



# Trafford Council

## Homelessness Strategy

### 2019-2024

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## Foreword



“Tackling homelessness is one of the key challenges we face in Trafford.

Homelessness has increased year-on-year both in Trafford, Greater Manchester and nationally. Demand for all types of accommodation (to buy, to privately rent or socially rent) has increased and supply has not managed to keep up. We have also seen the use of all forms of temporary accommodation increase at the same time.

We are determined to meet these challenges and, as a direct result of the housing advice and options we are able to give, have managed to prevent homelessness for more households than actually became homeless.

However, we know there is a lot more work to be done to prevent and tackle homelessness and we will work in partnership with Registered Providers, the Greater Manchester Mayor, our GM partners and others to achieve that objective.

This Strategy sets out the Council’s priorities which I hope you will support.”

***Councillor Kevin Procter***

*Executive Member for Communities and Housing*

*Trafford Council*

## Introduction

This Homelessness Strategy sets out the priorities for Trafford over the next 5 years. It is a statutory requirement, as contained in the Homelessness Act 2002 (as amended by the Homelessness Reduction Act 2017), for every Local Authority to produce a Homelessness Strategy outlining the main causes of homelessness and the strategic plan and operational actions for the Council and partners to undertake to tackle homelessness in Trafford. This Strategy underpins the Council's Corporate Priorities and Housing Strategy 2018-2023.

## Vision

**Working Together to End Homelessness in Trafford**

## Achievements

This section provides some of the key achievements from the previous Homelessness Strategy 2015-2018.

Since 2014/15  
**2,647** households  
have been  
prevented from  
becoming  
homeless.

Since 2014/15  
**80,572** households  
received housing  
advice from HOST.

Since 2014/15 **526**  
homeless households  
were referred to  
supported  
accommodation  
projects.

Since 2014/15 **612**  
homeless  
households or  
individuals have  
been re-housed into  
Social Housing.

Since 2014/15 **515**  
homeless  
households or  
individuals have  
been re-housed into  
the Private Sector.

Since 2014/15  
**2,109** Registered  
Provider  
Properties have  
been advertised  
via Trafford Home  
Search.

Source: P1E Government Returns - <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness> and Trafford HomeSearch

# Strategic Context

## National Context

### ***Homelessness Reduction Act 2017***

On 3<sup>rd</sup> April 2018, Homelessness legislation changed with the introduction of the new Homelessness Reduction Act (HRA) 2017.

The aim of the new Act is to reform the homelessness duties placed on local authorities to ensure that households at treat of homelessness receive help quicker. The HRA amends Part 7 of the Housing Act 1996 in order to:

- *Create a stronger advice and information duty*, as the previous legislation provided very little detail about what actions local authorities need to undertake.
- *Create a stronger prevention duty*, for anyone who is threatened with homelessness and eligible for assistance to ensure that homelessness is tackled at the earliest point.
- *Introduce a new relief duty for all eligible homeless people who have a local connection*, so local authorities must take reasonable steps to secure accommodation regardless of priority need status.
- *Introduce a new duty to provide emergency accommodation for homeless people with nowhere safe to stay*, for up to 28 days so they are not forced to sleep rough.
- *Incentivise people to engage in prevention and relief work*, by allowing local authorities to discharge prevention and relief duties if an applicant unreasonably refuses to cooperate with the course of action that they and the staff within the homelessness team have agreed to undertake.
- *Introduce a right to judicial review*, at the prevention, relief and main duty stages to ensure local authorities can be held to account.
- *Collect data*, in order to monitor the overall effectiveness of the new legislation.
- *Explore options for further enforcement*, such as through the creation of a regulator of housing and homelessness services.

The HRA changed the way Local Authorities work with homeless people including:

- A new duty to 'Prevent' homelessness for 56 days – Prevention Duty.
- A new duty to 'Relieve' homelessness (by securing accommodation for a period of 6 months or more) for a further 56 days – Relief Duty.
- Create and monitor individual Personal Housing Plans for all homeless applicants within the Prevention and Relief duties.
- Local connection and homeless intentionality criteria will not be assessed until the Main Statutory Homelessness Duty.
- The current statutory homelessness duty (main duty) is not replaced by the HRA, it is now placed at the end of the process following attempts to 'prevent' and 'relieve' homelessness.

The ***Housing White Paper, Fixing Our Broken Housing Market*** published in February 2017 proposed a number of changes to reshape the approach to housebuilding and increase housing supply. These include; making it simpler for councils to put Local Plans in place ensuring sufficient land is allocated to meet housing needs, increasing certainty to support developers to build homes faster, diversifying the market by actively supporting more types of small and medium-sized builders to accelerate construction and helping people to buy their own home through a variety of financial products.

The ***2014 Care Act*** makes explicit the need for integration of housing along with health and care by including a ‘duty to cooperate’ and stating that “the provision of housing accommodation is a health-related provision”. It also sets out how people’s care and support needs should be met and introduces the right to an assessment for anyone, including carers and self-funders, in need of support. The Act’s ‘wellbeing principle’ spells out a local authority’s duty to ensure people’s wellbeing is at the centre of all it does, including the suitability of one’s accommodation.

The ***Children and Social Work Act 2017***, introduces a new duty on local authorities to publish a local offer for care leavers, which should include reference to the offer from the local authority with regards to accommodation and wider support.

***Welfare Reforms*** continue to present challenges for residents and Registered Providers. Changes that have already been implemented include: a reduction in the Benefit Cap to £20,000 for families and £13,400 a year for single people and the Under-Occupancy Charge that limits the Housing Benefit entitlement for claimants who are deemed to have one or more spare rooms. Universal Credit (UC) has been rolled out fully in Trafford since July 2017, and from April 2019 Housing Benefit will be moving to the Local Housing Allowance rate. Improvements to UC, including removal of the seven-day waiting period at the beginning of a new UC claim, making a full month’s UC advance available immediately on making a claim, and allowing claimants on housing benefit to be paid an additional two weeks housing benefit at the beginning of their UC claim, to support them as they transition onto Universal Credit, will help to soften the impact on claimants.

The recent 2018 Crisis report ***Preventing Homelessness its everybody’s business***, focussed on actions for 5 government departments, with key recommendations:

- The Department for Work and Pensions should establish a network of housing and homelessness specialists in Jobcentres to ensure that once people are rehoused they are also supported to move into employment.
- The Ministry of Justice should include successfully meeting the long-term accommodation needs of people leaving prison as a measure of success in the new probation contracts. They should also ensure that evidence-based housing-led solutions that have proved effective at preventing homelessness for prison leavers, such as Critical Time Interventions, are implemented consistently across the country.
- The Department of Health and Social Care should require every hospital that sees more than 200 homeless patients each year to have a full Pathway team, including a GP, nursing staff, care navigators and a dedicated housing worker.

- The Home Office should extend the 28 day move on period for newly recognised refugees to at least 56 days to ensure that local authorities have sufficient time to work with a household to prevent them from becoming homeless.
- The Home Office should require the police to ask every victim of domestic abuse whether they need help and support with housing. If the person consents, then the police should make a referral to the local housing authority.
- The Department for Education should ensure that evidence-based housing-led solutions, such as Critical Time Interventions, are part of the housing and support options available for young people leaving care.

We support these recommendations, and Trafford will work with the relevant government departments where appropriate to ensure that they are implemented.

## Sub - Regional Context

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 increase in levels of homelessness across Greater Manchester



### ***Greater Manchester Homelessness Trailblazer Programme***

In 2017, the government awarded GM £3.8 million to undertake a GM Homelessness Prevention Trailblazer. The trailblazer is led by the Combined Authority (GMCA), and promotes collaborative working across all 10 local authorities around several work-streams:

- Data, systems and information, which looks at common templates, recording and practices to ensure customers, get a consistent level of service across all 10 authorities.
- Local Hub development, which will increase the ways customers, can access support.
- A Social Lettings Agency Approach across the region, increasing the availability and quality of private sector provision.
- Development of a Homelessness Action Network comprised of supportive organisations, stakeholders and individuals.
- Roll-out of a Housing First Model, which is also being supported in other city regions.
- Developing common Pathway approaches, particularly in relation to customer groups most commonly and adversely affected by homelessness such as ex-offenders.
- Alignment and integration with Health, including refreshing the Greater Manchester hospital discharge protocol.

### ***Social Impact Bond (SIB)***

SIB is a £1.8m programme to assist the most entrenched rough sleepers across Greater Manchester. Since it was introduced in December 2017, 54 people have been housed in secure accommodation and nearly 400 have been referred into the programme.

### ***Housing First***

Greater Manchester received confirmation from the government in May 2018 that it will receive £8 million over the next three years to pilot a 'Housing First' approach to tackling homelessness. This will provide people with a home first, followed by the added personal support for those with complex needs to help turn their lives around, once accommodation is secured.

### ***Greater Manchester Homelessness Action Network***

The Network consists of over 200 individuals and organisations who are brought together to tackle homelessness holistically across Greater Manchester.

### ***Greater Manchester Mayor's Homelessness Fund***

The Greater Manchester Mayor has established a Mayor's Homelessness Fund to enable businesses and individuals to donate towards supporting local services. This fund complements existing approaches such as the Big Change Manchester fund with a purpose to end the need for rough sleeping by 2020.

### ***Greater Manchester Homelessness Pledges***

The Greater Manchester Housing Partnership has developed some pledges for each Local Authority in Greater Manchester to agree to. The pledges are detailed below:

1. Create a Housing Access Board to identify options that will increase rehousing opportunities to people who are currently in temporary and supported accommodation.
2. As a partnership, work together with Manchester City Council to develop models of support for those who have experienced homelessness and are moving into a secure tenancy. Additional consideration to be given to women who tend to be unrepresented within current 'on the streets' services.
3. To increase affordable rehousing opportunities to homeless applicants through a shared model of living, that works within Local Housing Allowance (LHA) cost limitations.
4. Support the work of Athena by identifying eligible people, including those experiencing homelessness, and referring them into the Motiv8 programme. The programme is aimed at helping those people who experience multiple barriers to employment move closer, and improve their life chances.
5. To ensure all people working in rehousing and homelessness services have up to date knowledge and skills.
6. To support the Manchester Housing First Programme with rehousing provision.



## **Greater Manchester Housing Strategy**

The emerging Greater Manchester Housing Strategy highlights the need to accelerate housing growth, to produce high quality housing in mixed tenure neighbourhoods and to eliminate rough sleeping across Greater Manchester.

The emerging Strategy is looking at the following themes:

1. *The homes we have* – quality, safe, affordability, social housing, private rented sector, owner occupation and sustainability.
2. *The homes we need* – delivering the right homes in the right places, affordable homes, developer obligations, build quality, energy efficiency, modern construction methods, infrastructure and community led-housing models.

## **Local Context**

### **Trafford Housing Strategy 2018-2023**

Trafford Council's Housing Strategy 2018-2023 was launched in June 2018. The Strategy identifies seven key strategic priorities:

1. To accelerate housing growth.
2. To support inclusive economic growth.
3. To create neighbourhoods of choice through a better mix of homes and attractive, accessible environments.
4. To reduce inequalities across the borough.
5. To improve residents' health and wellbeing.
6. To increase the range of, and residents access to, opportunities.
7. To reduce homelessness.

The priority to reduce homelessness identifies the following actions:

- Make full use of the Greater Manchester initiatives available.
- Review the impact of the HRA on the Housing Options Service in Trafford.
- Utilise the Trafford Pledge to get homelessness people into employment, skills or training schemes.

### **Housing Options Service Trafford (HOST)**

Trafford Council's homelessness function, HOST, is currently delivered on a contract basis by Salix Homes. Homelessness prevention is central to this contract, as is discharging the Council's statutory homelessness duty.

HOST are taking a proactive approach to prevent homelessness and sustain tenancies by providing a holistic service which is streamlined, efficient and accessible to customers and partner agencies. This is achieved by providing the following:

- *Accessible service:* Provide direct phone lines to the homeless and choice based lettings service, a dedicated email address and front line service. This service is provided Monday-Friday, 9am-5pm (Wednesdays, 1pm-5pm) and enquires will usually receive a same day response. The service also offers an 'out of hours' service which is provided outside office hours and at weekends.
- *Provides a Single Point of Access to supported accommodation for single non-priority customers:* HOST manage the single point of access into supported accommodation for single people. This ensures that homeless accommodation is allocated to those most in need.
- *Specialist service to young people and young people leaving care:* HOST work closely with the Transitions and Permanence Team to ensure young people and young people leaving care have the right support and access to accommodation. This is achieved by working in partnership, using joint working protocols, holding professionals meetings for complex cases and trying new and innovative approaches such as shared accommodation for under 35s.
- *Specialist service for complex needs and rough sleepers:* HOST works closely with services who provide support to those with substance misuse problems, social services, mental health services, the Police and Probation to address complex cases where a customer is unable to access accommodation. These cases are referred to HOST's floating support services that provide specialist support to either prevent homelessness or address the barriers to accessing accommodation. HOST holds complex case meetings as and when necessary and utilises all the services they provide to find alternative access to accommodation such as the private sector, direct offers from Registered Providers and supported accommodation.
- *Floating support service:* HOST provides a single access point to a tenancy floating support service in Trafford. This service provides housing related support for a maximum of six months. The Tenancy Support Officers provide a personalised service that works to prevent homelessness and sustain tenancies. HOST works with people who are at risk of losing a tenancy, have already become homeless or are rough sleeping where support needs are present.

### ***One Trafford Response (OTR) working in a Place Based Approach***

As part of the Greater Manchester devolution programme, work has started across Greater Manchester to reshape and transform public services across the ten local authorities. This involves key public services, commissioned providers and voluntary sector organisations aligning themselves so they can offer an integrated response to understanding the assets and demands within a neighbourhood/place.

The primary aim of the One Trafford Response model is to better co-ordinate our collective response to the 40% of residents who are struggling, not coping, or 'Early Help' cohort, using an all-age whole family, single point of contact, case holder approach. One Trafford Response model was developed and piloted in Stretford and

now rolled out across the north of the borough, with an ambition to implement it across the whole of the borough. The model is currently managed through a north neighbourhood panel. This is a weekly meeting with a range of professionals who work or offer a service within the north neighbourhood. The meeting offers a forum to support and promote effective multi-agency working for 'stuck or difficult' cases across all partners. It provides an opportunity to highlight issues arising at a neighbourhood level that would benefit from multi-agency overview and response.

