



Exeter
City Council



Homelessness Strategy

Working better together


Exeter City Council

Teignbridge District Council

2016 to 2021

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1. Introduction



Most people are lucky enough to have never experienced homelessness. But for those who do, it can be a traumatic experience that damages both physical and emotional wellbeing. Not having a decent home adversely affects all areas of your life, from your health, to your achievement at school and your ability to get work.

Since the Homelessness Act 2002 all local housing authorities have been required to conduct a review of their services and develop a Homelessness Strategy. Our previous plans have now come to an end and with a rapidly changing environment in the public sector it is important that we review our current position and set out plans for tackling homelessness in the future.



"We have worked together with Teignbridge Council to develop the Homelessness Strategy in a slightly different way. Listening to the challenges facing homeless people and the services in place to help them has highlighted the importance of prevention whenever possible and acting quickly and collectively to reduce the impact of homelessness for those where we cannot prevent this. There are many organisations in the city who are working really hard to help homeless people. I hope this strategy will help to grow this work further in a truly collaborative way."

As part of the strategy we are committed to bring rough sleeping to an end. Building on work already started, we are determined to help those without a roof over their head to turn their lives around whilst also working to prevent homelessness in the first place

Emma Morse,
Executive Member for Customer Access, Exeter City Council



'Taking part in the homelessness strategy meetings with Exeter City Council has been a real eye-opener. It has highlighted many aspects of homelessness that I had not previously considered, for example, I had not realised that many people are only two pay cheques away from losing their home, or that becoming homeless can happen very quickly as a result of illness, bereavement, job loss, or relationship breakdown.

I hope that this strategy can help people at risk of homelessness more quickly and effectively and will go some way to prevent homelessness by giving support, such as money advice, at an earlier stage.

Cllr Humphrey Clemens
Executive member for Housing & Planning, Teignbridge District Council

2 Overview



‘On any given night, there are still over 2,000 people sleeping rough and up to 40,000 living in hostels and supported accommodation in England. Too many families are still living in temporary accommodation and facing an uncertain future.’

Kris Hopkins MP, Under Secretary of State for DCLG, March 2015

Despite significant efforts and investment, poor housing and homelessness still exist in modern Britain and continue to adversely affect the physical and mental wellbeing of many people, especially vulnerable groups.

The joint Exeter City and Teignbridge District Council Homelessness Strategy 2016 to 2021 sets out how the two councils, and their partners, will work together to tackle homelessness over the next five years. The document outlines our strategic vision in addressing homelessness and sets out the actions we intend to take to help us reach our goals. It contains a review of the main challenges ahead and highlights key areas of positive work that we are currently delivering.

At the end of each theme there is a list of annual projects that have been developed in consultation with partners, members and stakeholders. It demonstrates both councils’ commitment to preventing homelessness and supporting those who find themselves homeless. Plans will be monitored quarterly and reviewed annually to keep abreast of budgets, welfare reform and developing government policy.

To make sure that we have paid due regard to duties under the Equality Act 2010 we have developed an ‘impact assessment’, which looks at how we have considered equal access by mapping any positive, or negative, impacts upon the local community. This document will highlight any additional actions we intend to take to reduce inequality.

2.1 Exeter and Teignbridge

2.1a The local area

Exeter and Teignbridge have similar sized populations, yet they differ in density, landscape and stock profile. Exeter is a densely populated university city and is well serviced with transport links. In contrast, Teignbridge is over ten times the size, with a mix of coastal and rural areas with some larger market towns and smaller villages, where distance makes transport a challenge.

Exeter City retained its housing stock and enjoys national average levels of social housing, whereas Teignbridge has half the national average of social housing and transferred its social stock to Teign Housing in 2005. In both areas the private rented sector outstrips the social stock, with Exeter having almost 5% more private rented property than the national average.

2.1b Tackling homelessness

Whilst there are some differences between Exeter and Teignbridge in the experience of homelessness, the causes and available solutions are the same. By working together we can establish better and more cost effective services and develop clearer, more accessible routes for clients, stakeholders and residents. Where needed we will also be able to offer targeted coverage at a local level, from urban rough sleeping encampments in Exeter, to the more isolated families facing homelessness in a rural setting in Teignbridge’s smaller villages.

The Housing Options Teams in Exeter and Teignbridge have been jointly managed since May 2015. The decision to create a shared vision for homelessness across the area further helps us to

respond more robustly as issues arise, as well as helping us to develop more holistic conversations with partners, service providers and clients who often do not recognise local authority boundaries.

2.1c Working better together

Working in partnership is key to the success of the strategy. We will continue to engage with the larger national organisations to provide context, as well as maintain and develop conversations with the smaller local organisations to develop a more joined up set of values and objectives. The strategy aims to develop these values and goals in recognition of national, regional and local policy and proposes a vision for the benefit of all our residents, stakeholders and partners.

This is a wide-ranging and ambitious strategy that will require both councils to work together and continue to be open to new ways of tackling issues. By working together with partners and stakeholders, we can better tackle homelessness and address some of its root causes, whilst maximising resources and delivering a better service.

This strategy is intended to drive improved quality and coverage and will be of interest to:

1. Residents, stakeholders and clients by setting out our intentions
2. Partners, to help share our vision and improve joined up planning and of future work
3. Service managers, members and staff to enable them to better understand, plan and deliver improvements

2.2 Themes and aims 2016 to 2021

The strategy combines both councils' five year plans to prevent homelessness and improve the experience of those who become homeless locally. It is a call to action to partners and stakeholders to help us deliver, and develop, a more joined-up service to address homelessness in the area.

This strategy looks to deliver our services from a client, or customer, point of view and has been themed to reflect the broad range of work that we do to address homelessness. In this way we hope to break away from a department led approach. Under each theme is a set of strategic aims.



2.2a Themes and aims summary

A place to live

- Increase access to good, safe and affordable accommodation
- End the use of bed and breakfast for families and young people
- Bring rough sleeping to an end

Access to services


- Work together to put customers first
- Offer help at times and places where clients need them most
- Make sure help is accessible for everyone

Health and protection

- Improve the health and wellbeing of homeless people
- Help protect the vulnerable from violence and abuse
- Support people who are released from prison, hospital, or leaving the armed forces

Money matters

- Help people manage household finances when faced with homelessness
- Target investment to reduce homelessness
- Maximise opportunities with partners and provide better value for money

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3 A place to live



'We must make sure that families who experience the downward spiral that leads to homelessness have an adequate safety net. In the long-term, we need an adequate supply of decent, affordable homes to prevent so many families being unable to find somewhere suitable to live.'

Shelter

The supply of suitable, affordable accommodation is central to tackling homelessness, as is having the flexibility to offer a range of sustainable options to meet changing need. Since 2013, we have used the powers under the Localism Act to proactively reduce the link between homelessness and social housing, by helping people into private rented accommodation. This gives households more choice over where they want to live, and can considerably reduce the experience of homelessness.

Many people facing homelessness have a variety of complex needs, which all too often prevent them getting, or maintaining a home. This theme focuses on the provision of housing for homeless people. We believe that it is the councils' role to provide and enable suitable housing products that can effectively dovetail with the support available, further discussed in Theme 3; Health and Protection. By offering flexible solutions and tailoring services and accommodation around the client, we will work to find longer term housing solutions for even the most challenging scenarios.



3.1 Increase access to good, safe and affordable accommodation

There should be life beyond temporary accommodation, the hostel system, or the streets for homeless households, including for the most vulnerable and complex clients. Not all homeless people aspire to, or can maintain secure, long term housing and we recognise that there is a need for a variety of housing options to meet people's need in the short term. If applicable, these options can provide a stepping stone towards a more sustained housing solution.

3.1a Help people stay at home

Often, when we consider the housing options for people facing homelessness there can be an over emphasis on looking for a new property. However, for many, the home in which they already live provides the best housing solution in terms size, cost, and location.

In 2014, the University of Exeter conducted a review of the local housing market by talking to residents. The research found that people were concerned about spiralling into homelessness due to debt and a lack of security in their lives. Failure to intervene when problems develop can quickly lead to crisis and the loss of a home.

Over the last three years
we have prevented
homelessness for 2,507
households.

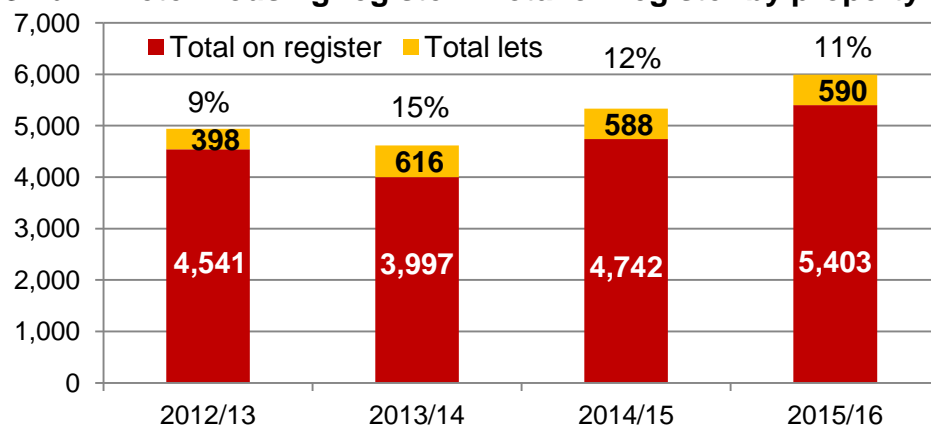
Of these 903 were helped
to stay in their own homes.

(P1e, 2013 to 2016)

The majority of interventions happen in the private rented sector and we have a good track record of preventing homelessness through targeted intervention, such as landlord negotiation, resolving housing benefit concerns, arrears management, tenancy support, money advice and court desk representation. Furthermore, mediation with parents and the wider family is proving increasingly successful in resolving homelessness amongst younger people.

3.1b Social housing

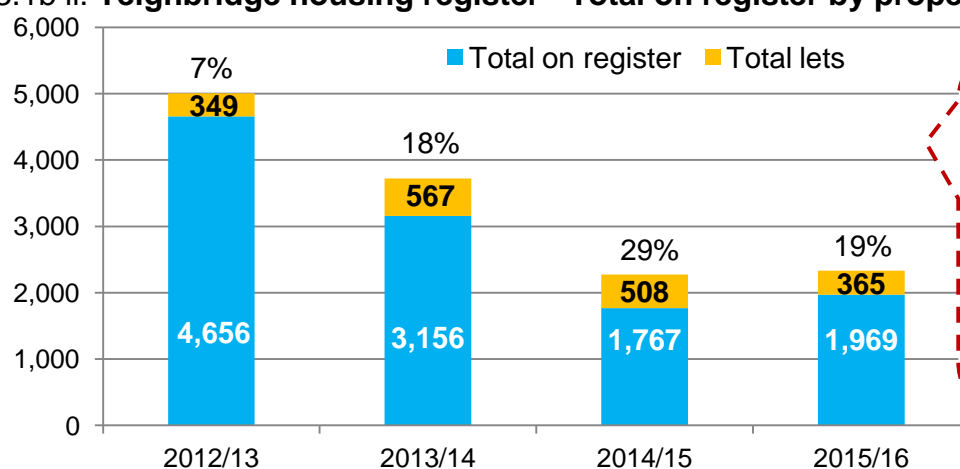
3.1b i. Exeter housing register - Total on register by property let (%)



Average on register	4,671
Average lets pa	548
Average let %	12%

Around 12% of properties are sheltered housing that rarely match the needs of homeless people.

3.1b ii. Teignbridge housing register - Total on register by property let (%)



Average on register	2,887
Average lets pa	447
Average let %	18%

Teignbridge removed band E applicants in 2014/15, which saw a dramatic fall in the total number on the register

Source: www.devonhomechoice.com

The social housing sector is seeing significant pressure from emerging housing policy that will impact landlord income and the ability to build homes in the future. Social housing is also becoming less attractive to applicants, with many registered providers no longer offering social rents and long term security. With this additional pressure, social landlords are beginning to put measures in place to protect their business position, such as requiring rent in advance and more stringent qualifying criteria for properties. These have a detrimental impact on homeless households who often have very limited funds and a poor housing history.

Social housing is unlikely to offer an immediate resolution to homelessness due to high demand in the sector. We have removed the automatic high priority banding for homelessness in an attempt to encourage people to find a housing solution, rather than wait for social housing. The banding remains in place for people with additional needs and for those who served in the armed forces. A prevention of homelessness raised banding is also in place to assist in planned moves rather than homelessness in a crisis.

Between April and December 2015, 111 homeless households were prevented from becoming homeless as a result of accessing social housing, 45 in Exeter and 66 in Teignbridge. This was not solely through a raised banding priority, but also working to directly match households with hard to let properties, as well as giving specialist advice.

3.1c Private rented sector

Availability and affordability in the private rented sector remains challenging.

According to the Valuation Office, the amount of housing benefit, or 'local housing allowance', that helps pay for one, two and three bed, privately rented property is currently between 15% to 25% lower than the average local rent. Households needing four, or more bedrooms face a significant shortfall, with the monthly benefit allowance somewhere between £600 below average rent in Exeter and £230 in Teignbridge.



Rental affordability is also a concern for working households on low wages. Single and two bed properties in Teignbridge are around £480 and £620 pcm respectively and on average is £100 per month more expensive in Exeter. In Teignbridge, to rent a three, or four bed property costs around £760 and £1,000 respectively. In Exeter, rents are more expensive and are somewhere between £260 a month more for a three bed and £470 more for a four bed. According to the Exeter Landlords Guide, letting agents' fees to landlords are generally between 8% and 14% of the rental price and can mean the difference between an affordable and unaffordable rent.

There is pressure in the private rented market, with competition for properties high and confidence in tenants low. In Teignbridge, rural and coastal homes used as holiday lets are key competition to the usual rental stock and increases competition in the market. Whereas in Exeter, the expanding student market has significantly inflated larger family property rental prices, as a higher income and greater security from parental guarantors can be gained through shared student lets. Both areas also have high house purchase to average income ratios, meaning that potential home buyers are occupying private rented properties in the locality.

Welfare reform affecting tenants and changes to financial and legislative regulation of landlords may further hinder engagement between private landlords and the local authority looking to help accommodate homeless households.

3.1d Supported accommodation

Public spending cuts have led to the loss of over 300 units of supported accommodation across the area in the last five years. Furthermore, support and accommodation is commissioned to a market-driven model. This has led to the current availability of accommodation determining the type of support provision rather than interventions being designed to respond to the needs of the local homeless population. Lack of an alternative to the large hostel in Exeter for complex clients with multiple needs often results in rough sleeping when tenancies fail. This is not necessarily a client or service failure as hostel living arrangements are not suitable for everyone. In Teignbridge, the opposite is in place, with adult supported accommodation being solely available in independent units. Location is also a concern with all young peoples provision being based in Newton Abbot with very limited options across the wider district.

Although not the fault of any particular agency, there are currently gaps in support provision as a result of missed strategic links in service design and delivery. Traditional models of accommodation may not be the answer and by working together differently there are opportunities to develop new approaches to the following:

- High support accommodation for entrenched rough sleepers
- Specialist accommodation for victims of domestic abuse
- Female only, or young people's hostel provision
- Shared supported accommodation for adults in Teignbridge
- Provision for clients with substance misuse issues, or physical disabilities

3.1e Shared accommodation

There is a lack of affordable accommodation for homeless people under the age of 35. This group have been affected by reduced benefit entitlements, or are in low paid employment because they are at the start of their careers.

The private rented market does not appear keen to expand to meet the needs of homeless people. It prioritises low risk, young professionals, or students with parental guarantors. Shared accommodation, which is affordable to younger people, is generally unavailable for those with support needs, which can lead to difficulties in attracting suitable tenants. This is a wasted resource and a lost income for landlords.

The social housing sector does not have a track record of providing this type of accommodation unless accompanied with expensive support services for tenants.

3.2 End the use of bed and breakfast accommodation for families and young people

The use of bed and breakfast accommodation often leads to families and young people living in cramped conditions and sharing facilities with adults who may be vulnerable or have significant social problems.

For this reason government guidance for temporary accommodations states that bed and breakfast is not suitable for families or young people under the age of 18 or care leavers. If no alternative accommodation is available Councils can use bed and breakfast, but only in an emergency and for a maximum of six weeks.

3.2a Temporary accommodation

There is a continued demand on temporary accommodation and a reliance on bed and breakfast type accommodation for some households.

There are 96 units of fast access, emergency accommodation in the area, with 81 units in Exeter and 15 in Teignbridge. 14 units are bed and breakfast, offering very limited facilities, which leads to a poor experience for those staying there. According to the government, this accommodation should not be used for families, or people under the age of 18 unless in an emergency and then not for more than six weeks. We currently 'spot purchase' accommodation from private guest houses when our stock is full, or does not meet a client's needs.



We have 6 units of emergency accommodation that is adapted to help disabled clients when discharged from hospital; 4 in Exeter and 2 in Teignbridge. Whilst support is available at these locations we do not provide care packages. This often means joint working with health and social care if clients are unable to look after themselves.

We have 118 properties leased from the private sector, 106 in Exeter and 12 in Teignbridge. These properties offer longer term security to homeless households whilst they look for a more settled home. However, clients have low prospects in accessing social housing and there is no additional support to help them move on, which often leads to longer stays in this expensive accommodation.

3.3 Bring rough sleeping to an end

3.3a Shelter for rough sleepers

There is no direct access hostel accommodation for rough sleepers in the area.

In 2014, Exeter City Council opened a six bedroomed, shared house to accommodate people who had been sleeping rough. The property offers accommodation for rough sleepers who may not immediately fit into current hostel, or supported accommodation provision. Also, in Exeter, additional accommodation has been made available to accommodate up to 8 rough sleepers who have engaged with partner services and want immediate shelter whilst they look for accommodation. This approach was initially 4 chairs as part of the No Second Night Out approach.

