Homelessness Review 2011

The nature and extent of homelessness within Liverpool
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Introduction

In accordance with the Homelessness Act 2002, all local authorities were required to publish a homelessness strategy by July 2003 and then publish new strategies at periods of not longer than five years.

Liverpool City Council published its first homelessness strategy in July 2003. This strategy was reviewed in 2008 and a new 3 year strategy was developed. It is now time to review the 2008/11 strategy and develop a further strategy for 2011/15.

The legislation is clear on how a homelessness strategy should be developed. Firstly a comprehensive review of the nature and extent of homelessness within the local authority should be undertaken to prepare the local authority for developing a new strategy. This document contains the review.

Current and Likely Future Levels of Homelessness

1. This part of the review is in four sections:
   - data
   - specific groups
   - profile of those who have experienced homelessness
   - factors which could affect future levels of homelessness in the district

2. The data used in this section of the report is from a number of sources, namely PIE data, Supporting People Needs Analysis and Client Record Forms, Merseyside’s Multi-Agency Monitoring Project (MAM) and from the city council’s Liverpool Asset Management Project (LAMP) as well as from individual organisations.

3. The following documents / research have also contributed significantly to this section:
   - Liverpool Strategic Housing Market Assessment 2011
   - The Allocations Policy
   - Private Sector House Condition Survey 2010
   - Private Sector Housing Strategy 2009/11

Local Authority data:

4. The vision of our last homelessness strategy (published April 2008) was to “prevent homelessness whenever possible and where homelessness does occur, move people into settled homes as soon as possible”.

5. In order to achieve this vision, Liverpool City Council has completely changed the way it deals with homelessness, by creating a Housing Options Service which has a clear focus on preventing homelessness whenever possible. This is evident by the fact that this service has twice as many staff preventing homelessness than doing formal homelessness assessments. There is also a dedicated rehousing team which deals with temporary accommodation placements and rehousing people into settled accommodation.

6. The Housing Options Service was launched in February 2009 and a clear shift in our performance data is evident from that date as the number of households being assessed as homeless reduces and the number of households whose homelessness is prevented increases. The council’s legal duties are set out in Appendix 1.

7. The service is more accessible than previously, and can be accessed via the city council’s 11 One Stop Shops and through Careline.

8. The number of people being seen face to face by the Housing Options Service (purple bars) compared with the numbers of people accessing the previous homeless service (blue bars) is shown in the chart overleaf:
9 The Housing Options Service operates very differently to the previous homeless service as it focuses on preventing, rather than assessing homeless, and so it is difficult to compare performance. The chart above compares the number of people interviewed by the Housing Options Service with the number of people interviewed by the previous homelessness service in previous years.

10 The chart above shows that over the past 2 years, the Housing Options Service has seen (face to face) roughly the same number of people as the previous homelessness service.

11 We can also compare the number of statutory homelessness decisions and acceptances with the number of prevention interventions as shown in the chart below.

12 This data shows that when the Housing Options Service was introduced in February 2009 (shown by the red vertical line in the chart) there was a clear reduction in the number of statutory decisions (blue line) and acceptances (pink line) and a gradual increase in homelessness prevention (yellow line).
13 The chart above shows the number of referrals received by the Housing Options Service on a month by month basis.

14. This chart does not include the figures for February 09 when the service was launched, as the launch was part way through the month, so referrals were low. It also does not include referrals for March 09 as due to the amount of publicity the number of referrals were disproportionately high. There are an average of 448 referrals a month but over the past two years there has been a gradual reduction in the number of referrals.

15. The number of referrals does not include the 1280 letters received by the Housing Options Service regarding individual mortgage repossession proceedings. The Service writes to each one of these household and invites the household to make contact for support to address their mortgage difficulties.

**Question:**
In the current economic climate, why are the numbers of people approaching the Housing Options Service, reducing?

**Conclusions:**

December is consistently the month with the lowest number of referrals.

The numbers of referrals vary considerably each month with the lowest number of referrals being 287 and the highest being 554 (a percentage variation of 48%). Because of the variation, it is essential to continue to monitor this data.

16 The way these referrals are dealt with and flow through the service are demonstrated on the diagram overleaf:
17. This flow chart identifies the following facts about the referrals during 2010/11:

- **5295 people** were referred to the Housing Options Service in 2011 (4% less than 2009/10)
- **Careline** received the most referrals (38% of all referrals), but this is 20% less referrals (1,213 referrals) than 2009/10
- **The City Centre One Stop Shop** is the busiest. (Broadway was the busiest during 2009/10)
8% of those who are referred to the Housing Options Service are roofless on the day (this was 4% in 2009/10)

1,455 service users are triaged out of the process by the duty manager (1409 during 2009/10)

Only 49% of service users attended appointments (During 2009/10, this was 47%)

4% of referrals to the Housing Options Service go completely through the system and get rehoused through the statutory or non priority categories on Property Pool (during 2009/10 this was 6%)

18. The flow chart also raises the following questions / issues:

Questions:

• What is the breakdown of the household type or gender at point of contact?

• What happens to the service users triaged by the duty manager who leave the process at the triage point. 1,455 are filtered out of the system (e.g. referred to other services) by the duty manager?

• How many service users have been referred previously?

• How many people in total have been placed in temporary accommodation?

• Why is there such a high rate of non attendance at interview?

19. We can also come to the following conclusions:

Conclusions:

• The role of duty manager is crucial in ensuring the right service users are able to access the Housing Options Service and service users who don’t need the service are referred elsewhere

• The role of duty manager is also crucial in ensuring appointments are made for service users

• What happens to the service users triaged by the duty manager who leave the process at the triage point needs to be recorded

• Too many people are not turning up for interview (51%) and we need to do something about this

• At present there is a staff presence in the city centre One Stop Shop, but the number of referrals via Dingle, Kirkdale and Old Swan suggest there may be a need for staff at those One Stop Shops

• We need to gather information about gender and household type at the point of contact
20. The chart above looks in more detail at the attendance at interview by comparing the number of referrals with the number of interview appointments made and the number attended since the service began in February 2009.

21. It is clear that there is a significant difference between the number of referrals made and the number of appointments made for interview. The only times when these two figures meet is when the service was launched, and in December 2009 and 2010 when less referrals are received.

22. The number of interviews attended is very low. During 2009/10 an average of 47% of service users attended their interview and during 2010/11, 49% of service users attended their interview.

23. The Housing Options Service have tried a number of tactics to increase the levels of attendance of interviews, such as phoning service users to remind them of their appointment.

Conclusion:

- There is potentially unnecessary work being carried out by the Housing Options Service, i.e. 1,953 service users:
  - have an appointment arranged for them (includes booking a HOS officers time and a room booking at a One Stop Shop)
  - We need to look at other ways that staff time is used, for example, have surgeries or drop in sessions rather than appointments or overbook appointments

24. Preventing and relieving homelessness:

Each quarter, the Council must send a return (called the P1E) to Communities and Local Government (CLG) showing how many households have had their homelessness prevented or relieved. The definitions of these terms are as follows:

25. Homelessness Prevention is in its broadest terms, is where a local authority takes positive action to provide housing assistance to someone who considers him or herself to be at risk of homelessness in the near future, and as a result the person is able to either remain in his or her existing accommodation or obtain alternative accommodation providing a solution for at least the next 6 months.

1 Definition taken from P1E 08/09 quarterly return Guidance
26. **Homelessness relief**: Positive action to prevent homelessness cannot be taken once the authority is satisfied that someone has become homeless (for example, the authority has notified the person of a decision under section 184 of the 1996 Housing Act (Part 7) that they are homeless).

27. However, following the notification under Section 184 that an applicant is homeless, positive action to relieve homelessness can be taken in certain circumstances when the local authority has accepted a duty under Sections 192 or 190 of the Housing Act 1006 (Part 7).

28. A full explanation of prevention and relief is available in Appendix Two.

29. Figure 6 below shows the number of prevention/relief initiatives during 2009/10 and 2010/11.

30. There has been a steady increase in both prevention and relief initiatives since the Housing Options Service was launched in February 2009. Most prevention initiatives, i.e. negotiation with the courts over mortgage/rent arrears, mortgage rescue etc take time and will only be counted in our statistics when the officer dealing with the case is confident that homelessness has been prevented and that the solution will last six months or more. Thus the gradual increase in prevention/relief initiatives is expected.

**Conclusion:**
The Housing Options Service is doing what it set out to do, i.e. prevent more homelessness.

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3 **Figure 6:**
The number of prevention and relief initiatives during 2009/10 – 2010/11

4 **Figure 7:**
Types of prevention initiatives during 2009/11

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\( ^2 \) Definition taken from P1E 08/09 quarterly return Guidance

\( ^3 \) Data taken from P1E 2009/10 - 2010/11 (quarters 1-3)

\( ^4 \) Data taken from P1E 2009/10/11
31. Figure 7 shows the various types of prevention initiatives used during 2009 to 2011:

32. 68% of prevention interventions are recorded as “Providing other assistance” or “Other”.

33. This makes it impossible to identify which particular prevention initiatives are the most successful, and what we should invest in the future.

Questions:
Why are there so many in the other category for both prevention and relief?
Is this an issue to do with data recording and do Housing Options Service staff need more training in inputting data into the IT system?

Conclusions:
We cannot tell which prevention interventions are the most successful and thus cannot tell what we should invest more funding in the future.

34. The chart below shows the various type of relief initiatives used during 2009/11.

35. Accessing the private rented sector without a landlord incentive is the mostly commonly used relief tool at 30% of all relief interventions.

Statutory homelessness decisions and acceptances:

36. The quarterly return submitted to CLG also shows the number of households who made a homeless application during the period, and summarises the decisions made.

37. The decisions that a local authority can make in relation to a homelessness application are defined by the 1996 Housing Act (Part VII, as amended by the Homelessness Act 2002) which states that a Local Authority must make sure that accommodation is available to a person or persons who it considers:
- are eligible for assistance
- are homeless or under threat of becoming homeless within 28 days
- are in priority need
- did not intentionally make themselves homeless
- have a local connection with the area

38. Further details on what these decisions mean are available in Appendix Three.

39. We use the data from these quarterly returns to measure our performance and compare with the national picture and the 5 core cities: Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham, and Sheffield.

40. We also compare our performance with national performance as shown in the chart overleaf.

---

Eight cities within England have been designated “core cities”, forming a network of major regional cities. These cities are focal points in their respective regions and have forged a strategic partnership to enhance their economic performance and maintain their competitive standing internationally. (London is not in the list, however it is of course in an entirely different class and is in fact larger than all 8 core cities combined).

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Figure 8:
Types of relief initiatives during 2009/11 (total: 1338)
41. This chart shows that in Liverpool, in keeping with the rest of England, the number of households being accepted as homeless is decreasing significantly. Nationally, homelessness acceptances peaked in 2003/04, and since then has dropped by 72 per cent, with year on year reductions. In Liverpool, homeless peaked in 2004/05 and has since dropped by 81%. The most recent statistics released by DCLG show that the financial year 2010/11 saw 44,160 acceptances. This is an increase from 40,020 (10 per cent) in 2009/10 and the first financial year increase since 2003/04. Liverpool has not followed the trend with this increase.

Conclusion:
Liverpool is not following the trend of the rest of the country but if previous trends continue, we would expect the number of acceptances to continue to fall during 2011/12 and then rise by approximately 10% and continue to rise over the following three years.

42. The chart below shows the number of decisions made each quarter in Liverpool, and the number of households we accepted as having a full duty to, over the last three years.
43. It is clear that both acceptances and decisions have reduced over the past 4 years, with the reduction in decisions being much more considerable

**Conclusion:**
We have achieved a 57% reduction in homelessness acceptances from 2008/09 to 2010/11. This reduction is to be expected, given the change in our focus from assessing homelessness, to preventing it.

44. During 2010/11, 36% of all decisions were accepted, nationally this was 45%. In 2009/10, we accepted 28% of all decisions. Given the difference in the percentages in the number of people we are accepting as homeless compared to the national average, we have compared our performance in this area with the core cities as shown in the figure 11 below:

45. We are accepting significantly less households as having a full duty to (as a proportion of decisions) than most of the other core cities. The actual numbers of people we accept as having a full duty to are the lowest of the core cities except for Newcastle.

46. Bristol and Nottingham accept the most homelessness applications (84% and 88% respectively). We know that Nottingham City Council has a successful Gateway which is a single point of access to homelessness and temporary accommodation services. This means that people are being directed to the right service so that, on the whole, only those actually needing to present as homeless are doing so. We don’t know what Bristol do.

**Question:**
Why are we not accepting a similar % of people to the core cities, particularly when we are doing so much prevention work?

**What do Bristol do differently from us?**

**Conclusion:**
We are accepting significantly less households as having a full duty to than most of the other core cities so we need to check that we are not, “not” accepting people whom we should be accepting.

Nottingham’s gateway makes accessing the right service more efficient.

---

**Figure 11:**
The number of households accepted as homeless in Liverpool compared with the core cities as a percentage of total homelessness decisions

![Graph showing homelessness acceptance rates for core cities](image)

9 Data taken from P1E (April 2009 - March 2010)
47. Figure 12 shows a core city comparison of the number of households which were deemed to be intentionally homeless as a percentage of all decisions.

**Conclusion:**
Liverpool is fairly consistent with other core cities except Manchester in this area.

48. Figure 13 shows a core city comparison of the number of households which were deemed “not homeless” as a percentage of all decisions.

**Question:**
Given the referral process, the triaging process and the prevention approach, why are so many “not homeless” people getting through to the statutory homelessness assessment part of the process?

**Conclusion:**
We are making a greater proportion of not homeless decisions than the other core cities except Newcastle and Leeds and we need to find out why.

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**Figure 12:**
Number of intentionally homeless households in Liverpool compared with the core cities as a percentage of total homelessness decisions.

<table>
<thead>
<tr>
<th>City</th>
<th>Percentage</th>
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<tr>
<td>Manchester</td>
<td>20%</td>
</tr>
<tr>
<td>Nottingham</td>
<td>6%</td>
</tr>
<tr>
<td>Sheffield</td>
<td>4%</td>
</tr>
<tr>
<td>Birmingham</td>
<td>3%</td>
</tr>
<tr>
<td>Liverpool</td>
<td>3%</td>
</tr>
<tr>
<td>Newcastle</td>
<td>3%</td>
</tr>
<tr>
<td>Bristol</td>
<td>2%</td>
</tr>
<tr>
<td>Leeds</td>
<td>1%</td>
</tr>
</tbody>
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**Figure 13:**
Number of not homeless households in Liverpool in comparison with the core cities as a percentage of total homelessness decisions.

<table>
<thead>
<tr>
<th>City</th>
<th>Percentage</th>
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<tbody>
<tr>
<td>Leeds</td>
<td>63%</td>
</tr>
<tr>
<td>Newcastle</td>
<td>39%</td>
</tr>
<tr>
<td>Liverpool</td>
<td>35%</td>
</tr>
<tr>
<td>Sheffield</td>
<td>23%</td>
</tr>
<tr>
<td>Manchester</td>
<td>19%</td>
</tr>
<tr>
<td>Birmingham</td>
<td>16%</td>
</tr>
<tr>
<td>Bristol</td>
<td>8%</td>
</tr>
<tr>
<td>Nottingham</td>
<td>5%</td>
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11 Data taken from P1E (April 2009 - March 2010)
12 Data taken from P1E (April 2009 - March 2010)
49. Figure 14 shows a core city comparison of the number of households which were deemed “not to be in priority need” as a percentage of all decisions.

50. Liverpool is making more non priority decisions that the other core cities. We expect this to change over the next financial year as a clarification to our allocations policy was implemented in May 2009. This means that people in hostels, who have been presenting as homeless in order to get some priority in our choice based lettings scheme, whether as priority or non priority homeless, will not need to present as homeless, as single people in Supporting People funded hostels will get a higher priority as hostel dwellers in our choice based lettings scheme.

**Question:**
Why do we have high percentages of not homeless and non priority decisions when our systems are focused on prevention and ensuring only those that need a statutory assessment get one?

**Conclusion:**
We need to make sure that our statutory decisions are being made properly
We need to find out more detail about what Nottingham and Bristol do differently to us

51. The chart below shows the main reasons for homelessness in Liverpool.
52. The main points of interest are:

a. In the past three years the main reason for homelessness in Liverpool has changed from people becoming homeless due to family breakdown to people becoming homelessness due to domestic violence (abuse).

b. There has been a 38% increase in the number of cases accepted as homeless due to domestic violence (54 cases in 2009/10 has risen to 87 in 2010/11)

53. The chart below shows the actual number of people becoming homeless due to domestic violence from 2000 to 2009/10

54 The number of households accepted as homeless because of domestic violence has reduced by 77% from 2000/01 to 2009/10. However, there has been an increase of 38% in 2010/11 when 40% of households accepted as statutory homeless were homeless due to domestic violence. This is out of sync with 14% nationally.

Conclusion:
Domestic violence (abuse) is currently the main reason for homelessness in Liverpool and we need to investigate if there is more we can be doing to reduce the number of people becoming homeless due to domestic violence (abuse).

55. Figure 17 overleaf shows the number of people becoming homeless due to parents no longer able or willing to accommodate:

56. During 2009/10 there was a clear reduction of 92% (since the numbers peaked in 2004/05) in the number of people becoming homeless due to parents no longer being willing or able to accommodate them. We think this is due to:

a. the Housing Options Service now contact the family of every young person (where it is safe to do so) and establish whether the young person actually is homeless

b. increased mediation work by a specialist mediation service.

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Data taken from P1E, live tables on homelessness 2009/10, GLC website
57. The chart below shows the numbers of referrals to the mediation service since 2008.

Conclusion:
Increased work by the Housing Options Service with parents and mediation has reduced the number of people becoming homeless because their parents are no longer willing or able to accommodate them.

58. Another change in the reasons for homelessness is that 21% of applicants became homeless during 2009/10, in Liverpool due to leaving Home Office/asylum accommodation. This is a dramatic increase on previous years and the chart in Figure 19 shows the number of former asylum seekers who have presented as homeless on a monthly basis.
59. This rise in numbers is due to the backlog of cases being reviewed and cases being resolved more quickly. There are also less numbers coming into the asylum system which are being dealt with quicker. We therefore expect the number of former asylum seekers presenting as homeless to reduce.

60. These numbers refer to Asylum Seekers who have been given leave to remain and not asylum seekers who have been refused and who approach the voluntary and faith sectors as destitute. Asylum Link report that during 2011, 375 refused asylum seekers were registered with them as destitute, 144 of these were newly registered. This compares with 221 during 2010 (of which 77 were newly registered) and 150 during 2009 (of which 50 were newly registered).

Conclusion:
We need to continue to monitor the number of former asylum seekers being given leave to remain.

61. Given the current economic climate, we have been closely monitoring the effects of the recession on homelessness. One of the ways we have been doing this has been to monitor the number of people becoming homeless due to mortgage arrears. The chart below shows the number of households becoming homeless due to mortgage arrears.

Conclusion:
Very few people are becoming homeless due to mortgage arrears.

62. Mortgage arrears are only responsible for 1% of all accepted households becoming homeless.

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**Figure 19:**
Number of former asylum seekers/refugees presenting from Nov 09 to March 11 as homeless during 2009/10 (total: 501)

![Bar chart showing the number of former asylum seekers/refugees presenting as homeless from November 2009 to March 2011.](chart19.png)

**Figure 20:**
Households becoming homeless due to mortgage arrears during 2008/09 and 2009/10

![Bar chart showing the number of households becoming homeless due to mortgage arrears in each quarter of 2009/10 and 2010/11.](chart20.png)

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**Note:**
16 Data taken from SUIS (Service User Index System - electronic case recording system used by LCC Adult Services)

17 Data taken from P1E
Conclusion:
We have not yet seen a rise in homeless due to the recession

63. We have also been monitoring the number of households upon whom mortgage lenders are about to begin legal proceedings. On 1st October 09 the government announced new non statutory guidance that mortgage lenders are now obliged to inform the local authority when they are about to begin legal proceedings. When we receive these notifications, we then write to the households and tell them about the Housing Options Service and how we can help. 1280 of these letters were received from October 2009 to May 2011 as shown in the chart below.

Question:
Why are we not seeing more people becoming homeless due to mortgage arrears / rent arrears?
Are these people resolving their own housing issues, if so, how?

64. The chart below shows the reasons for priority need over the past three years (as a percentage of the total number of households in priority need)

65. The highest reason for being is priority need is having dependent children. 56% of all priority need cases are in priority need due to having children. Nationally this is 60%, but in 2006/07 this was 24% in Liverpool.

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Figure 21: Number of mortgage repossession letters received from October 2009 to May 2011

Figure 22: Reasons for priority need as a percentage of total priority need from 2007/08 to 2010/11

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18 Internal Housing options data 2009/10
19 Data taken from P1E
66. 15% of all priority need cases are due to domestic violence, nationally this is 3%.

