

Part 1 - Open to the Public	ITEM NO.
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REPORT OF Strategic Director- People

TO
Cabinet
ON
10th April 2018

TITLE: Salford Homelessness Strategy 2018-2023: Early Intervention, Effective Prevention, and Innovative Solutions

RECOMMENDATIONS: That the Cabinet:

- a) approves the Homelessness Strategy for publication

Reasons for recommendations:

To comply with the statutory requirements of the Homelessness Act 2002 all English local authorities are required to review and publish a revised Homelessness Strategy every five years.

EXECUTIVE SUMMARY:

All Housing Authorities have a statutory duty under the Homelessness Act 2002 to carry out a review of their homelessness strategy every 5 years and to formulate and publish a revised strategy based on the results of that review. As the period for the last strategy soon ends, it has been necessary to develop and publish a new homelessness strategy for Salford. Building upon the 2013-2018 homelessness strategy, this strategy will continue to deliver the council's, and its partner's vision for homelessness in the city which is: *Working together in partnership to reduce homelessness and rough sleeping in the city through early intervention, effective prevention, and innovative solutions.* The strategic priorities are:

Strategic Priority 1- Preventing homelessness

Strategic Priority 2- Reduce the impact of homelessness

Strategic Priority 3- Eradicate the need for rough sleeping

BACKGROUND DOCUMENTS: Homelessness Strategy 2013-2018-Prevention, protection and place matters, Housing Strategy 2020, Allocation Scheme 2016

KEY DECISION: YES

DETAILS:

1.0 INTRODUCTION

The council published its Homelessness strategy “Prevention, Protection, Place Matters” in 2013. The evidence, analysis and the outcome of consultation indicates that whilst there had been many achievements in delivering effective homelessness services in Salford, there are some significant challenges ahead. Some of these key challenges include the adverse impact of Welfare Reform Act, especially the introduction of the Universal Credit, and benefit cap, the increasing levels of affordable housing need, and the housing need and support required by vulnerable households such as those in priority need and at risk groups. The council and its partners will strive to continue to improve as a service and be as efficient as possible and remain as a major vehicle for service delivery in the future.

Following its approval it is proposed to publish our Homelessness Strategy: 2018-2023 “**early intervention, effective prevention, and innovative solutions**” via the council’s website.

2.0 DEVELOPING THE HOMELESSNESS STRATEGY

At the outset of the strategy development the council developed a consultation plan to ensure that key stakeholders including service users influenced the development of the strategy, identified the homelessness issues, and priorities. During September and October 2017 the Consultation Plan stage 1 was implemented. The consultations included:

- Senior Managers across council directorates
- On- line consultation: service users / service providers / residents
- Internal Consultation: Team managers/ SCC staff
- Consultation Focus Groups: 10 thematic focus group meetings were held to identify the issue and priorities, and set new strategic priorities.

Through the process a wealth of information on homelessness were collected focusing on perceptions/ issues, strategy related, and service specific issues, and an awareness of the new Homelessness Reduction Act.

The final strategic priorities proposed were also consulted on with the Homelessness Strategy Monitoring Group members (HMSMG), and Salford Strategic Housing

Partnership (SSHP). A report outlining the proposed vision, and the strategic priorities was approved by the Lead Member for Housing and Neighbourhoods on 12th December 2017. At stage 2 of the consultation, the final draft of the strategy and the action plan was circulated to SSHP members, and Homelessness Strategy Monitoring Group to ensure all priorities and objectives have been considered.

3.0 KEY ACHIEVEMENTS

Since the adoption of the last Homelessness Strategy in 2013 and in spite of the many challenges, the city council with the support of its partners, has achieved many of its objectives including:

- Delivering early intervention and effective prevention- Achieving Bronze in the government’s Gold Standard programme in 2015 and Silver in 2016 for housing options services that positioned Salford in the top 10 Local Authorities in the country
- Managing the impact of the welfare reform by working with families meeting the “Helping Families Criteria”
- Enabling the provision of a range of affordable housing options
- Supporting the development of the private rented sector
- Reviewing policies to minimise the use of Temporary Accommodation including the review of the Allocations Policy 2016.
- Facilitating effective and coordinated support for vulnerable households including review of our protocol for 16/17 year olds, and services providing support to those fleeing from domestic abuse.
- Funding for under 35’s: Platform for life bid for £1m was successful, resulted in the opening of the “The Hive” a high quality, affordable shared accommodation for 14 young people (18-25).
- Coordinating outreach work to Rough Sleepers, and developing and delivering the Winter Welfare Programme.

These have just been some of the outstanding achievements given the continuing housing pressures in Salford. They have been achieved through the high priority placed on preventing homelessness in the city and continuing to work in delivering homelessness solutions-both directly by the council and in partnership with our partners.

A report was presented to Housing and Neighbourhoods lead member on 13th March who approved the publication of the strategy and agreed to take forward to next process. Since then the draft strategy has been presented to City Issues Briefing, Salford Housing Strategic Partnership members, Growth and Prosperity Scrutiny Panel and Cabinet Briefing.

4.0 KEY CHALLENGES

The outcome of the consultation with stakeholders highlighted the challenges, Salford is facing. The key challenges and main headline issues, and priorities identified were:

- The shortage of affordable housing

- Welfare Reform including Benefits cap freeze, including housing benefits, universal credit
- Rise in rough sleeping.
- Domestic violence
- Lack of accommodation for under 35's.
- A lack of support for people with complex mental health and health issues

Main priorities identified through the consultation were:

- Prevention/ early intervention
- Partnership Working
- Support for vulnerable households especially rough sleepers

5.0 KEY HOMELESSNESS STATISTICS

The analysis of the Homelessness data during the period 2013/ 2017 indicates the worsening of the homelessness situation in Salford. However, homelessness preventions have increased by 83% over the same period. The main key headlines are:

- Increasing number of homelessness acceptances
- Significant increase in the use of temporary accommodation
- Considerable increase in the level of rough sleeping
- Younger persons are more at risk of becoming homeless
- Violence was the main reason for loss of settled accommodation
- Increasing level of prevention activity

6.0 VISION AND STRATEGIC PRIORITIES

An analysis of the evidence and the homelessness services combined with the result of the last strategy review and a comprehensive consultation with partners, agencies, registered providers, and service users identified the Vision, and Strategic Priorities:

The VISION:

Working together in partnership to reduce homelessness and rough sleeping in the city through early intervention, effective prevention, and innovative solutions

To achieve this vision the following strategic priorities have been developed for the next five years supported by a detailed action plan:

Strategic Priority One - Preventing homelessness

Strategic Priority Two- Reduce the impact of homelessness

Strategic Priority Three - Eradicate the need for rough sleeping

7.0 DELIVERY OF THE STRATEGY

To achieve the strategic priorities, and objectives an Action Plan has been developed in partnership with partners, and stakeholders outlining the key objectives, and tasks to be delivered over the 2018- 2023 period. It is proposed the action plan is reviewed annually, and targets sets cover the period up to 2019, with a view to set targets for the following years after each annual review.

8.0 GOVERNANCE AND MONITORING

A two-tiered governance arrangement has been developed to monitor the progress and the delivery of the strategy Action Plan:

8.1 The Homelessness Strategic Group (HSG)-This group will be chaired by the Housing and Neighbourhoods Lead Member and will consist of senior representatives from our partners and key stakeholders. The group through its bi-annual meetings will have a strategic overview of the projects with its main role to deal with barriers and challenges and facilitate the delivery of the priorities and objectives.

8.2 The Homelessness Strategy Monitoring Group (HSMG) -This group is made up of lead officers within the council and representatives from partners, and agencies who are involved in the delivery of the homelessness services at an operational level. The progress of the strategy and its action plan will be monitored and updated quarterly through this group.

8.3 Salford Strategic Housing Partnership (SSHP)- The progress of the action plan and the achievements will be reported to the SSHP on an annual basis, however it is agreed that any exceptions could be reported if necessary earlier. Please see a copy of the strategy document and the Action Plan in Appendix 1

KEY COUNCIL POLICIES: Allocation Policy 2016

EQUALITY IMPACT ASSESSMENT AND IMPLICATIONS:

The introduction of the new Homelessness Strategy and its delivery plan is considered as having an overall positive impact on Salford residents. A community impact assessment has been developed that provides an understanding of who service users are and the best way to implement the principles within the Strategy based on existing and prospective needs.

ASSESSMENT OF RISK: Low

LEGAL IMPLICATIONS Supplied by: Supplied by: Anthony Clark TEL NO: 0161 234 4219

The publication of the Homelessness Strategy fulfils the Council's statutory requirement under the section 1 of the Homelessness Act 2002 to review and

publish a new Homelessness Strategy every 5 years. The last strategy was published in 2013.

FINANCIAL IMPLICATIONS Supplied by: Paul Hutchings 0161 793 2574

There are no financial implications arising from this report. Any resulting implications from the implementation of the homelessness strategy will be assessed in separate reports prior to implementation.

PROCUREMENT IMPLICATIONS Supplied by: N/A

HR IMPLICATIONS Supplied by: N/A

OTHER DIRECTORATES CONSULTED: Children Services, Welfare Rights/Debt Advice team, Skills and work commissioning Team, Urban Renewal Team

CONTACT OFFICER: Shahla Zandi / Andrew Leigh/ Janice Lowndes
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WARDS TO WHICH REPORT RELATES: All

Salford Homelessness Strategy 2018-2023

“Early intervention, effective prevention, and innovative solutions”

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FOREWORD

Salford has seen unprecedented levels of housing and economic growth in recent years, but despite this progress there remains very real challenges affecting some of our most vulnerable residents. At the last annual count, the city had 49 people sleeping rough and rates of homelessness nearly doubled since 2013.

Salford is bringing forward its new Homelessness Strategy at a time when the need for bold action on homelessness has never been more urgent. The strategy considers the causes and consequences of homelessness, whilst reinforcing our commitment as a partnership to support rough sleepers and those threatened with losing their homes in Salford. Crucially, the role of our partners, community based organisations and people that understand the stresses of being homeless or at risk of homelessness in the delivery of this strategy means that this is a truly city-wide approach.