In the future, there are plans to expand the current 'Safeguarding Front Doors' to incorporate an All Age Front Door for the Early Help and Safeguarding. This would provide a co-ordinated response to early help; offering a coaching and mentoring approach to supporting the referrer to access/understand the assets in the community, access wider multi-agency support in the place and understand the various specialist interventions on offer.

## Overview of Homelessness in Trafford

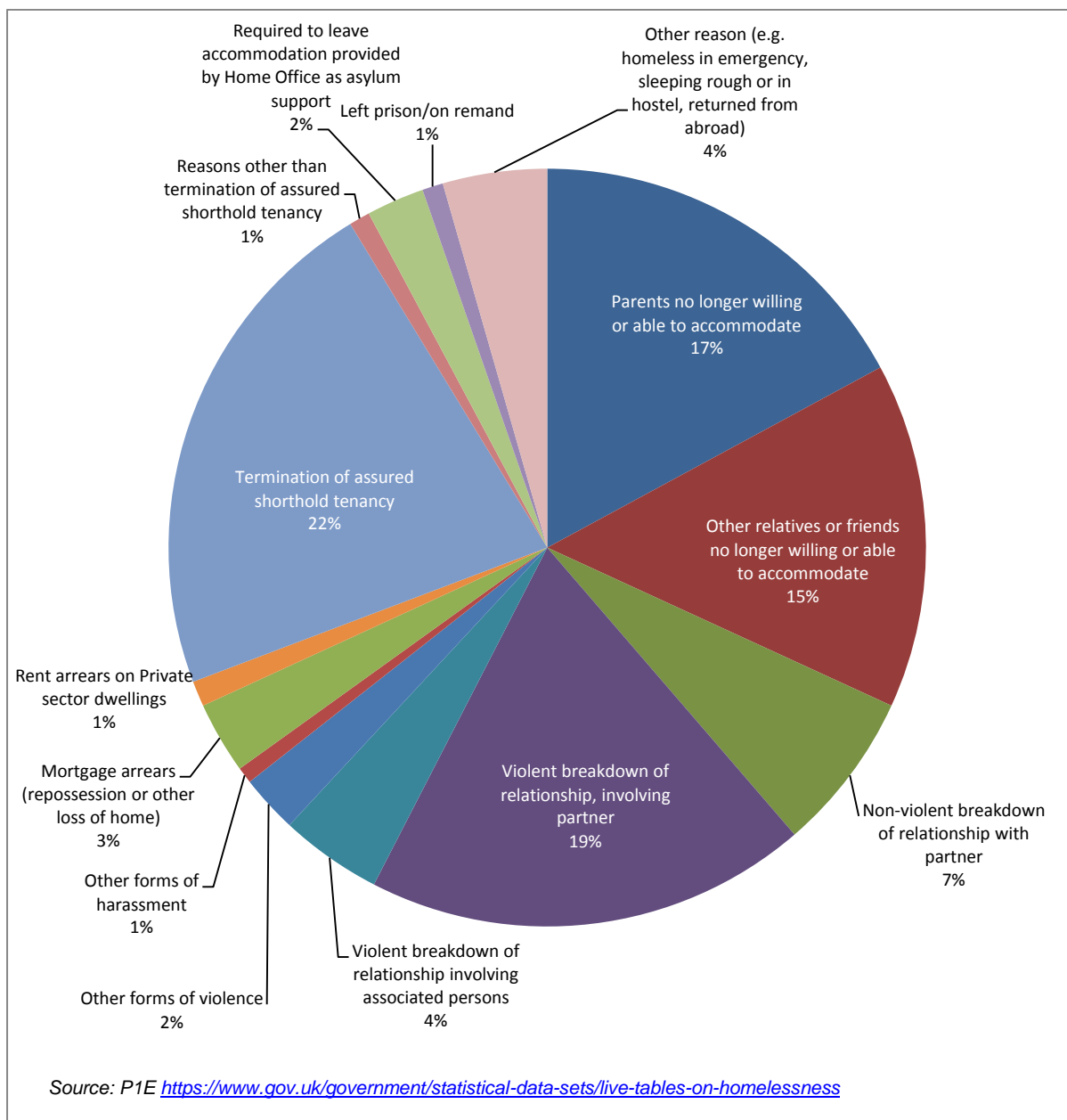
In developing this Strategy a detailed review of homelessness in Trafford has been undertaken. The review has considered a range of information including: the causes/reasons for homelessness, preventions, where homelessness was relieved, homeless applications and acceptances, and the breakdown of the type of individuals and households becoming homeless.

The review includes analysis of the data and an evaluation of the homelessness service. A summary of the key findings are detailed below:

- The main causes of homelessness in Trafford since 2012/13 were: the termination of an assured Short-Hold tenancy/Private Rented Sector tenancy, the violent breakdown of a relationship involving a partner and parents no longer willing or able to accommodate.
- Homelessness preventions increased significantly between 2013/14 and 2014/15 with an increase of 282. Preventions were highest during 2016/17 with 811 and have decreased by 157 since 2016/17.
- The number of people who made an application to HOST for homeless assistance has gradually reduced since 2012, although there was a slight increase between 2015/16 and 2016/17.
- In 2016/17, 62% of applicants accepted were homeless and in priority need, 26% were not homeless, 10% were homeless but not in priority need and 1% were homeless, in priority need but intentional. The number of people accepted as homeless and in priority need has reduced since 2012/13 by 59 applicants.
- The majority of people who were accepted as homeless and in priority need were aged 25-44. Those aged 60+ has remained low since 2012/13.
- The majority of households who were accepted as homeless and in priority need were lone parents with dependent children and this figure has increased slightly since 2015/16. The number of couples with dependent children has decreased during the same time period.

## Reasons for Homelessness

Figure 1: Reasons for Homelessness (2012-2018)



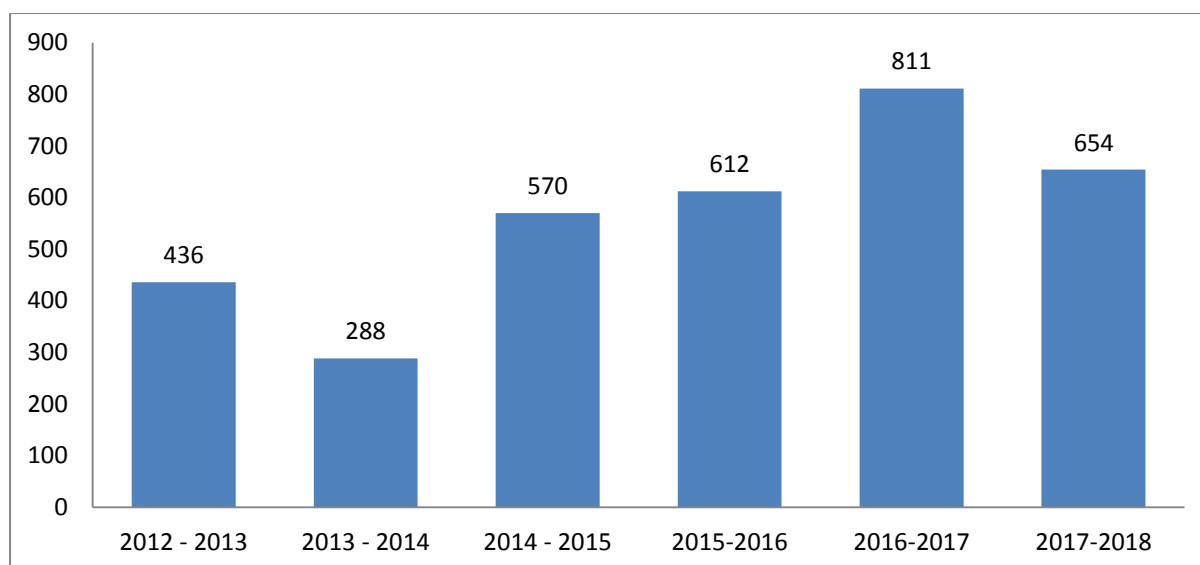
The reasons why people become homeless can be as a result of a number of varying factors. Overall since 2012, the main reasons for homelessness were: the termination of an assured shorthold tenancy/Private Rented Sector tenancy (22%), the violent breakdown of a relationship involving a partner (19%), parents no longer willing or able to accommodate (17%) and other relatives or friends no longer willing or able to accommodate (15%).

## Homeless Preventions

Homeless Prevention refers to where an applicant has been prevented from becoming homeless by securing their current accommodation or securing new and suitable accommodation before a crisis situation occurs.

Homeless preventions have increased significantly between 2013/14 and 2014/15 with an increase of 98% (see Figure 2). Preventions were at their highest during 2016/17 with 811 people prevented from becoming homeless and have decreased to 651 in 2017/18 due to an overall decrease in the number of people presenting as homeless.