67. Prior to 2008/09, Liverpool has had a history of an unusually high percentage of people in priority need due to mental health issues (14% to 19%) whereas nationally this has been in the region of 8%. During the past two years (2009/10/10) while the Housing Options Service has been in place, this percentage has reduced to 9% which brings us back in line with the national picture (8%).

**Conclusion:**
We are now more in sync with the national picture than we were in 2006/07 (at the time of the last review) as the implementation of the Housing Options Service has addressed the imbalance of the high number of single men becoming homeless.

**Records on rough sleeping:**
68. Figure 23 below shows the number of rough sleepers in Liverpool, as per the official count, on a yearly basis since 1998 (when the counts began) to this year (2010) when the new government expanded the definition of a rough sleeper and introduced estimates.

69. The most recent official figure of 3, shown by the pink bar in the chart below, was submitted in December 2010 after detailed consultation with the Rough Sleepers Tracking Group, the Police, Faith Groups and other stakeholders. All consulted agreed with the figure.

70. There is a clear reduction from the highest count in 1999, and a more significant and consistent reduction in the past two years. This is due to increased provision and a much more focused approach to reducing rough sleeping by the city council, our third sector partners (the Whitechapel Centre, The Basement, The Big Issue in the North, Mersey Care Mental Health Outreach Team), hostel providers and the police.

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**Figure 23:**
Rough Sleepers as per official count/estimate 1998 - 2010

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20 Rough Sleepers are defined as “People sleeping, about to bed down (sitting on / in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or bashes” DCLG Evaluating the extent of rough sleeping Sept 10

21 The publication by DCLG, Evaluating the extent of rough sleeping Sept 10, explains the methodology of how to undertake an official count and submit an estimate.

22 Data recorded internally by Liverpool City Council and also by CLG
71. The reduction is also contributed to by the increased prevention work by the Housing Options Service meaning less people are becoming homeless and going into hostels, thus freeing up spaces for rough sleepers who need access to these spaces quickly and benefit from the support given in the hostel environment. The increase in the percentage of allocations given to people in the homelessness / hostel bands also frees up further bed spaces as people are moving out of the hostels more rapidly.

**Conclusion:**
Rough sleeping is at its lowest ever in Liverpool. The more focused approach and services that are in place for rough sleepers are working well

72. The chart below shows our performance in comparison with the core cities as measured by the official methodology.

73. In Dec 2010, Manchester was the only core city to carry out an official rough sleepers count, but all other local authorities had a duty to submit an estimate of the number of rough sleepers on any one night and the core cities estimates are shown by the pink bars below. The chart shows that Liverpool is performing well in comparison with the core cities. (Liverpool had planned to carry out a count but due to unexpected bad weather, the official count had to be cancelled, and an estimate was submitted in its place.)

**Conclusion:**
Liverpool is performing well in comparison with the core cities

74. It is important to note that although the official count is an effective way of tracking rough sleeping levels over time as the same methodology has been used by local authorities from 1998 to 2010, and there have only been slight changes to the guidance by the new government but it does have its limits in achieving a true understanding of rough sleeping as:

- the count is a snap shot
- the methodology is very tightly defined by Communities and Local Government (CLG)
- for health and safety reasons, counters are unable to enter derelict building and squats where rough sleepers are known to be sleeping
- known rough sleepers who are not actually seen sleeping on the street on the particular night of the count cannot be included
75. For these reasons the key agencies who deal with rough sleepers in Liverpool (The Basement Night Drop In Centre, The Big Issue, Homeless Outreach Team, Liverpool City Council, The Whitechapel Centre) carried out a piece of research into the actual extent of rough sleeping in Liverpool during August 2008.

76. It was decided that a single night snapshot was not an effective way of gathering detailed data about this client group as this would merely replicate the official count data. Therefore the group agreed to carry out a data analysis exercise for the month of August 2008. The exercise would include any one who contacted any of the five agencies who said they were sleeping rough. The Whitechapel Centre also included those who were seen by their early morning outreach team actually sleeping rough.

77. This research identified that the number of people who claimed to be rough sleeping during August 08 was much higher than anticipated yet a high number of rough sleepers had been given solutions. 224 people contacted the five agencies involved in the research during the month of August claiming to be rough sleepers and 65 of these were supported indoors during this month. Of the 224 people, 88 different individuals were identified as contacting the agencies at least five times during the month, indicating that they were entrenched rough sleepers. This research paper is available to view on our website.

78. The main outcome of this research project was that it was clear that a much more focused approach to monitoring rough sleeping levels in Liverpool was required. This led to the establishment of a new rough sleeper group in December 2009. The group comprises operational staff from the key agencies that deal with rough sleepers (as previously mentioned) and monitors the level of rough sleeping in the city and ensures a co-ordinated approach to each individual by all the agencies.

79. Figure 25 below shows the intelligence on rough sleeping gathered by the group.

80. In May 11, the group began to include street drinkers in the monthly meetings which has resulted in an increase in the data for June.

81. The numbers in the above chart are significantly lower than the numbers in the research project, as the group have got much better at identifying who is actually a rough sleeper and a significant number of rough sleepers have been supported indoors.

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**Figure 25:**
Rough Sleepers monthly tracking intelligence

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25 An Analysis of Rough Sleeping in Liverpool August 2008
24 Data collected by the monthly rough sleepers group
82. There is a persistent group of rough sleepers who are from A8, A2 and A10 countries who have no recourse to public funds yet don’t want to return home and there are few other solutions available to support them off the streets.

83. The Tracking Group have identified that over the past year (2010/11) there are an average of 16 people continuing to rough sleep each month and that main unmet needs for this group are alcohol issues, but that many of this group do not want to stop drinking. (It must be noted that not all of these 16 will sleep out on the same night each month).

Independent Homeless Research

84. During 2009 the council commissioned consultants to carry out some independent research into the following areas:

- a review of the Housing Options Service
- the provision of free food to homeless people
- homelessness and mental health
- repeat homelessness
- health in hostels
- health needs of older people

85. The findings were as follows:

**Review of the Housing Options Service**

86. The outcomes of this research are discussed later in this report on page 106.

**The provision of free food to homeless people**

87. As is the case in most of the cities and major towns in the UK there is a wide variety of free food provision in Liverpool. It is in fact possible to access free food at least twice a day every day of the week in the city.

88. The food providers in Liverpool fall into two distinct groups. First there are the agencies that provide ranges of services specifically targeted at homeless people in the city. These provide free food as a subsidiary part of their general services. Other groups provide free food as their major or only activity. The services provided by this latter group are taken up on an unrestricted and largely unmonitored basis and by many people who are not homeless. The providers in this group are openly accepting of the fact that people who are not homeless access their services.

89. Much of the previous research into the issues arising from the provision of free food to homeless people has focussed on the role of “soup runs” and their relationship to food providers who work from fixed premises. There is perceived to be a role for both types of provision but that the latter is preferable.

90. Key issues that have been identified elsewhere are the need for co-ordination of services to ensure that maximum benefit can be drawn from the, largely voluntary, efforts being made by individuals and groups. Within a co-ordinated structure of provision it could be possible to allow direct access to other services for the food providers, particularly if they could be organised into groups with an identified lead group.

**Homelessness and mental health**

91. The situation where historically the proportion of households accepted as homeless and in priority need as a result of mental health issues in Liverpool was substantially higher than that for the country as a whole was not reflected in the situation in 2009/10. For that year the position in Liverpool was similar to that elsewhere.
92. A key factor identified by the research is the prevalence of the abuse of alcohol and drugs amongst those claiming to have mental health issues. Although drugs and alcohol were not the primary issue presenting it was a factor in over 40% of all cases.

93. The outcome of the applications reviewed reflected the unsettled nature of the client group – in many cases applicants lost contact with the Council during the process of assessment or during the rehousing phase. Regardless of this seemingly negative outcome, consideration of these cases did involve the Council in considerable resource expenditure in seeking information to corroborate the claims made and in securing temporary hostel accommodation.

**Repeat homelessness**

94. The research identified that the majority of the people involved in repeat homelessness applications in Liverpool are living itinerant lifestyles and are likely to have approached the Council as a means to securing temporary accommodation rather than permanent housing.

**Health in hostels**

95. This piece of research was designed to assess the degree of disruption that households experienced to their health care arrangements as a result of being placed in a hostel for homeless people in Liverpool.

96. Just over 65% of households stated that they had changed their GP arrangements as a result of the move to their hostel. This was higher than the proportion changing dentist, hospital out-patient or specialist health care arrangements. Just over half of the households had changed more than one health care provider.

97. Arranging for an alternative GP after moving was relatively easily arranged. However, changing NHS dentist was reported as being significantly more difficult.

**Health needs of older people**

98. The most common issues affecting older people in hostels were previous homeless and alcohol/substance abuse. The majority of individuals had complex needs and presented more than four separate issues each.

99. When considering options for resettlement of the residents there was a divergence of views between the hostel workers assessment and the wishes of the residents. A number of residents who stated that they wished to remain in their current hostels were assessed by the hostel workers as being suitable for resettlement in other forms of accommodation. Some of these alternatives identified provided a lower level of support than that currently being provided whilst others were of a higher support nature.
Records from other agencies:

100. Shelter Merseyside has been commissioned by Merseyside Homelessness Forum in 2008/9 (with funding from DCLG) to coordinate a 3 year Merseyside Multi Agency Monitoring Project across the 5 Local Authorities of Liverpool City Region i.e. Knowsley, Liverpool, Sefton, St Helens and Wirral (Halton was previously included in a similar Cheshire project and thus did not take part in this).

101. The Project is a common monitoring scheme in which homelessness or related services across Liverpool City Region participate with the aim of providing a comprehensive picture of the extent and nature of homelessness, housing need and the associated support needs of service users in each Local Authority and across the City Region. The Merseyside MAM Project statistics on homelessness relate both to the statutory homeless and to the non-statutory homeless.

102. The project began on the 10th November 2008. To date 85 organizations are participating in the project and for those services, each time that a person who is homeless or who has a housing issue presents to a participating service a MAM form is completed. The data from these forms is then analysed by Shelter.

103. The 25 findings have shown that:

- Of the people who are using Liverpool services, 82% of their housing / homelessness issues originated in Liverpool.
- In Liverpool, 51% of all service users are 25 - 44 with 27% aged 16 - 24 years old. Across Liverpool City Region 42% of all service users are age 16 - 24 and 40% are age 25 – 44 years old.
- In Liverpool, 61% of service users are male and 39% are female. Across Liverpool City Region, 58% of service users are Male and 42% are female.
- In Liverpool, 95% of service users are single. Across Liverpool City Region, 93% of service users are single.
- In Liverpool, 83% of service users say they are British. Across Liverpool City Region, 89% say they are British.
- In Liverpool, 18% of service users say they slept rough the night before they approached the service who completed the form. Across Liverpool City Region, 18% of service users said they stayed with friends.
- In Liverpool, 53% of service users said they were homeless and 34% said they were threatened with, or, at risk of homelessness. Across Liverpool City Region, 50% of service users said they were homeless and 32% said they were threatened with, or, at risk of homelessness.
- In Liverpool, 84% of service users said they were on benefits. Across Liverpool City Region, 79% said they were on benefits.
- In Liverpool, 28% of service users said that their main need/vulnerability was that they had dependant children. Across Liverpool City Region, this was the same.

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25 Data taken from 2009/10 Liverpool MAM report and 2009/10 Merseyside report
In Liverpool, 12% of service users said that the main factor contributing to their homelessness / housing issue was alcohol problems and 12% said it was a lack of basic life skills. Across Liverpool City Region, 14% said the main factor contributing to their homelessness / housing issue was family breakdown.

In Liverpool, 18% of the outcomes for service users were that advice was given. Across Liverpool City Region, this was 22%.

Conclusions:
Overall, Liverpool’s homelessness population has the same characteristics as the rest of the City Region

There is no evidence to support the idea that people from our neighbouring authorities are accessing services in Liverpool any more than Liverpool people are accessing services outside Liverpool.

This project will end in November 2011 and there are no plans by the Liverpool City Region authorities to recommission the project.

Estimates of people staying with friends/family on an insecure basis:

Supporting People carry out an annual needs analysis into the support needs of people using their services. The aim of this snapshot survey is to assess the scale of unmet need for housing with support for all the groups of people who:

- have nowhere to live
- have a temporary home but no long term solution
- have somewhere to live but are at risk of losing it, and
- have somewhere to live but it is not appropriate to meet their needs

This includes:

- Homeless single people and families and those at risk of homelessness
- People with Mental Health needs who may be homeless or at risk of homelessness
- Offenders or those at risk of offending
- Young people including young homeless people, young people at risk of offending, young people leaving care, and teenage parents
- People experiencing domestic violence
- People with substance misuse problems
- Gypsies and travellers
- Refugees and asylum seekers

1893 people were included in the recent (2010) Needs Analysis and their accommodation status is as shown in the chart below:

![Figure 26: Accommodation status of people included in the Supporting People Needs Analysis](image_url)
108. Of the 9% (163) which had no accommodation:

- 32 were staying temp at friends
- 88 were at parents/other family
- 21 were sleeping rough
- 22 were sofa surfing

109. The definition of “sofa surfing” used by Supporting People is as follows: moving around between family and friends, hostels, and sleeping rough, but with nowhere to stay for more than a few nights at a time - may be in similar circumstances to someone sleeping rough but has not totally lost their connections with family and friends, and still has the capacity to get help or arrange night-time accommodation at times.

Conclusions:

Only a small percentage of the total of people included in the survey were sleeping rough (1%) or sofa surfing (1%)

Court records on possession orders:

110. This section focuses on mortgage and landlord repossession data taken from the Ministry of Justice’s records. The process of obtaining an order and what it means is described below:

111. To obtain a court order granting the entitlement to take possession of a property, a claimant – a mortgage lender or a landlord – must first make a claim which is then issued by a county court. Generally, the issuing process involves the arrangement of an initial hearing before a judge. At such a hearing, the court may grant an order for possession of the property immediately. This then entitles the claimant to apply for a warrant to have the defendant evicted by bailiffs, so taking possession of the property. Throughout the court process, even where a warrant for possession is issued, the claimant and defendant can still negotiate a compromise arrangement to prevent eviction.

112. More than one order may be granted during the course of an individual case. For example, it is possible that after an initial possession order is granted, the defendant may make an application to the court for the order to be varied or set aside, which could then result in another order being made. As a result, the Ministry of Justice uses the measure: the number of possession claims that lead to an order being made. This measure is more accurate than a straight count of the number of orders made, as it removes the double-counting of instances where a single claim leads to more than one order. It is also a more meaningful measure of the number of homeowners who are subject to court repossession actions. Where more than one order is made in relation to a single claim, the date and type of the first order made is counted in these statistics.

113. Frequently, such orders made by a court grant the mortgage lender or the landlord possession of the property, but suspends when the order operates. This suspension usually requires the defendant to pay the latest mortgage or rent instalment, plus some of the arrears that have built up, within a certain defined period. As long as the defendant complies with the terms of the suspension, the possession order cannot be enforced.

114. Figure 27 compares the number of mortgage orders made in Liverpool and the North West.

27 www.justice.gov.uk
115. This chart shows a general downward trend since the peak in quarter 2 in 2008. On 19th November 2008 a Mortgage Pre Action Protocol (MPAP) was introduced which gives clear guidance on what the courts expect lenders and borrowers to have done prior to a claim being issued. The main aims of it were to ensure that the parties act fairly and reasonably with each other in any matters concerning the mortgage arrears, to encourage more pre action contact between lender and borrower and to enable efficient use of the court’s time and resources.

116. The introduction of the MPAP coincided with a fall of around 50% in the national daily and weekly numbers of new mortgage repossession claims being issued in the courts. Liverpool and the North West roughly follow the national trend.

117. The chart also shows a slight increase in Repossession orders made in quarter 3 2010.
118. In spite of the information in the previous chart on mortgage repossession orders, the number of people becoming homeless due to mortgage arrears is very low as seen in the chart above. Nationally this has dropped from 4% of all acceptances in 2009 to 2% in 2010.

119. The other factors which could influence this reduction are:

   a. the introduction of the mortgage rescue scheme (implemented in Liverpool May 09)
   b. the increase in prevention work

120. The chart below shows the number of landlord possession orders made in the county courts of England and Wales since 2002:

121. The numbers of landlord claims leading to orders made in the county courts of England and Wales have been on a downward trend since 2002.

122. The number of people becoming homeless due to rent arrears in the private sector is low. Nationally this has remained low at an average of 2 - 3% of all acceptances.

123. The other factors which could influence this reduction are:

   a. the introduction of a Pre Action Protocol for Housing possession claims based on rent arrears which came into effect on 2nd October 2006
   b. the increase in prevention work
Conclusions:
Liverpool roughly follows the same trend as the North West
The Mortgage Pre Action Protocol has reduced the number of possession orders and claims made in the courts
The increase in prevention work has contributed to the reduction in the number of possession orders and claims made in the courts

Records of evictions by the local authority and Registered Social Landlords (RSL’s)

124. In 2008, The Housing Corporation published “Tackling Homelessness” 28, a strategy setting out how Housing Associations should contribute to the prevention and tackling of homelessness. Alongside this strategy a toolkit was developed and published in September 2008 with a draft action plan which had examples of aims the Housing Corporation expected RSL’s to meet. One of these was to reduce the proportion of tenants evicted each year to 0.5% by the end of 2008/09.

125. The chart below shows the progress of the RSL’s on this aim:

126. As the chart above demonstrates, the majority of the largest RSL’s (1,000 properties and above) have met this aim and the rest are close to it. The red line depicts the target. We have not identified the RSL’s individually and the RSL who had a higher percentage of evictions than others in 2009/10 is one of the smaller RSL’s for whom only a small number of evictions show as a high percentage

Conclusion:
The RSL’s are carrying out homelessness prevention work
It would be useful to standardise this work and include in our monitoring

Local Advice service records on homelessness cases:

127. The following data about the activity of the advice services in Liverpool has been received from 30 Liverpool City Council’s Community Resources Unit (CRU). The statistics used are based on the volume of work per organization as a whole (rather than the amount of work funded by CRU).

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28 “Tackling Homelessness” The Housing Corporation Strategy 2008
29 CORE Data 2007/08 and 2008/09 for 12 largest RSL’s in Liverpool
30 Organisations contributing to statistics: Age Concern, Croxteth & Gilmoss Community Federation, Garston CAB, Liverpool CAB, Merseyside Welfare Rights, Netherley CAB, Nth Lpool CAB, Speke CAB, Toxteth CAB, Vauxhall Community Law and Information Centre, Wavertree CAB
128. The chart below shows the number of general one off enquiries the agencies have been dealing with. General one off enquiries are most likely to be dealt with in the context of an initial interview or via the telephone and the service will include:

- A diagnosis of the client’s problems
- Provision of information and explanation of options
- Identification of further causes of action that the client can take
- Basic assistance (e.g. filling in forms, helping to draft letters, and contacting of third parties to obtain information for the clients)
- Referral or active signposting of the client to other services when further action needs to be taken on their behalf

129. The chart shows a general upward trend in the number of general one off enquiries handled by the advice agencies.

130. Figure 33 below shows the amount of debt the advice agencies are managing compared with the amount of debt that they are getting written off.

131. The total amount of debt being managed by the advice agencies more than doubled from the 1st quarter in 2008/09 to the 1st quarter in 2010/11. There has however been a reduction in the level of debt managed in quarter three of this year.
132. The red line in the chart above represents the amount of debt written off. This gradually rose during 2009/10 and reached its peak in quarter 1 2010/11. After reducing in quarter one 2010/11, it has begun to increase again. This indicates that lenders have not been confident in recovering debt.

133. The advice agencies also submit information on the number of possessions prevented as illustrated in Figure 34:

134. This chart shows a peak in quarter 2 in 2008 but then a downward trend. This coincides with the Ministry Of Justice data which identifies the catalyst responsible for the reduction as the Mortgage Pre-Action Protocol (MPAP) which was introduced on 19th November 2008.

135. The advice agencies also submit data to the CRU on the number of evictions prevented and suspended. These are shown in charts 35 & 36.

136. There has been a clear increase in the number of evictions prevented by the advice agencies since 2008/09.

137. The overall level of evictions suspended by the advice agencies has remained roughly the same.

138. The advice agencies also submit data to the CRU on the number of possessions prevented and suspended. These are shown in charts 37 & 38.
Figure 36: Number of evictions suspended:

Figure 37: The number of possessions prevented

Figure 38: The number of possessions suspended
139. Both these charts show a general downward trend in the number of possessions prevented and suspended. This is consistent with the Ministry of Justice data.

**Conclusion:**

The advice agencies have been dealing with more general one off enquiries. The level of debt being managed by the advice agencies has reduced over the 1st 3 quarters of 2010/11. Lenders are not confident about recovering debt, therefore higher levels of debt are being written off.

**Hospital records of people homeless on discharge:**

140. The Royal Liverpool University Hospital have told us that they have seen a significant decrease in the number of people homeless on discharge from hospital and we are waiting on data from them to support this.