This provision was further enhanced in December 2015 when 'Safe Sleep' severe weather provision was piloted with St Petrocks, BCHA and Julian House. This provided an additional 22 spaces of accommodation for rough sleepers. The scheme provided a positive platform for engagement and helped 82 homeless people access accommodation, with 45 moving on to more sustainable options by the end. Due to the success of 'Safe Sleep' an extended emergency offer has been developed with 8 bed spaces being provided at Gabriel House for six months.




Rough sleeping is less of an issue in Teignbridge. However, a small number of people continue to sleep outside. Since 2012, the 'housing options for people excluded' project (HOPE) has been very successful in helping 47 people move into accommodation who were, either rough sleeping, or at risk of rough sleeping.

Most of the people sleeping rough in the area have previously accessed accommodation locally, but have then lost it due to poor behaviour, or rent arrears. This can be seen as a failure on both the part of the individual, as well as in terms of accommodation supply, as the available options do not meet their needs.

However, the provision of more accommodation by itself will not put a stop to people sleeping rough. No one organisation has the solution to ending rough sleeping, it can only happen with the desire of all stakeholders both statutory and voluntary sharing a vision to assist some of the most vulnerable members of our society. This work is being progressed through meaning conversation and service redesign across the local area.

3.4 Actions 2016/17

Project Indicator	Place to live 2016/17	Partner
HP01	Launch a referral service for private landlords to highlight when tenancies are at risk of failing to enable early intervention to save tenancies	Teignbridge Strategic Landlord Group, Exeter Landlord Forum, PATH, private landlords
HP02	Investigate role of a social lettings agency as a tool in accessing private rented accommodation for homeless people and complete an options appraisal to present to the steering group.	Teignbridge Strategic Landlord Group, Exeter Landlord Forum, PATH, Citizens Advice, private landlords
HP03	Increase access to affordable shared accommodation through direct leasing, or landlord support by 10 units across the local area	Teignbridge Strategic Landlord Group, Exeter Landlord Forum, PATH, private landlords, Registered partners
HP04	Develop an options appraisal report with registered partners to provide accommodation options to homeless people	Registered partners
HP05	Provide 4 crash pad units to be used as an alternative to Bed and Breakfast for families by both authorities	Registered partners
HP06	Develop emergency access accommodation options specifically for 16-17 year olds and care leavers	Devon County Council, Young Devon, Community Housing Aid, Supported accommodation providers
HP07	Produce a homelessness housing needs assessment to determine extent of gaps in current provision and report findings to steering group.	All
HP08	Develop a business case for a 'Housing First' model of accommodation for entrenched rough sleepers who refuse to access current provision	Julian House, St Petrocks, BCHA, Devon County Council, Devon and Cornwall Police
HP09	Review the impact of 'Safe Sleep' winter provision and determine whether a night shelter model is a viable option in the local area to provide emergency accommodation.	Julian House, St Petrocks, BCHA, faith based organisations
HP10	2 combined training events for housing options staff in mediation and negotiation skills to help maintain existing accommodation.	
HP11	Number of cases where homelessness is prevented by client remaining in existing home	P1E data

10.2	Statistical data: A place to live	
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4 Access to services



‘Rather than attempting to establish that people are not eligible for assistance, all frontline staff should seek to understand applicants’ circumstances and focus on addressing their housing need.’

‘It is more cost effective to provide meaningful support at first contact with a local authority than to delay any assistance until an individual has developed more complex support needs as a result of their homelessness’

Crisis, Turned Away Report 2014

The challenge for this strategy, under the current financial climate, will be to make sure that people who are threatened with homelessness, or become homeless are not further pushed to the margins of society; unable to access the services that they need to improve their housing and health outcomes.

4.1 Work together to put the customer first

4.1a The customer experience

‘I’ve always dreaded the Council; everyone has always slated them, but my experience was good. It was different to what I expected, I was treated with respect.’

Exeter Client at Trailways, 2014)

The helpful and constructive experience customers receive when they access our services is key to generating positive outcomes.

Customer feedback for the service has been very positive, with 90% of people in Exeter’s temporary accommodation survey (2014) saying that they had had a positive experience. Similarly, in Teignbridge, 95% of customers were satisfied with the advice service that they had received (2015).

The level of demand upon the service is high and there is a challenge to manage waiting times. In Exeter, most clients are seen within 30 minutes and in Teignbridge most are seen within 15 minutes. Appointments are available at both locations to help manage demand.

Due to the nature of some enquiries, visits can take up to two hours, which can make engagement extremely challenging for vulnerable people, with time delays having a ‘knock-on’ effect on those waiting to be seen. Interviews are held at council offices, with the exception of young people, who visit the Youth Enquiry Services based in Exeter and Newton Abbot. The council environment is not always favourable to this type of work and could be better undertaken in locations where homeless people feel more comfortable and better supported. To achieve this we would need a flexible workforce whilst maintaining capacity to maintain a central service, from where we could conduct visits. We understand that some people find it very difficult to ask for help or engage in usual advice pathways. Therefore we are looking to introduce new interviewing techniques and widen access points to support people in accessing available services.

Complaints regarding homeless services are relatively low. This is partly due to the statutory review process which allows challenge to homeless decisions. In between April and December 2015, 15 statutory reviews were submitted; 40% of which saw the original decision overturned, due to new information, changes in circumstances, or an error in the original decision. In Exeter, a

recent Housing Ombudsman investigation found errors in our approach, which we have now reviewed to reduce timescales and improve the quality of advice.

When interacting with people facing homelessness processes often focus on needs and risks rather than the contribution they can make to the community in terms of skills. By including an asset based approach into our customer interactions the customer experience will be improved through better engagement and outcomes through designing housing options around them as individuals.

4.1b Consistency of advice and information

The formation of the Advice Exeter and Advice Teignbridge partnerships has helped to provide a more joined-up advice service. However, funding has now ended and whilst there is a desire to continue the good work, fragmented funding opportunities will test its longevity. The rate of reform in the welfare and housing sector has led to publications and web pages becoming out of date and partner agencies not understanding the impact upon each other.

Without continued engagement between voluntary and statutory services, duplication and confusion may increase, as customers begin to use different routes to access and check advice. The use of a combined referral form for all support and accommodation services across the area has helped maintain a consistent message to people accessing homeless advice. However, we now need to move beyond the homelessness sector and begin to build bridges with wider statutory and voluntary organisations who can help our clients with different aspects of their lives, such as addiction, or managing finances.

Currently, there is no specific homeless forum in place. We need to find an effective way of sharing messages through both strategic and operational channels, which is useful and sustainable for all those involved.

4.1c Reduce duplication

Accessing public services usually involves clients attending several interviews and filling in many forms before they receive service. Ironically, for those with the most complex needs this will happen more often, as they need to access more services.

In addition, when facing homelessness, the sensitivity of some of the information requested by officers makes interviews difficult and often distressing for clients. Currently, clients seeking advice from one council will need to repeat the whole experience if they wish to consider their options elsewhere. The distress is then multiplied when the same information is requested afresh.

This 'service duplication' is particularly common in neighbouring areas, such as Exeter and Teignbridge, where residents of one local authority may work in another and are happy to consider a wider geographical location when looking for a home. This duplication has 'time cost' for both the client and the council, when the same issues are addressed twice.

The use of a combined need and risk assessment for homeless people has helped to reduce some duplication and create a common understanding across support providers. There are, however, limits on how information can be shared and this can lead to delay and duplication.

There is a delicate balance needed, as the desire to reduce duplication should not compromise choice, or data protection. The voluntary sector provides a variety of services that benefit homeless people in the form of advice, support and advocacy; the challenge is to find a collaborative way of working where being signposted to another service should not mean starting again.

4.2 Offer services at times and places where clients need them most

Many services are designed around the provider's needs and location, rather than from the perspective of clients needing to use the service. By focusing on giving clear, timely information, in places where customers expect to find it, we can expect better outcomes for our clients, who will find services more responsive to their needs.

It should be noted however, that some of the most vulnerable people in society find engagement with council services a challenge. There are often conditions surrounding the help and support offered, which can prove too restrictive, or challenging for those struggling on the edge of society. For example, the Assertive Homeless Outreach Service has highlighted that in April 2016 there were 9 rough sleepers who had been out for more than 6 months of which 4 were not interested in accessing any accommodation or support. Whilst this number is low and highlights the transient nature of homeless peoples pathway in which they often come in and out of accommodation due to an inability to maintain engagement with support or service expectations.

4.2a The 'hidden homeless'

People who do not qualify for local authority housing assistance are not counted by any national statistic beyond rough sleeping. This group of people living outside of statutory provision are known as the 'hidden homeless'.

When discussing homelessness, it is often the images of rough sleeping that come to mind and dominate discussion. However, whilst rough sleeping is an issue in the local area, specifically in Exeter, the rough sleeping population equates to between 1% and 4% of the number of people to whom we provide homelessness services.

We have no way of knowing the true extent of people sofa surfing, temporarily staying with friends and family, or those remaining in unhealthy relationships due to a lack of alternative accommodation.

Services need to be visible enough for local people to know that help is available and tailored to allow self-help and early advice intervention to avoid crisis and homelessness. Services need to proactively shift to preventing homelessness, rather than focus on crisis management and providing outcomes for people who are imminently homeless.

4.3 Make sure help is accessible for everyone

4.3a Increasing levels of complexity

Homeless people often have a range of complex needs that makes engagement with the very agencies designed to help them difficult. Issues, such as a lack of accommodation, poor budgeting skills, addiction, poor mental health, trauma, limited social skills and 'anti-social behaviour' mean that some individuals get caught in a cycle of chronic exclusion, unable to get the support they need to cope with basics of everyday life.

The people approaching housing options services for help have an increasing level of need beyond that of needing accommodation. Issues are more often compounded by a high prevalence of mental and physical health problems, as well as substance misuse, and offending issues, which makes assessment and resolution more complicated. It is essential that these needs are addressed and that clients are supported to manage and sustain a tenancy.

Resolution can only be achieved by employing a well-skilled and knowledgeable workforce who is regularly trained, to not only address prevention and crisis, but who also understand emerging

policy and are prepared to embrace innovative solutions. This requires careful budgeting to make sure we balance proactive prevention against service demands and target resources appropriately.

4.3b Accessibility of services

A wide variety of people are at risk of homelessness and it is important that our services are accessible to everyone who needs them.

Increasingly, diverse communities bring new challenges and opportunities in terms of service design and delivery. This has been seen through the housing options work completed with our traveller community at Haldon Forest when their encampment faced closure and when we promote our services at diversity events in Exeter.

With increasing demand on translation services, specifically in Exeter, and complexity in the rules around eligibility of services for foreign nationals and people returning from abroad, it is more important than ever to engage with wider agencies to give our services greater reach to those that need them.

The most meaningful interaction with homeless people happens face to face and is the most successful way in building rapport, understanding and trust, which is particularly important for clients in need of reassurance.

Telephone advice is available for wider advice issues, but it is not as successful in resolving acute housing need and is only available during the office hours. During an emergency, local authorities are required to provide accommodation to qualifying applicants. If outside the usual office hours, clients can get help via an 'out of hours' telephone service, but this can create difficulties in understanding client support needs and undertaking tasks, such as risk assessments.

Online information is available via the local authority websites. Whilst not suitable for statutory assessments, online self help guides and factsheets can empower people to remedy their own situation and take action to remove the risk of homelessness.

In 2014/15 Teignbridge undertook a review of its web pages, taking a more customer focussed approach. By simplifying the format and only publishing high demand information, which was relevant to clients, we saw a 53% increase in web traffic, compared with the previous 12 months. 10% of web hits were from mobile devices. A review of the Exeter webpages have also improved the quality and clarity of information available.




A clear message was from the public consultation around the Homelessness Strategy was the lack of awareness about all of the different agencies involved, the housing options available and the role of the local authority in combating homelessness. Regular information events, clear information on the website and the use of social media to promote the service were suggested.

4.4 Actions

Access to Services actions for the Councils and partners to complete in 2016/17

Project Indicator	Access to services 2016/17	Partner
HA01	Develop promotions material to distribute to agencies, such as letting agents and hospitals, with outline of services on offer and key contact information.	All
HA02	Produce self help guides for clients to help with basic advice needs and facilitate searches for accommodation.	Citizens Advice
HA03	Produce a cross boundary directory of housing and support resources in the Exeter and Teignbridge area	All
HA04	Pilot the completion of housing assessments in locations outside of the council offices where clients are more likely to engage.	St Petrocks, Citizens Advice, Job Centres, Health and Well Being Hub, Voluntary Sector
HA05	Develop staff specialism to provide links with key partner agencies, to attend operational meetings and provide referral contacts	
HA06	Develop data sharing agreements with partners agencies where appropriate	All
HA07	Complete 2 customer satisfaction exercises a year and review service provision as appropriate - for example mystery shopping, surveys, focus groups.	
HA08	Set up 2 annual events for front line staff to network and build relationships across statutory and voluntary organisations	All
HA09	Hold 2 training events for housing staff in motivational interviewing skills to provide positive advice that engages clients to take an active role to resolve their housing difficulties.	

10.3	Access to services	
10.3a	Homelessness acceptances by age, Exeter	50
10.3b	Homelessness acceptances by age, Teignbridge	50
10.3c	Homelessness acceptances by ethnicity, Exeter and Teignbridge	50



5 Health and protection



‘ Poor health is widespread amongst homeless people. Our latest research showed that 73% suffered from a physical health problem and 80% a mental health problem.’

[Homeless Link](#)

‘Most people would agree that having a home that is both safe and affordable is extremely important for your general health. If you have poor housing, or are homeless, it could increase your chances of developing a mental health problem, or could make an existing one harder to manage.’

[Mind](#)

The council's role in combating homelessness goes beyond the provision of bricks and mortar. It is important to consider the wider situation surrounding the person who becomes homeless, so that we can work with clients to find the right solution.

Homelessness services are not alone in experiencing pressures on budgets. The current climate has seen cuts across the public sector, despite increasing levels of demand. This presents an opportunity to work collaboratively with each other and improve the way front line services are delivered.

According to a report by the charity Crisis, homeless people can expect their lives to be about 30 years shorter than the average in the United Kingdom, with a likelihood of dying at around 47 years of age. They were also nine times more likely to commit suicide than the general public, and twice as likely to die of infections. (Sheffield University).



5.1 Improve health and well being of homeless people

Keeping safe and well are key components to an individual's welfare and when these become unbalanced, the ability to engage in everyday life is reduced. Services need to be designed to consider such circumstances and include an element of tolerance to manage clients with wider needs.

5.1a Health needs

Making sure that homeless people can access health services is vital to their recovery. A health needs audit was completed in Exeter in October 2015, which looked at the health experiences of current rough sleepers and those in supported accommodation. The initial findings are stark.

Substance misuse features highly as a support need for homeless people, with 76% of rough sleepers in Exeter reporting that they had used 'legal highs', also known as 'new psychoactive substances' (NPS). This has led to increasingly high risk situations in which accommodation and support providers struggle to safely manage services, resulting in evictions and exclusions.

The health needs of homeless people are varied with the physical and mental strain of not having a secure home making many conditions worse. The Homeless Health Needs Audit in Exeter in 2015 found that 70% of the rough sleeping population had some form of mental health problems. The data suggests the situation is getting worse when comparing the information from 2010 to 2015 and consistently higher than national comparisons.

The Homeless Health Needs Audit in Exeter in 2015

Condition	Percentage of cohort		
	Exeter 2015 D = Diagnosed R= Reported	Exeter 2010 D = Diagnosed R= Reported	National D = Diagnosed R= Reported
Depression	70.86 D	54.14 D	34
Anxiety disorder or phobia	55.63 D	66.92 R	No data
Psychosis: Schizophrenia	20.8 D	9.78 D	6 D
Bipolar		4.41 D	5 D
Personality Disorder	13.24 D	7.52 D	7 D
PTSD	19.21 D	5.26 D	7 D
Dual Diagnosis	27.15 D	20.30 D	13 D

Homeless Housing Health Audit 2015

The use of acute medical services is very high with many conditions not being treated until they become an emergency.

- 46% of respondents had been to A&E in the previous 12 months, this amounts to 70 people: 31 people had attended once, 21 people had attended twice; 6 people had attended 3 times and 12 people had attended more than 3 times
- 35% of respondents reported that they had used an ambulance in the past 12 months, which amounts to 54 people: 32 people had used an ambulance once, 12 people had used an ambulance twice; 2 people had used an ambulance 3 times and 8 people had used an ambulance more than three times
- 33% of the sample had been admitted to hospital in the past 12 months, this amounted to 51 people: 32 people had been admitted once; 12 people had been admitted twice; 2 people had been admitted 3 times and 5 people had been admitted more than 3 times

There is currently no joint strategic plan to support people with multiple needs. These people often experience several problems at the same time, such as mental illness, homelessness, drug and alcohol misuse, offending and family breakdown. Services are commissioned separately with assumptions upon each other, which do not always fit together well. The Integrated Care Exeter (ICE) programme is addressing homelessness as a driver for change and initial indications are promising. Any learning can be shared with partners in Teignbridge, as appropriate.

'I'm glad the Council is doing something. When I was younger there were hostels people could go. The more we see it, the more that you accept it, but we mustn't with regards to homelessness.'

Exeter public drop-in event, 24 March 2016

5.1b Armed forces personnel

According to the British Legion, the profile and experiences of homeless veterans are largely the same as those of the wider homelessness population, although there are some notable differences. Homeless veterans have been found on average to be older, have slept rough for longer, be less likely to use drugs and more likely to have alcohol-related problems. In Exeter we know that 10 people who are homeless, or vulnerably housed, have a military background. Post traumatic stress disorder (PTSD) has been found among a small number of homeless veterans although other non-military related mental health problems were more common.



There is little evidence to support the notion that military life, or institutionalisation, is a cause of veterans' homelessness. However, there is some evidence that, for a minority, military life, through factors such as trauma of combat, mobility of the job, or the drinking culture, had reduced their ability to cope post-service. We are working closely with The Transitions Service run by St Loyes to ensure that any ex services members who approach our service are signposted for support through Transitions and that we work together to ensure that ex-service members experience a seamless service.

