



COTSWOLD  
DISTRICT COUNCIL

# Preventing Homelessness Strategy 2018 – 2023



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## Introduction

There is a significant interest in housing at the national level. The recent Housing White Paper - Fixing our Broken Housing Market - sets out the government's current position by outlining plans for how developers and councils can assist in increasing supply, primarily through increased funding opportunities.

Alongside increasing the supply of new homes, the government is also keen to see improvements in standards within the private rented sector. It is planning to extend mandatory licensing to include more Houses of Multiple Occupation, and, through the Housing and Planning Act 2016, it is providing Councils with new powers to tackle rogue landlords.

There is also a focus on tackling homelessness, with the Homelessness Reduction Act 2017 setting out new duties on councils to prevent homelessness for everyone, regardless of their priority need.

The Preventing Homelessness Strategy 2018 - 2023 provides details of how the Council will deliver housing services within the coming years. It will:

- Ensure compliance with the Homelessness Reduction Act 2017;
- Ensure the council remains focused on continuous improvement in the way it responds to homelessness;
- Support reform across the wider system and improve the support available to local residents who find themselves in difficulty.

It will be delivered effectively, efficiently and in keeping with the Council's priorities and commitment to excellence in customer service.

The Homelessness Act 2002 introduced a requirement for local authorities to undertake a review of homelessness, including consultation, and to use the results of the review to inform a homelessness strategy.

It is widely acknowledged that homelessness does not simply mean the absence of a home; it also carries a number of other problems associated directly or indirectly with it. Mental and physical health problems, substance misuse/addiction, unemployment, child poverty, offending, chaotic lifestyles, and anti-social behaviour are often issues associated with a person experiencing homelessness. These additional problems may

lead to a cycle of homelessness. The rural nature of the District and high housing costs means households are also affected by affordability issues which impacts on levels of homelessness and our ability to prevent and relieve homelessness in Cotswold District.

Resolving homelessness is not only about providing suitable accommodation. Partnership working is essential to address the households' many needs and ensure they can sustain their tenancy.

The factors expected to have the greatest impact on homelessness services in Cotswold District over the life of this strategy are welfare reform, supply of affordable accommodation and the Homelessness Reduction Act 2017.

The desired outcomes from this Strategy are to:

**PRIORITY 1: Prevent homelessness in the district and meet our obligations under the Homelessness Reduction Act 2017.**

**PRIORITY 2: Secure accommodation for homeless households.**

**PRIORITY 3: Provide support for homeless households.**

### The legal framework for homelessness

With a complex legal framework, the Council delivers services to people who are homeless or threatened with homelessness. This framework sets out duties it must perform and powers it can exercise with discretion.

The Housing Act 1996, Part 7 has been amended over the years, but remains the primary legislation prescribing how local authorities should deliver services, and what duties they must owe to homeless persons.

The Housing Act 1996, Part 7 has most recently been amended by the Homelessness Reduction Act 2017. The new Act represents fundamental amendments to the existing homelessness legislation.

It introduces new requirements to "prevent" and "relieve" homelessness and in that context, sets out a ranges of new duties.

## Strategic background

### National

Housing and Planning Act 2016:

Key changes that could impact on homelessness in Cotswold District, primarily by reducing the supply of social housing are:

- Right-to-buy for Housing Association tenants
- Changes to succession rights
- Ministry of Housing, Communities and Local Government Green Paper – A new deal for social housing

Homelessness Reduction Act 2017:

This Act will have the most significant impact on service delivery. The key points are:

- An extension of the period during which an authority should treat someone as threatened with homelessness from 28 to 56 days.
- A new duty to prevent homelessness for all eligible applicants threatened with homelessness, regardless of priority need or local connection.
- A new duty to assess what led to each applicant's homelessness and set out a personalised action plan to resolve this. This plan should set out actions for the customer and council to take, in order to prevent or relieve homelessness.
- A new duty on public services to notify a local authority if they believe someone to be homeless or at risk of becoming homeless.
- If homeless households refuse to engage, their support will be limited, showing that it has to be a two-way process of engagement.
- Young people leaving care will have a local connection to the authority area where they were looked after and who therefore owes them leaving care duties.

