Report to Executive

Agenda Item:

A.4

Meeting Date:	13 January 2021
Portfolio:	Economy, Enterprise and Housing (Cllr Nedved)
Key Decision:	Yes
Policy and Budget Framework	Yes
Public / Private	Public

Title:	Homelessness Prevention and Rough Sleeping Strategy 2021 - 2026
Report of:	Corporate Director of Governance and Regulatory Services
Report Number:	GD.02/21

Purpose / Summary:

The purpose of this report is for the Executive to consider the strategic aims, priority objectives and actions identified as part of a statutory review and consultation process; targeting Homelessness Prevention and Rough Sleeping in Carlisle from 2021 to 2026 (as outlined within the draft Homelessness Prevention and Rough Sleeping Strategy and Action Plan).

Recommendations:

For Executive to approve the draft policy for consultation.

Tracking

Executive:	13 January 2021
Scrutiny:	14 January 2021
Executive:	08 February 2021
Council:	02 March 2021

1.   Background

1.1   The Homelessness Act 2002 gives housing authorities the power to carry out homelessness reviews within the district area; and places a statutory duty on Council's to formulate and publish a Homelessness Strategy every five years based on the findings of the review.

1.2   Carlisle City Council is required to publish a strategy and action plan which clearly outlines to Council, residents, partners, staff, customers and peers; the Council's priority objectives, approach and commitment to homelessness and rough sleeping prevention and reduction for the coming years.

1.3   Carlisle's existing Homelessness Strategy 2015-20 shifted the approach from dealing with the effects of homelessness, to a preventative approach in tackling the main causes of and reducing homelessness in the district.

2.   Homelessness review

2.1   The Homeless Prevention and Accommodation Services has undertaken a comprehensive review of homelessness to determine:

- Key achievements of the current strategy
- An up to date understanding of homelessness and housing needs in Carlisle
- Current and future levels of homelessness and rough sleeping trends
- Levels of accommodation and support needed to meet needs of people in the district who are or may become homeless in the future
- Links with other strategies and programmes that aim to address the wide range of factors that could contribute to homelessness in the local area
- The resources available to the Council
- Additional duties introduced through changes in legislation

(refer to **appendix A** for a summary of key findings)

2.2   We are committed to equality and diversity issues and comply with the requirements of the Equality Act 2010. An Equality Impact Assessment has been undertaken on this strategy and can be found at **appendix B.**

3.   Strategic aims and objectives

3.1   The proposed Strategy has been drafted using the findings of the homelessness review, the district profile and alongside our knowledge of local housing issues and internal performance indicators.

3.2   The **aim** of the new proposed strategy for Carlisle is to:

Work in partnership to deliver innovative and accessible services to; end rough sleeping, prevent and reduce homelessness, and support homeless households in finding affordable and sustainable housing solutions.

3.3   To achieve this, the Homeless Prevention and Rough Sleeping Strategy has been developed based on six strategic objectives:

Objective 1: Reduction of multiple exclusion homelessness and rough sleeping.
Objective 2: Prioritising early intervention and prevention of homelessness.
Objective 3: Promoting safeguarding and harm minimisation.
Objective 4: Increasing access to flexible move on accommodation and support options available for people experiencing homelessness.
Objective 5: Improve experiences and opportunities for young people and children experiencing homelessness.
Objective 6: Increase key partnerships to respond effectively to local emergency situations.

3.4   Carlisle's proposed Homeless Prevention and Rough Sleeping Strategy 2021 – 26 can be viewed in full at **appendix E**.

4.   **Delivery and monitoring**

4.1   A new delivery model is proposed consisting of a multi-agency strategic board and task and finish subgroups. Collectively they will oversee the delivery of the strategy and drive forward the actions outlined within the Strategic Action Plan (refer to **appendix D**).

4.2   The proposed Action Plan will be reviewed and updated annually to ensure that it remains focused and responsive to change and needs over the life of the Strategy.

4.3   We have the overall responsibility for the delivery of the proposed Homeless Prevention and Rough Sleeping Strategy. As such the Executive and Health and Wellbeing Overview and Scrutiny Members will receive an annual report in the summer of each year on the progress of actions. It is anticipated the first report will be delivered in 2022.

4.4   It is envisioned this Strategy will be delivered within existing resources however, this is subject to the full implications of:

- withdrawal from the European Union (Brexit) and the impact on EEA nationals with no recourse to public funds
- amendments to the Code of Guidance of the Homelessness Reduction Act
- new duties as a result of the Domestic Abuse Act 2017

- ongoing opportunities to secure external funding to continue to deliver specialist projects concerning domestic abuse and rough sleeping
- the full impact of the Covid-19 pandemic nationally and locally

4.5   It is also proposed that a condensed version of the Strategy is developed with the assistance of the Policy and Communications Team for the purposes of easier communication, inclusion and understanding of the key points of the Strategy; with the in-depth version and appendices made available on the Council's website.

5.   Consultation

5.1   Stakeholders and service users have been involved and consulted on the findings of the review and the proposed new priority objectives and actions, via a variety of safe methods throughout the Covid-19 period. This has included surveys, focus groups, virtual workshops and online public questionnaire. All views and comments have contributed to the development of the proposed new strategic priorities and actions.

5.2   Feedback and analysis on the final public consultation process is attached at **appendix C**.

5.3   The Portfolio Holder for Communities, Health and Wellbeing asked that key data trends relating to the following groups be highlighted:
- <u>Care Leavers (appendix A, page 6)</u>
  In 2019/20, 5% of homeless presentations in Carlisle were care leavers, which is higher than the national average (2%)
- <u>People leaving HM Armed Forces (appendix A, page 7)</u>
  In 2019/20, 1% of homeless presentations in Carlisle were leaving HM Forces, this is consistent with the national average.
- <u>Domestic Abuse (appendix A, page 8)</u>
  In 2019/20, 12% of all homeless presentations in Carlisle were as a result of domestic abuse which is higher than the national average (9%).

6.   Conclusion and recommendation

6.1   This report presents Executive with the Homelessness Review and proposed Homelessness Prevention and Rough Sleeping Strategy 2021 – 26 and Action Plan.

6.2   Executive are asked to consider the findings, and support the proposed strategic aims, priority objectives and action plan prior to the documents moving forward to adoption by council.

7.   Contribution to the Carlisle Plan priorities

7.1   Addressing Carlisle's current and future housing needs

Contact Officer:	Tammie Rhodes	**Ext:**	7217

Appendices   **Appendix A:** Homelessness Review
attached to report: **Appendix B:** Equality Impact Assessment
                         Appendix C: Final consultation responses
                         Appendix D: DRAFT Strategic Action Plan
                         Appendix E: DRAFT Homeless Prevention and Rough Sleeping
                         Strategy

Note: in compliance with section 100d of the Local Government Act 1972 the report has been prepared in part from the following papers:

• Interagency Homelessness Strategy for Carlisle 2015-20
https://www.carlisle.gov.uk/Portals/0/Documents/Residents/Housing/Carlisle's%20Interagency%20Homelessness%20Strategy%202015-20.pdf

CORPORATE IMPLICATIONS:

LEGAL – In accordance with Article 4 of the Council's Constitution, Homelessness is part of the Policy Framework reserved to Council. Therefore, it is for Council to approve the final Policy following recommendation by the Executive after the due Scrutiny process.

PROPERTY SERVICES – No property implications.

FINANCE – Any costs associated with the implementation and monitoring of the Homelessness Prevention and Rough Sleeping Strategy can be accommodated within existing revenue budgets.

EQUALITY – An Equality Impact Assessment has been completed.

INFORMATION GOVERNANCE – There are no information governance implications with this report.

Appendix A

Carlisle City Council
Homelessness and Rough Sleeping Review

Appendix A

Review of homelessness and rough sleeping in Carlisle

It is a statutory requirement contained within the Homelessness Act 2002 that every local authority undertakes a Homelessness Review outlining the main causes of homelessness in its area. The purpose of the review is to determine the extent to which the population in the district is homeless or at risk of becoming homeless, assess the likely extent in the future, identify what is currently being done and by whom, and identify what resources are available, to prevent and tackle homelessness in order to inform the development of the strategy.

Successes since the last review

The 2015-20 Inter-agency Homelessness Strategy set out 4 key priority areas:

1. Delivery of appropriate flexible accommodation and support pathways
2. Address multiple exclusion homelessness (MEH) and rough sleeping
3. Increase and improve positive outcomes for young people experiencing homelessness
4. Prevent homelessness

Throughout the course of that strategy we have:

- Worked with Cumbria County Council to develop the young person's pathway services and young person's homelessness protocol
- Extend the No Second Night Out (NSNO) provision
- Established rehousing pathways and support projects focused on adults facing exclusion and at risk of rough sleeping
- Reviewed and established a rent in advance and bond scheme
- Prepared and reacted to the Homelessness Reduction Act 2017
- Improved the capacity of the Homeless Prevention and Accommodation Services, upgrading IT systems, training, integrated service delivery and prevention focused activities

The actions have contributed towards:

- 2,212 households being prevented from becoming homeless
- 1,048 households supported in emergency accommodation, 18% of which with dependent children
- 357 households assisted to access private sector accommodation
- 211 flooded households assisted
- 70% reduction in main duty homeless acceptances
- Supported 48 individuals rough sleeping or at risk of rough sleeping with complex needs
- Supported 514 victims of domestic abuse and their children who were at direct risk of homelessness as a result
- £8.16 million in benefit gains to vulnerable households
- Supported 957 households to move into affordable long-term housing to meet their needs

Appendix A

Applications, acceptances and prevention

The chart below shows the levels of statutory homelessness presentations over 2018/19 and 2019/20. The data shows that the number of customers seeking advice and those owed prevention, relief and a full homelessness duty has remained consistent during the first two years of the newly implemented Homelessness Reduction Act 2017.

It is worth noting that Homelessness in Carlisle has reduced by 6% between 2015 and 2020.

Although there is an increase in main duty housing acceptances (shown below), there is a 70% reduction in main duty acceptances since 2015 (from 53 to 16) which is in line with government expectations and the aims of the new duties.

Figure 1: Advice, prevention, relief and full duty
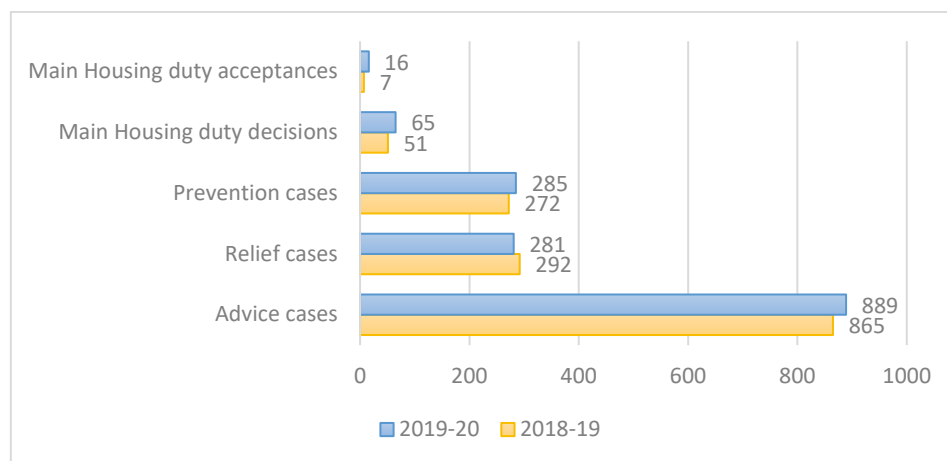
In terms of the statutory homeless decisions, the percentage of main duty acceptances has remained consistent over the past five years but remains lower than the national and regional levels; with a quarter of all decisions being accepted a full housing duty.

In 2019/20, 55% of all cases were assisted at the prevention stage, which is 6% higher than the national average, and 9% higher than the Cumbrian average.

The percentage of intentionally homeless decisions in Carlisle has increased from 3% in 2015 to 25% in 2020, with the national average being 7% in 2020 and the Cumbrian average 14%. This increase, apparent only following the implementation of the Homeless Reduction Act 2017 reflects the increase in applicants with complex needs, with exclusion / engagement issues and rehousing challenges / barriers that are unable to be resolved within the 56-day relief period.

This also reflects the demographic that Carlisle has 43% more single males at the relief stage than the national average; and significantly more people leaving an institution (mainly prison) as homeless in 2019/20 than the national average, as highlighted below (table 1 & 2 and figure 6).

Appendix A

Figure 2: Comparative main duty decision and acceptance data

Legend: ■ Accepted as homeless ■ Intentionally homeless ■ Homeless but not a priority

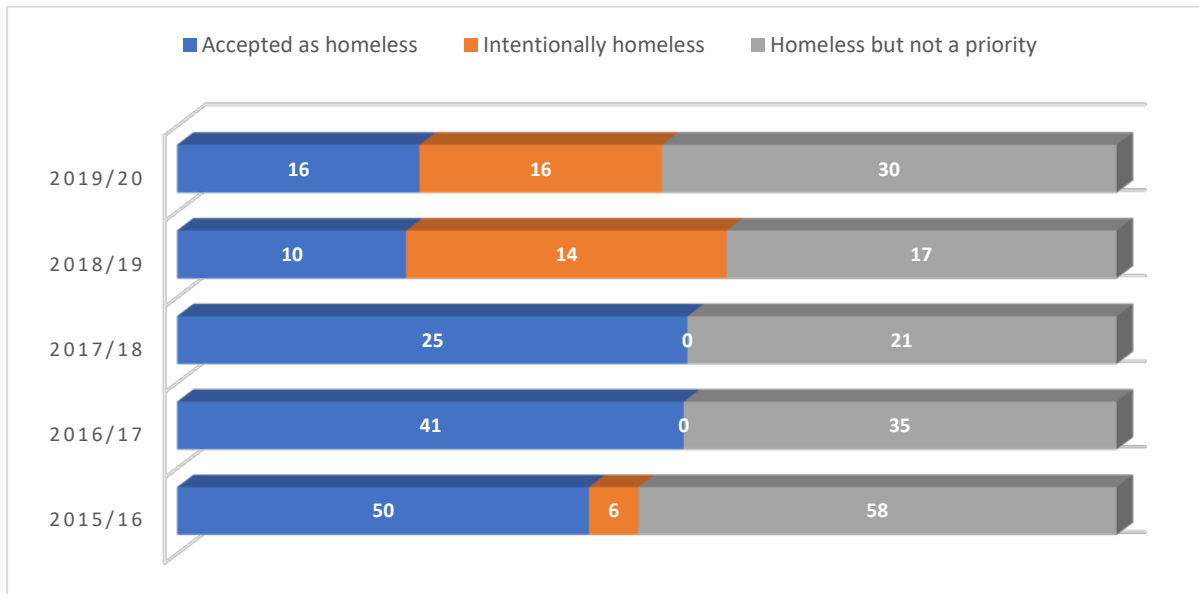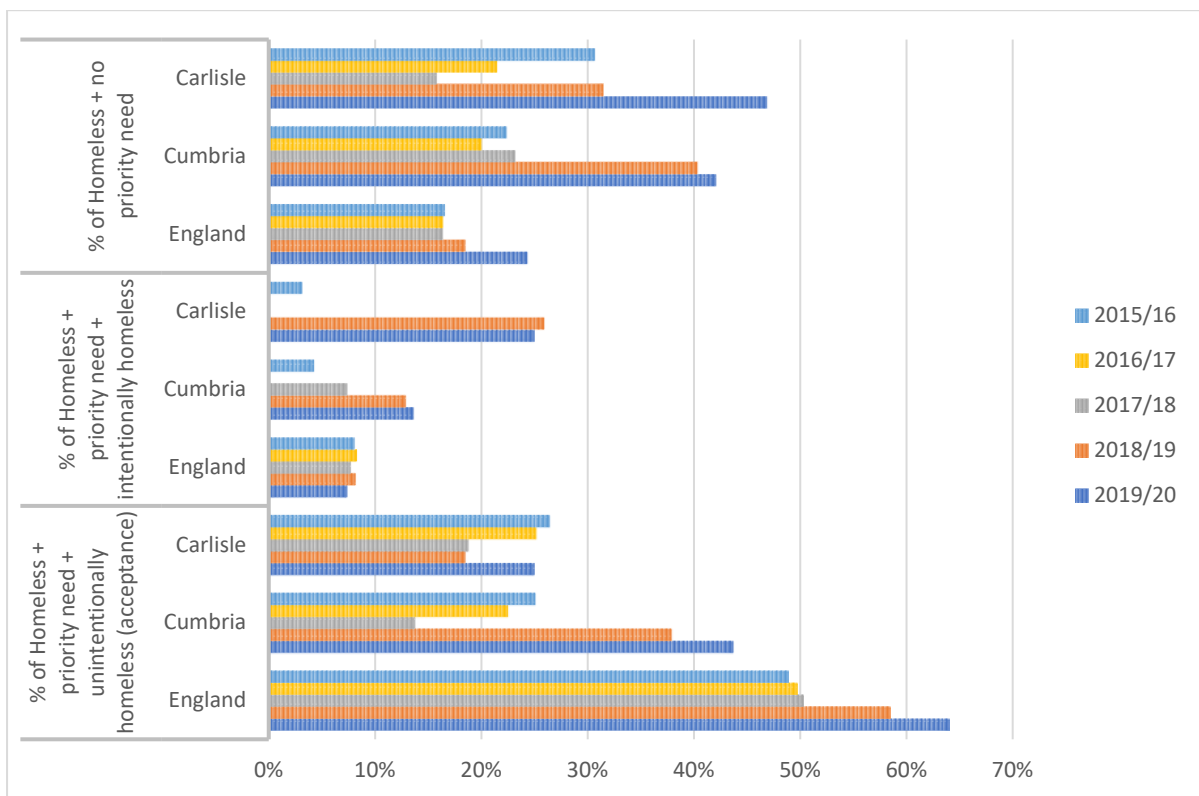| Year	Accepted as homeless	Intentionally homeless	Homeless but not a priority
2019/20	16	16	30
2018/19	10	14	17
2017/18	25	0	21
2016/17	41	0	35
2015/16	50	6	58

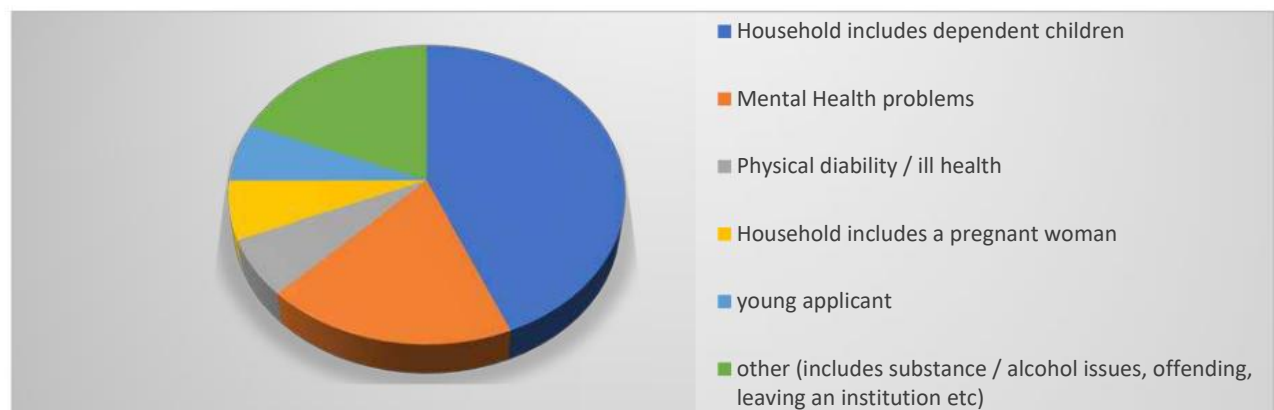**Figure 3: Comparative main duty decision and acceptance data**

Appendix A

Priority need categories

Analysis of the statutory homelessness decisions and outcomes for 19/20 highlights that the main priority need of households owed a main duty are:

Figure 4: Main priority need of households owed a main duty

Legend:
- Household includes dependent children
- Mental Health problems
- Physical diability / ill health
- Household includes a pregnant woman
- young applicant
- other (includes substance / alcohol issues, offending, leaving an institution etc)

The presence of dependent children in the household has been the primary reason for priority need over the last five years; accounting for 44% of acceptances in 2019/20.

Following that the most significant accepted priority groups in order are:

- Vulnerable as a result of mental illness / disability
- Pregnant woman, no other children
- Other: drug and alcohol issues / offending / history of homelessness / rough sleeping

Those households leaving an institution as homeless in Carlisle is significantly higher than national and regional levels, both at the prevention and relief duty stage:

Table 1: Percentage of households leaving an institution homeless

| 2019/20	England	North-west	Cumbria	**Carlisle**
Prevention duty	1%	1%	3%	**5%**
Relief duty	3%	5%	6%	**11%**

This is as a result of prison releases, and despite the high levels of public duty to referrals received from the prison and offender services, there is more that needs to be developed to address this – particularly at the relief stage.

Appendix A

Causes of homelessness and main support needs (2019/20)

The data below identifies the main reasons for households falling into homelessness in Carlisle. The most common cause of homelessness cases that we accept a duty towards is as a result of friends and family no longer willing to accommodate, which aligns to the national and regional picture; this has also been the consistent highest reason for homelessness over the past five years.