5.1c High levels of rough sleeping

5.1b i Rough sleeping figures 2010 to 2015

Area	2010	2011	2012	2013	2014	2015
Exeter	21	29	30	23	34	27
Teignbridge	3	8	4	0	4	1
Devon	72	102	81	60	98	113
National	1,768	2,181	2,309	2,414	2,744	3,569

Source: [DCLG](#) and Housing Services

Rough sleeping numbers have been relatively high over the last few years, with the exception of Teignbridge in 2013, where all homeless people were found accommodation. Both Exeter and Teignbridge saw reductions in 2013 due to the 'No Second Night Out' initiative and 'Homeless Transition Fund'. Unfortunately, these were schemes funded over a short time and we only saw temporary benefits. Further initiatives have been launched to reduce numbers though the 'Making Every Adult Matter' and 'Safe Sleep' programmes. However, most effort has been focussed towards managing rough sleeping, rather than resolving its root cause. The snapshot figures are only an indication of the numbers on a specific night, which means the rough sleeping population is likely to be greater than the national figure.

The number of people sleeping on the streets is not purely a reflection of a lack of accommodation. During the 2014 rough sleeping count, there were 11 individuals, 10 in Exeter and 1 in Teignbridge, who did not want to be accommodated, or engage with any support services. For others, barriers to accommodation are due to significant risks relating to their behaviour, especially under the influence of alcohol, drugs or 'legal highs'.

Exeter is perceived by some as an easy place to sleep rough, with a readily available source of food, blankets and money from soup kitchens and concerned members of the public who are very generous to beggars, who may, or may not be sleeping out.

There is a wide network of voluntary agencies that can help rough sleepers to access services to keep them safe and warm, yet without a joined up approach, there is no consistent message to the rough sleeping population, or those making charitable offers, which could encourage rough sleeping and make it a sustainable option in the area.

Rough sleeping is damaging for the individual and detrimental to the communities in which they live. There are links with anti social behaviour in terms of trespass, leaving bedding and belongings in public areas, such as doorways, or car parks, which often include needles and drug related paraphernalia. This form of anti-social behaviour is of great concern to local businesses and communities.

Local authorities have enforcement powers that they can use to combat this behaviour, which are used when support options have failed to address the issue. Enforcement will be used when necessary and whilst we do not wish to criminalise vulnerable people with limited options available to them, but we do need to challenge the current position where rough sleeping is accepted in the area.

5.2 Help protect the vulnerable from violence and abuse

5.2a Youth homelessness

In 2015/16, 106 16 & 17 year olds approached our services because they were threatened with homelessness. In addition, 58 young people leaving care in the locality had difficulties with housing, or became homeless. Facing homelessness at a young age can be very detrimental to people's wellbeing and life prospects. This makes positive intervention by housing and health services all the more important.



Homeless prevention rates are high with around a third of young people successfully mediated back to the family and another third helped into alternative accommodation. However, this leaves a final third who become homeless and who need specialist intervention. The legislation regarding young people who become homeless is slightly different, as the Children's Act 1989 takes precedent in the assessment for those under the age of 18. Young people are supported through the assessment process and where necessary are taken into care.

Despite positive work to resolve youth homelessness, young people have been found sleeping rough by outreach services, despite repeated offers of accommodation. Housing options teams and specialist youth advice workers do engage with social services and the police to reduce this happening and have been attending the relevant 'safeguarding' meetings. These aim to tackle youth homelessness and its associated negative impacts, such as sexual exploitation and drug addiction.

Following the 2015 Ofsted inspection of Devon County Council, we are committed to working with partners to improve the housing outcomes of this vulnerable group. Relevant protocols are being developed to further strengthen pathways and joint working arrangements to assist young people facing homelessness and leaving local authority care when moving towards independent living.

5.2b Domestic violence

In 2014/15, there have been two, high profile, domestic violence murders in, or connected to, the local area.

Nearly two thirds of clients (64%) using domestic abuse services have told us that they have attempted to leave their home. However, the need to flee a situation is not always needed, is unsuitable for many and can lead to poor outcomes. Moving victims away from family and support networks can be isolating and can cause further difficulties. The responsibility falls to the victim to deal with the administrative task of changing address details for council tax, utility bills and insurance documents, but can also be particularly challenging where children are involved, for example, re-registering at doctors' surgeries, dentists and relocating schools.

There are limited specialist accommodation options in the area such as a refuge, however local alternative options have been developed including 3 properties with security measures and support being available as well as agreement to work across the Devon area to ensure access to safe accommodation if clients need to leave.

When a relationship breaks down due to domestic violence the perpetrator of abuse is unlikely to be re-housed by the council. However, this approach fails to consider the family as a whole and may put the victim/s at greater risk. The homelessness legislation is very focussed on the victim, but interventions are less effective when the perpetrators are forgotten, as there is continued pressure from the perpetrator to return home, which can lead to unrealistic reconciliation and continued abuse.

Alternative options are available via a local 'Sanctuary Scheme', which funds additional security measures to the homes of victims to prevent unwanted access. However, funding is only available to high risk cases after a referral from the police, which means low risk cases, where a simple security measure would resolve risk, would not be eligible for help.

5.3 Support people released from prison and hospital

Information from the Health Needs Audit in Exeter from October 2015 highlighted high levels of pathway failure resulting in homelessness. The table below highlights their experiences as they

Do you have any of the following backgrounds?	Yes	No	No Answer
Spent time in prison	60	86	5
Spent time in a secure unit or young offender institution	15	131	5
Spent time in local authority care	34	112	5
Spent time in the armed forces	10	136	5
Admitted to hospital because of a mental health issue	39	107	5
Been a victim of domestic violence	28	118	5
None of these backgrounds	31	115	5

Source: Exeter Health Needs Audit 2015

The experience of homeless people in Teignbridge mirrors the findings of the Exeter audit with many clients having repeated experience of pathways.

5.3a Community rehabilitation for offenders

'Transforming Rehabilitation' is the name given to the government reform that changed the way in which offenders are managed through the outsourcing of a large proportion of the probation service in England and Wales.

Thirty five individual probation trusts were combined into a single National Probation Service, which is now responsible for the management of high-risk offenders. In addition, twenty one community rehabilitation companies (CRCs) were formed and made responsible for the management of low to medium risk offenders.

Devon, Dorset and Cornwall are grouped together as one community rehabilitation company (CLC), which is managed by Working Links. This change has also coincided with greater supervision responsibilities for offenders, who now need 12 months of supervision if they have spent at least one day in custody.

The community rehabilitation service (CRC) covers a wide area and there is a potential risk that a 'one size fits all' approach may be put in place where offenders receive guidance in relation to their local accommodation need. However, Working Links is a key partner in the CoLab in Exeter and is keen to take a similar approach in Teignbridge. This will ensure delivery on the front line is connected with local services. Whilst local operational work is improving there is a current disconnect on a strategic and commissioning level. This is an areas for development moving forward.

5.3b Leaving institutions

In the local area there are two large hospitals in Exeter and Torbay. The management arrangements for each are different, which can lead to a complicated and potentially confusing platform for joint working and client exit protocols. Similarly, the local area contains two prisons; HMP Exeter and HMP Channings Wood, both facilitate the release of all prisoners with a local connection to the South West.

In 2015/16, there were 89 emergency homeless presentations; 40 from hospital and 49 from prison. There is pressure for space in both, and releases are often made at short notice involving clients with complicated needs. The early identification of housing need is vital in helping people leave the institution and find settled accommodation, yet opportunities are often missed, with attention focused on the client's immediate health, or detention needs. This leaves little scope for prevention activity.

Health services and the criminal justice system have seen significant change that has left protocols out of date. Offender advice services and hospital discharge projects are in place, but lack security in longer term funding.

How would you resolve homelessness?


'With a strategy to help people right at the start before situation escalates. Young people leaving care, prisoners coming out of prison, people discharged from hospitals.'

Exeter public drop-in event, 24 March 2016

5.4 Actions

Health and Protection actions for the Councils and partners to complete in 2016/17.

Project Indicator	Health and protection 2016/17	Partner
HH01	Champion housing options inclusion in multi-agency hubs to provide holistic services to vulnerable people.	Young Devon, Dorset, Devon and Cornwall Criminal Rehabilitation Company, Job Centre Plus, Voluntary Sector
HH02	Extend provision of security measures (Sanctuary Scheme) for all clients at risk of domestic violence.	Devon County Council, Devon Domestic Abuse Service, SAFE, Devon and Cornwall Housing Options Partnership
HH03	Develop housing pathways for: hospital discharge, prison release, youth homelessness, and veterans in housing need	NHS, CCGs, Working Links, Devon County Council, SSAFA and Royal British Legion, St Loyes
HH04	Implement recommendations from Integrated Care Exeter (ICE) programme to develop a health and wellbeing team for homeless people in Exeter.	ICE partnership
HH05	Evaluate the progress of individuals within the Making Every Adult Matter (MEAM) programme and use learning to influence service design.	MEAM partnership
HH06	Develop closer links with voluntary and community agencies, such as soup kitchens, food banks, and minority groups and faith based organisations to promote consistency in tackling homelessness.	Voluntary Sector
HH07	Deliver 2 specialist safeguarding training events to housing staff to improve understanding and interaction with social care.	Devon County Council

10.4	Statistical data: Health and protection	
10.4a	Rough sleeping figures 2010 to 2015	51
10.4b	Youth homelessness; presentations, 2014/15	51
10.4c	Youth homelessness; outcome of intervention, 2014/15	51
10.4d	Households accepted as homeless who experienced domestic violence (%)	52

6 Money matters



Homelessness is expensive, not just to the individual, or household experiencing it, but also to the community and the taxpayer. It has been estimated that on average each homeless person costs the public purse £26,000 per year and the overall costs of homelessness in the UK exceeds £1 billion per year.

Homeless Link, 2013

Homelessness and welfare reform are closely linked. Any change to the method of payment, or the amount of benefit paid, threatens to unbalance household budgets and increases the risk of arrears in rent, or mortgage payments. The level of welfare reform introduced by the previous government, and extended by the current one, threatens to significantly increase demand upon homelessness services and move more accommodation options out of the financial reach of people on a relatively low income.

These reforms also directly impact upon the provision of accommodation services to the homeless. The funding arrangements for temporary and supported accommodation are to be changed and reduced. This will put further pressure on council budgets within which there is already a deficit between the cost of the provision of accommodation and the amount available through housing benefit payments.



6.1 Help people better manage household finances when faced with homelessness

The following sections highlight the financial challenges we face, for both service provision and that faced by homeless people in the current climate of austerity.

6.1a Mitigating the effects of welfare reform

The benefit cap, which sets a limit on the total amount of benefits that most working-age people can claim, was reduced in the Budget of July 2015. It will see the cap lowered to £20,000 in the locality area. This will bring significant difficulties to large families in private rented accommodation, as well as those in temporary, or supported accommodation where rents are high.

Universal Credit will see multiple benefits, including Housing Benefit, rolled into one monthly payment. This brings concern to the homelessness sector, as evidence shows that households already struggle to budget within weekly, or fortnightly cycles. Whilst safeguards are promised for the most vulnerable claimants, there is a significant risk that homelessness will rise, through both the loss of landlord confidence and the inappropriate use of funds for items other than rent.

Benefit sanctions have been introduced in circumstances where people do not comply with an agreement they make at the job centre. When a person receives a benefit sanction, their benefits will be restricted for a set time period. There is a danger that sanctions may increase the incidence and amount of arrears, potentially leading to more evictions.

Further reforms have been outlined in the 2015 Budget, but we have yet to see the detail of their implementation. The removal of automatic housing benefit for 18 to 21 year olds and restricted levels of those aged under 35 will impact younger people already struggling to enter the housing market due to affordability. It is anticipated that there will be exceptions for care leavers and for those where the family home is unsafe.

Any welfare developments will be mapped in terms of impact and will be discussed with partners as part of wider strategic conversations.

6.1b Discretionary funds to help those faced with homelessness

There are funds available for services to use towards individual client needs where homelessness can be prevented:

- **Discretionary Housing Payments** (Housing Benefit led) - combined budget £344,225
- **Spend to Save** (Exeter) - £30,000,
- **Homeless Prevention Fund** (Teignbridge) - £10,000,
- **Individual budgets for rough sleepers** - £10,000,
- **Sanctuary scheme security measures** (Housing options & Police) - £12,500
- **Benevolent funds** (various options and grants available),
- **Varied deposit bonds schemes**
- **Section 17 monies** (Devon Social care)

Source: Exeter and Teignbridge Housing Benefits; 2014/15

There is variation in the way that discretionary funds are used with the different options available. This can lead to confusion and duplication within the advice sector in relation to how and from whom to access assistance.

Local Welfare Support has been available for the past three years to help households in emergency need and to help them to resettle into the local housing market. Local arrangements for this fund came to an end in March 2016, after which clients will be reliant on help from food banks and voluntary donations, which will no doubt result in hardship in terms of fuel poverty and limited access to goods to set up a new home.

In addition to the use of discretionary funds, ethical financial services, such as credit unions, will be promoted to enable local people to take control of their finances when facing a sudden need. We have already built close working relationships with local providers through the deposit saving scheme offered through Plymouth Access to Housing (PATH). The scheme enables new tenants in private rented accommodation save for a deposit once they are already in their property to provide cover once a deposit guarantee ends.

How would you resolve homelessness?

'For me, life on the street is not my main issue. I need to work then we can talk about housing. People like me are reliable in terms of turning up for work.'

Exeter public drop-in event, 24 March 2016

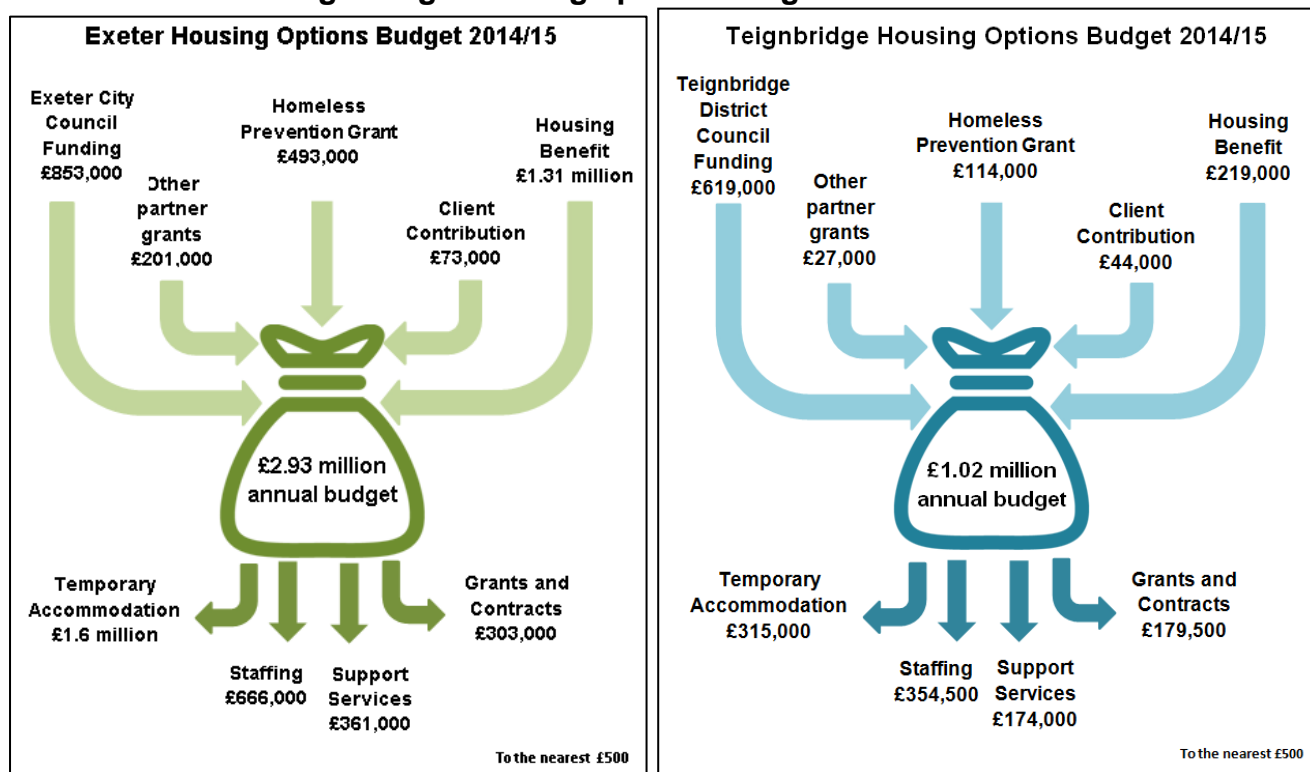
6.2 Target investment to reduce homelessness

6.2a The cost of homelessness

National reports regarding the cost of homelessness show very high figures that may be dismissed as a London biased figure. Currently, there is no benchmark data available to accurately determine costs in the local area. This data is currently being developed through joint work with Devon County Council's 'early help' programme and through tracking clients engaged in the 'Making Every Adult Matters' (MEAM) pilot.

The cost of homelessness is a cost beyond housing budgets alone, as it impacts upon health, social care and police spending. There is a developing conversation about shared costs and savings through the Integrated Care Exeter (ICE) partnership in Exeter. A spend to save approach is challenging, as savings may not be realised by the service and budgets are extremely tight.

6.2a i. Exeter and Teignbridge housing options budgets 2014/15



'Payment by Results' and 'Social Investment' are being promoted by government as a future funding model, but these require a different approach to how services are commissioned and are relatively new for smaller contracts in Devon. Costing data and an approach to collaborative service delivery will be key to attract this type of external funding in the future.

6.2b Reducing public sector budgets and 'spend to save'

Since 2010, there have been a series of budget reductions to public services, specifically local government. The Local Government Association estimates that central funding for Councils has shrunk by 40% overall since 2010. This has meant a substantial reduction in the settlement to both Exeter and Teignbridge local authorities, where both front line and 'back office' services have needed to find savings.

