Ending Homelessness Together

HOMELESSNESS STRATEGY FOR
NORTHERN IRELAND 2017-22

Housing
Executive

Vision

Ending Homelessness Together

We have structures in place to work together to end homelessness

We have access to high quality health and support services

We are confident that we know where to go for advice and assistance

We feel that we have the neccessary support to stay in our own home

We have secure homes that we can afford and maintain

We are provided with the right support in the right location

Objectives

1. To prioritise homelessness prevention.

2. To secure sustainable accommodation and appropriate support solutions for homeless households.

3. To further understand and address the complexities of chronic homelessness across Northern Ireland.

4. To ensure the right mechanisms are in place to oversee and deliver this strategy.

5. To measure and monitor existing and emerging need to inform the ongoing development of appropriate services.

Contents

Introduction

The Housing (NI) Order 1988 (as amended) identifies the Housing Executive as the organisation with responsibility for responding to homelessness in Northern Ireland. We have come a long way since the publication of the first Homelessness Strategy in 2002. We have grown in understanding of the complex issues impacting upon homelessness and, with our partners, continually strive to develop appropriate responses. At this point I would like to acknowledge the support of our colleagues across the statutory, voluntary and community sectors in delivering the aims of the Homelessness Strategy 2012-17. Ending Homelessness Together - the Homelessness Strategy for Northern Ireland 2017-22 seeks to build upon the work of the previous Strategies.

Prevention

Floods, fires, money problems, family breakdowns, mental and physical health issues, civil unrest, violent or sexual abuse can all contribute to individuals, families or any group of people that normally live together, becoming homeless. The impact of homelessness on a household can be devastating and long lasting as well as extremely costly to the public purse. There are many opportunities for a range of agencies through the provision of advice, assistance and support to intervene at early stages and stop a household reaching the point of crisis. Homelessness prevention, therefore, remains at the core of this strategy as it has done previously. The Housing Executive has, during the course of the last Strategy, redesigned our frontline services with the introduction of Housing Solutions and Support. These teams work with customers who contact us regarding a housing problem, to provide comprehensive housing prospects and options service to help them solve their housing problem and prevent homelessness where possible. Further information on the improvements this approach has created can be found in section 4 of this Strategy.

Programme for Government Reflected in an Integrated Strategy

Programme for Government
The Programme for Government (2016-21) is currently in draft format. The outcomes-based approach being taken in developing the new Programme is markedly different to that used previously. This Homelessness Strategy will take into consideration the finalised PfG and associated Delivery Plans linked to the indicators once these have been completed. In an aspiration to align this Strategy with the emerging PfG, the team has adopted an outcomes based approach.

Strategy Development
At this point I wish to express my sincere gratitude to those organisations, services users and our own staff across many Departments that took the time to work with us in the development of this Strategy. Their input was invaluable and, we hope, has resulted in a Strategy which will see an end to homelessness for many households, the prevention of homelessness for many more and which will lead to new and innovative partnerships and collaborations going forward.

Throughout the document we have indicated some key milestones, measures and outcomes. Following approval of the strategy a full implementation plan will be produced laying out our work programme over the next five years to achieve these.

The task ahead will not be easy. Increasing pressure on budgets in all sectors, the introduction of Welfare Reform and uncertainty around the impact of leaving the EU are just some of the challenges that will have to be addressed. I am confident, however, that along with our partners across all sectors we will work together to face those challenges.

Clark Bailie, Chief Executive

Chapter 1
Homelessness in Northern Ireland: Defining the Problem

1.0 What is homelessness?

For individual households, homelessness has many causes such as family or sharing breakdowns, financial issues, accommodation becoming unsuitable as people age, or people with a disability finding that their current accommodation is no longer reasonable for their needs. While rough sleeping is the most visible form of homelessness and will be perceived by many as representative of homelessness generally, it in fact represents one of the smallest percentages of homelessness.

The Homelessness Monitor produced by Crisis states that: "Theoretical, historical and international perspectives all indicate that the causation of homelessness is complex, with no single 'trigger' that is either 'necessary 'or 'sufficient' for it to occur. Individual, interpersonal and structural factors all play a role - and interact with each other - and the balance of causes differs over time, across countries, and between demographic groups. With respect to the main structural factors, housing market trends and policies appear to have the most direct impact on levels of homelessness".[1]

The European Conference on Homelessness[2] identified and categorised homeless populations as follows:

- Transitional homelessness[2] - households that enter the process, are assessed and rehoused and do not return to homelessness.
- Episodic or repeat homelessness - brought about by ongoing changes in circumstances and events.
- Chronic homelessness - long term users of emergency services, in particular rough sleepers.

