



Doncaster Council

Agenda

To all Members of the

REGENERATION AND HOUSING OVERVIEW AND SCRUTINY PANEL

Notice is given that a Meeting of the above Panel is to be held as follows:

Venue: Council Chamber - Civic Office

Date: Friday, 1st November, 2019

Time: 10.00 am

BROADCASTING NOTICE: This meeting is being filmed for subsequent broadcast via the Council's site. The Council is a Data Controller under the Data Protection Act and images collected during this recording will be retained in accordance with the Council's published policy. Please be aware that by entering the Council Chamber, you accept that you may be filmed and the images used for the purposes set out above.

Items for Discussion:

1. Apologies for absence.
2. To consider the extent, if any, to which the public and press are to be excluded from the meeting.
3. Declarations of Interest, if any.

Damian Allen
Chief Executive

Issued on: Thursday 24th October 2019

Governance Services Officer for this meeting

Caroline Martin - Senior
Governance Officer
Tel: 01302 734941

Doncaster Metropolitan Borough Council
www.doncaster.gov.uk

4. Public Statements

[A period not exceeding 20 minutes for statements from up to 5 members of the public on matters within the Panels remit, proposing action(s) which may be considered or contribute towards the future development of the Panels Work Programme].

A. Items where the Public and Press may not be excluded.

5. Doncaster Homelessness and Rough Sleeping Strategy 2019-2024 1 - 32

Members of the Regeneration & Housing Overview & Scrutiny Panel

Chair – Councillor Majid Khan

Vice-Chair – Councillor David Nevett

Councillors Duncan Anderson, Iris Beech, John Cooke, Steve Cox, Charlie Hogarth, Eva Hughes and John Mounsey

Invitee: Mark Whitehouse (Unite)



Doncaster Council

Report

Date: 1st November 2019

To the Chair and Members of the
REGENERATION AND HOUSING OVERVIEW AND SCRUTINY PANEL

**DONCASTER HOMELESSNESS AND ROUGH SLEEPING STRATEGY
2019-2024**

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Councillor Glyn Jones Portfolio Holder for Housing	All Wards	Yes

EXECUTIVE SUMMARY

1. There has been a nationwide increase in number of rough sleepers and people presenting with multiple and complex issues. This increase has been seen in Doncaster. Homelessness Legislation requires every Local Authority to provide a Homelessness and Rough Sleeping Strategy to ensure a strategic approach to tackling and preventing homelessness, and to strengthen the assistance available to people who are homeless or threatened with homelessness.
2. Further legislation in the Homelessness Reduction Act 2017 placed duties on Local Authorities to intervene at earlier stages to prevent homelessness and provide homelessness services to all those affected and not just those in priority need. The enhanced prevention duty extended from 28 days to 56 days, enabling housing services to prevent at an earlier stage, with an additional 56-day relief duty to relieve full homeless duty by helping those in need to secure accommodation.
3. All Housing authorities must have a Homelessness and Rough Sleeping strategy in place, based on a review of all homelessness in their Authority area. This strategy must be renewed every 5 years, setting out plans for the prevention of homelessness and securing accommodation and support to be available for people who are homeless or at risk of becoming so.
4. This strategy sets out our strategic ambition for how we want services and the wider system to prevent homelessness and rough sleeping, but when people need it the accommodation offer and the right support are in place to get people to place they can call their own as quickly as possible.

EXEMPT REPORT

5. Not applicable.

RECOMMENDATIONS

6. That the Regeneration and Housing Overview and Scrutiny Panel consider and provide comment on the strategy and associated information to be presented to Cabinet 05.11.19.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

7. The strategic actions contained in the Homelessness and Rough Sleeping Strategy set out our direction for a whole system approach to homelessness prevention and response. We want citizens to access advice and information in a timely manner in order to prevent homelessness or understand their options when their circumstances change. Rough Sleepers will have wrap around support available to them, and will know where to access support and advice. Services will build and improve upon working arrangements to ensure a whole system response to Homelessness and Rough Sleeping in Doncaster.

BACKGROUND

8. Homelessness and in particular rough sleeping has been increasing both nationally and locally since the previous strategy was agreed in 2015. As well as increases in the volume of people, there has also been an increase in the complexity of issues people face when presenting for services; this demand has been replicated across many parts of the country. We have responded well to this rise in demand with the introduction of a complex lives alliance that works with those most vulnerable providing wrap around support.
9. We have also introduced a Public Space Protection Order (PSPO) and invested council reserves into funding extra police resources in the town centre area to address begging, Anti Social Behaviour (ASB) and substance abuse sometimes associated with rough sleeping. We have also been successful in a number of funding applications from the UK government to supplement the work already happening across Doncaster, for example the Rough Sleeper Initiative.
10. Although we have responded well to the rise and changing nature of demand, in late 2018, the Homes for All Programme Board requested a review and refresh of the homelessness and rough sleeping strategy to ensure our strategic ambition and direction guided our future work and decision-making. Initial consultation followed with the homelessness and support partnership in February 2019 and work began with Crisis to consult with those with lived experience including people from the Complex Lives cohort, veterans and young people at risk of homelessness.
11. Building on this initial consultation, Imogen Blood Associates were appointed in April 2019 to conduct an independent review of Homelessness and Rough Sleeping in Doncaster. The results of this review were shared

with the Council, St Leger Homes and The Homeless and support partnership in July 2019

12. Overall the review found many positives in which the council, partners and providers can build on together, in particular;
 - Wide commitment to building a co-ordinated response to the issues
 - St Leger's continued resources to prevent and respond to homelessness
 - Ongoing commitment to funding housing-related support
 - Integrated commissioning of the Complex Lives Alliance (CLA)
 - Improvements to some pathways into Home Options
 - Opportunities to develop new housing as part of the council house build programme
 - Relatively good data collection compared to elsewhere