So far, savings identified have included the implementation of a shared management structure across Exeter and Teignbridge, the loss of staff, reduced funding for homeless prevention schemes and a reduction in the use of temporary accommodation.

The statutory duty to provide temporary accommodation for qualifying applicants is absolute and is costly. There is a risk that a further reduction in spend on prevention services will cost the local authority more in the long run by reactively managing homelessness.

Had the service failed to prevent homelessness in the six months between April 2015 and September 2015 there would have been an additional cost of providing temporary accommodation. The balance between spending money on preventing homelessness and spending to reactively manage homelessness is difficult, with a delayed impact between increasing one and decreasing the other. The average cost of accommodating household with average stays in accommodation ranges from £3,500 for a single applicant and £9,100 for a family, whereas a household with complex needs could be 3 or 4 times more. Whilst some of this is covered by Housing Benefit this remains a significant cost for the Council, and one where the re-profiling of expenditure could provide more positive outcomes for less money.

There is also the risk that wider influences, such as welfare reform, will increase future demand and therefore present a difficult costing argument with what the service would have cost rather than actual savings.

The current levels of funding only cover the reactive cost of management and our response to emergency accommodation, rather than resolving homelessness. In order to actively address the root causes of homelessness, investment needs to be channelled towards prevention and recovery activity. Whilst new funding streams will be pursued, the re-profiling of expenditure from temporary accommodation to homelessness prevention could shift attention to more positive longer term outcomes. This 'spend to save' approach may need some initial financial input.

6.2c Temporary accommodation budget pressures

£1.92 million was spent on temporary accommodation provision in 2014/15, with £1.6 million spent in Exeter and £315,000 in Teignbridge.

Residents in temporary accommodation currently pay towards their stay, with charges covering utility costs and meals where applicable. However, despite this there is still a significant gap with the net cost to the council between rental income and the price paid for the accommodation.

Details regarding the changes to funding arrangements for temporary accommodation remain unclear. Current indications suggest that there will be a reduction in benefit levels available, that payments will be made to households, rather than the council and an additional discretionary scheme put in place to help cover any new deficit in income.

There are opportunities to convert capital investment into revenue savings through investing in temporary accommodation. Currently, we have three examples of local authority hostel accommodation in Exeter and in Newton Abbot. This model manages to offer accommodation within client and benefit income levels, giving better value for money. However, this does require capital investment to purchase, or build. This model of accommodation presents a positive option for the future, but lacks security until the temporary accommodation funding reform is finalised.



When managing temporary accommodation, it is important that rooms are occupied and rent is paid. There is a delicate balance between maintaining room availability, the support for clients and the recovery of debt should things go wrong.

6.3 Maximise opportunities with partners and provide better value for money

6.3a Value for money in commissioning services

It is vital that we get value for money from the services we commission. By moving from grant-based funding to contracts that are driven by specification, we can enable both local authorities to measure value and outcomes. However, we must include partners in developing specifications to encourage innovation and joined up learning.

Opportunities to jointly commission services have taken place between Exeter and Teignbridge, as well as with East Devon and Torbay, but with different arrangements. Youth homeless prevention workers are also joint-funded through grant agreements with Devon County Council.

Across the sector, there is a growing interest in statutory agencies working together to fund and deliver services. This will be explored through the Integrated Care Exeter (ICE) programme, with learning passed on to Teignbridge.

6.3b Local authority homelessness contracts

Services in Exeter and Teignbridge are similar in design; however, funding and contract arrangements can differ. The separate contracts across the authorities have led to duplication of monitoring, accounting and contract management. The opportunity to combine contracts will allow for further efficiency, better outcomes and increased service development.

We remain open to collaborative contracting with partners to provide more a joined up homelessness service across the area, to the benefit of clients and the wider public.

Service provided	Provider	Exeter	Teignbridge
Rough sleeper outreach*	Julian House	Joint Contract	
Access into private rented accommodation	PATH	✓	✓
Youth homeless prevention	Young Devon	Joint Contract	
Additional floating support	Sanctuary	✗	✓
Domestic violence security measures	Various	✓	✓
Prison advice service*	St Petrocks	✓	✗
Court desk**	Citizen's Advice	✓	✗

*Jointly commissioned with Torbay

** Jointly commissioned with East Devon


'We welcome a greater emphasis on prevention. Support for crisis intervention must remain, but it is costly. More spending on preventative work, over time, must be the way forward.'

Online consultation, March 2016

3.5 Actions

Money Matters actions for the Councils and partners to complete in 2016/17.

Project Indicator	Money matters 2016/17	Partner
HM01	Investigate funding sources to develop money advice and budgeting services for homeless clients.	Citizens Advice, Homemaker, Voluntary Sector, Job Centre Plus, DWP, credit unions
HM02	Map current contracts relating to homelessness and their funding sources to define overlap and potential opportunities for combined commissioning	Devon County Council, Devon Partnership Plus, NHS, CCG's Probation, CRC
HM03	Drive out duplication in referral and assessment processes through adoption of common forms and risk assessment.	Voluntary Sector, Devon County Council, Probation, Mental Health, RISE
HM04	Review viability of the current models of temporary accommodation and complete an options appraisal to outline proposed mitigations	
HM05	Explore ways of delivering services differently to improve value for money, including integrated services with partners	All
HM06	Increase awareness of welfare reforms with clients through the development of literature and self help guides to improve financial planning in setting up their new homes.	Citizens Advice, Homemaker, Voluntary Sector, Job Centre, DWP
HM07	Review use of council discretionary funds and agree common processes to reduce duplication and provide clarity to clients and advisers.	
HM08	Develop a cost calculator for homelessness services to effectively measure the impact of interventions and increase readiness to new public finance initiatives.	

10.5	Statistical data: Money matters	
10.5a	Number of clients who attended money advice appointments 2013 to 2015	52
10.5b	Estimated net expenditure - homelessness x £1,000s	52
10.5c	Homelessness spend - £ per head of population	53
10.5d	Revenue expenditure, housing services - £ per head	53
10.5e	Reason for discretionary housing payment 2014/15	54

7 Ownership and governance



Homelessness was identified as a high priority topic at Exeter's Annual Scrutiny Work Programme Meeting that took place in July 2015. It was decided to use the development of a task and finish group to join together members from both councils to look at the key challenges impacting homelessness across the area. It is proposed that this group continue as a Homelessness Steering Group with 2 meetings a year.

The delivery of the actions set out in this strategy will rely upon the resources of the Council and its partners. To maximise these resources it will be important to work together, to share expertise and good practice, identify and meet gaps in provision, avoid duplication and to joint fund and combine bids to continue to help tackle homelessness in the area.

The strategy proposes that we establish an annual homelessness event to bring together partners, members and staff into a single, integrated conversation to monitor funding and projects to deliver the aims of the strategy.

7.1 Responsibility

By appointing elected members and service leads to the group it is believed that a simple and streamlined governance arrangement will be in place to best serve the people of Exeter and Teignbridge. This arrangement should ensure that there is consistency of service across both local authorities making key decisions about how we differentiate between issues that are unique to each area, for example rural and urban issues.

External guests will also be welcomed to the meetings and will be expanded to include representatives from key organisations working to tackle homelessness.

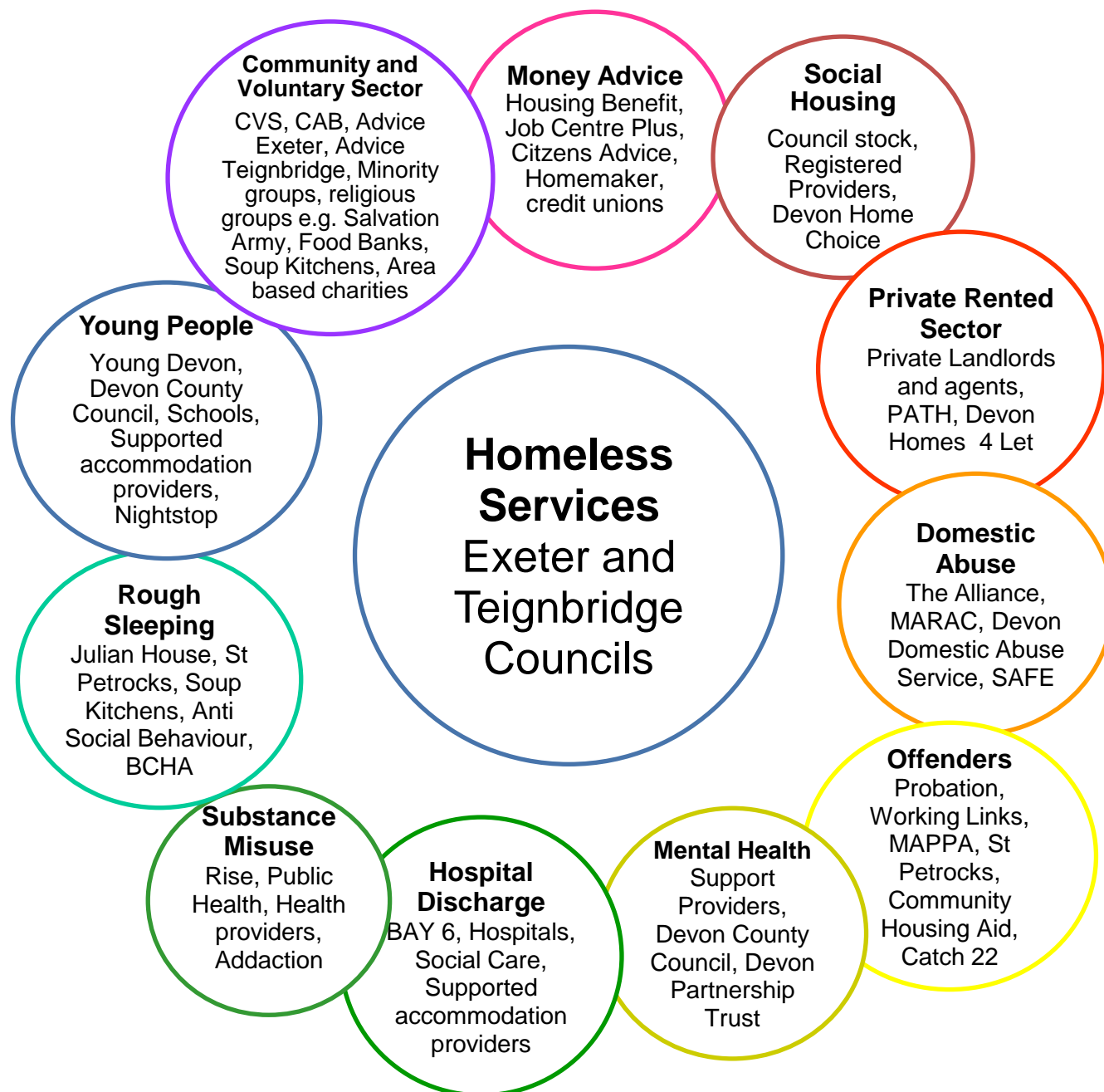
7.1a Members

The initial working group was made up of the following members. The membership of the future review group will be reviewed once the strategy is in place.

Member	Responsibility	Council
Cllr Brodie		Teignbridge
Cllr Bull		Exeter
Cllr Bullivant		Teignbridge
Cllr Clemens	Executive member for Housing and Planning	Teignbridge
Cllr Ford		Teignbridge
Cllr Harvey	Chair of the Homelessness Group	Exeter
Cllr Lyons		Exeter
Cllr Morris	Executive Member for Customer Access	Exeter
Cllr Morse	Chair of Scrutiny Community Committee	Exeter
Cllr Newby		Exeter
Cllr Prowse		Exeter
Cllr Wardle		Exeter

7.1b Partner approach

Working in partnership is key in successfully addressing homelessness. There are numerous agencies that the Housing Options service works with and their contribution is both acknowledged and appreciated in combating homelessness:



In Exeter a 'cultural values assessment' survey has been completed as part of the Making Every Adult Matter (MEAM) agenda. The study investigates how relationships between partners are working and considers the ability of the sector to influence change.

The housing and homelessness sector was seen as being central in influencing change by working together. Therefore, this homelessness strategy offers a clear intention to work together to improve service delivery for vulnerable people.

7.2 Monitoring and review

With significant welfare and housing reforms underway and with uncertainty around their full impact at a local level yet to emerge, it will be prudent to review the strategy projects and resources on an annual basis.

We will use the newsletter and bi annual meetings of the Homelessness Steering Group to regularly review progress against our strategic aims and objectives to make sure we're delivering good outcomes in terms of homelessness prevention and the best use of resources.



Homeless consultation event, 25 February 2016

8 Appendix A: Achievements since the previous strategies

8.1 Progress against the previous Exeter homelessness strategy 2008 to 2013

The previous Homelessness Strategy was dated 2008 – 2013 however the progress below covers achievements to 2015. Due to the lapse in time since the previous strategy and the changing environment much of the strategy is no longer relevant.

Priority	Achieved	Not Achieved
1. Prevent homelessness and reduce numbers in Temporary Accommodation	<p>Homelessness has been prevented or relieved for 2,322 households</p> <p>Significantly reduced use of Bed and Breakfast for families through re-profiling stock to provide self contained temporary accommodation.</p> <p>Money Advice Services co-located in Civic Centre to offer debt advice alongside housing and benefits advice.</p>	Predicted reductions in homelessness acceptances and use of temporary accommodation
2. To reduce the need for anyone to sleep rough in the city	<p>A common assessment framework for rough sleepers is in place</p> <p>Additional funding was secured through schemes for rough sleeping such as: No Second Night Out, Homeless Transition Funds and Help for Single Homeless funding streams but all were time limited without sustained funding achieved.</p> <p>Successful individual budgets pilot approach extended into ongoing commissioned approaches.</p> <p>Reconnection policy developed and travel arrangements funded through small grants. Reconnections have included return to native country.</p> <p>A property specifically for accommodating rough sleepers purchased and occupied in 2014.</p>	<p>Rough sleeping numbers have risen to 34 in the 2014 November Count.</p> <p>Maintain a multi agency street outreach team approach – although work is in progress to rebuild this.</p>
3. To increase Housing Options available to all clients in housing need and to those needing to 'move on'	<p>Established the Eastern Community HUB and Homeless Prevention Panel ensure consistent assessment and referral routes for supported accommodation in the city.</p> <p>Move on from supported accommodation is managed through a panel to ensure appropriate flow.</p> <p>Enhanced Housing Options Wizard added to Abritas Devon Home Choice system to improve self help options. (System has since been replaced)</p>	Temporary accommodation usage has not reduced as anticipated

<p>4. To reduce youth homelessness</p>	<p>Protocols have been established with Devon County Council to address youth homelessness and continued funding agreed for joint specialist post</p> <p>Staff provided enhanced training in mediation skills</p> <p>Young people facing homelessness assisted through Youth Enquiry Service hub rather than at the civic centre</p>	<p>The ability to offer employment and training opportunities at prevention and move on panels</p>
<p>5. To increase access to the private rented sector</p>	<p>Extra let provided up to a maximum 74 properties. However, due to budget pressures the scheme has been scaled back.</p> <p>Houses of Multiple Occupation (HMO) have been included in the Extra let stock to offer options for single people under 35.</p> <p>A 'Spend to Save' fund was made available to prevent homelessness through the payment of deposits and rent in advance to access accommodation.</p>	<p>Private rented properties have not been advertised through Devon Home Choice due to concern it would cause confusion and lack of supply</p>
<p>6. To increase agency and client involvement in the implementation of the Homelessness Strategy</p>	<p>Customer feedback from temporary accommodation is high.</p> <p>'Welcome packs' for temporary accommodation developed and recognised as good practice.</p> <p>Benchmarking exercises using Shelter's Quality Standard Framework saw Exeter score highest in Devon in 2011.</p> <p>Development of Appreciative Enquiry and Making Every Adult Matter (MEAM) approach to provide multi agency personalised packages of support for the most vulnerable</p> <p>Increasing amount of joint commissioning taking place with neighbouring authorities</p>	<p>An ongoing city-wide forum to share good practice around homelessness</p> <p>Leaflets and website were reviewed but need to be updated again</p> <p>Moving advice services online and out of the civic centre and into the community</p>

8.2 Progress against the Teignbridge housing options strategy 2010 to 2015

This was a Housing Options strategy and had further scope than homelessness. Only the outcomes relevant to homelessness are reviewed below.

Priority	Achieved	Not Achieved
1. Prevent homelessness wherever possible	<p>Homelessness has been prevented or relieved for 2,889 households</p> <p>Completed 19 Sanctuary Scheme installations to help victims of domestic abuse remain in their own homes</p> <p>1,294 households assisted into the private rented sector</p> <p>Implemented a pre eviction protocol to work closely with Teign Housing when tenancies fail.</p>	<p>A mediation service for young people over 18 to maintain accommodation with their family</p> <p>Develop a mortgage arrears loan scheme – this was not pursued as the national mortgage Rescue Scheme was developed.</p>
2. Make best use of existing accommodation both social and private housing	<p>Implemented a Discharge into the Private Rented Sector Policy and assisted 27 households into settled homes.</p> <p>231 empty homes brought back into use at affordable rents for the benefit of homeless households.</p>	<p>Establish a specific matching service for bringing empty homes back into use</p>
3. Promote positive lifestyle choices for those in housing need, including financial inclusion, access to employment and training and maintaining independence	<p>Housing Options for Older People (HOOP) Pilot assisted 48 people over 65 years of age threatened with homelessness.</p> <p>262 Young people facing homeless accessed additional services such as counselling, healthy relationship advice and help to access training and employment,</p> <p>Implemented Southern Hub assessment and prioritisation matrix for access to homeless related support services</p>	<p>Tenants accreditation for household in leased temporary accommodation although tenancy training has been established</p> <p>Establish links with access to work schemes</p> <p>Establish accommodation options for young parents</p>
4. Ensure that vulnerable people have access to the support they need to achieve and maintain independent lives	<p>Rough sleepers pathway was delivered and outreach services established in Teignbridge.</p> <p>The STAR (now named HOPE) helped 47 people into accommodation who were either rough sleeping, or at risk of rough sleeping between 2012/15.</p>	<p>Number of rough sleepers in Teignbridge has started to rise again</p>
5. To improve customer experience by offering good quality effective services which offer value for money	<p>Bi annual exit surveys maintain high levels of satisfaction</p> <p>Reviewed STAR project following service user feedback</p>	<p>Temporary Accommodation arrears and void levels remain above target</p>

9 Appendix B: Policy context



‘Although homelessness problems vary from district to district there is often commonality across a geographical area.’