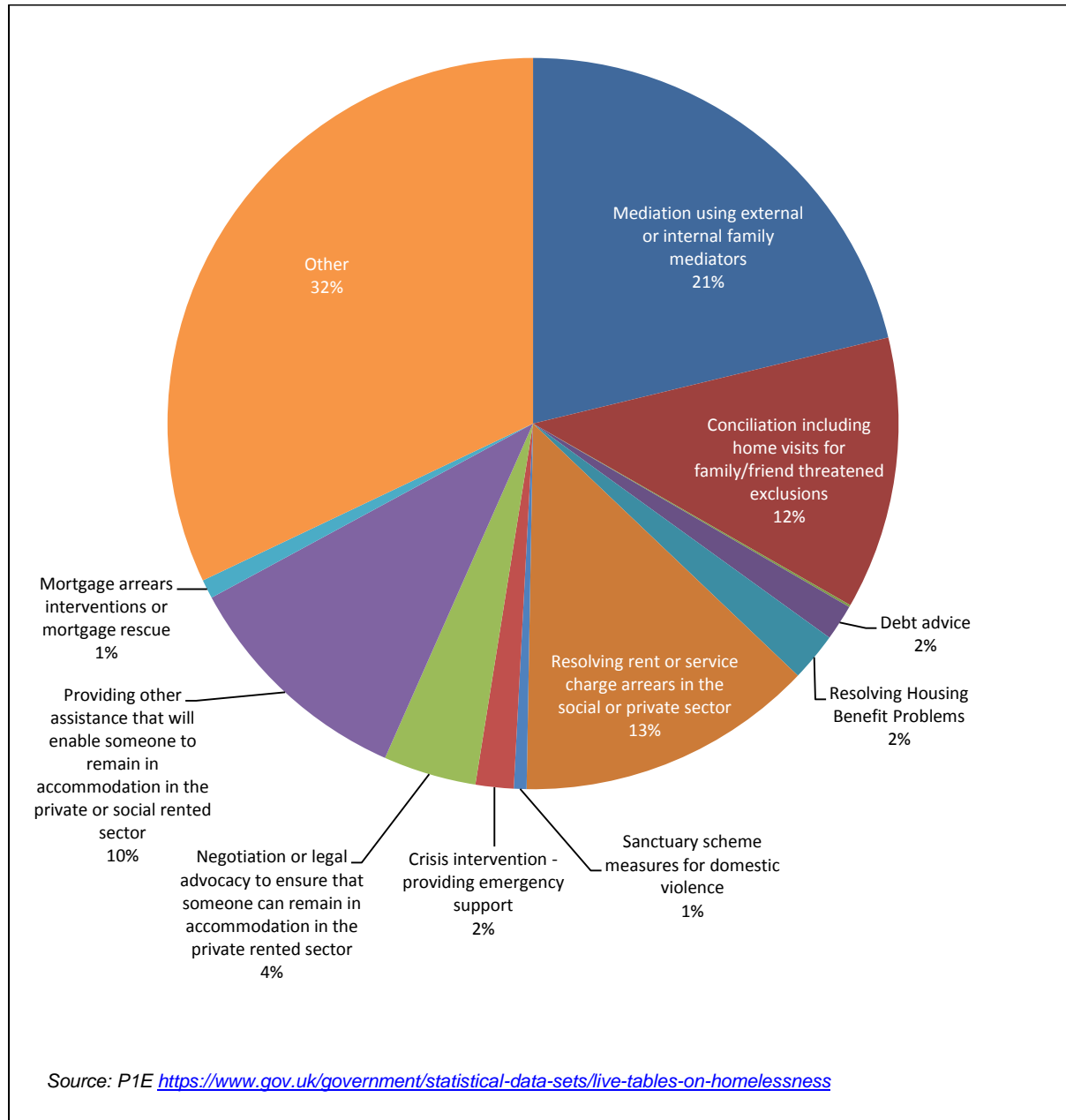
Figure 2: Homeless Preventions



Source: P1E <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

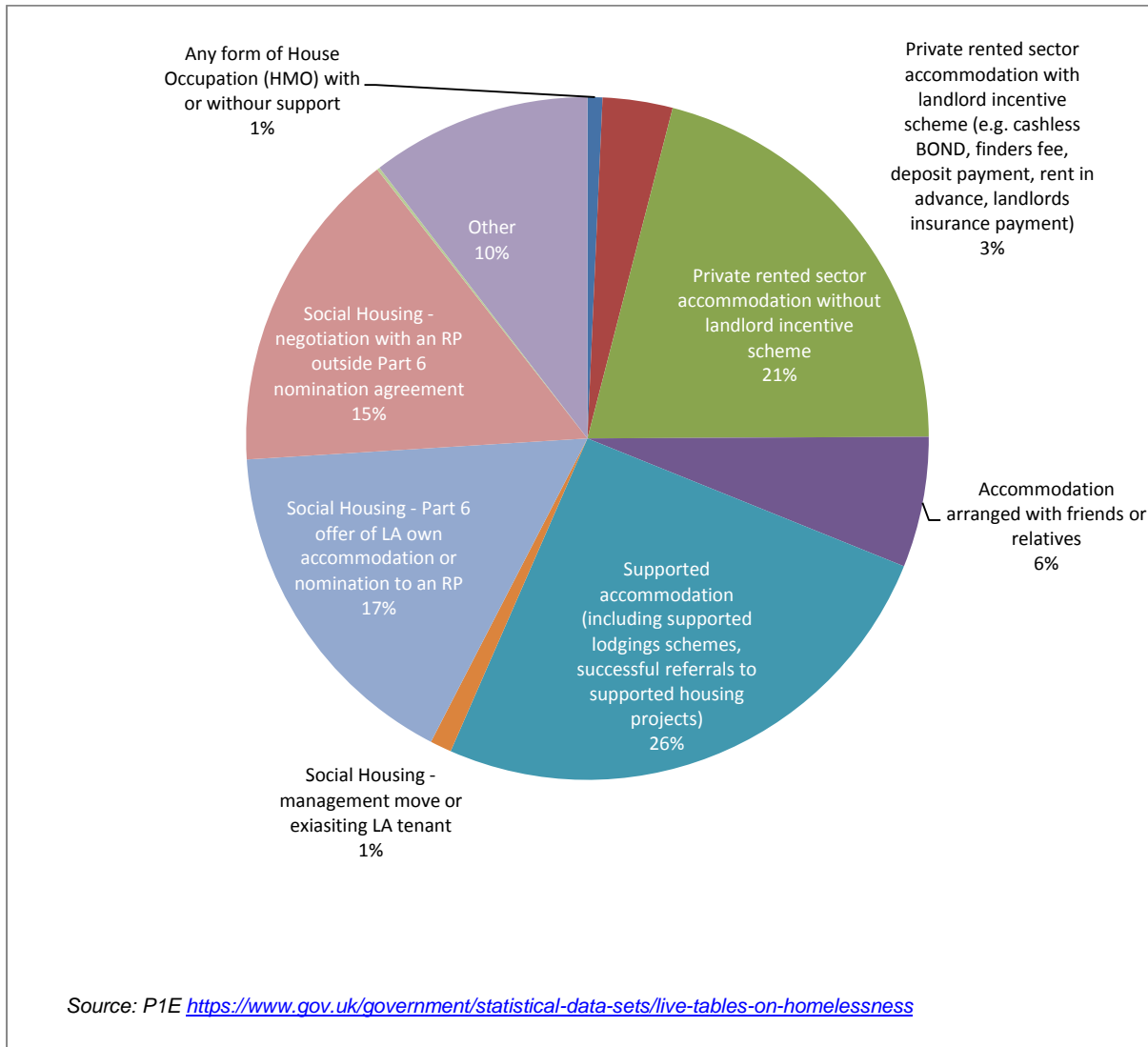
Homelessness can be prevented through various methods, the graph in Figure 3 shows that mediation and conciliation with family or friends is the main preventative method used to enable applicants to remain in their existing home. In addition resolving rent or service charge arrears in the social and private sector has enabled applicants to remain within their existing home, thus preventing homelessness. The 'other' category is where an applicant's homelessness outcome could not be determined due to no response or contact. Applicants did not re-present themselves as homeless therefore an assumption is made that the applicant is no longer threatened with homelessness which has therefore been prevented.

Figure 3: Homeless Preventions - household able to remain in existing home as a result of:



Homelessness can also be prevented through securing alternative accommodation in various forms. The graph in Figure 4 shows that the majority of applicants (32%) were prevented from becoming homeless through securing accommodation in the social sector with a Registered Provider. In addition 26% of the applicants were allocated supported accommodation (including supported lodgings) and 21% accessed accommodation in the private sector without a landlord incentive scheme.

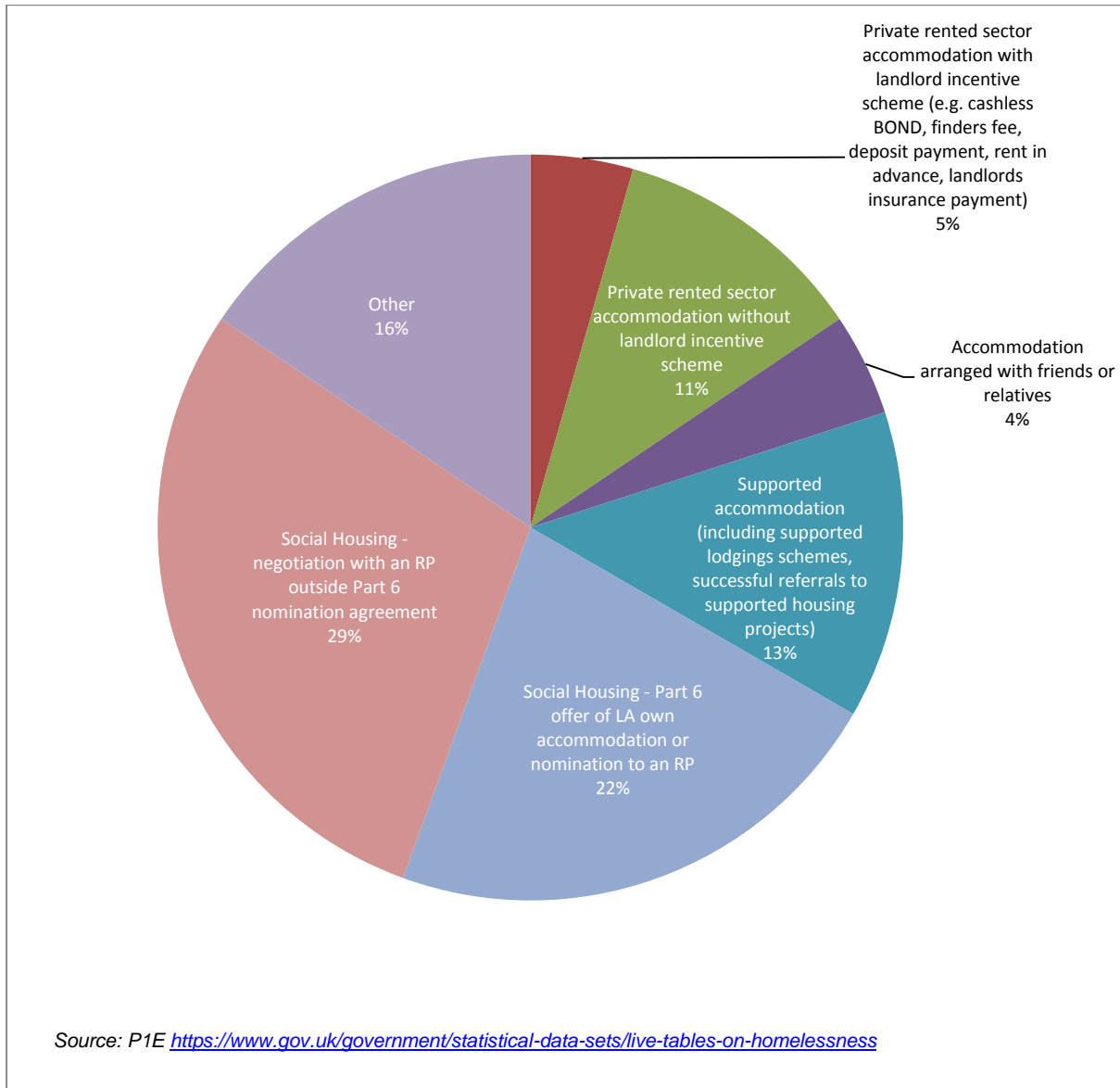
Figure 4: Homeless Preventions - household assisted to obtain alternative accommodation in the form of:



## Homeless Relief

The graph in Figure 5 shows that the majority of applicants (51%) were relieved from homelessness through securing a property in the social rented sector.

Figure 5: Homelessness relieved - household assisted to obtain alternative accommodation in the form of:

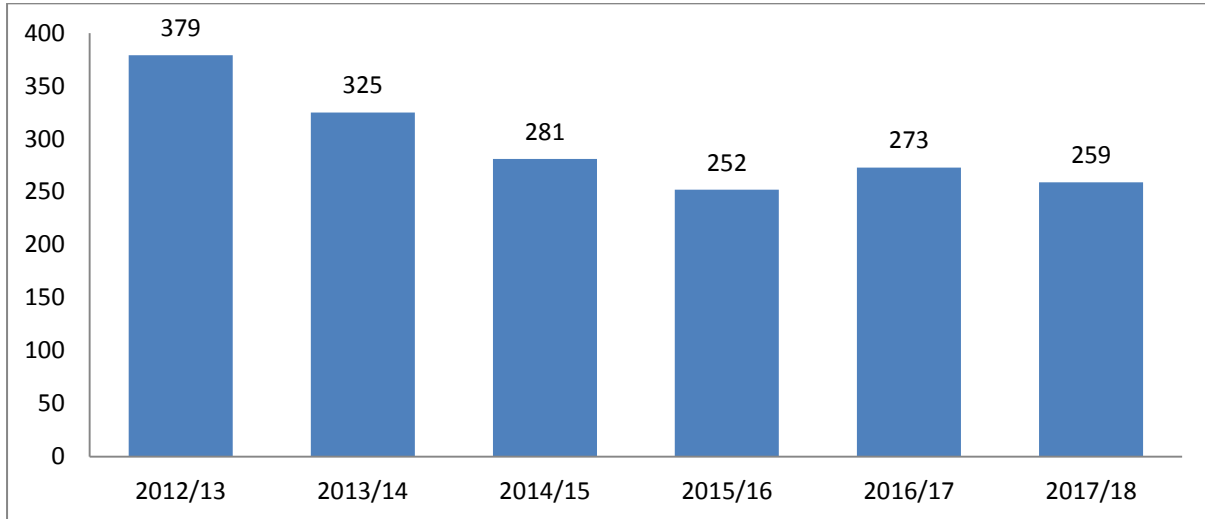




## Homeless Applications

The number of people who make an application to HOST for homelessness assistance has gradually reduced since 2012 with a slight increase between 2015/16 and 2016/17 as Figure 6 details.

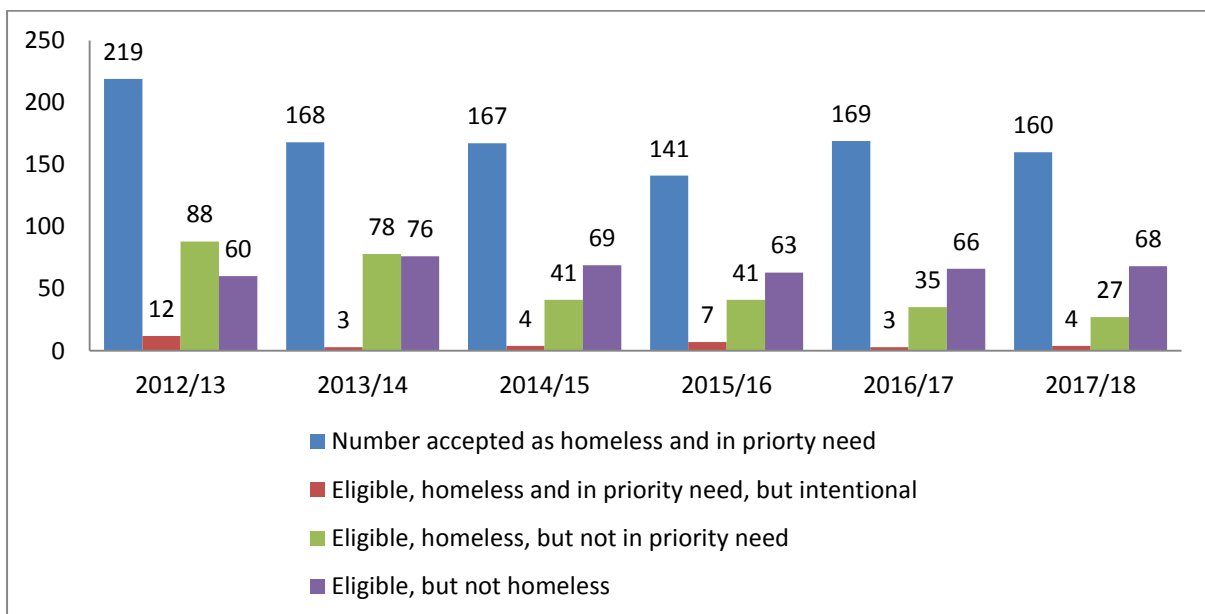
Figure 6: Homeless Applications



Source: P1E <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

In 2017/18, 63% of those applicants accepted were homeless and in priority need, 26% were not homeless, 10% were homeless but not in priority need and 1% were homeless, in priority need but intentional.

Figure 7: Outcome of Homeless Application



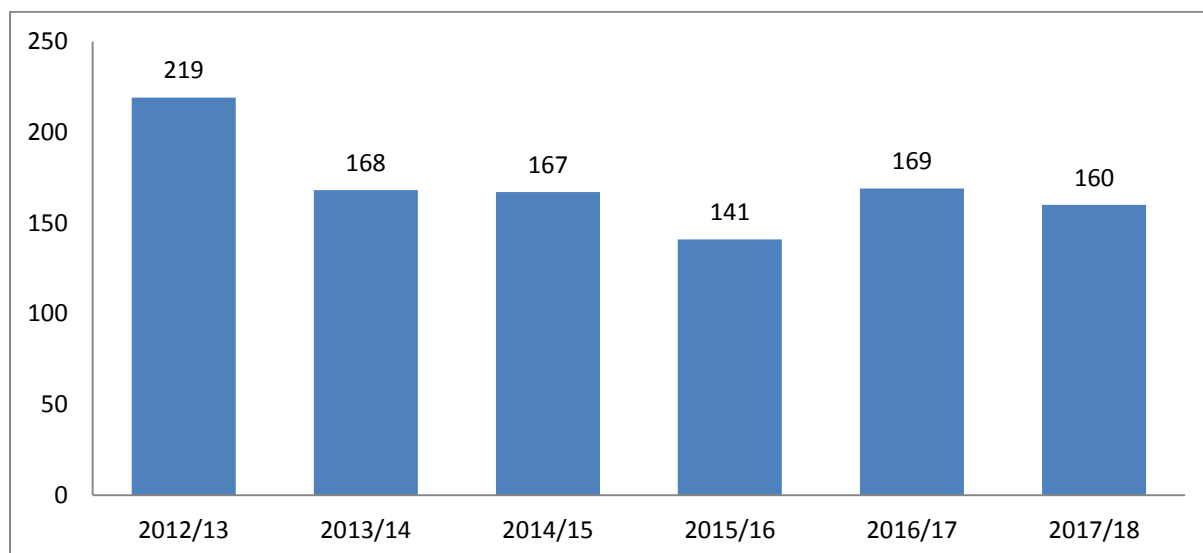
Source: P1E <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

## Homeless Acceptances

Homeless acceptances refer to the number of homeless decisions that were accepted as statutory homeless. Statutory homeless relates to those homeless applicants who were eligible for assistance, in priority need and unintentionally homeless.

The number of people accepted as homeless and in priority need has reduced since 2012/13 by 26% as the graph in Figure 8 highlights.

