

North Yorkshire Homelessness Strategy 2008/2012 July 2008

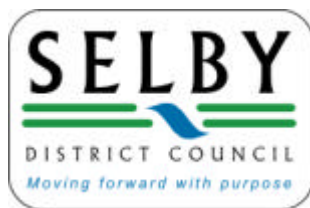
Incorporating North Yorkshire Supporting People Strategy for Homeless and Vulnerable People



Adult and Community Services
Children and Young Peoples Services



Working for you



Foreword from Chair of North Yorkshire Strategic Housing Board

I am delighted to introduce the first ever North Yorkshire Homelessness Strategy. This strategy sets out the way partners throughout North Yorkshire will work together to prevent homelessness and to improve services for the homeless across the whole county over the next five years.

Homelessness and the lack of affordable housing continue to be key issues throughout the county and are likely to be so for some time to come. It is vital for the social, economic and environmental well-being of our county and its residents that these issues are tackled.

The causes of homelessness are complex and through this strategy we have tried to understand the triggers and drivers of homelessness in the county. Our aim is to prevent people from becoming homeless in the first place. Homelessness is not just a 'housing' problem but directly links to services such as social care, education, health, employment and the third sector. For this reason, strong partnership working will be essential to achieving our targets.

As Chair of the North Yorkshire Strategic Housing Board, I would like to express my gratitude to all the District Councils and the County Council for their contributions to this strategy. In addition, on behalf of all the local authorities I would like to thank all the stakeholders who have made an invaluable contribution at a local level to shaping the future direction of homelessness services.

Cllr. Mrs Jean Butterfield – Harrogate Borough Council

The Strategy can also be viewed and downloaded from any of the below websites:

craven.gov.uk
hambleton.gov.uk
harrogate.gov.uk
ryedale.gov.uk
richmonshire.gov.uk
scarborough.gov.uk
selby.gov.uk
northyorks.gov.uk/supportingpeople

A large print version of this strategy as well as Braille and audio versions can be made available on request.

If English is not your first language we will arrange for a translated version of the Strategy to be made available to you. We can also arrange for a translator to explain the contents of the document to you.

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1. INTRODUCTION

This is the first Homeless Strategy for North Yorkshire. It provides the framework around which the District and Borough Councils in the county, along with our key partners will work together over the next five years to prevent homelessness. The strategy also incorporates the North Yorkshire Supporting People Strategy relating to vulnerable people affected by homelessness.

The County Homelessness Group has produced this strategy. This group is a partnership between the seven District Councils within North Yorkshire, the County Council, Supporting People and the other key statutory and voluntary sector service providers. The County Homelessness Group has strategic links to the North Yorkshire Strategic Partnership, Local Strategic Partnerships, the North Yorkshire Strategic Housing Board, the Supporting People Commissioning Body and to all of the local housing forums and local homelessness partnerships within each of the seven District Council areas.

This strategy is an important document as it enables the partnership to: -

- Identify gaps in provision and highlight what works well.
- Share and maximise available resources between the districts and our partners.
- Identify countywide objectives and highlight priorities for action.
- Co-ordinate activity between partners.
- Provide a basis for advocating and bidding for resources.
- Set out an explanation of how we will resource and monitor the delivery of key priorities through our Action Plans.

The strategy covers a five-year period effective from July 2008. During this period the County Homelessness Group shall produce short annual updates to inform on progress. We also want to ensure the strategy is a live document with structured and regular reviews on progress at both a countywide and local district level.

2. OUR OBJECTIVES

With the help of our partners we have developed five broad countywide objectives, these are:

- 1. Preventing Homelessness**
- 2. Reducing the use of temporary accommodation and improving the quality of temporary accommodation used**
- 3. Tackling Youth Homelessness**
- 4. Providing housing support for homeless and vulnerable people**
- 5. Increasing the supply of affordable housing**

To measure our success in meeting these objectives we have set ourselves a number of countywide targets for the next five years. We have also worked with partners to develop a range of actions that we need to take. Some of these actions are things that we are pledging to do at a countywide level, other more specific actions shall be undertaken at the local district level.

To help us develop this strategy we have undertaken a review of homelessness within the County. This review has considered:

- The current and likely future levels of homelessness within the county
- The services we already have in place to help prevent homelessness (including support services to help homeless people) and the gaps in those services.
- The amount of accommodation we have available.
- The extent we use temporary accommodation and the quality of that accommodation.
- The resources we have available to deliver our strategy.

As part of this review, each district has held local stakeholder consultation days that have helped shape our priorities. We have also engaged with service users to help us identify gaps in services and areas where we need to improve at the local level.

In 2006/7 the Audit Commission undertook a review of strategic housing delivery across North Yorkshire. Overall feedback in relation to the performance of local authorities regarding homelessness was generally positive, with improvements to homeless prevention being highlighted. The Audit Commission however also highlighted a number of areas for improvement, including the need to reduce the number of households in temporary accommodation and the need for improved links with the private sector. The Audit Commission also highlighted the need for local authorities to work together to share resources and increase capacity. In response to these recommendations a sub-regional homeless action plan was developed in 2007/8, much of which forms the basis of this strategy.

The importance of enhanced partnership working is a common theme that runs throughout this strategy. The strategy complements and supports the delivery of the Regional Housing Strategy, the North Yorkshire Local Area Agreement (LAA) and reflects the key priorities within the North Yorkshire Sustainable Communities Plan.

This Strategy also forms the basis of the North Yorkshire Supporting People Strategy for homeless people across the county.

The aims of the Supporting People Strategy are:

- Prevention: prevent people from moving into more institutionalised living or more insecure accommodation
- Provision of quality temporary accommodation: when appropriate for a particular client group
- Accessibility: ensuring people have the support they need to access accommodation
- Sustainability: ensuring people can sustain a level of independence and become more independent if possible.

These aims are integral throughout this strategy.

The objectives contained within this strategy also reflect the objectives contained within the North Yorkshire Children and Young Peoples Plan, the North Yorkshire Domestic Abuse Strategy and the Sub-Regional Safer Communities Strategy. In addition the Strategy is responsive to the Government's objectives and requirements.

In developing this strategy we have also been mindful of the need to work with partners outside of North Yorkshire. In particular, this strategy is aligned to the City of York Homelessness Strategy and contains a variety of joint actions that we are doing in partnership with York, including:

- The development of a sub-regional Choice Based Lettings Scheme
- The joint commissioning of research
- The joint procurement of housing support services between the North Yorkshire and City of York Supporting People Partnerships
- The development of joint protocols and procedures

3. CONTEXT OF NORTH YORKSHIRE

North Yorkshire is geographically the largest county in England. It covers 3,000 square miles and includes two National Parks. It has a population of around 580,000 people, of which only 1.1% are from black and ethnic minority groups. Only 21% of all residents live in the main urban areas, the majority of residents living in small market towns and villages.

The County of North Yorkshire is a two tier Local Authority area made up of the seven district Councils; Craven, Hambleton, Harrogate, Richmondshire, Ryedale, Scarborough and Selby and North Yorkshire County Council.

The population of individual districts is generally low, Harrogate (150,000) has the largest population in the County. Around 50,000 people live in the rural districts of Craven, Richmondshire and Ryedale.

North Yorkshire is relatively affluent and ranks 295 out of 354 area in England in terms of deprivation, there are however some pockets of deprivation in Scarborough and Selby. Unemployment in the county at 1.6% compared to the national of average of 2.7% is low, however rates of pay in many areas are low.

The severe lack of affordable housing is a key issue for the whole county. Average house prices have increased in all districts and are highest in Harrogate (at £255,772). In a recent survey undertaken by the Joseph Rowntree Foundation, Ryedale was found to be the third least affordable district to buy a home in the whole country (based on income to house price ratio). Whilst house prices now appear to be levelling off in some areas, the rate of increase in house prices across the whole of North Yorkshire has in recent years been higher than the national trend.

The percentage of social housing in all the districts is low, largely due to the sale of stock through the Right to Buy. Only 11% of homes in Harrogate and Scarborough are social rented compared to a Regional average of 23%. Three of the district council areas (Harrogate, Richmondshire and Selby) have retained their housing stock.

Second home ownership in the county is high. Around 5.3% of all the dwellings in Scarborough for example are second/holiday homes. In some parishes of the National Park, (for example in Fylingthorpe) second home ownership is as high as 19%.

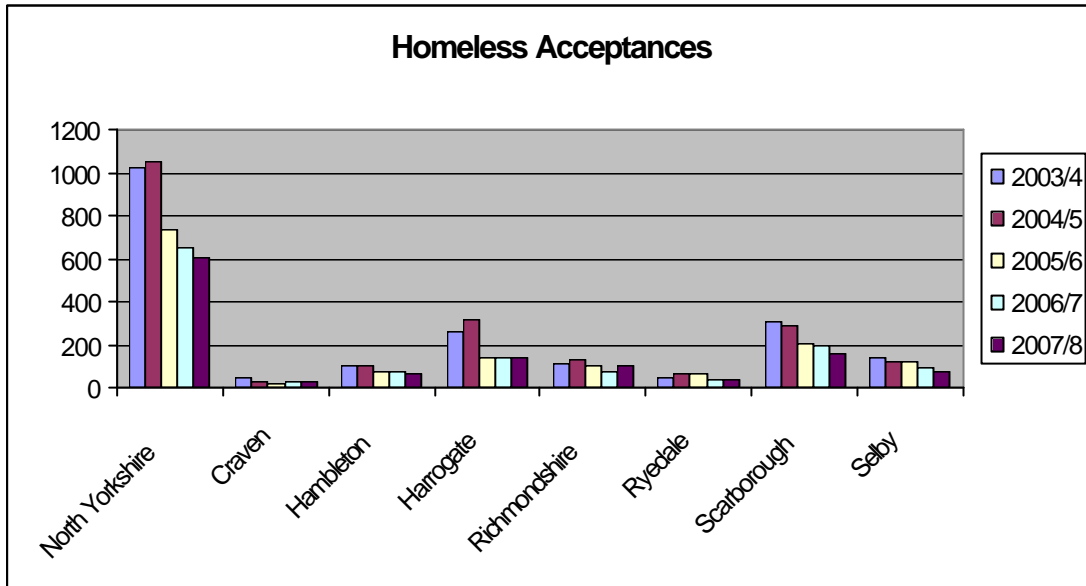
There is a high level of need for affordable housing. Combined figures from district Housing Market Assessments show that 2,439 new affordable homes are required each year to meet demand across the County.