Figure 5: Main reason for homelessness 19/20
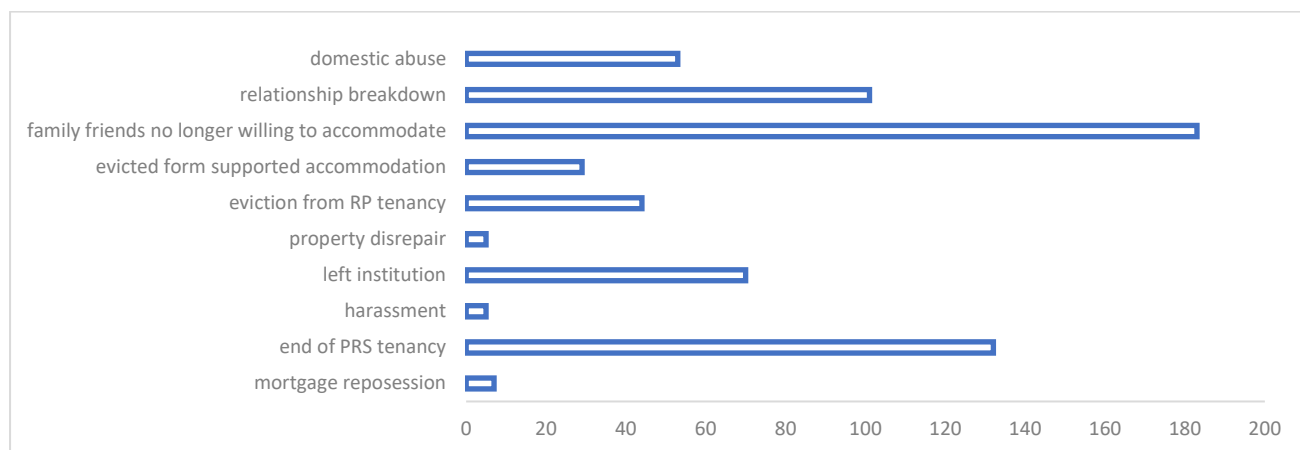
In 2019/20, we saw an increase in the number of applicants presenting who are homeless as a result of a private rented sector tenancy ending at the prevention stage; this is 36% higher than the national average.

The data allows us to profile the most common characteristics of those who are accepted as homeless in the district:

- White
- Households with dependent children
- Lone female parent
- Aged 25-34
- Long term sick or unemployed

Young People and Care Leavers

The number of young people under 35 years has increased over the past five years, specifically those who have higher longer term supported accommodation needs including care leavers, young pregnant females or young families. This rise is attributed to a lack of specialist provision in the City to meet these needs, and a lack of specialist emergency accommodation outside of the local authority emergency temporary accommodation.

Table 2: Main support needs 19/20 with comparative data

19/20	England	NW	Cumbria	Carlisle
Total households with support needs owed a duty:	47%	51%	74%	60%
prevention:	49%	48%	46%	55%
friends/family	24%	22%	21%	25%

Relationship breakdown	6%	7%	10%	13%
end of private rented	22%	28%	29%	30%
domestic abuse	6%	6%	9%	6%
left institution	1%	1%	3%	5%
relief:	46%	48%	50%	45%
friends/family	28%	28%	26%	29%
relationship breakdown	10%	11%	15%	17%
end of private rented	10%	10%	9%	10%
domestic abuse	13%	12%	12%	12%
left institution	3%	5%	6%	11%
main support needs:				
domestic abuse	9%	10%	16%	10%
offending	8%	11%	25%	26%
rough sleeping	5%	6%	12%	10%
young person	4%	4%	6%	4%
care leaver	2%	3%	4%	5%

In 2019/20, the number of care leavers presenting as homeless in Carlisle was higher than the national average at 5%.

The main support needs of homeless applicants (% of prevention and relief) in Carlisle in 2019/20 are:

Figure 6: Main support needs 19/20 with comparative data
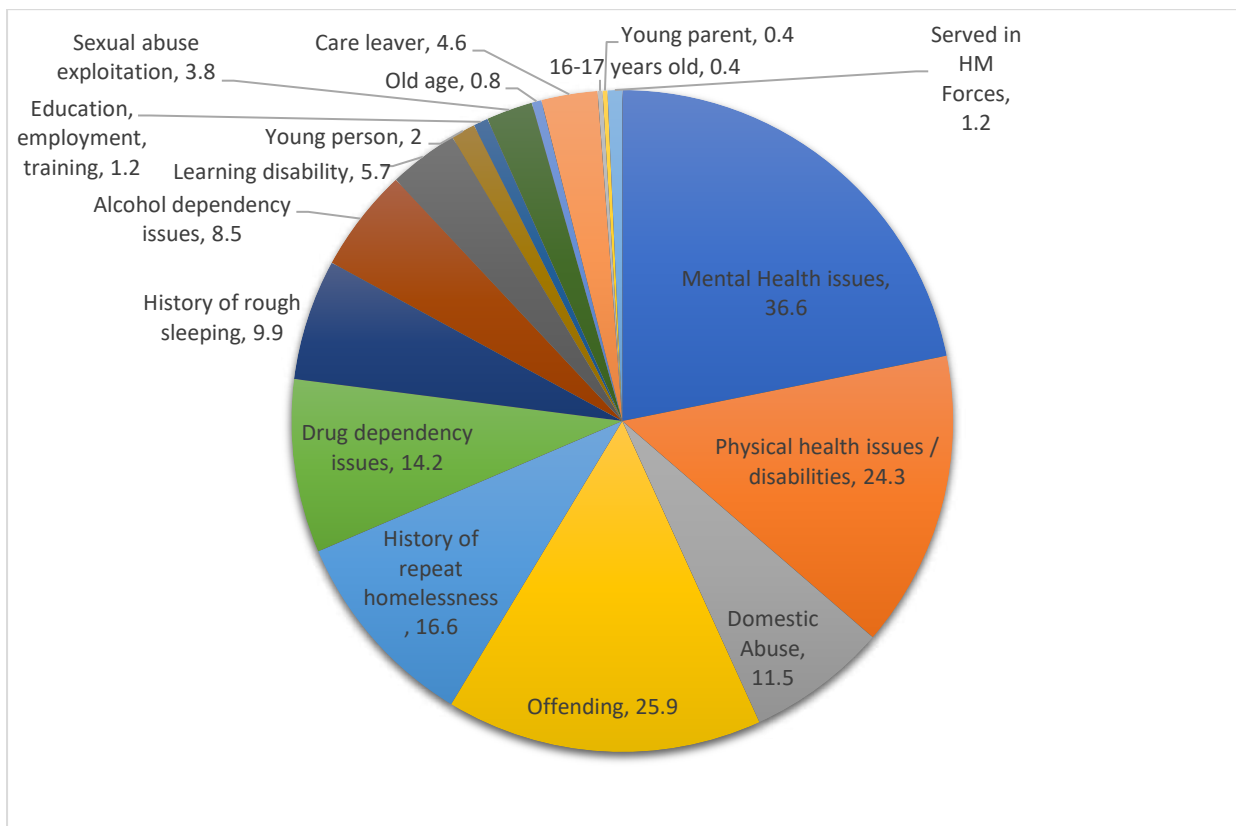
In 2019/20, 1% of homeless presentations in Carlisle were leaving HM Forces, this is consistent with the national average.

Appendix A

Domestic Abuse

12% of all homeless presentations in Carlisle in 2019/20 were as a result of domestic abuse which is higher than the national average (9%).

Carlisle has externally funded (MHCLG) fixed term specialist officers in place to deliver support interventions specifically to those at risk of homelessness as a result of domestic abuse; to date 514 victims and their children have been supported with a range of preventative interventions both in the community, where safe and appropriate to remain at home, and in emergency temporary accommodation when needed to leave in a crisis with support to move on positively.

The data collated allows us to profile the most common characteristics of those who are at risk of homelessness as a result of domestic abuse in the district:

- 94% of victims are female
- 49% of victims have dependents
- 51% of victims have mental health issues
- 30% of victims have substance / alcohol misuse issues
- 30% of victims have a history of complex relationships / prior abuse

Figure 7: Breakdown of domestic abuse profile
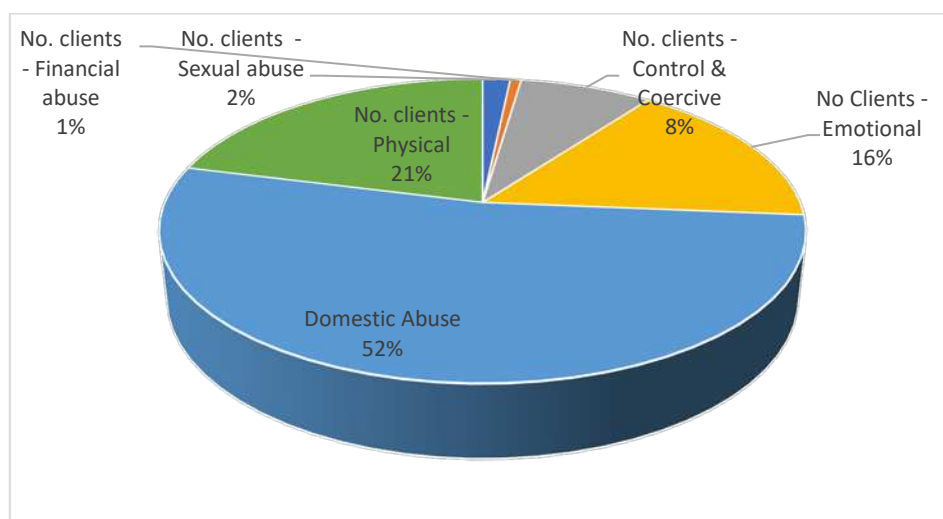
Households in temporary accommodation (TA)

The table below shows a snapshot of the number of households in temporary accommodation as at 31 March for the last 5 years. From 2015 – 2020 there has been:

Table 3: Snapshot of those in TA on 31 March from 2015 - 2020

TA	2015	2016	2017	2018	2019	2020
Carlisle	31	23 (not fully operational due to flood)	23 (not fully operational due to flood recovery)	28 (not fully operational due to flood recovery)	29	29 (not fully operational due to C19 restrictions)
Per 1000 households	0.3	0.2	0.2	0.3	0.3	0.3

Appendix A

England per 1000 households	0.4	0.2	0.2	0.3	0.3	

1,048 households have been supported in emergency temporary accommodation (TA) over the five-year period, which equates to 20% of all homeless cases and has remained static throughout the period despite the external factors impacting on availability i.e. local flooding and Covid-19.

In terms of those households accessing TA, 83% are single person households, which is a 16% increase over the period.

Key data of note over the five-year period:

- Average weekly length of stay has reduced from 10 weeks to 8 weeks
- Positive move on has increased from 66% to 71%
- The number of 16/17 year old being accommodated has reduced from 13 to 1
- Domestic abuse placements have increased from 12 to 25; and account for 14% of all placements
- 63% of all placements are for those aged under 35 years
- 27% of all placements are as a result of relationship breakdowns
- Rough sleeper (and those at risk of) placements have increased from 30 to 47; and account for 27% of all placements

Rough Sleeping (RS)

The official annual rough sleeper figures and comparative homelessness figures reported to government are:

Table 4: Official annual snapshot rough sleeper count data

RS numbers	2015	2016	2017	2018	2019
Carlisle	0	1	1	3	5
Cumbria	9	11	7	6	31
North West	220	313	434	428	349
England	3569	4134	4751	4677	4266

Table 5: Homeless and rough sleeping numbers 2018 – 2020, with per 100 household comparators

Homeless numbers	2018/19	2019/20	Homeless per 1000 households (19/20)	RS per 1000 households (19/20)
Carlisle	514	507	4.7	0.05
Cumbria	2075	2151	4.3	0.06
North West	40070	41970	6.0	0.05
England	292690	304290	5.4	0.08

In addition to the official annual snapshot figure, Carlisle has specialist officers delivering focused projects in relation to rough sleeping funded by the MHCLG since 2018; to date 48 individuals have supported with a range of interventions and issues, via a new pathway model of integrated support to get off the streets in to longer term supported tenancies.

Appendix A

The data collated allows us to profile the most common characteristics of those who are rough sleeping in the district:

- White
- Single no dependent children
- Aged 25-44
- Mental health issues
- Offending history
- History of leaving an institution
- Drug and / or alcohol misuse issues
- Long term sick or unemployed
- History of repeat homelessness
- History of exclusion from services
- Historical or current safeguarding / abuse risk factors linked to complex relationships
- Limited rehousing options

Appendix B

Carlisle City Council Equality Impact Assessment

Please use this form to record your findings, proposed actions, equality objectives and targets. Further guidance and support from the Policy and Performance Team are available. **Throughout, policy is used to mean policy, practice, service and / or function.**

Step 1 – About the policy you are assessing

Policy:	Service area:	Lead for impact assessment:	Other members of assessment team (if applicable:
Carlisle's Homelessness Prevention & Rough Sleeping Strategy 2021-26	Homeless Prevention & Accommodation Services	Tammie Rhodes	

Step 2 – Defining the policy you are assessing and identifying the equality issues

Question
What are the main aims and objectives or purpose of the policy that you are assessing? Should be defined within the policy.

Answer
The **aim** of Carlisle's Homeless Prevention and Rough Sleeping Strategy 2021 - 2026 is to:
Work in partnership to deliver innovative and accessible services to; end rough sleeping, prevent and reduce homelessness, and support homeless households in finding affordable and sustainable housing solutions.
To achieve this, the Homeless Prevention and Rough Sleeping Strategy has been developed based on six strategic objectives:
Objective 1: Reduction of multiple exclusion homelessness and rough sleeping.
Objective 2: Prioritising early intervention and prevention of homelessness.
Objective 3: Promoting safeguarding and harm minimisation.
Objective 4: Increasing access to flexible move on accommodation and support options available for people experiencing homelessness.
Objective 5: Improve experiences and opportunities for young people and children experiencing homelessness.
Objective 6: Increase key partnerships to respond effectively to local emergency situations.
Question
Who implements, carries out or delivers the policy? State where this is more than one person, team, department, or body and include any outside organisations who deliver under procurement arrangements.
Answer

We have the overall responsibility for the Homeless Prevention and Rough Sleeping Strategy. As such the Executive and Health and Wellbeing Overview and Scrutiny members will receive an annual report in the summer of each year on the progress of actions. The first report will be delivered in 2022.

In order to keep this strategy agile, the progress report will account for all bids and successful funding, and any new legislation, with outlines on the impact on local services and any changes that are required to future action plans.

A new Homeless Prevention and Rough Sleeping Strategic board will be our main group that will oversee the delivery of the strategy and monitoring progress in achieving it; this will be a multi-agency board with representatives from key statutory bodies at a senior level.

In addition, task and finish subgroups will be established to support the priority objectives and ensure key actions are delivered. These subgroups will be made up of relevant operational staff from various statutory, third sector and community services, including from organisations that contribute to the day-to-day delivery of homeless services in the city.

Question
Who is affected by the policy or by how it is delivered? Name all stakeholders e.g. external / internal customers, groups and communities? Include the potential beneficiaries of the policy

Answer
- All key statutory agencies and others with an interest / involvement in working with people experiencing or at risk of homelessness   - Members of the public   - People in the district experiencing or at risk of homelessness and rough sleeping

Question
What [measurable] outcomes do you want to achieve, why and for whom? E.g. what do you want to be providing, how well, what changes or improvements What should the benefits be for customers, groups or communities?

Answer

Six priority areas identified:

Objective 1: Reduction of multiple exclusion homelessness and rough sleeping.

Objective 2: Prioritising early intervention and prevention of homelessness.

Objective 3: Promoting safeguarding and harm minimisation.

Objective 4: Increasing access to flexible move on accommodation and support options available for people experiencing homelessness.

Objective 5: Improve experiences and opportunities for young people and children experiencing homelessness.

Objective 6: Increase key partnerships to respond effectively to local emergency situations

Refer to action plan for specific details and performance measures.

Question
What existing or previous inspections of the policy, practice, service or function are there? E.g. Best Value Inspections, service reviews, research into the effects of the policy. What did they tell you?
Answer
The 2021-26 Strategy builds on the strengths and achievements of the previous strategy; National and local policy and guidance. As part of the review process in line with best practice, we examined the last five years homelessness demographic data; correlating this with information from local social services as to the current and likely future members of social services client groups who are likely to be homeless or at risk of homelessness; for example young people in need, care leavers and those with community care needs. Trend patterns, current and future demands were determined, including housing and support resources and availability; ensuring that the future strategic priorities set are based on realistic assumptions as to how they will be delivered in practice, and collectively owned by all stakeholders within the district. The main findings are outlined within the Strategy Review document.

Step 3 – Identifying potential equality issues and factors

Question
What do you already know about the impact, or potential impact, of the policy on equality or needs of local communities / groups? E.g. from research, feedback, consultation, performance monitoring
Answer
The strategic priorities have been determined through homeless and rough sleeping research, data review and consultation based on addressing and meeting the needs of those most at risk and most vulnerable within the district.
Question
Is there any evidence of differential impact, or trends of higher / lower take up under the policy for any particular groups? E.g. who uses the service, who doesn't and why not? Do we have quantitative / qualitative data?
Evidence
Trend data was scrutinised as part of the research and those most at risk have been prioritised within the key aims; refer to the Strategic Review document.
Gaps in knowledge N/A
Question
Have there been any important demographic changes or trends locally? E.g. is the population changing, what might that mean for the policy? Have there been any legislative changes? Statistical data available on the intranet [seek assistance from policy & performance team if required].
Answer
No important demographic changes however the strategy has been written with an annual review structured so that it continues to meet local need and prevent homelessness effectively should there be any significant changes over the lifetime of the strategy (5 years)
Question
Is there an indication that the policy creates particular problems or difficulties for any groups of customers or communities i.e. differential impact and /or adverse impact?
Evidence

No	
Gaps in knowledge and who to consult with. Service level agreement may assist [more details from policy & performance team]	
Consultation with representatives from the Gypsy and Traveller community would be advantageous, however this has been commissioned on a countywide basis and is currently being undertaken to inform a separate needs assessment and policy; the findings will be incorporated into this strategy and inform future operational delivery around needs.	
Question	
Do any equality or diversity objectives already exist? If so, what are they and what is current performance?	
Answer	
EDI is a priority within this service area and underpins the work and approaches undertaken, governing operational service delivery and key performance and service standards in line with National guidance and the Law.	
Question	
Based on your answers above, how relevant is the policy to each equality category. If unsure, then assume relevance and proceed to data gathering / consultation. If certain there is no relevance, please say why and authorise. There is no need to continue	

Category	H M L relevance	Comments
Age	H	Homelessness can affect all households / individuals regardless of the categories however local research and trend data has shown that certain households / individuals are more at risk and are affected in differing ways; the strategy is underpinned and focused on addressing these.
Disability	H	
Ethnicity (race)	H	
Gender (sex)	H	
Religion or belief	H	
Sexual orientation	H	
None of above Signed: service head		

Step 4 – Collecting information and data and consulting on how the policy impacts on groups / communities

This is where we are building up a picture, considering peoples' experiences and feelings. Please think about:
- what information or data you will need
- consider quantitative and qualitative data
- make sure, where possible, there is information that allows all perspectives to be considered
- identify any gaps in the information / data and what it can tell you

When and how was it collected?	Source	What does it tell you - consider all six equality strands	Gaps in information – to inform future data gathering / consultation
Customer feedback / compliments / complaints	Homeless Prevention & Accommodation Services local data; corporate complaints	Generally good feedback is received on the services offered; where improvements have been suggested we have investigated the feasibility of making those changes and where possible implemented them	Future customer feedback panels to be arranged after the launch of the new strategy
Previous consultation / community involvement	Homeless Prevention & Accommodation Services	Good levels of community involvement and responses to consultation through local interested parties. The strategic board / subgroups are multi-agency groups who have been involved in all aspects of the development of the strategic priorities and will be involved on an ongoing basis to ensure that the strategy objectives are owned and achievable	Future customer feedback panels to be arranged after the launch of the new strategy A `local commitment' is to be developed with partners within the working group after the launch of the strategy and subgroups

When and how was it collected?	Source	What does it tell you - consider all six equality strands	Gaps in information – to inform future data gathering / consultation
Performance information and base line measures	Homeless Prevention & Accommodation Services Shared info and intelligence from the interagency working group	As per strategic document review info findings	To inform ongoing operational development and delivery of future services
Take up and usage data	Homeless Prevention & Accommodation Services	Homeless data, throughput and performance data is monitored and reported on an ongoing quarterly basis; this info informs operational service delivery changes and priority setting	To inform ongoing operational development and delivery of future services
Comparative information -local / other	National and regional data	The homelessness review considered all local, regional and national intelligence, data, research and best practice	To continue an ongoing basis and incorporate within the annual review
Census, national or regional statistics	As above	As above	As above

