPENDIX F: SINGLE POINT OF ENTRY TEAM STRUCTURE



APPENDIX G: GLOSSARY OF TERMS

ASB	Anti Social Behaviour
AST	Assured Shorthold Tenancy
BME	Black & Minority Ethnic
BVPI	Best value performance indicator
CAB	Citizen's Advice Bureau
CBL	Choice Based Lettings
CC	Community Commission
CSP	Community Safety Partnership
CYP	Children and Young Person's (Services)
DAAT	Drug and Alcohol Action Team
DCLG	Dept. for Communities and Local Government
EMRHF	East Midlands Regional Homelessness Forum
FIP	Family Intervention Project
HB	Housing Benefit
HLG	Hostels Liaison Group
HMO	House in Multiple Occupation
HOC	Housing Options centre
HSSA	Housing Strategy Statistical Appendix
LA	Local authority
LAA	Local Area Agreement
LHA	Local Housing Allowance
LSP	Local Strategic Partnership
MOPP	Move On Plan Protocol
NASS	National Asylum Support Service
ODPM	Office of the Deputy Prime Minister (now DCLG)
P1E	Statistical return on homeless households
PCT	Primary care Trust
RSL	Registered Social Landlord
SHMA	Strategic Housing Market Area
SMART	Specific, measurable, accountable, realistic, time bound
SP	Supporting People
SPE	Single Point of Entry
UKBA	UK Border Agency
YOT/S	Youth Offending Team/Service