Rough sleeping is just the tip of the iceberg - many of our city's homeless are simply without a permanent home. Austerity has pushed large numbers of our residents into financial insecurity; unemployment and the continued extensive changes to welfare benefit, including the roll out of Universal Credit, which continues to put our most vulnerable at risk. Insecure employment exacerbated by low pay and zero hour contracts, poor physical and mental health, living costs and continued cuts to public services, are negatively impacting on the security of our poorest households.

Shortcomings in national planning policy also means that the city has not been able to build enough truly affordable homes and that people who would previously have been able to access social housing have been pushed into sofa-surfing, struggling with insecure, expensive accommodation to desperately stay off the streets. All this at a time when government continues to withdraw essential funding the council relied on to provide vital services.

In the face of these challenges services that work to prevent homelessness have worked tirelessly to support our most vulnerable at a time of great pressure.

The city is actively supporting the on-going work to reduce homelessness and rough sleeping at a Greater Manchester level. This has included referring our residents into the Social Impact Bond programme – which aims to support entrenched rough sleepers - and Salford landlords have also committed properties into the scheme. We are also active participants in the Greater Manchester Trailblazer bid which seeks to improve the offer for homeless households in a variety of ways including the development of a social lettings agency and the removal of barriers which currently impact on homeless prevention.

Whilst we welcome the opportunity provided by the new Homelessness Reduction Act to intervene earlier and address the full range of factors in people's lives that can lead to homelessness. The current funding mechanism from government remains hugely inadequate, restrains our ability to deliver the new duties and tackle the root causes and prevent homelessness.

As Greater Manchester lead for Homelessness, Housing and Planning I will continue to campaign against the shortcomings in national policy and the lack of funding from government, but we cannot wait for others to be persuaded before acting. The Salford Homelessness Strategy 2018/2028 represents the start of that process.

Paul Dennett – City Mayor

EXECUTIVE SUMMARY:

All housing authorities have a statutory duty to carry out a review of their existing homelessness strategy every five years in accordance with the Homelessness Act 2002 and to formulate and publish a revised strategy based on the results of that review.

The evidence analysis and the outcome of consultation indicates that, whilst there have been many achievements in delivering effective homelessness services in Salford, there are some significant challenges ahead. Some of these key challenges include the rising level of homelessness and rough sleeping, the implementation of the Homelessness Reduction Act and the adverse impact of Welfare Reform Act, especially the introduction of Universal Credit and benefit cap. The increasing levels of affordable housing need and the housing need and support required by vulnerable households such as those in priority need and at risk groups are other major challenges. The council and its partners will strive to continue to improve services and work as efficiently as possible in delivery of homelessness services. Since the adoption of the last Homelessness Strategy in 2013 and in spite of the many challenges, the city council with the support of its partners has achieved many of its objectives including:

- Delivering early intervention and effective prevention- Achieved Bronze in the government’s Gold Standard programme in 2015 and Silver in 2016 for housing options services that positioned Salford in the top10 local authorities in the country
- Managing the impact of welfare reform by working with families meeting the “Helping Families Criteria”
- Enabling the provision of a range of affordable housing options
- Supporting the development of the private rented sector
- Reviewing policies to minimise the use of temporary accommodation including the review of the Allocations Policy 2016.
- Facilitating effective and coordinated support for vulnerable households including review of our protocol for 16/17 year olds, and services providing support to those fleeing from domestic abuse.
- Funding for under 35s: Platform for life bid for £1million was successful, which resulted in the opening of the “**The Hive**” a high quality, affordable shared accommodation for 14 young people (aged 18 to 25).
- Coordinating outreach work to rough sleepers, and developed and delivered the Winter Welfare Programme.

The analysis of the homelessness statistics indicates:

- Increasing number of homelessness acceptances
- Significant increase in the use of temporary accommodation
- Considerable increase in the level of rough sleeping
- Younger people are more at risk of becoming homeless
- Violence was the main reason for loss of settled accommodation
- Increasing levels of prevention activity

The key challenges identified by our stakeholders:

During September and October 2017, a comprehensive consultation with key stakeholders, partners, agencies, service users and residents took place. The key challenges, main headline issues and priorities identified through this consultation were:

- The shortage of affordable housing
- Welfare reform including benefits cap, including housing benefits, Universal Credit
- Rise in rough sleeping
- Increasing rates of domestic violence
- Lack of accommodation for under 35s.
- A lack of support available for people with complex mental health and health issues

Main priorities identified through the consultation were the need for:

- Prevention/ early intervention
- Partnership working
- Support for vulnerable households

The council's plans for the next five years:

This strategy sets out the **vision** for addressing homelessness in Salford and the following three **strategic priorities** demonstrate how the council and its partners will ensure that we address the causes of homelessness, improve services we provide to homeless people and eradicate the need to sleep rough. These priorities have been identified on the basis of a comprehensive consultation with stakeholders, the review of the last strategy and a robust statistical analysis.

VISION:

Working together in partnership to reduce homelessness and rough sleeping in the city through early intervention, effective prevention and innovative solutions

To achieve this vision the following strategic priorities have been developed for the next five years.

Strategic priority one - Preventing Homelessness

Strategic priority two - Reduce the impact of homelessness

Strategic priority three – Eradicate the need for rough sleeping

An action plan has been developed in partnership with partners and stakeholders outlining the key objectives and tasks to be delivered over the 2018- 2023 period. A two-tiered governance arrangement i.e. **The Homelessness Strategic Group (HSG)** and **Homelessness Strategy Monitoring Group (HMSMG)** has been

developed to monitor the progress and the delivery of the strategy Action Plan. The progress of the action plan and the achievements will be reported to **Salford Strategic Housing Partnership (SSHP)** on an annual basis. The action plan for 2018/19 reflects detailed actions and targets and outlined in Appendix 1.

INTRODUCTION

Homelessness in Salford has increased significantly since the last strategy in 2013, homelessness presentations have increased by nearly 150%, and the number of those accepted as homeless has nearly doubled. However, the most notable challenge in Salford is the considerable rise in rough sleeping that has increased from 7 people in 2013 to 49 people in 2017 an increase of 600%. This has resulted in more pressure on our homelessness service and resources, more reliance on temporary accommodation with far reaching impacts on families with children and the delivery of homelessness services across the sector.

The new Homelessness Reduction Act (HRA) that comes into effect in April 2018 will have far reaching implications and has the potential to transform the way homelessness services are delivered. But the Act presents the council with another major challenge in coming years as the council has to deal with an increasing number of clients who are homeless or threatened with homelessness with limited and diminishing budget. Salford City Council recognises the challenges of the new duties in the HRA and its legal implications, and has already put structures and processes in place to ensure that all eligible applicants are given the help they need to prevent homelessness.

There has also been substantial housing growth in the city, however most of this growth caters for the medium and higher end markets in the private sector. Vulnerable households are becoming more reliant on the lower end of the private rented market due to the limited supply of social and affordable housing. The Precarious Lives research identified that both property and management standards within the private rented sector can be of a poorer quality with higher rents than the social/affordable sector.¹ In spite of the delivery of an average of 323 affordable homes per annum over the past five years, there still remains an acute shortage of social housing. The Greater Manchester Strategic Housing Market Assessment completed in 2016 identified a shortfall of 760 affordable homes per year in Salford reflecting the challenges the city faces in responding to the need for affordable housing.² As well as housing growth, there have been changes in housing policy which have had an adverse impact on housing provision and households in housing need, together with policies introduced by the government including changes to welfare benefit, the introduction of Universal Credit, and cuts to public services impacting on homelessness.

Those who are affected primarily are vulnerable households (i.e. those with health/mental health problems and drug and alcohol use), families with children, young people and people fleeing domestic violence. These groups are more likely to become homeless or be threatened with homelessness and some of them will have no option but to sleep rough.

These factors reflect the magnitude of the challenges the council is facing at present. As a local authority we are required to develop a new homelessness strategy and this provides us with an opportunity to plan effectively and set our priorities. This strategy sets out our vision and the following strategic priorities to ensure that we

¹ Precarious lives: Exploring lived experiences of the private rented sector in Salford-Salford University SHUSU / Salford City Council. January 2018

² Greater Manchester Strategic Housing Market Assessment 2017

respond to these challenges effectively and address the causes of homelessness and improve the services we provide to homeless. **Vision:**

“Working together in partnership to reduce homelessness and rough sleeping in the city through early intervention, effective prevention, and innovative solutions”

Strategic priority one- Preventing homelessness

Strategic priority two- Reduce the impact of homelessness

Strategic priority three- Eradicate the need for rough sleeping

As part of these priorities the council will continue with its successful projects but will look for more innovative initiatives to strengthen the prevention activity and addressing these challenges by:

- Delivering effective early intervention and maximising prevention
- Implementing the new Homelessness Reduction Act
- Working in partnership with our partners to mitigate the impact of the Welfare Reform Act and promote financial inclusion
- Working with a range of partners to support housing developments to meet a range of housing needs and requirements including :
 - affordable housing tenures of social rent, affordable rent, other truly affordable rents and affordable home ownership
 - private rent and homes for purchase
- Reducing the impact of homelessness by minimising the use of temporary accommodation
- Improving the health of homeless people by strengthening the current strategic links with Salford NHS Clinical Commissioning Group (CCG) and Salford Royal Foundation Trust (SRFT) to develop a better understanding of the health needs of homeless people
- Encouraging effective and coordinated support for vulnerable households by promoting joined up working between statutory and non-statutory services
- Eradicating the need for rough sleeping by introducing measures to ensure that no one needs to sleep rough in the city through strengthening strategic and operational links within the council, and GM partners.

SECTION 1- STRATEGIC DRIVERS

National Strategic Drivers

This strategy has been developed during a period of significant change in national homelessness policy that will have a substantial impact on homelessness and the council's ability to deal with homelessness.

The **Homelessness Reduction Act** will be *implemented from April 2018*. The Act places a range of new additional duties onto housing authorities including the duty to "prevent" and to "relieve" homelessness. In addition, those affected by homelessness will be able to seek assistance at an earlier stage, being able to approach the council within 56 days of being threatened with homelessness instead of the existing 28 days.