Households falling into these categories will require different responses and different levels of support to find sustainable long term housing solutions. A household is defined as a single person or any group of people including couples, families or adults that would normally reside together. This Strategy recognises homelessness in all its forms and seeks to provide appropriate responses shaped around the individual and family.

1.1   Types of Homelessness in Northern Ireland

1.1.1 Statutory Definition of Homelessness

In Northern Ireland the Housing (NI) Order 1988 (as amended), identifies the Northern Ireland Housing Executive as the agency tasked with responding to homelessness. The Order places a statutory duty on the Housing Executive to provide interim and/or permanent accommodation for certain homeless households, dependent upon investigations and assessment of their circumstances.

In order to be 'accepted' as statutorily homeless, a household must meet the four tests of:

- Eligibility
- Homelessness
- Priority Need
- Intentionality

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1. The Homelessness Monitor: Northern Ireland, Crisis (2013)
http://www.crisis.org.uk/data/files/publications/HomelessnessMonitor_NorthernIreland_web.pdf
2. Homelessness and Housing Policies in Europe: Lessons from Research, FEANTSA (the European Federation of Organisations Working with the Homeless) (2010)
http://www.feantsaresearch.org/IMG/pdf/fea_020-10_en_final.pdf

Any household that meets these four tests will be accepted as a "Full Duty Applicant" and will be owed a full housing duty. The full housing duty includes ensuring that accommodation is made available for the household as well as the provision of temporary accommodation where necessary and assistance with the protection of the household's belongings.

1.1.2 Other Homelessness - Non FDA

Households that fail to meet all four statutory tests may still be homeless, but not owed a full housing duty under the legislation. For those households that fail to meet the four statutory tests, the legislation places a duty on the Housing Executive to furnish the client with "advice and such assistance as it considers appropriate in the circumstances in any attempts the client may make to secure that accommodation becomes available for his occupation".

Research produced by Crisis has demonstrated the devastating and long term impact homelessness can have on a household; therefore it is important that any homelessness strategy not only makes adequate provision for dealing with statutorily defined FDA , but also ensures the provision of appropriate support services to assist all homeless households to find and sustain long term housing solutions.

1.1.3 Hidden Homelessness

Hidden homelessness includes people living in a range of circumstances, for example, households that may be staying with friends or sharing with family because they have no accommodation of their own. Those households may be unknown to the Housing Executive. Under the previous Homelessness Strategy in 2013 a report entitled 'Measuring Homelessness and Housing Exclusion in Northern Ireland: A test of the ETHOS typology'[3] looked at the measurement of homelessness in Northern Ireland and the potential for identifying hidden homelessness

It concluded that "There were some limitations in the available data on mobile populations that had only intermittent or no contact with services. This includes people sleeping rough, people who are squatting and households that are in situations of concealed or hidden homelessness, such as sofa surfing. However, these populations are inherently difficult to count and no country or region has entirely robust or complete data on these groups."

It stated that "Data on homelessness and housing exclusion in Northern Ireland are relatively extensive and high in quality. There is a better understanding of the nature and extent of these social problems in Northern Ireland than in many other European countries or regions".

The Homelessness Monitor NI 2013, meanwhile, estimated that the potential for concealed households in Northern Ireland was 16.8% of all households. The Homelessness Monitor 2016[4] reported that 'there has been a small fall of 1.6 percentage points in the total share of households containing potential concealed household units.'

It is necessary to ensure that these "hidden households" are provided with the means to access the housing and support services they may require. A communication strategy will be produced that will seek to reduce instances of hidden homelessness and agencies will work together at a local level to address any change in homeless presentations as a result.

Furthermore, it is anticipated that improvements in data gathering and sharing through the lifetime of this strategy (see Objective 5) will provide the Housing Executive with more robust data on the potential for hidden homelessness in Northern Ireland allowing for more accurate quantifying of the issue. This data can then be used to inform policy and service provision going forward.