### Local

The Council's Corporate Strategy and Plan 2016 - 2019 sets out the Council's priorities which are:

- Provide high quality services at the lowest possible cost to Council Taxpayers
- Protect and enhance the local environment whilst supporting sustainable economic growth
- Champion issues which are important to local people

The Homelessness Strategy complements the Corporate Strategy and Plan by directly contributing to all its objectives.



## The local context

Cotswold District is a rural area covering 450 square miles with some 80% of land located within the Cotswolds' area of outstanding natural outstanding beauty. With around 87,000 people living in the area it is a fairly sparsely populated rural District.

The District has 115 parishes, ranging from towns to hamlets with its population spread out over a wide area; however, it is mainly concentrated in the towns of Andoversford, Bourton-on-the-Water, Cirencester, Chipping Campden, Fairford, Lechlade, Moreton-in-Marsh, Stow-on-the-Wold and Tetbury.

25.6% of the total population lives in the district's two largest towns - Cirencester (over 16,992) and Tetbury (around 5,258).

The proportion of older people in Cotswold District is above average, with 22.3% aged over 65 compared with 16.3% nationally.

Population forecasts show an increase of 3.44% by 2023 of which 9.27% relates to older persons and 3.26% relates to young people. Estimations show a decrease of 0.64% relating to working age people.

According to the Office for National Statistics (ONS) the ethnic breakdown for Cotswold District is as follows:

Ethnic breakdown	%
White British	96.23%
Mixed	0.8%
Asian/Asian British	0.31%
Black/Black British	2.26%
Chinese	0.10

About 57.9% of the 43,606 homes in the District are owner occupied, 22.9% of housing is affordable and 19.1% is privately rented.

Over 47% of the residents are of working age. Cotswold District has a strong and diverse economy and one of the lowest unemployment rates in the country:

Unemployment rates	%
Unemployed in District	2.5%
Unemployed in South West England	3.3%
Unemployed in England	4.4%

Only 0.7% of working age residents is claiming Job Seekers Allowance (JSA) compared to 1.3% in the South West and 2.2% in Great Britain.

The average weekly salary of Cotswold District residents is £479.10 compared to £520.00 in the South West and £553.00 in Great Britain.

The median house sale price in the District is £281,862 compared to £278,000 in the South West and £242,286 in Great Britain.

The Council transferred its housing stock to Bromford Housing Association (formerly Fosseway Housing) by way of large scale voluntary transfer in February 1997.

The Council has a target of providing 2,100 new homes between April 2018 and April 2023 of which there is a variable affordable housing requirement across the District averaging 40% for green field and 30% for brown field.

As at October 2018 there were 1,688 applications registered on the waiting list for affordable housing.

The Council can expect to nominate to around 270 vacancies per year, including transfers between dwellings.

## Key local needs and issues

High house prices and land values coupled with relatively modest local income levels and a buoyant private rented sector at high rental levels has led to a severe shortage of affordable accommodation for local people.

Findings from the Gloucestershire Strategic Housing Market Assessment (SHMA) suggest that the pressure on demand against supply is relatively high in the district, with high priced houses, high market rents and poor affordability.

New housing with support solutions are needed for a range of clients including young people, women fleeing domestic violence, those recovering from mental ill-health, adults with learning disabilities and older persons. Adults with complex needs such as substance misuse issues combined with mental ill-health are particularly difficult to find long term lasting

solutions for and often need a comprehensive support package from several different providers.

There is a significant shortfall in existing provision for single people and insufficient move-on accommodation for those who are homeless and in need of support.

Rural isolation, loss of local facilities and lack of public transport are issues for persons living outside the main population centres. A lack of affordable accommodation in the rural area has led to a drift into the larger towns away from any local support networks from family and friends.

A small and dispersed local population of Black and Minority Ethnic (BME) groups makes it difficult to identify housing issues specific to different ethnic groups.

## Homelessness in Cotswold District

To give a picture of homelessness in Cotswold District, officers have put together the following information based on statistical returns provided to Central Government for the period April 2013 to March 2018.

### Homelessness applications

This table shows the levels of recorded homelessness within the District i.e. those people who actually become homeless.