When and how was it collected?	Source	What does it tell you - consider all six equality strands	Gaps in information – to inform future data gathering / consultation
Access audits / discoveries	Homeless Prevention & Accommodation Services	Performance data (H-clic) is monitored and reported on an ongoing quarterly basis; this info informs operational service delivery changes and priority setting.	To continue an and incorporate within the annual review
User profile		The homelessness review considered all local, regional and national intelligence, data, research and best practice	
Monitoring / scrutiny arrangements / outcomes			

Step 5 –Analysing the information you have and setting equality objectives and targets

Please give your detailed findings in this table:

| Policy:		
Findings – from screening / data / consultation	**Which groups are affected and how**	**Whose needs are not being met and how?**
Refer to Strategy / action plan	Refer to Strategy / action plan	Refer to Strategy / action plan

Objectives

Please give your proposed objectives/ targets in this table:

Equality objective / target – What?	Who, when, how? To be integrated within service planning
Refer to Strategy / action plan	Refer to Strategy / action plan

Q1 Are you responding to this survey as:

Answered: 78   Skipped: 1
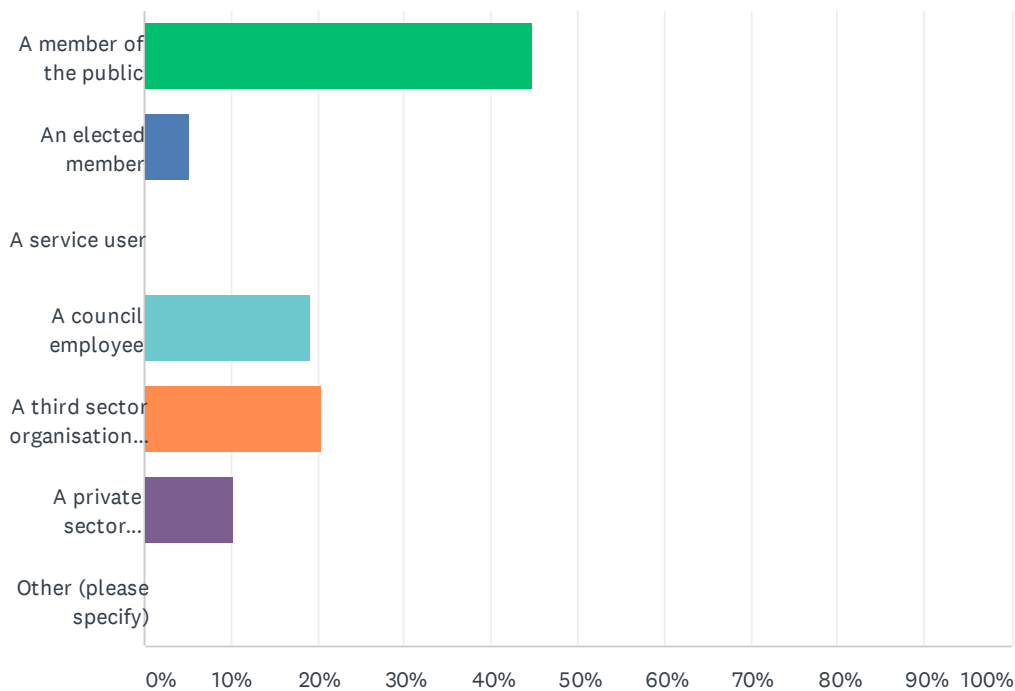
ANSWER CHOICES	RESPONSES	
A member of the public	44.87%	35
An elected member	5.13%	4
A service user	0.00%	0
A council employee	19.23%	15
A third sector organisation/partner organisation	20.51%	16
A private sector organisation/partner organisation	10.26%	8
Other (please specify)	0.00%	0
TOTAL		78

#	OTHER (PLEASE SPECIFY)	DATE
	There are no responses.	

Q2 Please state which organisation you are representing:

Answered: 27   Skipped: 52

#	RESPONSES	DATE
1	Citizens Advice Carlisle and Eden	11/19/2020 3:48 PM
2	Test	11/9/2020 2:28 PM
3	cumbria county council	11/8/2020 4:15 PM
4	Impact Housing	11/4/2020 5:37 PM
5	Unity, Drug and Alcohol Services	11/4/2020 3:43 PM
6	x	11/4/2020 11:08 AM
7	Turning Point	11/2/2020 4:36 PM
8	Carlisle Churches Together	11/2/2020 2:36 PM
9	Riverside Housing Association	11/2/2020 11:27 AM
10	carlisle city council	11/2/2020 10:43 AM
11	Churches Together in Carlisle District and Carlisle Foodbank	11/1/2020 7:09 AM
12	Elim Community Church	10/29/2020 7:52 PM
13	Civil Service	10/29/2020 10:54 AM
14	Carlisle City Council	10/28/2020 11:13 PM
15	Cumbria and Lancashire CRC (part of Probation)	10/28/2020 1:50 PM
16	Rapid rehousing officer	10/28/2020 11:20 AM
17	Age UK Carlisle and Eden	10/28/2020 10:26 AM
18	Children's service , Leaving Care	10/28/2020 9:23 AM
19	Turning Point	10/27/2020 3:13 PM
20	Carlisle City Council	10/27/2020 2:15 PM
21	Carlisle CC	10/27/2020 11:06 AM
22	City Council	10/27/2020 10:44 AM
23	Carlisle Key	10/27/2020 10:20 AM
24	Turning Point	10/26/2020 4:35 PM
25	Greater Manchester mental health trust NHS	10/26/2020 11:34 AM
26	Humankind	10/26/2020 10:07 AM
27	cumbria gateway	10/26/2020 9:58 AM

Q3 I am happy for any comments I provide within this survey to be quoted (please note if you belong to an organisation, we will also quote the name of the organisation). Please tick the relevant box if you agree or disagree to this:
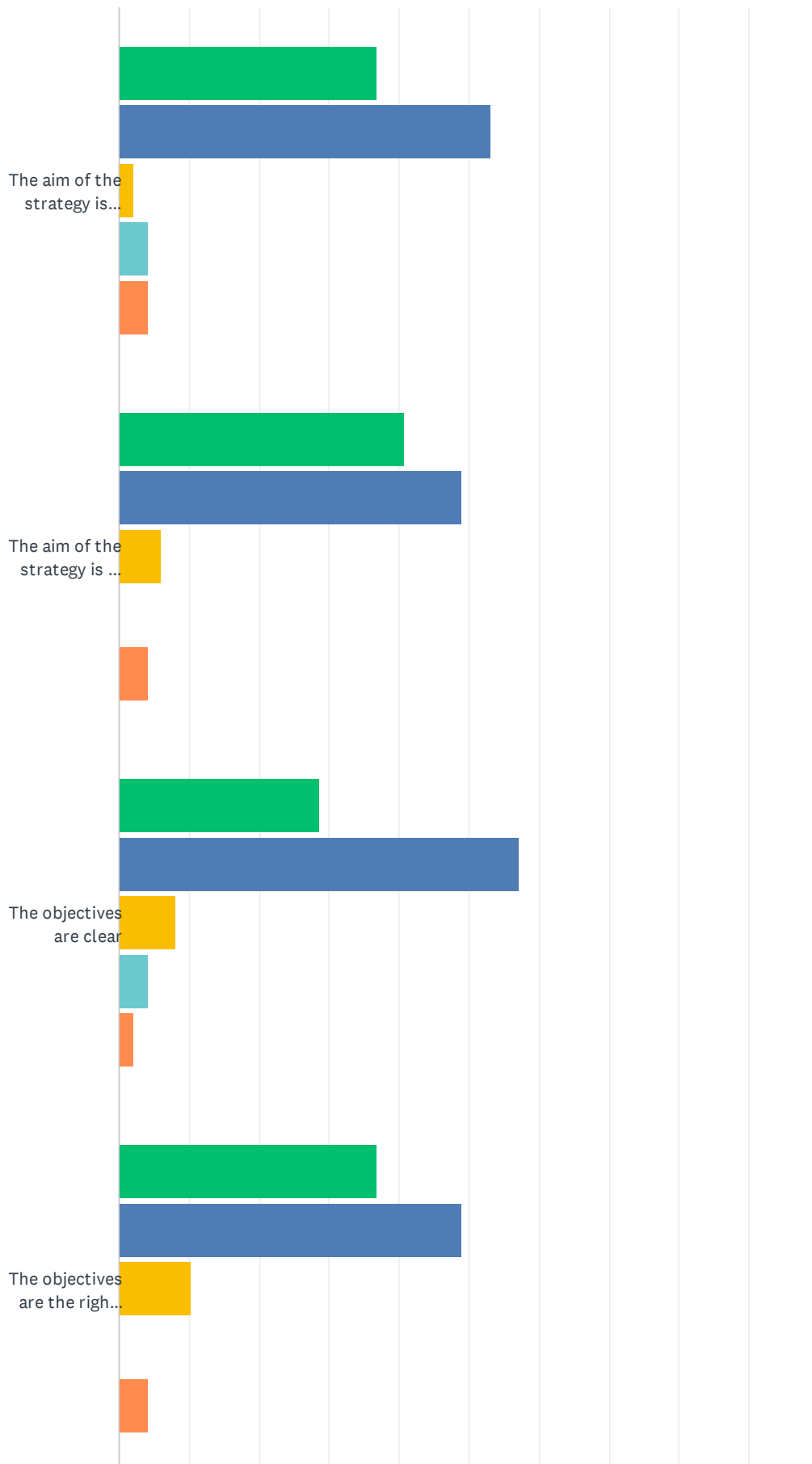
Answered: 66   Skipped: 13
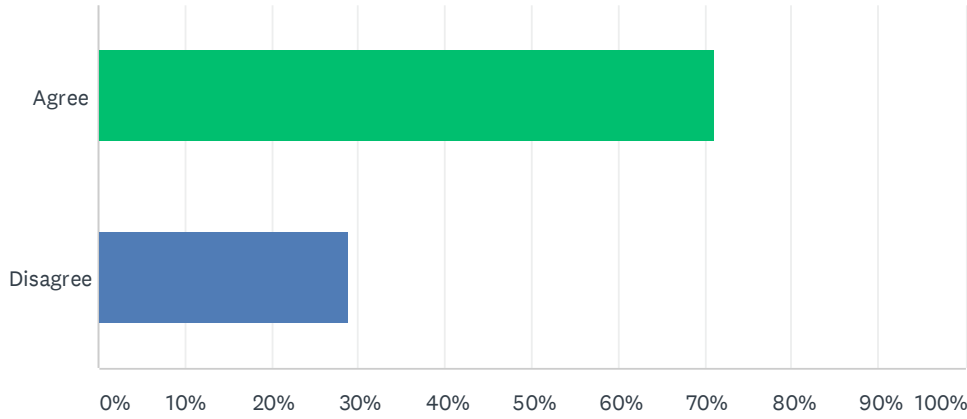
ANSWER CHOICES	RESPONSES	
Agree	71.21%	47
Disagree	28.79%	19
Total Respondents: 66		

Q4 Do you agree or disagree with the following statements:

Answered: 49   Skipped: 30

Carlisle Homeless Prevention and Rough Sleeping Strategy 2021-26

0%   10%   20%   30%   40%   50%   60%   70%   80%   90% 100%

■ Strongly Agree   ■ Tend to agree   ■ Tend to disagree   ■ Strongly disagree
■ Don't know

	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The aim of the strategy is clear	36.73% 18	53.06% 26	2.04% 1	4.08% 2	4.08% 2	49
The aim of the strategy is the right one for Carlisle	40.82% 20	48.98% 24	6.12% 3	0.00% 0	4.08% 2	49
The objectives are clear	28.57% 14	57.14% 28	8.16% 4	4.08% 2	2.04% 1	49
The objectives are the right ones for Carlisle	36.73% 18	48.98% 24	10.20% 5	0.00% 0	4.08% 2	49

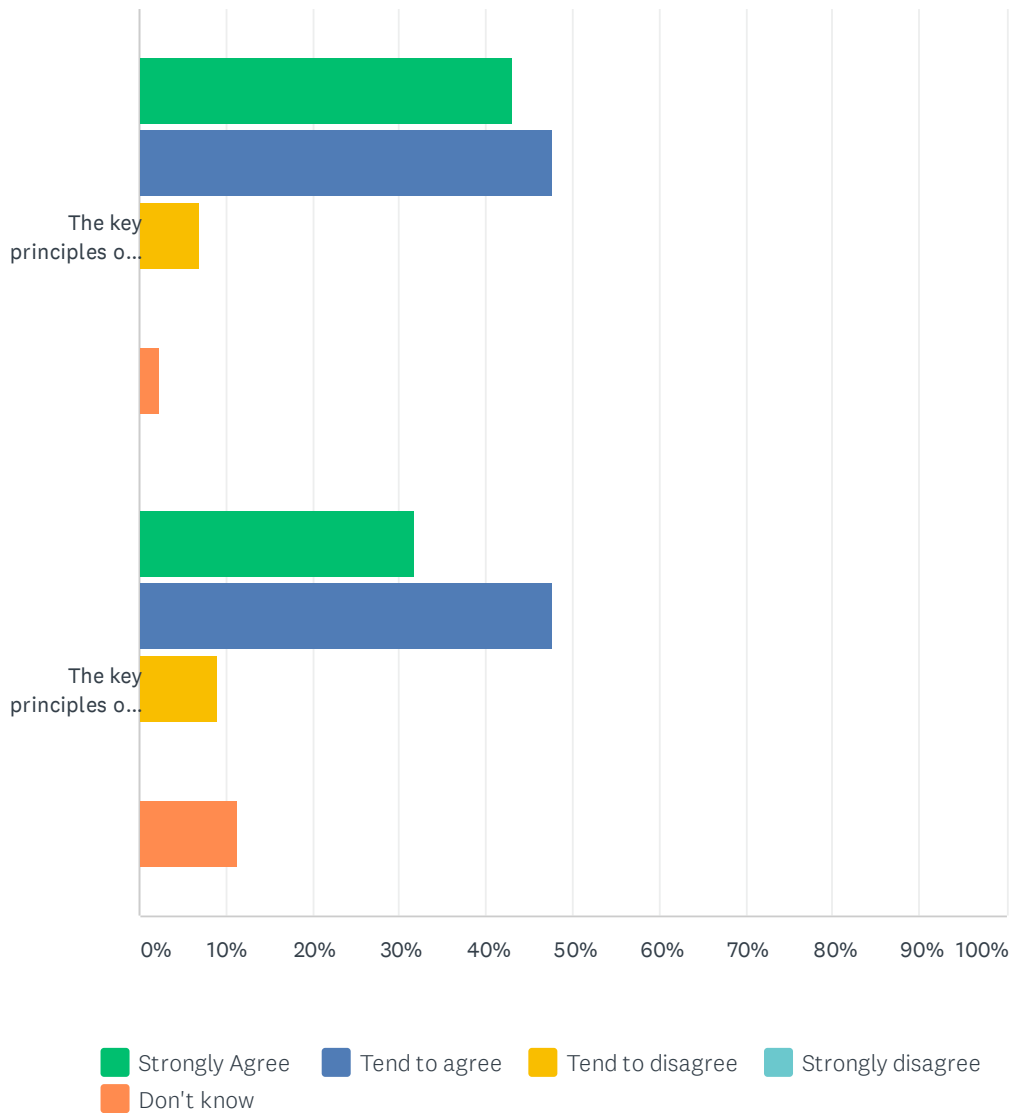# Q5 If you have any additional comments about the aims and objectives please give details below:

Answered: 18   Skipped: 61

#	RESPONSES	DATE
1	Not much provision for those who find themselves homeless out of office hours	11/22/2020 9:53 AM
2	These objectives are clear.	11/19/2020 3:49 PM
3	Rough sleepers and homeless have often been through the system, and will not be readmitted due to mental health/violence etc so fdon't know how you will do objective one	11/11/2020 6:06 PM
4	Objective 1: "multiple exclusion homelessness" wording comes across as jargon - would a member of the public fully understand that expression?	11/4/2020 5:40 PM
5	Too many objectives. There should be no more than 3 maximum. Otherwise it becomes a shopping list	11/2/2020 10:25 PM
6	I think that there needs to be greater investment in affordable housing in the area and Churches Together in Cumbria would happily offer practical support and partnership opportunities to facilitate this	11/2/2020 2:39 PM
7	NA	11/2/2020 10:45 AM
8	According to the above the strategy has 2 aims. The first is clear, the second: "minimise the distress" is not. I suggest: The aim of . . . . . is twofold, it includes both the prevention and the early resolution of Homelessness and rough sleeping. The objectives are not SMART . Based on maximum service usage and effectiveness through increasing availability, awareness, and access I suggest the following: 1. Assure prevention through improved early detection by effective partnership work with all agencies involved with high risk individuals and families. 2. Raise public awareness of locally available support services using all effective communication channels and clear information guidelines. 3. Increase the availability of suitable supported accommodation. 4. Improve access to all support it terms of time, space and location. 5. Increase effectiveness of support by promoting autonomous resolution pathways, i.e. the responsibility and the means of resolution is in the hands of the subject. 6. Maximise support and economise on resources through effective partnership work with all local approved support agencies.	11/1/2020 7:09 AM
9	Need to increase amount of accommodation available to homeless people	10/29/2020 8:15 AM
10	Definition of 'move on accommodation' might help?	10/28/2020 8:03 PM
11	Ensuring client's having access to relevant knowledge at an early stage, we have found has been key in delivering a beneficial information and advice service.	10/28/2020 10:30 AM
12	Homelessness doesn't seem to be an issue in Carlisle, despite Labour trying to politicise the issue over a number of years. I thought this was a conservative council. Seems to be taking labour pressure time and time again to set policy.	10/27/2020 10:19 PM
13	I agree with the aims and objectives however I am also aware that funding for Supported Housing has been suspended as of March 2021 which means there will be less resources to utilise and in turn, more individuals effected by homelessness.	10/27/2020 3:18 PM
14	The provision for the disabled and older adults who need help eg those of working age has been due to .no DSS rental and social provision How this can be pol tooced needs addressed too he fearof being homelessis dreadful Carlisle law centre is one place they get help but usially at the point of eviction or the house is sold atthe end of short lets !	10/27/2020 11:28 AM
15	Stop giving rents, find them a room, finds are awast of time , when pennielest	10/27/2020 11:22 AM
16	Objective 1: Reduction of multiple exclusion homelessness and rough sleeping. Not fully clear on this objective, is it to remove barriers to access accommodation?	10/27/2020 10:25 AM
17	To find accommodation for all homeless in Carlisle. There is a number of buildings not occupied by the council or any other organisation that would be appropriate to help these needs. Young adults need to go to a place of safety if needed and extra accommodation for domestic abuse victims or family male or female that need safety. There is plenty unoccupied properties available in and around Carlisle that could be made use of these needs.	10/27/2020 10:09 AM
18	Need to ensure access is available to the hostels (male & female) this seems to have reduced enormously in the last year & despite COVID its very difficult to access emergency accom even though legislation states people shouldnt be homeless during the pandemic	10/26/2020 10:12 AM

Q6 Do you agree or disagree with the following statements:

Answered: 44   Skipped: 35

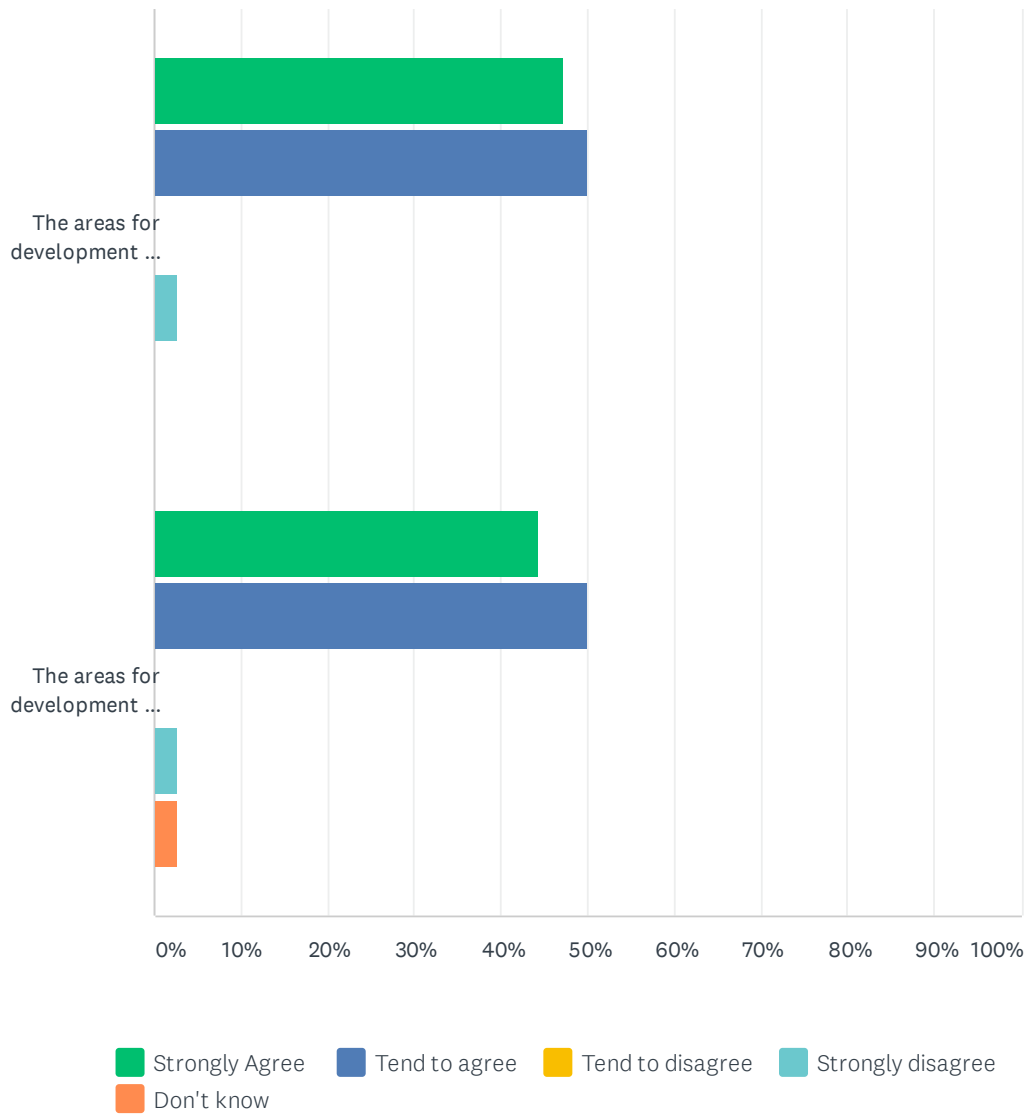|	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The key principles of the strategy are clear	43.18% 19	47.73% 21	6.82% 3	0.00% 0	2.27% 1	44
The key principles of the strategy will allow us to successfully deliver its objectives and aims	31.82% 14	47.73% 21	9.09% 4	0.00% 0	11.36% 5	44