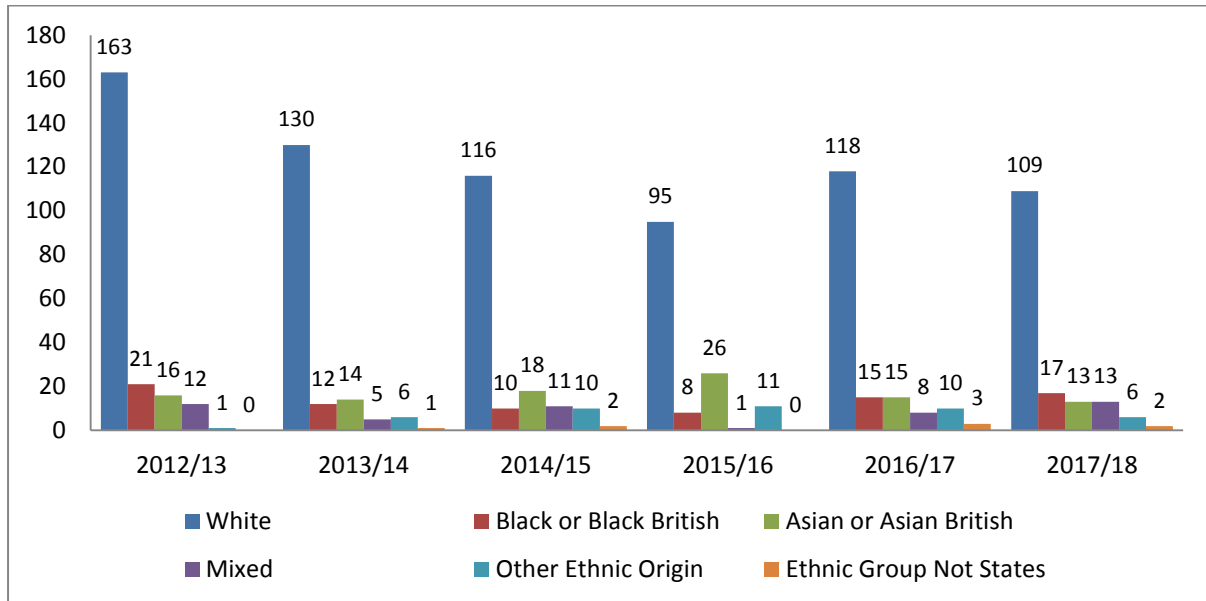
Figure 8: Homeless Acceptances



Source: P1E <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

The ethnic origin of those applicants accepted as homeless and in priority need between 2012 and 2018 is detailed in Figure 9. The overall numbers have decreased, however the percentage of each ethnic group has stayed relatively the same with the majority being White British.

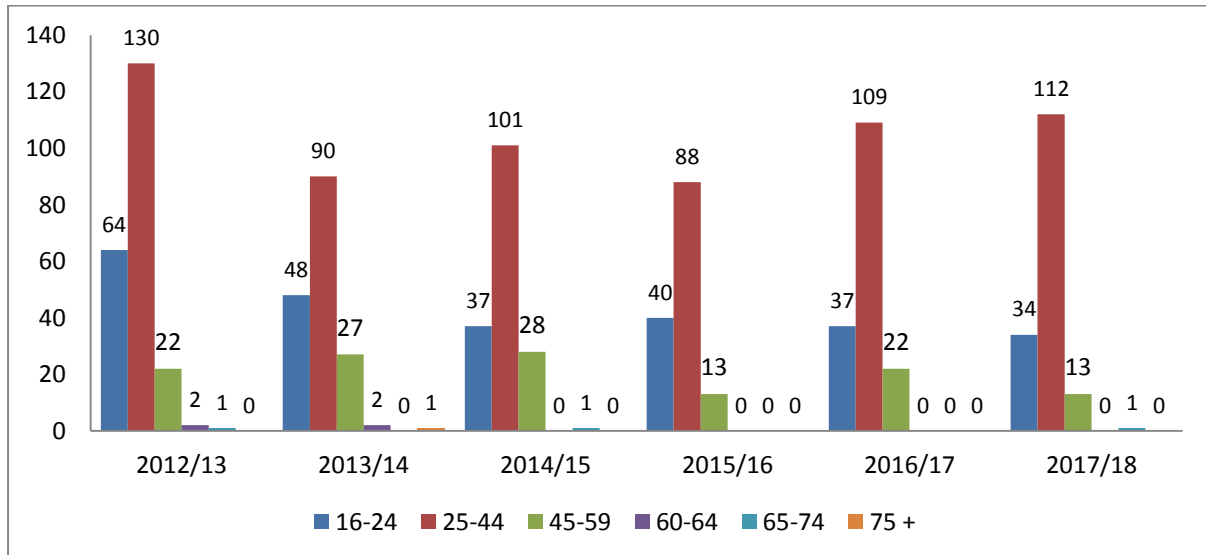
Figure 9: Homeless Acceptances - Ethnic Origin Breakdown



Source: P1E <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

The majority of people accepted as homeless and in priority need were aged 25-44 and this has decreased overall but showed an increased since 2015 as the graph in Figure 10 details. Those aged 60+ has remained low since 2012/13.

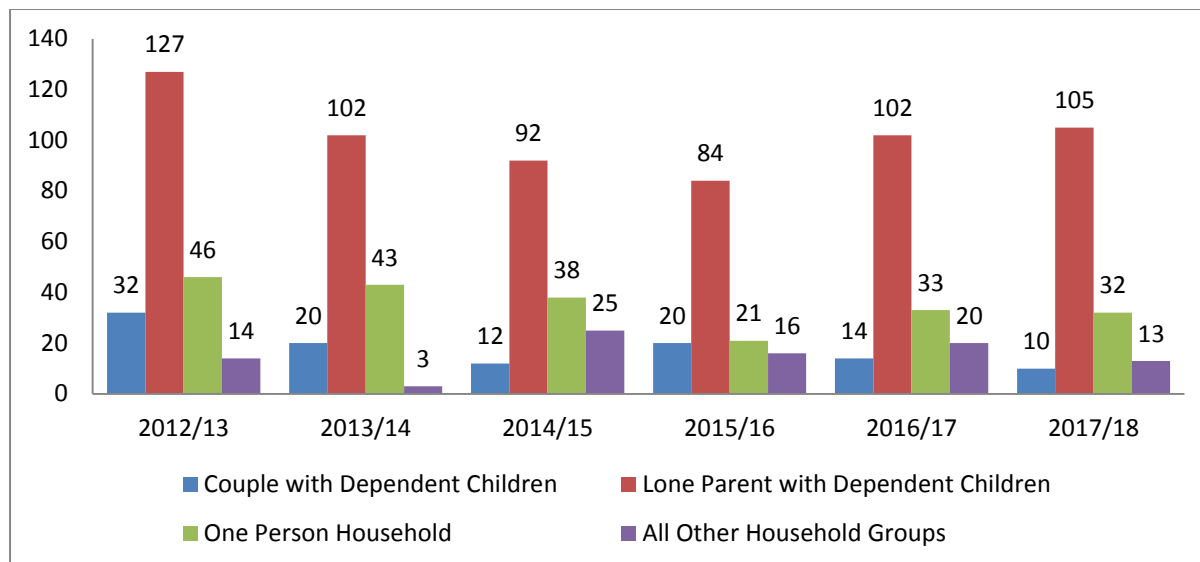
Figure 10: Homeless Acceptances - Age Breakdown



Source: P1E <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

The majority of households accepted as homeless and in priority need were lone parents with dependent children and this figure has increased slightly since 2015/16. The number of couples with dependent children has decreased as the graph in Figure 11 highlights.

**Figure 11: Homeless Acceptances - Household Breakdown**



Source: P1E <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

## **Tenancy Support**

A review of the Tenancy Support Service provided by HOST for the period 1<sup>st</sup> of April 2017 – 31<sup>st</sup> March 2018 was undertaken. This was the first year in which the Service was active and 147 people were referred into the service.

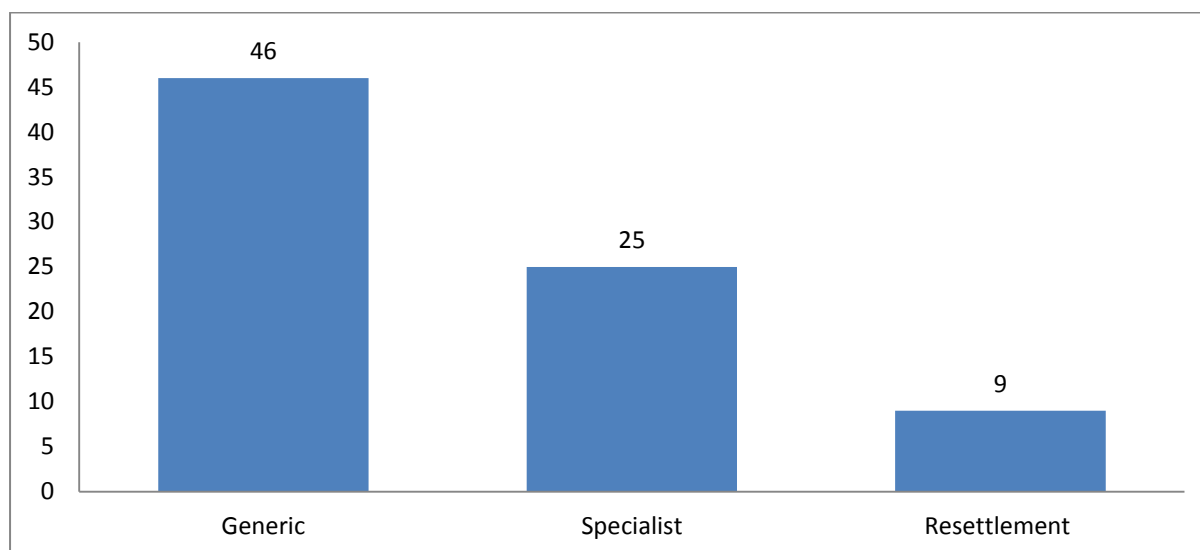
The Service has three areas in which support is focused that includes:

- Generic housing related support maintaining accommodation.
- Specialist housing related support for those not currently living in accommodation.
- Resettlement service for those moving from supported housing and other accommodation.

The main reason for referrals to the service during 2017/18 was in relation to ‘generic housing related support’ to prevent homelessness.

The Service prevented 52 customers from becoming homeless or losing their tenancy in 2017/18. For customers that were supported to move into a tenancy or with resettlement the Service had a 100% success rate for maintaining accommodation during 2017/18.

**Figure 12: Support Requirements 2017/18**



Source: Tenancy Support Team (HOST)

## Strategic Priorities

Following the review of homelessness the previous Strategy and an analysis of the homelessness data and service, the following Strategic Priorities have been identified.

1. Prevent homelessness in Trafford.
2. Improve access to permanent affordable accommodation and supported homes, primarily through the increased supply of social housing.
3. Aim to eradicate the use of B&B and increase the provision of good quality temporary accommodation for homeless people in Trafford.
4. Work towards ending rough sleeping in Trafford.
5. Improve access to employment, education and training for homeless people in Trafford.
6. Improve health & wellbeing for homeless people in Trafford.

Each Strategic Priority has a number of key actions in which the Council and partners need to undertake, details of which are contained within the next sections.

## Priority 1: Prevent homelessness in Trafford

Homeless prevention is vital. The Council and partners must ensure they intervene earlier to help prevent families and individuals becoming homeless in the first place. Preventing homelessness also reduces the costs associated with securing temporary or emergency accommodation. The details below show some examples of how cost effective homeless prevention can be<sup>1</sup>:

- The cost of mediation - for example, resolving family disputes to avoid someone becoming homeless - is nine times less expensive than finding someone new accommodation.
- Advice on housing options, such as how to solve benefit problems or helping people manage their finances, is estimated at around nine times less expensive than finding someone new accommodation.
- The cost of a rent deposit scheme is estimated to be eight times less expensive than providing accommodation under the main homelessness duty.

The main causes of homelessness as identified in Figure 1, page 14 need to be addressed by the Council, its partners and HOST to look at ways of reducing homelessness through effective prevention mechanisms.

### 1. Mediation

Mediation would assist where there has been a breakdown of relationships and where the parents or other relations/friends are no longer willing or able to accommodate. The Council and HOST should explore establishing an in-house mediation service that would work with families, relatives and friends to address the issues resulting in the applicant becoming homeless.

### 2. Private Sector Landlord Incentive Scheme

The termination of an assured shorthold tenancy/Private Rented Sector (PRS) tenancy and the lack of security of tenure in the PRS remains a major concern in Trafford. Incentive schemes are a great way to encourage private landlords to accept applicants from the Council's Housing Register. An incentive scheme could include a monetary incentive for the landlord to offer a 12 or 24 month tenancy rather than 6 months. In addition, incentives could include gas and electrical certificates, a month's rent in advance, a bond to cover damages and rent arrears and free registration and membership to the UK Landlord Accreditation Partnership. The Council and partners should explore establishing such a scheme in Trafford to address this concern.

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<sup>1</sup> *Communities and Local Government advice demonstrating the cost-effectiveness of preventing homelessness, published in 2010*

### 3. Sanctuary Scheme

The violent breakdown of a relationship with a partner remains another main reason for homelessness and the Council and partners should look at ways in which the victims of domestic abuse can remain in their own homes in a safe and secure way. Other Local Authorities have established Sanctuary Schemes whereby security measures at a variety of levels are installed in the property to ensure that the perpetrators are not able to re-enter the property and the victims remain safe.

For example, these measures can be anything from an anti-arson letterbox to a Sanctuary Room (also known as a Safe Room). The main bedroom is often used for this purpose; the door is replaced with a solid core door which is fitted with steel hinges, bolts and a door viewer. A home link alarm is fitted by the Police as standard to a full Sanctuary Room. Additional security measures that can be provided also include CCTV, extra locks, window grilles and gates.



Trafford has a Domestic Abuse Forum which has a focus to drive forward progress on a range of strategic and operational work streams relating to domestic abuse and its impact upon families and communities in Trafford. Representatives from Victim Support, Rape Crisis, Relate, Barnados, GMP, Public Health, NHS, Clinical Commissioning Group (CCG), Trafford Housing Trust, Probation, Youth Offending Service and the Council make up the forum and it reports to the Safer Trafford Partnership.

Partnership working with the Police and the Community Safety Team is vital to try and tackle domestic abuse and ensure orders are in place to protect the victims and to try and keep them within their own home.