Addressing complex needs; improving services for vulnerable homeless people, March 2015

This draft Homelessness Strategy has been developed in the context of a wide range of national, regional and local policies, strategies and plans.

9.1 Legal framework

Our legal responsibility to homeless people is set out in Part 7 of the Housing Act 1996, amended by the Homelessness Act 2002. The Housing Act 1996, placed a range of duties upon local housing authorities, including the provision of advice and assistance to homeless households, as well as the provision of temporary accommodation. The main housing duty is to help eligible homeless households who are in priority need and homeless through no fault of their own. There is also a discretionary consideration of local connection to make sure local resources are prioritised appropriately.

The Homelessness Act 2002 added a focus on preventing homelessness wherever possible, an extension of priority need groups and a requirement to have a homelessness strategy to outline local needs and priorities.

The Localism Act 2011 amended the way in which the main homelessness duty could be ended by including offers of suitable private rented accommodation and therefore ending the automatic connection between homelessness and social housing.

The Care Act 2014 introduced a strong expectation of joint working between statutory agencies when helping vulnerable people. For homelessness services this has implications in terms of finding suitable living accommodation for vulnerable clients and a clear duty to co-operate with health and social care departments both strategically and operationally.

Link: www.legislation.gov.uk

9.2 National Policy

Current national housing policy direction is focused upon helping people achieve aspirations of home ownership and re-profiling the concepts of traditional social housing through the reduction in security of tenure and variable rental levels.

In 2011, the government produced ‘Laying the Foundation: A Housing Strategy for England’ that identified addressing homelessness as a key priority, with a greater focus on homeless prevention, as well as targeted work towards addressing rough sleeping. To help address these issues a cross-Government working group was established, made up of ministers from eight government departments. Two initiatives for homelessness have arisen from this group:

Link: www.gov.uk

9.2 a No Second Night Out

This was a vision to end rough sleeping and promoted the roll out of the principles of ‘No Second Night Out’ nationally to help people off the streets, and into safe accommodation, access to healthcare, and onwards into work. The principle involved reactive outreach services, streamlined assessments and to concept of a ‘Single Service Offer’ so that all rough sleepers would be offered something. For those travelling areas this included reconnection to previous area. The approach highlighted differences of approach in the statutory and voluntary sector with expectation that soup

kitchens and homeless charities would stop helping people who had an 'offer' which they refused. This did not happen in practice.

Rough sleeping numbers reduced nationally, as well as across the locality under this initiative which saw an additional funding come into the Devon and Cornwall Housing Options Partnership (DCHOP). This funding was short term and whilst initial reductions were seen in 2013, the high numbers of people rough sleeping returned once the initiative ended.

Link: www.nosecondnightout.org.uk

9.2b Making Every Contact Count (MECC)

MECC highlighted the Government's approach to homeless prevention and promoted joint work. The report also set ten local challenges that the Government has recommended local authorities should take forward. This strategy recognises the importance of these challenges and acknowledges existing work already undertaken, or underway, in response to them. Both Exeter and Teignbridge Councils have pledged to address these challenges and will ensure that they will remain key to its targeted approach in addressing homelessness.

The ten local challenges that the MECC report posed to local authorities are to:

1. Adopt a corporate commitment to prevent homelessness which has buy in across all local authority services
2. Actively work in partnership with voluntary sector and other local partners to address support, education, employment and training needs
3. Offer a housing options prevention service, including written advice, to all clients
4. Adopt a 'No Second Night Out' model, or an effective local alternative
5. Have housing pathways agreed or in development with each key partner and client group that includes appropriate accommodation and support
6. Develop a suitable private rented sector offer for all client groups, including advice and support to both clients and landlords
7. Actively engage in preventing mortgage repossessions including through the mortgage rescue scheme
8. Have a homelessness strategy, which sets out a proactive approach to preventing homelessness and is reviewed annually, so that it is responsive to emerging needs
9. Not place any young person aged 16, or 17 in bed and breakfast accommodation
10. Not place any families in bed and breakfast accommodation unless in an emergency and then for no longer than 6 weeks

Link: www.makingeverycontactcount.co.uk

9.3 Regional policy

9.3a Devon County Council

Devon County Council's homelessness prevention contracts are worth £2.5 million; and provide a total of 3,300 support hours per week to approximately 450 people at any one time via ten independent sector providers. Devon's multi agency partnerships for homelessness prevention are organised into three locality based 'community hubs' and support hours are contracted across Devon providers in the following proportions:

1. Northern Region: defined by the combination of Torridge and North Devon housing authority boundaries – 20%
2. Eastern Region: defined by the combination of Mid Devon, **Exeter** and East Devon housing authority boundaries – 65%
3. Southern Region: defined by the combination of **Teignbridge**, South Hams and West Devon housing authority boundaries – 15%

Link: www.devon.gov.uk

The Housing Options Teams in Exeter and Teignbridge work closely with partners to make sure that the provision is targeted at those who need it through the 'community hub assessment process'. Services funded through the County Council's budget include:

Exeter: Gabriel House, Sanctuary Supported Living, YMCA, BCHA Move On properties, The Haven, ECC Temporary Accommodation

Teignbridge: Sanctuary Supported Living

Devon County Council's 2014 homeless prevention tender change the model of provision by giving providers freedom to support clients in existing homes and along pathways, rather than solely linked to accommodation. This has clear benefits for client pathways, but also difficulties in the provision of specialist high support services where housing support is needed alongside mental health, substance misuse, or offending behaviour and usual accommodation does not provide a suitable setting.

9.3b Devon and Cornwall Housing Options Partnership (DCHOP)

The DCHOP aims to improve the consistency of housing options and homelessness services across Cornwall and all 10 Devon Local Authorities. This will be achieved by developing shared policies, practices and service standards, and equality of access to these services. The partnership brings benefits of reduced price training and enables a collective review of new policy initiatives or legislative changes. On occasion one-off government grant funding has been allocated through the partnership, promoting joined up responses to rough sleeping, debt advice, youth homelessness and access to the private rented sector. The DCHOP Co-ordinator is hosted by Teignbridge District Council and leads on projects as well as building strategic links with key partners as a housing options representative.

Link: www.dshg.org.uk

9.3c Devon Home Choice Partnership

Devon Home Choice is a common social housing allocation system across Devon used by all 10 local authorities and most social landlords. A common application, assessment and advertising of properties brings transparency to how social housing is allocated in the area. This strategy does not include a review of allocations; however social housing remains a key housing option for some households facing homelessness and landlords essential stakeholders in the Councils' attempt to resolve housing need. This partnership enables clear dialogue between parties to find balanced solutions to the competing demands of finding a good tenant and helping the most vulnerable.

9.3d Devon Rough Sleeper Partnership

In December 2010, Devon and Cornwall local authority housing services worked together with providers to address rough sleeping in the region. Additional grant was awarded to the area to enhance the existing rough sleeper services throughout the county. Since the funding ended the partnership has continued to share good practice and maintain a strategic approach in addressing the needs of the most vulnerable.

Link: www.dshg.org.uk/dcrsp

9.4 Local policy

9.4a Local housing strategies

Both Exeter and Teignbridge have adopted housing strategies that set out what both Councils and their partners will be doing to improve the housing situation for current and future residents. Both strategies include reviews of the wider housing market in the area and outline plans for meeting housing needs in the area until 2020.

The themes within the strategies reflect the broad range of work that the councils do to meet local need, from developing affordable housing, maintaining housing standards, supporting people to stay independent in their own homes, as well as preventing and relieving homelessness. However, it is recognised that there is a legal requirement to publish a more detailed response to our work on homelessness within a dedicated homelessness strategy.

Link: www.exeter.gov.uk/housingstrategy

Link: www.teignbridge.gov.uk/housing

9.4b Help for the single homeless

In December 2014, the service was awarded £250,000 of funding from the government's Help for Single Homeless Fund. Covering a wide geographical area of Exeter, Teignbridge, Torbay, East Devon and Mid Devon, the funding has delivered the following activities:

i. Making Every Adult Matters (MEAM)

Building on the approach with the development of a co-ordinator role based at Exeter CVS and resources for specialist workers to case manage complex homeless clients. The approach varies from the regular transactional one as personalised packages of support and interventions' are developed around the individual, to enable them to access and sustain accommodation and future personal development. The MEAM cohort is small with a maximum 15 people managed in this way at one time.

ii. Offender Resettlement Workers

HMP Exeter and HMP Channings Wood resettlement prisons have provided housing interventions and related support to improve outcomes amongst the offending population.

iii. Delivery of Specialist Training for Front Line Support Workers

'Appreciative Inquiry' techniques have been trialled to engage the most vulnerable rough sleepers. This approach is similar to the one used across Devon in the former Targeted Families in which an asset based client led approach is used to encourage people to achieve their own goals rather than one placed upon them by services.

9.4c Integrated Care Exeter (ICE)

Pressure on public sector funding and partners desire to work together to drive system change has led to the development of the ICE programme. This aims to deliver a reduction in demand on statutory services and to increase resilience and social action within communities recognising that the current system is not sustainable. Homelessness has been highlighted as a key area for improvement following concerns about the inequality in access to healthcare services for homeless clients and their over reliance on acute emergency interventions.

A new model of care has been used to frame service redesign within the ICE programme. This model fits very well with the developing approach to homelessness. Frailty within the model is as an alternative term to vulnerability which is more widely recognised in the homelessness sector.

There are 2 relevant work streams for the Homeless Strategy which impact service design both operationally and strategically.

The projects include:

New Model of Care

Health and Care Interventions



i. A health and wellbeing team for homeless people

Key components

- The development of a virtual integrated team made up of professionals from across Assertive Homeless Outreach Team, Drug and Alcohol Services, Mental health Services, Adult Social Care, Onward Care through Hospital Team, Offender Services and Police.
- Focused interventions to prevent long term health problems by identifying problems sooner and providing rapid support rather than waiting for rough sleepers to get into crisis.
- Using health interventions to engage rough sleepers into considering lifestyle choices and moving towards accommodation.
- Developing seamless support links through the Prevention – Crisis - Aftercare journey to increase chance of health issues remaining manageable in the community.

ii. A collaborative approach to commissioning and service delivery

Key Components

- Mapping of resources and current contracts across the partnership
- Senior management and political buy in from partners to work differently.
- Investigate concept of pooling budgets to provide services tailored to individuals rather than through specific services.

There are clear strategic links between the ICE programme, delivery of front line services through MEAM and the development of the Health and Well Being Hub at Watt Tyler house. Exeter City Council is leading the projects regarding homelessness within the partnership and has advocated for the MEAM and Hub to be recognised as elements to the homelessness work stream to ensure strategic connectivity in rapidly changing times

Lessons learned from the implementation of ICE in Exeter will have implications for how services are delivered across the locality and the improved relationships being developed with strategic partners now will also benefit Teignbridge residents as the programme moves forward.

10 Appendix C: Statistical data

To keep the strategy document as brief as possible, the majority of statistical information has been kept separate in Appendix C.

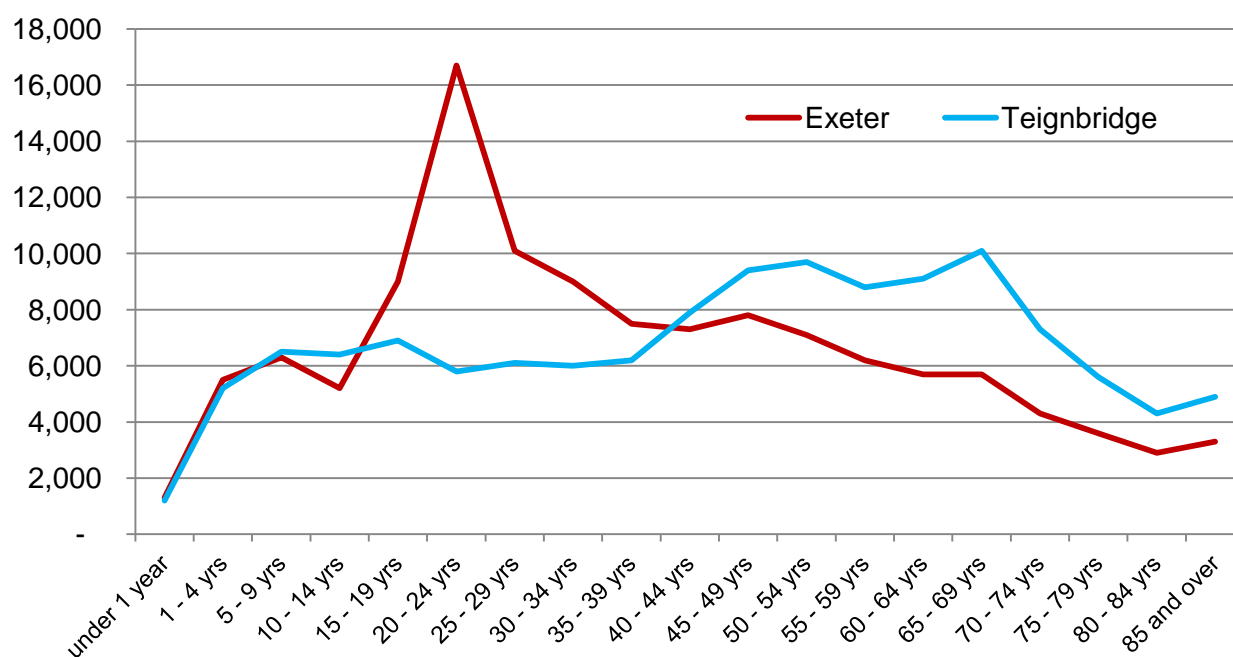
10.1 Overview

10.1a Population estimate of Exeter & Teignbridge in 2014

	Exeter	Teignbridge
Population	124,500	127,400
Female %	51%	52%
Male %	49%	48%
Area in sq miles	18	260
Density per sq mile	6,855.73	489.66

Source: [Devon facts & figures](#) + [Office of National Statistics](#)

10.1b Age demographics of Exeter and Teignbridge in 2014



Source: [Devon facts & figures](#)

10.1c Deprivation within Exeter and Teignbridge (2015)

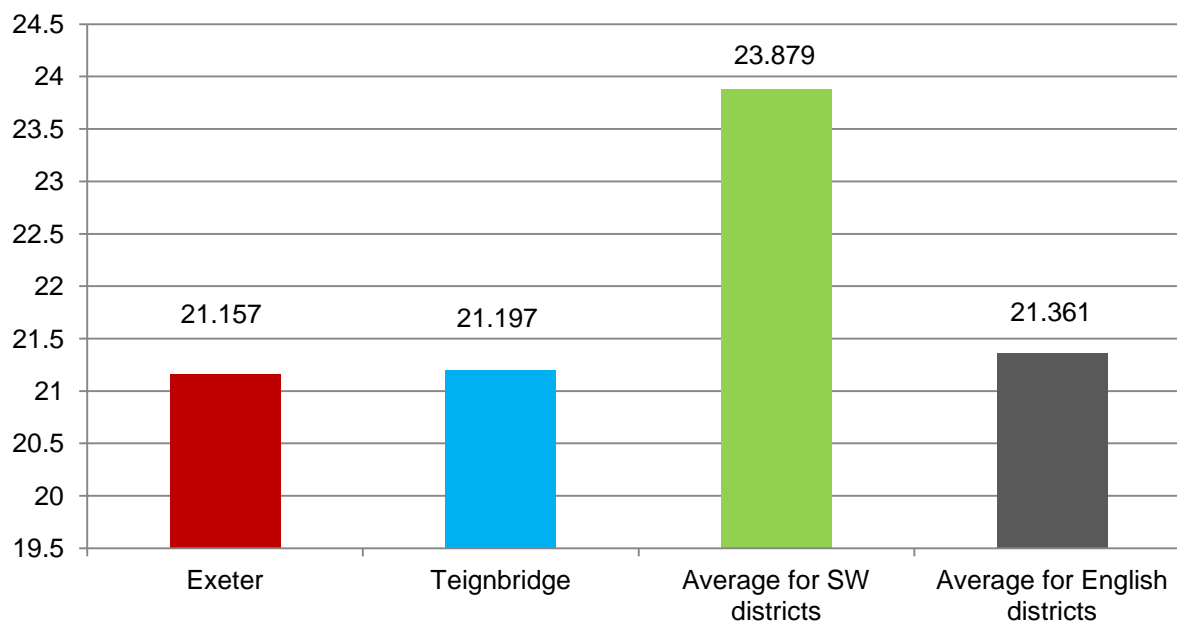
The Indices of Multiple Deprivation (IMD) is a measure of relative deprivation for small areas in England. The IMD provides a deprivation score for each geographical area in England, and ranks them from 1, the most deprived area, to 32,844 the least deprived area. The scores are calculated from thirty-seven indicators grouped under seven different themes, each measuring a different type of deprivation.