The HRA gives people at risk of homelessness more time to seek advice and assistance by imposing the 56 day prevention and relief duties on local authorities along with new duties to care leavers and a duty to refer to homelessness services. It also calls on councils to improve housing advice and information, carry out detailed assessments and create an individual personal housing plan for people seeking help. It also gives new powers to deal with deliberate and unreasonable refusal to co-operate.

The council recognises the implications of this innovative and important change in how homeless people and those threatened with homelessness are treated, particularly with emphasis on prevention and the required written procedures which were published in the associated Regulations on 22nd February 2018.

The new Act builds on two major pieces of homelessness legislation, the **Housing (Homeless Persons) Act 1977** and **Homelessness Act 2002**.

A strategy for rough sleeping was set out by a Ministerial working group in a '**Vision to end rough sleeping: No Second Night Out Nationwide**' published in 2011. New legislation introduced since 2012 has also changed the way homelessness services are provided:

- **Localism Act 2011:** the Localism Act came into force in November 2012 and supports the improvement of local housing options. The Act contained a number of key provisions relevant to homelessness including the power to discharge the full homelessness duty with an offer of private rented accommodation.
- **Welfare Reform Act 2012:** the Welfare Reform Act 2012 aimed to simplify the benefits system and help more people into work. The Act introduced the following changes that have had an impact on the availability and affordability of housing.
- Changes to the **local housing allowance rates (LHA)** left fewer tenants being able to meet their rental costs through housing benefit. LHA reductions included total LHA caps and limiting of LHA to 30% of market rents.
- **The shared accommodation rate** was extended to people aged 25 to 34. This means single people under 35 may have their benefit capped to the LHA shared room rate. This affects private sector tenants.

- The introduction of the **under-occupation charge** (bedroom tax) reduced housing benefit entitlement to working age social tenants reducing housing benefit entitlement to those who were considered to be under occupying their homes
- The introduction of the **council tax support scheme** in place of council tax benefit and Disability Benefit changes affected many working age adults through reduction in their benefit.
- The introduction of **Universal Credit** that provides a streamlined single benefit to residents directly rather than their landlords.

Welfare Reform and Work Act 2016: the Welfare Reform and Work Act 2016 reduced the benefit cap set by the Welfare Reform Act 2012 to £20,000 per year for couples and lone parents and £13,400 per year for single people.

Housing and Planning Act 2016: the Housing and Planning Act 2016 contains measures that could have an impact on social housing and homelessness. This includes the extension of the right to buy to housing association tenants, local authorities being required to sell their higher value homes as they become vacant. This Act also includes measures to tackle rogue landlords in the private sector.

In February 2017 the government published the **Housing White Paper: Fixing our Broken Housing Market**, published in February 2017. The government's long term strategy for addressing the "broken" housing market in England is to increase and accelerate the supply of new homes. Its overall emphasis is on increasing the supply of housing over the longer term, primarily through changes to the planning system.

The Greater Manchester Strategic Drivers

The Greater Manchester Mayor Andy Burnham has made tackling homelessness and reducing rough sleeping one of the top priorities for Greater Manchester. This is in response to the unprecedented increasing levels of homelessness in Greater Manchester.

In October 2017 the Greater Manchester Mayor successfully bid for £1.8 million investment from the government as part of the **Social Impact Bond** for entrenched rough sleepers to introduce a wide range of measures to reduce rough sleeping across Greater Manchester.

Meanwhile, Greater Manchester will receive a further £3.8m to develop a new city-region wide approach to preventing homelessness and reducing rough sleeping. Salford, as one of the GM districts will not only contribute to and support these initiatives, but will also ensure that they benefit Salford homeless and those threatened with homelessness.

Another major initiative that will help Salford City Council to tackle homelessness and rough sleeping is the **GM Homelessness Prevention Trailblazer Programme** which was developed in response to the Homelessness Reduction Act. The programme consists of seven key themes including Local Hub Development, Social

Lettings Agency approach, Homelessness Action Network and Housing First approach for GM.³

A number of strategies and policies at Greater Manchester level will have an impact on housing provision, quality and tackling homelessness. **Greater Manchester Strategy: Our People, Our Place**, sets out 10 priority areas and includes a commitment to a Housing First programme where appropriate, and the development of a 10 year strategy to radically reduce homelessness in the region.⁴

In addition the Greater Manchester Health and Social Care Partnership (GMHSCP) contribution to Health Reform Board details the health offer to support delivery of the GM Mayor's homelessness commitments addressing the prevailing links of homelessness and health. These include **winter action- accessing vital health services, and Safe discharge** ensuring:

- Access to primary health care through an enhanced offer from designated GP practices, dentists and pharmacies in areas with concentrations of rough sleepers and through outreach into temporary accommodation
- Access to relevant mental health services in a timely way, and ensure that there is timely access to substance misuse services
- Ensure that no patient is discharged from hospital onto the street by facilitating local pathways between Integrated Discharge Teams and Local Authority Housing Options teams and revisiting the existing Greater Manchester Homeless Hospital Discharge protocol.⁵

Salford Local Strategic Drivers

Salford City Council recognises the challenges it is facing to tackle homelessness and rough sleeping and has developed policies and strategies to be able to respond to these challenges.

Creating a better and fairer Salford with the Great Eight set by the City Mayor will guide the council in allocating resources and agreeing plans to **deliver key priorities to achieve the council's vision by providing the best possible quality of life for the people of the city**. Most of the Great Eight priorities aim to reduce homelessness by **tackling poverty and inequality, developing skills, a strong education offer**, and providing **affordable housing** by delivering high quality affordable housing and maximising the benefit from devolved powers and funding.

Other strategies and policies that support our homelessness strategy and its priorities include:

³ GMCA- NPSS Conference April 2017 – Innovative Solutions to prevent homelessness- Trailblazer Insight. July 2017

⁴-Greater Manchester Strategy: Our People, Our Place- Oct 2017

⁵GMHSCP/GMCA Homelessness and Health Reform Board Offer – 2017

- **Salford City Council's Allocation Scheme 2016** which introduced new criteria to ensure that those in most need are given priority.⁶ The council will be reviewing and updating the scheme during the life of this strategy
- **Shaping Housing in Salford 2020- a housing strategy for Salford**⁷ which sets out the vision for the city: *Salford will be 'A great place to live. A place where you can find a choice of good quality homes in desirable locations, served by effective housing services'*. The housing strategy recognises the need to continue providing effective homelessness service in order to meet both its statutory obligations and local need, and reduce the impact of homelessness on health and wellbeing.

This strategy will also contribute to the delivery of the **Joint Health and Wellbeing strategy 2010-2016** coordinated by **Salford's Health and Wellbeing Board**.⁸

Tackling homelessness is not possible unless the main causes of poverty are addressed. The council will continue to work with partners to deliver actions as part of its **No one left behind – tackling poverty in Salford** strategy.⁹ Salford City Council already engages in a range of initiatives to address homelessness including participating in a joint venture with the University of Salford called '**A Place to Call Home Commission**': **Tackling Homelessness and Housing Need in Salford**. The commission is at its early stages of its development. In its **manifesto**, the commission has identified the availability of appropriate accommodation and the need for affordable homes, more **temporary housing solutions, preventing homelessness**, and support for people to maintain their tenancies.¹⁰

What we have achieved so far?

Since the adoption of the last Homelessness Strategy in 2013 and in spite of the many challenges, Salford City Council with the support of its partners, has achieved many of its objectives including:

Delivering early intervention and effective prevention: Since 2013, over 2200 households at risk of homelessness have been assisted after becoming homeless by helping them to either remaining in their existing homes or obtain alternative accommodation. We also:

- Retained Twelve Housing Options advisors posts following budget reductions
- Held annual networking events for partners, agencies, and stakeholders involved in the provision of homelessness services

Managing the impact of the welfare reform: We have delivered a significant number of training sessions for staff and piloted awareness training to under 25s to raise awareness of the implications of Welfare Reform, and Universal Credit and

⁶ Salford Allocation Scheme 2016

⁷ Shaping Housing in Salford 2020, Salford City Council, 2015

⁸ Source: Joint Health and Wellbeing Strategy 2010-2016

⁹ No one left behind – tackling poverty in Salford strategy 2017

¹⁰ A Place to Call Home Commission': Tackling Homelessness and Housing Need in Salford Manifesto

promoted financial inclusion by 1 to 1 work with households meeting the “Helping Families Criteria”

Enabling the provision of a range of affordable housing options: Since 2013, a total of 1,416 affordable homes have been delivered through the Affordable Housing programmes, and 685 further units are committed from 2018 to 2021. Furthermore, 80 new homes will be funded through the new Shared Ownership and Affordable Housing Programme (SHOAP) 2016-21.¹¹

Supporting the development of the private rented sector and enabling the provision of a range of housing: A total of 17,723 proposed new build units were in the pipeline as at April 2016 and it is estimated that just over 7,000 units or 40 % of those will be developed for Private Rented Sector market¹².

Reviewing policies to minimise the use of temporary accommodation:

Although the use of temporary accommodation has increased, some progress has been made:

- The new allocations policy was published in 2016 giving additional preference to residents in temporary accommodation
- Reviewed dispersed accommodation portfolio that provides a better alternative to bed and breakfast and hostels in order to improve the offer
- Increased the take up of dispersed accommodation, an increase of 129% since 2013

Facilitating effective and coordinated support for vulnerable households including:

- A review of our protocol for 16/17 year olds that resulted in improved services to them enabling the transition to independent living
- A review of our services providing support to those fleeing from domestic abuse was completed resulting in improved services to this group
- Coordinated outreach work to rough sleepers
- Developed and delivered the Winter Welfare Programme.
- Shared accommodation model adopted, and secured £1million platform for life funding for under 35s leading to the opening of “**The Hive**” high quality affordable shared accommodation for 14 young people (18 to 25 year olds) in April 2017.

These achievements are complemented by many other innovative approaches introduced by our partners trying to mitigate, and diminish the risk of homelessness such as Re-assessment Passport introduced by City West Housing Trust, an on-line tool to enable applicants to gain skills, access training, find employment and successfully manage and sustain a tenancy. Salix Homes has been exploring the potential to develop Alexander Gardens and Joan Lestor House as shared models, and two Houses in Multiple Occupation (HMO) trials are being established.