Q7 If you have any additional comments about the key principles of the strategy please give details below:

Answered: 9   Skipped: 70

#	RESPONSES	DATE
1	The wording is clear. However, it is not possible to assess whether these will allow the successful delivery of the aims and objectives. The real test is how the strategy is implemented and how people experiencing homelessness are treated.	11/19/2020 3:50 PM
2	Keep wording simple - avoid jargon	11/2/2020 10:26 PM
3	NA	11/2/2020 10:45 AM
4	I suggest the following is more comprehensive, concise and clear: Respect human rights and responsibilities Safeguard people from harm Make best use of all available resources. Be based on a Planning, Implementation, evaluation and review process.	11/1/2020 7:09 AM
5	It is unclear that the objectives have been clearly and proportionately assessed. Small enough numbers of homeless for individual assistance	10/27/2020 10:20 PM
6	More action, less yap	10/27/2020 11:23 AM
7	These are currently meaningless phrases. The objectives need to be more precise.	10/27/2020 10:48 AM
8	I think all parties of council housing associations landlords should be at least put together to help work these measures to work and make our community one of the best in Cumbria.	10/27/2020 10:12 AM
9	It seems much harder for marginalised clients to access hostel services in Carlisle where previously there was much more support for these people	10/26/2020 10:14 AM

Q8 Do you agree or disagree with the following statements:

Answered: 36   Skipped: 43

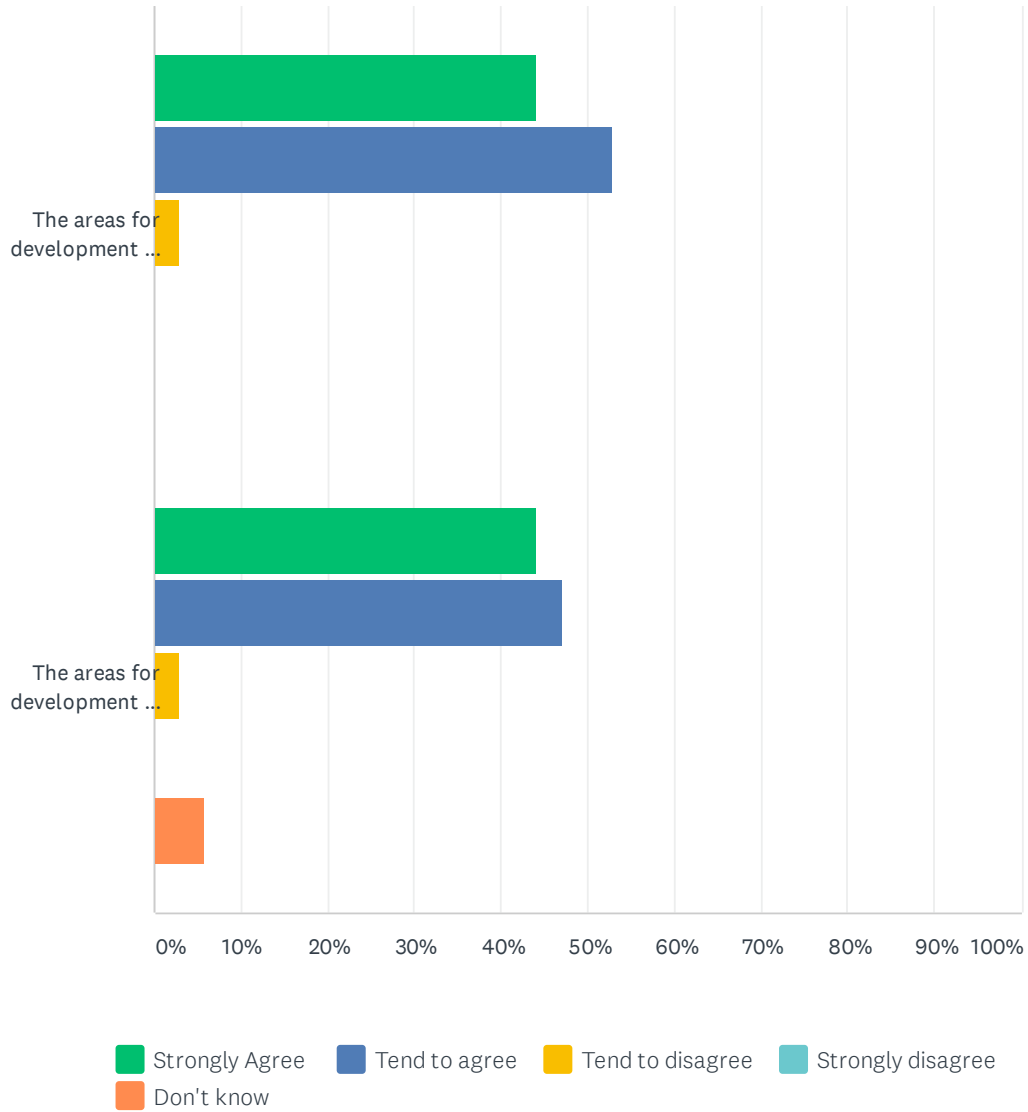|	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 1 are clear	47.22% 17	50.00% 18	0.00% 0	2.78% 1	0.00% 0	36
The areas for development for objective 1 are the right ones for Carlisle	44.44% 16	50.00% 18	0.00% 0	2.78% 1	2.78% 1	36

Q9 If you have any additional comments about the areas for development for objective 1 please give details below:

Answered: 12   Skipped: 67

#	RESPONSES	DATE
1	Partnerships often have differing criteria which conflicts - ownership and commitment would be required by all - which is a big ask in times of financial restraints and overuse of NHS mental health teams	11/11/2020 6:09 PM
2	Need to ensure homeless people with pets can be accomodated with their pets. This applies to SWEP too	11/3/2020 1:14 PM
3	Littered with jargon and technical terms and phrases	11/2/2020 10:27 PM
4	I have a concern that there is not enough properties/support schemes available to house those that have complex needs and wonder how this objective will be achieved	11/2/2020 11:30 AM
5	NA	11/2/2020 10:46 AM
6	None	11/1/2020 7:09 AM
7	Is an annual report sufficient? Who will run the task force? How will homeless people know where to get help?	10/28/2020 8:09 PM
8	There should be an objective that there is better out of office response to homelessness. If your homeless after 3pm there no where for people to go. Young people need a round the clock service that's responsive and not reliant on children's services who do not have Access to housing	10/28/2020 6:39 PM
9	This is a hugely disproportionate response to a minuscule issue. It does not help tax payers. In that regard it is insulting. Conservatives were elected to run the council and you take labour policies. Is this because the deputy leader is married to a labour councillor?	10/27/2020 10:23 PM
10	Give more help than 9-5 Mon fri	10/27/2020 11:25 AM
11	An electronic information leaflet is no good for supporting and signposting those with no homes. I know it is for the local community but this really should be accessible for all especially as a handout to those with no homes if needed.	10/27/2020 10:52 AM
12	Objective 1 is clearer now. We have had a discussion with social bites about their Housing Villiage which is a Housing First Model. They would be interested in working in partnership to make something similar here. We have only had a discussion with them but might be a good partnership option	10/27/2020 10:29 AM

Q10 Do you agree or disagree with the following statements:

Answered: 34   Skipped: 45

| | Strongly Agree | Tend to agree | Tend to disagree | Strongly disagree | Don't know |

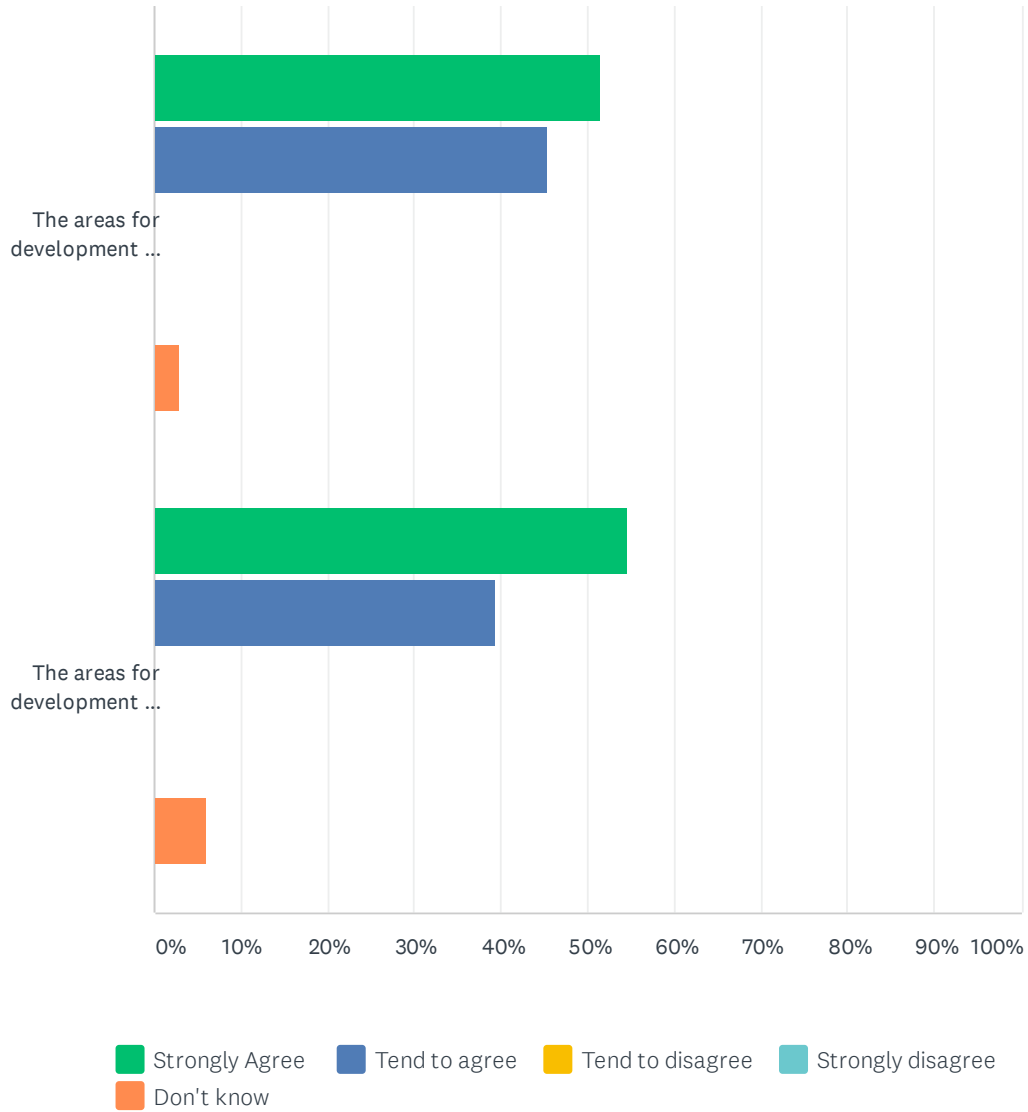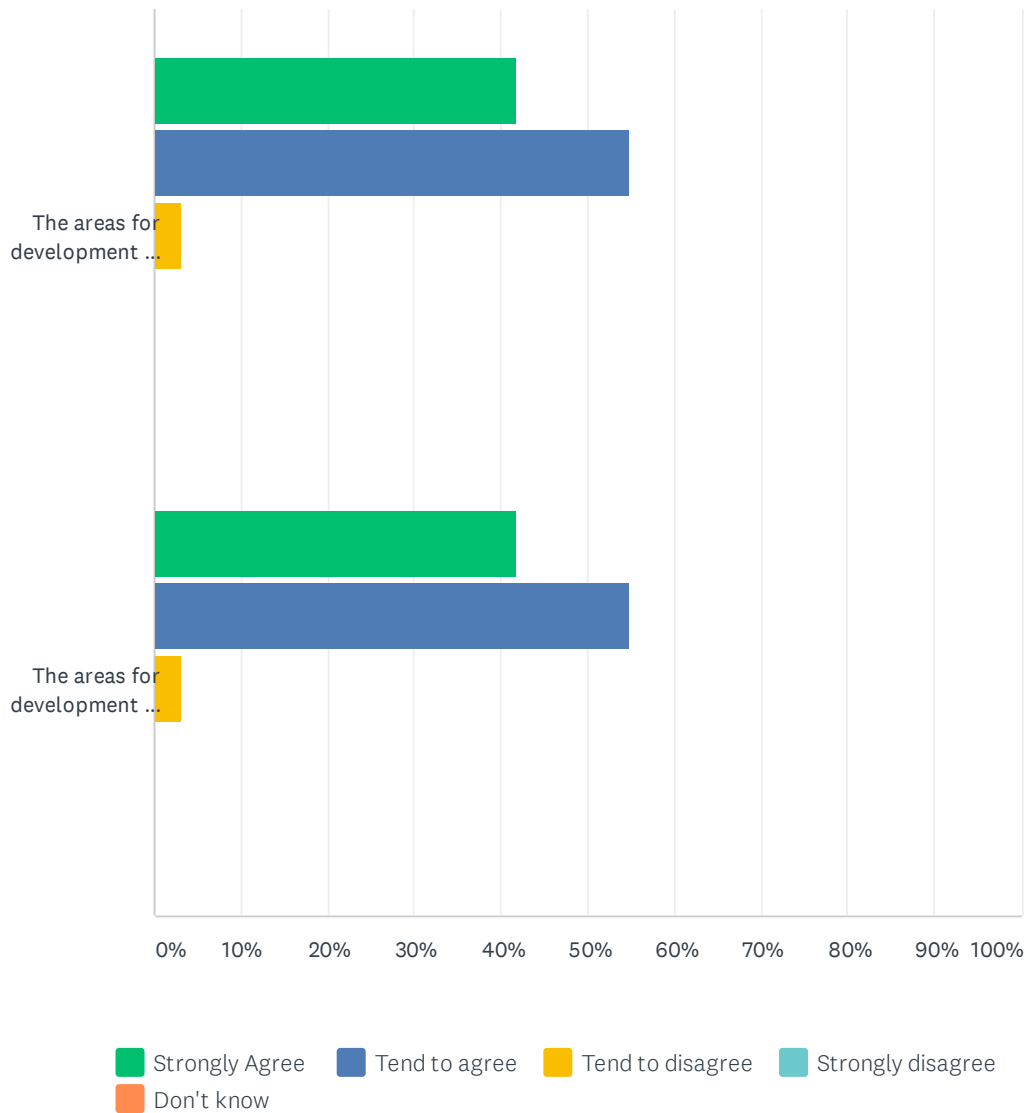|	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 2 are clear	44.12% 15	52.94% 18	2.94% 1	0.00% 0	0.00% 0	34
The areas for development for objective 2 are the right ones for Carlisle	44.12% 15	47.06% 16	2.94% 1	0.00% 0	5.88% 2	34

Q11 If you have any additional comments about the areas for development for objective 2 please give details below:

Answered: 7   Skipped: 72

#	RESPONSES	DATE
1	Lots of jargon	11/2/2020 10:28 PM
2	NA	11/2/2020 10:48 AM
3	My main impression is these areas for development are all important and to be approved, however it appears very ambitious: is all this within the scope and the capacity of the Department. I also fail to see emphasis on the inclusion here of best use of available resources through establishment of systems of alert from key partners (e.g. Adult social care, children's services, etc) Perhaps this is coming later in the strategy.	11/1/2020 7:10 AM
4	Accommodation alone is not enough, those at risk need one to one support to to able to maintain a tenancy.	10/29/2020 8:25 AM
5	Will people at risk of homelessness have access to the Internet in order to find out relevant information?	10/28/2020 8:12 PM
6	Apart from this being a complete waste of money. What sort of term is a homeless household.	10/27/2020 10:24 PM
7	More help with clams	10/27/2020 11:27 AM

Q12 Do you agree or disagree with the following statements:

Answered: 33   Skipped: 46

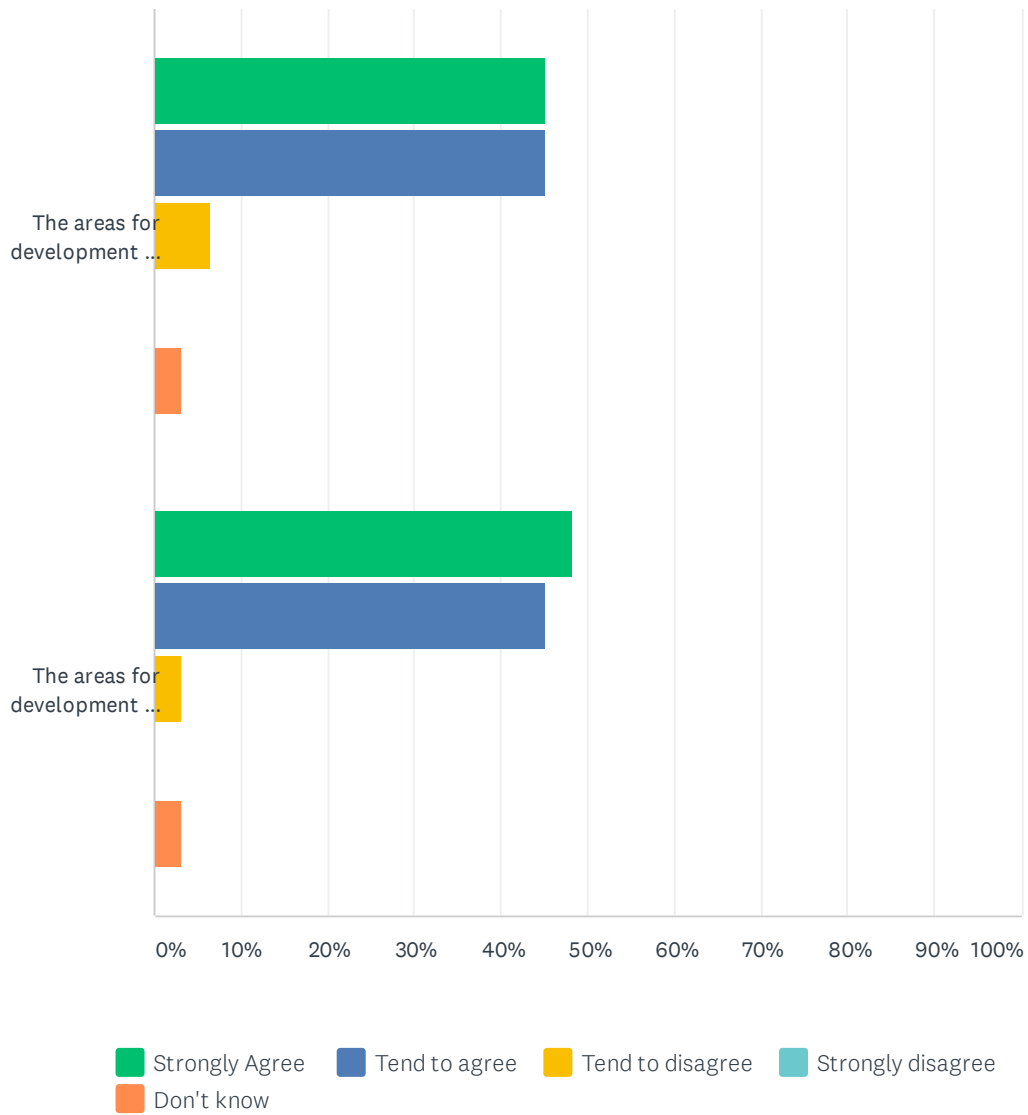|	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 3 are clear	51.52% 17	45.45% 15	0.00% 0	0.00% 0	3.03% 1	33
The areas for development for objective 3 are the right ones for Carlisle	54.55% 18	39.39% 13	0.00% 0	0.00% 0	6.06% 2	33