13. However there were still areas in which the 'whole system' of partners could improve the way in which they work including:
 - High numbers presenting in Doncaster are already homeless
 - Many of these cases could be preventable
 - High levels of additional support needs and multiple needs presenting
 - The current system is reactive with the main access being the civic office
 - Sometimes a lack of support, resources and training for effective triage
 - A default response is referral to supported housing
 - Current models are not effective for the increased complexity of clients
 - Complex lives offers the support, but there needs to be suitable housing to underpin this work
 - There is a need for more flexible floating support and dispersed provision of accommodation

Supporting Doncaster Growing Together

14. The nature of this work and the strategic ambition set out in this strategy is cross cutting and has implications right across our four policy themes, Living, Working, Learning and Caring. There is significant focus on getting the right offer of accommodation and sustaining tenancies but equally important is our response to substance addiction, mental health, trauma, domestic abuse and the way in which we work together to commission services, all whilst seeking to prevent homelessness happening in the first place. This work has an impact upon multiple organisations and multiple strategy areas and as we deliver aspects of the strategy, there will be a need to review other policy and service areas to ensure alignment and value for money.

The Homelessness & Rough Sleeping Strategy

15. The vision of *Working together to Prevent Homelessness and ensuring nobody in Doncaster needs to sleep rough on our streets*, sits at the heart of this strategy attached in full as Annex A.

16. The three key objectives of the strategy, based on the independent review, consultation with stakeholders and available intelligence are:
1. Deliver a “whole system” wide plan for Homeless Prevention
 2. Maximise opportunities for independence through a range of housing options
 3. Effective and joined up Care and Support Services for those most in need

Governance & Accountability

17. Ensuring that there is accountability and drive achieving the strategic ambition set out in this strategy is of paramount importance. The existing homelessness and support partnership has provided input into the strategy and will continue to shape and influence the annual delivery plan. Furthermore, a new strategic commissioning group should be formed to ensure that statutory partners and commissioners can develop and grip the annual delivery plan that will realise the strategic ambition set out in the strategy.

Next Steps

18. Once agreed the strategy will provide the strategic ambition and framework for responding to homelessness and rough sleeping across Doncaster, but some immediate steps alongside this agreement will also be put in place;
- a) We will continue to develop an annual action plan, detailing the specific resources allocated to achieve the strategic ambition within the strategy. The first of which linked to the objectives in this strategy will be 2020/21 and will be agreed by February 2020.
 - b) We will set up the Strategic Commissioning Group to develop and grip the annual delivery plan and oversee the progress of the strategy.
 - c) We will set up a Prevention Task and Finish Group to create a plan for a whole system approach to preventing homelessness as early as possible, considering all relevant stakeholders
 - d) We know the latest spending round allocated further funding for Homelessness and rough sleeping to local authorities but this will not become finalised until later in 2019.
 - e) The Review of Homelessness also provided a model of accommodation that we could consider in the future. The model, based on a range of assumptions, includes the number of accommodation units we have and would need to transition to in the future. This transition, which will be considered by the strategic commissioning group, will be a key factor in achieving our housing options objective.

OPTIONS CONSIDERED

19. **Option 1:** Do nothing and wait until the existing strategy expires in 2020. This option is not recommended, as we would not comply with Government with our statutory duty to produce a Homelessness and Rough Sleeper Strategy
20. **Option 2:** Adopt the Homelessness and Rough Sleeping Strategy for Doncaster presented at Annex A and pursue the next steps described in Para 15. This is the recommended option.

REASONS FOR RECOMMENDED OPTION

21. It provides the Council and Team Doncaster with a strategic plan to prevent homelessness and rough sleeping in Doncaster, with a clear commitment to deliver the actions identified in the strategy.
22. There have been significant changes in legislation and working practices since the previous strategy was adopted in 2015, along with increasing and changing demand.
23. Government requirement in the national rough Sleeping Strategy for each local authority to publish a refreshed Homelessness and Rough Sleeping strategy by Winter 2019.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

24.

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>To enable those who are homeless or rough sleeping to engage in work activities, it is essential that they are in stable accommodation to provide the foundations to feel able to engage in work activity and training/education.</p>
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>Settled accommodation across the borough for homeless households is instrumental to Doncaster becoming a thriving town centre and enabling those who are unable to do so of their own accord, to live in good quality, affordable homes.</p>
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing 	<p>We want to ensure people have access and opportunity to learn new skills at the right time for them.</p>

	<p>learning experiences within and beyond school</p> <ul style="list-style-type: none"> • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>Our ability to provide support and care to homeless households, vulnerable families and individuals through good quality services that help them back to a place they can call their own.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	<p>We want to support homeless households by aligning our services and resources to provide the best value.</p>

RISKS AND ASSUMPTIONS

25. Doncaster has been successful in receiving Government funding for short-term interventions, for example, the Rough Sleepers Initiative. However, the long term funding of these interventions is still unclear, making it difficult to plan and manage services in a sustainable way. This uncertainty could affect Doncaster's ability to plan and co-ordinate homelessness services in the medium to long term

LEGAL IMPLICATIONS NC 02/10/2019

26. The Housing Act 1996, the Homelessness Act 2002 and the Homelessness Reduction Act 2017, places a number of duties on local authorities to prevent and deal with homelessness in their boroughs. The 2002 Act created a duty on Local Authorities to carry out homeless reviews and publish a Homelessness Strategy. Section 1(4) of the 2002 Act requires a revised strategy to be published within the period of 5 years beginning on

the day the current strategy was published. The statutory Homelessness Code of Guidance for Local Authorities clarifies that this is a strategy for:

- (a) preventing homelessness in the borough;
 - (b) securing that sufficient accommodation is and will be available for people in the borough who are or may become homeless; and
 - (c) securing satisfactory provision of support for people in the borough who are or may become homeless, or who have been homeless and need support to prevent them becoming homeless again.
27. The Code also confirms that the Authority must consult public or local authorities, voluntary organisations, service users, specialist agencies who provide support to homeless people in the borough, or other persons, as they consider appropriate before adopting or modifying a homelessness strategy.
28. The Homelessness Strategy proposed by this report assists the Council in complying with the various statutory duties placed on it in relation to dealing with homelessness