Housing markets in North Yorkshire are complex with significant home to work movement across local and regional boundaries in some areas. This is particularly the case in Harrogate, which forms part of the Leeds and York 'Golden Triangle'.

OBJECTIVE ONE PREVENTING HOMELESSNESS

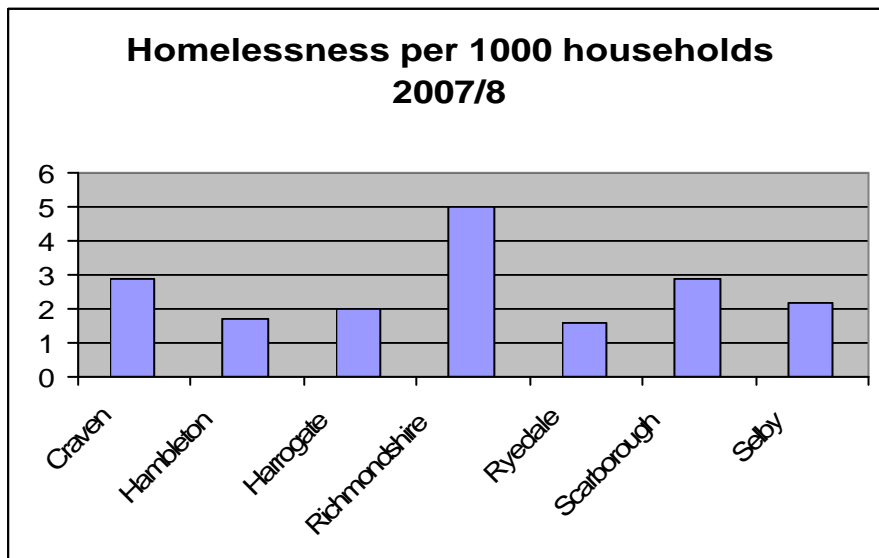
The Scale of Homelessness in North Yorkshire

The number of households that became homeless (accepted by local authorities as owed the main homelessness duty) in North Yorkshire has been steadily reducing over recent years. In 2007/8 607 households were accepted as homeless, this represented a reduction of 41% compared to the same period in 2003/4.



Source: P1E returns

Overall levels of homelessness in North Yorkshire are lower than the rest of the Yorkshire and Humber Region. Proportionately homelessness is highest in Richmondshire where there were 5 homeless households for every 1000 households in 2007/8. Levels of homelessness are lowest in Ryedale (1.6 per 1000 households) and Craven (1.2 per 1000 households).



Whilst the number of households becoming homeless is falling, the number of households who have had their homelessness prevented is increasing. This is in part due to the range of new initiatives now in place to prevent homelessness throughout the county, many of which are funded through the use of homelessness directorate grant or funded by Local Authorities as 'spend to save' initiatives.

Since 2006/7 all Local Authorities have been recording the number of successful interventions they and their partners have made to prevent homelessness. These figures are recorded as part of the national Best Value Performance Indicators (BVPI) framework. Targets for improved performance are also set as part of the Local Area Agreement.

This new prevention monitoring has shown that in 2007/8, 989 households throughout North Yorkshire had their homelessness prevented as a direct result of a casework intervention from the local authority or through a service they fund (**see Appendix Table A**).

The Main Causes of Homelessness in North Yorkshire

Parental exclusion is the main cause of homelessness within North Yorkshire and is the main cause of homelessness within five of the seven districts. In 2007/8, 157 households throughout the county became homeless because their parents were no longer willing to accommodate them. In 2006/7 over 30% of all acceptances in Hambleton, Ryedale and Selby were due to parental exclusion compared to the Yorkshire & Humber Regional average of 20%.

After parental exclusion the main causes of homelessness are violent relationship breakdown and the loss of assured short hold tenancies (see **Appendix Table B**).

Rough Sleeping

Overall levels of rough sleeping across the County are low. It is estimated that there are less than 20 people sleeping rough on any given night across North Yorkshire.

Recorded incidence of rough sleeping in the rural districts of Craven, Hambleton, Richmondshire, Ryedale and Selby are negligible. Anecdotal evidence suggests that Harrogate experiences some rough sleeping, numbers are however low.

Due to its seaside location Scarborough does experience some inward migration of transient rough sleepers. A series of informal counts undertaken over the last four years have shown that numbers of rough sleepers in Scarborough increase in the summer months but tend drop again in the winter. The last formal rough sleepers count was undertaken in Scarborough in 2005 and three rough sleepers were found.

Preventing homelessness across North Yorkshire

A new approach

In recent years all Local Authorities across North Yorkshire have been striving to take a more proactive approach toward preventing homelessness. Central to this approach has been the shift in emphasis toward early intervention and the provision of a range of housing options and solutions that have been put in place to avoid homelessness ever occurring.

All Local Authorities are now putting more resources into preventing homelessness than they were five years ago. New core preventative services developed within each district include:

- Bond Schemes/Rent in Advance Schemes
- Homeless Prevention Workers
- Housing Options Advisors
- Private Sector Housing Link Officers
- Making Safe/Sanctuary Projects
- Homeless Prevention Funds
- Money advice workers
- Mediation Services
- Night-Stop/Crash Pads
- Court User Schemes

Good Practice Initiative - HARP County Court User Scheme

All residents across North Yorkshire are now able to access advice, advocacy and support within the County Court. For some years, the Housing Advisory Resource Project (HARP) has been running a County Court user scheme. This scheme places an advice worker within the County Court itself. The role of this worker is to prevent homelessness amongst those threatened with possession proceedings by resolving the immediate crisis situation and to work with their client to come up with long-term sustainable solutions to prevent homelessness occurring in the future.

In 2007/8 the HARP County Court Scheme and the HARP drop-in prevention service prevented 130 households from becoming homeless in Scarborough, Ryedale and Richmondshire.

Positive examples of interventions that we have done that have prevented homelessness include:

- Enabling clients to access accommodation in the private rented sector by assisting them to secure a let and offering help with a bond and their applications for housing benefit.
- Front line workers paying off rent arrears through the use of prevention funds.
- Successfully negotiating with a landlord or a mortgage lender to prevent them from taking possession proceedings where a client has fallen into arrears with payments and working with clients to develop repayment plans.
- Mediating between young people and their parents to enable the young person to return home.
- Enabling victims of domestic violence and their children to remain in the family home through the removal of the perpetrator.
- Providing housing support to vulnerable clients who were on the verge of losing their tenancies.
- Providing and funding debt advice work.

Increased Partnership Working

Whilst the statutory duty to prevent homelessness lies with the seven District Councils, the Districts on their own are unable to meet this challenge in isolation. Strong partnership working between all statutory providers, RSLs and the voluntary sector therefore forms an essential element of this new approach.

Through the County Homelessness Group we have been strengthening the strategic links between providers and adopting a more collaborative approach to service delivery.

There are a number of good examples across North Yorkshire where this strengthened joint working is now having an impact. In 2007/8 a range of new joint protocols were launched that aim to prevent homelessness through close joint working between the Districts, Adult Social Care, Children and Young Peoples Services, Health and Probation. Different statutory providers are also now jointly commissioning new services, such as for example the new Time Out Project to tackle youth homelessness in Scarborough, which is being funded through the Supporting People partnership, Scarborough Borough Council and Children and Young People's Services.

Next Steps

Whilst there have been improvements to the way homelessness services are delivered across North Yorkshire in recent years, we recognise that there is still much work to do. We need to ensure consistency across the county in terms of delivery and have therefore included a number of targets within this strategy that are geared to both plugging any gaps in provision.

All Local Authorities across the County have been working to prevent homelessness within the wider context of spiralling house prices, increased demand for social rented housing and reductions in the number of social lettings available.

Modernising Services

As well as developing new services to prevent homelessness, we also recognise that we need to modernise and reconfigure the delivery of some front line housing services in the County. We need to do this in order to ensure that housing advice/homelessness services are fully integrated with the work that our key partners do.

Historically, many housing authorities have spent too much energy on 'processing' people as homeless. We are now trying to ensure that services in North Yorkshire become more focused on preventing homelessness and that we are able to offer clients a full range of housing options to meet their needs and prevent a housing crisis occurring.

Many districts in North Yorkshire are now starting to develop a more sophisticated approach and are modernising the way front line services are delivered. Progress is already being made to develop a North Yorkshire, Choice Based Lettings (CBL) scheme. This scheme shall initially be run as a partnership between the City of York, Hambleton DC, Broadacres Housing Association, Scarborough BC and Yorkshire Coast Homes. It is envisaged that other Local Authorities shall come on board in future years.

It is anticipated that CBL will act as a transformational catalyst, giving us the opportunity to provide a housing options information hub for the sub-region that draws together all the services and accommodation options available to clients.

Hambleton and Selby launched new housing options services in July 2007 and April 2007 respectively. In 2008 Ryedale, Scarborough and Craven are launching their new housing options services. Ryedale's new service will incorporate a new lettings service in partnership with private sector landlords.

A Countywide Commitment and New Targets for Delivery

Homelessness prevention is a key priority in North Yorkshire and we have set ourselves targets to reduce homelessness through prevention within the new North Yorkshire Local Area Agreement (LAA). This is very important given the spending constraints that all Councils face as sustaining existing preventative services and developing new ones will be a key challenge across the County over the coming years.

The sub-region receives £264,000 core funding from the Government Homelessness Directorate each year that is spent by the district Councils on homeless prevention initiatives. There are potential moves afoot to pay this money in the form of an un-ring-fenced Local Area Based Grant. It is important therefore that homelessness prevention remains high on the agenda and that funding for homelessness prevention initiatives is safeguarded across the County when spending and investment decisions are made. It is also important that districts within the sub-region use any grant monies paid effectively and that we are able to demonstrate that this money delivers improved outcomes.

Given the number of new initiatives developed within the sub-region in a short period of time it is also important that we consolidate these services over coming years and that we properly evaluate them to ensure they deliver good outcomes and provide value for money. It is also important that we continue to share good practice and endeavour to roll out what works well at a district level across the County.