Q13 If you have any additional comments about the areas for development for objective 3 please give details below:

Answered: 10   Skipped: 69

#	RESPONSES	DATE
1	Again parnership working is great if underpin by the same ethos and policy - something I have never seen	11/11/2020 6:10 PM
2	Keep it simple.	11/2/2020 10:29 PM
3	NA	11/2/2020 10:48 AM
4	Does Carlisle have access to enough safe accommodation to be able to state with certainty the provision of alternative suitable accommodation for individuals and families in immediate danger of harm. 11. Develop and implement a robust risk assessment tool utilising criteria which alert to need for provision of alternative suitable accommodation. 12. Maintain records as evidence that alternative suitable accommodation has been provided when deemed necessary, by the risk assessment tool, to safeguard and prevent harm to individuals and families.	11/1/2020 7:10 AM
5	Clearly more well trained officers will be required	10/29/2020 8:28 AM
6	Close working with schools, where children are involved and any other agencies including social workers.	10/28/2020 8:15 PM
7	People that are in the country without access to public resource need better support when homeless, especially when they are fleeing domestic abuse. Where do these victims and their families go? There needs to be better translation services available	10/28/2020 6:41 PM
8	This is an intervention issue as regards domestic abuse etc. This isn't a homelessness issue if it is dealt with through intervention and correct messaging from police and other organisations.	10/27/2020 10:25 PM
9	Find someone who knows what there doing to help	10/27/2020 11:28 AM
10	People's safety and metl wellbeing should always come first	10/27/2020 10:16 AM

Q14 Do you agree or disagree with the following statements:

Answered: 31   Skipped: 48

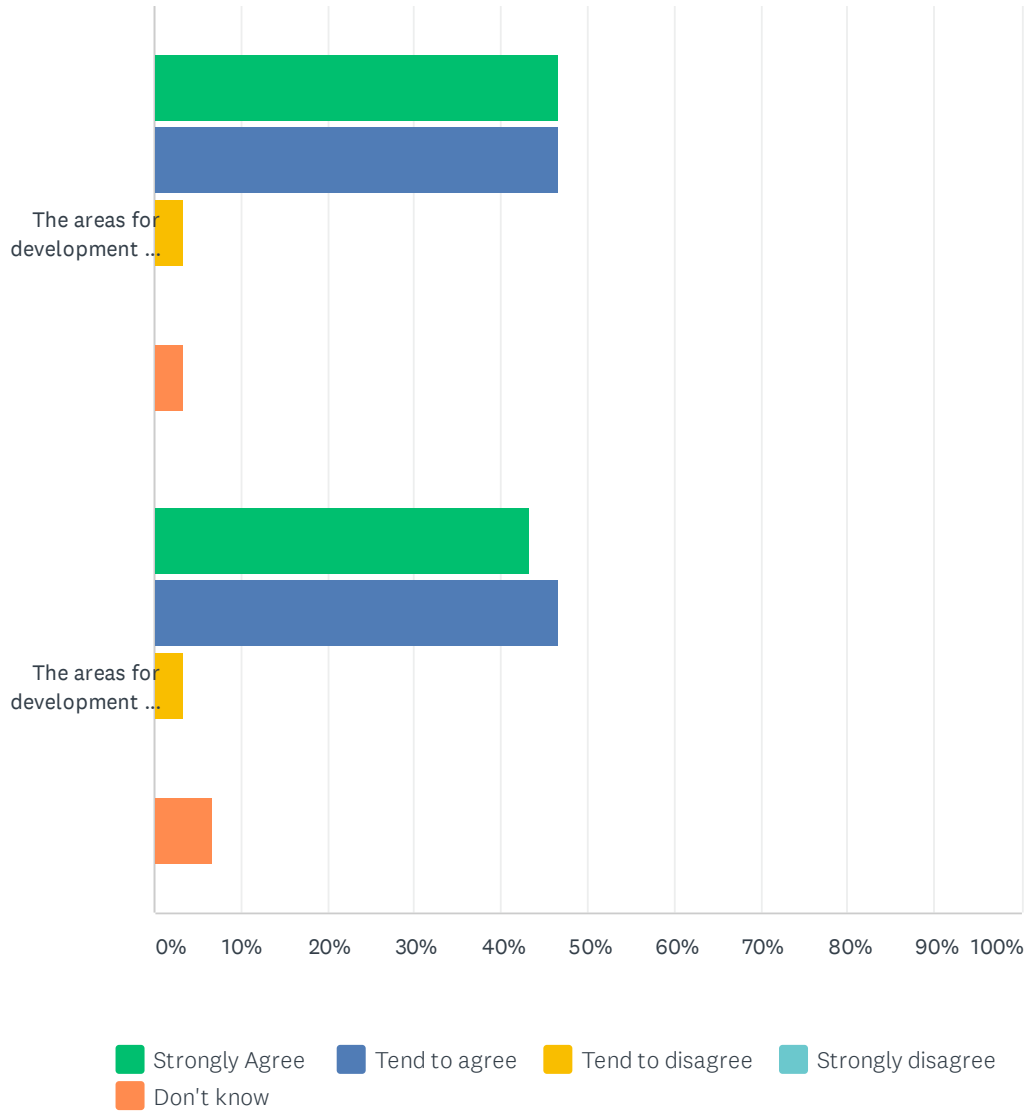|	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 4 are clear	41.94% 13	54.84% 17	3.23% 1	0.00% 0	0.00% 0	31
The areas for development for objective 4 are the right ones for Carlisle	41.94% 13	54.84% 17	3.23% 1	0.00% 0	0.00% 0	31

Q15 If you have any additional comments about the areas for development for objective 4 please give details below:

Answered: 10   Skipped: 69

#	RESPONSES	DATE
1	Provision of move on housing for people with pets	11/3/2020 1:16 PM
2	As I say I think that simply mapping affordable housing will not be enough...the lack of council housing stock since right to buy and the lack of good quality affordable housing needs to be addressed.	11/2/2020 3:34 PM
3	NA	11/2/2020 10:49 AM
4	Address the problem of rent in supported accommodation remaining high for people who no longer need the support (have successfully started paid employment) however have yet to find suitable other accommodation.	11/1/2020 7:10 AM
5	Think outside the box, recruit officers to mentor tenants in how to keep their accommodation clean and tidy...provide equipment ie a simple Hoover, and cleaning equipment	10/29/2020 8:34 AM
6	Will these audits actually lead to action?	10/28/2020 8:27 PM
7	Single people under 35 in low pay jobs is an issue the council can address with council tax susbsidisation. There are practical ways in which the council can help. Labelling these hard working people homeless and patronising them through mapping affordable housing is quite frankly insulting	10/27/2020 10:28 PM
8	Set up food help in cold days/nights	10/27/2020 11:30 AM
9	What is RSL or RRP?	10/27/2020 11:09 AM
10	Should have a hostel a place to sleep for the night even if it only open for the homeless to have a bed and a meal	10/27/2020 10:18 AM

Q16 Do you agree or disagree with the following statements:

Answered: 31   Skipped: 48

Strongly Agree   Tend to agree   Tend to disagree   Strongly disagree   Don't know

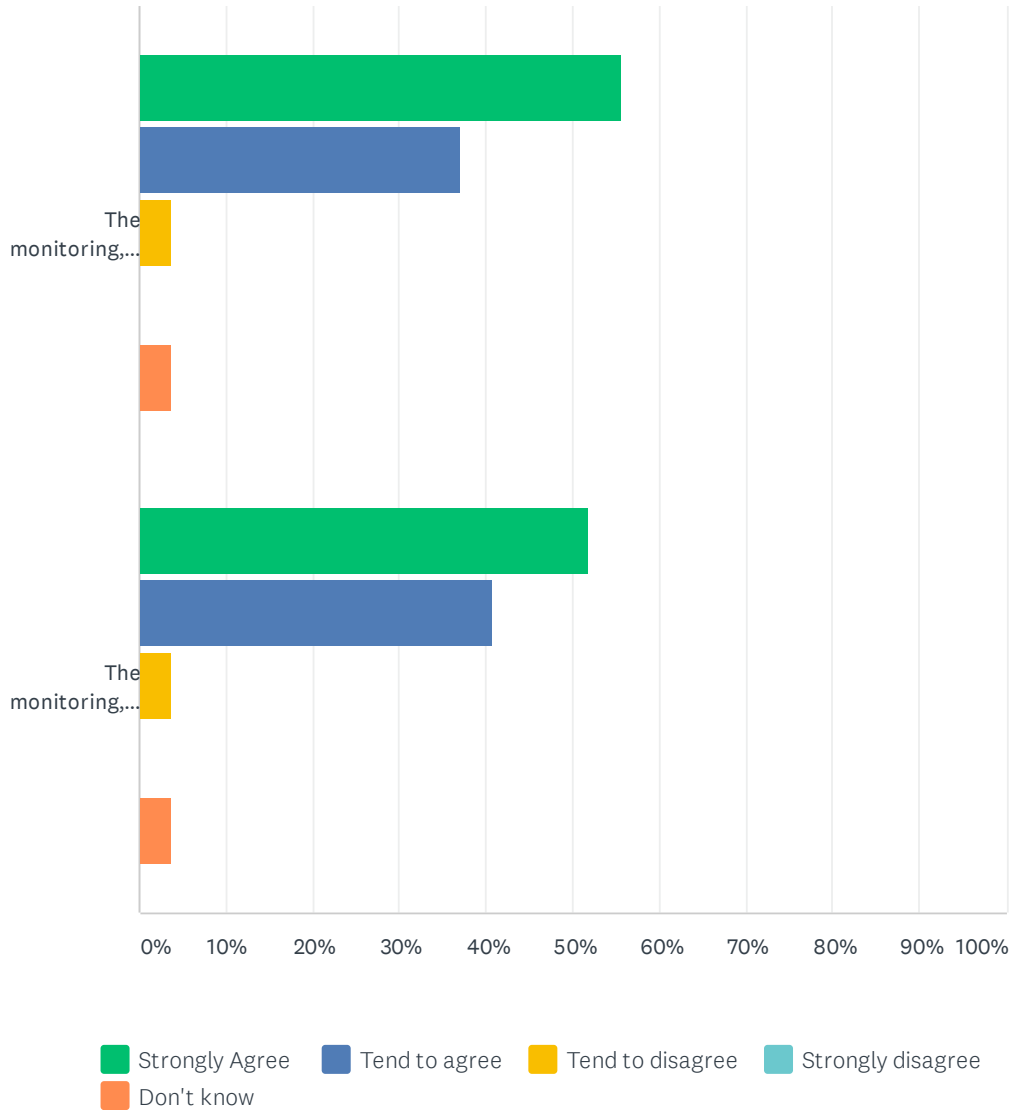|	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 5 are clear	45.16% 14	45.16% 14	6.45% 2	0.00% 0	3.23% 1	31
The areas for development for objective 5 are the right ones for Carlisle	48.39% 15	45.16% 14	3.23% 1	0.00% 0	3.23% 1	31

Q17 If you have any additional comments about the areas for development for objective 5 please give details below:

Answered: 10   Skipped: 69

#	RESPONSES	DATE
1	ow many times will this be tried?	11/11/2020 6:10 PM
2	Riddled with jargon	11/2/2020 10:30 PM
3	I think that we may have a youth homelessness crisis on our hands and the carrying through of number 5 but be an active initiative that is seen through.	11/2/2020 3:36 PM
4	NA	11/2/2020 10:49 AM
5	As I have no experience here I cannot comment	11/1/2020 7:10 AM
6	Again down to staff numbers ...all sounds good but delivery is everything	10/29/2020 8:37 AM
7	Training and employment opportunities for those due to leave or have left education is a really important point. Once you have scoped - what if there aren't available services in the area?	10/28/2020 8:31 PM
8	It is good to increase awareness and opportunities for young people who are homeless but the current provision needs addressed. Close street and warwick Sq are in desperate need of renovation. The lack of staff available at each provision means young people are not getting the guidance, support and advice they need. More provision is needed and better training of staff to actually support these young people to successfully live independently.	10/28/2020 6:45 PM
9	Young persons mental health should be a target, looking at improvement for access to Mealth health support for those who are in crisis.	10/27/2020 11:45 AM
10	Keep kids at home as long as possible	10/27/2020 11:31 AM

Q18 Do you agree or disagree with the following statements:

Answered: 30   Skipped: 49

- 🟩 Strongly Agree
- 🟦 Tend to agree
- 🟨 Tend to disagree
- 🟢 Strongly disagree
- 🟧 Don't know

	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The areas for development for objective 6 are clear	46.67% 14	46.67% 14	3.33% 1	0.00% 0	3.33% 1	30
The areas for development for objective 6 are the right ones for Carlisle	43.33% 13	46.67% 14	3.33% 1	0.00% 0	6.67% 2	30

Q19 If you have any additional comments about the areas for development for objective 6 please give details below:

Answered: 10   Skipped: 69

#	RESPONSES	DATE
1	Written in manager speak	11/2/2020 10:31 PM
2	I think the winter emergency homelessness shelter system in Kendal should be looked at and the establishment of an equivalent or even 'daughter' or Manna House be actively explored	11/2/2020 3:38 PM
3	NA	11/2/2020 10:49 AM
4	No additional comments	11/1/2020 7:10 AM
5	Mentoring in managing money is required in some households. Failure to pay bills can be a big driver to homelessness	10/29/2020 8:40 AM
6	Is virtual the answer?	10/28/2020 8:33 PM
7	Organisations are well set up to deal with this issue. It seems the council are trying for some reason to jump on a socialist bandwagon... another one.	10/27/2020 10:29 PM
8	There has been lots of community project popping up over Covid-19 which has been great but would be good to know who is doing what & when. For example, there has been an explosion of food response to the school meals	10/27/2020 11:47 AM
9	Find. Drs to help , get clean and dry cloths	10/27/2020 11:32 AM
10	There should always be somewhere to go no matter what	10/27/2020 10:20 AM

Q20 Do you agree or disagree with the following statements:

Answered: 27   Skipped: 52

Legend:
- ■ Strongly Agree
- ■ Tend to agree
- ■ Tend to disagree
- ■ Strongly disagree
- ■ Don't know

	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DON'T KNOW	TOTAL
The monitoring, evaluation and review arrangements are clear	55.56% 15	37.04% 10	3.70% 1	0.00% 0	3.70% 1	27
The monitoring, evaluation and review arrangements are the right ones for Carlisle	51.85% 14	40.74% 11	3.70% 1	0.00% 0	3.70% 1	27

Q21 If you have any additional comments about the monitoring, evaluation and review arrangements please give details below:

Answered: 10   Skipped: 69

#	RESPONSES	DATE
1	Would also be useful to report on the number of presentations found not to meet legal homelessness duty. This should form as part of the review process because it helps to identify those people who are either falling through gaps, or a wider issue in the local area which key partners can support with.	11/19/2020 3:54 PM
2	Are you measuring the right things here, or simply measuring that which is easiest?	11/2/2020 10:32 PM
3	Would like an action in there to measure level of follow on support once moved to permanent accommodation	11/2/2020 11:33 AM
4	NA	11/2/2020 10:50 AM
5	None	11/1/2020 7:10 AM
6	Use of corporate language needs minimised for readers of this survey.	10/29/2020 8:45 AM
7	Perhaps the Action Plan and its objectives could be RAG rated to show what's being done/achieved well and what needs further attention.	10/28/2020 8:37 PM
8	With the minuscule numbers involved, assessing annually, if this is something the council is determined to do seems like a complete absolution of responsibility.	10/27/2020 10:31 PM
9	Can we add in something around monitoring those who are not given assistance to see if there is a gap in provision for a specific client group? For example, we have a lot of referrals from out of area	10/27/2020 11:52 AM
10	Find somewhere for a wash	10/27/2020 11:33 AM

Q22 If you would like to be involved in or receive updates from any of the new groups within the new structure in 2021, please select the appropriate options below and provide your contact details in the next question:

Answered: 11   Skipped: 68
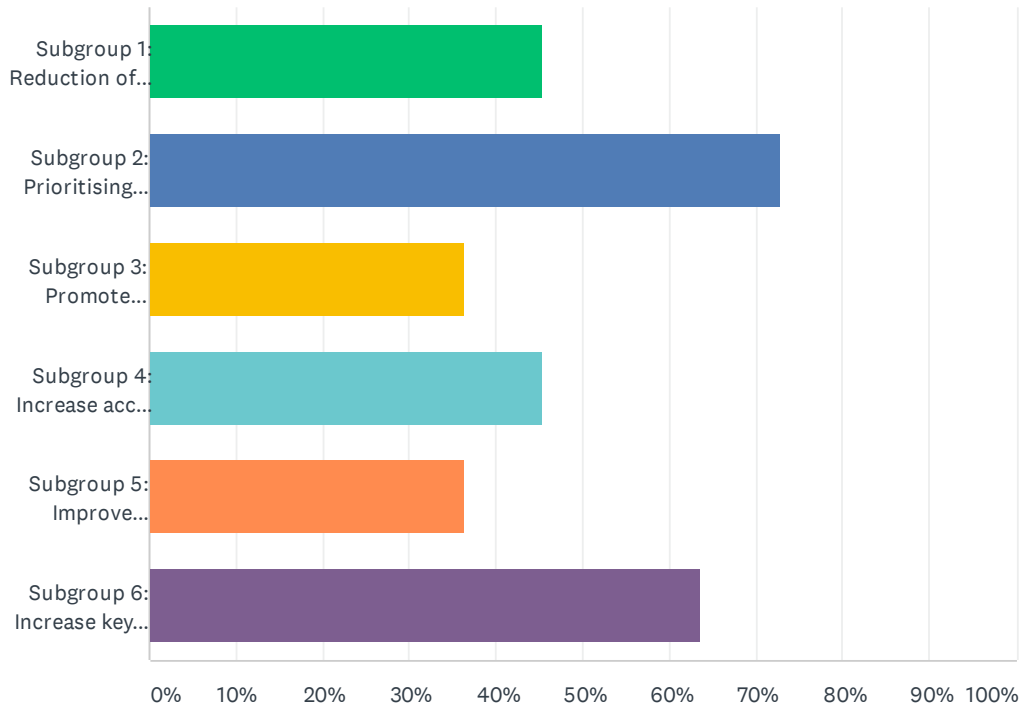
ANSWER CHOICES	RESPONSES	
Subgroup 1: Reduction of multiple exclusion homelessness and rough sleeping.	45.45%	5
Subgroup 2: Prioritising early intervention and prevention of homelessness.	72.73%	8
Subgroup 3: Promote safeguarding and harm minimisation.	36.36%	4
Subgroup 4: Increase access to flexible move on accommodation and support options.	45.45%	5
Subgroup 5: Improve experiences and opportunities for young people and children experiencing homelessness.	36.36%	4
Subgroup 6: Increase key partnerships to respond effectively to local emergency situations impacting on homelessness and rough sleeping.	63.64%	7
Total Respondents: 11		

Q23 If you would like to be involved in reviewing and monitoring the strategy (strategic board) or sent communication about the strategy's progress please select the correct option below and provide your contact details.
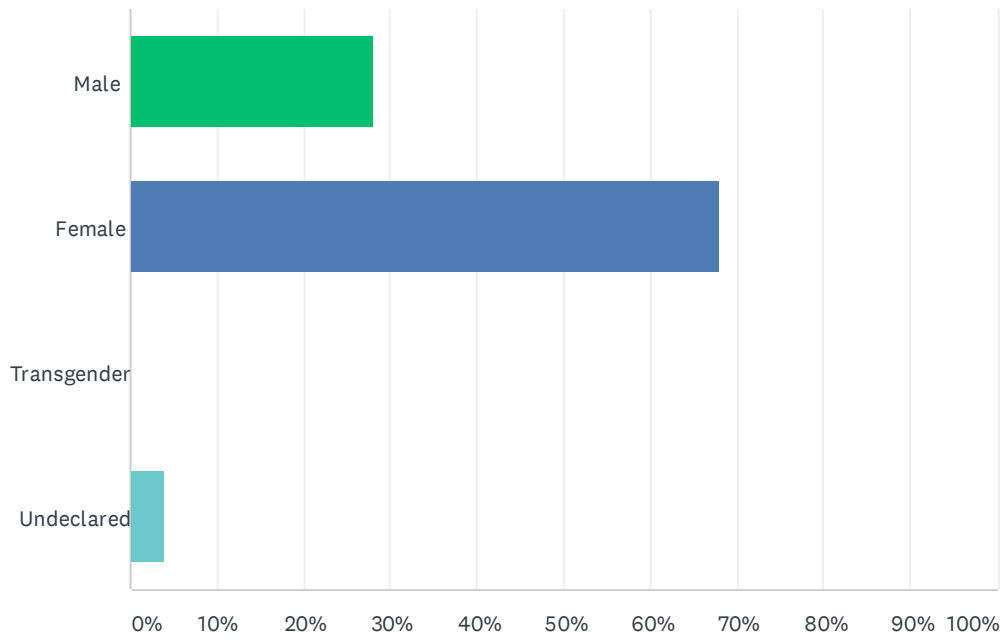
Answered: 12   Skipped: 67
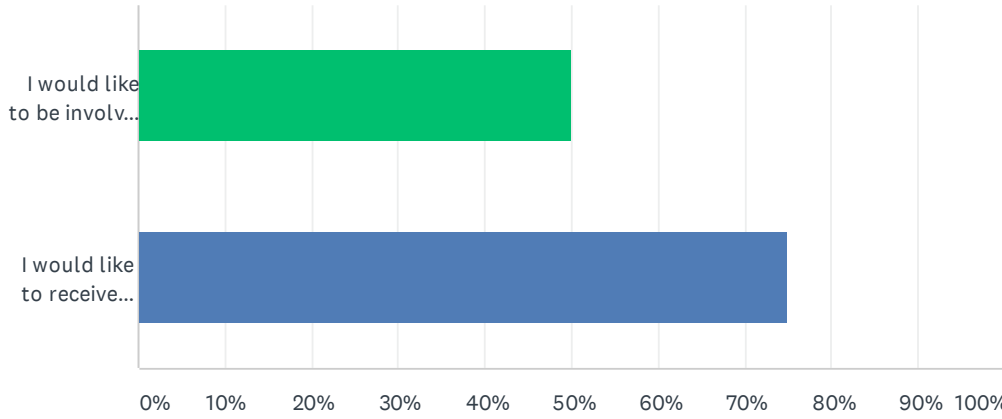
ANSWER CHOICES	RESPONSES	
I would like to be involved in reviewing and monitoring the strategy.	50.00%	6
I would like to receive future communications about the strategy.	75.00%	9
Total Respondents: 12		

Q25 What is your gender?