¹¹ SCC: Salford’s Affordable Housing Programme Update: Lead Member Report Nov. 2017

¹² SCC: Understanding change in the private rented sector – March 2017

SECTION 2- SALFORD CONTEXT

Unprecedented housing and economic growth

Salford is one of the 10 districts within the Greater Manchester city region plays a major role in the city region's growth. Salford's economy has seen a major revival undergoing unprecedented economic and housing growth over the last decade as the city region successfully attracted new investment and employment. Salford's population reached 233,900 in 2011¹³ an increase of 8.3% since the 2001 census¹⁴. There has been continued population growth within the city with its population reaching 245,614 in 2015, a 5% increase since 2011.¹⁵

The city is set to continue to grow significantly, with a forecast population growth of 13.7% from 2011 through to 2033, significantly above forecasts for Greater Manchester, the North West and the UK.¹⁶

High levels of demand for affordable/social housing

There is a growing demand for housing in Salford. Over 16,568 new households are expected in Salford from 2011 to 2028. It is also estimated that there is a need for 1,730 new homes per year over the period 2015 to 2020. Increasing housing demand for social housing is also reflected in the high number of households (6826) on the housing register in April 2017.

Whilst the council has been successful in delivering affordable housing during the 2013- 2017 period and has secured nearly 3500 affordable homes to be delivered by 2021, there is still a shortage of affordable housing in Salford. The annual shortfall of affordable housing is estimated at 760 dwellings.¹⁷

Affordability is a major issue affecting most households in different income groups

There is also evidence of an **affordability issue** across many wards within the city, as the house prices have increased consistently. Since 2013 the average house price has increased by 16% from £131,419 to £152,579¹⁸, however household income has increased only marginally by 1.6% from £28,725 in 2014 to £29,181 in 2016/17¹⁹. This has resulted in the increase of the affordability ratio (the ratio of average house prices to average household income) from 4.74 to 5.2 in 2016/17.²⁰

Growing private rented sector with an increasing rent levels

There is also evidence of significant growth in the private rented sector. In 2011, a total of 19,420 households were recorded living in the private rented sector indicating an increase of nearly 70% since 2001. It is estimated that in 2016 nearly 20% of the total housing stock is private rented. Considering the dynamics of this sector, the

¹³ Census 2011

¹⁴ Census 2001-216,104

¹⁵ Census ONS and Mid-2015 estimates - Released date Oct.2016

¹⁶ Greater Manchester Forecast Model 2016

¹⁷ Greater Manchester Strategic Housing Market Assessment 2016

¹⁸ HM land registry price paid data

¹⁹ Experian household income data

²⁰ house price/household income Ratio

recognition that people are living in the sector for longer and more households are entering the sector, the city council is aware of the wider implications of this growing and evolving market.

It is recognised that most of the new build growth caters for the medium and higher end markets but vulnerable households are also becoming more reliant on the lower end of the private rented market due to the limited supply of social and affordable housing. The Precarious Lives research by University of Salford analysing lived experiences in the private rented sector, identified that both property and management standards within the sector can also be of a poorer quality with higher rents than the social/affordable sector.²¹

These issues also can be exacerbated by cuts in benefits; introduction of the benefit cap, Local Housing Allowance cap and issues related to Universal Credit making some private renters who are on low wage and benefit more vulnerable to homelessness.

What does the evidence tell us?

Data analysis for the period 2013 to 2017 shows homelessness has worsened considerably in Salford. However, homelessness preventions have increased by 83% over the same period indicating the council's success in preventing homelessness. Whilst this mirrors most areas across the country, an in-depth analysis reflects the extent of vulnerability of special groups facing homelessness in Salford.

Increasing number of homelessness acceptances – During 2013 to 2017 homelessness acceptances in Salford rose by 95%. This compares with a 43% rise in Greater Manchester and a 33% rise across the north west. During 2017, 471 individuals/households were accepted as being homeless and in priority need in Salford.

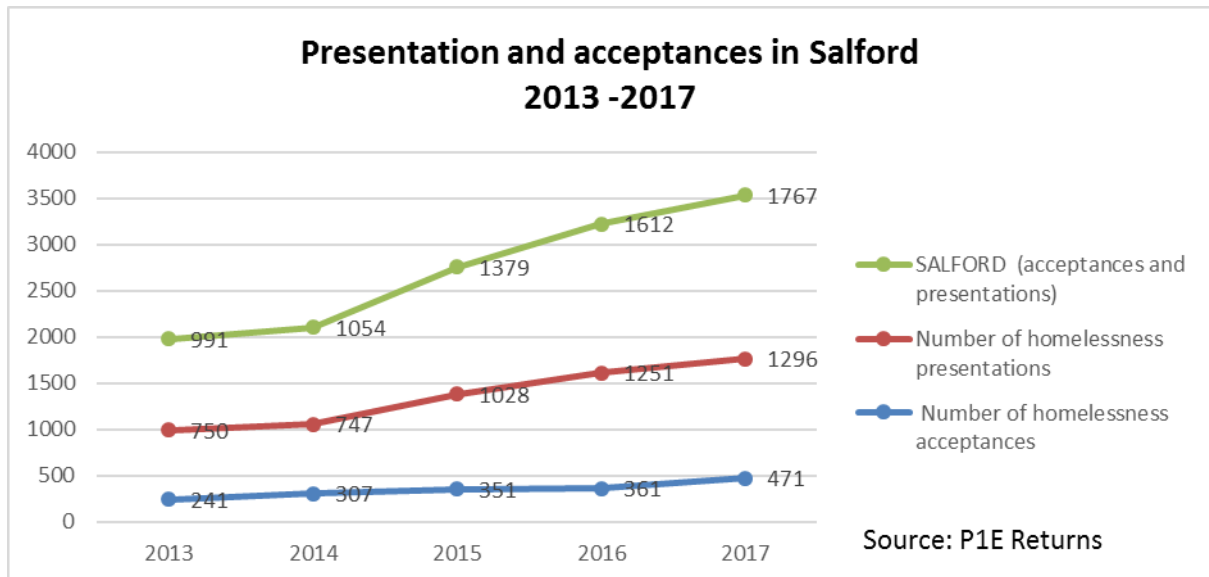
Significant increase in the use of temporary accommodation- The use of temporary accommodation has increased significantly by 102% since 2013. During 2017 households placed in bed and breakfast increased by 201%, those placed in dispersed properties increased by 129% while those placed in hostel accommodation only increased by 5%.

Considerable increase in the level of rough sleeping – the number of rough sleepers has increased from seven in 2013 to 49 people in 2017, the second highest in Greater Manchester, an increase of 600%. Although Manchester has a higher number of actual rough sleepers, when the figures are presented in relation to an amount per 1,000 households in the local authority then Salford has the joint highest number with Tameside.

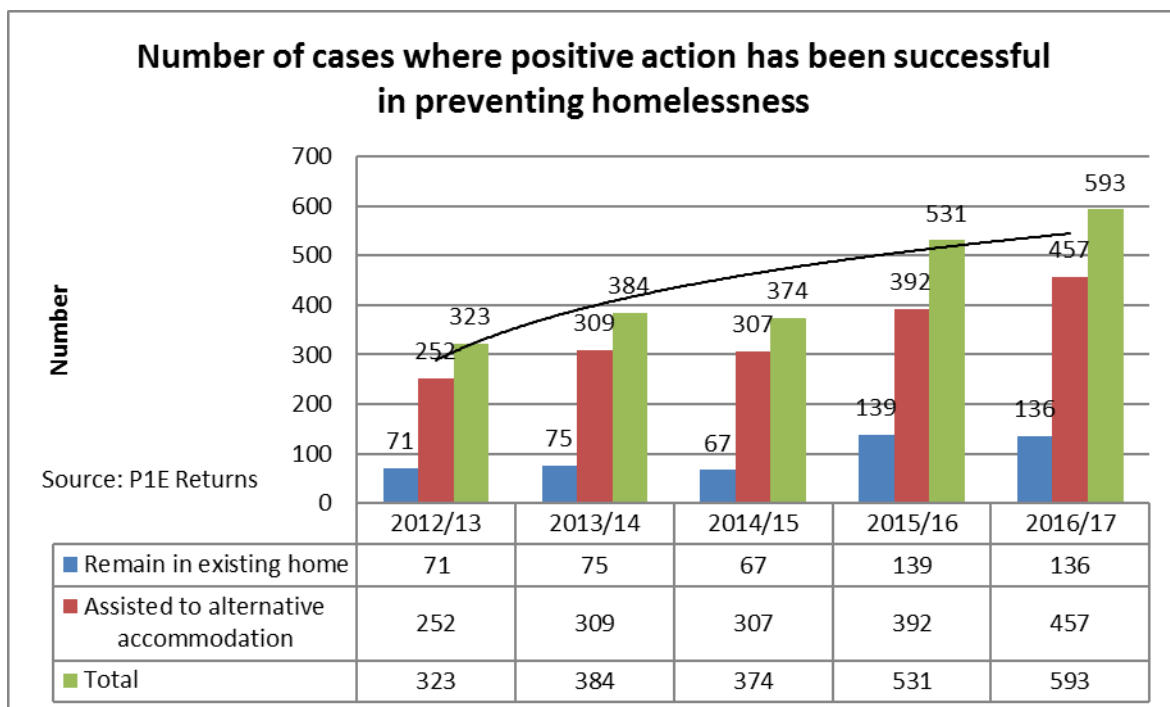
Younger people are more at risk of becoming homeless: 60% of people presenting as homeless are households under 35, over half (62%) of whom are single people. Similarly, 56% of homeless acceptances are from people aged under 35, 41% of whom were single people.

²¹ Precarious lives: Exploring lived experiences of the private rented sector in Salford-Salford University SHUSU / Salford City Council. January 2018

Violence is the main reason for loss of settled accommodation: Since 2013, this has seen an increase of 66%. However, the rate of families and relatives no longer willing to help has seen a higher increase of 110%.