141. A hospital admission and discharge protocol has been developed to reduce homelessness on discharge from hospital by identifying homelessness on admission and addressing the issues as soon as possible. This protocol is available on our website.

142. There is also a PCT funded worker (from the Basement Advisory Service) based in the hospital, who liaises with homelessness agencies to reduce bed blocking for patients who are homeless / have housing issues. The targets set for the first two quarters of 2010/11 were exceeded with 33 people being placed in appropriate accommodation on discharge from hospital.

143. The following chart shows the number of people who have become statutory homeless because they are being discharged from hospital.

144. There has been a clear reduction in the number of people who have become homeless from hospital in the past two years.

**Conclusion:**

The number of people homeless on discharge from hospital has reduced. The Royal Liverpool University hospital say this is due to having a worker from the Basement onsite, who can liaise with other agencies to prevent homelessness on discharge.
Armed forces records of people homeless on discharge

145. The Housing Options Service has not seen anyone who is homeless directly on discharge from the forces. However, they do see people who have been in the forces in the past and have later become homeless due to other reasons, for example, breakdown in relationship, loss of private rented accommodation, etc. Unfortunately there is no way of collating this information.

146. Work is ongoing to increase the joint working between Housing Options Service, SAFFA and the British Legion.

Prison/probation records of ex-prisoners homeless on discharge:

147. The chart below shows the number of people who have become statutory homeless due to leaving prison.

148. There has been a significant reduction in the number of people becoming statutorily homeless from prison in the last two years. This could be due to a combination of the implementation of the Housing Options Service and the development of a Prison Resettlement Floating Support Service (commissioned by the council and provided by NACRO). However we cannot prove this and there still is not a clear pathway for people leaving prison who are homeless.

Conclusion:
There has been a reduction in the number of people becoming statutory homeless from prison however there is still not a clear pathway for people leaving prison

Social services records of young people leaving care and children in need requiring accommodation: young people leaving care, young offenders, teenage parent.

149. Supporting People’s snap shot needs analysis showed 141 people recorded as Young People leaving Care. Of the 141 people:

- 12 were aged 16 or 17 (4 were female and 8 were males)
- 129 were aged 18 – 25 (60 were female and 69 were males)
- Of the whole group - 29 were BME
- 113 were single
- 7 were single pregnant with no other children
- 1 was part of a couple pregnant with no other children
- 1 was part of a couple with children
- 6 were part of a couple without children
- 9 were lone parents and
- 4 were not recorded

Figure 40:
The number of people becoming statutory homeless due to leaving prison

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<td>2010/11</td>
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150. Of the 141 people, 68 had Young Person Leaving care recorded as their primary need. Of the remainder:

- 10 had drugs/alcohol support needs
- 3 had a Learning Disability
- 11 had Mental Health Issue
- 33 had offending history
- 6 were a teenage parent / pregnant
- 8 had experienced DV
- 1 had experienced harassment
- 1 had no needs recorded

151. Of the 141 people:

- 38 held a tenancy (private/ RSL)
- 20 were in an institution (hospital, Youth Offending Institution or looked after accommodation)
- 34 had no accommodation – were at family/friends or sofa surfing/sleeping rough
- 49 were in temp accommodation (hostel, supported hsg, supported lodgings, homeless at home)

152. Complex needs; of 141, 20 were unable to access services through the normal routes:

- 12 were in custody
- 2 were in psychiatric hospital – 1 was ‘high risk’
- 2 were unable to bid on property pool due to being under 18
- 1 had PP application suspended
- 2 had no data recorded

153. Immediate housing needs – of the 141 people:

- 36 had an immediate need for hostel accommodation and
- 19 required specialist supported housing
- 3 needed long term shared accommodation with support
- The remainder required tenancies with or without ongoing floating support

154. Care leavers do not now have to come through the homeless system in order to be allocated housing. They are now referred to the Resettlement Allocations Panel. This panel is part of a wider Resettlement Service funded by Supporting People which is attended by Registered Social Landlords who provide suitable offers of social housing to meet the particular needs of the people referred to the panel. In terms of care leavers there have been 37 cases presented to and accepted by the Allocation Panel in the 12 month period April 2010 to March 2011. A further 8 case summaries were presented but not accepted and there were good reasons for this.

Conclusion: There are a number of young people in need but the reconfiguration of the Supporting people accommodation based services should address these needs.

Records of Supporting People Clients:

155. Supporting People client record forms show 3942 people accessing Supporting People funded services in Liverpool between April 2009 and March 2010. Of these:

- 855 were using direct access services – including women’s refuges
- 1809 were using floating support or outreach services
- 56 were using resettlement services and
- 1222 were using supported housing – teenage parents, foyer and supported housing
- 253 people using services came from outside Liverpool – this included:
  - 45 from Knowsley
  - 29 from Wirral
  - 59 from Sefton and
  - 7 from St Helen’s

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31 Client record forms electronically collect information about clients who enter Supporting People services and Outcomes (information collected about clients who have been receiving Supporting People services)
156. Of the people using direct access services and supported housing:
- There were 1432 people moving through these services between April 2009 and March 2010
- The average length of stay was 21 weeks
- The longest stay was 334 weeks
- 38 people had been in services for longer than 104 weeks (2 years)

157. Of the people using floating support, outreach and resettlement services:
- There were 1101 people moving through these services between April 2009 and March 2010
- The average length of stay was 307 days
- The longest stay was 2964 days and
- 96 people had been in services for longer than 730 days (2 years)

**Records available from refuges:**
158. The chart above shows the percentage of planned moves for both Amadudu and Centre 56 against their target of 75% (shown by the red line):
159. Both services are meeting their targets

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**Figure 41:** Percentage of planned moves in comparison with target for women’s refuges

**Figure 42:** The occupancy rates of the hostels for single homeless people compared to the number of available units (based on a snapshot on a particular night)

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32 Snapshot Data taken from supporting people workbooks
Hostel records:

160. Figure 42 shows the occupancy rates of the hostels for single homeless people compared to the number of available units.

161. There are on average 10% vacancies at any one time.

162. The chart above shows the occupancy rates of the city council’s three family centres compared with the capacity.

163. The red line indicates capacity and the total number of units is currently 21. The capacity was previously 74 units, which reduced to 44 units when Belvidere family centre closed in October 2009, with a further reduction to 21 units when Aigburth Family Centre closed in April 11.

164. The chart below shows the total occupancy of the council’s statutory provision in comparison with the capacity.

165. This chart clearly shows a significant difference between the occupancy and the capacity of the statutory provision.

Conclusions:
We need to consider the usage of the provision that was outside the Supporting People accommodation based services tender (Green Lane, Geneva Road, 2 Aigburth, Belvidere Family Centre, Mildmay, Homeground, the Sisters of Charity), and take into account the gaps in provision for people with unmet needs, for example: people with complex needs, alcohol problems and no recourse to public funds.
Records of asylum seekers being accommodated in the district by the National Asylum Support Service:

166. People seeking asylum and their dependents together with those whose asylum claims have failed but have voluntarily ‘agreed to return’ are the responsibility of the United Kingdom Borders Agency (UKBA - part of the Home Office). If asylum seekers are unable to support themselves support is provided by the UKBA via a number of both public and private service providers.

167. Numbers in the asylum system both nationally and locally have generally gone down over the past 3 years, from around 50,000 nationally in 2007 to 25,000 in 2010. This is due to fewer people claiming asylum, quicker decisions being made and the work UKBA’s Case Review Directorate in working through an historic backlog of cases. This decline may also be related to the economic recession and stricter asylum rules / enforcement measures.

168. People claiming asylum are distributed on a regional basis between providers, with the North West getting 16% of all applicants. The latest available information is that there are 7,538 asylum seekers placed across the North West region.

169. For each local authority area providing services the UKBA has a maximum number of people it will place; Liverpool’s ‘cluster limit’ is 2,900, although the actual number placed at any one time is probably around 1,200. If a person is granted ‘leave to remain’ they get one months notice from their UKBA funded accommodation in which time they can apply through Housing Options in the same way as any other resident. Many choose to move outside Liverpool.

170. 371 former asylum seekers presented to the Housing Options Service during 2010/11.

171. From May 2012, UKBA is appointed new providers on a regional basis

Conclusion:
We need to ensure that there is robust liaison arrangements with the new provider to ensure the co-ordination of service for people coming out of the asylum service

Data from the National Population census and housing authorities own household surveys:

172. Liverpool has a population of 434,900, making it the eighth largest city in the United Kingdom. Over 30% of households have one or more members in a special needs group and 14 % of households have a member with a physical disability. The proportion of older people aged over 65 years is expected to increase by 21 percent over the next 15 years. Over 10 % of the population are from black and minority ethnic communities (BME)

173. Liverpool remains the most deprived local authority area in the country, in terms of ranking on multiple deprivations in 2010, a position unchanged from 2007 and 2004. 72.5 % of people live in the top 25 % most deprived areas. Around 11.4% of working age people are permanently sick or disabled. More than one in four households are in receipt of housing benefit.

Groups of people who may be more at risk of homelessness than others

174. The Code of Guidance, which sets out how we should undertake a homelessness review, suggests that we consider if certain groups are more likely to be at risk of homelessness than others, as follows:

Information in paragraphs 93 and 94 taken directly from the Audit Commission’s report into the Strategic Housing Service, Liverpool City Council, published Jan 2011
Young people

175. The following chart shows the age range of the people being accepted as homeless and the percentage of each category:

176. The percentage of young people (16 – 24 year olds) presenting as homeless to the city council has decreased during the last 3 years as shown above.

177. The chart below shows the actual number of people accepted as homeless in each age category.

178. Chart 46 confirms a decrease in the number of young people being accepted as homeless. This is likely to be due to the following:
   • implementation of the Housing Options Service which includes home visits
   • introduction of a mediation service
   • changes to the way young people leaving care access housing (they no longer have to present as homeless)
   • the provision of specialist supporting people funded floating support and accommodation based services for young people

179. The Multi Agency Monitoring project also reports that Liverpool has less young people presenting to all the agencies in general than compared with the rest of Merseyside (27% of Liverpool presentations to agencies are aged 16 - 24, in comparison with 42% across Merseyside.

180. It also shows that the majority of people who are accepted as homeless are age 25 - 44 years old.

Conclusions:
The systems for dealing with young people are working (i.e. mediation, how young people leaving care access housing, the Housing Options Service and the specialist Supporting People funded services.)
People from ethnic minority groups:

181 The chart below compares ethnicity of the people who present as homeless to the council.

182. This chart shows that in comparison with census data, there is an over representation of people from ethnic minority groups presenting as homeless. Approximately 10% of Liverpool’s populations were from ethnic minority groups and 22% of all homeless acceptances made during 2010/11 were from Ethnic minority groups.

183. When compared to national data, we are roughly in sync with the rest of England. However, we do have a higher percentage of Chinese people in our homeless population. Liverpool does have a higher percentage of Chinese residents in general, given that Liverpool has one of the oldest established Chinese communities in Europe.

Conclusions:

There is an over representation of people from ethnic minority groups presenting as homeless.

People with an institutionalised background, for example where they have spent time in prison or hospital

184. The number of people presenting as homeless from an institutional background has also decreased in recent years as described in more detail in the previous section of this report. This is due to the following:

- Increased focus on preventing homelessness with the implementation of the Housing Options Service
- Development of a Hospital Admission and Discharge Protocol
- Funding of a specific worker with the Royal Liverpool University Hospital to prevent people becoming homeless on discharge from hospital (and prevent bed blocking)
- Development of protocol between the Primary Care Trust (CHAT team) and the Housing Options Service to prevent homelessness on discharge from mental health wards (and prevent bed blocking)
- Commissioning of a Prison resettlement Service to prevent homelessness on release from prison

Conclusion:

The number of people presenting as homeless from an institutional background has decreased in recent years.
People who have experienced other problems that may increase the risk of homelessness, including family / relationship breakdowns, domestic, racial or other violence, poor mental or physical health, drug and alcohol abuse, age related issues and debt.

185. Of the above, the main group which has seen an increase in the percentage of people becoming homeless are victims of domestic violence (abuse), although in actual numbers we have seen a decrease as set out in sections 52 – 54 of this report. The city council’s Domestic Violence Prevention Co-ordinator reports that there are approximately 10,000 to 12,000 calls to the police a year reporting incidents of domestic violence (abuse). This figure does not equate to the number of victims as one person could have reported a number of incidents within that timescale. There has also been an increase in terms of MARRAC reporting of high risk cases but this is likely to the rolling out of the MARRAC reporting process to a much greater number of agencies.

186. In relation to substance misuse, we are now seeing increasing numbers of people with alcohol issues rather than drug issues, and many of these are not in treatment as shown by the chart in figures 48 & 49.

187. The Multi Agency Monitoring data confirms this, showing alcohol misuse as one of the main factors contributing to homelessness.

Conclusions:
The rolling out of the MARRAC process has led to increased reporting of domestic violence (abuse)
The majority of homeless people with alcohol issues are not in treatment - we need to address this.

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36 **Figure 48:** Substance misuse among service users in Supporting People funded services (Snapshot 2010)

37 **Figure 49:** Substance misuse by substance among service users in Supporting People funded services (Snapshot 2010)

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Data taken from Supporting People Needs Analysis 2010

As per footnote 35
People with Complex Needs:

188. The Supporting People Needs Analysis identified 159 people who could not access services through the normal routes. The reasons for this varied from:

- history of violence
- alcohol use – and not wishing to acknowledge / address issue
- mental health issues
- not being willing to engage
- having no recourse to public funds

189. The complex needs panel was set up in November 2007 and has dealt with 48 referrals between then and August 2010. The panel can not provide emergency solutions but rather looks to find lasting solutions for those who require a co-ordinated approach and for whom usual routes into accommodation or other services are denied due to previous/current behaviour and/or issues.

190. For the purposes of the group a person with complex needs is someone who has one or more of the following support needs:

- Mental Health
- Drug abuse
- Alcohol abuse
- Violence (as perpetrator or victim)
- Physical health issues
- Any issue which may make him/her vulnerable (e.g. Care leavers)

191. The panel concentrates on those people:

- Whose homelessness cannot, as a result of their complex needs, be addressed through the usual routes
- Who are rough sleeping or at risk of rough sleeping
- Who have a history of presenting as homeless on more than one occasion
- Who are willing to engage and who are looking to make changes in their lives

192. Sustainable solutions have been found for 40 of the referrals which are now closed. Sadly, three 3 of these are now deceased.

193. It is important to note that there are people with complex needs who are not referred to the panel as they are not motivated to come indoors or address their alcohol use and who are persistently rough sleeping and street drinking in the city centre. The rough sleepers tracking group identifies approximately 16 people in this situation each month. This group are in and out of the criminal justice system and health services frequently and cause significant nuisance, disruption and anti social behaviour within the city centre.

Conclusion:

The complex needs panel is working well. We need to find further solutions for the most socially excluded people with complex needs.
Profile of those who have experienced homelessness

194. In this section we consider the profile of those who have experienced homelessness including information about the equalities strands.

Location of homelessness

195. The above maps show a postcode analysis of the addresses of where people were threatened with homelessness / or were homeless from:

196. Referrals have been received from across England, parts of Scotland and Wales.

197. The red dots are the post codes of service users who have been referred to the Housing Options Service. The grey areas are the lower super output areas in Liverpool which are within the 10% most deprived across England (according to the 2007 Index of Multiple Deprivation)

Question:
Do we need to target services at the lower super output areas?

Ethnic Background

198. Data re ethnicity has already been included on page 44 of this report.

Age

199. Data re age of homeless people has already been included in sections 181-183 of this report.

Gender / Composition of household

200. Figure 52 shows the household type of those who have been accepted as homeless in the last two years.
201. 18% of all people accepted as homeless during 2009/10 were single men, 21% single women and 61% families.

202. Historically Liverpool has been out of sync with the core cities and England in that we have had high levels of single men being accepted as homeless. Families have always been the highest group both in the core cities and nationally. We have always thought that this was because of an inconsistency in the assessment process as prior to the implementation of the Housing Options Service there were three different teams carrying out homelessness assessments.

203. It is interesting to note that in Q1 2006, 59% of all acceptances were single men. In Q1 2009, after the Housing Options Service was implemented, 16% of all acceptances were single men. Nationally this is 16%. The change in the profile occurred in quarter 4, 2009, when the Housing Options Service was launched. We are now more consistent with what’s happening nationally.

204. The Multi Agency Monitoring data also indicates a shift in the household type of applicant, as does a recent report by the national charity Crisis which states that the proportion of single men in the homeless population nationally is falling.

205. Data from Shelter’s Merseyside Multi Agency Monitoring Project shows that in Liverpool, 61% of service users are male and 39% are female. Across Liverpool City Region, 58% of service users are male and 42% are female.

**Conclusions:**
Liverpool is now in sync with the core cities in relation to gender and household type. The proportion of single men in the homeless population is falling locally and nationally.

**Sexuality**

206. Sexuality is not currently recorded on the IT system used by the Housing Options Service. A new system is currently being procured which will record this information.

207. The MAM data does record sexuality but only one form out of 1632 during 2009/10 included information about sexuality.
208. Commissioned services such as the Rough Sleepers Outreach Service and Enablement Service do report on sexuality. The Enablement Service reported that (during Quarter 2 and 3 2010/11), 1% of the people that used the service were gay men, 0.8% were bisexual, 0.4% were gay women and 23% were straight. 48% of the people using the service did not disclose their sexuality.

Disabilities

209. 8% of service users contacting the Housing Options Service said they had a disability (frailty / temporary illness / physical disability, learning disability, mental health issue, physical disability, or sensory impairment.

Faith

210. Faith is not monitored by the Housing Options Service.

211. Commissioned services such as the Rough Sleepers Outreach Service and Enablement Service do report on faith. The Enablement Service reported that (during Quarter 2 and 3 2010/11), 21% of service users identified as Christian but 67% of service users did not disclose their religion

212. The Supporting People needs analysis recorded that 44% of the service users included in the snapshot survey were Christian. 20% had no religion, and a further 39% preferred not to say, information wasn’t recorded or their faith was recorded as “other”

Conclusions:

We need to record and analyse data on faith, sexuality, and disability in order to ensure that the services we provide are inclusive and can be accessed by all sections of the community.

Levels and types of debts

213. The only information we have been able to access on debt is from the Community Resources Unit statistical returns from the advice agencies which is described in sections 127-139.

Employment / benefits history

214. Employment / benefits history is not currently recorded on the IT system used by the Housing Options Service.

215. The MAM data does record income and reports that 84% of service users during 2009/10 were on benefits and 77% had an income of less than £10,000 per annum. These figures are higher than the City Region data which reports that 79% of service users during the same period were on benefits and 73% had an income of less than £10,000.

Immigration status

216. There has been an increase in both the number of former asylum seekers presenting to the local authority and the number of people from Eastern European countries sleeping rough. The increase in the number of asylum seekers has already been covered in section 58 and so shall not be repeated here.

217. The other category of people who are subject to immigration control are migrant workers from the Eastern Europe. The Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia joined the EU in May 2004 and are called ‘A8’ nations. Bulgaria and Romania joined the EU in January 2007 and are often called the ‘A2 nations’.
218. This group of people should be able to support themselves without being an unreasonable burden on public funds and some have to register to work. The majority have no recourse to public funds until they have worked for a full 12 months. If they are unable to access work, they can often end up destitute and rough sleeping.

219. In January 2011, \(^{39}\) two thirds of all rough sleepers were from Eastern European countries. Whereas the changes in their access to benefits may help some people, the habitual residency test remains a challenge for rough sleepers.

**Conclusions:**

In order to prevent people from the Eastern European countries rough sleeping we need to come up with new solutions

**Factors which could affect future levels of homelessness in the district**

**The availability of affordable accommodation including housing provided by the housing authority and by RSL’s:**

220. Liverpool City Council no longer owns any social or “Council” housing. Between 1990 and 2008, all of Liverpool’s housing stock was transferred to RSLs, with the final 15,500 going to Liverpool Mutual Homes (LMH) on 1st April 2008. Therefore, in Liverpool, all social rented housing is provided by Housing Associations and Housing Co-operatives who currently manage more than 61,000 properties in the City.

**Housing market analyses, including property prices and rent levels:**

221. \(^{40}\) Liverpool’s most recent Strategic Housing Market Assessment, carried out by GVA Grimley, has provided much of the information required for this section.

222. The overall aim of this housing needs assessment is to assess the level of housing need across the city. It does this by measuring the backlog of existing need, assessing newly arising need and assessing the current supply of housing with reference to its affordability.

223. The survey has identified the need and demand for affordable housing, the need and demand for different types and sizes of dwellings in the affordable and market sectors and appropriate tenure mixes to ensure balanced communities. It has done this with reference to the needs of particular groups including ethnic minorities, people with disabilities, gypsies and travellers; and people with housing support needs.