Answered: 25   Skipped: 54

ANSWER CHOICES	RESPONSES	
Male	28.00%	7
Female	68.00%	17
Transgender	0.00%	0
Undeclared	4.00%	1
TOTAL		25

Q26 What is your sexuality?

Answered: 25   Skipped: 54
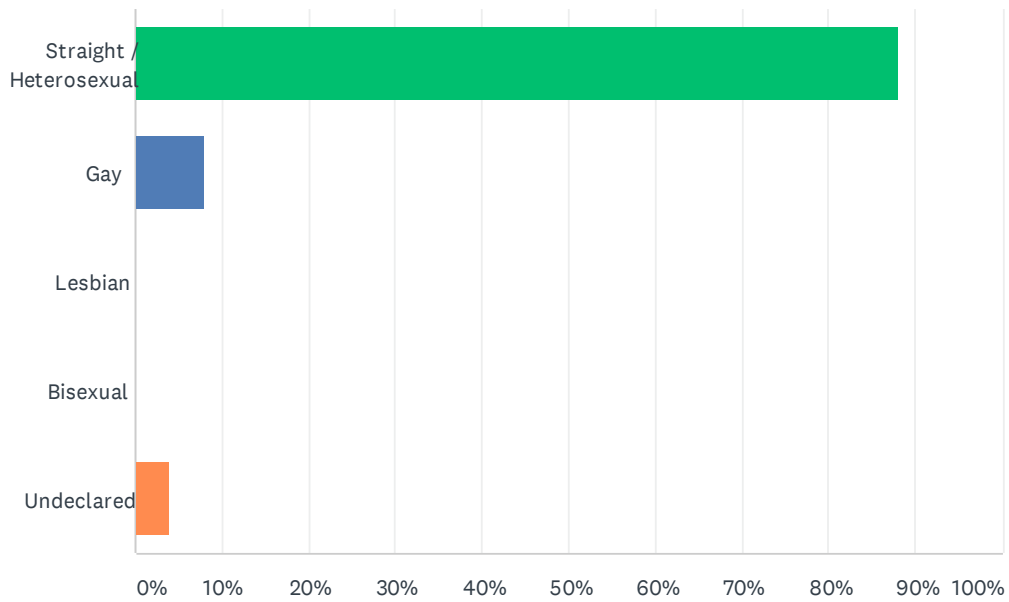
ANSWER CHOICES	RESPONSES	
Straight / Heterosexual	88.00%	22
Gay	8.00%	2
Lesbian	0.00%	0
Bisexual	0.00%	0
Undeclared	4.00%	1
TOTAL		25

Q27 What is your age?

Answered: 25   Skipped: 54
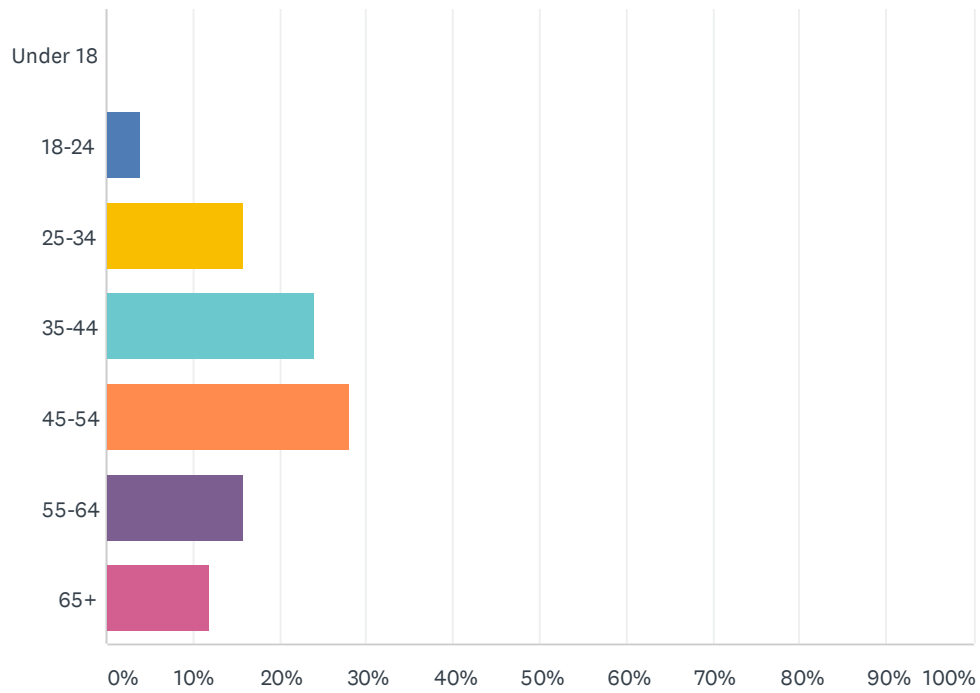
ANSWER CHOICES	RESPONSES	
Under 18	0.00%	0
18-24	4.00%	1
25-34	16.00%	4
35-44	24.00%	6
45-54	28.00%	7
55-64	16.00%	4
65+	12.00%	3
TOTAL		25

Q28 Do you consider yourself to have a disability?

Answered: 25   Skipped: 54
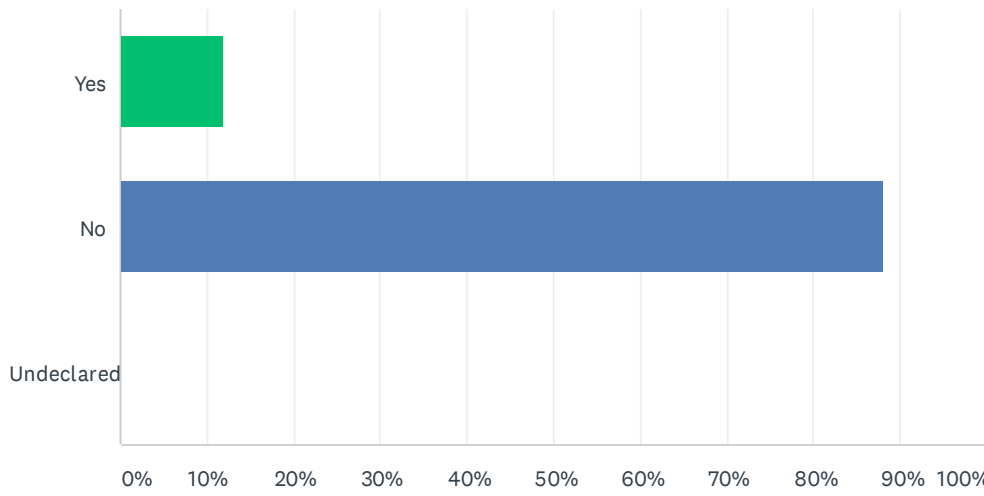
ANSWER CHOICES	RESPONSES	
Yes	12.00%	3
No	88.00%	22
Undeclared	0.00%	0
TOTAL		25

Q29 Do you identify with any of the following religions?

Answered: 25   Skipped: 54
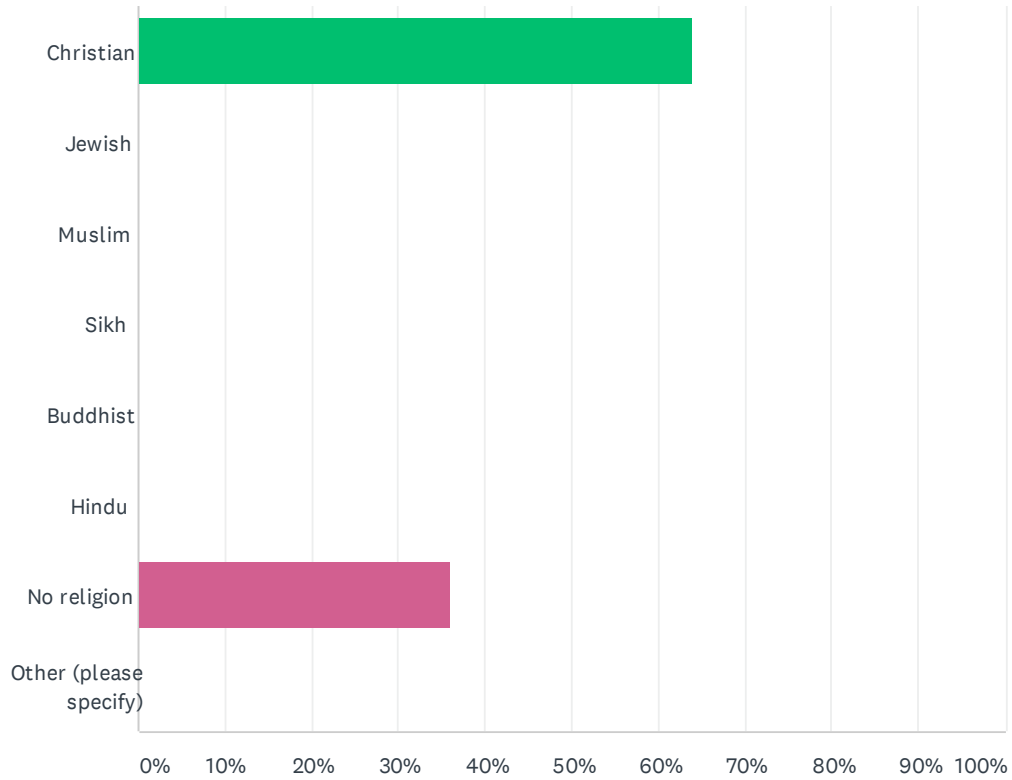
ANSWER CHOICES	RESPONSES	
Christian	64.00%	16
Jewish	0.00%	0
Muslim	0.00%	0
Sikh	0.00%	0
Buddhist	0.00%	0
Hindu	0.00%	0
No religion	36.00%	9
Other (please specify)	0.00%	0
Total Respondents: 25		

#	OTHER (PLEASE SPECIFY)	DATE
	There are no responses.	

Q30 Which best describes your ethnic origin?

Answered: 24   Skipped: 55
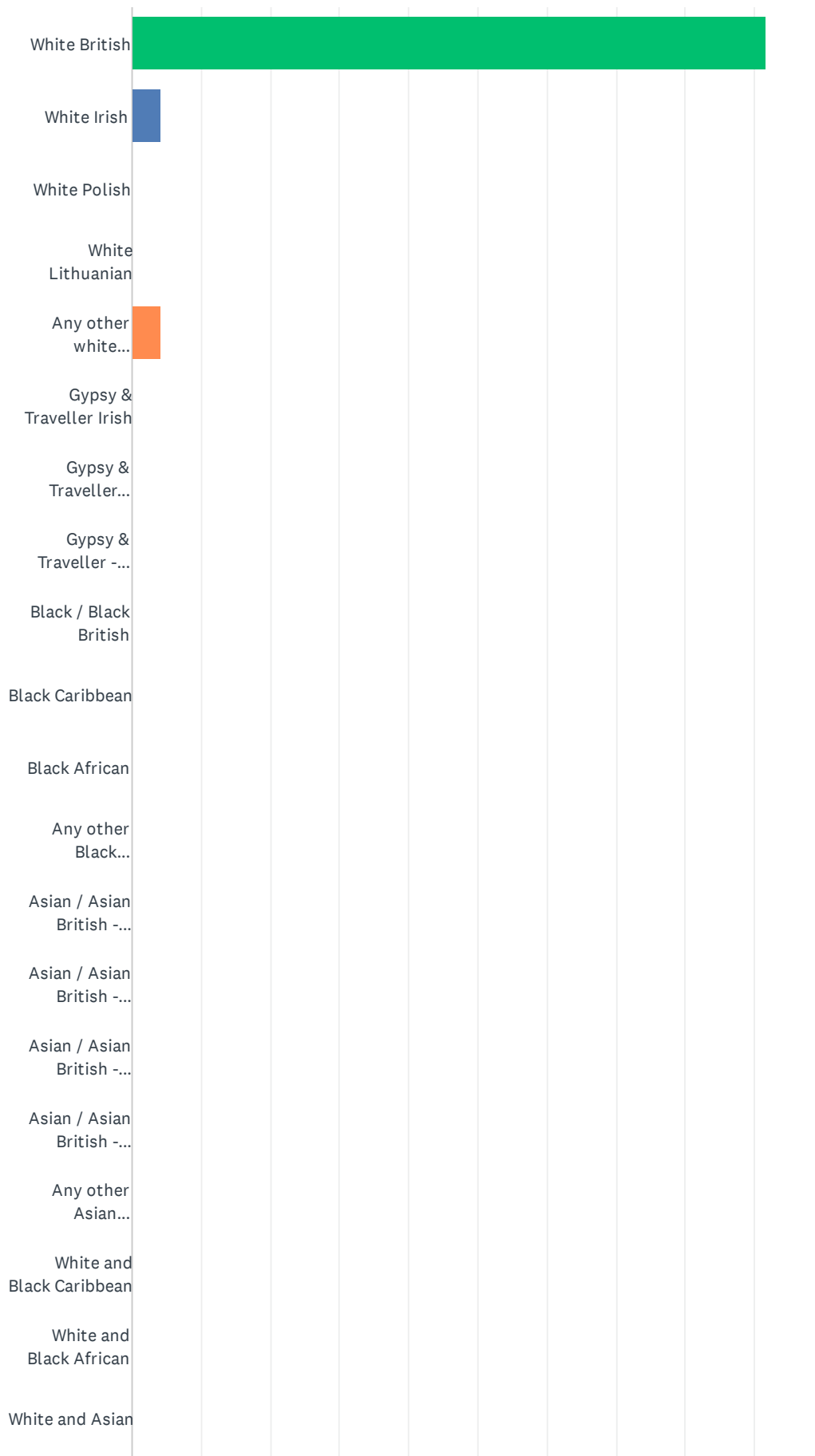
Carlisle Homeless Prevention and Rough Sleeping Strategy 2021-26

	0%	10%	20%	30%	40%	50%	60%	70%	80%	90%	100%
Arab											
Chinese											
Philippine											
Vietnamese											
Thai											
Undeclared											
Any other ethnic or...											
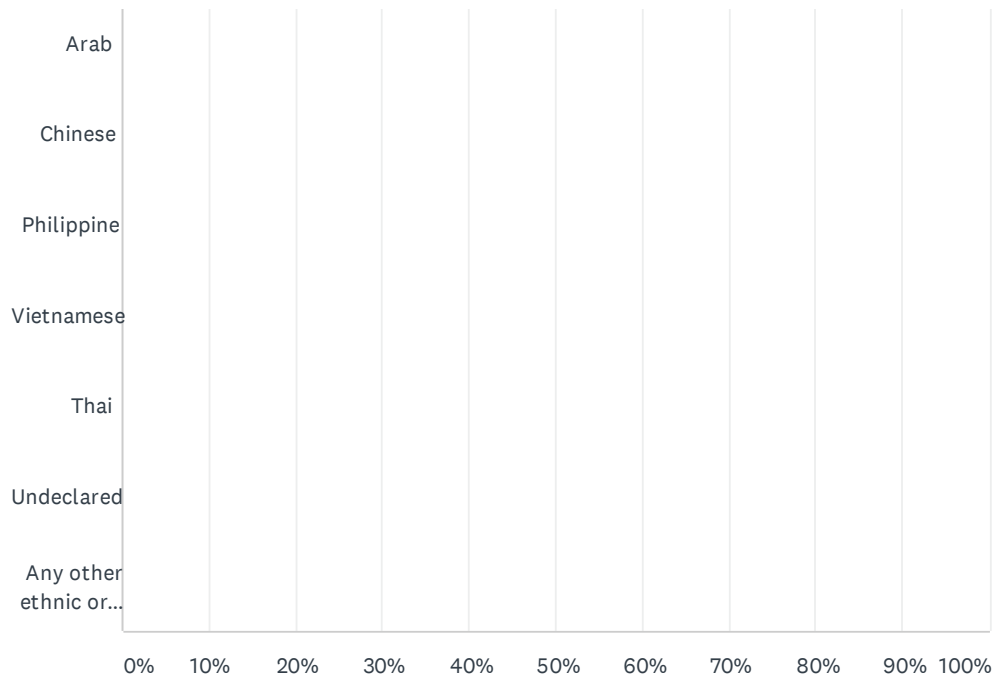
Carlisle Homeless Prevention and Rough Sleeping Strategy 2021-26

ANSWER CHOICES	RESPONSES	
White British	91.67%	22
White Irish	4.17%	1
White Polish	0.00%	0
White Lithuanian	0.00%	0
Any other white background (please specify below)	4.17%	1
Gypsy & Traveller Irish	0.00%	0
Gypsy & Traveller Romany	0.00%	0
Gypsy & Traveller - other (please specify below)	0.00%	0
Black / Black British	0.00%	0
Black Caribbean	0.00%	0
Black African	0.00%	0
Any other Black background (please specify below)	0.00%	0
Asian / Asian British - Indian	0.00%	0
Asian / Asian British - Pakistani	0.00%	0
Asian / Asian British - Bangladeshi	0.00%	0
Asian / Asian British - Nepali	0.00%	0
Any other Asian background (please specify below)	0.00%	0
White and Black Caribbean	0.00%	0
White and Black African	0.00%	0
White and Asian	0.00%	0
Arab	0.00%	0
Chinese	0.00%	0
Philippine	0.00%	0
Vietnamese	0.00%	0
Thai	0.00%	0
Undeclared	0.00%	0
Any other ethnic or nationality background not listed, please specify below	0.00%	0
TOTAL		24

#	ANY OTHER ETHNIC OR NATIONALITY BACKGROUND NOT LISTED, PLEASE SPECIFY BELOW	DATE
	There are no responses.	

Q31 Have you experienced homelessness or rough sleeping?