Increasing level of prevention activity: Since 2013 over 2200 households have been assisted and prevented from becoming homeless. A total of 488 households were able to remain in their existing homes and 1717 were assisted to obtain alternative accommodation. Homelessness prevention overall has increased by 83% over the same period.



Who is at risk of homelessness?

There are many factors that contribute to homelessness such as a lack of support for maintaining tenancy, failure of care and a lack of support at and during crucial transition from a settled accommodation to having no home. In a broader context many factors such as the history of trauma, abuse, addictions, physical and mental health of the individual contributes to homelessness.

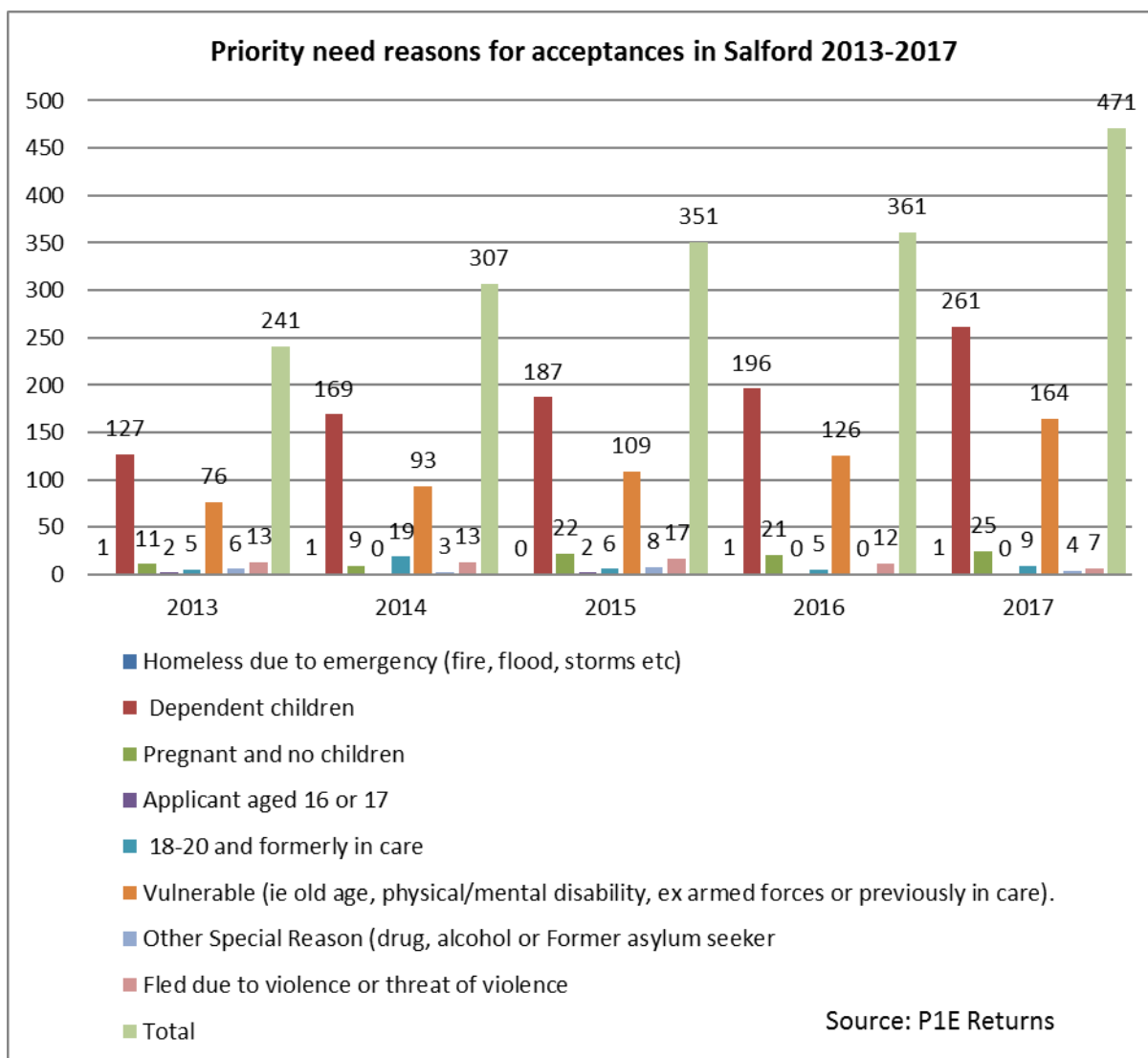
Analysis of **priority need reasons for acceptance** indicates that the majority of homeless applicants who approach the council to be rehoused are vulnerable households with no other support or opportunity to access suitable housing. The groups who are more at risk of homelessness are outlined below:

Families with children: families with dependent children have the highest rate of acceptance as homeless and in priority need. Over the period 2013 to 2017 just under 60% of all acceptances were families with dependent children. Inevitably, families may require placement in temporary accommodation pending an offer of suitable settled accommodation. Living in temporary accommodation, especially bed and breakfast accommodation for families with children, can be extremely difficult due to the overcrowded conditions, lack of amenities and location of available temporary accommodation.

Those fleeing from domestic abuse - Domestic abuse continues to be one of the main reasons for homelessness in Salford. Most victims feel they have no choice but to leave their homes. They end up in temporary accommodation and face unsettling disruptions as a result. Since 2013 to date, the number of those accepted as homeless as the result of domestic abuse has risen nearly by 108%.

Young people and homelessness: Young people are more at risk of being homeless than any other group. 16-24 year olds are the second highest group accepted as homeless when compared with other age groups. Since 2013 the number of this age group has seen an increase of 29%.

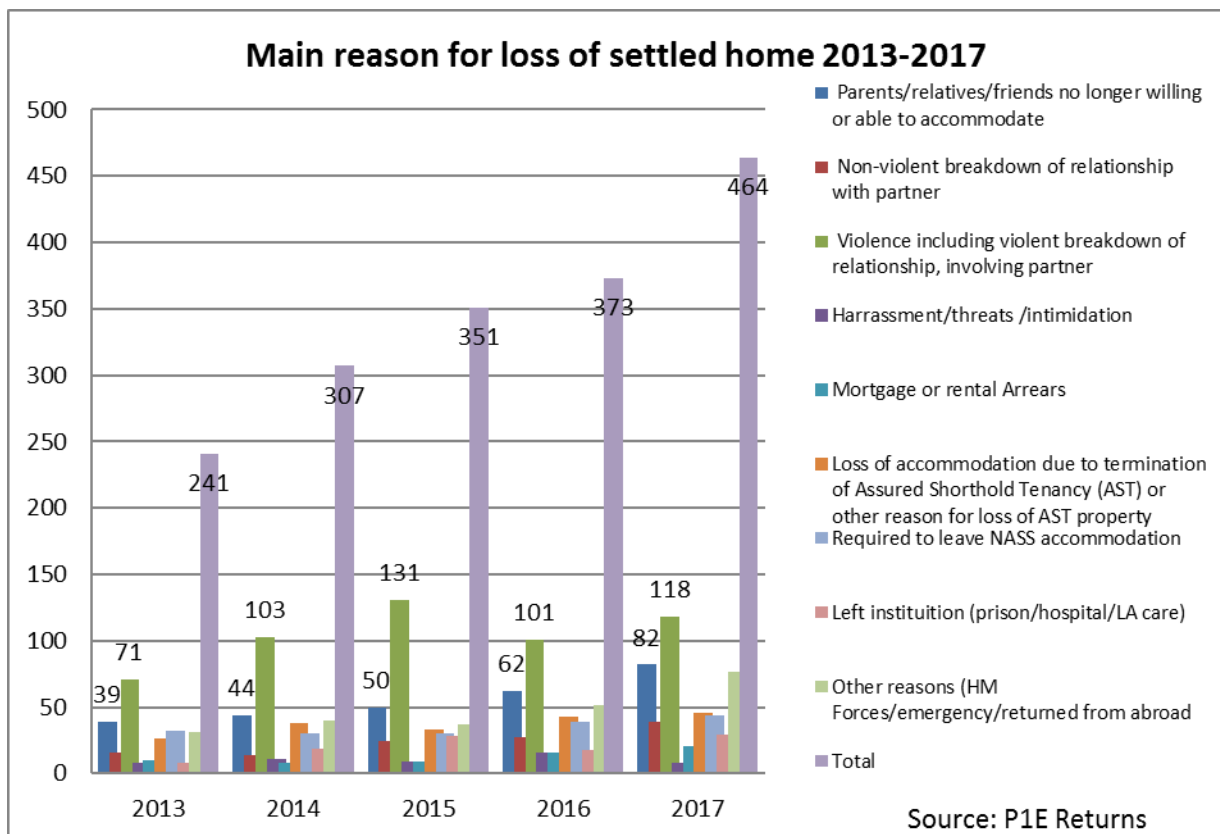
In addition, people who are under 35 years old seem to be more at risk of homelessness. This is supported by the evidence that 56% of homeless acceptances are households under 35 of which 41% are single households. Homelessness **presentations** for this age group have increased by 68% over 2013/17 period. However, the homelessness **acceptances** have only increased by nearly 3 % over the same period. To address these issues the council has encouraged Registered Providers to offer shared homes to these age group and adopt a shared accommodation model.



People with complex mental health and health issues: People with severe and enduring mental health problems or long term severe disabilities/illnesses, are at a greater risk of becoming homeless, being vulnerable and suffering greater harm than the ordinary person, if they become homeless. Losing the accommodation and being placed in temporary accommodation can also exacerbate these health issues.

A lack of support for people with complex mental health and health issues was highlighted by stakeholders. Plans are underway to develop the Greater Manchester Hospital discharge protocol including a homelessness pathway and improve the current strategic links with Salford NHS Clinical Commissioning Group (CCG) and Salford Royal Foundation Trust (SRFT).

Black and minority ethnic groups: 118 Black and minority ethnic applicants were accepted as homeless in 2017. Analysis of those on the waiting list indicates that 25% are from black and minority ethnic groups who are more likely to be at risk of homelessness. Effective early intervention such as developing homelessness pathways, and a pre- eviction protocol would be implemented through this strategy that could potentially help these households from becoming homeless.