224. The headlines from the Strategic Housing Market Assessment are:

- Liverpool contains a total of 214,757 dwellings, of which 14,906 are vacant, resulting in an estimated total dwelling occupancy level of 199,851, and a vacancy rate of approximately 6.9%, as at 31st March 2009
- The number of dwellings recorded in 2009 clearly represents an uplift from that previously recorded in the 2007 Housing Needs Assessment\(^{41}\), reflecting development activity in the interim period.
Liverpool is delivering a significant undersupply of housing against policy. Liverpool has delivered 1,583 net additional dwellings per annum (taking an average over the last seven years). This is slightly below the Regional Spatial Strategy target of 1,950 per annum between 2004 and 2008 and considerably below the annual average target of 2,249 per annum between 2008 and 2026 set within Proposed Policy Approach 8 ‘The Location and Phasing of New Housing’ within the Liverpool Core Strategy Preferred Options 2010 document. This undersupply of housing against targets has an implication for the development of future targets and the ability of the authority to accommodate new household demand.

The number of vacant properties is found to vary considerably across the city’s defined housing market sub-areas, peaking in the City Centre at 14.5% (reflecting the prevalence of flatted developments with higher rates of turnover), followed by the Inner Core and Waterfront with vacancy rates of 10.9% and 10% respectively. However, the vacancy rate is below the city average in the sub-areas of Suburban Core (3.7%), Eastern Fringe (4.2%), Southern Fringe (4.6%) and Central Buffer (4.8%).

From April 2000 to September 2009 Liverpool’s average property price increased by 142% before declining by over 5% in 2008/09 as the full effects of the housing market slump induced by the ‘credit crunch’ and recession took effect. Importantly, however, prices have shown signs of some recovery since, with the latest average figures for April – September 2009 demonstrating a 2.5% rise on the previous year.

The growth of City Centre apartments coupled with a rapidly expanding student population in the private rented sector and the lack of availability of mortgage finance to purchase housing has led to the sustained growth of the private rented market across Liverpool. This reflects national trends where this tenure has undergone levels of unprecedented growth and now continues to play an important role in the operation of the wider market offering an alternative to owner-occupation and the social rented sector.

The importance of the private sector to the market which is demonstrated in the latest City Residential report for the city which notes that demand has outstripped supply for private rented lettings, investment in the City Centre coupled with a reduction in the number of new properties coming to the market has led to very buoyant market conditions in the tenure.

Average weekly rental price in Liverpool for the private sector is approximately £163; ranging from £116 for a studio/1 bed property to £300 for a large 5+ bed property.

The lowest average rental prices are evident within the Eastern Fringe sub-area and Inner Core sub-area respectively

Averaging weekly rents across the social rented sector shows a rental level in 2009 of approximately £64 per week in Liverpool.

Question:
What is realistically available in terms of the private rented sector for homeless / potentially homeless households?
If we had a social lettings agency, would that enable greater access to the private rented sector?
How do rent levels compare with Local Housing Allowance rates?

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42 Strategic Housing Market Analysis 2010
43 www.cityresidential.co.uk (2010) ‘Liverpool City Centre Residential Update Q3 2010’
44 the Rightmove.co.uk website has been utilised in order to analyse the rental price of over 1,400 properties available for let across the city, and its sub-areas, with prices correct as of April 2010. The average rental prices were derived using the property postcode (location), number of advertised bedrooms (size), and advertised rental price (£ per week) for private rented property within each sub-area, and an overall average price was subsequently calculated at the city scale.
Conclusion:
Developing more ways of accessing the private rented sector for people who are homeless or threatened with homelessness would be useful.

City wide Household income

225. The 2010 household survey data indicates that the average household income in Liverpool is £22,152. The Merseyside Multi – Agency Monitoring data identified that the 84% of service users during 2009/10 were on benefits and 77% had an income of less than £10,000 per annum.

226. The availability of mortgage finance following the credit crunch has had a significant impact on the operation of the housing market, with only 5.2% of households moving within the last two years. This is a significant reduction from the levels recorded in the 2007 household survey which was over three times as high.

Conclusion:
There is a need to increase access to Benefits Maximisation and Jobs Education and Training.

The supply and effectiveness of housing advice

229. There are 18 advice agencies within Liverpool. Four of these are centrally based, 8 are in the north of the city and 6 are in the south of the city. 10 of these are Citizen’s Advice Bureau’s and of these, Liverpool Central provides specialist housing advice and a court desk in the court.

230. The Housing Options Service provides specialist housing advice through 12 points of access (11 one Stop Shops and Careline call centre) to anyone who is in need of advice within the district.

231. There are quarterly meetings set up between the Housing Options Service and the CAB’s to share good practice and co-ordinate the availability of advice.

Local voluntary and community sector services

232. There are a wide range of local voluntary and community sector services in Liverpool for homeless people. These services range from specialist provision for homeless people, (i.e. the provision of temporary accommodation and floating support to specialist housing advice and resettlement support) to more generic services that homeless people can access. There are also several organisations which target particular BME groups, (i.e. Irish Community Care Merseyside, Somali Gateway Project) or particular groups within the homeless community, i.e. rough sleepers, young people etc.

45 Liverpool Strategic Housing Market Assessment 2011
46 Private Sector House Condition Survey 2010 carried out by David Adamson and Partners
233. The faith sector also provides a range of services to homeless people which include the provision of clothing and food. This sector engages with the city council, PCT and other organisations who work with homeless people to ensure that a strategic approach is adopted throughout the services through the group STREETfaith

The allocations policy of the local authority and the effectiveness of nomination agreements between the housing authority and RSL’s:

234. Although the City Council no longer has any stock of its own, it is required by Section 167 of the Housing Act 1996 to have an Allocations Scheme which describes the procedures to be followed in allocating social housing accommodation in its area and the order in which priority is given to individual applicants. The Council’s Housing Allocation Scheme applies to accommodation held by Registered Social Landlords (RSLs) in the City. All RSLs should provide the Council with a minimum of half of their vacant properties and applicants can apply to join a common register for access to these properties.

235. The way of allocating this accommodation is done through the City Council’s Choice Based Lettings scheme, called Property Pool, and eleven Registered Social Landlords are part of the scheme. Propertypool offers people who want to rent affordable housing more choice over the property and area they would like to live in. Propertypool advertises the available empty properties from the participating landlords all in one place. Applicants can then choose where they want to live from the list of properties they are eligible to bid for.

236. Nomination agreements are monitored on a monthly basis by the Property Pool team and are effective. During 2009/10 75% of nominations were received.

237. At the end of May 11, there were in the region of 13,113 live applications on the city council’s Property Pool system.

238. During 2010/11 it was agreed that 15% of all allocations go to statutory homeless households and 7% of all allocations go to non priority homeless households.

239. There are currently more properties being advertised for homeless households and the number of lets to homeless households almost matched the number of current cases, as seen in the chart below:

![Figure 53: the number of properties advertised to and the number of lets to homeless households in comparison with the number of households accepted as homeless.](chart)
240. During 2010, Liverpool City Council’s Homelessness, Supporting People and Propertypool services worked to improve access to permanent housing for people in temporary accommodation. Previously, service users in temporary accommodation were placed in either the low, medium or high priority band. Because of this some service users were getting properties before they were ready to move and others who were ready to move were waiting months for properties.

241. Service users had told us that they wanted this to change so that all service users have a chance to get a property when they are ready to move. From the 17th May 2010, all service users on Propertypool who live in temporary accommodation are now placed in the High Priority, Health/Welfare Sub-band. They retain their original date of application and can bid for up to three properties every week.

242. There is currently work underway to develop and implement a subregional choice based lettings system.

243. There are a number of routes into housing as shown in the diagram overleaf.
Conclusions:

There are sufficient properties being advertised and allocated for homeless households.

The allocations policy works well for homeless applicants and hostel dwellers.

However, the length of stay for statutory homeless people has not reduced significantly.

There are a number of routes into housing and we need to simplify these processes so it is clear to vulnerable people how they can access the type of housing which is most appropriate for them.
The lettings policy of RSL’s:

244. Each RSL operating in the City is entitled to introduce their own Letting Policies and copies can be obtained direct from the RSL’s. All major RSL’s in the city are signed up to or committed to signing up to Property Pool and the lettings policy contained there in.

The policy of the housing authority and RSL’s on management of tenants’ rent arrears and on seeking repossession:

245. Each RSL has their own policy regarding rent arrears and on seeking possession and all adhere to the Pre Action Protocol re evictions for rent arrears mentioned in the previous section.

The efficiency of the housing authority’s administration of housing benefit

246. As a result of the economic recession, the Benefits Service has seen an increase in demand during 2009/10 which has resulted in a large expansion in the caseload. The graph above displays the increase in the caseload during 09/10 and at the outset of the current financial year.

247. The increase has been driven by both unemployment and reductions in household income. The caseload of live claims has continued to increase and has hit a high of 79,519 in May 2010. This compares to 72,186 prior to the recession in February 2008; this represents a 10.2% increase.

248. The Benefit Maximisation Service has also experienced a surge in demand in 2009/10 with a 43% increase in referrals compared to the previous year (the measurement of the increase in demand excludes the impact of additional referrals resulting from the extension of the Council’s Fairer Charging Guidance).

249. Performance in processing applications for benefits remains strong. New claims were processed in 25.4 days on average compared to the target of 28 days. The Service estimates that the average time to process all items (or the ‘Right Time indicator’) was 11.31 days, against a target of < 14 days. Performance is almost unchanged from estimated performance for 2008/09.

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47 Benefits Service Performance and Development Report to finance and resources Select Committee 16 June 2010
250. The Department of Work and Pensions (DWP) provides an annual allocated amount of funding to support each Local Authority in awarding Discretionary Housing Payments (DHP’s). For Liverpool this was £212K in 2009/10. The Local Authority can allot an additional level of local funding up to two and a half times the government contribution. Once an Local Authority has reached its allocated amount, no more DHP can be awarded. However, in the absence of any local funding, it is not permitted to exceed the DHP amount allocated by the DWP. Additionally any unspent DHP funding has to be returned to the DWP. Liverpool has not historically allocated any additional funds on top of those provided by the DWP.

251. In 2009/10 the Service has undertaken a detailed analysis of DHP awards to better understand the reason for awards and to help evaluate whether the fund was being used effectively.

252. The Benefit Service has applied certain objectives when considering whether to make an award of DHP. These include but are not limited to:

- Alleviating poverty
- Encouraging and sustaining people in employment
- Tenancy sustainment and homelessness prevention
- Helping families to stay together
- Supporting the vulnerable in the local community
- Helping claimants through personal and difficult events
- Supporting young people in the transition to adult life
- Meeting the particular needs of children and young people.

253. The analysis shows that the main reasons for award relate to:

- Housing needs associated with medical need or disability
- Pregnancy and access to children
- The threat of eviction
- Debt
- Violence or fear of violence
- Restrictions on benefit levels to people under 25.

254. The analysis also showed that there were few requests for DHPs from the Council’s Housing Options Service. Awareness sessions have been provided to staff in this area to address this.

Conclusions:
Despite the increase in benefits claimants, there has not been a concurrent increase in homelessness

The provision and effectiveness of housing related- support services

255. Supporting People provide £13,000,000 for socially excluded groups which provides approximately 900 units of temporary accommodation and 1100 units of floating support.

256. The performance of these services are measured by two main targets:

- NI 141: Percentage of vulnerable people achieving independent living
- NI 142: % of vulnerable people who are supported to maintain independent living

257. Both these targets are not only being met, but are being exceeded each quarter. For NI 141, the target for 2010/11 is for 58% of vulnerable people to achieve independent living, the actual percentage achieved in the first two quarters of 2010/11 was 68.6% (Quarter 1) and 68.56% (Quarter 2).

Subject to annual financial review
Liverpool’s Homelessness Review 2011

258. For NI 142, the target is for 97% of vulnerable people to be supported to achieve independent living. The actual achieved in quarter one and two of 2010/11 has been 99.1% and 98.6% respectively.

Conclusions:
There have been significant reductions in Supporting People funding for services and homelessness services need to work closely with Supporting People commissioners to make sure this does not result in an increase in homelessness, particularly rough sleeping.

Redevelopment and regeneration activity

259. Liverpool’s redevelopment and regeneration programmes are currently under review following changes to government funding.

Unemployment

260. The latest redundancy stats show an increase across the city region in redundancies, particularly in September and October 2010, as shown in the chart above

Conclusion:
Although the number of redundancies across the city region has increased over the last year, there has not been a concurrent increase in homelessness.

Strength of the local economy

261. Liverpool Economic Briefing 2011 clearly identifies that although Liverpool’s growth in GVA per head is continuing to outperform comparator areas and educational attainment continues to improve, Liverpool is very vulnerable to the impacts of the Coalition Government’s Deficit Reduction Programme on two fronts, public sector job losses and the impact of welfare cuts. 30.1% of Liverpool’s employee jobs are in the public sector in comparision with the national average of 21.7%. An analysis by “Centre for Cities” found that Liverpool and Birkenhead will be the hardest hit by the welfare reforms.

Conclusions:
Whilst there has been no significant impact upon homelessness to date there may be a significant impact in the future and we need to monitor this closely.
The local population and demographic trends:

262. Liverpool has a population of 434,900, making it the eighth largest city in the United Kingdom. The proportion of older people aged over 65 years is expected to increase by 21% over the next 15 years. Over 10% of the population are from black and minority ethnic communities (BME).

263. The Strategic Housing Market Assessment predicts a skewing of the housing profile in 2031 towards one person households, recognising continuing trends of single elderly households, household separation and younger households choosing to live singularly for longer.

The level of overcrowding

264. Under-occupation and overcrowding are measured using a pre-defined calculation based on the ‘bedroom requirement’ standard. In January 2011, there were 1271 households registered on Property Pool as overcrowded. 127 of these are defined as severely overcrowded (overcrowded by two bedrooms or more). 20% of all allocations go to households in the overcrowded band.

265. The chart below shows the level of overcrowded households compared with the number of lets to the overcrowding band. There is a significant difference between the two however there are further measures in place to help address and reduce the level of overcrowding:

- the development of a rent bond scheme in partnership with the Housing Options Service, to enable households to access the private rented sector
- an ongoing cleansing exercise to ensure that the right people are registered in the Overcrowding band
- development of a cash incentive to address under occupation and free up larger properties

Question:
Do any of these overcrowded households become homeless?

Conclusions:
There are insufficient lettings and properties advertised to meet the demands of overcrowding

![Figure 57: Level of overcrowding compared with the number of lets and adverts](image)
The level of inward migration in Liverpool

266. The following summary of migration trends in Liverpool has been taken from the Summary of Liverpool Migration Trends produced by the North West Regional Strategic Migration Partnership.\(^51\)

- The local population was estimated at 428,000 people in 2009, of whom approximately 16,000 were non-UK nationals. The population was down by 2,000 on 2004 levels. The number of non-UK nationals was up by 2,000.

- Around 5,823 long-term international migrants\(^53\) arrived in Liverpool during 2008/09. However some people left the country during this period. There was a net inflow of long-term international migrants of around 1,509. It is estimated there will be a net inflow of around 2,000 in 2016.


- In 2009 National Insurance Numbers were issued to Liverpool-resident non-UK nationals from 73 countries including India, Poland, China, Slovakia and Hungary.

- There were estimated to be 5,614 international students in Liverpool in 2007/08.

Conclusions:
The overall level of the population in Liverpool has decreased slightly, but at the same time there has been an increase in the number of non-UK nationals. This has had an impact on rough sleeping particularly amongst people from A8 countries (since we completed the last Homelessness Review in 2006).

The flow of itinerant population (i.e. Gypsies and Travellers) and the availability of authorised sites:

267. Liverpool has a permanent site for Gypsies And Travellers with 14 pitches. Almost 100 people are living on the site. The city council, Primary Care Trust and Education, together with Irish Community Care Merseyside, all provide a co-ordinated approach to ensuring that the site is safe and well managed and that they are meeting the needs of the residents of the site.

268. Liverpool City Council also has a responsibility to deal with unauthorised encampments. The council has two main roles:

1. A duty of care to look after the welfare of people in unauthorised encampments. We do this by working closely with health and education services, police, community wardens and other specialist agencies.

2. The council also has an enforcement role to ensure community cohesion. This is achieved by working closely with land owners, local businesses and communities, the police, environmental health and the Gypsy and Traveller communities.

269. The city council’s legal department has dealt with 31 unauthorised encampments on council land over the past 10 years. Some of these have been individual families with one or two caravans, other cases have included many more caravans with multiple families. In a very simple case of one family, the legal costs to the city council are almost £1000 and that does not include forced eviction which can add several thousands. This does also not include the costs associated with clearing up after an unauthorised encampment.

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\(^{51}\) Liverpool Migration Profile No 3. Autumn 10

\(^{52}\) These figures exclude short-term migrants (staying for less than 12 months) and most people living in communal establishments such as student accommodation, hostels, hotels and guest-houses.

\(^{53}\) Long-term international migrants refers to people entering or leaving the UK for more than 1 year, and includes British nationals returning or leaving. Please note that the estimate for people entering may be outstripped by administrative data such as NI registrations.
270. Liverpool does not have a transient site for Gypsies and Travellers and so has no where to move these families onto.

271. The Merseyside Gypsy and Traveller Accommodation Needs Assessment carried out in 2007 by The University of Salford identified the need for 14 additional residential pitches in Liverpool and a further 10 transient sites across Merseyside. These needs have not been met.

**Conclusions:**
The Merseyside Gypsy and Traveller Accommodation Needs Assessment identified a need for an additional 14 pitches in Liverpool and we have still not progressed this work.

We need to maintain a register of the details of all unauthorised encampments.

**The Localism Bill**

272. The Localism Bill is described by the government as a mechanism to hand power back to the communities. The main aspects of the Bill which have an impact on homelessness are:

- **social housing tenure reform:** currently social landlords are normally only able to grant lifetime tenancies. This can mean that someone can acquire a social home at a point of crisis, and continue to live there long after the need has passed. The current government thinks that this is unfair and not the best use of resources and so plans to allow for more flexible arrangements. Social landlords will be able to grant tenancies for a fixed length of time, of which the minimum length will be 2 years. There will be no upper limit on the length of the tenancy and social landlords can continue to offer lifetime tenancies if they wish.

- **social housing allocations reform:** at present almost anyone can apply to live in social housing, whether they need it or not. The government says that the current arrangements encourage false expectations and large waiting lists. The proposals in the Localism Bill will give local authorities greater freedom to set their own policies, however, authorities will continue to be obliged to ensure that social homes go to the most vulnerable in society and those who need it most.

- Reform of homeless legislation: The current homelessness legislation allows statutory homeless people to refuse offers of accommodation in the private sector and remain in temporary accommodation until a suitable offer of social housing is available. This government thinks that this allows homeless people to acquire a social home for life, although they may not need one. The Localism Bill will let local authorities meet their statutory homelessness duty by providing good quality private rented homes.

273. The Coalition Government has published a new strategy for tackling rough sleeping: “Vision to end rough sleeping: No Second Night Out nationwide” (July 11) which expresses its commitment to reducing homelessness, particularly single homeless and rough sleeping. This work has been born out of a cross-Government working group on homelessness which brings together Ministers from eight government departments to work closely together to help rough sleepers and those at risk of homelessness to stay off the streets recognising that homelessness is not just the responsibility of one area alone.
274. The new strategy focuses on people living on the streets and in temporary or insecure accommodation, such as hostels, shelters and squats, who are at significant risk of rough sleeping. It recommends that all local authorities adopt a “No Second Night Out” approach to reducing rough sleeping and single homelessness through developing services and partnership to ensure that anyone found rough sleeping is supported indoors immediately, preventing them having to have another night out on the streets.

The Regional / City Region Context

275. There is no longer a regional strategic framework which we have to take into account however we work closely with our neighbouring authorities with Liverpool City Region on a range of projects, the latest of which is developing a Liverpool City Region “No Second Night Out” Protocol.

The Local Impact of the Comprehensive Spending Review and Welfare Reforms

276. In May 2010, the Labour Group took over the leadership of the City Council and immediately faced difficult decisions about how the changes to national funding and policies would be implemented locally in Liverpool, while at the same time continuing to provide quality services for vulnerable people.

277. Locally the most significant concerns have been the effect of the reductions in government funding. More than 80% of the Council’s funding comes from grants but these have been cut drastically with the loss of all of the area-based grant, some £110m, including grants targeted at deprived communities - working neighbourhood fund (£32m); supporting people (£11m) and grants for adult social care (£8m).

278. We have also had the maximum possible reduction in formula funding (8.9%) from the Government. The City Council has had its general revenue funding cut by over 22% in the next two years. A request to extend the period over which the cuts could be made has been rejected by Government. The effect of the cuts in Government funding is that the city has a budget gap of £91m for 2011/12 and an additional £50m for 2012/13. In practical terms this has to be targeted at £400m of council expenditure.

279. These cuts have already had an effect on services which both prevent homelessness and support people who are homeless. Many services funded by Supporting People have had to reduce costs by 12.5%, 50% and a small number by 100%.