Answered: 25   Skipped: 54
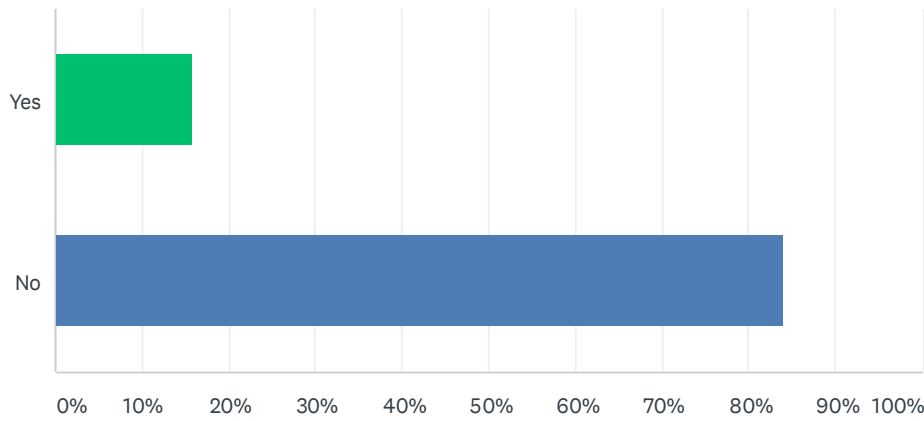
ANSWER CHOICES	RESPONSES	
Yes	16.00%	4
No	84.00%	21
TOTAL		25

Appendix D

Carlisle City Council

Homeless Prevention and Rough Sleeping Strategy Action Plan 2021 - 2026

What	Objective 1: Reduction of multiple exclusion homelessness and rough sleeping
Who	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established
Key progress measures	1. Reduction in the numbers of repeat homelessness and rough sleeping 2. Evidence of an increase in move on accommodation and support options for non-statutory rough sleepers 3. Evidence of increased access and engagement with key services to meet needs (benchmarking)
No	How
1.1	Develop and implement a local `prevent, intervene and recover' model (government rough sleeping strategy) with key partners, with a specific focus to target those identified as most at risk of rough sleeping
1.2	Increase rehousing options for people with complex needs and a history of repeat homelessness
1.3	Pilot a `Housing First' approach to address the housing and support needs of homeless people and rough sleepers with the most complex needs, including those with pets
1.4	Ensure assertive outreach support and advice is provided to rough sleepers within 48 hours of receiving a location report
1.5	Carry out an annual review of the severe weather emergency protocol (SWEP) to ensure that it is robust, offers appropriate protection for rough sleepers, and proactively helps them to access more suitable housing and support
1.6	Develop information / leaflet / e-leaflet to increase awareness of assistance available to rough sleepers
1.7	Develop a monitoring system to record the support needs and housing history of rough sleepers in order to accurately inform future service provision, funding and commissioning
1.8	Work with key partners to improve access to services to promote health and wellbeing for rough sleepers, multiple exclusion and repeat homelessness
1.9	Speak to and involve former rough sleepers to identify the key factors that helped them obtain and maintain permanent housing, so that better information is available to identify effective interventions
1.10	Carry out regular multi-agency street and health needs audit reports

What	Objective 2: Prioritising early intervention and prevention of homelessness
Who	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established
Key Progress measures	1. Local multi-agency commitment / charter implemented 2. Report on the monitoring and feedback mechanisms implemented and reviewed (including equality data)

	3. Increase in homeless prevention levels, with a focus on PRS 4. Pre-discharge protocols implemented and reviewed 5. Report on the at-risk groups identified and targeted actions identified 6. Annual review of tenancy strategy and allocation policy completed
No	**How**
1.1	Introduce a local multi-agency Homelessness Prevention and Rough Sleeping commitment
1.2	Review and improve information to all homeless households including reviewing use of personalised housing plans (PHPs) and online information; implementing feedback mechanisms to monitor effectiveness – involve clients in the review process
1.3	Deliver general public and professional awareness and targeted advice surgeries / training on homelessness, prevention, housing and public duty to refer (PDTR)
1.4	Review homeless equality data to ensure that homelessness and housing services are accessible to all
1.5	Develop / review pre-eviction protocols with all housing providers and understand reasons for abandoned tenancies, arrears and evictions
1.6	Develop and implement a `hospital discharge protocol' and establish a prison release / offender housing review
1.7	Monitor and report reasons for loss of private rented accommodation
1.8	Work with members of Carlisle Welfare Reform Board to jointly target households most at risk of future homelessness; ensuring those identified have access to timely specialist housing, welfare and benefit advice
1.9	Explore ways to improve service delivery outcomes for households with no local connection, no recourse to public funds (NRTPF) or households with language barriers and cultural differences
1.10	Carry out an annual review of the local Tenancy Strategy and the Councils Housing Allocation Policy

What	**Objective 3: Promote safeguarding and harm minimisation for people experiencing homeless and rough sleeping**
Who	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established
Key Progress measures	1. Report on the access barriers and gaps in provision to inform future commissioning and development of specialist accommodation and support services 2. Report profiling the wider needs of people experiencing homelessness with high-risk safety issues shared across key agencies 3. Key frontline staff in the council safeguarding training complete 4. Key services in the council are prepared and trained to implement new duties as a result of the Domestic Abuse Bill 5. Report on the achievements of the Domestic Abuse Project
No	**How**

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1.1	Work in partnership to support local existing priorities for safeguarding adults and children experiencing homelessness and rough sleeping
1.2	Establish a system of annual audit in cases where adults experience multiple exclusion / repeat homelessness / rough sleeping
1.3	Map access barriers and gaps in regional emergency accommodation and support for households who are experiencing (or at risk of) homelessness as a result of domestic abuse
1.4	Embed early intervention approaches and multi-agency targeted delivery options for homeless households identified as high risk (i.e. those released from prison; those with a history of ASB / offending; those with complex substance use; those in complex and high risk relationships; sex workers; county lines/drug supply involvement etc.)
1.5	Develop a multi-agency case audit approach to serious incidents involving rough sleepers and other vulnerable groups to ensure that lessons are learnt, and service improvements identified across all agencies / organisations
1.6	Ensure all frontline staff all receive appropriate safeguarding (and refresher) training and domestic abuse training (in relation to new duties) and know how to report and escalate concerns
1.7	Undertake an audit of the needs of victims of domestic abuse and their children in safe accommodation; and perpetrators accessing emergency accommodation as a safeguarding measure
1.8	Implement the new duties on the council as a result of the Domestic Abuse Bill, and work with the county council to conduct needs assessments and
1.9	Support all clients to access appropriate and timely support to meet wider needs identified especially in cases where safety needs are a factor
1.10	Map access to range of support services (outside of housing) to address wider high-risk safety issues particularly during times of crisis, including out of hours and weekends
1.11	Actively seek funding opportunities to continue and develop the local Domestic Abuse Project

What	Objective 4: Increase access to flexible move on accommodation and support options
Who	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established
Key Progress measures	1. Increase in the number of PRS landlords letting to people experiencing homelessness (benchmarking) 2. Report on housing options for young people and single households aged under 35 years 3. Report on positive move on from emergency accommodation 4. Report on achievements of the Rapid Rehousing Pathway / Rough Sleeping Initiative Projects
No	**How**
1.1	Improve the support and advice offered to private landlords in order to increase the supply of good quality, affordable private rented accommodation

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1.2	Feasibility of establishing leasing scheme for private sector properties
1.3	Identifying gaps in emergency and affordable longer-term housing options for young people and single households under 35s; utilising the results to influence future developments across sectors
1.4	Develop and embed a move on pathway from emergency accommodation to tenancy and consider sustainable options to increase access to landlords and wider support
1.5	Actively seek funding opportunities to develop and deliver the rapid rehousing pathway (RRP) / rough sleeping initiative (RSI) with key partners
1.6	Review average rent levels / options and incentives across accommodation (including supported accommodation) to ensure this is not a barrier to employment (breaking down housing and intensive housing / support costs and considering tiered options or subsidised lettings)
1.7	Feasibility of establishing a flexible tenancy support and sustainment service to ensure that people receive the right level of support at the right time (link to point 5 & 6)
1.8	Strengthen and formalise the working relationships between the health and wellbeing coaches (HAWCs) and Housing Options/Tenancy Support and sustainment (RRP) officers
1.9	Develop and implement local temporary accommodation tenancy sustainment support resources as a pilot delivery programme; and explore wider feasibility options for other key partners
1.10	Work with Registered Social Landlords (RSL) partners to set out and agree expectations to identify how the social housing sector will work together to alleviate homelessness and rough sleeping to enhance move on strategy and RRP outcomes
1.11	Improve digital inclusion for clients experiencing homelessness
1.12	Explore feasibility and funding opportunities to establishing a local emergency move on furniture and peer led handy-person project

What	Objective 5: Improve experiences and opportunities for young people and children experiencing homelessness
Who	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established
Key Progress measures	1. Report on the impacts of a bespoke homeless prevention and support programme 2. No of young people and children assisted (including care leavers) 3. No of schools / college projects delivered 4. Thematic event and impacts

No	How
1.1	Develop a prevention programme to increase knowledge of housing and homelessness issues in partnership with young people
1.2	Scope and actively promote services that offer community support and befriending to children and young people experiencing homelessness or who have a history of homelessness to support positive and sustainable rehousing
1.3	Promote integrated personalised planning to include debt and wider poverty issues
1.4	Deliver training to council homeless frontline staff on Adverse Childhood Experiences (ACES)

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1.5	Work with key partners to actively promote, develop and deliver a range of accessible activities, employment and training opportunities for young people and children experiencing homelessness
1.6	Develop a bespoke support programme to promote resilience and independence including life skills and tenancy sustainment
1.7	Link into and promote local youth hub services
1.8	Increase links and joint working with colleges/schools to increase awareness of homelessness prevention
1.9	Work closely with Children's Services/Pathways Services to ensure that care leavers with rehousing challenges are identified at the earliest opportunity to prevent homelessness; and support the delivery of the care leavers protocol
1.10	Scope and deliver multi-agency thematic event

What	Objective 6: Increase key partnerships to respond effectively to local emergency situations impacting on homelessness and rough sleeping
Who	Local authority to lead and deliver via a new multi-agency task and finish subgroup to be established
Key Progress measures	1. Review report on homeless emergency plans and protocols 2. Review report of wider local resources available to meet homeless emergencies
No	**How**
1.1	Develop local targeted advice surgeries and emergency protocols including online / virtual events
1.2	Review winter readiness, emergency plans and protocols to ensure they are responsive, effective and promoted
1.3	Feasibility of establishing local discretionary crisis fund and explore external funding opportunities
1.4	Establish two-way communication with other wider resilience forums as appropriate including Carlisle's Welfare Reform Board

Appendix E

Carlisle City Council

DRAFT Carlisle Homeless Prevention and Rough Sleeping Strategy

2021-2026

Appendix E

Contents:

Appendix A: Homeless Prevention and Rough Sleeping Review

Appendix B: Equality Impact Assessment

Appendix C: Consultation responses and feedback

Appendix D: Strategic Action Plan

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I am pleased to introduce Carlisle City Council's Homeless Prevention and Rough Sleeping Strategy 2021-26, which has been developed in unprecedented times.

We are committed to working with those who are affected by homelessness or the threat of homelessness. We will help them stay in their current home where safe to do so or assist in finding new appropriate accommodation.

Partnership working in the homeless sector is strong in Carlisle and we are very grateful for everything our partners have done to assist us in this complex work, but there is still much to do – especially during current challenging times.

Homelessness and rough sleeping are complex issues with multiple causes requiring personalised flexible longer-term solutions. To achieve the best possible results for our citizens and our City, we recognise that it is essential that all partners across different sectors and departments understand the important contribution and benefits of joined-up collaborative homelessness prevention and intervention to support the most vulnerable, challenging and at risk.

We must continue working together, making best use of our collective local resources and complimenting each other's aims, to ensure that we have in place a range of flexible services that can appropriately meet the diverse needs of our community.

Early intervention and effective prevention remain our major priority; as is ensuring a sufficient supply and a variety of housing options and flexible support to ensure that the wider factors of poverty, disadvantage, unemployment and poor health are also addressed and coordinated to ensure effective tenancy sustainment.

The 2021-26 strategy builds on the significant achievements and strengths of the previous strategy, with an aim to enhance these successes further. The strategy contributes towards the strategic objectives within Carlisle City Council's corporate plan; and incorporates and compliments other local, regional and national strategies in order to enhance partnership approaches and deliver joint priorities, preventative activities focused on addressing the root causes of homelessness through a collective commitment for Carlisle.

We would like to thank all those who have worked with us in developing this strategy and look forward to continuing collaborative working to ensure the success in its delivery.

Cllr Paul Nedved

Portfolio holder for Economy, Enterprise and Housing

Appendix E

Introduction

Why do we need a Homeless review and strategy?

It is a statutory requirement contained in the Homelessness Act 2020 that every local authority produces a Homelessness Review and Strategy outlining the main causes of homelessness in its area, and the strategic plans and operational actions that the council has in place to tackle them. We must revise and rewrite our strategy every five years as a minimum requirement, and this document updates and replaces the previous 2015-20 strategy.

We are currently facing one of the biggest changes to housing legislation in over 40 years – **the Homelessness Reduction Act 2017**. The Act places a duty on all local authorities to try and prevent and relieve homelessness for all families and single people, regardless of whether they are in priority need or not. A key focus is early intervention and prevention rather than crisis management. Local Authorities have a statutory duty to assist those threatened with homelessness 56 days prior to them being evicted (previously 28 days). Furthermore, local authorities need to clarify what actions are taken when someone applies for assistance following notice or intention of eviction action. Our response to this change emphasises the need for partnership working and aligns itself with the new 'Duty to Refer'.

Coupled with this, Local Authorities now have greater responsibility in the provision of services to identify and address rough sleeping.

This is the first-time local authorities have been asked to produce a homelessness strategy that is specifically includes rough sleeping. In Carlisle we welcome this addition and the focus it will give us for meeting the needs of some of the most disadvantaged and complex members of our community.

We are committed to respond to the ambition set out in the Government's Rough Sleeping Reduction Strategy 2018, to halve rough sleeping by 2022 and eliminate rough sleeping by 2027.

This strategy sets out our vision for tackling homelessness and rough sleeping in Carlisle over the next five years.

Appendix A contains the Homelessness Review; the purpose of the review is to determine the extent to which the population in the District is homeless or at risk of becoming homeless, assess the likely extent in the future, identify what is currently being done and by whom, and identify what resources are available, to prevent and tackle homelessness in order to inform development of the strategy.

Equality and Diversity

This strategy is aimed at improving homelessness services for all residents with housing or housing-related support needs. As such, no group or individual in Carlisle should be adversely affected or disadvantaged as a result of the strategy. The strategy actively recognises the difficulties faced by those facing homelessness and rough sleepers in accessing services and promotes inclusion.

The outcomes of the Homelessness Review show that, proportionate to the District profile, no protected characteristic group. As determined by the Equality Act, is adversely impacted by homelessness or by our decisions.

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We are committed to equality and diversity issues and comply with the requirements of the Equality Act 2010. An Equality Impact Assessment has been undertaken on this strategy and can be found at **Appendix B.**

Consultation process

We published our previous homeless strategy in 2015; since this time the issues and factors impacting on homelessness both nationally and locally has changed. Our homeless and rough sleeping review, and the opportunities presented through the Homeless Prevention Act, mean we can now take a different approach to tackling the challenges.

In writing our new strategy we have carried out a review of homelessness and rough sleeping in our area. We looked at information from a range of sources to understand the levels, causes and other factors contributing to homelessness and rough sleeping in Carlisle.

We also carried out comprehensive consultation with partners, stakeholders, service users and the wider public. This has helped us to target our action plan to focus on the needs of our city.

Consultation was undertaken through a range of methods with amendments made as a direct result of feedback received:

- Feedback and data from other statutory partners
- Virtual workshops
- Resident and client meetings / feedback
- Homelessness and Rough Sleeping Strategy Review Online Survey – public consultation
- Carlisle City Council's Members

The full outcome and analysis of the final public consultation is attached at **Appendix C.**

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Strategic aim and objectives

The **aim** of Carlisle's Homeless Prevention and Rough Sleeping Strategy 2021 - 2026 is to:

Work in partnership to deliver innovative and accessible services to; end rough sleeping, prevent and reduce homelessness, and support homeless households in finding affordable and sustainable housing solutions.

To achieve this, the Homeless Prevention and Rough Sleeping Strategy has been developed based on six strategic objectives:

Objective 1: Reduction of multiple exclusion homelessness and rough sleeping.

Objective 2: Prioritising early intervention and prevention of homelessness.

Objective 3: Promoting safeguarding and harm minimisation.

Objective 4: Increasing access to flexible move on accommodation and support options available for people experiencing homelessness.

Objective 5: Improve experiences and opportunities for young people and children experiencing homelessness.

Objective 6: Increase key partnerships to respond effectively to local emergency situations.

National Policy Context

Nationally, homelessness and rough sleeping are big issues. The rise in rough sleeping has been visible in many areas across the country. Similarly, many families have experienced difficulties through welfare reform changes.

Since the last homelessness strategy was produced in 2015 the Government has maintained a focus on homelessness prevention while at the same time introducing a range of welfare reforms and annual reductions in government grants to Local Authorities.

Welfare reforms have included the introduction and extension of benefit caps (£258 maximum per week for a single person and £385 maximum per week for a household with children) and the roll out of Universal Credit. A main theme that has been consistently stressed throughout this time is the need for partnership working as Local Authorities cannot tackle the issues of homelessness on their own but need to work strategically with others.

During the life of this strategy additional legislation and welfare benefit changes will also impact on the Council and its partners' prevention of homelessness initiatives. Universal Credit Housing costs can no longer be claimed by 18-21-year old's (although exemptions exist) and from 2018, under 35-year old's in the social and affordable rented sector are subject to the reduced local housing allowance rates applied currently to private rented dwellings.

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These changes not only impact on the ability of people to afford to remain in accommodation but also on the Council's abilities to assist them into new accommodation which is affordable to them.

In 2018 local authorities saw the introduction of **the Homelessness Reduction Act 2017**. This represented the biggest changes to homelessness legislation in 40 years. The Act placed considerable additional duties on local authorities, particularly in respect of the provision of services to prevent or relieve people's homelessness and to undertake assessments of their support needs.

The Governments response has been considerable and new legislation setting out a bold and ambitious framework of duties has been passed. The full details of changes introduced by the Homelessness Reduction Act 2017 can be seen by reading factsheets produced by the Ministry of Housing, Communities and Local Government (MHCLG):

https://www.gov.uk/government/publications/homelessness-reduction-bill-policy-factsheets

The Act represents one element of the Government's drive to tackle homelessness and rough sleeping nationally. Additional resource and expertise have been made available to local authorities by MHCLG and other departments to support this work.

Key measures in the Act include:

- An extension of the period 'threatened with homelessness' from 28 to 56 days
- A duty to prevent homelessness for all eligible applicants threatened with homelessness, regardless of priority need
- A 'duty to refer' - public services need to notify a local authority if they come into contact with someone they think may be homeless, or is at risk of becoming homeless

It is only through effective partnership and shared vision that we can meet the ambitions of the Homeless Reduction Act.

The Government's *Rough Sleeping Strategy 2018* aims to end rough sleeping by 2027. The key focus of its plans is to stop people becoming homeless in the first place.

The full strategy can be seen here: https://www.gov.uk/publication/the-rough-sleeping-strategy

In recognition of the complex nature of homeless and rough sleeping, work is being undertaken between government departments including Department of Health, Ministry of Justice, Department for Education, and the Department for Work and Pensions. This will support is in providing a coordinated approach to tackling the root causes of homelessness and rough sleeping and overcome the factors that prevent people from achieving independence.

The Care Act 2014, which came into effect in 2015, represents the most significant reform of care and support in more than 60 years, putting people and their carers in control of their care and support.

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https://www.gov.uk/government/publications/care-act-statutory-guidance/care-and-support-statutory-guidance

It sets out key principles on how health and social care colleagues should work, reflecting the person centred, holistic approach set out in the Homelessness Prevention and Rough Sleeper Strategy 2021-2026.

Welfare Reforms continue to present challenges for residents and landlords. Changes that have already been implemented include: a reduction in the Benefit Cap to £20,000 for families and £13,400 a year for single people, the Under-Occupancy Charge that limits the Housing Benefit entitlement for claimants who are deemed to have one or more spare rooms. Universal Credit has been rolled out fully in Carlisle. Changes to Universal Credit, including scrapping the seven-day waiting period at the beginning of a claim, making a full month's advance available within five days of making a claim and allowing claimants on housing benefit to continue claiming for two weeks, will hopefully help to soften the impact on claimants.

The council recognises the connection between welfare issues, hardship and the increased risk of homelessness, and will incorporate actions within this strategy to address welfare issues linked to homeless prevention, and will work in partnership to support customers with financial, tenancy, domestic, food and energy security through:

- Making sure residents receive the benefits and allowances they are entitled to

- Promote locally available partnership services to ensure that those who need additional support know where and how to access this in a timely manner

- Listen to people who need additional support and working with them to achieve successful outcomes

- Work closely with key partners to put those most at risk at the centre of local service delivery and finding the correct solution for them together

The Tenant Fees Act 2019 introduced in June 2019 has made restrictions on charges that landlords are able to charge tenants in the private rented sector.

https://www.gov.uk/government/publications/tenant-fees-act-2019-guidance

The Domestic Abuse Bill 2020 outlines the future delivery of support to victims and their children in accommodation based domestic abuse services, is expected to be enacted in 2021.

https://www.gov.uk/government/publications/domestic-abuse-bill-2020-factsheets

Local Context and key findings

Currently approximately 108,678 people live in Carlisle with the population expected to increase to 109,500 by 2026. Carlisle is classified as the fourth most deprived district in Cumbria for overall deprivation markers and five wards within Carlisle rank within the 10% most deprived of areas in England.

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13% of children in Carlisle are estimated to be living in low income families, which is higher than the national and regional levels; and it is estimated that over 6,000 households are currently experiencing fuel poverty.

Homelessness in Carlisle has reduced by 6% between 2015 and 2020; we attribute this to more effective, timely and targeted preventative actions; and increased access to social housing for those eligible applicants This is supported by the finding that in 2019/20, 55% if all cases were assisted at the prevention stage, which is 6% higher than the national average, and 9% higher than the Cumbrian average.