Homeless application processed	1 Apr 13 - 31 Mar 14	1 Apr 14 - 31 Mar 15	1 Apr 15 - 31 Mar 16	1 Apr 16 - 31 Mar 17	1 Apr 17 - 31 Mar 18
Accepted as homeless. Duty to secure permanent accommodation	18	24	41	42	22
Intentionally homeless	11	15	6	10	5
Non priority	47	57	57	51	59
Not homeless	42	46	52	40	29
Ineligible households	0	0	0	0	0

## Types of household becoming homeless

This table shows the needs of those homeless applicants who have been accepted as homeless.

The majority of households accepted as homeless have dependent children.

Household type	1 Apr 13 - 31 Mar 14	1 Apr 14 - 31 Mar 15	1 Apr 15 - 31 Mar 16	1 Apr 16 - 31 Mar 17	1 Apr 17 - 31 Mar 18
Dependent children	8	11	14	9	11
Pregnant	1	0	1	3	3
Mental health	3	3	6	16	0
Physical disability	4	6	5	4	2
Elderly	0	0	3	3	0
Other reasons	3	3	3	2	0
Applicant aged 16/17 yrs	0	0	0	0	0

## Main reasons for homelessness

The table below shows the main reasons for why 'Accepted' people have become homeless:

Reason for homelessness	1 Apr 13 - 31 Mar 14	1 Apr 14 - 31 Mar 15	1 Apr 15 - 31 Mar 16	1 Apr 16 - 31 Mar 17	1 Apr 17 - 31 Mar 18
Loss of accommodation with parents	2	5	2	3	3
Loss of accommodation with relatives/friends	2	4	2	0	3
Violent – relationship breakdown	3	2	4	8	4
Non-violent relationship breakdown	1	2	3	4	4
Assured short hold tenancy ended or other reason for loss of rented or tied accommodation	3	5	10	7	7
Mortgage arrears	0	0	0	0	0
Rent arrears on private or social rented property	1	1	1	2	0
Other reasons	6	5	8	18	1

## Preventative action

### Financial difficulty

Landlords issuing a section 21 notice seeking possession do not have to declare a reason as to why the notice was issued; therefore figures around homeless presentation due to rent arrears are likely to be under reported. However, with the introduction of the Homelessness Reduction Act and the government's new H-CLIC reporting system, which requires each housing case to be broken down into much more detail, the true figures are likely to increase in coming years. With the new legislation also increasing the duties to provide solutions to non-priority and intentionally homeless households, there is likely to be an increased demand on Rent Deposit schemes and Discretionary Housing budgets to assist households with current and former rent arrears. An Eviction Protocol has been designed to give early warning of a possible eviction to the Council in order that prevention action can be taken to avoid eviction. This protocol has been revised over recent years to strengthen the simultaneous referral to both Housing and Housing Benefits so that a full review of a person's entitlement to Housing Benefit and/or Universal Credit is carried out.

Housing Associations in the District actively engage with the Council at both strategic and operational levels and have a shared objective to prevent homelessness and meet the needs of vulnerable people and client groups that do not fit within established arrangements including move on from supported housing projects.

There is a collaborative approach to the prevention of tenancy breakdown either by use of effective utilisation of housing related support or by use of the Eviction Protocol.

In addition, the implementation of Universal Credit is also likely to have an adverse impact on those households who are less able to manage their financial affairs. Safeguards have been put in place to help those who are most likely to struggle to make online claims and manage their finances, but there are risks that in spite of these safeguards some households will fall into rent arrears and become homeless.

### Married quarters

There are around 243 married quarters connected to RAF Fairford and The Duke of Gloucester Barracks. Occupation of married quarters in the locality now gives a local connection for personnel who are required to vacate married quarters when their service tenancy ends. Members of the armed forces have a local connection to the district of their choice.

A working protocol has been developed with the Defence Estates who manage the married quarters in order to provide the local housing authority with ample notice of impending eviction so that the housing application can be prioritised for rehousing prior to homelessness arising. Special rules are required for those in the armed forces which require the Council to comply with the Localism Act recognising the services they have offered the country. It is dependent on their priority and needs as to what Band they are assigned.