Responding to Change

We also need to be responsive to the changes in the housing market as these can impact on the number of households threatened with homelessness. We are especially mindful of the potential impact that high numbers of mortgage repossessions could have and recognise that services to prevent mortgage repossession need to be bolstered. In Scarborough for example a new service level agreement is being developed between the Council and the CAB that will provide fast track referral arrangements for debt advice and advocacy for clients in mortgage arrears.

Within the County one of the key emerging issues that we face in future years is the development and expansion of Catterick Garrison. Catterick is already the largest British Army garrison in Europe and has been identified as one of the army's priorities for development as a Super-Garrison. This expansion could have a major knock on effect on the demand for family accommodation in Richmondshire and Hambleton along with potential implications on the number of households seeking housing assistance from the Local Authorities.

Good Practice Initiative - Richmondshire Mortgage Rescue Scheme

Richmondshire Mortgage rescue scheme is a partnership between the District Council, local money advice providers and Home Housing Association. The scheme enables families, threatened with eviction due to mortgage arrears to avoid becoming homeless and remain living in their own homes.

The scheme works by the RSL paying off the mortgage of the client in arrears and offering them an assured tenancy at an affordable rent that enables them to continue living in the family home. The client is also given a package of advice and support to sort out their debts.

A similar model was rolled out in Scarborough in 2007. In 2007/8, both schemes resulted in 6 households having their homelessness prevented.

Strengthening Partnerships with Registered Social Landlords

Many vulnerable households, after they become homeless, are housed by RSLs. In 2007/8 the Housing Corporation (who regulates the activity of RSLs) developed their own Homeless Strategy. This strategy highlights the ways in which the RSLs should work in partnership with Local Authorities to prevent homelessness amongst their own tenants and ensure that suitable accommodation is available for homeless people.

Through the County Homelessness group it is proposed that new partnership agreements are developed between the district councils and key RSLs over the next few years. These agreements will include local action plans that will be used to help strengthen partnership working and ensure full engagement from RSLs to the prevention agenda.

Required actions by the RSLs could be:

- Developing new protocols and procedures to reduce evictions.
- Strengthening links between RSLs and support providers.
- Working with the districts to develop initiatives to reduce under occupation of housing.
- Developing new nomination agreements and mechanisms to monitor their implementation.
- Reconfiguring their stock to ensure it meets a broad range of needs and client groups.

Tackling Worklessness

We also recognise that there is a need to tackle the root causes of homelessness within North Yorkshire. It is estimated in Scarborough and Ryedale for example, that over 80% of homeless households living in temporary accommodation are not engaged in either training, education or employment.

In order to break the cycle of homelessness, it is important we work with partners to ensure that there is a joined up approach to providing services for our clients. We

want to ensure that effective referral systems and signposting to partner agencies for employment, training and education opportunities are linked into the housing options approach and that clients' needs are fully assessed at the earliest opportunity and sign-posting/referral mechanisms are in place.

Throughout the period of this strategy we aim to develop effective means of sharing data so that levels of engagement in education, employment and training for young people are known and that barriers to access opportunities are identified.

Within the county there are already a range of initiatives set up to assist homeless people back into employment/education and training, including:

- The Integrated Youth Service
- Youth Build Projects (Harrogate)
- U project (via Ryedale YMCA)
- Social Enterprise Initiatives

Further details of these initiatives are available within the district council Housing Strategies.

Our Countywide Targets

Objective 1: Preventing Homelessness

- **To reduce the number of homeless households in North Yorkshire by 10% on an annual basis from a baseline of 607 in 2007/8.**
- **To increase the number of successful homeless prevention interventions to 1383 by 2011 from a baseline of 995 in 2007/8.**
- **To modernise and restructure the way that Housing Advice Services/ Homelessness Services are delivered across the sub-region by 31 March 2010.**
- **To ensure consistency of service delivery across the county through the development of a countywide prevention toolkit by 31 March 2010.**
- **Develop homelessness action plans between the districts and the key RSLs by 31 March 2012.**
- **Embed the new prevention of homelessness protocols and information sharing arrangements through further multi-agency working and the development of effective means of sharing data so that by the end of 2008/9 levels of engagement in education, employment and training for children and young people receiving housing support and known and barriers to access are identified and outcomes known.**

OBJECTIVE TWO: REDUCING THE USE OF TEMPORARY ACCOMMODATION AND IMPROVING THE STANDARD OF TEMPORARY ACCOMMODATION USED

The Use of Temporary Accommodation in North Yorkshire

In order to meet our legal obligations under the Homelessness Act 2002, all Local Authorities are required to use temporary accommodation where they have a statutory duty to do so. Temporary accommodation is generally used in order to respond to an initial housing crisis and provides a respite whilst authorities decide what duties are owed. It is also often used however when authorities owe a full housing duty to clients and have been unsuccessful in preventing the loss of their accommodation.

Where temporary accommodation is used it is important that this accommodation is of a suitable standard. The Government rightly expects that temporary accommodation should at the very least be self contained, safe and properly managed.

As at the 31 March 2008, there were 256 homeless households placed in temporary accommodation across North Yorkshire. The greatest number of these were in Harrogate (99) and Scarborough (58 households).

Of these 256 households, 183 were living in self contained accommodation (either provided directly by the Local Authority and RSL or leased from a private landlord), 43 were living in non-self contained hostel type accommodation and 30 were living in B&B (**Appendix Table C**).

The overall use of temporary accommodation in North Yorkshire is however reducing. There were 52 fewer homeless households living in temporary accommodation on the 31st of March 2008 than there were on the 31st of March 2004.

The majority of temporary accommodation used across the County is of a good standard. The non-self contained accommodation still used (B&B and hostel accommodation) is in the main now only used for single people.

The quality of temporary accommodation offered in North Yorkshire has been improved in recent years. A number of local authorities now offer high quality accommodation for homeless households. Both Scarborough and Richmondshire have worked with RSLs and private landlords to develop new Private Sector Leased Accommodation. Hambleton have recently undertaken a comprehensive review of all their temporary accommodation and are in the process of developing a new Womens Refuge. Harrogate has recently restructured their housing services to create a new temporary accommodation management team. Craven have also improved the condition of all their accommodation through an intensive improvement programme.

Good Practice Initiative - Ryedale Place of Change

As part of Central Government's £90 million Hostels Capital Improvement Programme (HCIP) for facilities throughout the UK, 37 Castlegate, which is temporary accommodation used in Ryedale for single vulnerable people has received a £50,000 facelift and will provide support for residents through the help of two dedicated staff – a Resettlement Officer and a Housing Activities Organiser. The Resettlement Officer will undertake resettlement work and will be involved in preparing plans to ensure that people move on into independent accommodation as well facilitating access to education, training and employment. Also based at the property will be a Housing Activities Organiser employed by Foundation Housing. Their role is to ensure that residents take part in positive activities in order to integrate them into the community and build confidence and self esteem.

Bed and Breakfast accommodation is particularly unsuitable for families with children. The Bed and Breakfast Reduction Order 2004, meant that by law, local authorities should not be using Bed and Breakfast as temporary accommodation for homeless families for anything other than a last resort and in those instances families should not stay in B&B for more than six weeks.

Countywide the use of B&B for homeless families has all but ended. As at 31 March 2008 there were no homeless families placed in B&B across the whole county.

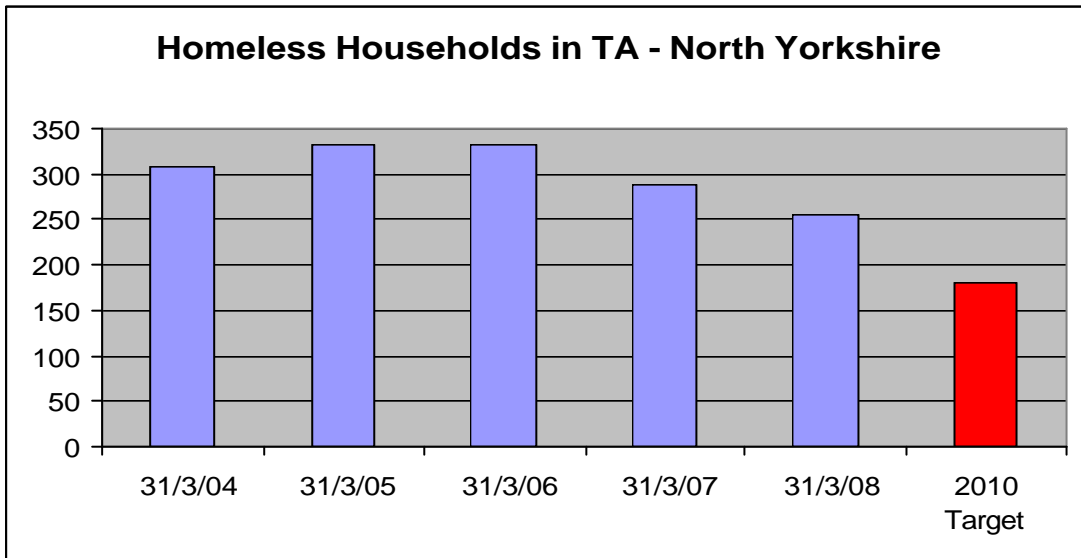
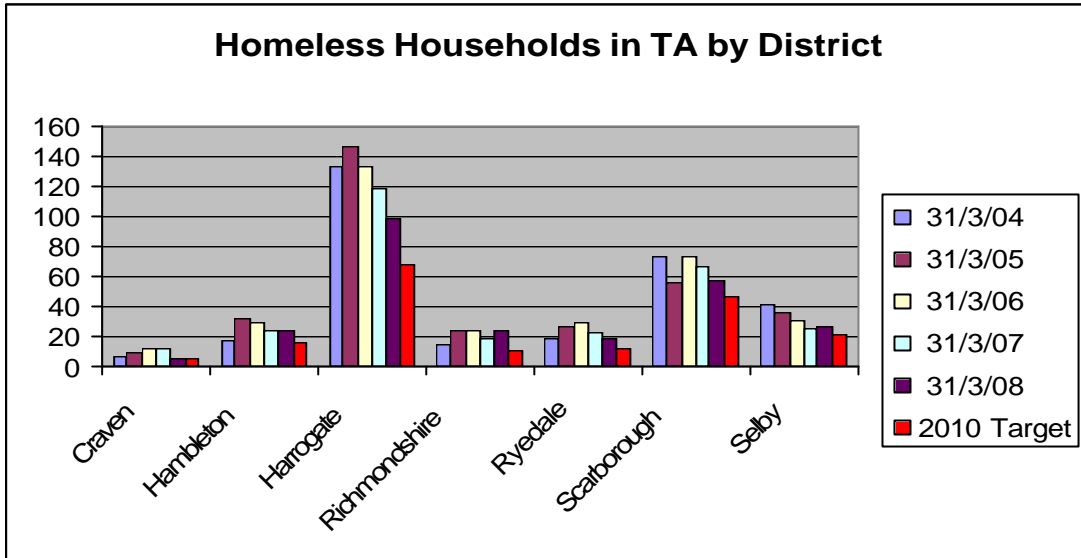
Next Steps

New targets for improvement

For all homeless households but especially for those with children, lengthy stays in any form of temporary accommodation are unacceptable. Temporary accommodation whilst necessary in certain situations, can be especially unsettling and damaging to the health and well being of children and vulnerable groups.