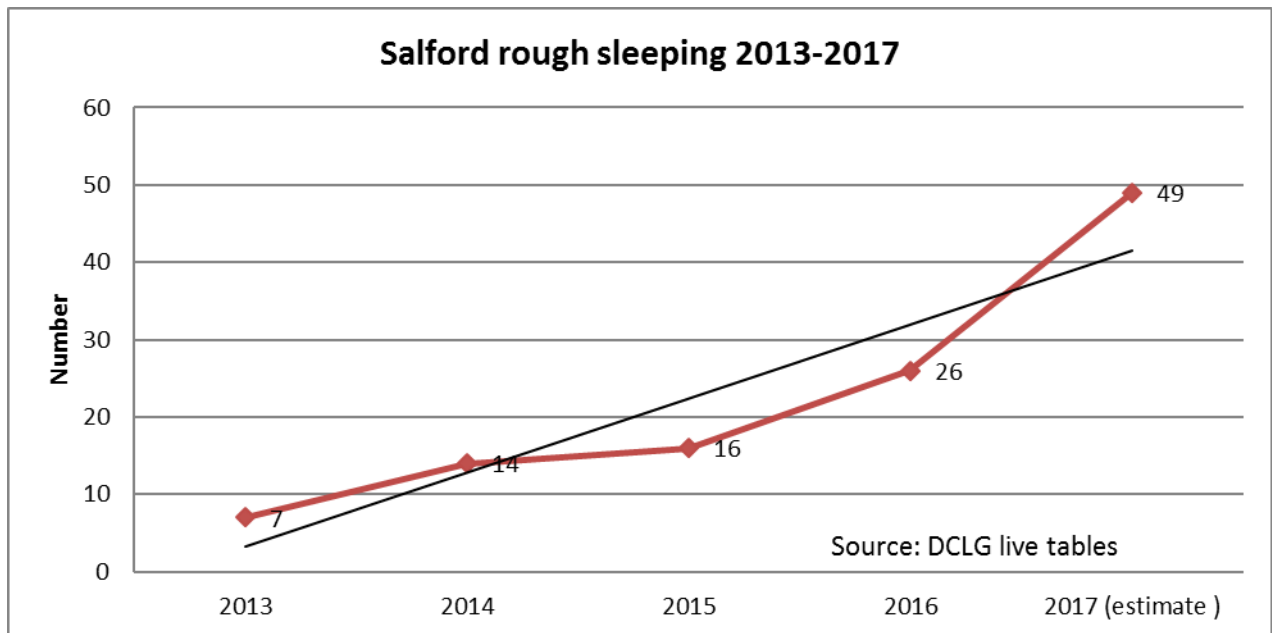


Rough sleepers: One of the manifestations of homelessness is rough sleeping. In Salford the rate of rough sleeping has increased significantly from 7 rough sleepers in 2013, to an estimated 49 people sleeping rough in 2017. This indicates an increase of 600%. In 2017 the annual rough sleeper figure submitted was generated from the number of people counted on the identified night, and intelligence provided by partner organisations. This provides a more realistic representation of the rough sleeping issue in Salford than counting alone does. In addition, it should be noted that in 2017, 8 of the people included in the formal figure were sleeping on the floor of a church hall. As this is not a recognised shelter, these people were eligible to be deemed as rough sleepers, explaining some of the sharp increase between 2016 and 2017.

This mirrors the increasing level of rough sleeping in north west, and Greater Manchester. Compared with other districts, Salford's rough sleeping in 2017 is 0.44 per 1000 households, the highest along with Tameside in the Greater Manchester, followed by Manchester with 0.42 per 1000 households. ²²In Salford, 46 rough sleepers were men (94%), 78% were UK nationals and 14% EU (non-UK) nationals in 2017.

Salford has arrangements in place to prevent and respond to rough sleeping through the Severe Weather Emergency Protocol (SWEP).

²² Table 1: Street counts and estimates of rough sleeping, by local authority district and region England, Autumn1 2010 - 2017



What are our key challenges?

During September and October 2017, a comprehensive consultation with key stakeholders, partners, agencies, service users and residents took place. The key challenges and **main headline issues**, and priorities identified were:

- Shortage of affordable housing in the city was cited as a major factor in creating homelessness
- Welfare reform including benefits cap, housing benefits, Universal Credit will continue to have an adverse impact on homelessness
- Considerable rise in rough sleeping, some of which is due to EU nationals who are homeless and have no access to services
- Domestic violence is one of the contributory factors which lead to homelessness.
- Lack of accommodation for under 35s
- A lack of support for people with complex mental health and health issues
- A lack of temporary accommodation for people without a statutory duty

Main **priorities** identified through the consultation were:

Prevention/early intervention:

- Need to engage with people and services early before reaching the homelessness stage as prevention is the key
- Allocate resources and additional support so people can keep their existing accommodation
- Early identification of homelessness risk factors, to enable early referral to the supported tenancies service to promote early intervention and homelessness prevention
- More service user participation and the present lack of it

- Provision of more affordable housing

Partnership working:

- Partnership and a joined up approach between service providers, agencies involved in homelessness service delivery and the council
- More engagement with the private rented sector as properties are more dispersed and managed in a different way
- Awareness of social services and NHS issues regarding cross boundary support

Support for vulnerable households:

- Longer term support and intervention for vulnerable applicants with complex needs in their home is needed to prevent eviction
- Support packages need to be in place before applying for housing to sustain a tenancy.
- Tackling rough sleeping
- Support for people with medium and low support needs

SECTION THREE - THE VISION & STRATEGIC PRORITIES

This strategy sets out the council's vision and three strategic priorities to ensure that we address the causes of homelessness, and improve the services we provide to homeless people and eradicate the need to sleep rough. These priorities have been identified on the basis of a comprehensive consultation with stakeholders, the review of the last strategy and a robust statistical analysis.

VISION:

The vision for tackling homelessness in Salford:

Working together in partnership to reduce homelessness and rough sleeping in the city through early intervention, effective prevention, and innovative solutions

To achieve this vision the following strategic priorities have been developed for the next five years. The action plan for 2018/19 reflects detailed actions and targets and outlined in Appendix 1.

Strategic Priority One - Preventing Homelessness

Preventing homelessness is key and also remains the main driver of Salford's homelessness policy approach. Prevention activity is embedded in all homelessness service delivery, and is the main focus with added emphasis on effective partnership. The council endeavours not only to continue with the current successful initiatives that have worked in Salford, but look for more innovative initiatives to continue the prevention activity together with engaging in and support activities at a GM level as outlined below:

1.1 Deliver effective early intervention and prevention

Maximise Homelessness Prevention:

- Develop and agree a pre- eviction protocol between Registered Providers, Children's Services and SHOP to agree trigger points for referrals by June 2018
- Develop and widely publicise customer pathways to prevent homelessness by October 2018
- Support GM homelessness initiatives and priorities i.e. the Homeless Prevention Trailblazer including Housing First System across GM, a GM wide Social Lettings Agency approach by March 2019
- Registered Providers to develop their pledges to deliver homelessness priorities
- Work with a range of statutory and non-statutory services to ensure the best offer available to homeless applicants, which promotes a holistic approach to addressing need.

1.2: Implement the new Homelessness Reduction Act

The Homelessness Reduction Act comes into effect in April 2018. The council is required to implement the Act and ensure that it fulfils its new duties to prevent homelessness. To prepare for this the council has already taken special measures and put in place new structures and processes to implement the Act. However, the council need to ensure the right systems are in place to implement this Act, and improve the processes further by developing, and continuously reviewing systems. To do this we will:

Develop a wider strategic approach to promote a better integrated and comprehensive offer to prevent homelessness across all services in Salford by:

- Facilitating an effective service delivery across all partners to meet the requirements of HRA and the needs of homeless people and people threatened with homelessness by March 2019, and beyond
- Ensuring public services are able to meet the statutory requirements to refer people who are homeless or threatened with homelessness to housing services by October 2018

1.3: Provide appropriate support and advice to manage the impact of welfare reform

The council recognises that the Welfare Reform Act is one of the key challenges which may impact on the housing needs of vulnerable people especially those who are at risk of homelessness. The city council will continue to work in partnership with its partners to mitigate the impact of the Welfare Reform Act and promote financial inclusion by implementing the following actions:

- Welfare reform implications awareness training to front line staff to increase by 5%.
- Promote financial inclusion by:
 - Delivering targeted 1 to 1 support to vulnerable households at risk due to the lowered benefit cap to sustain their accommodation
 - Financial Inclusion Practitioners Group to set up a Universal Credit task and finish group to prepare for Salford Universal Credit full service by March 2018

1.4: To provide a range of housing options

The provision of a range of housing options is critical in preventing homelessness. Salford City Council has worked with partners to support housing developments to meet a range of housing needs and requirements. This includes:

- affordable housing tenures of social rent, affordable rent, other truly affordable rents and affordable home ownership
- private rent and homes for purchase

Considering the growth in the city and the level of needs, the following actions would help in enhancing range of housing options:

- Maximise supply of affordable housing: Increased supply of affordable housing in the right location and the right mix by type and size, delivering 261 new affordable homes by March 2019
- Influence the shared accommodation model by ongoing engagement with the Salford Strategic Housing Partnership to explore potential approaches to implement shared accommodation models
- Explore the affordable home ownership approach supporting tenants into home ownership while continuing to secure existing social housing for those who need it.

Strategic Priority Two- Reduce the impact of homelessness

Salford City Council recognises the negative impact homelessness has not only on households but also on services due to limited council resources. The following actions have been identified to achieve this priority.