### Gypsy and travellers

Under the Housing Act 2004 the local authority must assess and plan for the housing needs of all communities residing in their area. There is a small gypsy and traveller community within Cotswold District. The County Council has a duty to all gypsies and travellers within the District to address their welfare, health and education needs. Homeless applications from gypsies and travellers are very few in number but where an application is made, regard is had to whether or not the household is seeking a 'bricks and mortar' solution or whether they have a preference to continue to be mobile.

### Ex-offenders

Homelessness legislation has extended in recent years the priority needs categories to include those who are vulnerable as a result of having been in custody or on remand. The District Council housing officers work with the prison service and probationary service to provide advice and information at an early stage to persons who are likely to be without a home upon release from prison. Very few homeless applications are made by ex-offenders; however, this may change after October 2018 when there is a 'duty to refer' for all public bodies, including the Prison and Probationary Services.



## Use of temporary accommodation

Local authorities have a duty to secure accommodation for statutorily homeless households. Households who are eligible and unintentionally homeless may be placed in temporary accommodation while their application is in progress, or after being accepted as homeless but while waiting for secure accommodation to become available.

The table below shows the number of households in temporary accommodation.

Period	Number of households	Number per 1,000 households in Forest of Dean	Number per 1,000 households in South West England	Number per 1,000 households in England
2013 - 2014	13	0.5	1.4	2.6
2014 – 2015	13	0.8	1.7	2.8
2015 - 2016	12	0.9	1.6	3.1
2016 - 2017	28	0.9	1.9	3.3
2017 - 2018	10	0.7	1.8	3.4

It should be noted that not all homelessness is recorded in official statistics. Households may not approach the local authority, or may not meet the statutory criteria for help. From 1 April 2018 however, the Homelessness Reduction Act put a duty on all local authorities to prevent or relieve homelessness for anyone eligible to public funds.

## Types of temporary accommodation

### Emergency accommodation

This is nightly charged self-contained or bed and breakfast accommodation. It has become increasingly difficult to secure such accommodation within Cotswold District resulting in emergency accommodation being sourced from outside the district.

Families are generally placed in self-contained accommodation because of the requirement that bed and breakfast should only be used in an emergency and for a maximum of six weeks.

There are no hostels in the District and so single persons in need of such accommodation must be referred to Bed and Breakfast accommodation if they are over the age of 25 years. For those young persons under the age of 25 years these are also referred to bed and breakfast accommodation.

The Council is trying to reduce the number of homeless households placed outside of the district. It currently have access to one property with multiple units which is owned and managed by Bromford Housing Association and is looking to secure another property within the district to help service these needs. This property, in Cirencester, should be available to service our needs during 2019 and beyond.

Any privately owned accommodation that is used on an emergency basis must comply with the Suitability of Accommodation Order 2012 and the Council's standards.

### Temporary accommodation

If a person and/or household qualify for the main housing duty, the Council must provide suitable temporary housing whilst a longer-term solution is obtained.

Temporary accommodation within the district is limited and there have been occasions where households have been placed outside of Cotswold District.

Occasionally the local authority has been able to offer accommodation in the existing housing association stock on a temporary basis pending a move to an area that the applicant would prefer or where the property may not meet other requirements that they have.

The Council is currently securing a property in Cirencester which has a number of bedrooms in situ with shared facilities which will help to address the limited availability of temporary accommodation in the district.

Where a single person is threatened with homelessness and they have a need for support, referrals are made to any suitable vacancies in supported accommodation at the earliest possible opportunity.

Where an applicant is able to make their own alternative arrangements for temporary accommodation on a short term basis, they are considered to be 'homeless at home' and are prioritised for alternative accommodation in either privately rented or housing association properties.

### Temporary accommodation reduction plan

The Council will regularly monitor demand for temporary accommodation. Whilst the current use remains relatively low, it cannot be complacent. The new duties arising from the Homelessness Reduction Act may lead to more households being accommodated in temporary accommodation for longer.

Appendix I sets out our priorities and how Cotswold District Council hope to reduce the use of temporary accommodation.

## Homelessness as a result of domestic abuse

The numbers of persons accepted as homelessness because of domestic abuse remains very low; however, many people losing their home as a result of domestic abuse either go into a refuge or even more frequently will go to family or friends on a temporary basis and seek re-housing from that address to give themselves time to secure accommodation in their area of choice.