FINANCIAL IMPLICATIONS CA 02/10/2019

29. There are no financial implications as a direct result of the Strategy and whilst the 3 Objectives set out what will be done differently in terms of approach and principles, the resulting actions will need to be further developed as part of the implementation, for example, where there is a commitment to review a specific issue or process, the outcome and subsequent recommendations will need to be properly costed and options for funding considered from within the partnership and from the external funding available to the wider programme.
30. Actions likely to give rise to a cost include the housing and legal advice to prevent evictions (if this cannot be met will through existing resources and upskilling) and the actual roll-out of training which will need to be addressed as part of the training plan. Again, there may be flexibility to use some of the external funding supporting the wider programme of activity.
31. There are no capital implications as a direct result of this report and where parts of the Strategy refer to "sourcing affordable rent properties", this is not about purchasing properties as such but about SLH acting as the managing agent with the private sector to provide more properties at an affordable rent, through negotiation and assisting private rented sector landlords to access external funds to bring properties back into use, provide bonds, top ups etc.
32. Actions to source suitable settled housing at an earlier stage for those in temporary accommodation should see an immediate reduction in costs to the Council, as temporary accommodation is usually more expensive and cannot always be met by Housing Benefit. There is likely to be a long term cost saving from earlier intervention and prevention but this has not been quantified.

HUMAN RESOURCES IMPLICATIONS KG 02/10/2019

33. There are no specific HR implications arising from this report however, there may be Human Resource implications within specific projects arising from the strategy; these will be included in the appropriate individual reports.

TECHNOLOGY IMPLICATIONS PW Date 30/09/2019

34. Where there are any technology requirements to support the delivery of the Homelessness and Rough Sleeping Strategy, these would need to be considered and prioritised by the Technology Governance Board (TGB).

HEALTH IMPLICATIONS HC 01/10/2019

35. Poor health can be both a cause and consequence of homelessness and there is evidence to show that the health and wellbeing of those who are homeless is significantly worse than the general population. Living on the streets, in temporary accommodation or in an insecure tenure can have an impact on physical and mental health, drug and alcohol use and ability to utilise the health systems meaning, as a group, those whom experience homelessness also experience high levels of health inequality. The activity reported in this Strategy details a partnership response to those with the most complex needs that includes health and non-statutory partners, and a preventative approach for those at risk of homelessness. By reducing the number of people sleeping rough, homeless or at risk of homelessness it can be expected that there will be a positive health impact on this vulnerable population.
36. Although placements bed and breakfast accommodation can be necessary in some cases, it recommended that measures are taken to reduce the number of people, especially families, living in bed and breakfast accommodation. Providing a secure, healthy and appropriate home will have a positive impact on health and wellbeing. Homelessness is more likely to affect those in society who are most at risk of experiencing other inequalities and poor health, than the general population. Those with experience of the criminal justice system, BME young people, LGBT young people, gay, bisexual or transgender men, gypsies and travellers, sex workers, those who have experienced domestic violence, people with long term illnesses or a disability, people with substance misuse problems, refugees and asylum seekers, care leavers and young people from rural areas are at greater risk of being homeless (LGA, 2017). It is recommended that decision makers take into account the inequalities experienced by these groups and the barriers they may face during planning, delivery and evaluation.
37. It is recommended that decision makers closely monitor and evaluate the impact of this Strategy ensuring that it represents the best use of resources and provides the best health outcomes for Doncaster residents. It is recommended that prevention continues to be the approach of choice wherever possible. This is not only cost-effective, but also prevents our vulnerable communities developing more complex needs and experiencing further negative health impacts of homelessness and rough sleeping

EQUALITY IMPLICATIONS MP 01/10/2019

38. The Due Regard Statement (DRS) contained within Annex B contains the Equalities implications along with the details of specific consultations in developing this strategy.

CONSULTATION

39. During February and March 2019, we worked with Crisis to provide consultation with lived experience including Complex Lives, Veterans, and Young People at risk of Homelessness. Consultation details are shown in the Due Regard Statement (Annex B)

BACKGROUND PAPERS

40. **Annex A** – Doncaster Strategy for Homelessness and Rough Sleeping 2019-2024

Annex B – Due Regard Statement for Homelessness and Rough Sleeping Strategy

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

B & B = Bed and Breakfast
CAB = Citizens Advice Bureau
CCG = Clinical Commissioning Group
CLA = Complex Lives Alliance
DWP = Department for Work and Pensions
GP = General Practitioners (Doctors)
HOT = Home Options Team
HRA = Homeless Reduction Act
HRS = Housing Related Support
IBA = Imogen Blood Associates
LD = Learning Difficulties
MEAM = Making Every Adult Matter
MHCLG = Ministry of Housing, Communities and Local Government
PHP = Personal Housing Plans
SPOA = Single Point of Access
TA = Temporary Accommodation
UC = Universal Credit
YP = Young People

REPORT AUTHOR & CONTRIBUTORS

Mandy Preskey, Strategy and Performance Improvement Manager
T: 01302 862054 E: mandy.preskey@doncaster.gov.uk

Lead Officer
Allan Wiltshire, Head of Policy and Partnerships
Strategy and Performance Unit
T: 01302 862307 E: allan.wiltshire@doncaster.gov.uk

Phil Holmes
Director of Adults Health and Well-Being



Doncaster

Homelessness & Rough

Sleeping Strategy

2019-2024

We will work together to prevent homelessness and ensure nobody in Doncaster needs to sleep rough on our streets.