#### **Floating Support**

Floating support is provided by HOST up to a maximum of six months and assists with preventing homelessness as well as assisting with tenancy sustainment. The floating support service also works with entrenched rough sleepers where support needs are present. HOST should ensure that the Floating Support Service to prevent homelessness in Trafford continues.

## **ACTIONS:**

- ✓ Continue to Prevent Homelessness as a priority.
- ✓ Explore the introduction of an in-house mediation service, part of HOST, that would reduce homelessness where parents, relatives or friends are no long willing or able to accommodate.
- ✓ Explore the options to introduce a Private Landlords Incentive Scheme which will increase tenancy length and security for tenants in the private sector.
- ✓ Explore setting up a Sanctuary Scheme to enable victims of domestic abuse the opportunity to stay in their home with safe and secure measures thus reducing homelessness.
- ✓ Maintain the Trafford Domestic Abuse Forum.
- ✓ Work in partnership with the Police and Community Safety Team to tackle homelessness due to domestic abuse.
- ✓ Continue to offer Floating Support to assist with the prevention of homelessness.
- ✓ Establish links and work in partnership with drug and alcohol services, health services, domestic abuse services and the VCSE sector to prevent homelessness.
- ✓ Explore options to provide financial and budgeting training for existing tenants to prevent homelessness.
- ✓ Ensure additional support with Universal Credit and related benefits is available so people are aware of the benefits available, how they can apply and also how to appeal.
- ✓ Establish links with the Youth Service to support Trafford's young people and educate regarding the risks of homelessness.
- ✓ Continue to work in partnership with the After Care Team to provide a pathway for those homeless Care Leavers.



## Priority 2: Improve access to permanent affordable accommodation and supported homes, primarily through the increased supply of social housing

Ensuring that there is a supply of permanent affordable and supported accommodation in Trafford is vital in tackling homelessness. People living in poor quality unaffordable accommodation can end up in a situation whereby mortgage or rent arrears occur which can lead to them becoming a homeless. In addition if the support is not available for those who need it, tenancies will not be sustained and homelessness will occur.

### Affordable Housing

The demand for social housing remains high with 4,282 people (as at 24<sup>th</sup> September 2018) currently on the Council's Housing Register awaiting. In 2017/18, HOST advertised 506 available social housing properties which showed that the supply is certainly not meeting the demand.



Trafford has an affordability ratio of 8.35 (average income to property price) which presents difficulties in terms of local residents getting on the property ladder and also the recruitment and retention for both businesses and public services because lower paid staff cannot afford to live in the borough. This may be having an adverse effect on the local economy and, anecdotally, is causing recruitment and retention problems in some parts of the public sector in areas such as social care. The provision of new affordable homes is therefore critical.

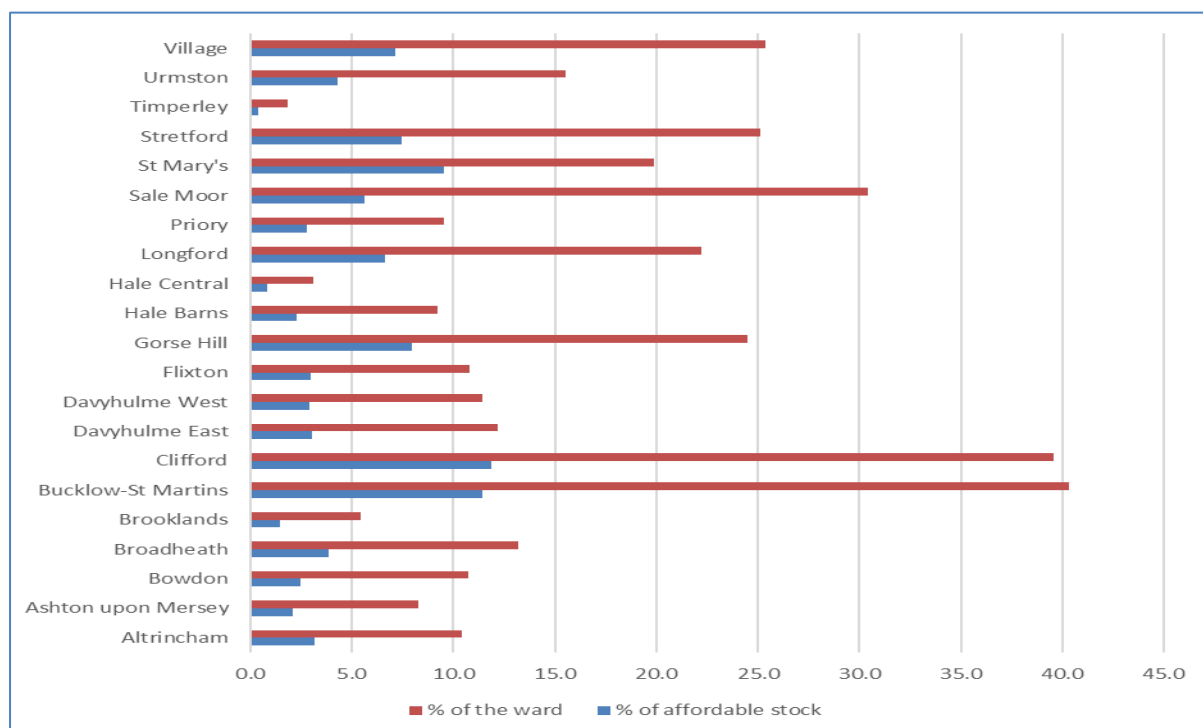
The findings from the latest update of housing need calculations produced by GMCA as part of a strategic housing market assessment (SHMA) for Trafford reveal that there is a need for 344 new affordable homes each year. Analysis further reveals that the type/size of affordable dwellings required is mainly for smaller 1 and 2 bedroom dwellings (apartments, houses and bungalows) together with some 3 bedroom homes. This demand pattern is reflected through the housing register.

The introduction of housing benefit accommodation size limits for those under 35 means that demand for shared accommodation by young people is likely to increase. Currently, 28.5% of those on the waiting list are under 30 and 56.5% are under 40.

The Council and partners need to increase the supply of affordable housing of the right size and type to meet this shortfall as well as provide for future needs. The proportions of affordable homes required to balance up the housing market in different places will be assessed and planned for through the Housing Propositions which will be produced as part of the Council's Housing Strategy 2018-2023.

Trafford has a lack of supply, particularly in terms of social and affordable housing with only 5% of the total stock in GM. The largest numbers of social/affordable housing are in Old Trafford and Partington, which accounts for around 40% of all tenures in these areas. There is therefore a disproportion in the spread of social and affordable housing which coupled with a lack of supply, adds to the affordability issues in the borough, particularly for those residents living in the southern areas. The graph in Figure 14 shows the percentage of affordable housing stock when compared to the overall stock profile.

Figure 13: Affordable Housing Stock Breakdown



Source: Census 2011

Increasing the provision of affordable accommodation is a priority for the Council and we have strong relationships with the Registered Providers across Trafford in order to deliver this priority.

Homes England, the government's non-departmental public body that funds new affordable housing in England, supports the development of social and affordable homes through the provision of grant funding as part of the Shared Ownership and Affordable Homes Programme (SOAHP). In the current programme (2016-2021), schemes in the borough have been allocated £7.6m in grant funding to provide 301 units of affordable accommodation up to 2021 (113 Affordable Rented units, 83 Shared Ownership units, 81 Extra Care units and 24 Rent to Buy units).

The Council needs to continue utilising the Homes England grants and work in partnership with Registered Providers to ensure that the provision of affordable housing across Trafford continues to increase.

In October 2018, the Council established the 'Trafford Affordable Housing Fund'. This Fund brings together Section 106 developer contributions for affordable housing together and enables our RP partners to bid for the money in line with the homes England grant regime. The Council will continue to promote the Fund and maximise the use of S106 monies to increase the provision of social and affordable accommodation in the borough.

### **Private Rented Sector**

Trafford has a relatively small private rented sector (PRS) and over the last 16 years it has grown at around half the rate of the sector in the rest of GM. Homes that become available tend to be taken up very quickly suggesting that it is in high demand and mainly meets the needs of households that are not reliant on welfare benefits and who have the resources (such as money for a deposit) to move quickly to compete for a home they want. Just 8.2% of market rented homes that come onto the market are available at Local Housing Allowance (LHA) levels. LHA is set at £443 a month for a 1 bed property, £555 for a 2 bed, £658 for a 3 bed and £867 for a 4 bed.

The Council and partners must increase the proportion of quality homes available in Trafford for private rent. Working with Registered Providers and developers to support this ambition is required and there is a requirement to encourage Registered Providers and others to offer a high quality management agent (landlord) service to reduce the long-term risk to developers of PRS schemes.



Understanding the condition of the private sector stock in Trafford is one of the actions contained within the Trafford Housing Strategy 2018-2023. The Council has commissioned a detailed assessment to provide information on the stock condition across Trafford. The Council and partners will be required to respond to these results, once published, to ensure that property conditions and energy efficiency levels improve within the private sector.

HOST operate a bond scheme (cash and cashless/paper) to incentivise private landlords to rent out their properties to clients who have presented with a housing need. The Rental Bond Scheme is a certificate that is issued to the Landlord of a property, replacing a cash deposit requirement from the tenant. The Bond states that if a tenant causes a Landlord any financial loss then they may claim against the value of the Rental Bond. During 2017/18, 18 bonds were issued which is a 100% increase from 2016/17. The Bond Scheme has been revised and has seen the introduction of cash bonds. HOST need to continue to offer this service to ensure those people without the finance for a deposit are able to access accommodation in the PRS.

## Supported Housing

Supported housing is defined as ‘housing designed to meet specific needs and in which there is some level of on-site support provided as part of the accommodation offered’. There are three schemes in the borough that are used to provide accommodation with support for homeless people in Trafford, which are:

- *Meadow Lodge* - a 20 bed supported housing scheme for single homeless people based in Stretford.
- *Pomona Gardens* - a 20 bed supported housing scheme for single homeless people based in Old Trafford.
- *Greenbank* - a 21 bed supported housing scheme for young single homeless people aged 18-24 with low to medium support and is based in Stretford.
- *Christine Court* - a supported housing scheme for homeless families based in Altrincham.



Trafford Council also contributes financially as part of a GM wide initiative to the *Booth Centre* which is based in Manchester. The Booth Centre was established to bring about positive change in the lives of people who are homeless or at risk of homelessness, and help them plan for and realise a better future. The Booth Centre provides activities to help people rebuild their confidence and learn something new while having fun. They run arts, employment and skills sessions daily and offer everyone a healthy breakfast and lunch. Advice is available to help people find accommodation and overcome the practical difficulties they are facing. In addition the Council utilises the reconnection service that the Booth Centre offers for those clients that have no recourse to public funds.

Greenbank and Pomona Gardens introduced an Independent Living Skills Workbook (ILSW) in 2011 which has since been updated in 2017. The purpose of the ILSW is to act as a resource book to assist a service user on their journey from supported accommodation to securing and maintaining their own home. It has sections on securing a home, preparing to move, managing income and expenditure and overcoming barriers. Those ready for move on from supported accommodation should have completed all the sections within the work book prior to leaving the accommodation.

It is vital that a person or household who become homeless has the right support to ensure they sustain any future accommodation. Personal Housing Plans (required under Homeless Reduction Act 2017) will ensure that both short term and long term support needs are identified and staff will work with the applicant to address the actions contained within the plan.

Strategic oversight of the provision of support for people with specific needs, not just for those homeless or threatened with homelessness, currently takes place within the Council's Adult Services and Children and Families Directorates. Where there is a need for housing within the person's wider support package, this is arranged and accessed on a case-by-case basis. Trafford Registered Providers provide a range of supported housing for people with learning disabilities, mental health issues, physical disabilities, people leaving prison, homeless people and those who are vulnerable in other ways; through a range of schemes across the borough.

There have been several changes in national policy relating to financing of supported housing provision and the landscape continues to change. Future provision of new supported housing depends on the outcome of the current consultation on Funding for Supported Housing.

The Council and partners intend to undertake a review of the current and future needs of supported housing across Trafford for those with specific needs. The groups to be considered include:

- Mental Health
- Learning Disabilities
- Autism
- Substance Misuse
- Physical Disabilities
- Young People
- Offenders and ex-offenders
- Complex Needs

This review will form the basis of a Supported Housing Strategy for Trafford which will identify the Council's strategic priorities for the next five years and the actions the Council and partners will need to work towards.

### **Empty Properties**

In December 2017 there were approximately 1,650 empty properties in Trafford, of which around half have been empty for over 6 months (847 properties) which means they represent an unused asset and are potentially a problem in terms of their negative impact on the community. These empty properties are a resource that could be used to address the supply of affordable accommodation in Trafford.

The Council and partners needs to develop an Empty Homes Strategy to tackle long term empty properties and bring them back into use. With a new approach to target the limited resources available for dealing with empty homes, a partnership with local community groups and elected members will be established to:

- Identify those properties that the community would like to prioritise for action.
- Explore options for addressing the issue.
- Draw up a plan of action.
- Keep residents abreast of progress.

The Council has established an Empty Property Match Maker Scheme which went live in October 2018. The Scheme is a free service for sellers and buyers of long-term empty properties in Trafford, which bypasses estate agents and brings together the owners of empty properties with private individuals, investors and developers enabling homes that have lain empty for more than six months to be brought back into use.

## **ACTIONS:**

- ✓ Increase the supply of affordable housing including social rent across Trafford.
- ✓ Continue to utilise the Homes England grants and work in partnership with our Registered Providers to ensure that the supply of affordable housing across Trafford increases.
- ✓ Continue to promote the Trafford Affordable Housing Fund.
- ✓ Work with Registered Providers and developers to support the ambition to increase private rented accommodation and actively promote Build for Rent, supported through the Homes England Homebuilding Fund.
- ✓ Encourage Registered Providers to offer a high quality management agent (landlord) service to private landlords
- ✓ Address the stock condition in the Private Sector using the results of the Private Sector Stock Condition Survey.
- ✓ Increase the provision of good quality Private Rented Sector accommodation across Trafford.
- ✓ Continue to operate the Bond scheme for tenants looking to access the private rented sector.
- ✓ Develop a Supported Housing Strategy to determine current and future supported housing requirements in Trafford.
- ✓ Increase the provision of specific supported housing schemes to meet the needs of Trafford residents.
- ✓ Develop an Empty Property Strategy for Trafford.
- ✓ Explore options to back empty properties into use as affordable accommodation using available powers.
- ✓ Continue to operate and promote the Empty Property Match Maker Scheme.