2015	Exeter	Teignbridge
Rank out of all 201 Districts*	67	87
Most deprived wards	Priory	Bushell
	St David's	Teignmouth West
	Newtown	Dawlish Central and North East
Least deprived wards	Duryard	Ipplepen
	St Loyes	Bishopsteignton
	St Leonard's	Shaldon and Stokeinteignhead

*Higher scores represent greater deprivation

Source: www.gov.uk

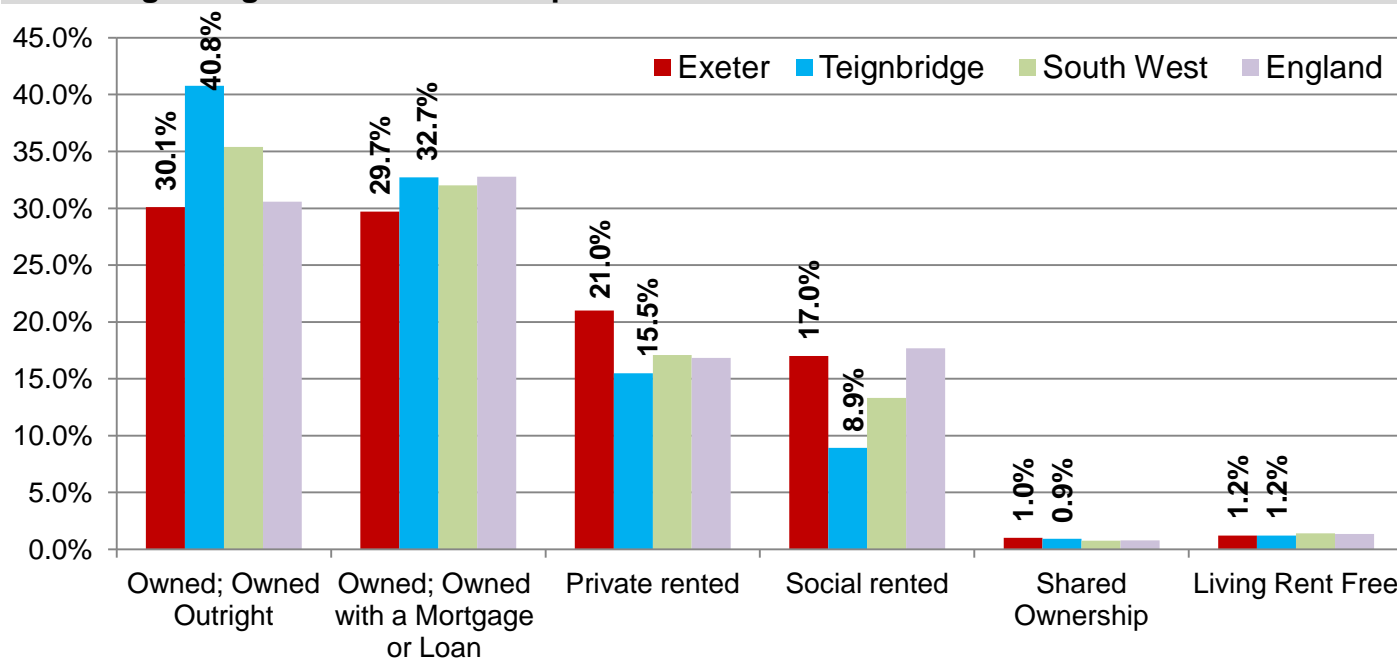
10.1d Barriers to housing and services (Index of multiple deprivation, 2015)



*Higher scores represent greater deprivation

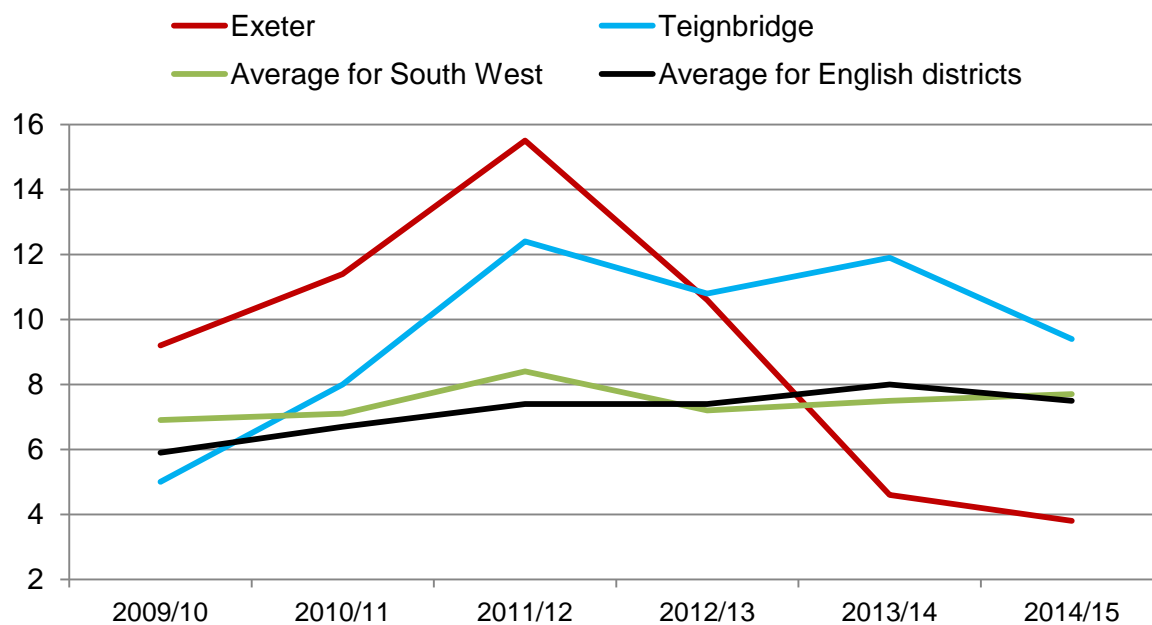
Source: www.gov.uk

10.1e Teignbridge and Exeter stock profile - Census 2011



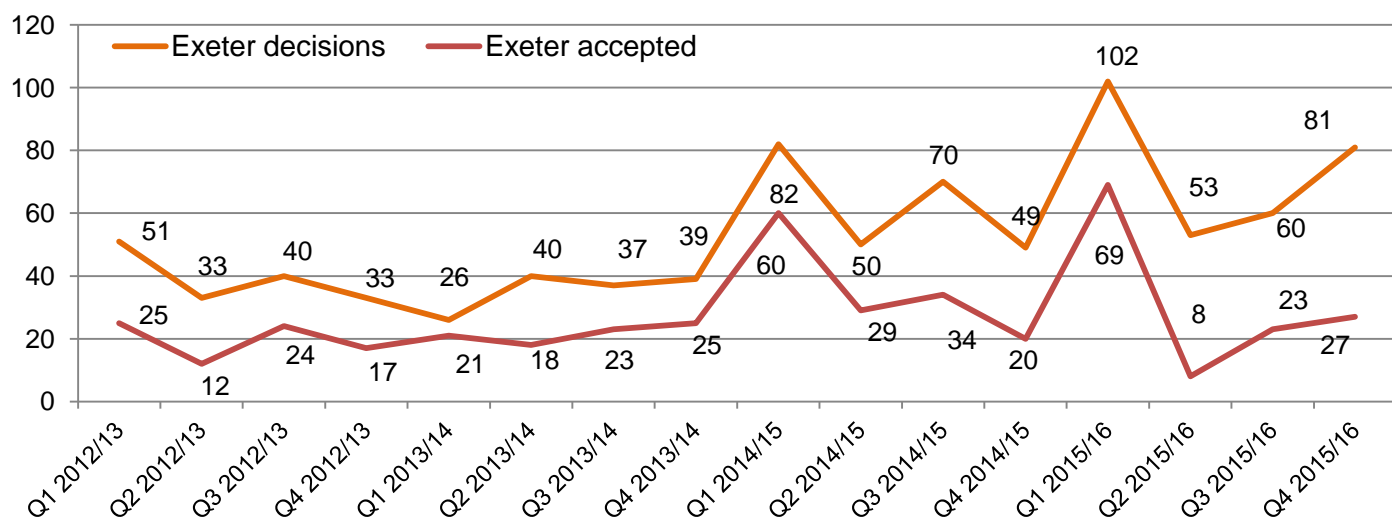
Source: [Office for National Statistics](#)

10.1f Total number of cases where homelessness was prevented and relieved - per 1,000 households



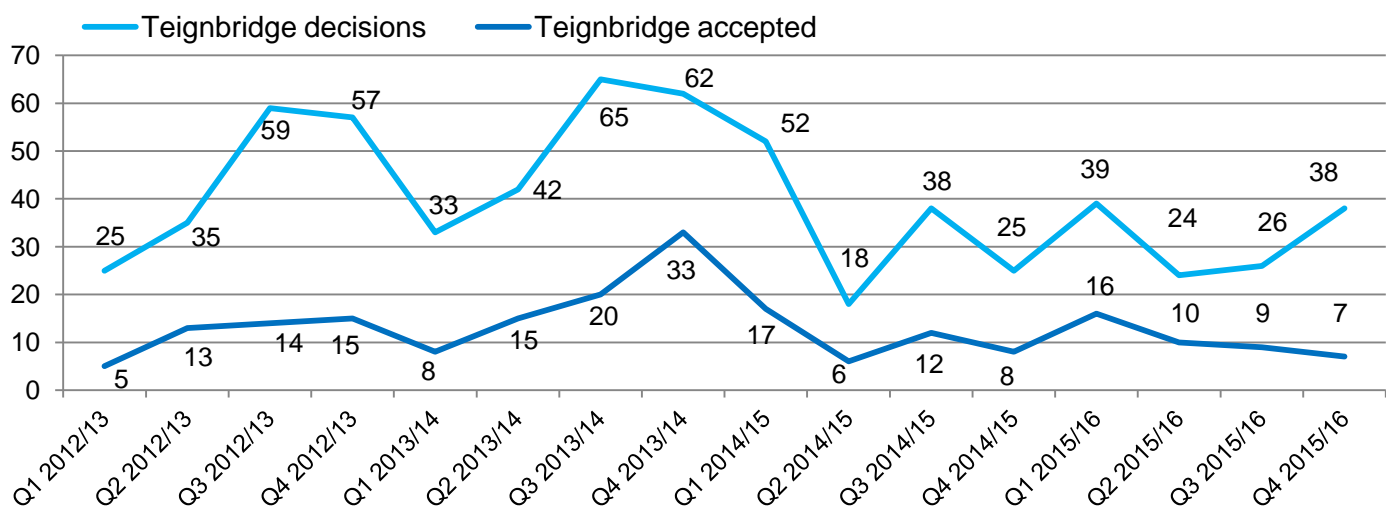
Source: [Local Government Association](#)

10.1g Exeter, Homeless decisions and accepted 2012 to 2016



Source: www.gov.uk

10.1h Teignbridge, Homeless decisions and accepted 2012 to 2016

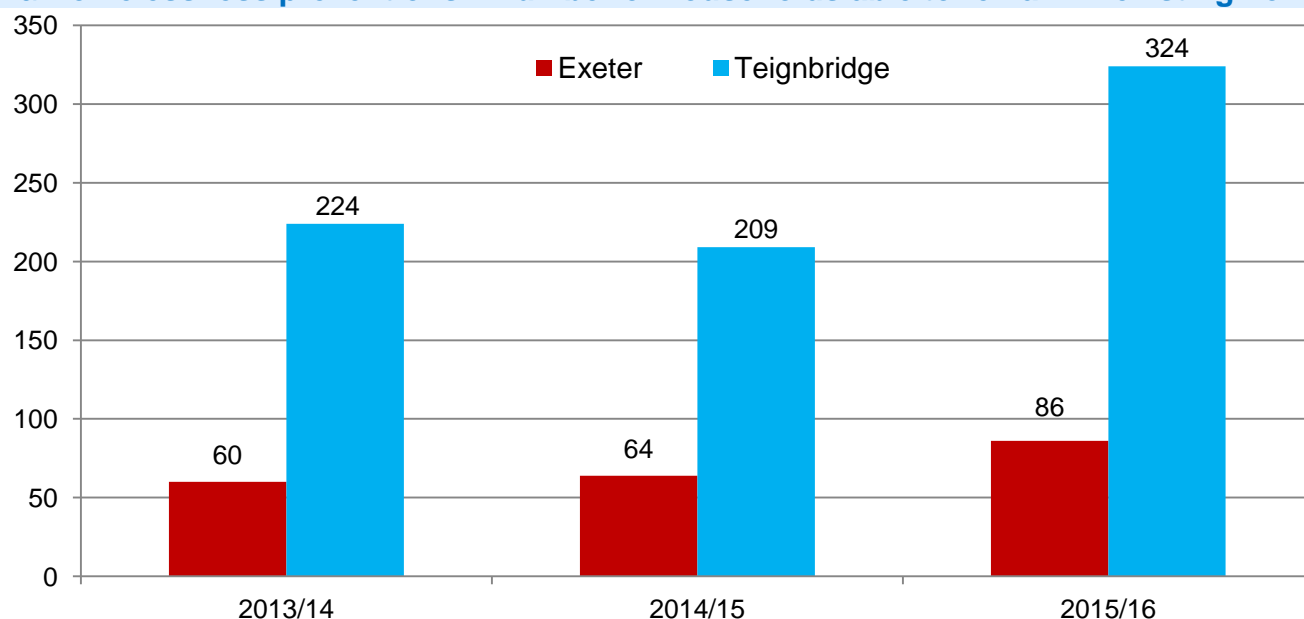


Source: www.gov.uk

10.2 A place to live



10.2a Homelessness preventions – number of households able to remain in existing home



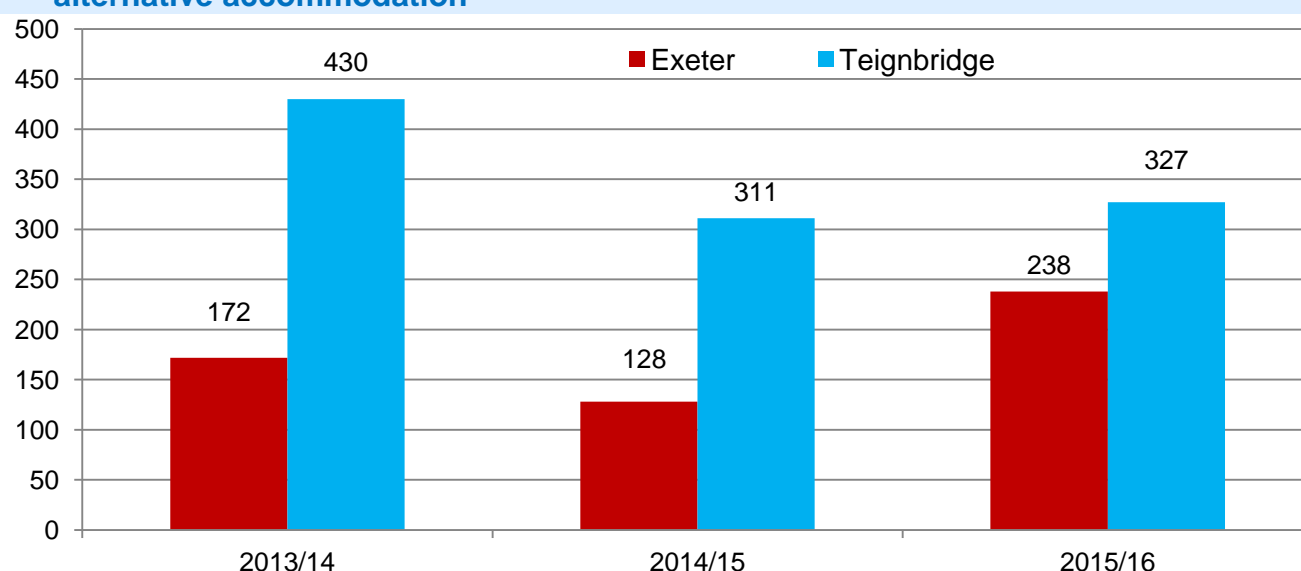
Source: www.gov.uk

10.2b Homelessness prevented - households able to remain in existing home by measure

Homelessness prevented - households able to remain in existing home as a result of;	2013/14		2014/15		2015/16	
	Exeter	Teignbridge	Exeter	Teignbridge	Exeter	Teignbridge
Mediation using external or internal trained family mediators	7	9	0	10	4	4
Conciliation including home visits for family or friend threatened exclusions	9	3	6	1	8	2
Financial payments from a homeless prevention fund	1	3	2	2	5	6
Debt advice	0	22	2	11	0	37
Resolving housing benefit problems	0	27	1	34	5	14
Resolving rent or service charge arrears in the social or private rented sector	1	83	8	112	7	22
Sanctuary scheme measures for domestic violence	0	3	1	6	1	13
Crisis intervention - providing emergency support	0	1	0	3	24	5
Negotiation or legal advocacy enabling household to remain in private rented sector	8	12	15	8	12	2
Assistance enabling household to remain in private or social rented sector	2	41	29	18	15	217
Mortgage arrears interventions or mortgage rescue	32	20	0	4	0	2
Other	0	0	0	0	5	0
Total	60	224	64	209	86	324

Source: www.gov.uk

10.2c Homelessness prevented, or relieved – number of households assisted to obtain alternative accommodation