3. Measuring Homelessness and Housing Exclusion in Northern Ireland A test of the ETHOS typology, University of York (2013)
http://www.nihe.gov.uk/measuring_homelessness_and_housing_exclusion_in_northern_ireland.pdf
4. The Homelessness Monitor: Northern Ireland, Crisis (2016)
http://www.crisis.org.uk/data/files/publications/NI%20Homelessness%20Monitor%20FINAL_FOR_www.pdf

1.2   What does Homelessness look like in Northern Ireland?

Between 18,000 and 20,000 households presented[5] to the Housing Executive on an annual basis throughout the last strategy. Appendix two gives full details of homeless presentations and acceptances, including reasons for homelessness and the household composition.

Prior to the commencement of the last Strategy homeless presentations in year 2011/12 were 19,737. At the end of year 2015/16 18628 households presented as homeless to the Housing Executive. This represents an overall drop of circa 5.6% in homeless presentations through the lifetime of the previous strategy.

Annual Homeless Presentations (Households)
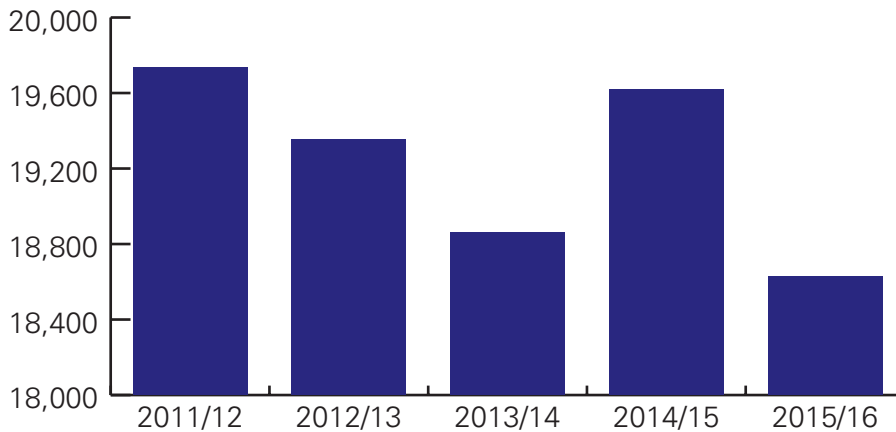
Further information on these figures can be found in the Appendices section of this document.

Family/Sharing Breakdown (20 - 22% of presentations per annum), Accommodation Not Reasonable (20 - 22% per annum) and Loss of Rented Accommodation (circa 13% on average) represent the top three reasons that households present as homeless.

Presentation Reasons
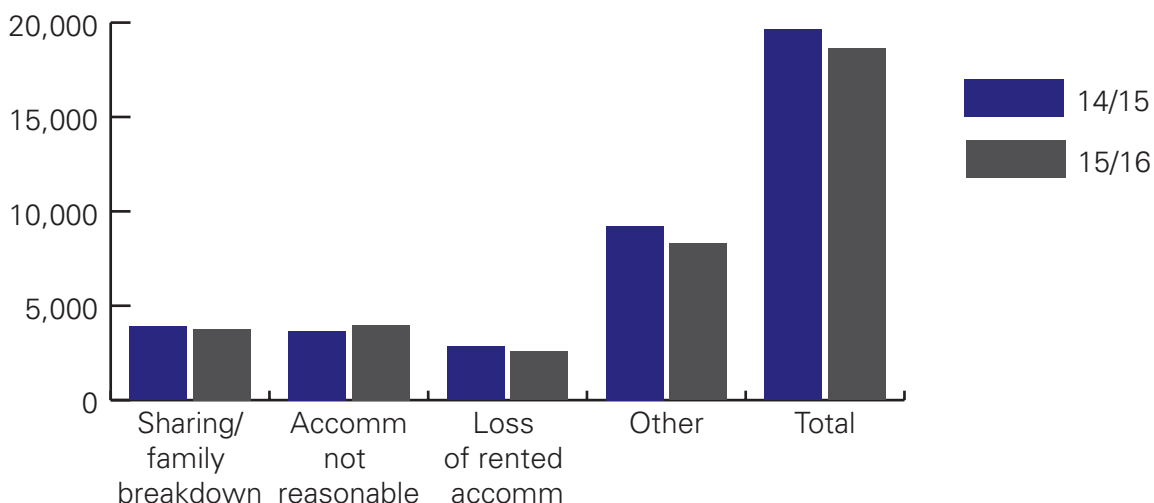
Single Person Households are the biggest group of homeless presenters in Northern Ireland. For the past four years they have remained consistently around 50% of all presenters, with single

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5. When referring to 'presented' or homelessness 'presentations' the number of applicants (individuals or households) who have applied to the Housing Executive for a homelessness assessment is being referred to.

males being the largest proportion. Families represent the next biggest category at circa 30%, followed by Pensioner Households at circa 12%. Couples and large and small adult households make up the remainder of presenting households.