## Priority 3: Aim to eradicate the use of B&B and increase the provision of good quality temporary accommodation for homeless people in Trafford

### Temporary Accommodation

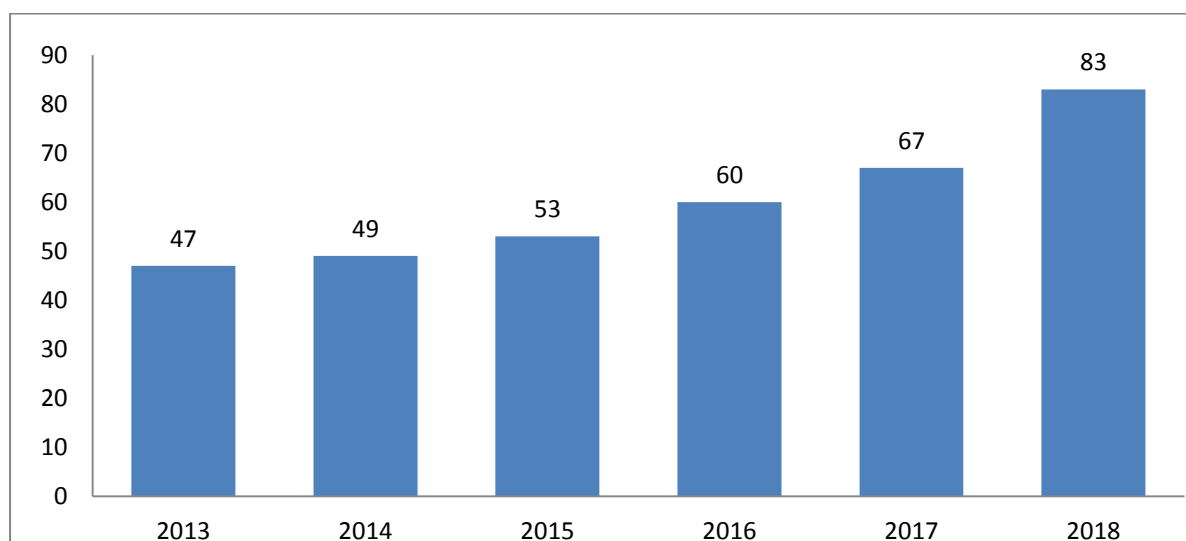
Temporary Accommodation is provided to applicants who we have reason to believe are eligible, homeless and in priority need. Priority need refers to:

- People with dependent children.
- People made homeless by a natural disaster, such as fire.
- Young people between 16 and 21 who are at risk of sexual or financial exploitation.
- Young people aged 16/17 and care leavers.
- People at risk of violence.
- People who are vulnerable because of old age, illness, mental health problems or physical disability.

This type of accommodation is a temporary measure before a secure and suitable property is found. HOST have access to 47 units of temporary accommodation that are leased from Trafford Housing Trust and are situated across the borough. In circumstances where all of these units are occupied, bed and breakfast accommodation is used as an alternative emergency source of accommodation.

As at 31<sup>st</sup> March 2018, there were 83 applicants housed in self-contained temporary accommodation (TA), an increase of 24% from the same period in 2017.

Figure 14: Number of people in TA as at 31st March each year



Source: P1E <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

Overall the number of people in temporary accommodation has almost doubled since 2013. It is evident that the demand for temporary accommodation has increased significantly in Trafford and this provision should increase to meet local need and stop the use of bed and breakfast.

HOST have increased the number of temporary accommodation units available and recently acquired, through Salix Living, an additional 10 self-contained units within the private sector. This increase in supply has reduced the use of bed and breakfast slightly however a further increase is required to keep up with the demand.

### **Bed and Breakfast Accommodation**

The use of bed and breakfast can mean cramped conditions with facilities being shared with other people who may be already vulnerable or have social problems.

Impacts of using B&B can include:

- No laundry facilities.
- No cooking or storage facilities meaning extra expense and poor diets or shared cooking facilities can mean a lengthy wait to use the equipment.
- Families eating in one already cramped room.
- Can be situated away from school and work which may have an impact on travel expenses and time keeping.
- All the family sharing one bedroom may impact on a younger child's sleep patterns.
- Having to endure poor living conditions may force victims of domestic abuse to return to their home and the perpetrator.

Research carried out by Shelter shows that children living in cramped and unfit conditions are more likely to suffer from illness and infections resulting in increased absence from school. Research also showed an increase in children's anxiety not only from losing their home but because of the additional strain of living in B&B accommodation.

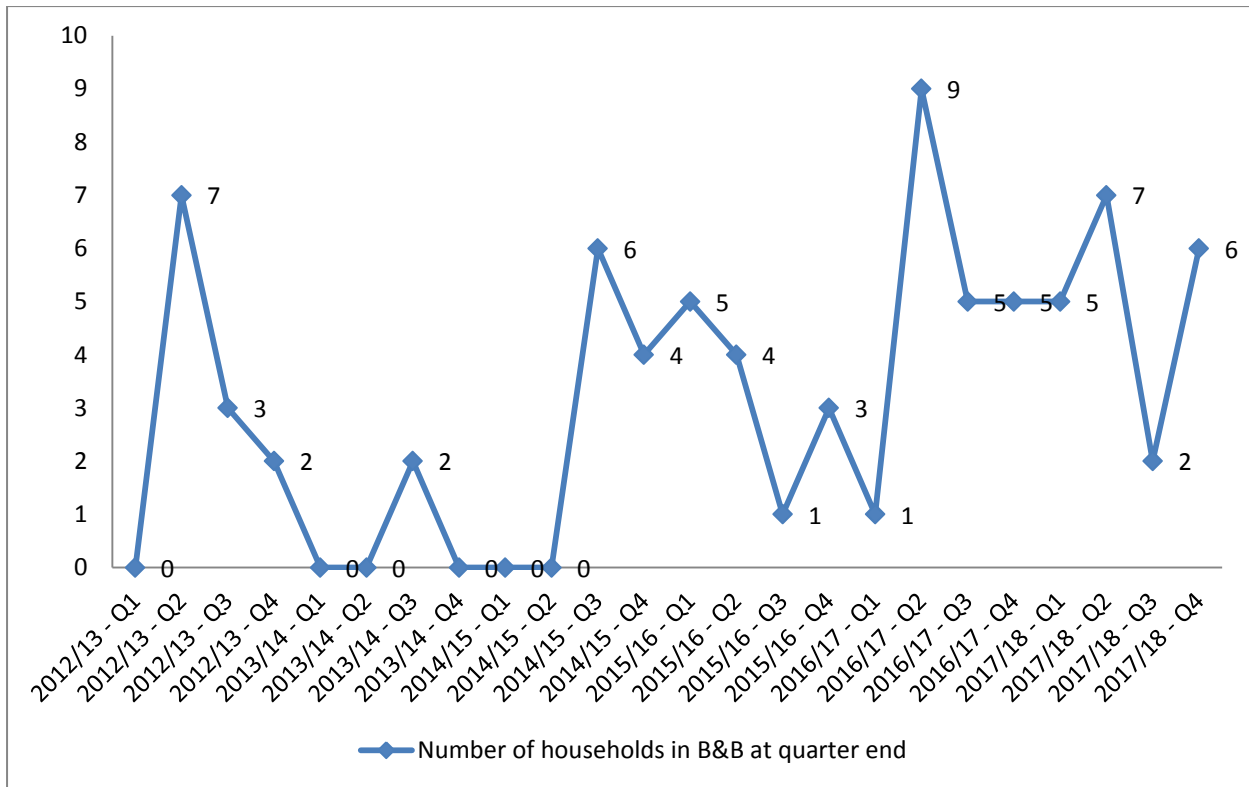
Legislation states that bed and breakfast accommodation is not suitable for families with dependent children, including pregnant women. Councils can only place them in bed and breakfast if there is no alternative and only for a minimum of six weeks.

Legislation also states that bed and breakfast should not be used for any young person aged 16/17 and HOST do not place young people in bed and breakfast. There is provision at Greenbank and Pomona Gardens for young people, and HOST manage the waiting list for the schemes.

The standardised way to report bed and breakfast numbers is on a set day in time (i.e. the last day of the quarter) and this has been adopted nationally when reporting. Figure 15 shows the number of households in bed and breakfast as at the last day of each quarter from 2012/13 to 2017/18. As can be seen the numbers fluctuate with six households in bed and breakfast accommodation recorded in quarter 4 of 2017/2018.

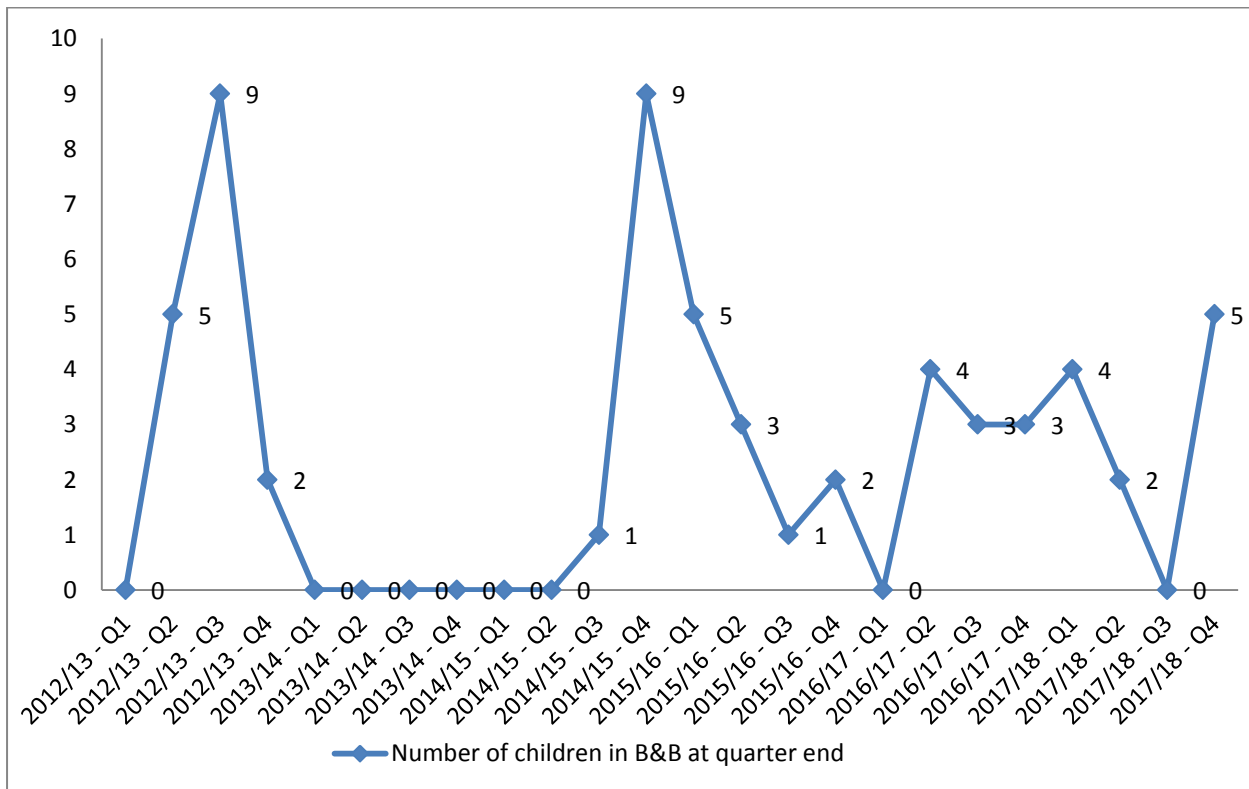


Figure 15: Number of households in B&B 2012/13 – 2017/18 (number reported on the last day of each quarter):



Source: P1E

Figure 16: Number of children in B&B 2012/13 – 2017/18 (number reported on the last day of each quarter):

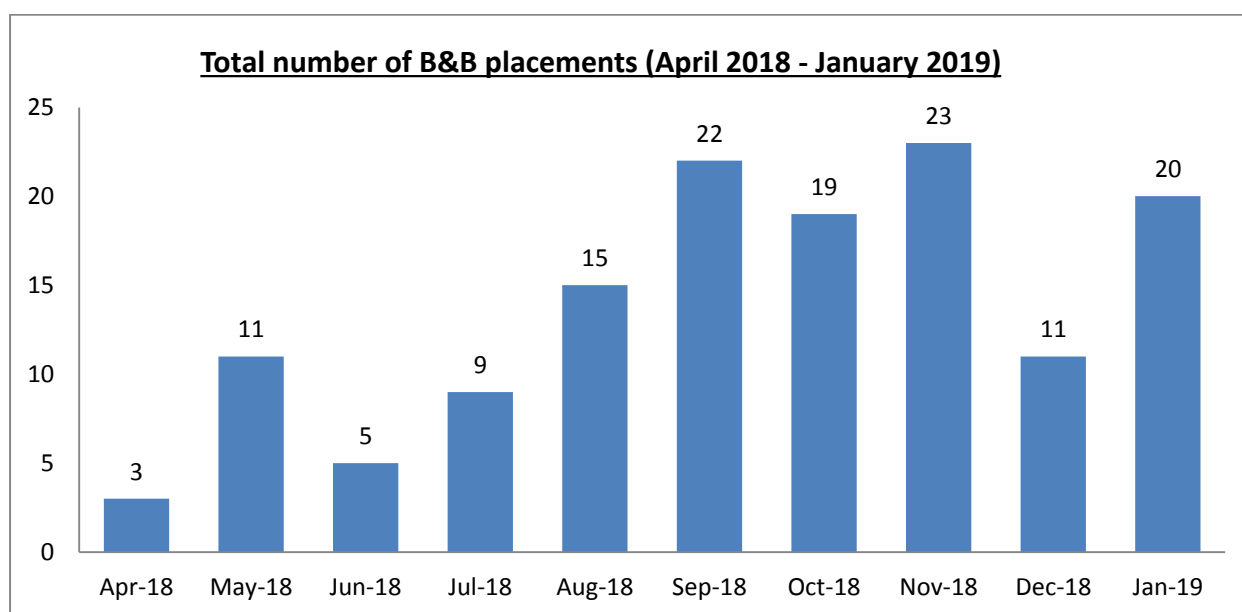


Source: P1E

Figure 16 shows the number of children placed with families in bed and breakfast as at the last day of each quarter which again shows fluctuations from zero to a high point of nine over the course of the period shown. The Council and HOST do, as a priority, try and accommodate families with children in temporary accommodation rather than bed and breakfast. As mentioned previously, the Council and HOST will be increasing the number of temporary accommodation units further to try and eradicate the use of bed and breakfast.