280. The changes to Housing Benefit and the Local Housing Allowance (LHA) are also significant and generate the following concerns:

Changes to Housing Benefit/ LHA from April 2011

- LHA will no longer be calculated on the ‘mid-point’ of rents in the BRMA but on the ‘30th percentile’.
  - Circa 15,300 customers will be affected in Liverpool.
  - Will affect new claims immediately and existing claims from the ‘anniversary date’.
- Abolition of LHA ‘Excess’ of up to £15 – will affect new claims immediately and existing claims from the ‘anniversary date’. About 5,300 households in Liverpool will lose benefit as a result.
- Maximum LHA rate restricted to four bed – five bed rate abolished. Will affect new claims immediately and existing claims from the ‘anniversary date’. About 130 families affected in Liverpool.
Non Dependent Deductions likely to increase sharply. To be increased over 3 years - after freeze since 2001. About 4,300 households affected in Liverpool

Maximum LHA rates or ‘caps’ introduced – will not directly affect Liverpool

Disabled customers with a non-resident carer allowed an extra room for LHA/ HB affects new and existing claims from April. Subject to following criteria:

- Carer (s) has a home elsewhere
- A room is available
- Higher rate AA/ DLA is in payment or other evidence of need is available

Changes from January 2012

- Restriction of Benefit to equivalent of rent level to a single room rate in shared accommodation that currently applies to most people without children under 25 (exceptions being care leavers under 22 and customers entitled to severe disability premium) will extend to those under 35 – from January 2012. This generates the following concerns:
  - access to the private rented sector is already difficult for under 25’s
  - availability of good quality shared accommodation in the private rented sector on benefit is limited
  - hostel spaces may become blocked because of lack of available shared properties for people to move on to
  - increased pressure on the social allocations as the private sector becomes less of an option
  - people with support needs may find sharing a tenancy with other people with support needs challenging and it may lead to more tenancy breakdown

Changes From 2013

- The Government intend to implement ‘Universal Credit’ from October 2013. It is intended to replace a range of current benefits including JSA, IS, ESA, Tax Credits and HB. Universal Credit will be administered by the DWP
  - Claims from RSL working age tenants will be subject to ‘size criteria’
  - LA Benefits Services will be responsible for applying a ceiling to benefit payments so that no household can receive more that the national average earned income (currently circa £500 per week)

Conclusions:

We need to draw up a plan with the relevant agencies to minimise the effect of the welfare reforms on homelessness.
Activities which are carried out

This section of the review focuses on the following three areas of activities (services) which are available to homeless people or those threatened with homelessness in Liverpool:

• preventing homelessness
• securing accommodation
• providing support

281. There are a wide range of statutory, local voluntary, private sector and community sector services in Liverpool for homeless people. The services range from specialist provision for homeless people, (i.e. the provision of temporary accommodation and floating support to specialist housing advice and resettlement support) to more generic services that homeless people can access. There are also several organisations which target particular BME groups, (i.e. Irish Community Care Merseyside, Somali Gateway Project) or particular groups within the homeless community, i.e. rough sleepers, young people etc.

282. The faith sector also provide a range of services to homeless people which include the provision of clothing and food.

283. A chart showing the services which are most directly related to homelessness is displayed overleaf:
## Distribution of Resources and Services

<table>
<thead>
<tr>
<th>Category</th>
<th>Amount</th>
<th>Services/Programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rough Sleepers / Street Drinkers</td>
<td>£527,000</td>
<td>Rough Sleepers Outreach Team provided by The Whitechapel Centre</td>
</tr>
<tr>
<td>Sustaining permanent accommodation / early prevention</td>
<td>£2,104,705</td>
<td>Housing Options Service</td>
</tr>
<tr>
<td>Advice and prevention</td>
<td>£2,086,478</td>
<td>Prevention Floating Support Service ECHG - 62 units</td>
</tr>
<tr>
<td>Statutory Homelessness</td>
<td>£289,050</td>
<td>Housing Options Service</td>
</tr>
<tr>
<td>Temporary Accommodation / Short Term Supported Accommodation</td>
<td>£8,458,321</td>
<td>947 see below units of temporary accommodation</td>
</tr>
<tr>
<td>Accessing Permanent Accommodation</td>
<td>£577,608</td>
<td>Housing Options Service</td>
</tr>
<tr>
<td>Accessing Jobs, Training and Employment</td>
<td>NIL</td>
<td>Rough Sleepers Enablement Service</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Create (food based social enterprise company)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Crisis (project to support homeless people into training and education)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>GROW</td>
</tr>
</tbody>
</table>

### Services for Rough Sleepers
- **Rough Sleepers Outreach Team provided by The Whitechapel Centre**
- **Enablement Service provided by the Whitechapel Centre**
- **Cold weather provision provided by The Whitechapel Centre**
- **Street Drinkers Outreach Service provided by the Basement**
- **Residential Programmes provided by the Basement**
- **The Basement**
- **The Big Issue In the North**
- **Merseycare’s homeless outreach team**
- **Brownlow Group Practice Enhance GP provision for Homeless people including Homelessness Nurses and specialist alcohol nurse**
- **30 units of floating support - mental health & risk of homelessness** provided by Creative Support

### Services for Street Drinkers
- **Street Drinkers Outreach Service provided by the Basement**
- **Sanctuary Services**
- **Mediation Service**
- **Prison Resettlement Service (25 units)**
- **CAB’s**
- **Advice agencies**
- **Solicitors**

### Services for Street Drinkers
- **176 units of floating support - substance use & dual diagnosis provided by The Whitechapel centre**
- **92 units of floating support - offenders (66 units provided by Shelter, 16 units by Novas and 10 units by Novas specifically for females**
- **36 units of floating support - drug and alcohol abstinence provided by Nacro**
- **11 Ring Fenced Beds for rough sleepers**
- **Beds for 16/17 year olds (responsibility of Children’s Services)**
- **Dispersed Temporary accommodation provided by LMH**

### Services for Homelessness
- **116 units of floating support - drug and alcohol abstinence provided by Nacro**
- **116 units of floating support - substance use & dual diagnosis provided by The Whitechapel Centre**
- **160 units of floating support - Resettlement Service provided by the Whitechapel Centre**
- **Private Sector Rent Deposit Scheme (Singles) 24 units**
- **Private Sector Access for rough sleepers pilot scheme**
- **Sheltered Housing**
- **Homeownership team**

### Temporary Accommodation

**From Oct 2011 there will be:**
- 784 units of temp accom for singles
- 21 units for families (16 units in Belvidere from April 12)

**Figures exclude DV numbers yet as tender still ongoing**

The funding for this will change in Oct 2011 to £8,100,000

*NB - there are also a wider range of longer term FS support services available for people who require support in relation to their mental health*

This chart includes PCT funding for some services, but does not include the funding for the Enhanced GP practice or Merseycare’s Homeless Outreach Team.

The chart does not also include the funding for the Choice Based Lettings, Access Liverpool, Sheltered Housing and the Homeownership Team.
Conclusions:
We need to develop this chart further and include the financial investment in each area in order to see where the majority of the funding is being spent.

We need to increase the number of dispersed units of temporary accommodation which will mean we will ultimately need less building based services (which are very expensive) but we will be able to focus building based services at those that really need them.

Preventing Homelessness

284. The Housing Options Service delivered by the city council is the main service in Liverpool focused on preventing homelessness.

285. Access to the service is in person through any of the city council’s network of 11 One Stop Shops or by phone via Careline who take referral details. The referrals are then prioritised by a duty manager who contacts the service user directly and arranges an appointment for an officer to see them. People who are roofless that day are seen on the day.

286. The Housing Options Service has a permanent staff presence at the City Centre One Stop Shop in the Municipal Buildings on Dale St.

287. The service has a far greater emphasis on preventing homelessness and facilitating re-housing than the council’s previous homelessness services. It does this by:

- Having nearly twice as many staff dedicated to prevention than assessment
- Having a Prevention Officer contact everyone who is referred to the HOS and go through a range of prevention options, e.g.
- Using a specialist mediation service to resolve family disputes
- Direct action to prevent / reverse illegal evictions
- Supporting people in court to prevent possession proceedings
- Visiting people at home where necessary
- Using the Government’s ‘Mortgage Rescue Scheme’
- Working with ECHG’s Floating Support (homeless prevention) team
- A ‘Sanctuary Scheme’ for victims of domestic violence
- Completing Statutory homelessness assessments as quickly as possible
- Having a dedicated re-housing team
- Ensuring people are bidding on Property Pool and accepting ‘reasonable offers’ and supporting them to move

Support for rough sleepers

288. There are also a range of services which support rough sleepers away from a rough sleeping lifestyle. How these work together is shown in a process map in Appendix 4.

289. The Rough Sleepers Outreach Service (The Whitechapel Centre): offers one to one support to help rough sleepers come indoors and works with a variety of agencies to provide solutions to homelessness. The team engage with rough sleepers at the enablement service and during morning and evening outreach sessions on the streets of Liverpool.

290. Cold Weather provision (The Whitechapel Centre): During periods of cold weather the outreach team is increased and a night shelter service provided to prevent winter deaths. The Outreach team also has access to several ring fenced beds in various hostels to ensure quick access to temporary accommodation where appropriate and needed.
291. **The Rough Sleepers Enablement Service (The Whitechapel Centre):**
provides Open Access drop in for those sleeping rough where breakfast, showers, washing machine and a place to rest is available as well as an assessment to see what support you need. Weekdays 8 -10.30am. Activity sessions are held from 10.30am for people who attend the Open Access as a way of building confidence and skills. In the afternoons these sessions are accredited and can help homeless people develop the skills to manage a tenancy or prepare for work. There are also a series of on site surgeries from health providers, treatment agencies and JET (Jobs, Employment, Training) to help those most excluded to link in with other forms of support. The Rough Sleeper Enablement Service is based within the same building as a Housing and Welfare Rights (HWR) Team and the Street Outreach Team. Some of the individuals who access the service’s rough sleeper drop-in will have subsequently received support from outreach or HWR workers.

292. **Ring fenced beds for rough sleepers:** the city council funds 11 specific beds in 6 different hostels across the city for rough sleepers. Access to these beds is co-ordinated by the Rough Sleepers Outreach Team and is for rough sleepers who would not be able to access mainstream beds in hostels.

293. **Access to the private rented sector scheme for rough sleepers (The Whitechapel Centre):** The Rough Sleepers Outreach team have access to a bond scheme and a dedicated worker provides more intensive support to help those with a history of rough sleeping to access private rented accommodation if this is considered the best option for the individual. This scheme is funded by Crisis and a worker liaises with private sector landlords to ensure good working relations and that good quality and appropriate private accommodation is available for our clients.

294. **The Move Project - Volunteering Opportunities for Rough sleepers (The Whitechapel Centre):** in April 2011 The Whitechapel Centre set up The MOVE Project. The project works closely with the Rough Sleeper Enablement Service and aims to develop current and former service users (alongside other socially isolated individuals) so that they can volunteer at the centre or elsewhere. The volunteers undertake a wide range of roles within the centre including facilitating or leading sessions, triage support, accompanying clients to hostels and referring to other agencies.

295. **Evening Drop In (The Basement):** The Basement provide an early evening drop in service for rough sleepers.

296. **Street Drinkers Outreach Service (The Basement):** The PCT fund the Basement to provide a Street Drinkers Outreach Service.

297. **Residential Time Out Programme (The Basement):** The Basement residential is a two week alcohol detox programme in Wales that provides people with the opportunity to explore their alcohol addiction.

298. **Hospital outreach worker (The Basement):** An outreach worker is based at the Royal Liverpool University Hospital to ensure that anyone who is either homeless or vulnerably housed is not discharged to the streets.
299. **The Big Issue in the North:** The Big Issue in the North is a limited company employing staff to produce and distribute a weekly magazine that is sold by homeless people and others who have no means of earning an income in the North West and Yorkshire and Humber. As well as selling the magazine, most of our vendors are given advice by staff on how to find the services such as skills training or English language courses that can help them achieve their goals and move away from the streets for good. Vendors buy The Big Issue in the North from one of the regional offices for £1 and then sell it on established pitches in towns and cities for £2. They keep the £1 they make on every magazine.

300. **MerseyCare’s Homelessness Outreach Team: (H.O.T.):** is a specialist C.M.H.T managed and funded by Mersey Care NHS Trust. It has a remit for the assessment and care of people suffering from a severe and enduring mental illness (predominantly psychosis) who are homeless in Liverpool. The team focuses on rough sleepers, chaotic hostel dwellers or newcomers to the city with a history of homelessness elsewhere and the majority will also be drug or alcohol dependent.

301. **Personalised Solutions:** the city council recognises that each rough sleeper has individual needs and some people may need support / services that are tailored to their needs, or may need additional support or practical items to enable them to move off the streets and into settled accommodation. We use a small proportion of the Preventing Homelessness Grant to fund such personalised solutions which are then facilitated by the Rough Sleeper Outreach Service. Examples of which are:

- additional cleaning / support to support someone with incontinence issues to move into a hostel while their medical condition and social care needs can be formally assessed by the relevant services
- additional hours of support to enable a hostel to support someone with behaviour which has been identified as high risk, i.e. recent history of arson purchasing a TV to reduce loneliness

302. **Reconnections:** the purpose of reconnection is to support rough sleepers, particularly those who are new to rough sleeping, to return in a planned way to an area where they have accommodation, support networks or another type of connection and it is safe for them to return. The city council uses the Preventing Homelessness Grant to fund the travel costs associated with reconnecting people, whether within the UK or further afield and the Rough Sleepers Outreach Team facilitate the return.

**Advice Agencies**

303. There are 18 advice agencies within Liverpool as shown in the table overleaf. Four of these are centrally based, 8 are in the north of the city and 6 are in the south of the city. 10 of these are Citizen’s Advice Bureau’s and of these, Liverpool Central provides specialist housing advice and a court desk in the court.
304. Other homelessness services, such as the Basement and the Big Issue in the North do provide some housing advice and the Whitechapel Centre has a Housing Advice and Welfare Rights Service.

**Mediation and Reconciliation services:**

305. Liverpool City Council recognises the benefits that mediation can offer in preventing young people becoming homeless and has commissioned a mediation service until March 13. The service is provided by Involve Northwest and funded on a case by case basis.

### Advice agency

<table>
<thead>
<tr>
<th>Advice Agency</th>
<th>Location</th>
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<tbody>
<tr>
<td>Age Concern</td>
<td>Central</td>
</tr>
<tr>
<td>Anfield CAB</td>
<td>North</td>
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<tr>
<td>Croxteth &amp; Gilmoss Community Federation</td>
<td>North</td>
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<tr>
<td>Garston CAB</td>
<td>South</td>
</tr>
<tr>
<td>Liverpool Association of Disabled People</td>
<td>North</td>
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<tr>
<td>Liverpool Central CAB</td>
<td>Central</td>
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<tr>
<td>Local Solutions Advice</td>
<td>South</td>
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<tr>
<td>Merseyside Employment Law</td>
<td>Central</td>
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<tr>
<td>Merseyside Welfare Rights</td>
<td>Central</td>
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<tr>
<td>Netherley CAB</td>
<td>South</td>
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<tr>
<td>Norris Green CAB</td>
<td>North</td>
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<tr>
<td>North Liverpool CAB</td>
<td>North</td>
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<tr>
<td>RAISE</td>
<td>North</td>
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<tr>
<td>Speke CAB</td>
<td>South</td>
</tr>
<tr>
<td>Toxteth CAB</td>
<td>South</td>
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<tr>
<td>Vauxhall Community Law and Information Centre</td>
<td>North</td>
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<tr>
<td>Walton CAB</td>
<td>North</td>
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<tr>
<td>Wavertree CAB</td>
<td>South</td>
</tr>
</tbody>
</table>

### Service

<table>
<thead>
<tr>
<th>Service</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Liverpool City Council CLASS Landlord</td>
<td>City wide</td>
</tr>
<tr>
<td>Accreditation Scheme</td>
<td>City wide</td>
</tr>
<tr>
<td>Liverpool Private Rented Sector Forum</td>
<td>City wide</td>
</tr>
</tbody>
</table>
307. CLASS is a free scheme for private landlords, which recognises good quality, well-managed private rented accommodation. It sets out minimum safety, contractual and service delivery standards that tenants can expect when they rent accommodation. These standards are clear, understandable and readily achievable. Landlords self certify that their property meets the standard set out in the scheme and sign up to a code of management of practice.

308. Liverpool Private Rented Forum is the council’s mechanism for communicating, sharing information and consulting with private sector landlords. Meetings are held twice every year in Liverpool and topics presented are to do with the private sector. Any landlord or agent operating within the city can come to these meetings.

**Rent Deposit/guarantee schemes:**

309. There are three rent deposit/bond schemes operating at present in Liverpool.

<table>
<thead>
<tr>
<th>Agency</th>
<th>Location</th>
<th>Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing Options Service</td>
<td>City wide</td>
<td>Families only</td>
</tr>
<tr>
<td>Nugent Care</td>
<td>City wide</td>
<td>Single People</td>
</tr>
<tr>
<td>The Whitechapel centre</td>
<td>City Wide</td>
<td>Rough Sleepers</td>
</tr>
</tbody>
</table>

310. The Housing Options Service have a rent bond scheme for homeless families which also forms part of the council’s solution to overcrowding. This scheme is for homeless families at present.

311. Nugent Care is a charity funded by Supporting People to provide a rent deposit / bond scheme for single homeless people. The scheme has 24 units and provides low level housing support.

312. The Whitechapel Centre provides a rent deposit / bond scheme for rough sleepers. This scheme was piloted for 6 months using funding from the Department of Communities and Local Government with the aim of providing additional support for people who are rough sleeping or have a history of rough sleeping to move into and maintain a tenancy. The Whitechapel Centre has, with the support of the city council, applied for further funding to continue the scheme for a further year.

**Management of social housing by the housing authority and RSL’s**

313. In Liverpool, all social rented housing is provided by Housing Associations and Housing Co-operatives who currently manage more than 61,000 properties in the City. The main housing associations and co-operatives are listed below:

<table>
<thead>
<tr>
<th>Name of Registered Landlord</th>
</tr>
</thead>
<tbody>
<tr>
<td>Anchor Trust</td>
</tr>
<tr>
<td>Arena Housing Group</td>
</tr>
<tr>
<td>CDS Housing Association</td>
</tr>
<tr>
<td>Cobalt Housing</td>
</tr>
<tr>
<td>Cosmopolitan Housing Association</td>
</tr>
<tr>
<td>Eldonian Community Based Housing Association</td>
</tr>
<tr>
<td>“Johnnie” Johnson Housing Trust</td>
</tr>
</tbody>
</table>
Debt counselling:
314. Most of the advice agencies do debt advice but we are not aware of any specific debt advice service.

Supporting people programme
315. Supporting People provide £13,000,000 of funding for socially excluded groups. This provides approximately 900 units of temporary accommodation and 1100 units of floating support.
316. ECHG Floating Support Prevention Service provides floating support to enable people to remain in their homes.
317. The Whitechapel Centre Move On Move In Resettlement service provides resettlement support to enable people to move on successfully into their own accommodation and be equipped with the skills, knowledge and support with which to maintain it. This service also has dedicated workers who provide resettlement support to older people who may wish to access sheltered accommodation. In recognition of the specific barriers to move on that are experienced by some people, the service also co-ordinates a monthly Allocations Panel which delivers an effective vehicle for accessing tenancies in partnership with Registered Social Landlords.

Social services support for vulnerable people:
318. In Liverpool, social services are provided by the Children, Families and Adults business unit, within this unit Children’s and Adult Services are managed over two areas:
   • Services and care for adults are provided by Adult Social Care
   • Services and care for children are provided by Children’s Services
319. Careline is Liverpool council’s social care contact services where staff are available 24-hours-a-day, every day of the year, providing a central contact point for enquiries about services for children, adults, homeless families and people with mental health problems. Careline also works with our network of one stop shops as well as our partner agencies.

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Subject to annual financial review

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Name of Registered Landlord

Liverpool Housing Trust  
Liverpool Jewish Housing Association  
Liverpool Mutual Homes  
Pierhead Housing Association  
Pine Court Housing Association  
Regenda  
Riverside Housing  
South Liverpool Housing  
Steve Biko Housing Association  
Venture Housing Association  

---
Housing benefit administration:

320. Housing benefit can be applied for by completing an application form which can be accessed online, via any of the city council’s network of 11 One Stop Shops or by contacting Liverpool Direct. Appointments can also be made at the OSS for help with completing the application form.

Benefit liaison to young people delivered through Connexions:

321. We do not know of any benefit liaison delivered through Connexions.

Sanctuary Schemes:

322. Merseyside Police Authority provides a sanctuary scheme on behalf of Liverpool City Council.

<table>
<thead>
<tr>
<th>Service</th>
<th>Provider</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sanctuary Scheme</td>
<td>Merseyside Police Authority</td>
<td>City wide</td>
</tr>
</tbody>
</table>

323. A sanctuary is practical support where a number of security measures are put in place. Some of the security measures that can be fitted include new front and back doors, door locks, window locks, intruder alarms and fire safety measures. 50 sanctuaries have been provided in the first six months of this financial year (April – Oct 10).