Local staff training programmes is in place to improve the response from front-line Housing officers, to help identify, support and refer people affected to the most appropriate services.

There is a network of trained domestic violence champions, supported and resourced practitioners across a range of agencies who are committed to helping victims of domestic abuse. One is Gloucestershire Domestic Abuse Support Service (GDASS) who offer emotional and practical support to victims suffering or fleeing domestic abuse.

Within Cotswold District the approach is to support victims to remain in their own home wherever possible. However, where victims have to move out, they are assisted into suitable alternative accommodation as quickly as possible.

## Young people

Nationally the number of young people (aged 16 – 24 years) who are accepted as homeless is approximately 20% of all homelessness acceptances. In Cotswold District, the percentage is 21%, so in-line with the national average.

### Prevention action

The Council has officers who specialise in cases with support needs, including young people. The local authority is part of the County single assessment and referral process (START). START is split between 16+ and 18+ accommodation. Its aims are to work across the county in a co-ordinated manner to prevent homelessness by:

Identifying young people at risk:

- Ensuring good assessments, advice and planning;
- Providing access to high quality housing;
- Enabling successful transition from childhood to adulthood.

There is housing for young people which is provided by Cirencester Housing for Young People (CHYP), a voluntary organisation. The Council encourages people to self-refer which has resulted in some successes.

In Cotswold District the Young People's Supported Housing Pathway, START, is for vulnerable and homeless 16+ year olds in Gloucestershire who need supported accommodation to gain and maintain independence skills, to be facilitated into education, employment or training, and to gain the knowledge and skills to make informed choices about their accommodation options outside of the Pathway.

Partnership working within the Pathway ensures that young people are able to access supported accommodation, and additional support or services where required in a timely, coordinated and safe manner. The pathway provides a range of supported housing services and, where a young person is assessed as homeless and unable to return home, they are supported within their wider family and friends' network or helped to access private rented housing. The local authority

works in partnership within a Joint Housing Protocol that is in place across Gloucestershire for assessing and assisting homeless 16-17 year olds. As a housing authority, the Council does not place any young person aged 16 or 17 in Bed and Breakfast accommodation. Where needed, START will assess referrals for young parents to projects that offer specialist support.

In terms of young people leaving care, the local authority works closely with statutory partners to ensure that accommodation and support is provided. In the last two years, the number of young people (aged 18-20) who were formerly in care and who have applied to the local authority for housing assistance has been low. However, partner agencies have highlighted the need to provide more suitable and affordable accommodation for care leavers (especially those with more complex and continuing support needs). The provision of accommodation for Care Leavers could become a pressure point to local housing authorities due to the changes introduced by the Homelessness Reduction Act 2017, in respect of local connection. The Council will work with statutory and non-statutory agencies plus other key stakeholders to establish what type and model of accommodation (and related support) would best assist young people leaving care in transitioning to independence.

## **Availability of accommodation with support**

Due to restrictions on entitlement to Housing Benefit and/or Universal Credit, there are difficulties in accessing private rented accommodation. The Council is looking at ways it can help young people with a deposit as well as assistance with Rent in Advance. The Council is also considering financial support with Council Tax payments for care leavers up to the age of 21.

There are only a small number of supported accommodation units in the District and there is no direct access supported accommodation. The majority of the accommodation based support is in shared accommodation which presents additional challenges.

## **Housing related support**

There are a number of Supported housing projects in Gloucestershire that a person can be referred to. Priority for referrals is decided at a weekly single assessment and referral process (START). START is split between 16+ accommodation and 18+ accommodation.

There is no provision for either group within Cotswold District. All projects are currently located in either Gloucester or Cheltenham.