Contents

Foreword	3
Introduction	4
National Context	4
About Doncaster	5
Key Facts	8
Objective 1: Deliver a “whole system” wide plan for Homelessness Prevention	9
<i>What we want to achieve</i>	9
<i>What we will do</i>	9
<i>What we will measure</i>	9
Objective 2: Maximise opportunities for independence through a range of housing options	10
<i>What we want to achieve</i>	10
<i>What we will do</i>	10
<i>What we will measure</i>	10
Objective 3: Effective and joined up Care and Support services for those most in need	12
<i>What we want to achieve</i>	12
<i>What we will do</i>	12
<i>What we will measure</i>	12
Cross Cutting Enablers:	13
<i>What we want to achieve</i>	13
<i>What we will do</i>	13
Governance	14

Foreword

I am pleased to introduce this Homelessness and Rough Sleeping strategy, which sets out our vision for the prevention of Homelessness and Rough Sleeping in Doncaster.

Doncaster has seen an increase in homelessness and rough sleeping in recent years, and we recognise that the impacts of Welfare Reform have made the prospect of access to secure, good quality affordable housing challenging for many people across our Borough.

We are committed to a whole system approach to the prevention of homelessness to improve people's lives, which means we all need to work together to prevent homelessness. The most visible part of homelessness is rough sleepers who often have multiple and complex needs but the majority of people who are homeless or potentially homeless are there because of an end to their tenancy or a family breakdown – prevention is a key objective and thread throughout this strategy.

We have achieved much in the last 18 months that has transformed the way we deliver services. For example, we have introduced an award winning Complex Lives Alliance, which incorporates a multi-agency approach to supporting our most vulnerable rough sleepers with multiple and complex needs.

We have also worked in partnership to lever in further resources from government by co-ordinating multi agency bids, for example working with Government on a Rapid Rehousing Pathway and supplying preventative floating support to those at risk of rough sleeping.

We know that we require the right offer of accommodation when people need it and we have set up an accommodation pathway multi-agency partnership to understand the existing accommodation and support available to those who are homeless – ensuring we support people to access accommodation they can call their own as quickly as possible. Maximising our accommodation offer is a key objective of this strategy.

We know that getting the right care and support at the right time can make a real difference to people and their families. There are more vulnerable people present with complex needs in Doncaster than average and we need to ensure if people want support we can help them to turn around their lives. Effective, joined up care and support is a key objective of this strategy.

We know there are significant challenges. Our review of homelessness and rough sleeping in Doncaster has taken place to determine what we need to build upon but more importantly where we need to make the most improvement. The review has shaped this strategy and the key objectives that run through it.

This strategy sets out our strategic ambition over the next five years and we will review annually our delivery plans to make sure our initiatives are providing the desired outcomes, and that we are keeping on top of emerging trends and opportunities

This strategy sets out our commitment to prevent homelessness and rough sleeping at an earlier stage, maximise our accommodation offer and ensure we support those who need our services most.

I would like to thank those who have contributed to this strategy, including service providers, Crisis and the people who have lived experience who took the time to help us understand homelessness and rough sleeping in Doncaster.

Our vision '*we will work together to prevent homelessness and ensure nobody in Doncaster needs to sleep rough on our streets*' is at the heart of all we are trying to achieve with this strategy.

Glyn Jones
Deputy Mayor of Doncaster
Portfolio Holder for Housing and Equalities

Introduction

- 1 Since the Government's Homelessness Reduction Act 2017 came into force in April 2018, Doncaster continues to experience a wide range of reasons for homelessness, reinforcing the need for a wide partnership response. The Council has a statutory responsibility to provide housing to those who meet a range of criteria.
- 2 This strategy sets out our vision, objectives and activity to prevent homelessness and rough sleeping. The strategy has been informed by a wide range of stakeholders and seeks to address all aspects of homelessness including, prevention, accommodation and support services. This strategy is supported by a suite of other work that has helped develop this strategy or will deliver the strategy objectives in the future;
 - The Review of Homelessness and Rough Sleeping in Doncaster
 - An Annual Homelessness and Rough Sleeping Delivery Plan
 - The Homelessness and Rough Sleeping Due Regard Statement
- 3 The partnership have undertaken a comprehensive review of the latest legislation and the effectiveness of its operating procedures and initiatives. The findings from the review have directly informed and shaped this new strategy for the way the partnership will deal with homelessness, especially those with complex needs.
- 4 We will renew our annual delivery plan across the partnership where we will consider challenges and our response, aligning to our strategic vision, objectives and resources.
- 5 The due regard statement details the variety of consultation and feedback that has been incorporated to inform the development of this strategy but in particular the way in which we have given regard to people with protected characteristics.

National Context

- 6 The **Homeless Reduction Act** came into place on 3rd April 2018 and changed the length of time that Authorities have to deal with homelessness with a view to reducing the number of cases accepted as homeless. An emphasis on prevention and a Duty to Refer from key organisations should impact on the ability to deal with cases before they become an emergency.
- 7 The national **Rough Sleeping Strategy**¹ sets out how the government wants to halve rough sleeping by 2022 and end it by 2027, and builds upon the rough sleeping initiative which started early in 2018. There are a number of interventions within the strategy that are mainly based around 'Prevent, Intervene and Recover' and a number of Government funded interventions across the country.
- 8 In 2018 Crisis published their report '**Everybody In**'² that sets out a number of principles and actions to promote a more positive agenda to prevent and end homelessness. The report brings together key evidence from across the globe looking at prevention, rapid re-housing and tackling rough sleeping via methods such as Housing First, Street Outreach and expanding the evidence to understand what works with regards to supported accommodation.