It is for these reasons that in 2005, the Government set all local authorities the challenging target of halving the number of homeless households living in temporary accommodation by 2010. In order to meet the Government's wider temporary accommodation target we need to ensure that there are no more than 181 homeless households living in temporary accommodation across North Yorkshire as at 31 March 2010 (from a baseline of 366 when the target was set in 2005).

This target presents a major challenge to North Yorkshire. Whilst some individual districts are on course to meet their own individual targets, the overall rate of reduction across the County needs to be increased if the 2010 target is to be met. A reduction of 75 homeless households living in temporary accommodation is required over the next two years.



In order to meet this target we need to increase the supply of lettings available through more affordable housing, we need to maximise the number nominations to RSLs and increase opportunities to access the private sector. At the same time we need to reduce the demand for housing by ensuring homelessness is prevented.

We also recognise that we need to develop a Move on Protocol to enable our clients to move successfully into independent living. The sub-region has decided to go down the route of the MOPPs (Move on Plans Protocol) project as developed through Homeless Link. The MOPPs is designed to help local authorities and service providers address the local factors preventing effective move on. The protocol is based around local partnership, a move on audit, the development of a move on action plan and regular analysis of progress and results.

In addition to reducing the use of temporary accommodation we also need to ensure that the use of any poor quality temporary accommodation is phased out. It is recognised across the county that the use of non-self contained accommodation for

homeless families is no longer acceptable. Each district is therefore developing plans to phase out the use of all non-self contained accommodation for homeless families.

The Government has also set a further target to local authorities to end the use of Bed and Breakfast for 16/17 year olds by the same year. As at 31 March 2008, there were ten 16/17 year olds placed in B&B. Eight of these 16/17 year olds were in Scarborough and two were in Harrogate.

Good Practice Initiative - Hambleton & Richmondshire Womens Refuge

Currently the majority of women and families who flee domestic abuse in Richmondshire and Hambleton are forced to leave the area and go to facilities in the Tees Valley.

In order to resolve this problem the District Councils are working in partnership with Broadacres Housing Association and a number of other agencies to develop a new Womens Refuge. This will be a purpose built new facility that can be used as a sub-regional resource and become part of a network of accommodation based services. This will complement floating and sanctuary type support schemes for sufferers of domestic abuse in the county.

A central market town site has been identified for this project and planning permission has been granted. Start on site is expected summer 2008. There are plans to also develop additional services around this hub project for families and single women.

Our Countywide Targets

Objective 2: Reducing the use of temporary accommodation and improving the quality of temporary accommodation used.

- **To have no more than 181 homeless households living in temporary accommodation by the 31 March 2010 (from a baseline of 256 households as at 31 March 2008).**
- **To have no homeless 16/17 year olds placed in Bed and Breakfast accommodation by the 31 March 2010 from a baseline of 10 as at 31 March 2008).**
- **To end the use of all non-self contained temporary accommodation for all homeless families by 31 March 2012.**
- **To develop and implement new countywide move on protocols (MOPPs) by 31 March 2009.**

OBJECTIVE THREE: TACKLING YOUTH HOMELESSNESS

Youth Homelessness within North Yorkshire

In November 2006 the Government produced its National Youth Homelessness Scheme. This scheme announced a range of aspirations to tackle youth homelessness, these included:

- A commitment to end, by 2010, the use of Bed and Breakfast Accommodation for homeless 16/17 year olds by 2010.
- The creation of a new National Supported Lodgings Development Scheme
- Improved access to homelessness mediation.

Tackling youth homelessness and responding to the challenge given to us by the Youth Homelessness Scheme is a key priority in North Yorkshire. The draft North Yorkshire Children and Young Peoples plan 2008/11 provides the county partnership with the overall multi-agency strategy we need to work together to improve outcomes for young people. The objectives of this strategy are:

- Staying Safe
- Keeping Healthy
- Achieving and Enjoying
- Making a Positive Contribution
- Achieving economic well being.

The need for suitable and sustainable homes for young people is an integral element to achieving all of these objectives.

Youth homelessness in North Yorkshire is however a key challenge. Parental exclusion is the main cause of homelessness within the county. In 2007/8, 157 households across the County became homeless because their parents asked them to leave the family home.

In 2007/8 there were 78, 16/17 year olds accepted as homeless across the county. This was a 37% increase on the previous year.

Homelessness amongst Care Leavers in North Yorkshire is low. This is in part due to joint working arrangements between the districts and the Children and Young Peoples Service to ensure that care leavers are provided with the effective support they need. In Craven for example, the YMCA work very closely with Children and Young Peoples Services and have accommodated a high percentage of care leavers at the age of 16.

We recognise however that due to the scarcity of social housing, all young people, including those who are particularly vulnerable such as care leavers or young offenders, often find it difficult to access suitable housing that is affordable to them. Youth Offending team statistics for North Yorkshire for example, show that 45 young offenders across the county are not living in suitable accommodation.

With the introduction of the Local Housing Allowance in April 2008 it was hoped that the single room rent would be discarded, however this continues to provide the limit

for housing benefit for under 25's across the sub-region. This is a major obstacle in getting young people into private sector accommodation.

Tackling Youth Homelessness

All districts in North Yorkshire have been developing a range of new services to tackle youth homelessness. For example all authorities in North Yorkshire now have mediation services in place in one form or another. These services are key to preventing youth homelessness as they offer a solution to young people and their parents by helping to resolve conflict within the family home.

Good Practice Initiative –HowzTalk & Barnardo's Crashpad & Mediation Service

In Harrogate, HowzTalk works in partnership with Barnardo's Crashpad to support young people and their families who are experiencing family conflict.

This service provides safe and supported accommodation for young people for up to six weeks to maximise the potential for family conflict resolution and reduce the use of council temporary accommodation for young people;

The service helps young people plan for their futures, offering opportunities to young people, and their families, where appropriate to develop plans (using Every Child Matters outcomes) and facilitates inter-agency and multi-agency working to the benefit of the young people and their families.

During 2007/8 24 young people were given accommodation in Crashpad. Of these only two eventually declared themselves as being homeless at the end of their stay in Crashpad. Twelve young people returned or remained with their families; four were housed by housing associations and three by within the private sector.

Other new services developed to prevent youth homelessness include:

- Harrogate, Richmondshire and Craven all have specialist services directed toward early intervention in schools.
- Richmondshire, Hambleton, Ryedale (and soon Scarborough) all have successful Night-Stop schemes operating within their districts that provide short stay emergency accommodation for 16/25 year olds within the home of volunteer hosts.
- Harrogate currently runs a successful Crash Pad scheme and Scarborough also have a scheme that will be up and running in 2008.
- Craven, Hambleton, Selby, Richmondshire and Scarborough all have specialist housing support services that provide floating support for young people in their districts.
- Scarborough, Ryedale, Harrogate, Craven and Richmondshire all benefit from Foyers and YMCAs.
- Richmondshire and Scarborough both have limited supported lodgings placements already in place for Care Leavers and countywide a number of care leavers foster placements are being converted to supported lodgings placements.
- Scarborough and Ryedale both have positive activities workers operating within their districts.

- Selby have a play partnership which has drawn down funding from the National lottery and aims to increase play provision within the district. This involves several outreach play rangers working to engage young people in play activities.
- Craven has specialist floating support for young people.

In addition the County Homelessness Group has developed new revised protocols to address the housing and support needs of homeless and potentially homeless 16/17 year olds and care leavers. These new protocols were launched in 2007/8 through a programme of training events for front line staff and managers within the County.

Next Steps

Plugging gaps in provision

Whilst all districts across North Yorkshire now have access to mediation services that they are able to call upon in order to prevent homelessness occurring amongst young people, levels of provision of other services to meet the needs of young people are variable across the County (**See Appendix Table D**).

Key gaps identified include the provision of supported accommodation for young people with very high support needs and the provision of short term Crash Pad / Night-Stop type accommodation and the provision of outreach work in schools.

Through this strategy therefore, we aim to ensure that these gaps are filled and that the three core elements of preventative work for young people are available and sustained within the whole of the County. These are:

- Mediation (that involves visits to the family home)
- Outreach work in schools (to educate young people about the realities of homelessness – see Craven Home Street Home model)
- Short stay temporary accommodation is available as an alternative to B&B (such as Night-Stop or Crash Pad type accommodation).

Good Practice Initiative - Craven Youth Homelessness Prevention Scheme

The Craven Youth Homelessness Prevention Scheme is a new initiative that is being supported by Craven District Council. The scheme aims to engage people at the earliest opportunity in order to prevent homelessness, by using a range of interventions, including family mediation, and interactive work with both groups of, and individual young people.

These are the main ways in which the service is delivered:

- ❖ Mediation provided by skilled and trained staff aimed at helping young people to remain in the family home where it is safe and appropriate for them to do so
- ❖ Home Street Home – aimed at raising awareness amongst young people of the often harsh realities of independent living..
- ❖ Life Skills/Pre tenancy training – for young people who have no option but to leave home, this package is designed to equip them with the necessary skills to live independently.
- ❖ Support, advice and assistance to access suitable accommodation and support services
- ❖ Short term support prior to achieving a housing solution for the young person

The scheme has a website which provides more information about the different aspects of the scheme and is also a joint resource for young people, parents and agencies.

If you would like anymore information about the scheme you can access the website at www.homestreethome.co.uk or you can contact the Youth Homelessness Prevention Worker on 01756 701110.

As well as increasing options to reduce homelessness, we also need to be taking steps to increase the housing supply options for young people and also increasing the amount of floating support available.