## Accommodation based support

For 16+	
Bramah House, Cheltenham (Care for Communities and People)	10 bed-spaces. Single rooms with shared facilities.
The Arkells, Cheltenham (Care for Communities and People)	24 bed-spaces of which there are 18 with shared facilities and 6 self-contained flats.
Rose & Crown, Cheltenham (Care for Communities and People)	6 self-contained flats
Cotswold House, Cheltenham (Stonham)	14 bedsits comprising of 12 are self-contained and 2 have shared facilities
Jenner Court, Cheltenham (Stonham)	A mix of 7 flats and bedsits
Gloucester Gateway, Gloucester (Rooftop)	10 single rooms with shared facilities.
Old School House, Gloucester (Rooftop)	12 single rooms with shared facilities.
The White House, Gloucester (Stonham)	11 bed spaces comprising of 10 self-contained flats and 1, 2 x bed shared flat
Alexander Road, Gloucester (Stonham)	5 bed spaces comprising of 4 self-contained flats and 1, 2 x bed shared flat
For vulnerable young parents	
Emily Gardens, Cheltenham (Riverside)	30 bed spaces comprising of a mixture of bedrooms with shared facilities and self-contained flats
Waterloo, Cheltenham (Stonham)	7 bed spaces comprising of 1 & 2 bed flats
Vauxhall Road, Gloucester (Riverside)	13 self-contained flats
Various locations within Gloucester (Elim)	8 houses comprising of 2 & 3 beds

For 18+	
Newton House, Gloucester (Riverside)	30 bed spaces comprising of a mixture of bedrooms with shared facilities and self-contained flats
Claremont House, Gloucester (Riverside)	20 bedrooms with shared facilities
Taylor House, Gloucester (Elim)	30 bed spaces comprising of a mixture of bedrooms with shared facilities, shared and self-contained flats
Honyatt Road, Gloucester (Stonham)	12 self-contained flats
Park View Court, Gloucester (Stonham)	6 bed spaces within self-contained 2 x bed flats
Park Road, Gloucester (Stonham)	12 self-contained flats
Quilter House, Cheltenham (Stonham)	20 bedrooms with shared facilities
St Georges House, Cheltenham (Stonham)	6 self-contained flats
Rowton Court, Cheltenham (Stonham)	11 self-contained flats

Persons housed in supported housing projects usually stay for at least 6 months, after which they become eligible to be nominated to the Council for “Move-on” providing they have complied with the rules of the project and are considered able to live independently. A ‘gold’ priority need band is given to enable them to bid on suitable housing association vacancies or they are assisted to access suitable private rented accommodation.

## Floating support

Floating support is a flexible way of providing practical assistance and support to people with housing and other practical needs. Support workers can also provide contact with more specialist organisations that can help with situations that are more difficult to tackle.

Floating support helps people in their own accommodation and may help in preventing homelessness. Support is also available to those people moving to their own accommodation from supported accommodation.

Support will range from two to ten hours per week depending on the individual's needs. The objective of the support is to prepare the person to live independently and so support tends to be time limited. Where an individual is in a crisis situation, support can be increased.

People, Potential and Possibilities (P3) are the main provider of floating support in Cotswold District.

## Rough sleepers

### Background and context

People sleeping rough are more likely to die younger (Homelessness Kills, Crisis 2012), suffer ill-health and be more vulnerable to violence than those in the wider population. Therefore it is important that no one has to sleep rough on our streets.

Rough sleeping and the impact of the wider street population have an effect on everybody living in or visiting Cotswold District. The impact of increased numbers of people sleeping rough is experienced by businesses, residents and tourists through increased visibility of people begging, street drinking and incidences of anti-social behaviour.

According to Ministry for Housing, Communities and Local Government (MHCLG), a person sleeping rough is defined as:

“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”).

Cotswold District Council, as well as all other local authorities in the country, uses this definition when submitting a single figure to central government of the number of rough sleepers following a street count. This definition is used in order to make comparisons with other national data.

### Local context

Cotswold District's official (estimated) street count identified that in 2017 there was 1 (one) rough sleeper, a decrease since 2013. The figures have fluctuated significantly since 2013; however, it is recognised that the 'actual' number of people sleeping rough could be higher than figures indicate due to the potential for 'hidden' rough sleepers, i.e. those who are rough sleeping but who are not bedded down or are transient at the time of the count.