¹ Rough Sleeping Strategy (2018). MHCLG

² https://www.crisis.org.uk/media/239453/everybody_in_how_to_end_homelessness_in_great_britain_2018.pdf

- 9 In 2018 Shelter published ‘**A Vision for Social Housing**’³, which was overseen by a wide range of commissioners and sets out the findings from a big conversation with over 31,000 people. It argues for a new regulator that would work across private and social renting sectors to set and enforce standards, urgent reforms to the private rented sector to protect against eviction and a large-scale programme of social housing delivery with 3.1 million new homes needed over the next twenty years.
- 10 In February 2018 MHCLG amended the **Homeless Code of Guidance** for Local Authorities, giving a summary of homeless legislation and the duties, powers and obligations on housing authorities and others towards people who are homeless or threatened with homelessness.
- 11 Wider national challenges are or have the potential to impact upon our response to increasing homelessness and rough sleeping in Doncaster;
- **Welfare Reform** and the introduction of Universal Credit has, in some circumstances, caused financial problems that have affected people’s ability to secure affordable accommodation.
 - The uncertainty arising from **leaving the European Union**, however we leave, may have detrimental economic impacts over the short, medium and long term.
 - The ability of local people to **afford a home** in the Private Rented Sector or to buy their own home putting pressure on council housing waiting lists.
 - **Time limited funding** from Government for initiatives often for a period of 1 or 2 years.
 - We have to do this in an **environment of limited and reducing resources**.

About Doncaster

- 12 Since the last strategy, homelessness and in particular rough sleeping has been increasing since the previous strategy was agreed in 2015. As well as increases in the volume of people, there has also been an increase in the complexity of issues people face when presenting for services; this demand has been replicated across many parts of the country. We have responded well to this rise in demand with more focussed and integrated partnership working.
- 13 We have been successful in a number of time-limited bids for Government grant, which support homelessness and rough sleeping including: MHCLG Cold Weather Fund, Flexible Homeless Support Grant, Private Rented Sector Funding, Rough Sleeper Initiative and Rapid Rehousing Pathway grants. However, there remains a difficult financial environment across public services to meet demand in a sustainable way.
- 14 St Leger Homes of Doncaster are responsible for the statutory homeless function delivered through the Home Options Team. The team has an increased focus on the development of robust Personal Housing Plans to ensure that the identification and addressing of the root causes relating to homelessness are identified, and acted on. Homelessness presentations in Doncaster arise at a later stage, however, increasing access to support and information at an earlier stage enables intervention to be as effective as possible before the point of crisis, therefore maximising homelessness prevention options, activities and outcomes.
- 15 Doncaster Council has a joint commissioning strategy with the Clinical Commissioning Group (CCG) supporting more integrated commissioning of services. Doncaster also holds regular accommodation flow discussions to determine and streamline the pathways available for homeless households into supported accommodation.

³ https://england.shelter.org.uk/support_us/campaigns/a_vision_for_social_housing

- 16 Doncaster provides support for Veterans including housing allocation, waiting list priority, tenancy support and has additional dedicated housing stock in partnership with St Leger Homes and the Help for Homeless Veterans Charity. A Regional Veteran Awareness Package will ensure a consistent advice and housing support across Doncaster and South Yorkshire Region.
- 17 We have set up a Complex Lives Alliance, working across teams and organisations to provide a multi-agency approach to supporting those with multiple and complex needs. This approach has won the MJ Local Government Award and we would like to continue this partnership work in the future. This multi-agency approach is fundamental to improving the whole system approach we want to adopt in the future.
- 18 Doncaster Council considers a preventative approach to be a high priority, and, as recognised in the independent **Homelessness and Rough Sleeping Review**, we cannot do this alone and will need involvement from statutory partners, voluntary sector leaders and specialist providers in order to do this effectively, building on the good relationships it has with commissioned and non-commissioned providers. The Homelessness and Rough Sleeping Review published alongside this strategy summarised the key information relating to information across Doncaster.
- 19 The Homelessness and Rough Sleeping Review recommends a 'whole system' approach to prevention, with a multi-agency action plan, a review of homelessness services, and choice and control for customers, moving away from the default response to single homeless being supported accommodation.

Prevention

- Prevention figures are lower than national averages with opportunities to expand prevention initiatives including more to support those in existing tenancies.
- Proposals include working with landlords, managing relationships through mediation services, and offering access to services to customers earlier in their journey.
- Doncaster has increased numbers of homeless approaches with complex issues. It hosts four prisons in its borough, releasing into the town and its surrounding areas.
- The highest reasons for approach are end of tenancy, family no longer able to accommodate, domestic abuse, relationship break up and eviction from supported housing highlighting the need to build relationships with support organisations.
- A high proportion of those presenting are already homeless. With the system in place mostly reactive, highlighting a need for staff training and support.

Accommodation

- Clarity and communication needed for referral routes and eligibility criteria services with specific interpretation of the functions of each scheme within the housing support pathway, including clarity of service functions within the pathway. Extending multi-agency work for those at risk of becoming complex, with increased flexible floating support and more dispersed provision.
- More focus on earlier settled accommodation, incorporating support for physical disabilities and mental health.
- Doncaster has great assets in its own stock used for temporary accommodation including support for 159 families with children (2018/19).

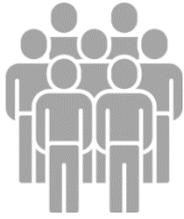
Care & Support

- Rough Sleeper numbers increased to a peak during 2018/19 and a multi-agency taskforce was set up to support those rough sleepers who were willing to engage, halving the number of rough sleepers.
- There are gaps in services for women rough sleepers and young people with substance misuse issues indicating we need to reform support pathways.

- Doncaster has a higher number of homeless people with multiple needs. This includes Autism and Learning Difficulties.
- Highest additional support needs include mental health, physical disabilities, offending history, drugs, repeat homelessness, rough sleeping, domestic abuse, learning difficulties, and alcohol misuse with a high number of single person homeless presentations.