The Supporting People review of sheltered housing schemes across North Yorkshire has shown that some of the older persons housing stock is lower demand and does not meet the aspirations of older people. As an outcome of this review, much of this sheltered housing stock is now being reconfigured and taken out of the pool of sheltered accommodation available with support being made available to older people in the wider community. In Scarborough for example, some older persons housing is to be demolished and replaced with general needs housing.

At a time of limited housing options for young people it is not acceptable to have any housing stock stood empty. A key challenge for the districts and their RSL partners over coming years will be to release some of this older persons stock so it best meets local need.

We also need to look at increasing supply through other ways. Many young people who become homeless are simply not ready to live independently. In order to respond to this challenge we need an adequate range of supported homes for young people, including care leavers and young offenders. The Supporting People Partnership is attempting to resolve some of these issues through the way it

commissions new services (see next chapter). For example, in 2008 a new countywide-supported lodgings scheme is to be commissioned by the Supporting People partnership.

One of the key messages that have come out from the local consultation events is that there is insufficient supported accommodation for young people with more complex needs or who have chaotic lifestyles. In Scarborough, the Council is working with Foundation Housing to improve and increase the capacity of the existing Foyer through the development of a new building that will provide self-contained homes for Foyer residents. This will free up existing Foyer accommodation to provide supported housing for young people with more complex needs who are not ready for independent living or the normal Foyer model.

Good Practice Initiative – Scarborough Time Out Scheme

The Time Out Scheme is a new initiative, funded by Supporting People, Scarborough Borough Council and NYCC Social Services. The scheme aims to engage young people at the earliest opportunity in order to prevent homelessness, by using a range of interventions, including family mediation, and interactive work with both groups of, and individual young people.

These are the main ways in which the service is delivered:

- ❖ Mediation provided by skilled and trained staff aimed at helping young people to remain in the family home where it is safe and appropriate for them to do so
- ❖ Intensively supported short term 'crashpads' where young people can be accommodated safely while engaging in mediation or awaiting a place in an appropriate scheme.
- ❖ Short term support to assist the young person to move in to an independent tenancy and access relevant support
- ❖ Home Street Home – aimed at raising awareness amongst young people of the often harsh realities of independent living.

Objective 3: Tackling Youth Homelessness

- **To have no homeless 16/17 year olds in Bed and Breakfast by the 31 of March 2010 from a baseline of 10 as at 31 March 2008).**
- **To reduce the number of young people 16/17 year olds accepted as homelessness by 10% on an annual basis from a baseline of 78 as at 31 March 2008.**
- **To ensure that the core services needed to tackle youth homelessness, which are:**
 - 1) Mediation Services**
 - 2) Outreach work in schools**
 - 3) Suitable temporary accommodation that is linked to prevention options and support**

are available within each district of the county by 2010.

- **To monitor the impact of new protocols developed to meet the housing and support needs of 16/17 year olds, care leavers and young offenders.**
- **To develop a range of accommodation options for supported housing for chaotic and vulnerable young people (16/24), including care leavers and young offenders by 2013.**
- **To ensure that 100% of all young people leaving care will be provided with suitable accommodation to meet their needs.**

OBJECTIVE FOUR : PROVIDING HOUSING SUPPORT FOR HOMELESS AND VULNERABLE PEOPLE

Support for homeless and vulnerable people within North Yorkshire

In many cases the key to preventing homelessness is through the provision of accessible and appropriate support that enables vulnerable people to sustain the accommodation they are already in. Housing related support can also help someone leaving an institutional environment or from a homeless hostel or women's refuge to make the transition into independent living.

It is our aim to ensure that everyone has access to appropriate housing options (as described in Objective One - Preventing Homelessness) and support to meet their individual housing needs. Support can be required to meet a range of needs relating to drug and alcohol misuse, offending or the risk of offending, mental health issues, domestic abuse, rough sleeping. Support needs can also arise for Gypsies and Travellers, Refugees and Asylum Seekers, Teenage Parents, Young People at Risk, Young People Leaving Care and older people or people with a learning disability

The vast majority of housing related support for vulnerable people is paid for through Supporting People grant funding. It is administered at local authority level in North Yorkshire by the County Council on behalf of the North Yorkshire partnership. The North Yorkshire Supporting People partnership consists of the seven District/Borough Councils, the County Council, the Primary Care Trust and Probation Service.

Officers from the County Homelessness Group are represented on the North Yorkshire Supporting People Commissioning Body and Core Strategy Group and as such have an input into the commissioning of the Supporting People programme for the County.

In North Yorkshire, 10,997 people were receiving housing related support through Supporting People as at April 2008 there are 83 providers and 202 services (**see Appendix E**). In 2007/8 an estimated, 2,300 new people accessed a support service (excluding sheltered housing) and 562 households made planned moves from temporary accommodation. This indicates the contribution that support services make to ensuring people are able to move on and sustain their home.

Support services form a major element of the North Yorkshire Homelessness Strategy and is key to the provision of services for homeless and vulnerable people across the county. Our homelessness related Supporting People objectives are:

- To ensure access to supporting people services for all groups of vulnerable people
- To ensure a range of quality short-term accommodation services continue to be available in the County

- To ensure provision of appropriate floating support in any tenure to prevent homelessness, sustain independence in existing housing and following resettlement into permanent accommodation
- To build on strategic and preventative work for vulnerable people with housing and other authorities

Good Practice Initiative – Scarborough and Ryedale Making Safe Partnership

Making Safe is a partnership between a number of statutory and voluntary sector agencies who work together in Scarborough and Ryedale to reduce levels of homelessness amongst victims of Domestic Violence.

Making Safe works by enabling the victims of Domestic Violence to remain in their own homes and not suffer the added trauma of homelessness through the removal of the perpetrator. Victims and their families receive the support they need to remain living in the family home and the Police removes the perpetrator of the violence. Offenders are offered accommodation and support on the condition they do not re-offend and they engage with Probation Services offender management programmes.

Between Dec 2005 and Dec 2007 84 families were able to remain in their homes in Scarborough and Ryedale due to this project. The project is recognised nationally as good practice and in 2008 won the prestigious Butler Trust Award for innovative offender management services. Making Safe is a key priority in North Yorkshire and is now being commissioned across the county.

Service Commissioning through Supporting People

This Homelessness Strategy is being implemented at a time when the total amount of money available to North Yorkshire Supporting People to pay for housing support is shrinking. The Supporting People budget has been subject to year on year reductions, since 2003/4 the total Supporting People pot for North Yorkshire has been cut by £1.8m from £16.8m to £15m and by 2010/11 will have reduced to £14m.

Despite these financial constraints the need to increase the amount of support available for all vulnerable and homeless people has been a key priority for the Supporting People Partnership and for the County Homelessness Group. The Supporting People Commissioning Plan target distribution of funding by 2010 can be seen at **Appendix F**.

In order to meet these targets, the Supporting People Partnership commissioned a range of new housing support services for the homeless and vulnerable people in 2007/8 which aimed to meet needs identified in the strategy. These were:

- Higher Support Offenders Service (Countywide) - 30 units
- Mental Health Service (Selby) - 12 units
- Single Homeless services in Craven, Harrogate, Richmondshire, Scarborough, Ryedale and Selby
- Homeless Families services in Craven, Harrogate, Ryedale and Scarborough
- HIA Handyperson Services (Scar/Ryedale)

- Gypsies and Travellers Support (Countywide)
- Young People at Risk Supported Lodgings (Countywide)
- Young People at Risk in Hambleton, Richmondshire, Ryedale and Scarborough
- Making Safe services – county wide

Good Practice Initiative - Selby Homeless Floating Support Service

There was limited support in Selby to help to prevent homelessness and enable vulnerable people to maintain new tenancies. In 2007 Supporting People commissioned the new ST@Y in Selby homeless floating support service which works closely with Selby District Council's Housing Options Team to prevent homelessness for families and single vulnerable people.

Due to the reducing amount of Supporting People money available across the county, it is important that we ensure that existing services provide value for money and provide the quality of service needed to help us meet our strategic aims.

The Supporting People partnership will continue to look at the strategic commissioning of services for homeless and vulnerable people over the period of this strategy as part of its overall commissioning strategy. As a key part of this we want to review provision across the county to ensure that there is equal access in all district areas.

Foundation Housing Aims Project - Joint Commissioning

Although there was some provision to support offenders across the sub region there were gaps including the lack of capacity to include higher-level offenders (Level 3 & 4 persistent offenders). North Yorkshire Supporting People have jointly commissioned with City of York Supporting People a sub regional AIRS (Area Intensive Resettlement Scheme) which will provide housing related support to offenders released from prison, offenders on probation and on community support orders. The scheme will also support perpetrators of domestic abuse linking in with Making Safe Schemes in North Yorkshire.

Measuring effectiveness of services

In addition to targets to redistribute funding to meet our priorities, the North Yorkshire Strategic Partnership has also introduced targets within the Local Area Agreement, which includes an indicator relating to Supporting People.

A key indicator in the LAA relating to homelessness is the number of service users (i.e. people receiving a Supporting People Service) who have moved on from supported and temporary accommodation in a planned way. In 2007/8, 68.9% of moves from Supported Accommodation were planned. Our target is to ensure that at least 75% of all moves across the county are carried out in a planned way by 2010 and there are district targets now set. **(see Appendix Table G).**

We will also set a target and monitor homeless and vulnerable people who have established or are maintaining independent living as well as monitoring new service users to ensure that we know that vulnerable people are accessing services.

New Delivery Mechanisms

Raising standards

Supporting People enables partners and providers to raise standards through:

- working with partners to provide consistent levels of support for service users, i.e. working to ensure everyone in temporary accommodation has access to housing related support
- the procurement and contracting process
- requiring service providers to increase standards through the Quality Assessment Framework. All providers now meet minimum standards and many have achieved or are working towards Level B
- outcomes monitoring, reporting on outcomes for service users in short and long-term services
- working with providers to build capacity and increase effectiveness of services through training, service reviews, service user involvement activities such as mystery shopping

Meeting the needs of excluded groups

Gypsies and Travellers are amongst the most excluded people in society. A national shortage of sites for travellers has led to a number of issues including illegal encampment and poor access to essential services.

The Government is committed to increase the provision of sites nationally. Where there is a demonstrable need, local authorities are required to develop planning and housing strategies to respond to the needs of Gypsies and Travellers and allocate land for local sites.