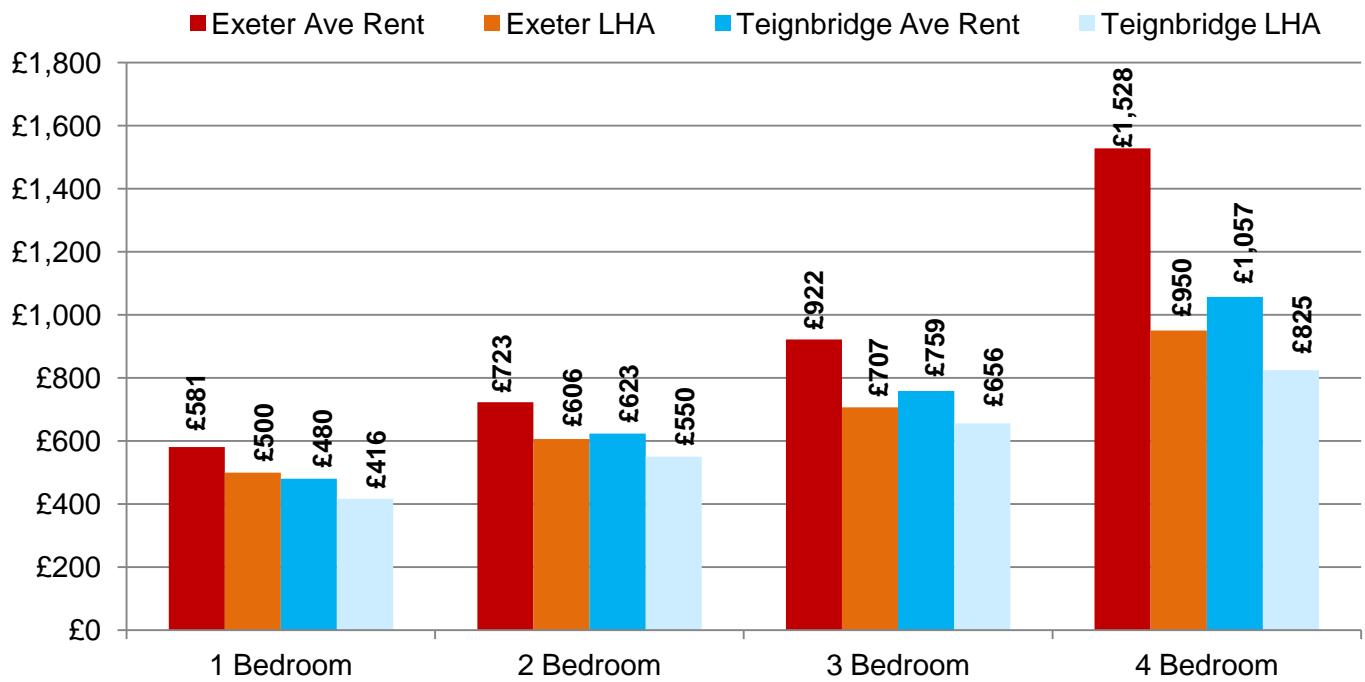
Source: www.gov.uk

10.2d Homelessness prevented or relieved - household assisted to obtain alternative accommodation by type

Homelessness prevented or relieved - household assisted to obtain alternative accommodation, in the form of;	2013/14		2014/15		2015/16	
	Exeter	Teignbridge	Exeter	Teignbridge	Exeter	Teignbridge
Hostel or House in Multiple Occupation (HMO)	6	0	0	1	32	2
Private rented sector accommodation with landlord incentive scheme	21	82	10	48	29	32
Private rented sector accommodation without landlord incentive scheme	54	188	68	180	47	167
Accommodation arranged with friends or relatives	2	6	1	7	4	6
Supported accommodation	36	51	14	24	42	33
Social housing - management move of existing LA tenant	0	6	0	3	5	3
Social housing - Part 6 offer of LA accommodation or nomination to Registered Social Landlord (RSL)	47	78	0	41	52	78
Social housing - negotiation with an RSL outside Part 6 nomination arrangement	4	18	34	4	23	4
Low cost home ownership scheme, low cost market housing solution	2	1	1	3	0	0
Other	0	0	0	0	4	2
Total	172	430	128	311	238	327

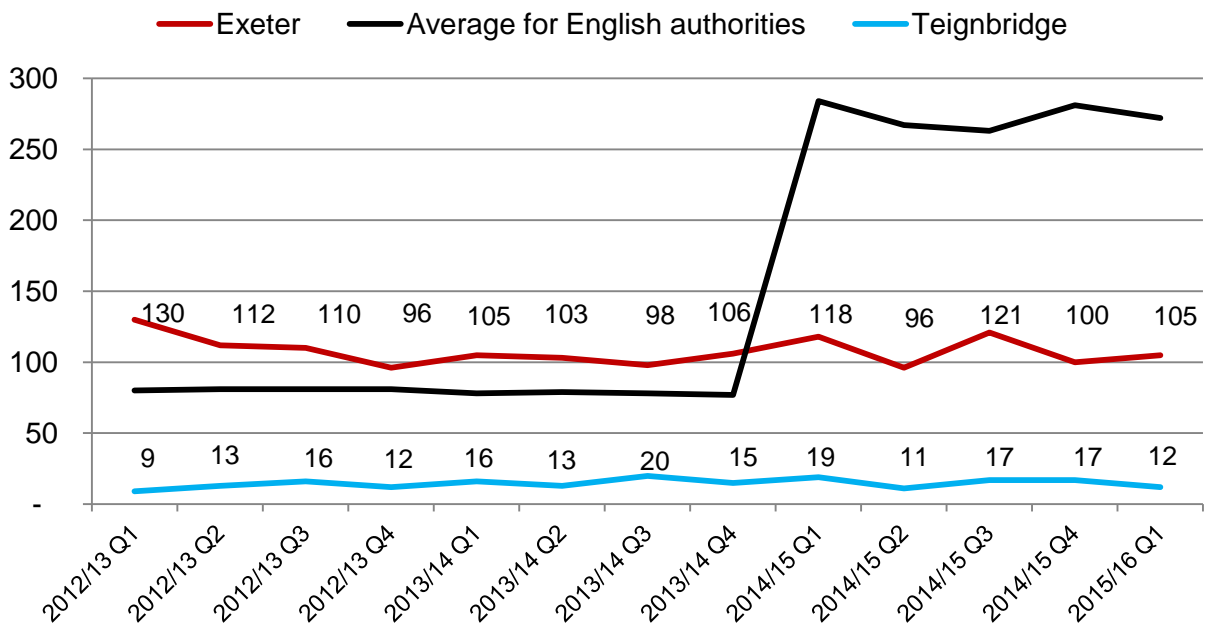
Source: www.gov.uk

10.2e Average cost of private rent and local housing allowance 2014/15



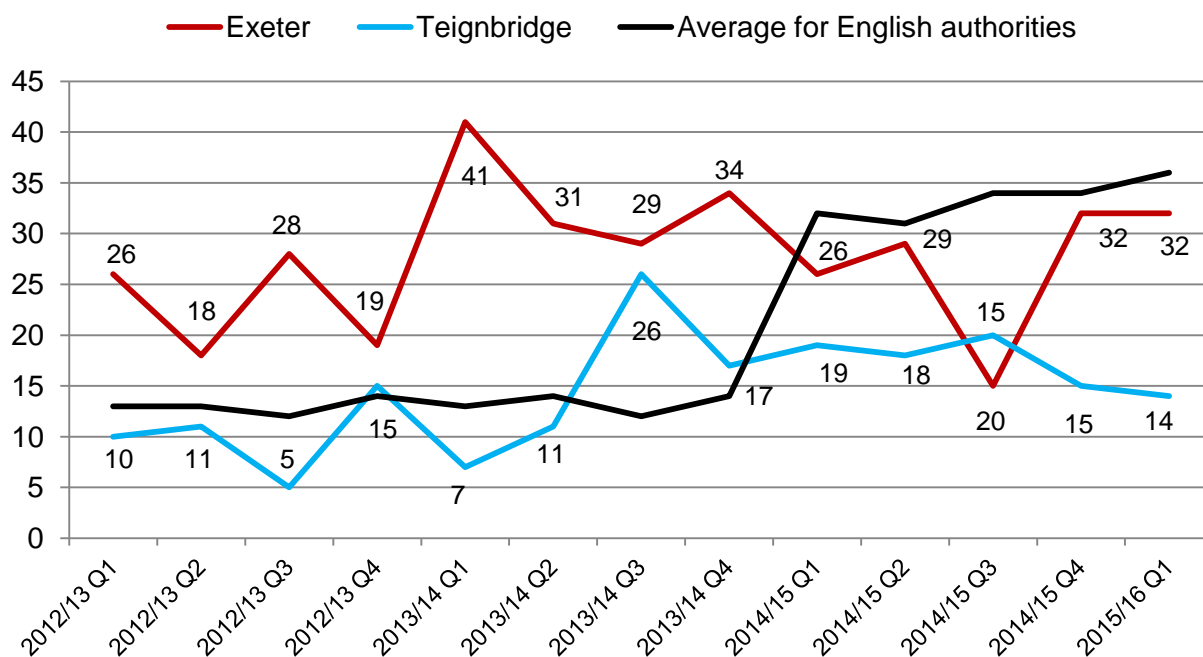
Source: www.gov.uk

10.2f Households in accommodation leased from the private sector 2012 to 2015



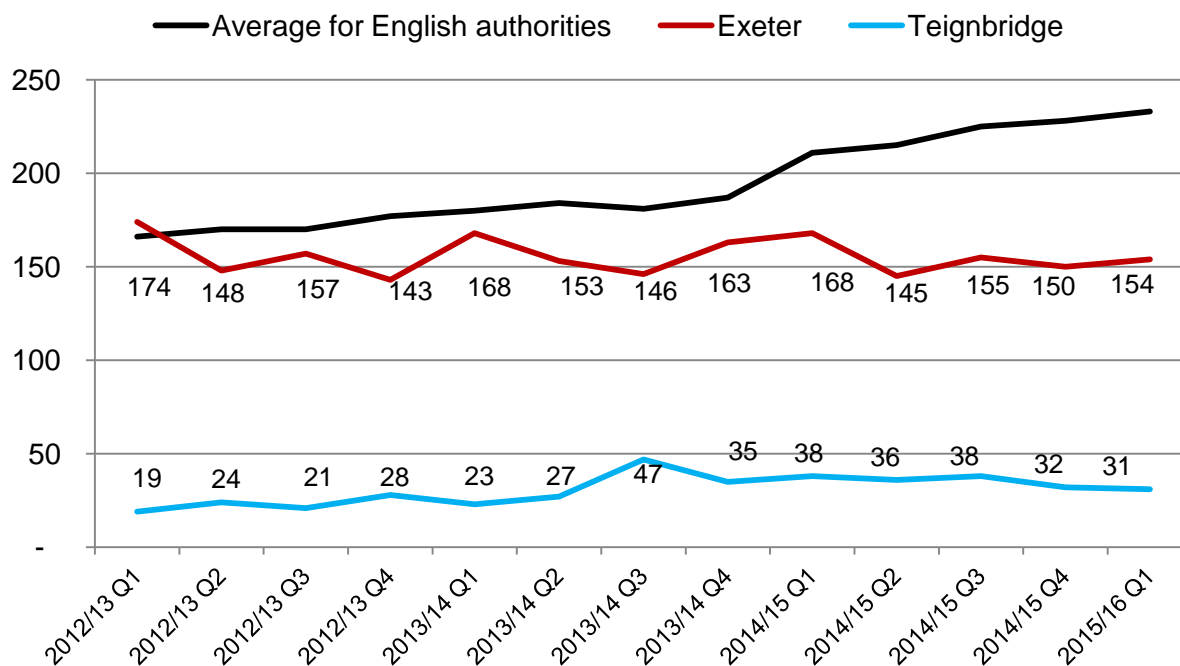
Source: Local Government Association

10.2g Households in bed and breakfast accommodation 2012 to 2015



Source: [Local Government Association](#)

10.2h Households in temporary accommodation 2012 to 2015

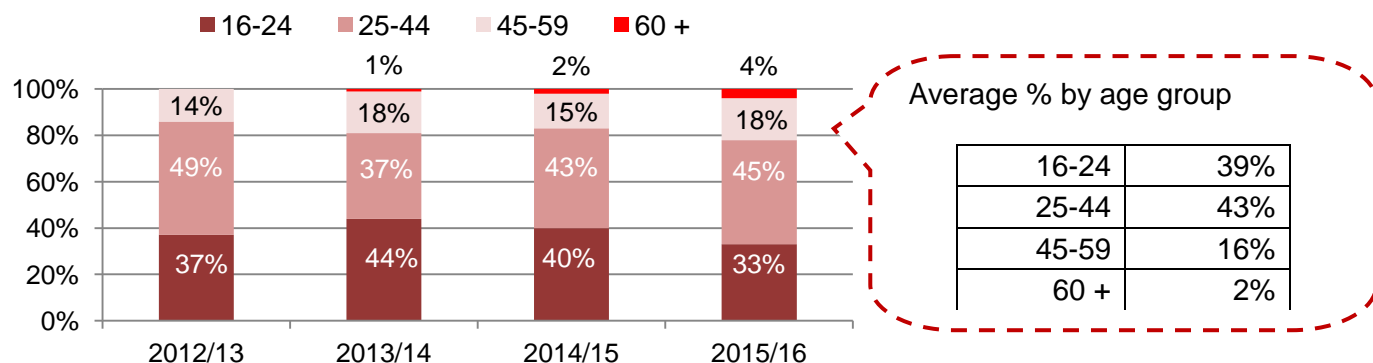


Source: [Local Government Association](#)

10.3 Access to services

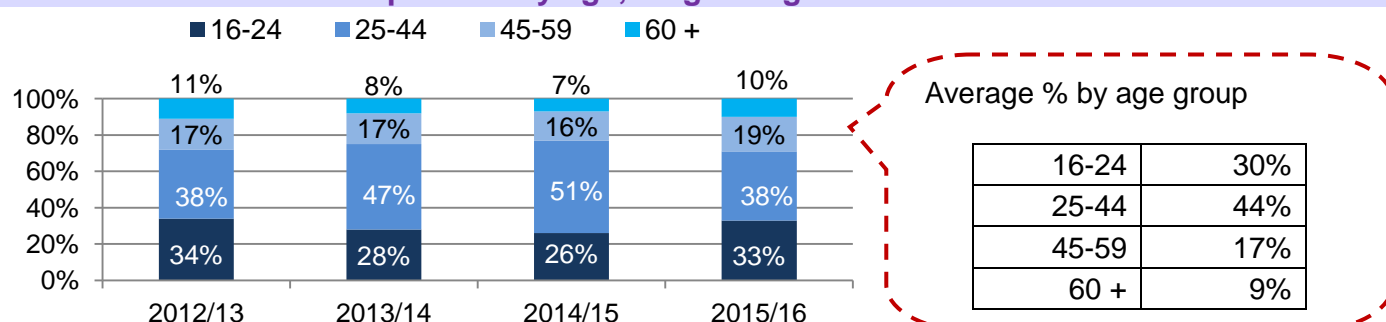


10.3a Homelessness acceptances by age, Exeter



Source: www.gov.uk

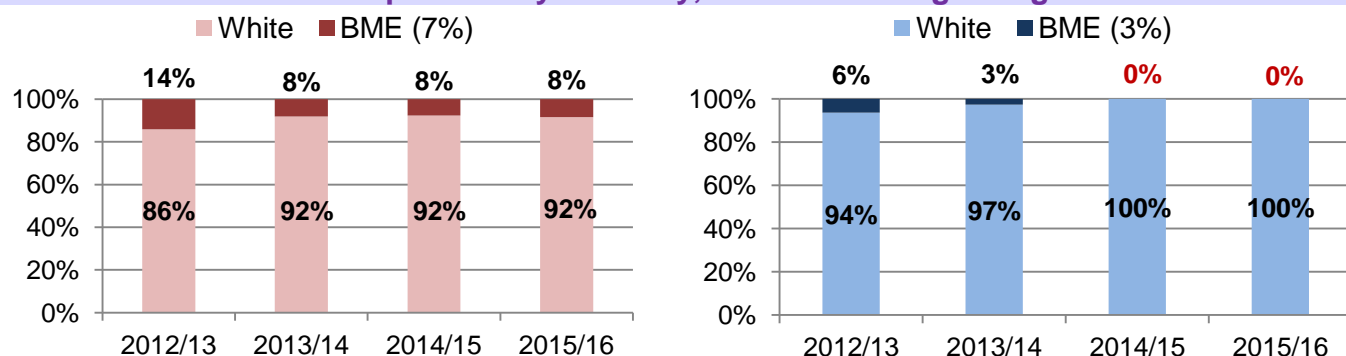
10.3b Homelessness acceptances by age, Teignbridge



Source: www.gov.uk

The majority of households accepted as homeless are between the ages of 16 to 44, with 82% in Exeter and 74% in Teignbridge. For people over 60, 9% are in Teignbridge and 2% in Exeter, which reflects the age demographic of the district.

10.3c Homelessness acceptances by ethnicity, Exeter and Teignbridge



Source: www.gov.uk

Both Exeter and Teignbridge councils' homelessness acceptances figures, in relation to BME households, are proportional to the percentage of their local BME population, with the exception of Teignbridge from 2014, where no BME households have been accepted. However, it should be noted that this measure only counts households where officers were unable to prevent homelessness. Currently, the government does not require councils to record which households they prevent becoming homeless. In 2016/17 Options officers in both authorities intend to 'spot check' this figure.

10.4 Health and protection

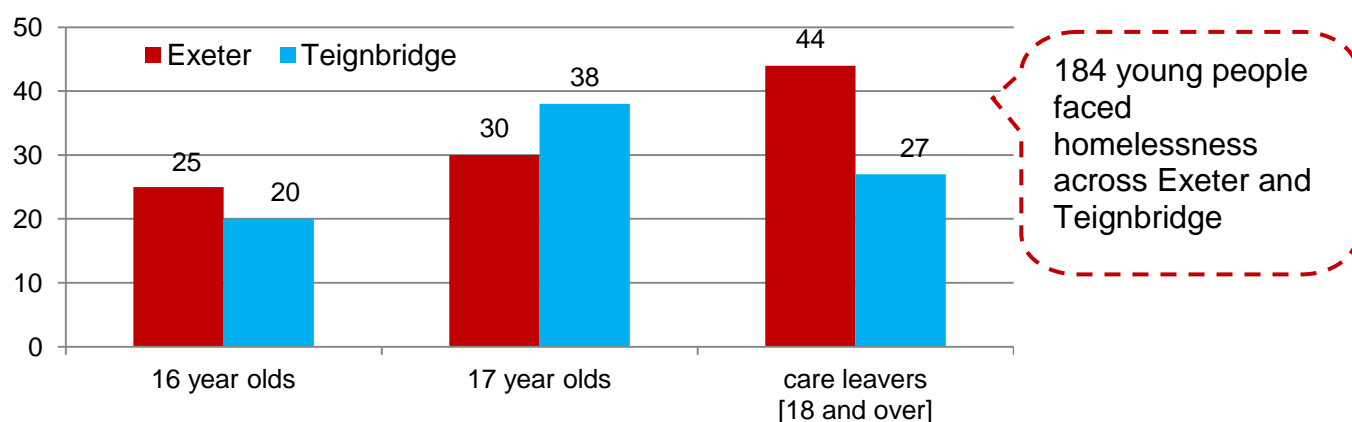
A Homeless Health Needs Audit was conducted in October and November 2015 by local housing and support providers. The data is not yet available and will be analysed for the final document.