DRAFT

Key Facts



2227

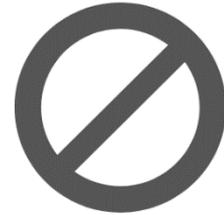
Presentations
 655 (29%) not proceeding with application
 597 (27%) Prevention Duty Accepted
 975 (44%) Relief Duty Accepted
 95 Full Duty Accepted
 (2017/18 340 Full Duty)



Levels of Homelessness per '000 households

Doncaster **10.95**
 Yorkshire and Humber 10.47
 England 10.2

Proportion prevented from becoming homeless
 England 55%
 Yorkshire and Humber 56%
Doncaster 40%



Majority Single Households Presenting (63%)



10 Days
 average spent in B & B



Rough Sleepers

2017 = 8
 2018 = 27

51%

of those owed a prevention duty secured accommodation for more than 6 months

25% became homeless

24% lost contact or withdrew their application

59%

of those owed a Relief Duty secured accommodation for more than 6 months

72.4%

Additional Support Needs (Doncaster)

49.1% Rest of England
 56.1% Yorkshire and Humber

Objective 1: Deliver a “whole system” wide plan for Homelessness Prevention

What we want to achieve

We want to promote the earliest possible prevention by embedding homelessness prevention awareness and information through a multi layered, whole system, effective partnership working and strategic response with clear delivery points to achieve the strategy.

Good working relationships with partners is integral to ensure that we recognise potential homelessness early to provide the best outcomes. Strong and effective partnership working to create a holistic, whole system approach to meeting the needs of homeless households and those threatened with homeless.

What we will do

- We will initiate a cross partnership strategic group, including statutory partners, to create a whole system approach to preventing upstream homelessness, considering all relevant stakeholders
- We will develop relationships with landlords and tenants and housing associations providing housing and legal advice to prevent evictions, taking steps to prevent or move families and individuals before it becomes an issue and maintain sub regional landlord connections
- We will source affordable rent properties with increased length of tenure to increase the supply of affordable accommodation
- We will link with Disabled Facilities Grants and Adaptations for homeless households and explore opportunities for prevention initiatives to keep people in their own homes for longer and enable hospital discharge
- We will explore options with our partners for those with no recourse to public funds
- We will review our information and guidance to ensure that local people are informed about the support available to them.

What we will measure

Indicator	Baseline 2018/19
Number of approaches	2227
Number of approaches in prevention	597
Number of cases prevented	473
Number of full duty homeless acceptances	95

Objective 2: Maximise opportunities for independence through a range of housing options

What we want to achieve

We want to maximise every mechanism to increase the number of affordable accommodation options available in Doncaster through a dispersed accommodation offer. Delivering a housing-led model with a focus on rapid rehousing and a reduced reliance on the resettlement pathway, in particular hostel provision. We will ensure there is clarity on the function of each scheme within the pathway and for those that need to enter the pathway, we will ensure there is a focus on a sustainable route out of homelessness

What we will do

- We will review housing and support provision for supported housing, and be specific about the function of each scheme within the system pathway, ensuring adequate move-on within the system
- We will work with partners to remodel the existing hostel provision to facilitate greater multi-agency working and Psychologically Informed Environments
- We will develop an assessment hub with the aim of rapidly rehousing individuals using a strength-based approach
- We will improve our rapid rehousing pathway for rough sleepers and people presenting as homeless to accommodation they can call their own
- We will scope, locate and access good quality affordable housing across the Borough.
- We will facilitate access to the non-commissioned supported housing sector and improve pathways through the single point of access (SPOA)
- We will further develop dispersed provision with flexible levels of wrap around support
- We will review the existing offer of floating support to ensure future preventative and resettlement needs are met
- We will further develop Doncaster's Housing First Model
- We will increase access into the Private Rented Sector and Housing Association housing offer by improving relationships and dialogue to increase levels of settled housing and move-on accommodation

What we will measure

Indicator	Baseline 2018/19
Number of households placed in Bed and Breakfast accommodation	169
Average length of stay in Bed and Breakfast Accommodation	9.7 days
Number of families in Bed and Breakfast after 6 weeks	0
Number of households placed in temporary accommodation	358
Average length of stay in temporary accommodation	54.8 days
Number of Rough Sleepers	27
Number accessing Housing First	0
Number ready for move on	95

Indicator	Baseline 2018/19
Number moved on to stable housing	96
Number of complex cases using supported accommodation in the year	81
Number of referrals leading to a move-on placement	TBC
Number of cases ready for move-on where accommodation is not available	52
Number of additional accommodation made available	TBC

DRAFT

Objective 3: Effective and joined up Care and Support services for those most in need

What we want to achieve

We want to support vulnerable people to access and maintain accommodation to live independently within their community, with a focus on recovery and social inclusion. We want to support people to live meaningful lives free from addiction and supported to make healthier choices for themselves and their family.

What we will do

- We will continue to provide specialist support services for rough sleepers with multiple and complex needs through a sustainable multi-agency delivery team model
- We will develop relationships with commissioned and non-commissioned providers to provide support to vulnerable people, victims of domestic abuse and ex rough sleepers into accommodation solutions
- We will continue to work with local providers to provide increased daytime and personal development opportunities and support financial independence
- We will further develop access to mental health and trauma informed services
- We will develop support mechanisms for young homeless and young people with complex needs, building on the 16/17 year old homeless protocol.
- We will manage tenancies and offer neighbour support information when placing complex clients
- We will develop opportunities for those in temporary accommodation, to include meaningful daytime activity, school and employment locations, individual preferences and needs, and signposting to support networks to reduce social isolation
- We will actively source suitable settled housing for families and those in temporary accommodation at an early stage

What we will measure

Indicator	Baseline 2018/19
Number of support cases losing contact	TBC
Intensive support provided	184
Increase in the number of individuals sustaining accommodation for 6 months	66
Reduction in the number of nights spent in hospital	418

Cross Cutting Enablers:

What we want to achieve

We will need a number of cross cutting products that will support the delivery of the objectives set out in this strategy. These products support the partnership to work closer together, provide better intelligence and better value services.