A Gypsy and Traveller Accommodation Assessment has been commissioned across the sub region and following its completion a sub regional strategy will be developed. This will include a long term plan for the provision of permanent and transit accommodation for Gypsies, Travellers and Showpeople, including the refurbishment or redevelopment of existing sites and the provision of new sites. It will also include the development of consistent policies and procedures across the sub-region for Gypsy and Traveller households presenting as homeless and consistent approaches to evictions and dealing with unauthorised encampments.

Good practice - provision for socially excluded groups

Following research into the needs of Gypsies and Travellers for housing related support Supporting People have commissioned Horton Housing to provide a Gypsy and Traveller Accommodation Related Support Service across the North Yorkshire Authorities (City of York already have support provision). This is a completely new service within the county and can assist Gypsies and Travellers wherever they may be situated, whether this is on an authorised or unauthorised site, at the roadside or in houses.

Meeting the Housing Needs of Migrant Workers and BME Groups

According to the 2001 Census, black and minority ethnic residents accounted for approximately 1.1% of the population in North Yorkshire.

Whilst the number of black and ethnic minority residents in the County is low, it is very important that all housing service providers in the County are able to respond to the needs of all minority groups and we appreciate the diversity that these groups bring to the County.

In addition to BME groups, the County is experiencing growth in the numbers of migrant workers, mainly from Eastern Europe coming into North Yorkshire to take up work with Selby experiencing the largest growth in new worker registrations

The arrival of migrant workers brings a range of benefits to the County but also presents a number of challenges to service providers. Information gathered from District Housing Market Assessments throughout North Yorkshire shows that migrant workers tend to live in poorer quality private rented housing and be more vulnerable to overcrowding and the threat of homelessness than other groups.

The North Yorkshire Strategic Partnership is committed to ensuring that all local authorities in the County are responsive to the needs of migrant workers and are developing a County Strategy to meet their needs. This strategy aims to:

- Develop effective, accurate and accessible intelligence on the experience of inward migration and its impact in North Yorkshire;
- Improve access to services for migrants into North Yorkshire as well as develop the capacity and resilience of services to cope with the pressures created by inward migration;
- Improve access to relevant information and appropriate support to migrant communities in North Yorkshire to overcome some of their potential difficulties living and working in North Yorkshire;
- Undertake effective action that helps to promote understanding, encourage harmonious relationships and better integration of all sections of communities across North Yorkshire.

In addition to developing a Migrant Worker Strategy, all the districts in the County have worked in partnership in 2007/8 to commission a specific piece of research that is being undertaken in order to get a better understanding of the impact that migrant workers have on housing supply and service delivery (including the impact on homelessness), and to get a better understanding of the housing needs of this group. This research shall be completed in 2008/9, the outcomes of which shall be used to shape a specific countywide housing services action plan for migrant workers, which will be developed by the County Homelessness Group.

Good Practice Initiative – Welcome Packs for Migrant Workers

In response to the increase in Eastern European workers within the Selby District, Selby Together Task Group have developed a welcome pack that contains information on the range of services available within the District, including information on accommodation.

Welcome packs are to be rolled out across the County within the next year.

Involving our customers

All partners involved in the implementation of this strategy have mechanisms to ensure services are responsive and meet customers needs. The Supporting People partnership has a service user involvement plan which has several mechanisms to involve service users in practical ways. These include regular contact through involvement groups, service users undertaking mystery shopping, being involved in assessing quality of services and being involved in decision making structures. We are looking to access individual training for service users to support their involvement in these activities. A mystery shopping exercise was undertaken in Ryedale in 2007 assessing both advice and housing agencies and is being carried out in 2008 in Harrogate. We also talk to service users as part of monitoring of services and also expect providers to involve their customers in their services.

Improving the Health of Homeless and Vulnerable People

People can become homeless due to poor health. Poor health in turn is likely to be exacerbated by homelessness. Addressing the health needs of homeless people in homelessness strategies can contribute toward breaking this cycle.

There are significant barriers to accessing primary care and specialist substance abuse and mental health services for those who are homeless. Health needs amongst homeless people which, if left untreated, could prevent an individual from positively engaging with services and progressing toward independence.

This has been identified as a particular issue affecting rough sleepers in Scarborough. National research has shown that People sleeping rough have a rate of physical health problems that is two or three times greater than in the general population and are particularly susceptible to poor mental health and or drug and alcohol dependency.

A key target for this strategy is too improve both the strategic and operational linkages between housing and health providers and to develop

Our Countywide Targets

- **To balance provision of services as proposed in the Supporting People Commissioning Plan by 2010 – Appendix Table F.**
- **Address geographic balance of provision across the county for homeless and vulnerable people**
- **To achieve a target of 75% by 2010/11 for planned moves from temporary accommodation.**
- **To develop a local target for homeless and other vulnerable people who have established or are maintaining independent living**
- **To develop meaningful reporting of monitoring of outcomes achieved by providing housing related support**

- **To rollout Making Safe services in partnership across the County and monitor impact**
- **To develop a countywide housing strategy to meet the housing and support needs of Gypsies and Travellers by 2009/10.**
- **To develop a countywide housing strategy to meet the housing and support needs of migrant workers by 2009/10.**
- **Through the county homelessness group and the supporting people partnership to work with the PCT to develop a range of joint actions that will improve health outcomes for homelessness people.**

OBJECTIVE FIVE: INCREASING THE SUPPLY OF AFFORDABLE HOUSING

The Supply of Affordable Housing in North Yorkshire

Strategic Housing Market Assessments

All Local Authorities across North Yorkshire have over the last few years, commissioned Strategic Housing Market Assessments. These studies have been undertaken in order to establish the extent of housing needs throughout the County.

These studies have shown a similar pattern throughout North Yorkshire. In that:

- Average house prices are generally around fourteen times average incomes.
- Many part of North Yorkshire have generally low-wage economies that impact on people's ability to gain access to the housing market.
- There is a strong second homes market (in particular within the National Park Authority areas)
- There is a shortage of affordable housing.
- Demand for affordable housing is growing.

Overall, the combined HMA's identify a need for an additional 2349 Affordable Homes per year in North Yorkshire for the period 2007-2011.

Whilst the demand for affordable housing is growing, the supply of social rented housing across North Yorkshire has dramatically reduced over the last 30 years. Since 1979, 12,709 social rented homes have been lost throughout the county mainly through the Right to Buy, leaving a total affordable housing stock of 28,339. In some areas stock depletion has been particularly high. In Richmondshire for example, 44% of the total social housing stock has been sold since 1979, leaving a total stock (including new homes built during the same period) of 2040 affordable homes (National Housing Federation 2007 – Home Truths).

Increasing Supply

The Government's key housing policy goal is to ensure that everyone has the opportunity to live in a decent home, which they can afford, in a community where they want to live. The Government is developing a new national policy framework for housing generally in which the focus is upon an increase in the delivery of homes to meet growing demand, including an increase in the number of Affordable Homes.

The Government have set a national target for the development of 240,000 homes per year by 2016 that will be achieved through a range of measures that include: -

- Further planning reform
- The use of public sector land
- Recycling homes and land; and
- More affordable housing.

A national target of 70,000 Affordable Homes per year by 2010-11 has been established, including 45,000 new social rented homes per year.

Within North Yorkshire, new housing targets set within the draft Regional Spatial Strategy (RSS) propose the development of 2175 new homes each year up to 2026 across the county. The RSS proposes that to meet local need at least 40% of all new housing should be affordable.

Audit Commission Review

In 2006, the Audit Commission undertook a review of the performance of Local Authorities in North Yorkshire in relation to affordable housing delivery. The key findings of this review were that:

- Few of the Councils in North Yorkshire were meeting their targets to develop new affordable homes.
- Overall, planning tools and frameworks were not being used effectively to maximise affordable housing provision.
- Councils were not maximising financial resources for affordable housing.
- Leadership from councillors was ineffective and;
- There was a lack of joint/partnership working between the over-stretched districts

NEXT STEPS

In response to the Audit Commission Review, the districts within North Yorkshire have been working together to implement a range of changes that will increase capacity and increase delivery of affordable housing.

Key examples of these changes are:

- The creation of new sub-regional governance arrangements through the development of a Strategic Housing Board. This Board oversees all housing investment decisions made with the county.
- The development of new sub-regional working arrangements, including new affordable housing negotiation and viability assessment procedures.

A number of further changes are proposed for the coming years, including:

- The development of countywide Supplementary Planning Documents for affordable housing.
- The piloting of Community Land Trusts.
- The development of a Sub-Regional Housing Strategy.

New targets for delivery

The delivery of more affordable homes is a key priority for the whole of the sub-region and this is reflected in the new 'stretch' targets that have been set within the Local Area Agreement. Between 2008 to 2011 we are aiming to develop 2220 new affordable homes within North Yorkshire.

Affordable Housing Targets – Summary

District/Borough	Target (number of affordable housing units)			
	07/08	08/09	09/10	5% Stretch over 3 years
Craven	70	85	110	278
Hambleton	49	49	50	155
Harrogate	150	160	170	504
Richmondshire	37	38	40	120
Ryedale	144	124	101	387
Scarborough	105	111	179	414
Selby	115	115	115	362
TOTAL	670	682	765	2220

Changes to Planning Policies

In response to Government requirements all Local Authorities across North Yorkshire have made changes to their planning policies in order to increase the supply of new affordable housing being developed.

All authorities have increased the percentage of affordable housing required on new developments and also reduced the threshold (size of the developments) in which affordable housing is now required.

Thresholds relating to affordable housing

Local Authority	Percentage	Units/hectares
Hambleton	40% urban & 50% rural areas	15 units/0.5 h.a ,or 2 units/0.5 h.a
Scarborough	40% urban & 50% rural areas	5 units, or 2 units (rural)
Ryedale	40%	15 units/0.5 ha or 5 units
Selby	40%	15 units/0.5 ha
Craven	40%	15 units/0.5 ha
Richmondshire	40%	15 units
Harrogate	50%	15 urban areas 3 units rural areas

The Rural Housing Partnership

From June 2008, North Yorkshire will have its own Rural Housing Partnership. This shall be a partnership between the District Councils, the National Parks, RSLs and the Housing Corporation. The development of this partnership shall increase the delivery of affordable housing in all the rural areas of the county by increasing the capacity and ensuring sustainability of the Rural Housing Enabler (RHE) Programme (each district in the county now has its own RHE whose role it is to work with local communities to deliver affordable homes in villages).