Number of rough sleepers			
	Cotswold District	South West	England
2013	2	308	2,414
2014	4	362	2,744
2015	4	509	3,569
2016	6	536	4,134
2017	1	580	4,751

Notification of individuals potentially identified as being a rough sleeper is normally referred to the local authority by local residents or by Street Link. Details are then forwarded to 'P3' who will endeavour to visit them where they are reported to be in order to:

- Verify they are a rough sleepers; and
- Discuss their circumstances and housing options

If a rough sleeper is considered to be vulnerable in accordance with the legislation, then temporary accommodation would be arranged and their needs assessed in line with the Homelessness Reduction Act and the new duties to relieve homelessness for all eligible people, regardless of priority need and intentionality.

The Council has a Severe Weather Emergency Protocol (SWEP) in place with local homelessness agencies to ensure that extra bed spaces are provided to rough sleepers during severe and cold weather. The protocol has been developed in line with guidance from Homeless Link.

SWEP usually opens on the first night of a period when the night temperature is forecast by the Met Office to be zero or below for three consecutive nights.

The provision is co-ordinated by P3 Outreach and the County Homelessness Co-ordinator.

The outcome of the Government's consultation on its proposals for funding housing costs for sheltered and Extra Care accommodation, and housing costs for short-term supported accommodation, is awaited. The consultation paper, which was launched in October 2017,

suggests the introduction of a Sheltered Rent from 2020 and ring-fenced grant allocations to Local Authorities for short-term supported accommodation. The local authority will need to consider and respond to any related Government Policy or funding changes as they are introduced.

## Housing advice and information

Locally the main sources of free housing advice and information are the local authority and Citizens Advice Bureau (CAB). CAB also provides free legal advice on a wide range of other related subject areas. It works in partnership with other organisations to provide a wide range of services that help a broad range of client groups to access advice and information that is tailored to their particular needs.

They are actively involved in working with housing associations and support providers to prevent homelessness.

## Liaison with the private sector

The private sector is the least regulated part of the of the rental market, and yet it has become increasingly the tenure of choice for many, particularly for those who are unable to afford to buy their home. At the time of the 2011 census, over 5,518 of homes within the district were let as private rents, representing approximately 15.3% of the market. With private rents increasing significantly in recent years, the Council can be confident that the sector has continued to grow within Cotswold District since then.

Good landlord liaison is a critical element of a strong prevention strategy in terms of being able to work with landlords to prevent possession proceeding being taken or to delay eviction until alternative accommodation can be secured in terms of enabling access to the sector for potentially homeless households. The focus of working with landlords is on negotiation and conflict resolution rather than assertion of legal rights to continued occupation. Tenants in arrears are assisted to pay the rent and further supported is offered by the local authority Client Support Officers who offer specialist services in partnership with CAB.

Additionally, the local authority has recruited property professionals whose objective is to maximise opportunities in terms of properties available for private rental and work closer with property owners with the aim of making available additional properties for rent. The district has approximately 439 long term empty homes currently (i.e. homes that have been empty for 6 months or more), and the Council is keen to reduce this number.

## Future trends and opportunities

The Welfare Reform Act 2012 introduced wide-ranging changes to the benefits system. These include:

- A benefit cap limiting the amount of benefit that working age people can receive.
- A bedroom tax in social housing which means that households who are deemed to be under-occupying receive reduced Housing Benefit.
- A limit on the amount under 35s (previously under 25s) could receive towards their rent if renting privately, limited to a 'single room' rate i.e. the rate of a room in a shared house.
- Community care grants and crisis loans abolished and replaced by locally administered schemes.
- A freeze on welfare benefits increases to 2020, including Local Housing Allowance.
- The phasing-in of Universal Credit. This benefit will combine and replace a number of existing benefits for households both in work and who are out of work but on low incomes.

The continued freeze on Local Housing Allowance will create even more pressures on low-income households trying to access and remain in the private rented sector should private rents continue to rise. It is therefore anticipated that the loss of private rented accommodation could remain the main cause of homelessness in the district. Equally, it will become even more challenging for our housing service to find homes in the private rented sector for households who are homeless or threatened with homelessness.

The implementation of Universal Credit began in the district in November 2017 and will continue over the next few years as more households are migrated onto this benefit. Households will be responsible for making online claims, managing their money and paying their rent (rather than payments going directly from the local authority to their landlord) and for some this will be a new way of managing their financial affairs. For those who do not have access to the internet and/or have no suitable devices at home to make online claims for benefit, the challenges increase further. It stands to reason that the most vulnerable are the ones most at risk of falling into arrears and becoming homeless, in spite of the safeguards that have been put in place.