What we will do

- Develop a **Joint Commissioning Strategy/Approach** to contribute to and complement delivery of the overall Homelessness and Rough Sleeping Strategy
- Develop a **Communications Plan** to raise awareness of the increased prevention duty under the Homeless Reduction Act.
- Further develop **joint working protocols with statutory partners** to improve relationships and understand procedure and policy
- We will continue to provide a robust **winter plan (Severe Weather Emergency Plan)** and develop plans for the summer weather period too
- **Introduced a “Protected Characteristic”** for homeless households considered throughout Doncaster Council policies and strategies
- We will continue to **develop our accommodation dashboard** to understand current availability and gaps
- Continue to promote and provide an **alternative giving** scheme where money can be used to support homeless households and rough sleepers
- **Develop a mechanism for regular engagement with those with lived experience** ensuring the user voice has impact
- We will develop a **training plan** for homeless services to include
 - Customer Service, Respect and Dignity
 - Care Act Principles
 - Trauma informed practice with psychologically informed recovery services
 - Financial tools to support residents to remain in their own home

Governance

Homelessness statutory duties are the responsibility of the Council but are devolved to St Leger homes, which discharges this function.

We also need a clear mechanism of delivering the objectives set out in this strategy and ensuring there is clear accountability across the wide range of partners that will be required to deliver this strategy.

Group/Board	Role
Homelessness and Support Partnership	Existing mature partnership for agencies and providers to network, share good practice and directly shape the annual delivery plan
Strategic Commissioning Group	Introduction of a new strategic group that would include statutory partners, enabling upstream prevention, unlocking systems, and greater accountability and grip on the progress of the annual delivery plan.
Homes for All Board	Will receive periodic updates on progress
Town Centre Locality Group	Will discuss emerging and live issues in the town centre feeding in issues relating to homelessness and rough sleeping to shape and inform the annual delivery plan

EQUALITY, DIVERSITY AND INCLUSION

DONCASTER METROPLITAN BOROUGH COUNCIL

Due Regard Statement Homelessness and Rough Sleeping Strategy

How to show due regard to the equality duty in how we develop our work and in our decision making.

Due Regard Statement

A **Due Regard Statement** (DRS) is the tool for capturing the evidence to demonstrate that due regard has been shown when the council plans and delivers its functions. A Due Regard Statement must be completed for all programmes, projects and changes to service delivery.

- A DRS should be initiated at the beginning of the programme, project or change to inform project planning
- The DRS runs adjacent to the programme, project or change and is reviewed and completed at the relevant points
- Any reports produced need to reference "Due Regard" in the main body of the report and the DRS should be attached as an appendix
- The DRS cannot be fully completed until the programme, project or change is delivered.

1	<p>Name of the 'policy' and briefly describe the activity being considered including aims and expected outcomes. This will help to determine how relevant the 'policy' is to equality.</p>	<p><u>Homelessness and Rough Sleeper Strategy</u></p> <p>To produce a strategy that will consider how the Council, St Leger Homes and partners will collectively deliver services for people that are homeless, at risk of being homeless or are currently rough sleeping.</p> <p>The outcome of the strategy will identify preventative methods and support mechanisms for people in Doncaster requiring support. It is expected that preventative measures, an improved understanding of supported accommodation and floating support suitable to customer need and the customer journey will be improved.</p> <p>Prevention will allow potentially homeless families and individuals to remain in their existing homes, or find a suitable alternative.</p> <p>A focus on accommodation and improving the existing supported accommodation pathway will give options of a stable place that can be called home, which is affordable and relatively secure</p> <p>Providing support outside the current hostel system will provide an additional secure long term solution to vulnerable members of the community</p>
2	<p>Service area responsible for completing this statement.</p>	<p>Strategy and Performance Unit.</p>
3	<p>Summary of the information considered across the protected groups.</p> <p>Service users/residents</p>	<p>Independent consultation through Crisis with vulnerable protected groups, veterans, homeless young people, homeless adults, rough sleepers, complex individuals, staff, services.</p> <p>The Homelessness and Rough Sleeper Strategy has been produced using a comprehensive evidence base, and with evidence from an independent commissioned consultatnt.</p>

	<p>Doncaster Workforce</p>	<p>The evidence base to understand the current position in relation to homelessness and rough sleeping in Doncaster has been developed in collaboration with St Leger Homes, Voluntary Partners, Accommodation Providers and service users, and provides a snapshot of Homelessness and Rough Sleeping and support available in Doncaster.</p> <p>Any data collected has been broken down into the protected characteristics where available to assist in exemplifying current service user demand and projecting future demand.</p> <p>A limiting factor that has been identified is that detail around the protected characteristics is not always routinely collected in some areas. However, implementation of the strategy is not expected to result negatively on any of the protected characteristics as legislation considers the protected groups as priority need as a standard.</p>														
<p>4</p>	<p>Summary of the consultation/engagement activities</p>	<table border="1"> <thead> <tr> <th data-bbox="721 769 1025 839">Organisation/Area</th> <th data-bbox="1025 769 2011 839">Activities / Meetings with Staff /Interviews</th> </tr> </thead> <tbody> <tr> <td data-bbox="721 839 1025 1031">Young People</td> <td data-bbox="1025 839 2011 1031"> <ul style="list-style-type: none"> • Doncaster Childrens Trust HOS and support workers • Young People in supported accommodation • Young People sleeping rough • Young people in care • YMCA CEO </td> </tr> <tr> <td data-bbox="721 1031 1025 1094">Public Health</td> <td data-bbox="1025 1031 2011 1094"> <ul style="list-style-type: none"> • Housing Lead </td> </tr> <tr> <td data-bbox="721 1094 1025 1158">Enforcement</td> <td data-bbox="1025 1094 2011 1158"> <ul style="list-style-type: none"> • Team Manager </td> </tr> <tr> <td data-bbox="721 1158 1025 1238">Customer services</td> <td data-bbox="1025 1158 2011 1238"> <ul style="list-style-type: none"> • Frontline staff • Manager </td> </tr> <tr> <td data-bbox="721 1238 1025 1350">Substance misuse</td> <td data-bbox="1025 1238 2011 1350"> <ul style="list-style-type: none"> • Service Providers • Public Health Leads • Service Users </td> </tr> <tr> <td data-bbox="721 1350 1025 1391">Elected Members</td> <td data-bbox="1025 1350 2011 1391"> <ul style="list-style-type: none"> • Overview and Scrutiny </td> </tr> </tbody> </table>	Organisation/Area	Activities / Meetings with Staff /Interviews	Young People	<ul style="list-style-type: none"> • Doncaster Childrens Trust HOS and support workers • Young People in supported accommodation • Young People sleeping rough • Young people in care • YMCA CEO 	Public Health	<ul style="list-style-type: none"> • Housing Lead 	Enforcement	<ul style="list-style-type: none"> • Team Manager 	Customer services	<ul style="list-style-type: none"> • Frontline staff • Manager 	Substance misuse	<ul style="list-style-type: none"> • Service Providers • Public Health Leads • Service Users 	Elected Members	<ul style="list-style-type: none"> • Overview and Scrutiny
Organisation/Area	Activities / Meetings with Staff /Interviews															
Young People	<ul style="list-style-type: none"> • Doncaster Childrens Trust HOS and support workers • Young People in supported accommodation • Young People sleeping rough • Young people in care • YMCA CEO 															
Public Health	<ul style="list-style-type: none"> • Housing Lead 															
Enforcement	<ul style="list-style-type: none"> • Team Manager 															
Customer services	<ul style="list-style-type: none"> • Frontline staff • Manager 															
Substance misuse	<ul style="list-style-type: none"> • Service Providers • Public Health Leads • Service Users 															
Elected Members	<ul style="list-style-type: none"> • Overview and Scrutiny 															