Identifying more land for housing

Land supply is one of the key barriers to developing more housing. As part of the development of their new Local Development Frameworks, all Districts in North Yorkshire are in the process of identifying a sufficient supply of land that shall be suitable for new housing development up to 2026. Through their LDFs and national

Guidance, all Local Authorities are expected to continually maintain a supply of housing land.

In addition some authorities are now taking a proactive look at all their own landholdings. Scarborough and Craven for example are in the process of carrying out assessments of the suitability of all their land holdings for the development of new affordable housing.

Bringing Empty Homes back into Use

As well as building new housing we also need to use the tools available to us to increase supply by bringing empty homes back into use. All districts in the County, bar Richmondshire have a target for bringing empty homes back into use. Throughout North Yorkshire we aim to bring 119 homes back into use each year through empty homes initiatives.

As a sub-region we recognise that we need to increase delivery and increase capacity in relation to empty homes. We are committed to developing a sub-regional Empty Homes Strategy in 2009/10.

Maximising the use of existing stock

We also recognise that as well as building more homes, we need to ensure that we get maximum benefit from the existing housing stock available. This can be done by providing more incentives to households to prevent them under occupying housing or through ensuring that we work in close partnership with RSLs to ensure that the nomination arrangements we have with them are effective (see objective two).

Our Countywide Targets

Objective Five: Increasing the Supply of Affordable Housing

- **To develop 2220 new affordable homes across North Yorkshire between 2007/08 to 2009/10.**
- **Through the completion of our LDFs, identify sufficient supply of land to build 2175 new homes a year each year up to 2011/12.**
- **To bring 119 empty homes back into use each year across the county between 2008-2012.**
- **Develop a North Yorkshire Empty Homes strategy in 2009/10.**
- **Develop homelessness action plans between the districts and the key RSLs by 31 March 2012.**
- **Undertake a review of all LA land holdings within the County to assess their potential for development for affordable housing.**

1 – Reducing Homelessness through Prevention

Target	Why?	How Measured	Baseline Position	In year Targets/Milestones	Monitoring arrangements	Partners
To reduce the number of homeless households in North Yorkshire by 10% on an annual basis	To reduce the number of households becoming homeless which could be avoided by early intervention.	Number of homeless acceptances	657 acceptances in 2007/8	2008/09 = 600 2009/10 = 540 2010/11 = 504 2011/12 = 450	P1E County Homelessness group	All
To increase the number of successful homeless prevention interventions to 1383 by 2011	To reduce the number of households having to go through the homelessness route	Number of successful interventions to prevent homelessness	989 in 2007/08	2008/09 = 1228 2009/10 = 1305 2010/11 = 1383	P1E County Homelessness group	All
To modernise and restructure the way that Housing Advice Services/ Homelessness Services are delivered across the sub region by 2010	To improve access to services for all our clients and increase options and choice	New services in place	Hambleton and Selby launched new services in 2007/8.	2008/9 Craven, Ryedale and Scarborough 2008/10 Richmondshire and Harrogate	County Homelessness group	All

Target	Why?	How Measured	Baseline Position	In year Targets/Milestones	Monitoring arrangements	Partners
To ensure consistency of service delivery across the county through the development of a countrywide prevention toolkit	Ensure all clients across the county have access to prevention initiatives	Toolkit in place across the county	Toolkit being developed	Toolkit in place across all districts by 2010	County Homelessness group	All
Develop homelessness action plans between the Districts and the key RSLs by 2012	Ensure prevention occurs at the earliest opportunity to reduce the number of evictions	Homeless Action Plans in place	No plans at present	Homeless Plans in place across all districts by 2012	County Homelessness group	RSLs

Target	Why?	How Measured	Baseline Position	In year Targets/Milestones	Monitoring arrangements	Partners
<p>Embed the new prevention of homelessness protocols and information sharing arrangements through further multi-agency working and the development of effective means of sharing data so that by the end of 2008/9 Levels of engagement in education, employment and training for children and young people receiving housing support and known and barriers to access are identified and outcomes known.</p>	<p>To increase access to employment, training and education options.</p>	<p>Development of mechanisms to share information on worklessness</p>	<p>Limited information in place</p>	<p>March 2009 information sharing mechanisms to be developed</p>	<p>County Homelessness Group</p>	<p>Education Employment Services</p>

2 – Reducing the use of temporary accommodation and improving the quality of temporary accommodation used.

Target	Why?	How Measured	Baseline Position	In year Targets/Milestones	Monitoring arrangements	Partners
To have no more than 181 homeless households living in temporary accommodation by 31 March 2010	To meet the government target to reduce the number of households in temporary accommodation by 50% by 2010	Number of homeless households in temporary accommodation	256 as at 31 st March 2008	219 as at 31 st March 2009 181 as at 31 st March 2010	P1E County homelessness Group	All
To have no homeless 16/17 year olds placed in B&B accommodation by the 31 st March 2010	To meet the government target to end the use of Bed and Breakfast accommodation by 2010	Number of 16/17 year olds in B&B	10 as at 31 st march 2008	5 as at 31 st March 2009 0 as at 31 st March 2010	P1E County homelessness Group	RSLs, vol orgs, support providers, county Council
To end the use of all non-self contained temporary accommodation for all homeless families by 2012	To ensure all clients have access to suitable temporary accommodation	Districts no longer using unsuitable temp accommodation	Richmondshire, Scarborough (womens refuge), Harrogate still using non-self contained accommodation for families	To be completed by 2012	County Homelessness Group	RSLs, Private Landlords

Target	Why?	How Measured	Baseline Position	In year Targets/Milestones	Monitoring arrangements	Partners
To develop and implement new countrywide move on protocols (MOPPs) by 31 st March 2009	To ensure clients are provided with the assistance and support to enable them to move on into independent living.	Development of county wide protocol	Scheme not in place in any district	Scheme in place by March 2009	County Homelessness Group	RSLs, Private Landlords, Support Providers.

3 – Tackling Youth Homelessness

Target	Why?	How Measured	Baseline Position	In year Targets/ Mile stones	Monitoring arrange- ments	Partners
To have no homeless 16/17 year olds in B&B by March 2010	To ensure government targets are met	Number of 16/17 year olds in B&B	10 as at 31 st march 2008	5 as at 31 st March 2009 0 as at 31 st March 2010	County Homelessness Group	All
To reduce the number of young people 16/17 year olds accepted as homeless by 10% on an annual basis.	To reduce homelessness against main causes and target prevention activities	Number of 16/17 year olds becoming homeless.	78, 16/17 year olds accepted as homeless in 2007/8	2008/9 = 70 2009/10 = 63 2010/11 = 57 2011/12 = 51	County Homelessness Group	All
To ensure that the core services needed to tackle youth homelessness are available within each district by 2012	Ensure all young people have access to a wide range of prevention initiatives	New services developed across the county	Disparity between Districts	All districts to have quality mediation services, outreach provided within schools and access to suitable accomm for all homeless young people.	County Homelessness group	All

Target	Why?	How Measured	Baseline Position	In year Targets/ Mile stones	Monitoring arrange- ments	Partners
To monitor the impact of new protocols developed to meet the housing and support needs of 16/17 year olds.	To ensure protocols are being used as working documents and are meeting the needs of the client groups	Number of 16/17 year olds accepted as homeless	New protocols developed in 2007/8. 78, 16/17 year olds accepted as homeless in 2007/8.	2008/9 = 70 2009/10 = 63 2010/11 = 57 2011/12 = 51	County Homelessness Group	Leaving Care Team, Support Providers, Vol Orgs, RSLs
To develop a range of accommodation options for chaotic young people by 2012/13	To meet the needs of clients with high support needs or high risk to avoid the use of unsuitable accommodation	Provision of accommodation options for chaotic young people	No specific provision within the County for chaotic young people Disparity in levels of supported housing between the Districts.	New accommodation options to be developed by 2012/13	County Homelessness Group	RSLs, Children and Young Peoples Services, Support Providers
To ensure that 100% of all young people leaving care will be provided with suitable accommodation to meet their needs.	To ensure suitable accommodation is available for care leavers at the point of leaving care and this accommodation is maintained	Through the Children and Young peoples service	To be set 2008/9	To be set 2008/9	County Homelessness Group	Leaving Care Team

4 – Providing Housing Support for Homeless and Vulnerable People.

Target	Why?	How Measured	Baseline Position	In year Targets/Milestones	Monitoring arrangements	Partners
To balance provision of services as in the in the supporting people commissioning plan by 2010/11	To achieve the aims of the Supporting people commissioning plan	Balance of provision achieved	Appendix Table F	Appendix F	Commissioning Body	All of SP partnership
Address geographic balance of provision across the county	To achieve the aims of the Supporting People commissioning plan	Balance of provision achieved	To be established	To be established	Commissioning Body	All of SP partnership
To achieve a target of 75% in 2010 for planned moves from temporary and supported accommodation	To ensure services are meeting the performance indicators required for effective move on	Number of planned moves	68.9% planned moves in 2007/8	Appendix G	Supporting People Commissioning Body	
To develop a local target for homeless and other vulnerable people who have established or are maintaining independent living	To ensure services are meeting the needs of service users	Target to be agreed	To be established	To be established	Commissioning Body	

Target	Why?	How Measured	Baseline Position	In year Targets/Milestones	Monitoring arrangements	Partners
To develop a countrywide housing strategy to meet the housing and support needs of Gypsies and Travellers by 2009/10	To ensure the housing and support needs of the hard to reach are effectively met	Delivery of strategy	Countywide strategy to be finalised May 2008	Report to Chief Housing Officers Group June 2008	Strategic Housing Board	RSLs/Support Providers
To develop meaningful reporting of monitoring of outcomes achieved be providing housing related support	To ensure services are meeting the needs of service users	Target to be agreed	To be established in 2008	To be established	Commissioning Body	Support Providers
To roll out Making Safe across the county	To ensure victims of domestic abuse receive support to stay at home and perpetrators are supported elsewhere	Delivery of Making Safe	Scarborough/Ryedale Making Safe in operation. Harrogate, Craven, Selby, Hambleton/Richmondshire commissioned in 2008	To be reviewed by the county steering group	Commissioning Body	RSLs/Support Providers/Police/Probation