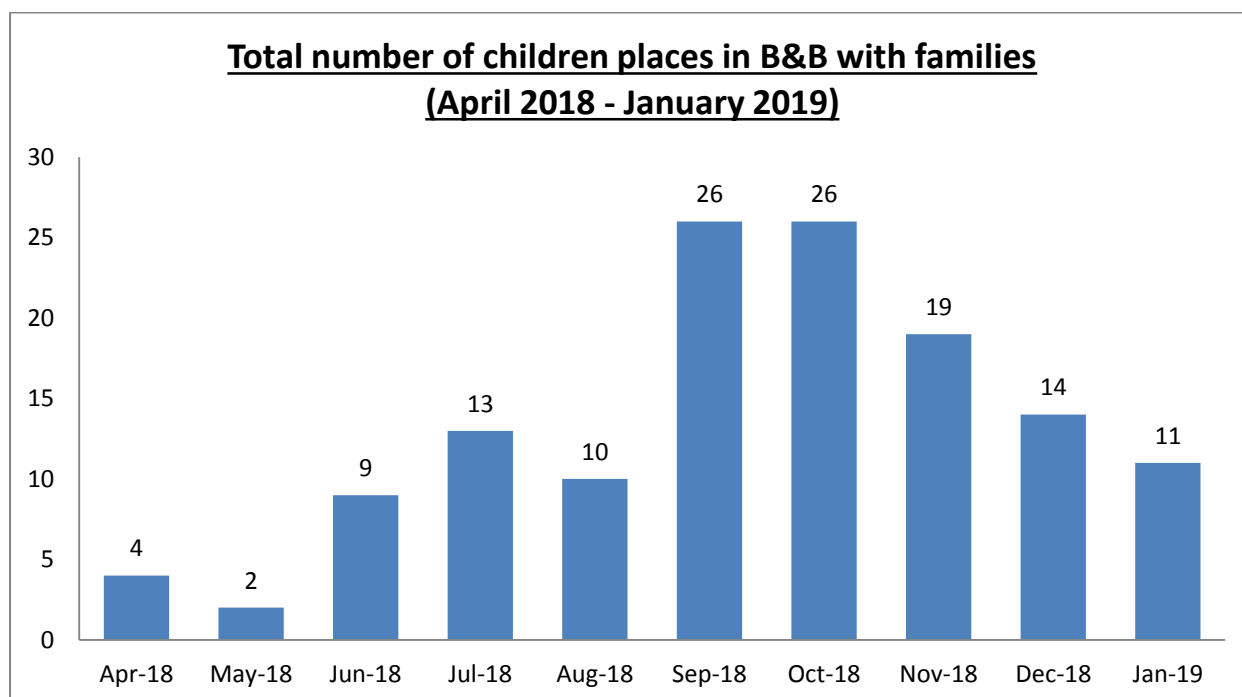
Since the introduction of the Homelessness Reduction Act in April 2018, the Council and HOST have been closely monitoring the impacts of the new legislation, including the number of placements made into bed and breakfast. The introduction of a new Homelessness IT system now enables the Council and HOST to better monitor the numbers of people placed in bed and breakfast accommodation. Figure 17 shows the total number of placements made each month since April 2018.

**Figure 17: Total number of B&B placements made since April 2018.**



As Figure 17 highlights, the total number of people placed in bed and breakfast has risen significantly from April 2018 to January 2019, however the figures may include repeat applicants/ households. For children placed with families in bed and breakfast, Figure 18 shows that the total number has increased overall from April 2018 to January 2019, however a downward trend is shown since October 2018. Again, these figures may include repeat applicants.

Figure 18: Total number of children placed in B&B since April 2018



The Council and HOST need to ensure that placements into bed and breakfast are kept to a minimum and that the provision of temporary accommodation is increased to keep up with the demand.

### **ACTIONS:**

- ✓ Aim to eradicate the use of Bed & Breakfast for emergency accommodation in Trafford by increasing the provision of temporary accommodation.
- ✓ Continue to allocate families with children self-contained temporary accommodation as a priority rather than B&B.
- ✓ Increase the provision of temporary accommodation.
- ✓ Work in partnership with RPs and private landlords to increase the provision of temporary accommodation.
- ✓ Explore options to bring back empty properties for use as temporary accommodation.

## Priority 4: Work towards ending rough sleeping in Trafford

One of the manifestations of homelessness is rough sleeping and more and more people are sleeping rough in England. Living on the streets is dangerous, causes health problems and affects people's wellbeing.

The national definition of a rough sleeper is:

*'People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or "bashes")'.*

The definition doesn't include; people in hostels or shelters, sofa surfers, people in campsites or other sites used for recreational purposes or organised protest, squatters or travelers.

Annually, GM Authorities undertake a rough sleepers' count that takes place at identified locations, in one single night. The count provides a snapshot of the numbers of rough sleepers in each Local Authority at a particular moment in time. In Trafford we have seen an increase from 2 people in 2012, to 5 in 2017. As the count is undertaken as a snapshot at a particular moment in time, it cannot be a true reflection of rough sleeping in the borough as the numbers can fluctuate. Although these numbers are low compared to other authorities, addressing the needs of those people rough sleeping and ending the need to sleep on the streets is a priority for Trafford and a commitment made at GM level.

**Table 1: Rough Sleeping in Greater Manchester (2012-2017)**

LA	2012	2013	2014	2015	2016	2017	Change
<b>Bolton</b>	1	1	4	8	8	17	1600%
<b>Bury</b>	3	10	0	9	3	10	234%
<b>Manchester</b>	27	24	43	70	78	94	248%
<b>Oldham</b>	1	2	0	2	3	2	100%
<b>Rochdale</b>	8	6	17	2	12	8	0%
<b>Salford</b>	10	7	14	16	26	49	390%
<b>Stockport</b>	4	3	7	9	10	10	150%
<b>Tameside</b>	0	2	7	14	19	43	2050%
<b>Trafford</b>	2	2	2	1	2	5	150%
<b>Wigan</b>	15	13	7	3	28	30	100%

The Ministry for Housing, Communities and Local Government (MHCLG) has announced a national target to reduce rough sleeping by half by 2022 and to eliminate it altogether by 2027 however the GM Mayor has committed to end the need for rough sleeping by 2020.

### **Effective Outreach**

HOST need to ensure that there is an effective outreach service to play a critical role in identifying needs of a rough sleeper at an early stage. The Council works with Streetlink to enable members of the public to report rough sleepers, which then enables HOST and/or Shelter to make contact.

HOST work closely with substance misuse services, social services, mental health service, the Police and Probation to address complex cases where a customer is unable to access accommodation. These cases are referred to the Floating support services that provide specialist support to address the barriers to accessing accommodation. HOST hold complex case meetings as and when necessary and utilise all the services available to find alternative access to accommodation such as the private sector, direct offers from Registered Providers or supported accommodation.

HOST also attend One Trafford Response meetings to discuss complex cases. One Trafford Response is currently in the North only but is to being rolled out across the borough in due course.

### **Street Begging**

Not all beggars are homeless but public perception often assumes they are. To address growing concerns about street begging the Council need to explore ways for people to donate in ways that do not inadvertently support and encourage it. Real Change is an initiative established that has already been launched in Manchester and Wigan, and looks to provide a mechanism in which members of the public can donate rather than giving on the street. The Council and partners are keen to establish 'Real Change' in the borough and will initiate discussions on how this can be established.

### **Cold Weather/Severe Cold Weather Provision**

During periods of cold and severe weather the Council secures accommodation for anyone who is rough sleeping regardless of their status. Two units of supported accommodation, commissioned by the Council, provide an emergency bed space for this purpose. Should there be further demand then bed and breakfast accommodation is used and paid for by the Council.

From December 2017 to the end of February 2018 there were 27 placements during cold and severe weather. When cold and severe weather provision is implemented Streetlink, Shelter, HOST and the other GM Authorities are informed. The Council make use of social media to promote when the cold weather provision is in place.

In 2017/18 Trafford followed the GM initiative of calling cold and severe weather on any night when the temperature fell to zero degrees or below not just when temperatures were below zero for three consecutive nights.

In June 2018, the Greater Manchester Mayor, Andy Burnham, made a commitment that every rough sleeper in GM should have access to a bed for the night during the winter period (1<sup>st</sup> November to 31<sup>st</sup> March 2018). This commitment is across Greater Manchester and includes all 10 GM Local Authorities. The intention is to pilot this approach during winter 2018/19 to determine whether this is something that can be offered on an ongoing basis. The Council in partnership with Great Places has secured to use of an office at Pomona Gardens in Old Trafford to provide 10 beds for the A Bed Every Night (ABEN) commitment.

### **Flexible Short Term Bed Spaces**

Ensuring adequate emergency bed spaces are available means no one gets turned away. The Council and partners have established a night shelter in Old Trafford as part of the ABEN GM commitment. The Council needs to explore ways to create additional spaces to meet short term peaks in demand for those people sleeping rough in Trafford throughout the year, not just during the winter periods.

#### **ACTIONS:**

- ✓ End the need for rough sleeping in Trafford by 2020 in line with the Greater Manchester commitment.
- ✓ Ensure there are effective outreach services in Trafford to play a critical role in identifying needs of a rough sleeper at an early stage.
- ✓ Ensure those rough sleepers with complex needs and chaotic lifestyles have access to the appropriate support.
- ✓ Ensure Trafford utilise the Social Impact Board (SIB) and Housing First initiatives introduced at a Greater Manchester level.
- ✓ Explore new ways to create additional spaces to meet short term peaks in demand of rough sleepers.
- ✓ Explore ways for people to donate in ways that do not inadvertently support and encourage street begging.
- ✓ Explore the opportunity to establish a 'pay forward scheme' with a local café or restaurant as an alternative to giving rough sleepers/beggars on the street.
- ✓ Explore the opportunity to establish a card service for rough sleepers to

## **Priority 5: Improve access to employment, education and training for homeless people in Trafford**

### **Supporting Homeless People into Employment**

It can be very difficult for unemployed people to get back into work, but even harder for people to find a job when they are also registered as homeless. Registering as a 'Jobseeker' can be more difficult for people who have no fixed address, however Job Centres will allow homeless people to use their address. The Council needs to ensure that Trafford's Job Centres make links with HOST to provide additional help and support for homeless people accessing their service.

People with no fixed abode can find it difficult to maintain basic hygiene. Without permanent access to washing and hygiene facilities, homeless people find it difficult when attending job interviews to make a good impression. Currently there are no facilities available in Trafford that can be accessed. The Council should explore the options of having such a facility linked to HOST and the Job Centre to enable more homeless people to attend interviews confidently and obtain paid work.

The Council has established the 'Trafford Pledge' which is an employer commitment to help disadvantaged local people into work. Over the past five years the Trafford Pledge has helped over 1,500 people into work. Homeless people or those not living in secure tenancies are a priority group for the Trafford Pledge, and we will continue to work with individuals to ensure they receive the support and help they need.

In addition, the Council and HOST refer homeless people or those threatened with homelessness to GM employment projects such as Working Well, Skills for Employment and Motiv8. These projects provide intensive one to one support with individuals to overcoming their barriers and provide help to raise confidence, upskill and increase employability. The Council ought to make sure these referrals continue and that the projects are utilised for homeless people in Trafford.

### **Supporting Homeless People into Education**

A lack of education is strongly linked to rough sleeping. Research suggests that over 50% of the people sleeping on streets have no educational qualifications and 25% of these people were excluded from school. Encouraging homeless people into education to increase skills and open up job opportunities is a priority. The Job Centre works with homeless unemployed people to access basic courses. Trafford College also has a range of course available and homeless people are able to access these via grants. 'Turn 2us is an organisation that can help those on benefits to access grants which will enable them to attend school and college courses. The Council and HOST ought to improve links with Trafford College, publicise the grants available and ensure HOST and Job Centre staff are aware of the opportunities available.

## **Supporting Homeless People into Training**

Enabling homeless people to access training and apprenticeship opportunities in Trafford is critical. The Council's growth ambitions will provide opportunities for expanding the size of Trafford's construction industry and this will involve training and apprenticeship opportunities. The Council is now working to develop a pipeline of people to enter the construction industry. We are working with schools, Connexions careers advice service and need to extend this to Job Centres and HOST.

The Council is also working with construction employers to ensure there are apprenticeships and careers structures in place. The Council has set up a Construction Sub-Group which is made up of construction companies and developers to oversee and coordinate this activity.

### **ACTIONS:**

- ✓ Continue to ensure that homeless people or those not living in-secure tenancies are a priority group for the Trafford Pledge.
- ✓ Continue to refer people to GM employment projects such as Working Well, Skills for Employment and Motiv8 who provide intensive one to one support working with individuals to overcoming their barriers and provide help to raise confidence, upskill and increase employability.
- ✓ Improve links with Trafford College to enable homeless people to access courses.
- ✓ Explore options to provide training courses to homeless people on budgeting, cooking, nutrition and CV writing.
- ✓ Explore options to provide driving lessons and specific job related courses.
- ✓ Explore options for a facility for homeless people where they can prepare for job interviews.
- ✓ Publicise the grants available for homeless people to access college courses.
- ✓ Ensure HOST and Job Centre staff are aware of the opportunities available for homeless people in terms of education
- ✓ Work with construction employers to ensure there are apprenticeships and careers structures in place.



## Priority 6: Improve health & wellbeing for homeless people in Trafford

It is a tragedy when a household becomes homeless. Homelessness often results from a combination of events such as relationship breakdown, debt, adverse experiences in childhood and through ill health. Homelessness and ill health are intrinsically linked and professionals in both sectors have a role to play in tackling the issues together.

Evidence suggests that the health of people experiencing homelessness is significantly worse than that of the general population; and the cost to the NHS and social care is considerable. A recent audit undertaken by Homeless Link, found that 41% of homeless people reported a long term physical health problem and 45% had a diagnosed mental health problem, compared with 28% and 25% respectively in the general population. The last estimate (2010) of the healthcare cost was £86 million per year.

Homeless link research shows that homeless people use hospital services including A&E between 3 and 6 times more than the general population. Homeless people are often refused access to a GP or dentist with barriers including poor staff attitude, judgemental staff and being passed around services.