2.1: Minimise the use of temporary accommodation

Living in temporary accommodation not only has an adverse impact on households, especially families with children, but also puts substantial financial burden on the council's limited finances. The council recognises the importance of minimising the use of temporary accommodation including bed and breakfast and will continue to work in partnership to minimise the use of temporary accommodation:

- Review temporary accommodation supply and demand to determine the needs for 2018/19
- Reduced placement into bed and breakfast and length of stay by 10%
- 10% increase in Temporary Accommodation Project (TAP)

2.2: Improve the health of homeless people

Housing is one of the main determinants of health and is an integral part of the council's social care assessment and support planning responsibilities under the Care Act 2014. The Council has responsibility for public health, which is administered through the Salford Health and Wellbeing Board. Homeless people are more likely to have health problems and it is critical that priorities in this strategy address the health issues of homeless people. This strategy aims, through partnership working to develop an integrated health and homeless prevention offer by implementing the following:

- Improve the current strategic links with NHS Salford Clinical Commissioning Group (CCG) and Salford Royal Foundation Trust (SRFT) to develop a better understanding of the health needs of homeless people
- Implement 18 months pilot of housing professional post to manage hospital discharges into suitable housing.
- Develop the Greater Manchester Hospital Discharge Protocol including a homeless pathway

2.3: Encourage effective and coordinated support for vulnerable households

Vulnerable households including families with children, those with health issues and those fleeing from domestic violence and young people are more likely to be at risk of becoming homeless than others. The council supports our partners as they deliver effective services and encourages joined up working between statutory and non-statutory services as outlined below:

- Contribute to the development of pre-tenancy training
- Support those at risk of domestic violence and homelessness

3.0: Strategic Priority Three – Eradicate the need for rough sleeping

The City Mayor's priority is to eradicate the need for rough sleeping in Salford by 2020 in line with the Greater Manchester priorities. We will introduce measures to strengthen strategic and operational links between the council, Greater Manchester and partners involved in reducing rough sleeping. The following actions will make this happen:

3.1: Introduce measures to ensure that no one needs to sleep rough in the city

- Strengthen strategic and operational links within the council, GM and partners during 2018:
 - Support the GM work on Rough Sleeping Grant and Entrenched Rough Sleeper Social Impact Bond
 - Support the creation of networks and the operational functioning of the GM reception and assessment hubs, to enable Salford households to benefit from these
 - Engage with homelessness service providers and liaise with housing providers to ensure improved joint working to meet the needs of those who do not qualify for statutory housing assistance

3.2 Reduce number of rough sleepers in Salford

- Reducing number of rough sleepers by approximately 25% year on year, reduce 49 to 37 by November 2018
- Attend all rough sleeper notifications and refer all entrenched rough sleepers who consent, to the Social Impact Bond (SIB) programme
- Coordinate outreach work with voluntary accredited organisations by September 2018
- Establish links with Salford NHS Clinical Commissioning Group (CCG) and Salford Royal Foundation Trust (SRFT) to understand and address the health needs of rough sleepers

SECTION 4 – DELIVERY OF THE STRATEGY

Governance and monitoring structure

The strategic priorities and related objectives will be delivered through the action plan. The action plan has been developed in partnership with stakeholders, partners and agencies that contributed to the consultation events, and agreed by Homelessness Strategy Monitoring Group (HMSMG) and Salford Strategic Housing Partnership (SSHP). The action plan provides detailed actions and targets to ensure that we achieve the priorities identified over the next five years by 2023. The action plan will be reviewed annually to ensure that all new changes in legislation and policies developed by the council are reflected.

A two-tiered governance arrangement has been developed to monitor the progress and the delivery of the strategy action plan:

The Homelessness Strategic Group

This group will be chaired by lead member for Housing and Neighbourhoods and will consist of senior representatives from Registered Providers, SRFT (Salford Royal Foundation Trust) and Salford NHS Clinical Commissioning Group (CCG), church and police representatives, Greater Manchester, and Salford University. The group will have a strategic overview of the projects with its main role to deal with barriers and challenges and facilitate the delivery of the priorities and objectives. Through its bi-annual meetings this group monitors the delivery of the action plan.

The Homelessness Strategy Monitoring Group

This group is made up of lead officers from the council and representatives from partners, agencies which deliver homelessness services at operational level. These include Salford Housing Option Point (SHOP), the supported tenancy team, welfare rights/debt advice, skills & work commissioning, urban renewal team, children services, Salford Women's Aid (S.W.A), Salford NHS Clinical Commissioning Group (CCG), SRFT (Salford Royal Foundation Trust) and Registered Providers representatives.

The progress of the strategy and its action plan will be monitored and updated quarterly through this group to share achievements and identify any barriers to bring to the attention of the **Homelessness Strategic Group**, address new challenges, and ensure their delivery.

Salford Strategic Housing Partnership (SSHP) - The progress of the action plan and the achievements is reported to the SSHP on an annual basis, however it is agreed that any exceptions will be reported at the earliest opportunity.

National Performance Returns- DCLG returns - SHOP provides the statutory returns on homelessness to Department of Communities and Local Government:

- Rough sleepers annual return (records the number of people reported to be sleeping rough in the local authority area on a given night between October and November each year)
- P1E quarterly returns which cover all areas of Local Authority activity under the homelessness provisions of the 1996 Housing Act

Risk elements to delivery of the homelessness strategy

The key risks to the delivery of the homelessness strategy have been analysed to ensure there are mechanisms in place to mitigate or manage their impact. The following were identified as the key risks:

Access to resources

The DCLG Homelessness Grant Funding makes an important contribution to the delivery of a range of homeless services in Salford. If homelessness grant funding was to be reduced or ceased completely, it would adversely affect SHOP's ability to offer a range of housing options and advice services.

The amount allocated for the implementation of the Homelessness Reduction Act may prove to be inadequate and potentially could lead to the duty to “prevent”, and to “refer” not being implemented fully.

Welfare reform challenges

- Welfare reform, Universal Credit and its associated impacts on household finances, and the potential increase in demand for social housing, and the affordability of accommodation (across social and private rented accommodation)
- The increase in young people approaching the homeless service for advice and assistance and welfare reforms and the introduction of shared rate for under 35s might continue to have an impact on this area of increasing demand
- The threat of increasing numbers of households being faced with mortgage arrears and repossessions as a result of the roll out of the Universal Credit

Housing options

- An increasing lack of affordable housing options and the potential for more people to be threatened with homelessness could lead to an increase in the number of people relying on insecure and short-term tenancies. This could result in more people becoming homeless and an increase in rough sleeping
- The proposed changes by the government to social housing, particularly housing providers having the option to use ‘affordable rents’ and ‘flexible tenancies’, the extension of Right to Buy to housing associations, and the sale of “high value stock” if implemented, could potentially have adverse impact on number of people becoming homeless, and put pressure on homelessness services.

Strategic Priority 1 : Preventing Homelessness					
Ref. No:	What we will do?	How we will do it?	When we will do it?	Who will help?	What will the success look like?
Deliver effective early intervention and prevention					
1.a: Maximise Homelessness Prevention					
1.1	Promote the role of Salford Housing Option Point (SHOP)	Publication of leaflets Improve on line information : <ul style="list-style-type: none"> – Online service improvement – Links to promoting services/information 	June 2018	Salford Housing Option Point (SHOP)/ Communications Team SCC	Improved awareness of housing option service Improved on line services Improved links to promoting services Reduced footfall at Housing Options reception from customers seeking only information by 10%
1.2	Develop and agree a pre- eviction protocol “plus” between Registered Providers, Children’s Services and SHOP	Partners to work together to agree trigger points for referrals to Housing Options and the Bridge	June 2018	Salford Housing Option Point (SHOP) CBL Partners /	Pre- eviction protocol plus completed

	(Salford Housing Option Point)			Skills/ Work Commissioning Team	Protocol agreed by Homelessness Strategy Monitoring Group (HMSMG) and SHP and implemented in Salford.
1.3	Improve awareness raising on homelessness duties/ responsibilities	SHOP and Housing Strategy and Enabling Team to deliver training to partners to raise awareness of Homelessness Reduction Act	June 2018	Salford Housing Option Point (SHOP)/ Housing Strategy and Enabling Team (SCC)	Training events delivered by SHOP to all partners requesting training.
1.4	Develop and widely publicise customer pathways to prevent homelessness	SHOP to identify most common causes of homelessness and work with appropriate agencies to identify early intervention and prevention options	October 2018	Salford Housing Option Point (SHOP)/ Housing Strategy and Enabling Team (SCC)	Customer pathways developed Increase in preventions by 10% and reduction in homelessness applications
1.5	Contribute to and support the delivery of Salford's "Tackling Poverty Strategy" priorities	To deliver the homelessness strategy priorities and actions that contribute to alleviating poverty, including a review of the Discretionary Housing Payments scheme.	On going	SCC/ Skills and Work Commissioning Team /Salford Housing Option Point (SHOP)/ Partners	Supporting delivery of tackling poverty strategy DHP scheme reviewed
1.6	Support development of the "Salford Homelessness	Council and third sector provider partners contribute to/support the development of the	Ongoing	Salford University/Salford	The homelessness commission