The Homelessness Reduction Act 2017, which went live from April 2018, significantly increased the statutory duties on councils to prevent and relieve homelessness.

The Act places a new duty on councils to help prevent homelessness on all families and single people, regardless of priority need, who are eligible for assistance and threatened with homelessness.

There is an emphasis on intervention and acting quickly to provide advice and to take action to prevent homelessness, rather than only intervening at crisis point.

The Act also comes with 'new burdens funding' which Cotswold District Council is using in combination with other time-limited funding from the Ministry of Housing, Communities and Local Government (MHCLG). The Council will be using this funding, and the opportunities arising from the Act, to support the priorities it has identified from the strategy. These are detailed in Appendix 1.



## Appendix I: Aims and objectives

### PRIORITY 1:

#### Prevent homelessness and meet our obligations under the Homelessness Reduction Act 2017

Key action requirement	Timescale	Responsible officer
Review and update all internal processes and procedures to ensure they reflect an 'engage and support' model and that they are HRA compliant.	March 2019	Housing advice
Work with partners, including elected members to ensure all support staff receive necessary training which gives them the skills and knowledge to work with clients to obtain positive outcomes.	March 2019	Housing advice
Identify customer groups who are at high risk of homelessness and develop options to prevent this.	June 2019	Housing advice
Explore need for and develop if required a 'fit for purpose' Rent Deposit Scheme in partnership with Private Letting Officer / Client Support.	November 2018	Private Letting Officer / Client Support
Develop transparent Homeless Prevention Fund criteria / process.	March 2019	Service Manager(s)
Produce up to date policies around Local Connection Referrals.	March 2019	Housing Manager

### PRIORITY 2:

#### Secure accommodation for homeless households

Key action requirement	Timescale	Responsible officer
Young Peoples Services recommissioning project / Joint Housing Steering Group.	Ongoing	Housing Manager
Secure property in Ashcroft Road, Cirencester for emergency accommodation.	December 2018	Service Manager(s) / Private Letting Officer
Develop Private Sector in partnership with Housing Property Manager / Private Letting Officer.	March 2020	Housing Manager / Private Letting Officer
Campaign to landlords / private property owners to raise awareness of private rented sector should they wish to let their property privately as an alternative to housing option for people who are unable to secure home ownership or a social rented home.	June 2019	Private Letting Officer / Internal Communication Team
Reduce number of long term empty properties within the district and therefore increase the availability of much needed accommodation.	June 2019	Private Letting Officer / Revenues Manager / Legal Team.
Improve access to private sector properties by incentivising landlords: explore such things as 'bonds', 'assistant management of tenants' for landlords.	March 2020	Private Lettings Officer / Housing Manager / Legal Team
Source additional emergency accommodation in district.	December 2018	Private Letting Officer / Housing Manager
Work with Housing Associations to provide relevant temporary accommodation in district,	June 2019	Housing Manager

**PRIORITY 3:****Provide support for homeless households**

Key action requirement	Timescale	Responsible officer
Explore accommodation options and support for those entrenched customers who struggle to live independently.	June 2019	Housing Manager / Client Support
Work with landlords to understand the implications of universal credit and develop appropriate strategies to encourage private landlords to accept customers in receipt of universal credit.	June 2019	Private Letting Officer / Client Support
Client Support – ensure collaborative working across partnerships / organisations to support those vulnerable and at risk of eviction.	March 2019	Client Support Lead
Customer Services development to provide first point of contact advice.	Ongoing	Housing / Customer Service Manager
Full evaluation and development of 'self-help' documentation/ leaflets/ signposting.	June 2019	Client Support Lead
Ensure that the domestic abuse contract is properly monitored, providing the necessary support and that it remains VFM.	March 2019	Housing Manager
Develop in-house debt and money advice.	March 2020	Client Support Lead
Duty to Refer project – consistent approach.	October 2018	Housing Manager
Upgrade IT in local authority reception areas.	June 2020	ICT
Develop homelessness pocket guide	June 2020	Housing Manager / Client Support