Planning for housing needs of people leaving institutions e.g. local authority care, prison and the armed services

Local Authority Care:

324. Liverpool City Council’s Leaving Care team is based within the Corporate Parenting Service Area of the council. Young people leaving care are no longer rehoused via the city council’s homeless service but are now referred to the Resettlement Allocations Panel. This panel has been set up to meet the needs of a small group of specific groups who experience barriers to moving into settled accommodation and allows for better co-ordination of matching the right property with the young person at the right time. The panel meets monthly and consists of members of all participating Registered Social Landlords, the council’s leaving care team and the resettlement service provider.

<table>
<thead>
<tr>
<th>Service</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Council Leaving Care Team</td>
<td>City wide</td>
</tr>
<tr>
<td>Resettlement Allocations Panel</td>
<td>City wide</td>
</tr>
</tbody>
</table>

Prison:

325. A significant amount of work is carried out within the prisons by CAB and Connexions on prevention of homelessness and maintaining existing tenancies for short term prisoners, however at the point when the last comprehensive review of homelessness was carried out, it was recognised that more needed to be done. The newly commissioned Prison Resettlement Service (provided by Nacro) provides short term support to 25 prisoners (including 5 young offenders) seeking to be rehoused in Liverpool in order to prevent them becoming homeless on release from prison.
326. Liverpool’s allocations policy also allows people in prison to register on Property Pool up to six months prior to release from prison, although their application is suspended until they are released as they are unable to view potential properties.

<table>
<thead>
<tr>
<th>Service</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prison Resettlement Service (Nacro)</td>
<td>City wide and will deal with prisoners in prisons outside of Liverpool but who are returning to the city and have a local connection</td>
</tr>
</tbody>
</table>

The armed forces:

327. Liverpool’s allocation policy prioritises people being discharge from the Forces into the High Priority, Health / Welfare band. The Housing Options Service does not see any cases of people becoming homeless from the forces, but report that people may present to them who have been in the forces but who have returned to partners or family directly from being discharged but that this arrangement has broken down at a later date and thus they are categorised as becoming homeless due to a relationship / family breakdown.

Securing accommodation:

Initiatives to increase the supply of new affordable accommodation in the district (e.g. affordable housing secured through the planning system)

328. This is currently under review.

Provision of new housing for owner occupation

329. This is currently under review.

Initiatives to increase the supply of specialist and/or supported accommodation

330. Supporting People are currently in the process of retendering the accommodation based services for single homeless people. There are currently 947 of units of temporary accommodation for homeless people within the city but this will reduce to 784 units for single homeless people and 21 units for families as the hostel provision is being reconfigured.

The proportion of lettings RSL’s make available to the housing authority and to homeless people generally:

331. As previously

Local, regional and national mobility schemes (e.g. to assist tenants or homeless households to move on to other areas, incentives to reduce under-occupation, and assistance to move into home ownership)

332. Liverpool does not have a mobility scheme which allows people to move to other areas at present. The City Council is working with partner RSLs and other authorities to develop a Sub Regional CBL Scheme which will help to aid greater mobility in the city region.
Providing support:

Social services support under the community care programme
333. Work is currently being carried out on formalising an agreement between Adult Social Care and Housing Solutions on the assessment and provision of support for homeless people and rough sleepers. The purpose of this agreement is to ensure staff in both Adult Services and Housing Solutions work together to provide a seamless service to adults who are homeless and have care needs.

Social services support for children in need who require accommodation
334. In response to the House of Lords judgement of May 2009 in the case of G v LB Southwark and the subsequent statutory guidance issued by the department for Children, Schools and Families, and Communities and Local Government department in April 2010, which clarified the legal responsibilities of Children and Young People’s Services towards homeless 16 and 17 year olds and the interrelationship between duties under the Children Act 1989 and homelessness legislation a protocol has been developed in conjunction with Children’s Services.

335. This protocol sets how the council as a whole aims to best meet the needs of 16 and 17 year olds, and the responsibilities of Children and Young People’s Services, Housing Options Service and the Youth Offending team.

Social services support for young people at risk
336. At the time of the last review there was no service in place for young people at risk. Supporting People have addressed this and commissioned a new floating support service for young people at risk. The service has been operational since January 11 and is provided by Barnardos.

Schemes which offer practical support for formerly homeless people (e.g. furniture schemes)
337. The following Registered Social Landlords offer furniture packs:
Supported Hostel provision

338. There are currently 947 units of temporary accommodation for homeless people within the city but this will reduce to 784 units for single homeless people and 21 units for families as the hostel provision is being reconfigured.

Women’s refuges

339. There are 2 women’s refuges providing 25 units between them, one of which is a specialist BME refuge. Both these services are in the south of the city. These services are currently being retendered and reconfigured to increase the number of units to 27 and ensure an even geographical spread. The new services will be all be self-contained and delivered from three locations, one in the north and two in the south of the city (one of which will be BME specialist provision).

Support for people to access health care services (e.g. registration with a GP practice)

340. Brownlow Group Practice provide an enhanced service for homeless people. Its provision is set out in the table below:

<table>
<thead>
<tr>
<th>Registered Social Landlord</th>
<th>Scheme</th>
</tr>
</thead>
<tbody>
<tr>
<td>Liverpool Mutual Homes</td>
<td>Provides white goods, settee and arm chair, dining table and chairs, wardrobe and chest of drawers. Doesn’t provide floor or window coverings and packages vary according to tenants needs.</td>
</tr>
<tr>
<td>South Liverpool Housing</td>
<td>Provides white goods, settee and arm chair, dining table and chairs, wardrobe and chest of drawers. Packages vary according to tenants needs. and can include floor and window coverings</td>
</tr>
<tr>
<td>Plus Dane</td>
<td>Participated in a furnished pilot for Refugee Support Service in Liverpool in partnership with LCC and Furniture Resource Centre, but the pilot came to an end a couple of years ago. Over the past six months, Plus Dane have begun to consider this for new tenants in acute need a recycled furniture package free of charge. A project group is exploring this further</td>
</tr>
<tr>
<td>Arena</td>
<td>Arena Community based organisation created for training and employment of young people in Merseyside and Cheshire – similar to the Furniture Resource Centre. Provides recycled furniture ranging from a full package, to individual items. The service also collects furniture from void properties free of charge for recycling.</td>
</tr>
</tbody>
</table>
Support for people with problems of alcohol or substance abuse:

There are a wide range of services for people with substance misuse issues as shown below:

<table>
<thead>
<tr>
<th>Agency Name</th>
<th>Referral Procedures and Criteria</th>
<th>Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Addaction (formerly Lighthouse Project)</td>
<td>Self Referral or agency referral</td>
<td>Drugs workers to plan programmes of withdrawal, stabilising and treatment</td>
</tr>
<tr>
<td></td>
<td>GP referral via Shared Care</td>
<td>Counselling</td>
</tr>
<tr>
<td></td>
<td>Counselling and support for users of prescribed and illegal substances and also for families</td>
<td>Syringe Exchange</td>
</tr>
<tr>
<td></td>
<td>Should be targeting more stable users (e.g. those without concurrent mental health issues, lower levels of use, single substance use etc)</td>
<td>Bail Support Scheme</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Arrest referral Scheme</td>
</tr>
<tr>
<td></td>
<td></td>
<td>GP liaison</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Relapse prevention</td>
</tr>
<tr>
<td></td>
<td></td>
<td>including holistic therapies</td>
</tr>
<tr>
<td>Drug Dependency Unit</td>
<td>Self referral or agency</td>
<td>Meth Scripting</td>
</tr>
<tr>
<td></td>
<td>Chaotic drug users</td>
<td>Psychosocial interventions</td>
</tr>
<tr>
<td></td>
<td>Poly substance users</td>
<td>CBT</td>
</tr>
<tr>
<td></td>
<td>Dual Diagnosis (mental health &amp; Drugs)</td>
<td>Harm Reduction</td>
</tr>
<tr>
<td></td>
<td><strong>NB:</strong> Drugs workers are based at Hope House but if clients are linking in for the first time they should attend the drop in sessions which take place daily at The Gateway. Once stabilised/assessed they move over to Hope House.</td>
<td>Nurse Immuniser for screening of Blood Borne Viruses including HIV testing and counselling</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Link to mental health/other agencies and Kevin White Unit</td>
</tr>
<tr>
<td>Drug &amp; Alcohol Social Work Team</td>
<td>Ring Adult Careline to make initial referral through to the team. If you are unable to get the referral through try direct on 233 3167.</td>
<td>Assessments and funding for drug and alcohol users to access rehab.</td>
</tr>
<tr>
<td>Brownlow Group Practice</td>
<td>Drop in Clinic Thursdays 12-2PM for rough sleepers</td>
<td>Meth prescribing alongside treatment of physical health. Will refer on to DDU or Lighthouse as appropriate.</td>
</tr>
<tr>
<td>Agency Name</td>
<td>Referral Procedures and Criteria</td>
<td>Activities</td>
</tr>
<tr>
<td>-----------------------</td>
<td>----------------------------------</td>
<td>-----------------------------------------------------------------------------</td>
</tr>
</tbody>
</table>
| Independence Initiatives | Via referral form which can be faxed back  
Must be stable and usually linked to other agencies  
Cannot be under the influence while on site | One to one support to help service users back into training, education and employment |
| Kevin White Unit | Agency referral only. Send letter which includes details of physical and mental health, current and past drug use, relapse prevention plan etc. Send to The Gateway and not direct to Kevin White Unit. | In patient detox. Clients are expected to have a relapse prevention plan in place (e.g. will check if funding is in place for rehab etc) |
| OKUK | Ring to make appointment. | Free counselling service to young people of 11-19 years who either use substances or are affected by the use from others. |
| PADA | Information and referral service for partners and family of drug users  
Use telephone helpline for referral | Support Group 7.30 – 9.00 Tuesdays  
Advice and Information  
Support for grandparents/ respite scheme |
| Parkview Project | Self refer or via agency.  
Ring up for brief phone assessment and then will be given assessment date.  
Prior to entry must be drug free for 72 hours and alcohol free for 48 hours | Residential Treatment Centre – stay for up to 6 months  
Based on 12 steps principles |
| Sharp Liverpool | Ring to organise initial assessment.  
Check funding requirements. Must be 18 plus and at least 24 hours substance free. | Abstinence based structured day programme. Clients live at home and attend for 48 days – 9 weeks f/t and 3 weeks p/t. |
Support for people with mental health problems:

342. A number of organisations have specialist mental health workers including counsellors and most organisations offer emotional support for homeless people. We have also already mentioned, at the beginning of this section, Merseycare’s specialist Homeless Outreach Team which deals with rough sleepers and people in hostels. There are, however other specialist services for people with mental health issues who are or have been homeless / or are at risk of homelessness.

<table>
<thead>
<tr>
<th>Agency Name</th>
<th>Referral Procedures and Criteria</th>
<th>Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Partnership</td>
<td>Agency or Self Referral</td>
<td>Progress to Work: helps recovering drug users into meaningful employment, careers guidance, relapse prevention Transit: Basic employability program, job placement etc. Lasts 26 weeks</td>
</tr>
<tr>
<td>Spider Project</td>
<td>Telephone referral</td>
<td>Therapeutic groups with access to: Holistic therapies Sport and leisure Conservation Art and Creativityi Outward Bounds Peer Support</td>
</tr>
<tr>
<td>Young Addaction</td>
<td></td>
<td>Advice, information, assessment, counselling, support, and links to treatment for UNDER 18s</td>
</tr>
</tbody>
</table>

Support for people with mental health issues City wide

343. The CHAT Team provide a specialist service to prevent people with mental health issues becoming homeless on discharge from mental health wards in hospitals.

344. Creative Support provide floating support for people with mental health issues, promoting recovery, well being and greater independence.
Support for people with learning difficulties:

345. There are no formal agreements with Social Services for people with learning difficulties. There are specialist learning difficulties social services teams and referrals are taken via Careline. Each referral is dealt with on a case by case basis, dependant on assessed need.

Support for people seeking employment

346. The following service provide support for people seeking employment

<table>
<thead>
<tr>
<th>Agency</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>JET (Jobs, Education and Training Service)</td>
<td>13 offices across the 5 neighbourhood areas of Liverpool</td>
</tr>
<tr>
<td>Rough Sleepers Enablement Service (the service has a dedicated JET worker)</td>
<td>Citywide</td>
</tr>
</tbody>
</table>

347. The Whitechapel Enablement Centre has a JET worker on site 21 hours a week.

348. Homeless People can also access the city wide JET service.

349. Job Centre Plus are also working to set up Job Clubs in the two main agencies that deal with homeless people in the city, the Basement and the Whitechapel Centre

350. Create is a not for profit social enterprise company which is committed to providing innovative training and employment opportunities for people who have been homeless, marginalised or vulnerable. Create is a Leeds based Social Enterprise who successfully run a number of businesses in Leeds, Doncaster and Birmingham in the following areas: catering, hospitality, cafes and retail outlets. These businesses provide training and employment opportunities for people who have been homeless.

351. Create now want to set up a social enterprise here in Liverpool. An introduction was facilitated by our Specialist Advisor on Homelessness from the Department of Communities and Local Government who rate this organisation very highly.

352. The aim is to set up four businesses in the city as follows:

- a catering business
- 2 café / bistro businesses (one of which may be in a town in a neighbouring authority)
- a high end restaurant

353. These businesses would provide training and employment opportunities for homeless people providing a range of opportunities, for example, if people were not quite work ready and nervous about facing the public, they could be employed in the catering business which is not public facing. Alternatively, there are opportunities for people to become highly skilled in the hospitality trade. All employees are supported to settle into a work environment and gain qualifications. About 100 people a year are expected to be trained and 30 people will get jobs in these businesses.

354. Create also have a commitment from Morrison’s Supermarket to provide 1,000 work ready people which have been through Create’s training and employment scheme to the supermarket to take up permanent jobs.
355. The national charity Crisis are setting up a Skylight service across the City Region which will operate through existing services such as the Salvation Army or YMCA. Homeless people can take part in free practical and creative workshops ranging from bicycle repair to performing arts. These help people to restore their well-being, regain confidence, build their basic skills and raise their aspirations.

**Advocacy support**

356. Most organisations that provide support for homeless people provide a level of advocacy for service users
Resources Available

This section of the review asks us to consider the resources available for the following activities:

- preventing homelessness
- securing accommodation
- providing support

357. As a lot of this information regarding the resources available for individual services is commercially sensitive information, we will therefore consider the funding sources in general.

New affordable accommodation in the district

358. The Affordable Homes Programme 2011-15 (AHP) aims to increase the supply of new affordable homes in England. During 2011-15, £4.5bn will be invested nationally in affordable housing through the Affordable Homes Programme and existing commitments from the previous National Affordable Housing Programme. The majority of the homes built will be made available as Affordable Rent with some for affordable home ownership, supported housing and in some circumstances, social rent.

359. The Homelessness Change strand within the current Affordable Homes Programme aims to build on the success of Places of Change. With a specific focus on developing new or refurbished hostel accommodation with an emphasis on the elimination of poor quality, unfit for purpose facilities, up to £37.5m of Affordable Homes funding will be made available specifically for Homelessness Change projects over this current Spending Review period.

360. The current bidding round is still open so we are unable to comment on bids from within the district.

361. Previously, in Liverpool, the city council was awarded £3.7 M to invest in turning the city council’s hostels for single people into Places of Change. As part of this process, Geneva Road was completely refurbished and the premises at Green Lane were demolished and replaced with a purpose built building. Both centres have much better facilities, including training facilities and all rooms are ensuite.

362. In 2010/11, the Basement was awarded £66,000 to assist with the refurbishment of its new premises, and Liverpool Allotment Alliance was awarded £6,000 for equipment.

Supporting People Funding

363. £13,000,000 of Supporting People funds 900 units of temporary accommodation and 1100 units of floating support for socially excluded groups including homeless people.

Housing Options Service

364. The Housing Options Service is funded from the council’s base budget. It costs £1,358,000 per year (this figure includes £394,500 contribution to the Benefits Maximisation Service).
Preventing Homelessness Grant

365. The Preventing Homelessness Grant administered by DCLG has been increased to £600,000 per year from April 2011 (the grant was previously £300,000). DCLG have written to all local authorities outlining the types of prevention and rough sleeping initiatives they expect the grant to be spent on. They have also only allocated the funding for 2 years, after which, they will review what it has been spent on, before deciding on the allocation for the following 2 years. This grant now includes funding to tackle under occupation.

Preventing Repossessions Grant

366. In 2009, DCLG issued local authorities with a specific grant for tackling repossessions. At the end of each financial year, any part of this grant which has not been spent is rolled into the next financial year. The current balance of the grant is: £142,000

Other funding:

367. Mental health funding: £80,000 per year for the Rough Sleepers Enablement Service

Primary Care Trust:

368. The Primary Care Trust fund a range of services which homeless people and rough sleepers use. The most connected of these services to homeless people are:

- enhanced GP practice and homeless nurses
- alcohol nurse and street drinkers outreach service
- drug and alcohol services
- leg ulcer services

Community Resources Unit

369. The Community Resources Unit funds voluntary and community sector organisations whose work supports and involves residents in diverse communities, especially those experiencing multiple deprivation and discrimination. Under the Stronger Communities theme of the funding, organisations can apply for funding for services for homeless people and rough sleepers. £50,000 has been allocated from this financial year’s funding for a supported volunteer training programme for homeless people, includes befriending opportunities, one-to-one support for homeless people to attend social and other non-housing related activities.

Mental Health services

370. Recognising that a significant number of homeless people and rough sleepers have mental health issues, the PCT fund a dedicated mental health outreach team for rough sleepers.

Jobs, Education and Training

371. The JET Service have committed a part time worker to the Rough Sleepers Enablement Service for the duration of the contract.
DCLG funding

372. Due to Liverpool’s success in tackling rough sleeping, DCLG have made further small amounts of funding available to Liverpool as follows:

In 2009/10:
- £20,000 to fund Basement Residentials.
- £20,000 to fund a pilot scheme to access the private sector for rough sleepers. The pilot has been successful and the service is now funded by Crisis with a some match funding from the city council.

In 2011:
- £120,000 to lead on a City Region project to implement a “No 2nd Night Out” Protocol to reduce rough sleeping across the city region.

374. As a result, it was proposed and agreed to enhance the current arrangements and merge the Core Strategy Group and the Homelessness Strategy Steering Group to form one new entity, the Vulnerable Persons Commissioning Group (VPG) which reports directly to the Supporting People Commissioning Body. This group deals with supporting people funding and the commissioning of housing services currently funded through the Area Based Grant.

375. How the VPG links into the wider structures of Liverpool First, the city council and to stakeholders and other specific homelessness groups is displayed in the structure chart overleaf:

Governance Structure in relation to the Homelessness Strategy

373. At the time of writing the 2008/11 Homelessness Strategy, a Homelessness Strategy Steering Group was set up to oversee the development and implementation of the strategy. Since that time closer working relations and synergy has developed between the Homelessness Strategy Steering Group and the Supporting People Core Strategy Group. Members of both groups have been doing a significant amount of joint working on commissioned services and there is considerable cross membership between the two groups. The benefit gained from joint working has included greater efficiency, meeting wider strategic objectives and economies of scale.
Figure 58: Governance Structure in relation to the Homelessness Strategy from 2008/2009 to 2010/11
376. Although the theory of this structure is good for monitoring the work of the strategy, the Vulnerable People’s Commissioning Group did not actually meet often for a number of reasons. The main reason being the significant changes that were happening within the city. A smaller group, consisting of the officers who were responsible for the majority of the actions, and the chair of the RSL Homeless Champions Group, was set up and met quarterly to monitor progress of the strategy.

Outcomes from the previous strategy 2008 - 11

377. In this section of the report we will use the following ways to establish how successful the 2008/11 Homelessness Strategy has been:

- how the strategy was viewed by the Audit Commission’s inspection of the Strategic Housing Function of the council
- the number and percentage of actions completed
- key performance indicators
- the conclusions of a formal review of the Housing Options Service

Audit Commission Inspection

378. During September 2010, the Audit Commission carried out a comprehensive assessment of the Strategic Housing Function of the council. The council was assessed as a “fair” one star service that has promising prospects for improvement. This is an extract of all the directly relevant material in the report to do with Homelessness.

379. One of the range of strengths include:

- introducing a new housing options team with a focus on prevention and reducing the levels of homelessness

380. There are also no formal recommendations regarding improvement in relation to the Homelessness Strategy or the Housing Options Service in the report. The following are direct quotes from the report.

On the positive side:

381. Arrangements to engage vulnerable service users are also well established. They include:....

“a sub regional Homelessness Forum that meets quarterly, shares best practice and performance information and has developed joint initiatives such as multi-agency monitoring and cold weather provision.