	Commission” priorities	commission		Housing Option Point (SHOP)/Strategy and Enabling/ Third sector provider partners	developed A more coordinated and effective service to homeless people delivered
1.7	Support GM Homelessness initiatives /priorities: Homelessness Prevention Trailblazer including Housing First system across GM, and GM wide social lettings agency approach	Through representation on and working with associated GM groups: – GM Housing Needs Group – GM homeless action network – Trailblazer task and finish groups Through appropriate referrals into GM projects: Housing First, SIB, Manchester Hub	March 2019	SCC/ Strategy & Enabling Partners /SHOP	Contributed and supported the GM initiatives effectively and enabling Salford homeless people to access/ benefit from GM services.
1.8	Develop Registered Providers Pledges to prevent Homelessness in Salford	Salford Strategic Housing Partnership (SSHP) facilitating the development of the pledges by Registered Providers to deliver Salford homelessness strategy priorities	July 2018	SCC/ Registered Providers / SSHP	Registered Providers Homelessness Pledges agreed
1.b: Implement the new Homelessness Reduction Act statutory duties					
1.9	Develop a wider strategic approach to promote a better integrated and comprehensive offer to prevent homelessness across all services in Salford	A partnership approach developed to improve : – joined up working – earlier engagement	March 2019	SCC/ Registered Providers	A coordinated /integrated approach to deliver homelessness services which reflects best practice Improved partnership approach Integrated and

					comprehensive offer in place
1.10	Facilitate an effective service delivery across all partners to meet the requirements of HRA and the needs of homeless people and people threatened with homelessness	Map existing services which deliver homelessness prevention and support, engaging with these at a strategic and operational level to enhance and promote the homelessness prevention offer	March 2019	SCC Public Health and Strategy and Enabling Team	HRA requirements are met Needs of homeless people are met. Mapped existing services
1.11	Ensure public services are able to meet the statutory requirements to refer people who are homeless or threatened with homelessness to housing services	Develop, implement and continuously review systems for the new public services duty to refer. Monitor Registered Providers contribution to duty to “refer”	October 2018	SCC/ Housing Strategy and Enabling Team	Effective referral pathways developed and implemented Number of referrals achieved
1.c: Provide appropriate support and advice to manage the welfare reform impact					
1.12	Raise awareness of the welfare reform implications	<ul style="list-style-type: none"> – Publication of leaflets, and on line information – Delivery of training courses to front line staff – Two child policy briefings for front line staff 	On going	Welfare Rights/ Debt Advice Team SCC/ Salford Citizen Advice Bureau/SCC Childrens Services	Information leaflet and on line information published Training courses delivered for front-line staff to increase by 5% Two child policy briefing for front-line staff completed
1.13	Deliver targeted support to	Deliver targeted 1 to 1 support to vulnerable	On going	Welfare Rights/	Successful

	households at risk of poor outcomes as a result of Welfare Reform cuts	households at risk due to the lowered benefit cap to sustain their accommodation Identify people at risk earlier to mitigate the impact Identify the resources that help people to sustain their homes and agree a policy to support those at high risk of eviction		Debt Advice Team/ Supported Tenancies Team Skills & Work Commissioning Team/ Salford Assist	homeless prevention interventions, an increase of 10% Reduced number of homeless presentations in benefit cap cohort (10%)
1.14		Develop a communications plan and website presence, which advertises the range of financial inclusion services in the city by the council, and our partners	On going	SCC Skills and Work Commissioning Team/ SHOP/ Financial Inclusion Practitioners Group/ Communications Team	Improved awareness by service users
1.15		Develop expertise amongst practitioners around assessment of housing and finance issues in order to support the delivery of early help	On going	Children's Services SCC/ Family Assessment Team/ Skills and Work Commissioning Team / SHOP	Improved identification of families with financial and housing related issues through Early Help
1.16		Set up Universal Credit task & finish Group to prepare for Salford Universal Credit full service	March 2018	Financial Inclusion Practitioners' Group (FIPG)	Salford Universal Credit full service in place
1.d : Provide a range of housing options					
1.17	Maximise supply of affordable housing supply	To implement the housing strategy 2020 priorities to deliver new affordable housing	March 2019	Strategy and Enabling Team	Increased supply of affordable housing

		securing a mix of accommodation types and sizes			in the right location, type and size 261 new affordable homes developed
1.18	Influence shared accommodation models	Ongoing engagement with the Strategic Housing Partnership to explore potential approaches to implement shared accommodation models	On going	SCC/ Strategy and Enabling Team /SHOP (Supported Tenancy Services)/ Registered Providers	Potential approaches to shared accommodation model explored
1.19	Implement the 2017 Allocation Policy review recommendations/outcomes	Allocations policy updated to reflect : – the provisions of the HRA – relevant recommendations from the recent policy review	September 2018	SCC/ Housing Strategy and Enabling Team	Allocations policy updated
1.20	Explore innovative approaches to affordable home ownership	Explore the affordable home ownership approach while continuing to secure existing social housing for those who need it.	April 2019	SCC/ Housing Strategy and Enabling Team	New approaches to affordable home ownership explored
1.21	Improve Private Sector Offer	Enhance Landlord Licensing Schemes – Ensure licensed landlords comply with the licence conditions imposed on them – Maintain and increase membership of the council's Voluntary Landlord Accreditation scheme – Effective implementation of Selective Licensing schemes, where appropriate – Robust enforcement of current Selective Licensing schemes	Ongoing/ During the five year designation period of each scheme	Private Sector – Urban Renewal Team	Increased Landlord Licensing membership by 50 new landlords each financial year Licensed Schemes implemented effectively Robust enforcement achieved
1.22		Implementation of the Empty Properties	March 2019	Private Sector –	150 long term

		Initiative – Increased empty properties brought back to use		Urban Renewal Team	private empty properties will be brought back to into use
Strategic Priority 2 - Reduce the impact of homelessness					
2.a: Minimise the use of temporary accommodation					
2.1	Minimise the use of Temporary Accommodation	Review temporary accommodation supply and demand to determine needs for 2018/19	December 2018	SCC/ Strategy and Enabling/ Supported Tenancy/ Salford Housing Option Point (SHOP)	Temporary Accommodation Review completed
2.2		Minimise use of bed and breakfast by seeking alternative accommodation providers: – Obtain funding to deliver alternative Temporary Accommodation – Alternatives to Temporary Accommodation considered for individual cases	April 2019	SCC/ Salford Housing Option Point (SHOP) / Supported Tenancy Team/ Housing Strategy and Enabling Team	Reduced placement into Bed and Breakfast by 10% Reduce length of stay in TA (B&B and Dispersed) by 10% Funding to deliver alternative bed spaces secured
2.3		Improve move on process through more effective information sharing before allocation	September 2018	Salford Housing Option Point (SHOP) / Registered Providers Social Care Team	90% of Temporary Accommodation residents move on to settled accommodation
2.4	Improve the experience of people staying in Statutory temporary accommodation	Allocate a Supported Tenancy Officer to all households placed in B&B	April 2019	SCC/ SHOP/ Supported Tenancy Team/	100% of households placed in B& B to have an allocated

				Commissioning Team	supported tenancy Officer
		Increase the number of temporary dispersed accommodation managed by supported tenancies	April 2019	SHOP/ Supported Tenancy Team/Registered Providers partners	10% increase in Temporary Accommodation Project (TAP) properties
2.b: Improve the health of homeless people					
2.5	Development of an integrated health and homeless prevention offer	Improve the current strategic links with CCG and SRFT to develop a better understanding of the health needs of homeless people	Ongoing	SCC/ Housing Strategy and Enabling Team CCG/SRFT	Improved strategic link
		Implement 18 months pilot of housing & hospital discharge post	October 2018	Salford Housing Option Point (SHOP) /CCG/ Salford together	Housing and Hospital discharge officer appointed
		Develop the Greater Manchester Hospital Discharge protocol including a homelessness pathway	October 2019	SCC/ Salford Housing Option Point (SHOP) /CCG/SRFT	The completed protocol agreed by the Homelessness Strategy Monitoring Group (HMSMG) and Salford Strategic Housing Partnership (SSHP)
2.6		Improve local offer in Adult Services Integrated Discharge Team within the health and social care remit	On going	SRFT Integrated Care Organisation / Integrated Discharge Team	Improved local offer
2.c: Encourage effective and coordinated support for vulnerable households					
2.7		Contribute to the development of pre-tenancy	April 2019	Registered	Landlords /

		training with partners Registered Providers to roll out the pre- tenancy training		Providers / City West as lead	providers deliver PT training
2.8		Support those at risk of domestic violence and homelessness: <ul style="list-style-type: none"> – SIDASS to develop a pathway in partnership with supported tenancy team – Map services available supporting those who are at risk of domestic abuse. – Partners to identify people at risk and make appropriate referrals – Creating opportunities for people to say they are suffering from Domestic Violence 	On going	SCC/ SIDASS/ Supported Tenancy Team (SHOP) / Partners	Improved support achieved Pathway developed
2.9		Encourage joined up working between statutory and non-statutory services (across health, housing, social care and children's service)	On going	SCC/ Strategy and Enabling Team (SHOP)/CCG/NHS/Partners	More effective joined up working achieved
2.10		Develop a customer engagement plan which enables the views of customers (those homeless/threatened with homelessness) to contribute to service improvement	April 2019	SCC/ Salford Housing Option Point (SHOP) / Partners	Customer engagement plan implemented

Strategic Priority 3- Eradicate rough sleeping

3.a: Introduce measures to ensure that no one needs to sleep rough in the city

	What we will do?	How we will do it?	When we will do it?	Who will help?	What will the success look like?
3.1	Strengthen strategic and operational links within the Council, the GM and partners involved in rough sleeping	Support the GM work on Rough Sleeping Grant and Entrenched Rough Sleeper Social Impact Bond. Support the creation of networks of reception and assessment hubs based on a “no second night out” approach Engage with homelessness service providers and partners Liaising with Registered Housing Providers	On going	SCC/Strategy and Enabling team/ SHOP NHS / Registered Providers / Manchester Council	Stronger strategic and operational links achieved
3.b Reduce rough sleeping in Salford					
3.2		Reduce number of rough sleepers in Salford:	November 2018	SCC/ SHOP/ Supported Tenancy Team/ Partners / Housing Strategy and Enabling Team	Reduce number of Rough Sleepers by 25% year on year- from 49 to 37 in November 2018 to 14 by 2020
3.3		– Attend all rough sleeper notifications and refer all entrenched rough sleepers who consent, to the SIB Programme	On going	SHOP (Supported Tenancy Team) / Street Link/ Members of the public	100% rough sleepers have been provided support
3.4		– Coordinating outreach work with voluntary accredited organisations	September 2018	Supported Tenancy	Improved outreach work
3.5		– Continue to fund reconnection to EU countries through the Booth Centre	2018	SCC/ Supported Tenancy / Booth Centre	Improved outreach work
3.6		Establish links with CCG and NHS to understand and address health needs of rough sleepers	On going	Integrated Commissioning Manager (SCC) /Supported	Strong links established

				Tenancy Team (SHOP)	
3.7		Review 2017/18 Winter Welfare Programme – Review existing levels of provision of emergency and winter shelters	September 2018	Supported Tenancy Team / Urban Renewal Team	Winter welfare programme reviewed, recommendations made
3.8		Develop Winter Welfare programme 2018/19 for vulnerable homeless people	April 2018	Supported Tenancy Team (SHOP) / Urban Renewal Team	New programme developed and seek funding