The table below shows the number of people presented at A&E with no fixed abode in 2017/18 where the CCG of responsibility is a GM CCG.

**Table 2 : Number of A&E attendances with NFA where the CCG of responsibility is a GM CCG; 2017/18**

CCG of responsibility	Number of attendances	% of GM total
Bolton	267	5.5%
Bury	409	8.4%
Heywood, Middleton & Rochdale	421	8.7%
Manchester	2,223	45.8%
Oldham	534	11.0%
Salford	181	3.7%
Stockport	322	6.6%
Tameside & Glossop	92	1.9%
Trafford	66	1.4%
Wigan	336	6.9%
<b>GM CCGs total</b>	<b>4,851</b>	<b>100.0%</b>
<b>England total</b>	<b>57,554</b>	

The numbers are low in Trafford compared to other areas; however there are still 66 people with no fixed abode that have presented to A&E in 2017/18. HOST will ensure that links with the hospitals are in place and that they are aware of the housing and homelessness support services they provide.

**Table 3: Number of A&E attendances with NFA according to outcome of attendance and CCG of responsibility; 2017/18**

Outcome of attendance ("Disposal")	CCG of responsibility					
	Manchester		Trafford		GM CCGs total	
	Number	% of total	Number	% of total	Number	% of total
Discharged – no further follow-up	1132	50.9%	26	40%	2218	45.7%
Admitted to hospital	320	14.4%	17	26%	883	18.2%
Left department before being treated	324	14.6%	8	12%	711	14.7%
Discharged – follow-up by GP	221	9.9%	5	8%	504	10.4%
Transferred to other healthcare provider	42	1.9%	5	8%	97	2.0%
Other	184	8.3%	5	8%	438	9.0%
<b>Total</b>	<b>2223</b>	<b>100.0%</b>	<b>66</b>	<b>100.0%</b>	<b>4851</b>	<b>100.0%</b>

Almost half (46%) of NFA attendances across GM ended with the patient being discharged without further follow-up, and 26 of the 66 Trafford CCG NFA attendances ended this way. 18.2% of NFA attendances across GM resulted in admission to hospital; 17 of 66 Trafford attendances ended this way. A significant proportion of NFA attendances ended in the patient leaving the department before being treated. (Table 3)

**Table 4: Number of A&E attendances with NFA according to diagnosis; 2017/18**

Diagnosis	CCG of responsibility					
	Manchester		Trafford		GM CCGs total	
	Number	% of total	Number	% of total	Number	% of total
Psychiatric conditions	279	12.6%	14	21.2%	553	11.4%
Laceration	47	2.1%	9	13.6%	100	2.1%
Poisoning (inc overdose)	219	9.9%	7	10.6%	424	8.7%
Other diagnoses	720	32.4%	11	16.7%	1240	25.6%
Diagnosis not classifiable	528	23.8%	9	13.6%	1184	24.4%
No diagnosis code	215	9.7%	8	12.1%	675	13.9%
<b>Total</b>	<b>2223</b>	<b>100.0%</b>	<b>66</b>	<b>100.0%</b>	<b>4851</b>	<b>100.0%</b>

Of those NFA attendances with a diagnosis code that was classified, 'Psychiatric condition' was the most common classification, followed by 'poisoning including overdose'. Among Trafford CCG attendances 'Laceration' was also a common classification accounting for 9 of the 66 attendances. (Table 4)

Homelessness is complex and often reflects other vulnerabilities or circumstances related to health or social services. Successful homelessness strategies require all public services to contribute in a way that recognises the personal needs, strengths and assets of every household.

There are things we can do together. Collaboration between local professionals – from environmental health and housing to allied health, public health and social care is central to integrate services as a means to improve health outcomes and reduce health inequalities for those facing homelessness. The right home environment is critical to health and wellbeing. Good housing helps people stay healthy, and provides a base from which to sustain a job, contribute to the community, and achieve a decent quality of life. Safe and suitable housing also aids recovery from periods of ill-health, and enables people to better manage their health and care needs.

Without good housing we know health and wellbeing are affected: poor conditions and precarious housing impact on people's physical and mental health. Ill health also puts some households at a greater risk of housing need and can be a trigger of homelessness– for example poor physical and mental health can make it harder to access and keep their home.

The Council and NHS need to look for effective and efficient ways to reduce health inequalities, a number of levers already exist to support this including:

- The legal duties, introduced by the Health and Social Care Act 2012, for the NHS and public health to have regard to the need to reduce health inequalities and to integrate health, social care and related services (including housing) where this will reduce inequalities in access to, and outcomes, from services.
- The requirement for joint health and wellbeing strategies, which underpin local commissioning plans, to reflect the wider determinants and not just the effects of poor health in our communities.
- The common outcomes related to the wider determinants of health in the NHS, social care and public health frameworks - the right home environment is critical to achieving these.
- The NHS Five Year Forward View, which calls for a 'radical upgrade' in public health prevention and action to tackle health inequalities.
- The legal duties under the Homelessness Act 2002 as amended by the Homelessness Reduction Act 2017, for local housing authorities to have a strategy for preventing homelessness in their area. The strategy must apply to everyone at risk of homelessness.



Trafford Council and the CCG are committed to improving mental health services across the borough. A Mental Health and Wellbeing Partnership has been established to bring together key partners including Public Health, NHS and Healthwatch to improve mental health and wellbeing in Trafford. The Partnership is in the process of drafting a Mental Health Strategy for Trafford and housing and homelessness will be a key element in this.

### **Hospital Discharge**

Ensuring a homeless person, who is admitted into hospital, has somewhere to live or stay once discharged is vital in order to guarantee speedy recovery and reduce the chances of the individual being re-admitted back into hospital. All ten GM authorities have taken part in developing a Local Hospital Discharge Protocol to ensure that each Local Authority is working consistently and that the hospitals give adequate notice of discharge to enable accommodation to be found.



Trafford needs to ensure that regular liaison takes place with Trafford General Hospital and other hospitals within GM and that the protocol is being adhered to successfully. The more notice we receive from the hospital regarding the discharge of a homeless patient the better chance we have of securing suitable accommodation prior to discharge to reduce the individual from being in a crisis situation and improving health recovery.

## **ACTIONS:**

- ✓ Work with partners to address the health of homeless people across Trafford
- ✓ Improve access to mental health services for homeless people in Trafford.
- ✓ Explore specialist support services that can help those in need and reduce homelessness for those people with a disclosed mental health issue.
- ✓ Develop a Mental Health Strategy for Trafford.
- ✓ Ensure that Trafford is part of the discussions regarding mental health at the GM level as part of the homelessness charter.
- ✓ Improve access to substance misuse services for homeless people in Trafford.
- ✓ Explore the opportunity to provide mindfulness and wellbeing courses for homeless people.
- ✓ Continue to operate the GM Hospital Discharge protocol to ensure adequate notice is given regarding discharge to prevent homelessness and enable officers to find suitable accommodation.
- ✓ Utilise the legal duties to ensure health, social care and related services (including housing) integrate to reduce health inequalities in Trafford.
- ✓ Explore the opportunity of dedicated medical centre for homeless people
- ✓ Improve access to health and GP services for homeless people.
- ✓ Explore options to introduce a mobile health/therapy clinic that can take services directly to where it is needed.

## Delivery of the Strategy

The strategic priorities and related objectives will be delivered through the Homelessness Strategy Action Plan.

The Action Plan will be developed in partnership with stakeholders, partners and agencies and agreed by the Homeless Champions Group (HCG) and the Strategic Housing Partnership (SHP).

The Homelessness Champions Group was set up to provide strategic leadership in the delivery of the key priorities set out in the previous Homelessness Strategy. The new Action Plan will be monitored on a quarterly basis and the group will drive forward the delivery and progress of meeting the objectives of the new Strategy.

The Strategic Housing Partnership was established to provide strategic leadership in the delivery of key priorities of the Trafford Inclusive Growth Board and the Trafford Housing Strategy 2018-2023. The SHP will lead on housing growth within the borough and the implementation of associated initiatives and projects.

The Action Plan will provide detailed actions and targets to ensure that we achieve the priorities identified over the next five years by 2024. The Action Plan will be reviewed annually to ensure that all new changes in legislation and policies/strategies developed by the Council are reflected.

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## Glossary of Terms

### A

**Affordable housing:** Affordable housing is social rented, affordable rented and intermediate housing provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices.

**Affordable Rent:** Affordable rented housing is let by local authorities or private registered providers of social housing to households that are eligible for social rented housing. Affordable rent is no more than 80 per cent of the local market rent (including service charges, where applicable).

**Arrears:** It is sum of money that is owed and should have been repaid earlier.

### B

**Bed and Breakfast Accommodation (B&B):** Households are placed in B&B accommodation, because of a lack of suitable accommodation. Most B&Bs used by the council are not like hotel accommodation, and are often run specifically for homeless households. Residents placed in B&B may have to share facilities with other households/residents.

### C

**Choice Based Letting:** It is an online system that shows what properties are available to rent. It is for people accepted onto the housing register, and it can be accessed via various mediums.

### D

**Discretionary Housing Payment (DHP):** It is a short term payment from a local authority to help cover some housing costs. DHP does not have to be repaid by the resident.

**Domestic Abuse:** Women's aid has defined it has an incident or pattern of incidents of controlling, coercive, threatening, degrading and violent behaviour. It includes sexual violence, by partner, family member or carer.

### G

**Greater Manchester Combined Authority (GMCA):** The GMCA is made up of the ten Greater Manchester councils and Mayor, who work with other local services, businesses, communities and other partners to improve the city-region. The GMCA is run jointly by the leaders of the ten councils and the Mayor of Greater Manchester, Andy Burnham.

## H

**Homelessness Reduction Act (HRA):** The Homelessness Reduction Act (HRA) came into force in April 2018, putting an important focus on the prevention of homelessness. As part of the legislation, local authorities have more responsibility to support those who are homeless, or at risk of homelessness within 56 days.

**Homeless:** You may be homeless if you live in unsuitable housing, do not have the right to stay where you are, are unable to access your home/accommodation or if you are sleeping rough.

**Homelessness Strategy:** Homelessness Act 2002 as amended by the HRA, states that local authorities must have a strategy for preventing homelessness in their district. The strategy applies to anyone at risk of being homeless. Council's must also relieve homelessness where someone has been found to be homeless but is not owed a duty to secure accommodation under the homelessness act.

**Homelessness prevention:** It has been defined by the Ministry of Housing, Communities and Local Government (MHCLG) as a local authority "providing people with the ways and means to address their and other needs to avoid homelessness".

**Homelessness Relief:** It is when a local authority is unable to prevent homelessness, but helps someone to secure accommodation, despite not being obligated to do so.

**Homes England:** Homes England is the non-departmental public body that funds new affordable housing in England. It was founded on 1 January 2018 to replace the Homes and Communities Agency.

**HOST (Housing Options Service Trafford):** HOST provides housing and homelessness advice to all residents living within the borough of Trafford.

**Housing Association/ Registered Provider (RP):** It is a non-profit organisation, and they rent properties to low incomes households with particular needs. Their portfolio consists of social and affordable rented properties, and they provide options for low cost home ownership.

**Housing Demand:** It is a market driven concept and relates to the type and number of houses that households will choose to occupy based on preference and affordability.

**Housing Need:** It is an indicator of existing deficit: the number of households that do not have access to accommodation that meet certain normative standards.

**Housing Tenure:** is the legal status under which someone has the right to live in a property. The two most common forms of tenure are home ownership and renting. Home-ownership is when a property is owned outright or bought with mortgage or loan. The second type of tenure is renting, and it has two forms, and they are social and private renting.

## L

**Landlord:** It is an owner of a property, and the landlord leases their property to an individual or business, and they are called tenants.

**Leaving Care:** It is a service for young people aged 16 to 21. It ensures that young people do not leave care until they are ready, and that they receive effective support once they have left.

**Local Housing Allowance:** It is a housing benefit that helps people renting from private landlords. The LHA is administered by the local council.

## M

**Ministry of Housing, Communities & Local Government (MHCLG):** The UK Government department for housing, communities and local government in England. It was established in May 2006 and is the successor to the Office of the Deputy Prime Minister, established in 2001.

**Multi Agency Risk Assessment Conference (MARAC):** It is where information is shared on the highest risk domestic abuse cases between representative of local police, probation, health child protection, housing practitioner, Independent Domestic Violence Advisors (IDVAs) and other specialist from the statutory and voluntary sectors.

**Multi-agency Public Protection Arrangement (MAPPA):** Multi-agency public protection arrangement ensures the successful management of violent and sexual offenders.

**Mortgage:** It is a legal agreement by which a bank/ building society, lends money at interest, and in exchange they take the title of the borrower's property. Over a set period of time, the borrower must repay the loan in order to outright own the property. If the borrower fails to meet the condition of the agreement, the mortgage provider can repossess the property.

## N

**Not for profit-** It means that any surplus generated is reinvested in the pursuit of a social goal. In this context profit would be reinvested into building more affordable home for low income households.

## P

**Private Rented Sector (PRS):** The PRS is a property that is owned and rented out by a private landlord.

## R

**Registered Provider (RP):** It is a non-profit organisation, and they rent properties to low incomes households with particular needs. Their portfolio consists of social and affordable rented properties, and they provide options for low cost home ownership.

**Rough sleeping (or Street Homeless):** It is the most visible form of homelessness. Rough sleeping has been defined as people sleeping or bedded down in open air, building or other places not designed for habitation.

## S

**Shared Ownership:** Shared ownership schemes are a cross between buying and renting; aimed mainly at first-time buyers. You own a share and then rent the part you don't own at a reduced rate.

**Social Rent:** Social rented housing is owned by local authorities or private registered providers, for which guideline target rents are determined through the national rent regime.

**Statutory homelessness:** Homelessness defined within the terms of the homelessness legislation and it determines when local authorities will have a duty to offer accommodation.

**Supported Housing:** Housing designed to meet specific needs and in which there is some level of on-site support provided as part of the accommodation offered.

**Support Needs:** It is a mixture of practical, financial and emotional support for people who need extra help to manage their and be independent (including mental health, problematic drug and alcohol use and access to social supports)

## T

**Temporary Accommodation:** Local authorities place households in an interim accommodation, when permanent housing is not available, or when households are awaiting a decision on their homelessness application.

## W

**Welfare Reform:** It is when government changes or amends social welfare policies. The goal is to reduce number of individuals/ families dependent on government assistant, so claimants of benefits can be self-sufficient. It affects how much monetary support people are entitled to.