Figure 1: Comparative homelessness levels per 1000 households
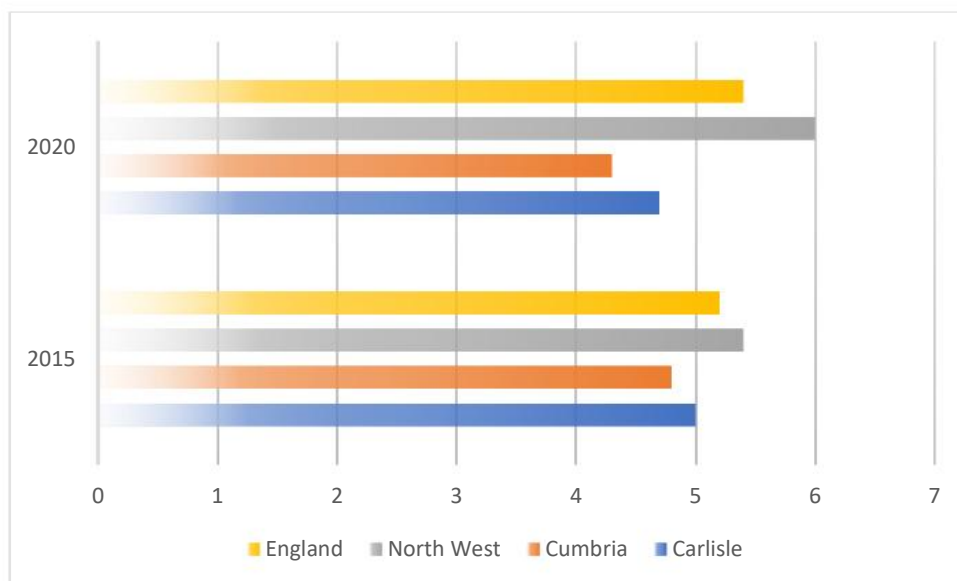
The increase in intentionally homeless decisions (from 3% in 2015 to 25% in 2020) reflects the increase in applicants with higher complex needs, often with exclusion / engagement issues and rehousing barriers that are unable to be resolved within the 56-day relief period. These non-statutory cases are the ones most at risk of repeat homelessness and rough sleeping, and often have the highest needs and challenges in terms of addressing the complexity of issues.

In 2019/20, Carlisle had 43% more single males at the relief stage than the national average; and significantly more offenders and leaving prison with no address than the national average.

Table 1: Percentage of people homeless as a result of leaving an institution

2019/20	England	North-west	Cumbria	**Carlisle**
Prevention duty	1%	1%	3%	**5%**
Relief duty	3%	5%	6%	**11%**

These individuals are at higher risk of homelessness and rough sleeping as highlighted in the homelessness and rough sleeping review findings, used to profile the most common characteristics of those who are rough sleeping or at risk of rough sleeping and multiple exclusion in the district:

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- White
- Single no dependent children
- Aged 25-44
- Mental health issues
- Offending history
- History of leaving an institution
- Drug and / or alcohol misuse issues
- Long term sick or unemployed
- History of repeat homelessness
- History of exclusion from services
- Historical or current safeguarding / abuse risk factors linked to complex relationships
- Limited rehousing options

The presence of dependent children in the household has been the primary reason for homelessness priority need over the last five years in Carlisle; accounting for 44% of acceptances in 2019/20.

Following that the most significant accepted priority groups in order are:

- Vulnerable as a result of mental illness / disability
- Pregnant woman, no other children
- Other: drug and alcohol issues / offending / history of homelessness / rough sleeping

Carlisle has seen an increase in 2019/20 in the number of applicants presenting who are homeless as a result of a private rented sector tenancy ending at the prevention stage; this is 36% higher than the national average.

The data findings following the review, allows us to profile the most common characteristics of those who are accepted as homeless in the district:

- White
- Households with dependent children
- Lone female parent
- Aged 25-34
- Long term sick or unemployed

Significantly, the number of young people under 35 years has increased over the past five years, specifically those who have higher longer term supported accommodation needs including care leavers, young pregnant females or young families. This rise is attributed to a lack of specialist provision in the City to meet these needs, and a lack of specialist emergency accommodation outside of the local authority emergency temporary accommodation. In 2019/20, the number of care leavers presenting as homeless in Carlisle was higher than the national average at 5%.

1,048 households have been supported in emergency temporary accommodation (TA) over the five-year period, which equates to 20% of all homeless cases and this

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has remained static throughout the five-year period. Key data of note over the five-year period:

- Average weekly length of stay has reduced from 10 weeks to 8 weeks
- Positive move on has increased from 66% to 71%
- 83% are single person households, which is a 16% increase over the period
- The number of 16/17 year old being accommodated has reduced from 13 to 1
- Domestic abuse placements have increased from 12 to 25; and account for 14% of all placements
- 63% of all placements are for those aged under 35 years
- 27% of all placements are as a result of relationship breakdowns
- Rough sleeper (and those at risk of) placements have increased from 30 to 47; and account for 27% of all placements

Summary of key achievements since the last strategy

Throughout the course of the 2015-20 Inter-agency Homelessness Strategy we have:

- Worked with Cumbria County Council to develop the young person's pathway services and young person's homelessness protocol
- Extend the No Second Night Out (NSNO) provision
- Established rehousing pathways and support projects focused on adults facing exclusion and at risk of rough sleeping
- Reviewed and established a rent in advance and bond scheme
- Prepared and reacted to the Homelessness Reduction Act 2017
- Improved the capacity of the Homeless Prevention and Accommodation Services, upgrading IT systems, training, integrated service delivery and prevention focused activities

The actions have contributed towards:

- 2,212 households being prevented from becoming homeless
- 1,048 households supported in emergency accommodation, 18% of which with dependent children
- 357 households assisted to access private sector accommodation
- 211 flooded households assisted
- 70% reduction in main duty homeless acceptances
- Supported 48 individuals rough sleeping or at risk of rough sleeping with complex needs
- Supported 514 victims of domestic abuse and their children who were at direct risk of homelessness as a result
- £8.16 million in benefit gains to vulnerable households
- Supported 957 households to move into affordable long-term housing to meet their needs

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Resources

Alongside our own budget to fund homelessness services, additional funding has been awarded by MHCLG in 2020/21:

- *Homelessness Prevention Grant* **£66,781**
- *Flexible Homelessness Support Grant (FHSG)* **£87,225**
- *New burdens Fund* **£50,184**
- *Cold Weather Fund* **£6,400**
- *Rough Sleeping Initiative* **£123,402**
- *Domestic Abuse Partnership* **£130,000**
- *Next Steps Accommodation Programme* **£46,600**

Carlisle has received a Homelessness Prevention Grant since 2003. The funding can be used for initiatives carried out by the local authority or invested into projects operated by voluntary organisations.

FHSG replaced the Temporary Accommodation Subsidy regime previously administered by the Department for Work and Pensions. The new grant system enables flexibility to spend the funding on preventing homelessness, in addition to assisting those who are homeless. The UK Government has made the new burdens grant available to help meet the requirement of the Homelessness Reduction Act 2017; i.e. to administer new case management systems and training to support additional government reporting requirements.

The Cold Weather Fund is to help local authorities continue to support non-statutory and rough sleeper accommodation placements over the winter period.

The district Homeless Prevention Grant (including FHSG) allocation for 2021/22 following the recent Government Spending Review is **£198,863**.

Rough Sleeping Initiative & Rapid Rehousing Programmes:
Cumbria has been working in partnership to address and meet the needs of rough sleepers across the county since 2019. Districts collectively committed **£36,000** and to date have been successful in being awarded **£807,980** in grant funding by the MHCLG to achieve key objectives; current project funding ends 31 March 2021 (Carlisle's allocation for 2020/21 is profiled above).

Carlisle City Council is the lead authority for overseeing the funding and submitting project data returns to MHCLG. All initiatives funded by the project is for non-statutory homeless individuals or couples (with no dependents) who are (or at risk of) rough sleeping.

Cumbria is delivering the following across district areas:
- Supported Lettings – 10.5 FTE established across all district in Cumbria to support this cohort for up to six months within 76 tenancies (across social and private tenancies)
- Local Lettings Agency – One FTE working across Eden and South Lakeland districts to develop and support 15 tenancies for this cohort within the private sector

- High needs units (housing first model) – capital monies to develop 16 units for those with complex needs with support across Allerdale, Barrow, Carlisle and Copeland districts
- Rough Sleeper Coordinators – Three FTE established to work across all district areas to coordinate support for rough sleepers and those identified as at high risk of rough sleeping to assess and address key issues

Cumbria Domestic Abuse Partnership:
Cumbria has been working in partnership since 2016 to address and meet the specialist accommodation-based support needs of victims and children experiencing or at risk of homelessness as a direct result of domestic abuse. Districts have been successful in being awarded **£1,079,771** in grant funding by the MHCLG to achieve key objectives; current project funding ends 31 March 2021.

Carlisle City Council is the lead authority for overseeing the funding and submitting project data returns to MHCLG. (Carlisle's allocation for 2020/21 is profiled above).

Cumbria has established specialist 8.2 FTE staffing and 18 units of safe accommodation with enhanced security features to meet the needs of victims.

Next Steps Accommodation Programme:
Carlisle has been successful in being allocated short term funding of £**46,600** to immediately fund 9 additional self-contained move on units with support, for rough sleepers accommodated as a result of Covid-19; we will work in partnership with a local supported accommodation provider to deliver.

Further funding rounds are expected following the spending review for 2021/22 for all the MHCLG Rough Sleeping programmes named above, and in advance of the Domestic Abuse Bill. Carlisle will submit additional funding applications with the aim of extending the current successful projects locally. If the projects are not funded, then key actions need to be reviewed as this will impact on service delivery.

It is envisioned this strategy will be delivered within existing resources however, this is subject to the full implications of:

- withdrawal from the European Union (Brexit) and the impact on EEA nationals with no recourse to public funds
- amendments to the Code of Guidance of the Homelessness Reduction Act
- new duties as a result of the Domestic Abuse Act 2017
- ongoing opportunities to secure external funding to continue to deliver specialist projects concerning domestic abuse and rough sleeping
- the full impact of the Covid-19 pandemic nationally and locally

Covid-19 – a time for real change

We could never have imagined that we would need to review and formulate our new strategy and actions in the middle of a national lockdown due to a pandemic. Covid-19 has been a huge challenge to the sector nationally and locally and has required services to refocus and respond immediately to the difficulties associated with vulnerable people with health issues in shared accommodation provision; balanced

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with the need to keep critical services being delivered and fully staffed 24 hours a day.

In order to manage safely, we have had to temporarily change aspects of the operational delivery of our support and letting of accommodation to comply with government and PHE safety guidelines. We have utilised bed and breakfast provision temporarily and increased our throughput significantly to manage increased demands and continue to assist the most vulnerable people in crisis, including those most vulnerable to the virus.

We have always had a can-do approach and as such we adapted quickly, resourcefully and innovatively to respond effectively to this unprecedented emergency.

Nationally, government asked local authorities to `get everyone in'; this has seen over 90% of rough sleepers being offered accommodation and support, and an opportunity to do things differently and drive forward really effective innovative long-term change. On a local level, we are incredibly proud of what we have achieved so far:

Figure 2: Monthly snapshot of rough sleepers (or at risk of rough sleeping) placed in emergency temporary accommodation as a result of Covid-19
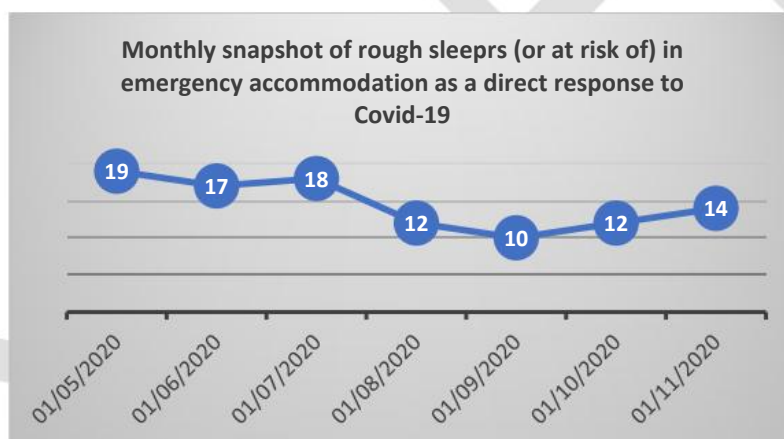
50% of those accommodated each month are at risk of rough sleeping as a result of being discharged from prison with no address. To date, we have supported 21 people identified as rough sleepers or at risk of rough sleeping throughout this period to move into long term sustainable accommodation.

Examples of additional support measures in place to ensure vulnerable people can stay safe has been: repurposing our accommodation and staffing; additional health needs assessments and C19 triaging; protective screening in our accommodation schemes, providing C19 advice, PPE and hand sanitising stations throughout our accommodation for residents; supporting those who need to self-isolate, arranged in house testing and provided essential medication and food for those symptomatic or who have tested positive; purchased emergency items such as mobile phones and furniture packages to support successful rehousing and engagement.

Despite the ongoing challenges, we also recognise that this is a real opportunity to change individual's lives through the unexpected and we will continue to build on the flexible ways of working throughout the pandemic, to deliver effective solutions at a local level through collaboration, partnerships, working with other statutory and non-

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statutory agencies to ensure we do all we can to promote the chance for change and sustain positive outcomes.

We will continue to consider equality and diversity in all that we do to meet the demands of Covid-19 reviewing working practices in order to adapt our delivery of service ensuring we are continually meeting the needs of our customers and our employees.

Delivering the Strategy

Each of the strategic objectives has a range of areas for development that will be focused on for the next five years. We cannot achieve this in isolation and partnership working will be essential to ensure that the best outcomes and solutions can be reached.

There is a lot of work already going on in the city around the issues of homelessness and rough sleeping. However, in order to ensure this continues to meet local need and demand, there must be transparency and accountability.

In order to achieve this, we will focus on and review the strategic action plans annually. We will work with other partner agencies in health, social care, prisons, probation and others, to see what commitments they will make from their own organisations to assist in the delivery of this strategy and focused actions.

Following government guidance, actions related to partner agencies will not be included in an action plan, unless formally adopted by that agency.

Once these commitments are made, they will be included in the action plan and monitored. This will mean that all agencies are committed to playing an active role in preventing homelessness and rough sleeping wherever possible.

The objectives form the basis of a five-year action plan, which give clear outcomes and provide details on the key activities to be carried out by new focused task and finish subgroups. These targeted subgroups will have with identified lead officers who will ensure that the action and outcomes identified are progressed in partnership with stakeholders; reporting progress to a new strategic homeless prevention and rough sleeping board for Carlisle.

The Strategic action plan is attached at **Appendix D**.

Monitoring, Evaluation and Review

We have the overall responsibility for the Homeless Prevention and Rough Sleeping Strategy. As such the Executive and Health and Wellbeing Overview and Scrutiny members will receive an annual report in the summer of each year on the progress of actions. The first report will be delivered in 2022.

In order to keep this strategy agile, the progress report will account for all bids and successful funding, and any new legislation, with outlines on the impact on local services and any changes that are required to future action plans.

A new Homeless Prevention and Rough Sleeping Strategic board will be our main group that will oversee the delivery of the strategy and monitoring progress in achieving it.

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This includes:

- monitoring progress against key actions
- using data, evidence, user and lived experience to identify the homelessness challenges in the area, including those that may apply to specific groups of people, and priority actions
- evaluating the effectiveness of subgroup interventions
- coordinate and agree to all local funding bids, in respect of homelessness and rough sleeping
- identifying and co-ordinating across all partners the effective use of funding for homelessness services and interventions
- promoting and facilitating the joint commissioning of homelessness services and interventions where appropriate

In addition, six multi-agency subgroups will be established to support the priority objectives and ensure key actions are delivered.

Figure 3: New strategic action plan governance structure
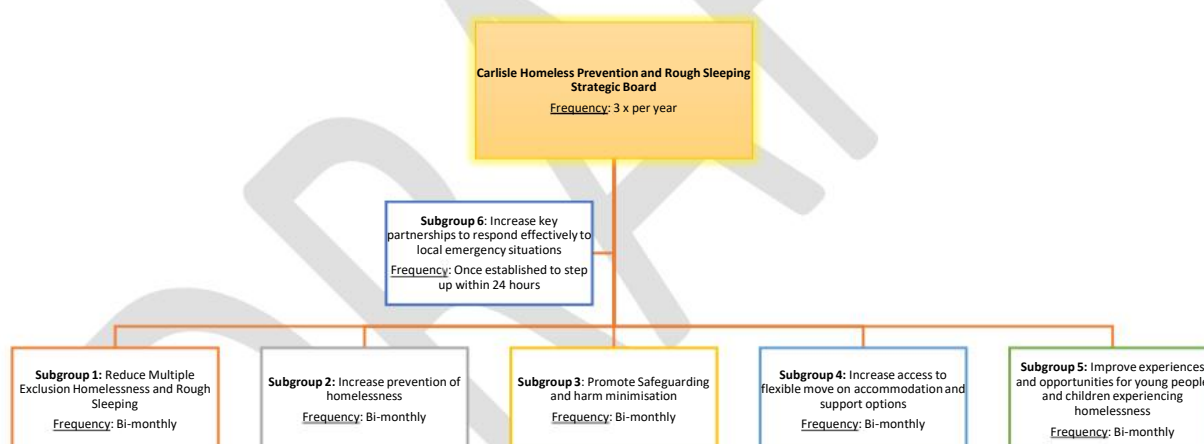
These subgroups will be made up of relevant operational staff from various statutory, third sector and community services, including from organisations that contribute to the day-to-day delivery of homeless services in the city.

Corporate Commitment

Progress towards achieving the strategy's aims and objectives will be measured and monitored on a regular basis. In order to achieve this the following activities will be carried out:

- The action plan (**appendix D**) will be reviewed on an annual basis with progress reported to Carlisle City Councils Executive; scrutinised by the Health and Wellbeing Overview and Scrutiny members; and championed by the Portfolio Holder

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- An annual update will be produced and shared including action plan progress and key homelessness

- An annual review day will be held with key stakeholders in Carlisle

In addition to the annual review of progress, the following key performance measures will be used to monitor the on-going success and progress of homelessness services in Carlisle:

- Number of homeless presentations and assessments (including negative homeless decisions)
- Number of positive prevention and relief cases
- Number of ineligible households and reasons
- Main reasons for homelessness
- Average length of stay in B&B
- Move on rates from temporary accommodation
- Average length of stay from temporary accommodation
- Number of rough sleepers supported
- Number of households experiencing domestic abuse supported

Further appropriate measures will be developed over time as the action plan is updated.

Service User Involvement

A panel of service users will be assembled annually to review the progress of delivering the Strategic Action Plan, plus be consulted about the priorities for the year ahead. Their know-how will be used to ensure the activities carried out will have a relevant impact on the lives of those who it is intended to benefit. Additionally, an annual service users survey will be carried-out, to seek views of what's working well and what could better in respect of the advice and assistance they receive to prevent or relieve homelessness and in relation to emergency accommodation including wider advice and support services.

Glossary of terms and acronyms used

Duty to Refer: A duty on specified public authorities to refer service users who think they may be homeless or threatened with homelessness to local authority homelessness/housing options team. (Introduced in the Homelessness Reduction Act 2017)

Local Housing Allowance Rate: Local Housing Allowance (LHA) rates are used to calculate Housing Benefit for tenants renting from private landlords. LHA rates relate to the area in which you make your claim.

MHCLG: The Ministry of Housing, Communities and Local Government (formerly the Department for Communities and Local Government). The job of the MHCLG is to create great places to live and work, and to give more power to local people to shape what happens in their area.

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PRS: Private Rented Stock is a classification of housing in the UK. The basic PRS definition is: property owned by a landlord and leased to a tenant.

Rent Bond Scheme (or Rent Deposit Scheme): A rent deposit scheme could help if you can't afford a tenancy deposit to rent from a private landlord. Rent deposit schemes offer loans to be used as deposits. Usually, the scheme lends you the money in advance. You pay it back in instalments from your wages or benefits.

Rough Sleeper: A rough sleeper is someone whose housing situation falls into one of the following categories: sleeping in the open air, sleeping in tents, sleeping in cars or other vehicles or sleeping in abandoned buildings/other places not designed for habitation.

Welfare Reform: Changes in the operation of a welfare system with the aim of reducing the number of individuals dependent on government assistance.

Health Needs Audit This is a good practice way of gathering information about the health of people who are homeless in the local area, to determine need and gaps (supported by Homeless Link).

Young Persons Protocol Joint working protocol and guidance for staff within Children and Family and Homeless Services working with 16/17-year olds.

MEH Multiple Exclusion Homelessness is a description of people with complex needs who experience an overlap between homelessness, mental health problems, drug and alcohol dependency, street activities like begging, sex work or shoplifting, and experience of institutions such as prisons.

NSNO No Second Night Out is a national and local focus on helping those people who find themselves rough sleeping ensuring there is a rapid response to new rough sleepers and a service offer to ensure that they do not have to sleep out for a second night.

Street Needs Audit To gather information about the extent and nature of street activity working alongside key partners in Carlisle.

SWEP The Severe Weather Emergency Protocol is a local response to severe and winter provision in Carlisle to help prevent deaths on the streets to any rough sleepers caused by weather; this includes the cold where the weather is predicted to drop below 0 degrees for three days or more, but also extremes such as wind and rain.

RRP Rapid Rehousing Pathway is a national programme to assist rough sleepers, funded by the MHCLG

RSI Rough Sleeping Initiative is a national programme to assist rough sleepers, funded by the MHCLG

DAP domestic abuse partnership in Cumbria to support those at risk of homelessness as a result of domestic abuse, funded by MHCLG

NSAP Next Steps Accommodation programme to support rough sleepers, funded by the MHCLG