10.4a Rough sleeping figures 2010 to 2015

Area	2010	2011	2012	2013	2014	2015
Exeter	21	29	30	23	34	27
Teignbridge	3	8	4	0	4	1
Devon	72	102	81	60	98	113
National	1,768	2,181	2,309	2,414	2,744	tbc

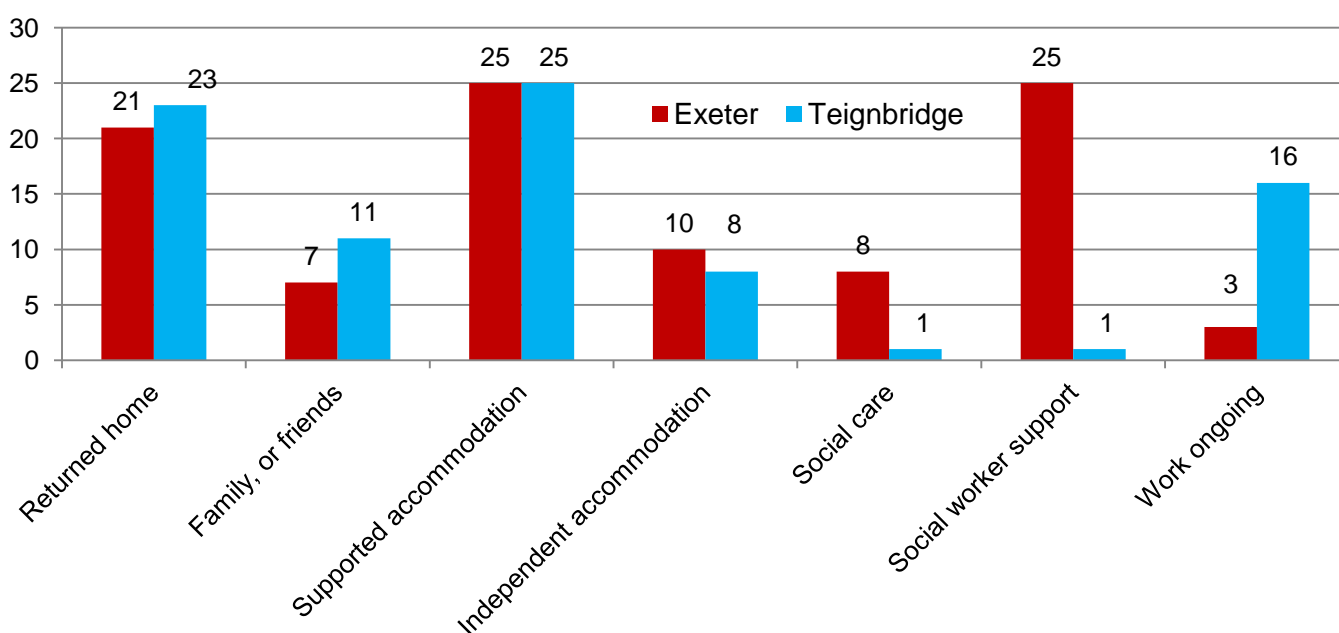
Source: www.gov.uk and Housing Services

10.4b Youth homelessness; presentations, 2014/15



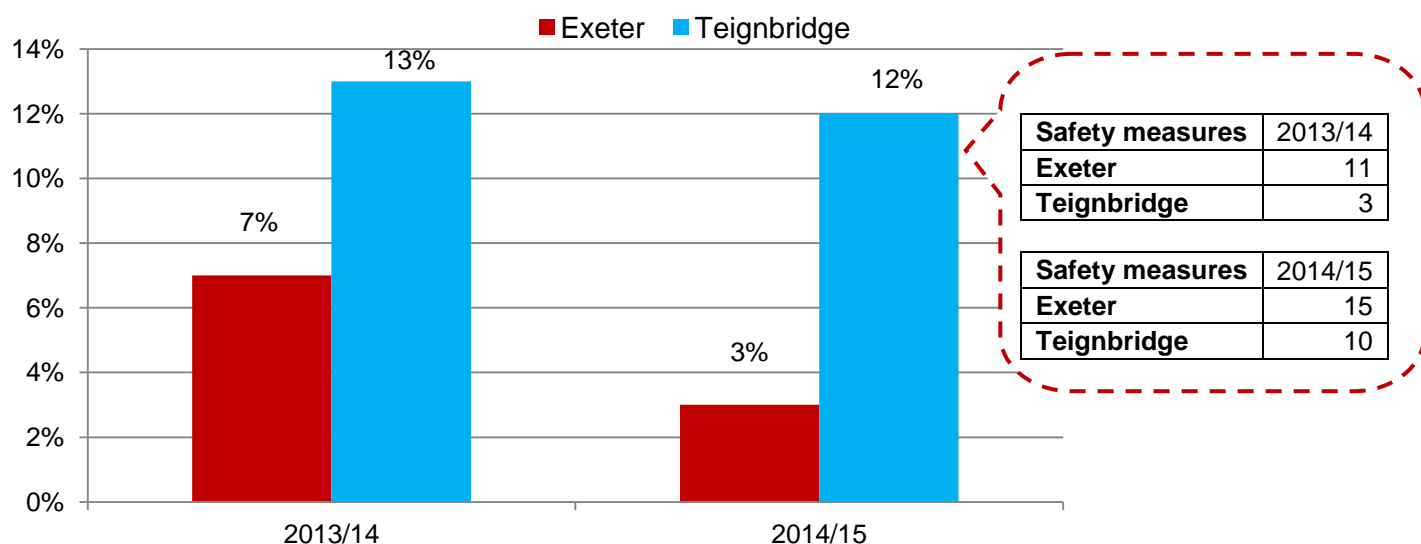
Source: Housing Services

10.4c Youth homelessness; outcome of intervention, 2014/15



Source: Housing Services

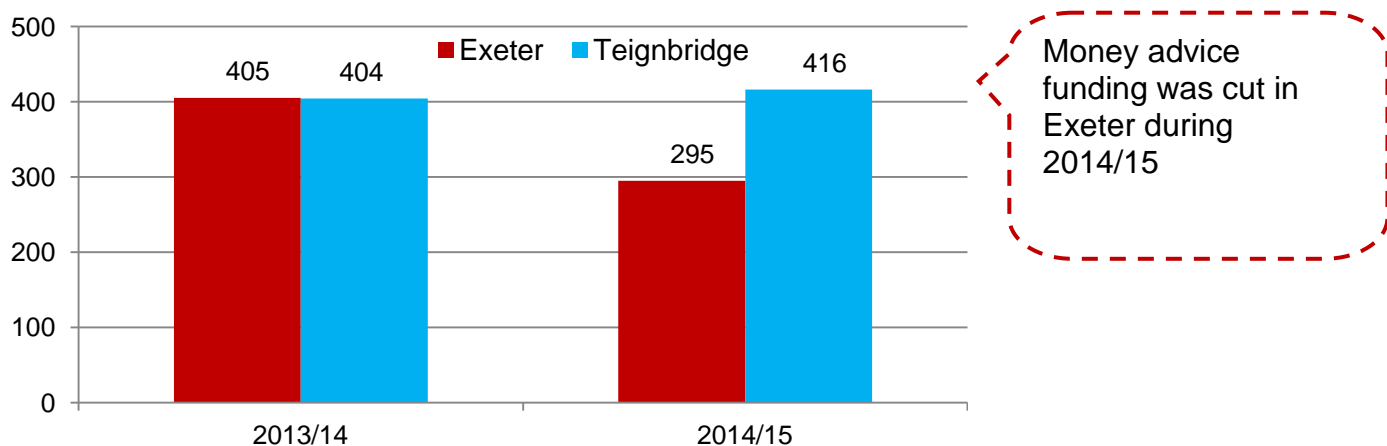
10.4d Households accepted as homeless who experienced domestic violence (%)



Source: Housing Services

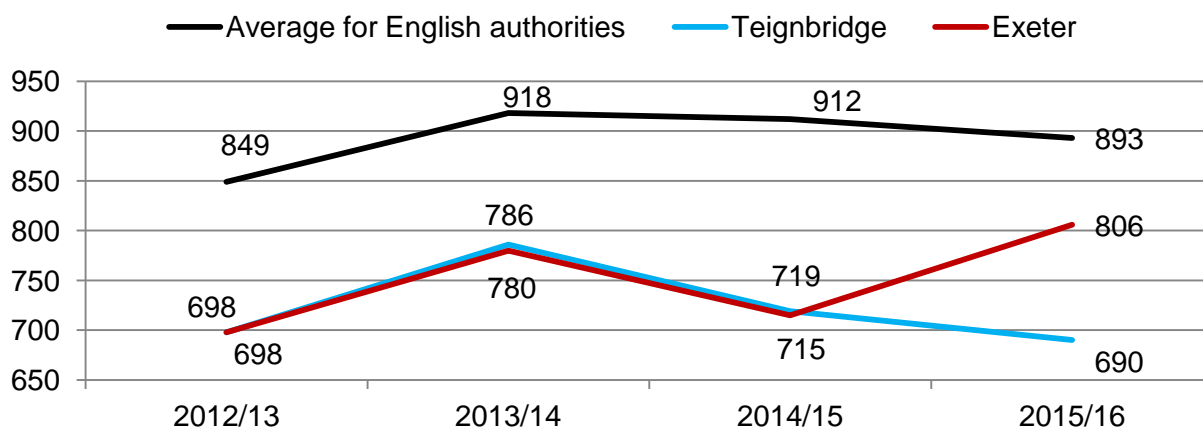
10.5 Money matters

10.5a Number of clients who attended money advice appointments 2013 to 2015



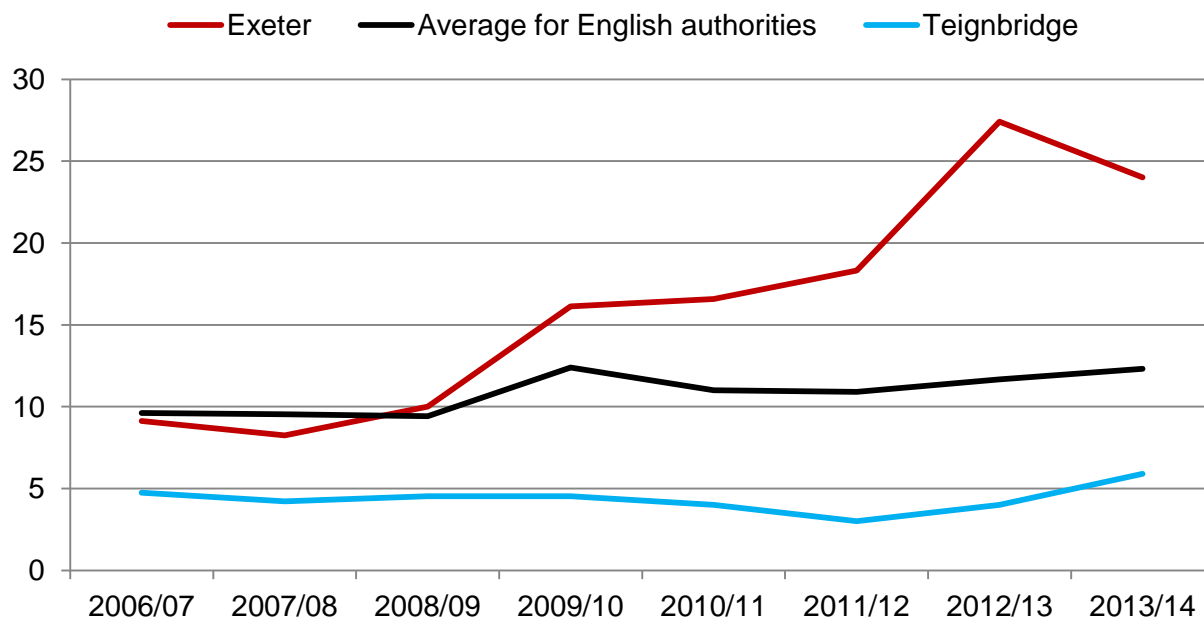
Source: www.homemakersw.org.uk

10.5b Estimated net expenditure - homelessness x £1,000s



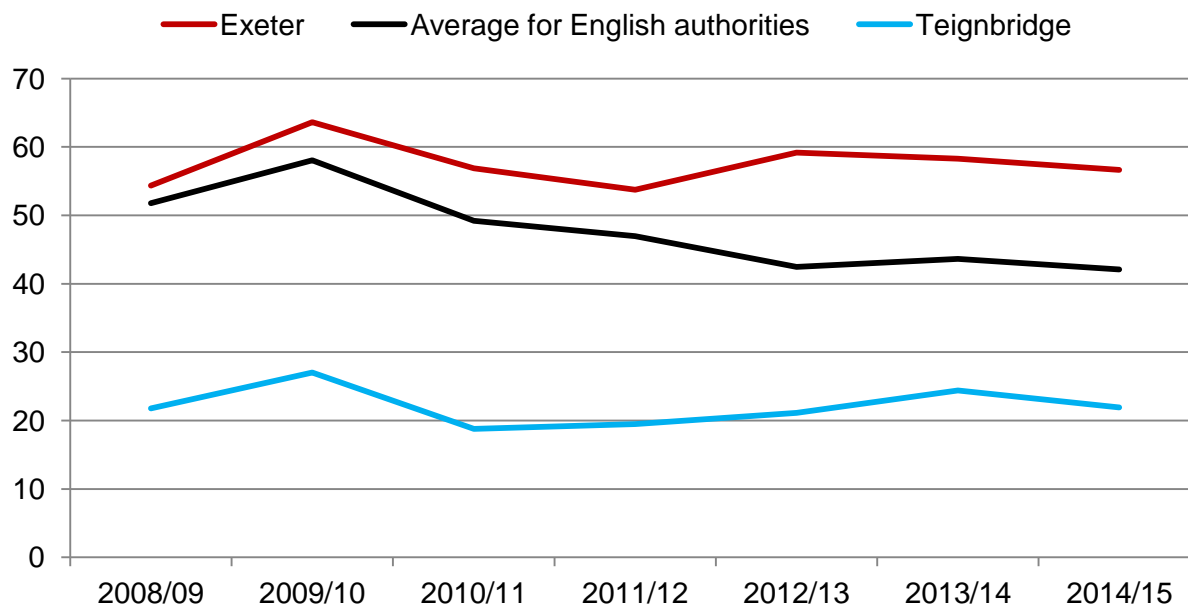
Source: Local Government Association

10.5c Homelessness spend - £ per head of population



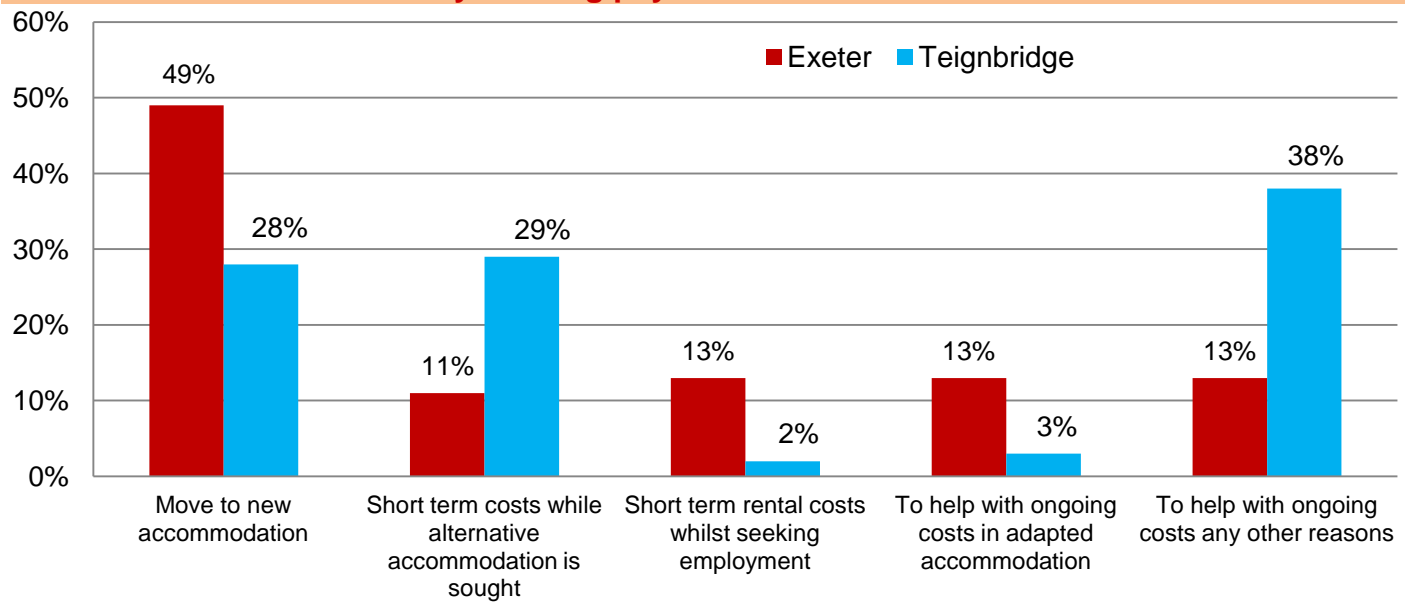
Source: [Local Government Association](#)

10.5d Revenue expenditure, housing services - £ per head



Link: [Local Government Association](#)

10.5e Reason for discretionary housing payment 2014/15



Source Exeter and Teignbridge Housing Benefits

Contact details



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