	MHCLG	<ul style="list-style-type: none"> • Rough Sleeper Advisor
	Complex Lives	<ul style="list-style-type: none"> • MDT Meeting • Service Manager • Independent Consultant • Head of Localities & Town Centre • MEAM Worker • Outreach Worker • Accompanied home visit • Service Users
	Housing Options	<ul style="list-style-type: none"> • HOT Focus Group – frontline workers • Senior Home Options Worker • Home Options Service Manager • HRA Implementation Manager • Observation and discussion with Triage and Home Options workers • Front Desk Observation
	NACRO	<ul style="list-style-type: none"> • Prison Team Leader
	Probation/ CRC	<ul style="list-style-type: none"> • Probation Officer
	DMBC	<ul style="list-style-type: none"> • Autism/LD Strategy • Childrens Services – YP leaving care • Commissioners (Adult social care) • Contract Management • Domestic Violence • Strategic Housing • Enforcement • Public Health • Neighbourhoods
	St Leger Homes	<ul style="list-style-type: none"> • Allocations • Single point of access

	<ul style="list-style-type: none"> • Home Options Manager • Head of Service • Director of Housing • Homeless Partnership meeting
NHS Hospital Discharge	<ul style="list-style-type: none"> • Integrated Discharge Team Lead / Head of Acute Therapies • Lead Occupational Therapist •
Riverside	<ul style="list-style-type: none"> • Service Manager, managers for Outreach, Wharf House, Open House Plus, substance misuse services • Accompanied outreach walk • 6 x lived experience interviews
Target	<ul style="list-style-type: none"> • Service Manager for Doncaster
Crisis	<ul style="list-style-type: none"> • Director of Crisis Skylight, South Yorks
DWP	<ul style="list-style-type: none"> • Partnership Manager
Homelessness Support Providers	<ul style="list-style-type: none"> • Focus Group representing <ul style="list-style-type: none"> ○ UR Church ○ Christ Church ○ YWCA ○ Ongo Homes ○ Bridge-it Housing ○ Changing Lives
Veterans	<ul style="list-style-type: none"> • Accommodation providers • Veterans • SSAFFA • Veterans Lead • Support workers
Learning Difficulties / Autism	<ul style="list-style-type: none"> • Learning Difficulties and Autism Strategy Lead

		Churches	<ul style="list-style-type: none"> • Church group leader and foodbank representative
		Landlords	<ul style="list-style-type: none"> • Landlord Liason Selective Licensing Officer My Big Red House
5	<p>Real Consideration:</p> <p>Summary of what the evidence shows and how has it been used</p>	<p>The evidence shows that:</p> <ul style="list-style-type: none"> • co-ordinated multi agency work is essential to support vulnerable clients holistically, • Wider prevention measures using the Homeless Reduction Act duty to refer are needed. • Many of those presenting are already homeless, with many of these preventable. • In Doncaster there are a high number of clients who have additional support needs and multiple needs. • The civic office is a barrier to accessing services. • Triage could be more effective using experienced staff. • Current models and pathways do not cater for the increased complexity of clients. • The default response to homelessness is the supported housing pathway. • More flexible floating support is needed with dispersed accommodation <p>This evidence has been used to determine the following:</p> <ul style="list-style-type: none"> • Prevention cannot be the sole responsibility of one organisation • The positive multi agency relationships and strengths based model of complex lives should be developed and sustained across the whole system • Investment is needed for housing related support to produce more positive, sustained outcomes from the system. <p>The system requires the following:</p> <ul style="list-style-type: none"> • A “whole system” wide plan for homelessness prevention • Maximise opportunities to further develop a dispersed accommodation offer • Effective and joined up care and support services for those most in need 	
6	Decision Making	DMBC Directors Executive Board Overview and Scrutiny	7 October 2019 22 October 2019 1 November 2019

		Cabinet	5 November 2019 (formal approval)
7	Monitoring and Review	The Due Regard Statement is a live document and as such should be regularly reviewed, revised and updated to ensure that due regard is taken at all points whilst the project is being implemented.	
8	Sign off and approval for publication		