382. It (the council) has robust strategies to address the housing support needs of local people and homelessness.

383. Positively, the council has retained previous poorer performing indicators, such as BVPI 183 (average length of stay in hostel accommodation) to track improvement. Progress reporting of the delivery of the homelessness strategy has been robust and thorough. Reports enable the council and its partners to see overall progress.
384. Performance management in the area of housing options is strong and embedded. A wide range of performance information is used and compared to other organizations in order to understand the service in relation to the demands placed upon it and its priorities. Performance information is routinely scrutinized and shared with partners, particularly in the area of homelessness to see how well the strategy is working and identify areas that need to improve. This is enabling the service to reconfigure its approach, for example, introduce the housing options service, and consider a gateway (single access) approach.

385. Learning has also been applied in specific areas of the strategic housing service. For example, in implementing the new housing options service that is delivering improved performance outcomes and the use of monthly monitors which brings together various elements of performance and progress reporting.

386. Effective use is being made of other funding sources. The council has secured and used various funding, for example various CLG funding initiatives to tackle homelessness and overcrowding.

387. A greater focus on prevention is delivering positive results for homeless residents.

388. An effective strategic approach to tackling homelessness is in place. A new housing options team was introduced in February 2009 with greater capacity and focus on homelessness prevention. Homeless applications are being dealt with more swiftly. Rent deposit and bond schemes are available to help vulnerable people access private rented accommodation, if necessary with a floating support package.

There are a range of housing options and support services in place to meet the needs of vulnerable people. These include a complex needs assessment group, an allocations (resettlement) panel, a protocol with Community Health for hospital discharges and a street outreach service. Positive outcomes include increases in the level of prevention, a reduction in the number of repeat homelessness cases, and a reduction in the level of presentations and acceptances. Service users are very satisfied with the service provided and fewer people are sleeping rough. In addition the council met its CLG homelessness target and it has not placed anyone in bed and breakfast for two years.

On the negative side:

389. The value for money review of the homelessness and asylum seekers unit is the only strategic housing area that has been reviewed so far. For a number of reasons it did not undergo a full review and therefore a conclusion on the value for money of the unit was not reached.

Outcomes from 2008/11 Action Plan

390. There have been a total of 99 actions over the three years of the action plan. Of these, 90 have been completed (91%). This is a significant improvement on the council’s first homelessness strategy which managed only to complete 14% of the actions over 5 years.

391. There are nine remaining actions in the action plan as follows:

- produce an electronic self help housing advice pack
- develop a protocol with agencies that support ex service personnel with homelessness issues
- work with RSL’s to review policies in relation to victims and perpetrators of domestic violence
• review the effectiveness of prevention options by carrying out a survey of random sample of prevention cases
• develop a framework for effective joint working with adult social services
• commission a Gateway Service
• eliminate the use of hostel accommodation as temporary accommodation for families
• implement the Supporting people commissioning plan
• replace the council’s current IT system for collecting homelessness

392. In order to measure how effective we are, we measure different aspects of the work we do and in some cases we have targets to meet. Some of these are local targets set by the city council, and some of these are national targets set by the government. We also have specific targets aligned to the Homelessness Strategy which are as follows:

NI 156: To half the number of households placed in temporary accommodation by the council, by December 2010, from a baseline number measured in December 2004.

393. The key target we have had was to half the number of households placed in temporary accommodation by the council, by December 2010, from a baseline number measured in December 2004. For Liverpool, our target has been to reduce the number of these households to 92.

394. The chart below shows our performance against this target (the red line indicates the target of 92) and shows that we successfully met the target ahead of schedule in February 2010.

% of assessments completed with 33 days

395. We measure how long statutory homelessness assessments take and had a target to assess 95% of all homelessness assessments in less than 33 days. For 2011/12, we have increased this target to 95% of all assessments within 15 days.
It appears from the above chart that we had been performing badly in this area, however this is not the case. The electronic system (SUIS) we use to record data on homelessness is unable to distinguish homelessness prevention from homelessness assessment. As homelessness prevention can take several months, these timescales are included in the above figures thus showing an inaccurate picture. Progress is underway to purchase a specific homelessness database so this information should be more accurate in future. However, a manual system was introduced in July 2010 to measure this performance indicator more effectively until the new IT system can be purchased and shows that the target of completing statutory homelessness assessments within 33 days has been met.

**BVPI 183 (ii): the average length of stay for families in hostel accommodation.**

Our target is to reduce the average length of stay in hostel accommodation for households who include dependent children, or a pregnant woman and which are unintentionally homeless and in priority need to 14 weeks in 2009/10 and 12 weeks in 2010/2011, and 10 weeks in 2011/12.
398. This target was not achieved in 2009/10 and a separate project group has been set up to implement an action plan to reduce the length of time in hostel accommodation.

399. Despite this project group and the fact that there are sufficient allocations to statutory homeless people, there has not been any significant progress in meeting this target.

**HAS 0002: The average length of stay in hostel accommodation for single homeless people.**

400. Our target is to reduce the average length of stay in hostel accommodation for single households to 20 weeks in 2009/10 and 12 weeks in 2010/11 and 10 weeks in 2011/12.

401. This target also has not been met in 2009/10 or 2010/11 but the measures that are being introduced to improve performance for BVP1 183(ii) will be implemented to improve performance for this performance indicator. There are particular issues with the length of stay for young homeless people.

**Reduce repeat homelessness by ensuring that less than 10% of homelessness presentations have presented a homeless previously within the last two years.**

402. This target has been achieved.
Reduce rough sleeping by two thirds of the number counted in 1998 (17 rough sleepers were counted in 1998 setting a target of 6) by 2009/10 and maintain above reduction and reduce rough sleeping to as close to zero as possible by 2010/11.

403. This target has been achieved.

Maintain the use of B&B accommodation at zero

404. This target has been achieved. The use of B&B has been maintained at zero since Nov 2008.
405. We also monitor the number of statutory and non priority homeless people rehoused through property pool as shown in the chart above on the previous page.

**Formal Review of the Housing Options Service**

406. The Housing Options Service was launched in February 2009 after 2 years of research, development work, negotiations, internal service review and implementation.

407. As part of the consultation process Housing Solutions agreed to carry out a full review of how the service was operating and have undertaken the following activities as part of the review process:

- analysed the flow of people through the service
- asked stakeholders what was positive about the service and what could be improved
- commissioned independent consultants to find out what service users and stakeholders think of the service
- conduct weekly service user exit surveys
- asked staff their views
- an internal value for money review has been carried out

408. Prior to the Housing Options Service the homelessness service was rather fragmented, with five different teams carrying out statutory homelessness assessments. The main areas of concern were that:

- there were different process for singles & families
- there were no uniform procedures, processes, forms across services
- there were 5 teams & 3 management teams
- the resources were not proportionate to demand
- there was only one full time prevention person
- there was no face to face assessment for families
- there was no investment in prevention initiatives
- there were more officers processing homelessness than preventing it
409. The conclusions of the review of the service are as follows:

1. Our performance management targets and feedback from the audit commission, staff, and stakeholders demonstrates that overall, the Housing Options Service is doing what we had planned it to do

2. The Housing Options Service is dealing with roughly the same amount of people as previously but in a different way

3. There are gaps in the information we require to analyse the performance / volume of work of the service

4. On the whole service users are satisfied or very satisfied with the service and how they access it

5. More could be done regarding publicity as not many people were aware of the service until they needed it, but most were able to find out about it quite quickly through their local One Stop Shop

6. Communication could also be improved and service users should all be given the basic information about the service

7. Stakeholders were, in general, less satisfied with the service than the service users

8. The main areas of concern for stakeholders were the availability of information from the Council about various aspects of the service and the speed with which the initial referral and later assessment processes were carried out

9. Staff enjoy the focus on preventing homelessness rather than assessing it and that the service is more accessible than previously

10. Staff prefer the flexible approach to appointments and having access to a wide range of prevention tools but recognize the bond scheme needs to be extended

11. Staff also think the improved communication with hostels and RSL’s along side a more focused approach to bidding on Property Pool benefit the service user

Conclusions:

The strategy is achieving its vision:

“to prevent homelessness whenever possible and where homelessness does occur, move people into settled homes as soon as possible” and

- the Housing Options Service is doing what it was set up to do
- the number of people placed in temporary accommodation by the local authority has continued to fall and is at an all time low of 54 (Dec 10)
- the more focused approach on reducing rough sleeping is working
- Rough sleeping is at an all time low. The latest rough sleepers count carried out in March 10 counted 3 rough sleepers

However, statutory homeless people are still spending too long in temporary accommodation and there are particular issues for young people spending too long in temporary accommodation
Consultation with Service users

410. In the development of our previous two homelessness strategies, we commissioned external consultants to carry out consultation exercises with service users. Whilst there is some benefit in consultation being carried out by people other than the council (i.e. service users may feel able to speak more freely), there are also benefits to be gained in speaking directly to service users (i.e. we gain a better understanding of what they mean).

411. We also were becoming aware of an increasing number of meaningful activities being accessed by service users and an increasing number of service users who had made great achievements.

412. We, therefore, decided to host a half day event at the Town Hall to celebrate the achievements of service users, showcase their talents and ask them what they thought of our services. This event was held on the 23rd September 2010 for service users from all services for homeless people in Liverpool. Service users facilitated workshops, in between a performance from Urban Strawberry Lunch’s Homelessness Drumming band, a drama performance by Collective Encounters, a presentation on a new and innovative Allotments Alliance Project, and a musical performance by a service user from Mildmay House.

413. The event was attended by approximately 80 service users and support workers and this is what they said:

414. Firstly, we wanted to know what was important to service users on a personal level, so we asked them, “what have you achieved in the last year/what are you proud of that you’ve done in the last 12 months?”

415. Their answers have been divided into the following categories:

<table>
<thead>
<tr>
<th><strong>Personal Development / relationships</strong></th>
<th><strong>Becoming motivated to help myself</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Overcoming issues such as embarrassment and other barriers</td>
<td>Dealt with my self confidence issues</td>
</tr>
<tr>
<td>Being around other people</td>
<td>Finding the ability to cope with life better</td>
</tr>
<tr>
<td>Moving Forward</td>
<td>I picked my children up from school for the first time and attended a parents evening</td>
</tr>
<tr>
<td>Made positive changes</td>
<td>Ambitions are greater</td>
</tr>
<tr>
<td>Gained more confidence</td>
<td>Getting out of an abusive relationship</td>
</tr>
<tr>
<td>Getting out of a negative relationship and moving forward</td>
<td>Help other people in same situation</td>
</tr>
</tbody>
</table>
### Meaningful activity / sports / education / volunteering

<table>
<thead>
<tr>
<th>Activity</th>
<th>Gained an NVQ in care</th>
</tr>
</thead>
<tbody>
<tr>
<td>Created the Hollywood Homeless exhibition and band</td>
<td></td>
</tr>
<tr>
<td>Enhancing skills in areas like music and art</td>
<td>Gained a computer certificate</td>
</tr>
<tr>
<td>Taking part in the homeless games</td>
<td>Qualifications and access to further education</td>
</tr>
<tr>
<td>Being part of the winning team for dragon boat racing</td>
<td>Potentially attending EFC training</td>
</tr>
<tr>
<td>Drama</td>
<td>Coming 2nd in a football tournament</td>
</tr>
<tr>
<td>Winning the Jacobs cup</td>
<td>Being able to attend football matches</td>
</tr>
<tr>
<td>Gaining a B-Tec in Art and Design</td>
<td></td>
</tr>
</tbody>
</table>

### Resettlement / addressing housing issues

<table>
<thead>
<tr>
<th>Activity</th>
<th>Getting off the streets</th>
</tr>
</thead>
<tbody>
<tr>
<td>Seeking help to aid resettlement and benefit advice</td>
<td></td>
</tr>
<tr>
<td>Acquiring my own place to live</td>
<td>Getting into a hostel</td>
</tr>
<tr>
<td>Moving out of a hostel and in on my own</td>
<td>Got onto Property Pool</td>
</tr>
</tbody>
</table>

### Addressing Drug / Alcohol issues / Health

<table>
<thead>
<tr>
<th>Activity</th>
<th>Dealing with drug issues</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduced chaotic behaviour and overcome addiction</td>
<td></td>
</tr>
<tr>
<td>Got clean off alcohol</td>
<td>Coming off drugs has helped me to rebuild and maintain my relationship with my family</td>
</tr>
<tr>
<td>Improved health</td>
<td></td>
</tr>
</tbody>
</table>

### Other

<table>
<thead>
<tr>
<th>Activity</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Going to London to visit Buckingham Palace and Houses of Parliament</td>
<td></td>
</tr>
</tbody>
</table>

**Conclusions:**

It is not just housing that is important to homelessness service users but jobs, education, and training.
416. In order to establish which organisations / services, that service users found useful we asked service users, “What advice would you give someone who has just become homeless in Liverpool?”

417. Their answers were as follows:

<table>
<thead>
<tr>
<th>Access all services</th>
<th>Call the Housing Options Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do not be afraid to ask questions</td>
<td>Follow your own mind and don’t be influenced by others</td>
</tr>
<tr>
<td>Geneva Road</td>
<td>Go to the CAB</td>
</tr>
<tr>
<td>Keep chin up</td>
<td>Local Authorities</td>
</tr>
<tr>
<td>One Stop Shop</td>
<td>Police Station</td>
</tr>
<tr>
<td>Salvation Army</td>
<td>Speak to Careline</td>
</tr>
<tr>
<td>Stay away from drugs and alcohol</td>
<td>Stay positive</td>
</tr>
<tr>
<td>Talk to real friends</td>
<td>Talk to Whitechapel, the Basement and the YMCA</td>
</tr>
</tbody>
</table>

Conclusions:
-service users were aware of a variety of services which help homeless people

418. Finally, in order to establish what solutions service users wanted for their housing issues we asked: “What do you want for your future? What support would you need to make this work for you?”

| To not be fobbed off from Housing Associations and to have support from private landlords | I want to be happy – I need support and help to get my own home to be happy |
| To move out of Hostel | When I ask for help, I want people to not turn their backs on me |
| Commitment from Government to be serious about tackling homelessness | Free phone calls to Government agencies |
| I want a job helping people in my situation x 3 | I want my own place, and a job to be financially secure and regular access to my children |
| I want paid employment | Trust and Respect |
| Support to move on | Access to funds for essential items like clothes and food |
| Dual payments for people moving out | Easier access to emergency accommodation |
| Local authorities need to work closer together | A stable and secure future |
| To stay clean | |
Conclusions:
In order to create a stable future for themselves, service users want respect from organisations, support to help them move into their own accommodation and to access employment.

Consultation with stakeholders

419. We have an effective system in place for consulting regularly with stakeholders. Large stakeholder events are held twice yearly (May and November) which are open to anyone involved in homelessness. Attendance is usually between 80 and 100 people representing approximately 40 -50 organisations.

420. These half day events give us the opportunity to tell stakeholders how our services are performing, and any local or national changes in the previous six months. It also, importantly, gives us the chance to meet stakeholders and listen to their views.

421. Over the past year we have used these stakeholder events to ask stakeholders what they think of current services and what they would like services to look like in the future. On 25th May 2010, we asked stakeholders to tell us what was the biggest achievement of the past two years, and what the biggest barrier was at that time. What they said is summarised in the tables below:

The biggest achievement of the last two years

<table>
<thead>
<tr>
<th>Achievement</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reviewing the allocations policy (hostel dwellers – higher priority access)</td>
<td>2</td>
</tr>
<tr>
<td>Better consultation on where the money is going</td>
<td></td>
</tr>
<tr>
<td>Review of the free food/dependency culture is for the better</td>
<td></td>
</tr>
<tr>
<td>The standard of accommodation on offer (both temp and perm)</td>
<td></td>
</tr>
<tr>
<td>The complex needs panel</td>
<td>2</td>
</tr>
<tr>
<td>Floating Support Services</td>
<td>2</td>
</tr>
<tr>
<td>Move on Move In pilot / Older Persons pilot</td>
<td></td>
</tr>
<tr>
<td>New banding for homelessness – consistency and better options for them</td>
<td></td>
</tr>
<tr>
<td>Communication – liaison with stakeholders has got better</td>
<td></td>
</tr>
<tr>
<td>More joint working and partnership working / better communication</td>
<td>9</td>
</tr>
<tr>
<td>Genuine reduction in rough sleeping</td>
<td>3</td>
</tr>
<tr>
<td>Funding to return A8’s home</td>
<td></td>
</tr>
<tr>
<td>Use of private rented in a positive way</td>
<td></td>
</tr>
<tr>
<td>Bond scheme</td>
<td>2</td>
</tr>
<tr>
<td>Steam lining of referral systems to assessment/prevention</td>
<td></td>
</tr>
<tr>
<td>Joint agreement for admission and discharge of homeless patients</td>
<td></td>
</tr>
<tr>
<td>Non priority cases being moved through the system</td>
<td></td>
</tr>
<tr>
<td>HOS more accessible through 11 shops and Careline</td>
<td></td>
</tr>
<tr>
<td>Hitting targets</td>
<td></td>
</tr>
<tr>
<td>Rough sleepers group</td>
<td>2</td>
</tr>
<tr>
<td>Ring fenced beds</td>
<td>5</td>
</tr>
</tbody>
</table>
**Conclusions:** the previous strategy has achieved what it set out to.

<table>
<thead>
<tr>
<th>The biggest remaining barrier</th>
</tr>
</thead>
<tbody>
<tr>
<td>RSLs failing to accept customers with ASBOS offenders</td>
</tr>
<tr>
<td>substance misuse/debt</td>
</tr>
<tr>
<td>Temporary timescales for certain service users</td>
</tr>
<tr>
<td>Excessive paperwork required to assist people to move on</td>
</tr>
<tr>
<td>Housing options assessment – issue if someone can’t physically access a OSS <em>Gateway should improve this</em></td>
</tr>
<tr>
<td>People with drug/alcohol/mental health sustaining hostel accommodation and then moving on</td>
</tr>
<tr>
<td>Refugees need to go into hostels to move on but these can create problems for them – no translators</td>
</tr>
<tr>
<td>Hostel accommodations living can be chaotic environments</td>
</tr>
<tr>
<td>Accommodation providers working individuality</td>
</tr>
<tr>
<td>People moving out of hostels into accommodation with no support or furniture</td>
</tr>
<tr>
<td>Cost of hostel accommodation means that people have to stay on benefits</td>
</tr>
<tr>
<td>People in hostels who need care – issue in them being assessed</td>
</tr>
<tr>
<td>Shared facilities (e.g. kitchens) can cause problems amongst users</td>
</tr>
<tr>
<td>Still issues with accessibility to hostels</td>
</tr>
<tr>
<td>RSLs failing to accept customers with ASBOS offenders</td>
</tr>
<tr>
<td>substance misuse/debt</td>
</tr>
<tr>
<td>Motivating clients to change/maintain change to lifestyles x 2</td>
</tr>
<tr>
<td>Housing option – time for appointment</td>
</tr>
<tr>
<td>Lack of promotional literature in community – could use job centres/public spaces</td>
</tr>
<tr>
<td>Prison service itself can be a barrier for ex offenders</td>
</tr>
<tr>
<td>Access to alcohol services (quickly)</td>
</tr>
<tr>
<td>People with pets</td>
</tr>
<tr>
<td>Reduction in hostel bed spaces</td>
</tr>
</tbody>
</table>
422. Stakeholders said that the following groups of people were still not getting a service:

- Chaotic service users who miss appointments
- Under 25 year olds in the private sector
- No financial inclusion provision
- Victims of domestic violence where there are drug/alcohol issues
- People with no resource to public funds, A2 & A8 nationals
- Physically disabled having to go into residential care as homes aren’t suitable
- People with sex offending histories
- Failed asylum seekers
- Adults with learning difficulties
- Hidden homeless (squats, sofa surfing)
- Ex offenders of all types
- Single homeless non priority – especially women x 2 - No bond scheme for singles ready for tenancy
- Drinkers in general
- Intentionally homeless
- Those without ties to Liverpool
- Larger families - No 4/5 bedroom properties being built
- Arsonists
- People who are not aware that they need a service such as people with mental health issues and learning disabilities (not currently assessed)
- Homeless people who work

Visioning for the future with Stakeholders:

423. At our stakeholder day on 29th November 2010, we asked stakeholders to develop a vision of what they would like homeless services to be like in the next 4 years.

424. Although there were 80 + people at the event, the responses they gave were very similar and described easier and quicker access to services as shown by the quotations from the stakeholder feedback below and overleaf:

“**Direct assessment for homeless, young people and entrenched rough sleepers into a realistic environment that they can afford that will empower them to take ownership and responsibility**”

“**There is a speedily coordinated approach to accessing appropriate pathways of housing and support**”

“**Vulnerable adults (complex needs) will be assessed and placed in an appropriate, safe environment within 24 hours.......... Within further 48 hours – full housing needs assessment identifies clear pathway into sustainable accommodation with support**”
Further suggested visions echoed the same theme as the above but in reference to particular groups of service users, for example, prisoners, young people, people with mental health issues or a learning disability.