Target	Why?	How Measured	Baseline Position	In year Targets/Milestones	Monitoring arrangements	Partners
To develop a countrywide housing strategy to meet the housing and support needs of migrant workers by 2009/10	To ensure the housing and support needs of the hard to reach are effectively met	Delivery of strategy	Research Being undertaken in 2008	Research to be completed October 2008 Report to Chief Housing Officers/SHB December 08	Strategic Housing Board	All
Through the county homelessness group and the supporting people partnership to work with the PCT to develop a range of joint actions that will improve health outcomes for homelessness people.	To improve the health of homeless people.	Delivery of new joint action plans	Limited joint targets or actions	To be established	County Homelessness Group	PCT

5 – Increasing the supply of affordable housing

Target	Why?	How Measured	Baseline Position	In year Targets/Milestones	Monitoring arrangements	Partners
To develop 2220 new affordable homes across North Yorkshire between 2007/8 to 209/10	To meet the stretch targets within the Local Area Agreement	Number of affordable homes developed	Xx homes developed in 2007/8	2008/09 = 682 2009/10 = 765 Future target for 10/11 onwards to be set	LAA	RSLs Housing Corporation Developers
Through the completion of our LDFs, identify sufficient supply of land to build 2175 new homes a year, each year up to 2011/12.	To meet the requirements of the Regional Spatial Strategy	Homes developed across the County	LDFs being developed	2175 homes a year	RSS monitoring	Developers
To bring 119 empty homes back into use each year across the county between 2008-2012.	To facilitate the use of the private sector in providing affordable homes across the district	Number of empty homes brought back into use	Baseline to be set	119 on an annual basis	County Private Sector Housing group	RSLs Private landlords
Develop a County Empty Homes Strategy in 2009/10.	To share good practice and provide a consistent way of working	Sub regional Strategy developed	No strategy in place at present	In place by March 2010	County private Sector Housing group	

Target	Why?	How Measured	Baseline Position	In year Targets/Milestones	Monitoring arrangements	Partners
Develop homelessness action plans between the districts and the key RSLs by 31 March 2012.	To facilitate development opportunities between partner agencies.	Action Plans developed	No Action plans in place at present	All districts to have an action plan in place by 2012	County Homelessness group	
Undertake a review of all LA land holdings within the County to assess their potential for development for affordable housing by 2010.	To identify opportunities to build more homes	Completion of review	Review needs to be undertaken	Completion by 2010	Chief Housing Officers	RSLs, County

Appendix

Table A – Homeless Prevention by District

	06/07 Actual		07/08 Actual		08/09 Target		09/10 Target		10/11 Target	
	Total	Per 1000	Total	Per 1000	Total	Per 1000	Total	Per 1000	Total	Per 1000
Scarborough 54,353	437	8.04	288	5.3	315	5.8	326	6.00	336	6.2
Richmondshire 21,000	113	5.4	208	9.9	210	10	214	10.2	220	10.5
Harrogate 68,000	72	0.11	79	0.12	300	4.4	330	4.8	363	5.3
Hambleton 38,225	71	1.88	126	3.3	95	2.5	122	3.2	133	3.5
Craven 25,718	59	2.3	65	2.5	77	3	77	3	90	3.5
Ryedale 23,653	118	5.03	149	6.3	151	6.4	153	6.5	154	6.5
Selby 34,809	0	0	74	2.13	80	2.3	83	2.4	87	2.5
Total	870		989		1228		1305		1383	

Table B – Main causes of homelessness in North Yorkshire 06/07

District	Main Causes of Homelessness 06/07	% of total acceptances 06/07
Craven	Parents no longer willing to accommodate	22%
	Loss of Assured Shorthold Tenancy	19%
	Violent relationship breakdown	15%
Hambleton	Parents no longer willing to accommodate	34%
	Loss of Assured Shorthold Tenancy	18%
	Violent relationship breakdown	16%
Harrogate	Parents no longer willing to accommodate	21%
	Loss of Assured Shorthold Tenancy	16%
	Violent relationship breakdown	15%
Richmondshire	Non-violent relationship breakdown	30%
	Loss of Assured Shorthold Tenancy	24%
	Parents no longer willing to accommodate	16%
Ryedale	Parents no longer willing to accommodate	32%
	Other friends/relatives no-longer willing to accommodate	13%
	Violent relationship breakdown	13%
Scarborough	Violent relationship breakdown	22%
	Parents no longer willing to accommodate	20%
	Loss of Assured Shorthold Tenancy	14%
Selby	Parents no longer willing to accommodate	32%
	Violent relationship breakdown	22%
	Non-violent relationship breakdown	10%

Table C: Temporary Accommodation use by District

Local Authority	Type of accommodation	As at 31/03/04	As at 31/03/05	As at 31/03/06	As at 31/03/07	As at 31/03/08
Hambleton	Hostels	5	5	0	0	0
	Bed and Breakfast	9	11	12	6	7
	Self contained	3	16	17	17	17
	Other nightly paid, privately managed accomm	1	0	0	1	0
	Total		18	32	29	24
Scarborough	Hostels	11	11	11	4	5
	Bed and Breakfast	30	39	18	25	17
	Self contained	33	6	44	38	36
	Other nightly paid, privately managed accomm	0	0	0	0	0
	Total		74	56	73	67
Ryedale	Hostels	0	0	0	0	2
	Bed and Breakfast	3	1	2	2	1
	Self contained	13	19	22	16	16
	Other nightly paid, privately managed accomm	3	7	6	5	0
	Total		19	27	30	23
Selby	Hostels	19	0	0	0	0
	Bed and Breakfast	0	0	0	0	0
	Self contained	23	36	31	25	27
	Other nightly paid, privately managed accomm	0	0	0	0	0
	Total		42	36	31	25
Craven	Hostels	7	9	10	10	4
	Bed and Breakfast	0	0	0	0	0
	Self contained	0	1	1	1	0
	Other nightly paid, privately managed accomm	0	0	1	1	1
	Total		7	10	12	12
Richmondshire	Hostels	7	12	12	9	13
	Bed and Breakfast	6	5	1	0	2
	Self contained	2	6	7	8	9
	Other nightly paid, privately managed accomm	0	1	4	2	0
	Total		15	24	24	19
Harrogate	Hostels	63	59	62	23	14
	Bed and Breakfast	8	9	12	10	3
	Self contained	62	49	33	71	78
	Other nightly paid, privately managed accomm	0	30	27	15	4
	Total		142	147	134	119

TABLE D: Gaps In Prevention Services for Young People

District	Gaps in services/ areas of insufficient provision identified
Craven	<ul style="list-style-type: none"> • Emergency temporary provision for 16/17 year olds (Crash Pad) • Supported Accommodation
Hambleton	<ul style="list-style-type: none"> • Emergency temporary provision for 16/17 year olds (Crash Pad) • Supported accommodation for care leavers • Supported accommodation for young people with complex problems
Harrogate	<ul style="list-style-type: none"> • Longer Term Supported Lodgings • Supported Accommodation for young people with complex problems and high support needs
Richmondshire	<ul style="list-style-type: none"> • Emergency temporary provision for 16/17 year olds (Crash Pad or Night-Stop) • Supported accommodation for young people with very high support needs
Ryedale	<ul style="list-style-type: none"> • Supported lodgings • Move on arrangements with RSLs
Scarborough	<ul style="list-style-type: none"> • Supported lodgings/accommodation • Supported accommodation for young people with very high support needs • Crash Pad/ Night-Stop (both in development)

TABLE E: Supporting People Services 2008

Primary Client Group	2008
Older People with Support Needs and Frail Elderly	9263
Generic	301
Homeless Families with Support Needs	218
Offenders or People at Risk of Offending	93
People with Physical or Sensory Disability	38
People with Drug Problems	3
People with Learning Disabilities	414
People with Mental Health Problems	177
Single Homeless with Support Needs	161
Teenage Parents	7
Women at Risk of Domestic Violence	72
Gypsies and Travellers	10
Young People at Risk/Leaving care	240
Grand Total	10,997

Note: the above table only lists the primary client group, many clients have one or more needs but are listed under the primary need.

TABLE F: Supporting People Balance of Provision

Client Group Area	Client Groups Included	Baseline of Funding at 2004/5	Distribution of funding at 31 March 2008	Commissioning plan target distribution of funding 2010
Single Vulnerable	People with Drug and Alcohol Problems. Single Homeless With Support Needs. Offenders or People at Risk of Offending. Generic People with Mental Health Problems.	20.4%	20%	20.70%
Socially Excluded	Travellers People With HIV Refugees and Asylum Seekers	0%	0.2%	0.34%
People With Disabilities	People with Learning Disabilities	53.1%	45.6%	41.12%
Older People	Frail Elderly Older People with Support Needs People with Physical or Sensory Disabilities	20.9%	22.7%	25.77%
Young People	Teenage Parents Young People At Risk Young People Leaving Care	2.1%	7.2%*	6.13%
Homeless Families	Homeless Families with Support Needs Women At Risk of Domestic Violence	3.5%	4.4%	5.95%

*some young people services were originally classified as single homeless in 2003/4, following reclassification the target has not yet been adjusted

Table G: Breakdown of Planned Moves by District with Targets by District for 2008-2010

District	Data	Total	2007/8 %	2008/9 %	2009/10 %	2010/11 %
Craven	Total Planned Moves 2007/8	79	81.4	82	82	82
	Total Moves 2007/8	97				
Hambleton	Total Planned Moves 2007/8	41	71.9	73	74	75
	Total Moves 2007/8	57				
Harrogate	Total Planned Moves 2007/8	233	56.6	62	65	70
	Total Moves 2007/8	412				
Richmondshire	Total Planned Moves 2007/8	91	85.8	86.5	86.5	86.5
	Total Moves 2007/8	106				
Ryedale	Total Planned Moves 2007/8	12	75.0	76	77	78
	Total Moves 2007/8	16				
Scarborough	Total Planned Moves 2007/8	76	85.4	86	86	86
	Total Moves 2007/8	89				
Selby	Total Planned Moves 2007/8	30	76.9	78	79	81
	Total Moves 2007/8	39				
North Yorkshire Total Planned Moves 2007/8		562				
North Yorkshire Total Moves 2007/8		816	68.9%			
North Yorkshire Targets % Planned Moves 2008-2011				71	72	75