Other suggestions focused on joint working and increased communication:

All homeless services to be coordinated - one stop shop for homeless people or people at risk / All services in one place x2

Housing solutions are fully integrated (service delivery and strategically) with education, benefits, job creation, neighbourhoods, health, adults and children’s services, training

There was also concern that the Supporting People Grant and Homelessness Grant would not be spent on homelessness but diverted elsewhere.

There were also suggestions that we do some things differently:

There are ‘hotels’ run by residents to develop skills and aspirations

There is a new kind of accommodation to meet the needs of young people, drinkers with high support needs and other client groups not getting a service
429. Using the feedback from this visioning exercise, we devised the following draft vision:

**In Liverpool:**

anyone who is threatened with homelessness is prevented from becoming homeless whenever possible

and

anyone who is homeless today is supported into appropriate accommodation tomorrow

and that

no individual who is sleeping on the streets for the first time, is sleeping out for more than one night

430. At a stakeholder event on 11th May 11, we carried out further consultation with stakeholders about the draft vision. In general they agreed with it, calling it “clear and simple” and it had “increased flexibility”, but had some questions about how it would impact upon particular groups of people, for example people in employment, people with no recourse to public funds, asylum seekers and would the solutions given be sustainable.
431. We then asked stakeholders what are the critical things are that we need to do to achieve this vision. Their responses are as follows:

- Partnership working/shared databases/different funding stream – private sector
- Important private landlords provide a suitable standard of accommodation. Accreditation a matter of course. Affordable accommodation is readily available
- An easier link/transaction from temporary supported accommodation into permanent accommodation ie costs of getting full time work – temp accommodation is unaffordable – could there be a 4 week period of more affordable accommodation until Service User has enough money for deposit/furniture etc?
- Drop-in service for Housing Options
- Increased partnership work
- Joint commissioning
- Developing better partnerships and working practice
- Rapid access to health/social needs
- Identify literacy/mental health
- Lack of confidence can be a big barrier to uptake of services

432. We also recognised that there may be some negative consequences for stakeholders in achieving this vision and asked what these could be. Their answers are as follows:

- Loss of funding / Closure of certain providers
- Loss of jobs for people in supporting people services
- People moving from other areas as out provision is better. Increased demand and pressure
- Setting people up to fail – if tenancy does not have furniture, gas, electricity etc
- Need to reconfigure and manage physical workforce implications of reduced need for hostel places
- Will individual needs be foremost?
Conclusions of the review:

The Homelessness Review has raised the following questions:

1. In the current economic climate, why are the numbers of people approaching the Housing Options Service, reducing?
2. We are unable to determine what happens to the service users triaged by the duty manager who leave the process at the triage point. 1,455 are filtered out of the system (i.e. referred to other services) by the duty manager.
3. We don’t know whether a service user has been referred previously.
4. We don’t know how many people in total have been placed in temporary accommodation.
5. Why is there such a high rate of non attendance at interview?
6. We are unable to determine household type or gender at point of contact.
7. We are unable to determine what happens to the service users triaged by the duty manager who leave the process at the triage point. 1,455 are filtered out of the system (i.e. referred to other services) by the duty manager.
8. We don’t know whether a service user has been referred previously.
9. We don’t know how many people in total have been placed in temporary accommodation.
10. Why is there such a high rate of non attendance at interview?
11. Why are there so many in the other category for both prevention and relief?
12. Is this an issue to do with data recording and do Housing Options Service staff need more training in inputting data into the IT system?
13. Why are we not accepting a similar % of people than the core cities, particularly when we are doing so much prevention work?
14. What do Bristol do differently from us?
15. Given the referral process, the triaging process and the prevention approach, why are so many “not homeless” people getting through to the statutory homelessness assessment part of the process?
16. Why do we have high percentages of not homeless and non priority decisions when our systems are focused on prevention and ensuring only those that need a statutory assessment get one?
17. Why are we not seeing more people becoming homeless due to mortgage arrears / rent arrears?
18. Are these people resolving their own housing issues, if so, how?
19. Do we need to collect information on whether people have been in the forces in the past?
20. Do we need to target services at the lower super output areas where most of our referrals are coming from?
21. What is realistically available in terms of the private rented sector for homeless / potentially homeless households?
22. If we had a social lettings agency, would that enable greater access to the private rented sector?

23. How do rent levels compare with Local Housing Allowance rates?

24. Do any of the overcrowded households become homeless?

The conclusions of this Homelessness Review are as follows:

1. The Housing Options Service is seeing roughly the same amount of people as the previous homelessness service, but is dealing with them differently, i.e. preventing more people from becoming homeless than carrying out statutory assessments.

2. The Housing Options Service is doing what it was set out to do, i.e. the service is preventing more homelessness, than assessing it.

3. December is consistently the month with the lowest number of referrals to the Housing Options Service.

4. The numbers of referrals to the Housing Options Service vary considerably each month with the lowest number of referrals being 287 and the highest being 554 (a percentage variation of 48%). Because of the variation, it is essential to continue to monitor this data.

5. The role of duty manager is crucial in ensuring the right service users are able to access the Housing Options Service and service users who don’t need the service are referred elsewhere.

6. Role of duty manager is also crucial in ensuring appointments are made for service users.

7. What happens to the service users triaged by the duty manager who leave the process at the triage point needs to be recorded.

8. Too many people are not turning up for interview (51%) and we need to do something about this.

9. At present there is a staff presence in the city centre One Stop Shop, but the number of referrals via Dingle, Kirkdale and Old Swan suggest there may be a need for staff at those One Stop Shops.

10. We need to gather information about gender and household type at the point of contact.

11. There is potentially unnecessary work being carried out by the Housing Options Service, i.e. 1,953 service users:
   - complete the e referral, either by Careline or the One Stop Shops are triaged by the duty manager
   - have an appointment arranged for them (includes booking a HOS officers time and a room booking at a One Stop Shop)
   - then don’t turn up for interview.

12. We need to look at other ways that staff time is used, for example, have surgeries or drop in sessions rather than appointments or overbook appointments.

13. We cannot tell which prevention interventions are the most successful and thus cannot tell what we should invest more funding in the future.
14. Accessing the private rented sector without landlord incentive scheme is the most used relief tool

15. Liverpool is not following the trend of the rest of the country (where homelessness acceptances have increased but continue to fall in Liverpool) but if previous trends continue, we would expect the number of acceptances to continue to fall during 2011/12 and the rise by approximately 10% and continue to rise over the following three years

16. We have achieved a 57% reduction in homelessness acceptances from 2008/09 to 2010/11. This reduction is to be expected, given the change in our focus from assessing homelessness, to preventing it

17. We are accepting significantly less households as having a full duty to than most of the other core cities so we need to check that we are not, “not” accepting people whom we should be accepting

18. Nottingham’s gateway makes accessing the right service more efficient

19. Liverpool is fairly consistent with the other core cities, except Manchester, in this area (intentionally homelessness)

20. We are making making a greater proportion of not homeless decisions than the other core cities except Newcastle and we need to find out why

21. We need to make sure that our statutory decisions are being made properly

22. We need to find out more detail about what Nottingham and Bristol do differently to us

23. Domestic violence (abuse) is currently the main reason for homelessness in Liverpool and we need to investigate if there is more we can be doing to reduce the number of people becoming homeless due to domestic violence (abuse)

24. Increased work by the Housing Options Service with parents and mediation has reduced the number of people becoming homeless because their parents are no longer willing or able to accommodate them

25. We need to continue to monitor the number of former asylum seekers being given leave to remain.

26. Very few people are becoming homeless due to mortgage arrears

27. We have not yet seen a rise in homelessness due to the recession

28. We are now more in sync with the national picture than we were in 2006/07 (at the time of the last review) as the implementation of the Housing Options Service has addressed the imbalance of the high number of single men becoming homeless

29. Rough sleeping is at its lowest ever in Liverpool

30. The more focused approach and services that are in place for rough sleepers are working well

31. There are few solutions available for people with no recourse to public funds

32. Solutions need to be found for people who do not want to stop drinking (whether through motivation/support to stop drinking, or accommodation where drinking isn’t a barrier)

33. Liverpool is performing well in comparison with the core cities (rough sleeping)
34. Overall, Liverpool’s homelessness population has the same characteristics as the rest of the City Region.

35. There is no evidence to support the idea that people from our neighbouring authorities are accessing services in Liverpool any more than Liverpool people are accessing services outside Liverpool.

36. Only a small percentage of the total of people included in the survey (SP needs analysis) were sleeping rough (1%) or sofa surfing (1%).

37. Liverpool roughly follows the same trend as the North West (mortgage / landlord repossessions).

38. The Mortgage Pre Action Protocol has reduced the number of possession orders and claims made in the courts.

39. The increase in prevention work has contributed to the reduction in the number of possession orders and claims made in the courts.

40. The RSL’s are carrying out homelessness prevention work - it would be useful to standardise this work and include in our monitoring.

41. The advice agencies have been dealing with more general one off enquiries.

42. The level of debt being managed by the advice agencies has reduced over the 1st 3 quarters of 2010/11.

43. Lenders are not confident about recovering debt, therefore higher levels of debt are being written off.

44. The number of people homeless on discharge from hospital has reduced. The Royal Liverpool University hospital say this is due to having a worker from the Basement onsite, who can liaise with other agencies to prevent homelessness on discharge.

45. The Housing Options Service have not seen anyone who is homeless directly on discharge from the forces.

46. There has been a reduction in the number of people becoming statutory from homeless from prison however there is still not a clear pathway for people leaving prison.

47. There are a number of young people in need but the reconfiguration of the Supporting people accommodation based services should address these needs.

48. We don’t actually know how many people are being permanently rehoused into settled accommodation and we need to find this out (are people having planned moves from one Supporting People funded accommodation to another?)

49. We need to consider the usage of the provision that was outside the Supporting People accommodation based services tender (Green Lane, Geneva Road, 2 Aigburth, Belvidere Family Centre, Mildmay, Homeground, the Sisters of Charity), and take into account the gaps in provision for people with unmet needs, for example: people with complex needs, alcohol problems and no recourse to public funds.

50. We need to ensure that there is robust liaison arrangements with the new provider (asylum services) to ensure the co-ordination of service for people coming out of the asylum service.
51. The systems for dealing with young people are working (i.e. mediation, how young people leaving care access housing, the Housing Options Service and the specialist Supporting People funded services.

52. There is an over representation of people from ethnic minority groups presenting as homeless.

53. The number of people presenting as homeless from an institutional background has decreased in recent years.

54. The rolling out of the MARRAC process has led to increased reporting of domestic violence (abuse).

55. The majority of homeless people with alcohol issues are not in treatment.

56. The complex needs panel is working well.

57. We need to find further solutions for the most socially excluded people with complex needs.

58. Liverpool is now in sync with the core cities in relation to gender and household type.

59. The proportion of single men in the homeless population is falling locally and nationally.

60. We need to record and analyse data on faith, sexuality, and disability in order to ensure that the services we provide are inclusive and can be accessed by all sections of the community.

61. In order to prevent people from the Eastern European countries rough sleeping we need to come up with new solutions.

62. Developing more ways of accessing the private rented sector for people who are homeless or threatened with homelessness would be useful.

63. There is a need to increase access to Benefits Maximisation and Jobs Education and Training.

64. It would be good to get people into decent homes in the private sector.

65. There are sufficient properties being advertised and allocated for homeless households.

66. The allocations policy works well for homeless applicant and hostel dwellers.

67. However, the length of stay for statutory homeless people has not reduced significantly.

71. There are a number of routes into housing and we need to simplify these processes so it is clear to vulnerable people how they can access the type of housing which is most appropriate for them.

72. Despite the increase in benefits claimants, there has not been a concurrent increase in homelessness.

73. There have been significant reductions in Supporting People funding for services and homelessness services need to work closely with Supporting People commissioners to make sure this does not result in an increase in homelessness, particularly rough sleeping.
74. Although the number of redundancies across the city region has increased over the last year, there has not been a concurrent increase in homelessness.

75. Whilst there has been no significant impact upon homelessness to date there may be a significant impact in the future and we need to monitor this closely.

76. There are insufficient lettings and properties advertised to meet the demands of overcrowding.

77. The overall level of the population in Liverpool has decreased, but at the same time there has been an increase in the number of non UK nationals. This has had an impact on rough sleeping particularly amongst people from A8 countries (since we completed the last Homelessness Review in 2006).

78. The Merseyside Gypsy and Traveller Accommodation Needs Assessment identified a need for an additional 14 pitches in Liverpool and we have still not progressed this work.

79. We need to maintain a register of the details of all unauthorised encampments.

80. We need to draw up a plan with the relevant agencies to minimise the effect of the welfare reforms on homelessness.

81. We need to develop the overview of services for people in housing need chart further and include the financial investment in each area in order to see where the majority of the funding is being spent.

82. We need to increase the number of dispersed units of temporary accommodation which will mean we will ultimately need less building based services (which are very expensive) but we will be able to focus building based services at those that really need them.

83. We need to look at our models of service provision in the light of significant funding changes to see how these might be radically changed to make better use of resources, for example, move to changing the support provision in hostels to a floating support model.

84. We need to check the cost effectiveness of the Housing Options Service.

85. We need to develop a new mechanism for monitoring and implementing the strategy.

86. The strategy is achieving its vision:
   “to prevent homelessness whenever possible and where homelessness does occur, move people into settled homes as soon as possible”

   and
   • the Housing Options Service is doing what it was set up to do
   • the number of people placed in temporary accommodation by the local authority has continued to fall and is at an all time low of 54 (Dec 10)
   • the more focused approach on reducing rough sleeping is working
   • Rough sleeping is at an all time low. The latest rough sleepers count carried out in March 10 counted 3 rough sleepers.
87. However, statutory homeless people are still spending too long in temporary accommodation and there are particular issues for young people spending too long in temporary accommodation.

88. It is not just housing that is important to homelessness service users.

89. Service users are aware of a variety of services which help homeless people.

90. In order to create a stable future, service users want respect from organisations, support to help them move into their own accommodation and to access employment.

91. There are still some service users who struggle to access the right service.

92. In developing our new strategy, we need to take into account what stakeholders have said about the critical actions required and the potential negative consequences.
Appendix 1: Our legal duties and our responsibilities

The 1996 Housing Act (Part VII) as amended by the Homelessness Act 2002 states what our statutory duties are. These are summarized in brief below:

- under s.1 of the Homelessness Act 2002, all local authorities must have in place a homelessness strategy based on a review of all forms of homelessness in their district
- under s.179(1) of the 1996 Act, local authorities have a duty to secure that advice and information are available free of charge to any person in their district
- under section 184 of the 1996 Act, if a local authority has reason to believe that a person applying to the authority for accommodation or assistance in obtaining accommodation may be homeless or threatened with homelessness, the authority must make such inquiries as are necessary as to satisfy itself whether the applicant is eligible for assistance, and if so, whether any duty, and if so, what duty, is owed to that person under Part 7 of the 1996 Act
- under section 188 of the 1996 Act, if a local authority has reason to believe that an applicant may be eligible for assistance, homeless and have a priority need, the authority will have an immediate duty to ensure that accommodation is available for the applicant (and his or her household) pending the completion of the authorities enquiries and its decision as to what duty, if any, is owed to the applicant under Part 7 of the Act
- under section 193 of the 1996 Act, where an applicant is unintentionally homeless, eligible for assistance and has a priority need for accommodation, the local authority has a duty to secure that accommodation is available for occupation by the applicant

Our responsibilities are to prevent death on the streets by:

- ending rough sleeping by 2012 (as per DCLG’s new plan “Vision to end rough sleeping: No Second Night Out nationwide” 6th July 2011)
- providing additional services during the winter months when it is extremely cold to prevent rough sleepers from dying of exposure on our streets (DCLG write to the local authority at least once during the winter period to remind us of our responsibilities)
Appendix 2: Definition of homelessness prevention and relief

Homelessness Prevention: in its broadest terms, “homelessness prevention” is where a local authority takes positive action to provide housing assistance to someone who considers him or herself to be at risk of homelessness in the near future, and as a result the person is able to either remain in his or her existing accommodation or obtain alternative accommodation providing a solution for at least the next 6 months. The key points are:

- the person has sought assistance from the local authority or a partner organisation
- the person considers him or herself to be at risk of homelessness
- the local authority may or may not have reason to believe the person is homeless or likely to become homeless within 28 days
- the positive action is not being used to discharge a duty to secure accommodation under the homelessness legislation
- the positive action is provided by the local authority; or a partner organisation; or a combination of the local authority and one or more partners working together
- the local authority or partner organisation consider that the positive action provided will prevent homelessness for at least the next 6 months.

However, following the notification under Section 184 that an applicant is homeless positive action to relieve homelessness can be taken in the following circumstances:

- where the authority has accepted a duty under Section 192 that the person is intentionally homeless and not in priority need. In this case, the positive action could include the authority exercising its power under section 192 (3) to secure accommodation through a rent guarantee bond, subject to the accommodation being made available for at least six months
- where the authority has accepted a duty under Section 190(3) that the person is intentionally homeless and not in priority need
- where the authority has accepted a duty under section 190(2) that the person is intentionally homeless and in priority need. The authority will have a duty to secure accommodation for long enough to give the person a reasonable opportunity to secure accommodation for him or herself. However, positive action to relieve homelessness could be taken through offering for example, a rent in advance payment to enable the person to secure accommodation for his/her self.

Homelessness relief: positive action to prevent homelessness cannot be taken once the authority is satisfied that someone has become homeless (for example, the authority has notified the person of a decision under section 184 that they are homeless).

\(^{56}\) Definition taken from P1E 08/09 quarterly return guidance
Appendix 3: Explanation of homeless decisions

The decisions that a local authority can make in relation to a homelessness application are defined by the 1996 Housing Act (Part VII, as amended by the Homelessness Act 2002) which states that a Local Authority must make sure that accommodation is available to a person or persons who it considers:

- are eligible for assistance
- are Homeless or under threat of becoming homeless within 28 days
- are in priority need
- did not intentionally make themselves homeless
- have a local connection with the area

A person is not eligible for assistance if he or she is:

- a person form abroad who is ineligible for social assistance
- a person from abroad who fails the habitual residence test
- a person from abroad in breach of EC right of residence directive
- a person subject to immigration control.

How does Liverpool City Council decide if a person is homeless?

Homelessness law covers more than just being out on the streets. You will be considered homeless or under the threat of homelessness if:

- you have nowhere to live in the United Kingdom or elsewhere
- you are afraid to go home because someone living there has been or may be violent to you or your family
- you have nowhere you can live together with all your family
- you have somewhere to stay but it is not reasonable for you to do so
- your home is a boat or mobile caravan but you have nowhere to put it
- you have been issued a notice to quit, possession order or eviction warrant
- you have been living with friends or relatives and been asked to leave.

What is meant by the term ‘priority need’?

The following applicants will be classed as being in priority need:

- Households with dependant children who reside with you or might be reasonably expected to reside with you
- you or a member of your family is pregnant
- you are aged 16 - 17 or a care leaver aged 18, 19 or 20
- you have a serious medical condition either physical or mental which makes you vulnerable
- you are vulnerable due to old age
- you are homeless such as a result of fire, flood or other disaster
- you have had to leave your home because of violence or threats of violence from either someone else living in your home or others.
**Please note:** If you are not in priority need Liverpool City Council will give you advice and assistance on the range of housing options available to you.

How do I know if I have made myself intentionally homeless?

This means that Liverpool City Council thinks you have:

- chosen to leave a home that you could have stayed in or
- it was your fault that you lost your home or
- you unreasonably failed to take up accommodation that was available to you.

**This would apply if:**

- you chose to sell your home when there was no risk of losing it
- you lost your home because of willful and persistent refusal to pay rent or mortgage payments
- you have neglected your affairs having disregarded advice from a qualified person
- you voluntary gave up adequate accommodation in this country or abroad without first having found secure accommodation to move into when it would have been reasonable for you to stay there
- you have been evicted for anti-social behaviour.

**What is a local connection**

The council will accept you as having a local connection if:

- you live or have lived in Liverpool for some time (usually six months in the last year or three years in the last five).
- you have a permanent job in the area.
- you have a close relative who has lived in the area for five years.
If you have any queries about this document or would like to find out more about homelessness and the services we have in Liverpool, please contact us:

Email: anne.doyle@liverpool.gov.uk

Telephone: 0151 233 1362

Please also contact us if you require the strategy in a different language or format.

If you are homeless or worried about becoming homeless please contact our Housing Options Service by calling into any one Stop Shop or by phoning Careline:

0151 233 3800

If you are rough sleeping, or concerned about someone sleeping rough, or an area where people are rough sleeping, please contact The Whitechapel Centre:

Telephone: 0151 207 7617

If you are street drinking, or concerned about someone street drinking, or an area where people are street drinking, please contact The Basement:

Telephone: 0151 707 1515

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