Homeless Presenters 2015/16

■ Small adult	■ Large family
■ Small family	■ Large adult
■ Elderly	■ Single
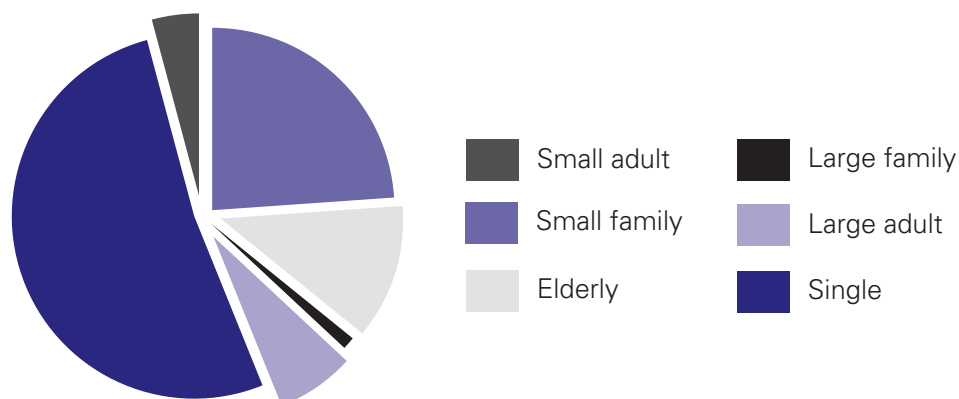
Acceptances of households as statutorily homeless and awarded Full Duty Applicant status over the years have averaged circa 48 - 53%, rising in 2015/16 to a high of 60% of all presenters. While overall presentations have dropped, acceptances have increased. An aging population coupled with increasing numbers of clients with complex needs such as mental health problems, addictions etc. means that more households are meeting the "priority need" test than previously. Further analysis and discussion on issues behind Priority Need is referenced in section 1.2.1.

While the percentage of households presenting with reasons Family/Sharing Breakdown and Accommodation Not Reasonable remains close year on year (see table 3), there is a greater divergence when it comes to acceptances, with Accommodation Not Reasonable being the top reason for acceptances at an average of 28%, with Family/Sharing breakdown representing on average 18% of acceptances.

1.2.1   Accommodation Not Reasonable - Top Reason for Statutory Homeless Acceptances

The top reason for statutory acceptances is "Accommodation Not Reasonable". Accommodation can be unreasonable for a number of reasons, for example, affordability, property unfitness levels, unsuitability for the needs of the household, severe overcrowding etc.

Overall, 3,922 households presented as homeless due to Accommodation Not Reasonable and of these, 3,413 were accepted (85%) as statutorily homeless.

While the majority of elderly households in this category were accepted on the grounds of ill health or disability, 60% of non-elderly households were also accepted.

Of the 60% non-elderly households, the Housing Executive looked at a significant sample (880) of individual cases and the reasons that they were accepted in this category during 2015/16. Of these households, 78% were accepted due to health conditions/mental health or disability.

Taken together this reinforces the conclusion that an aging population and instances of complex needs such as disability, mental health problems and addictions etc. are factors in the increasing numbers of households meeting the criteria for FDA.

1.3   Waiting List

Once households have been assessed, they will be placed on the social housing waiting list if an immediate solution cannot be found. Table 7 shows the numbers on the waiting list, allocations and new build starts per annum.

Chapter 2
Strategic Context

2.0   Northern Ireland Context

2.1   Programme For Government 2016-21

The Draft Programme for Government 2016-21[6] sets the direction for the Executive for the next five years and adopts a framework of wellbeing outcomes which expresses the ambitions of the Executive for everyone in society. Collaboration and partnership across organisations and across sectors is described as an 'essential component of success'. The key elements of this approach are:

- A focus on outcomes which people can identify such as living longer and being healthier;
- Indicators to show the change to be brought about;
- A focus on shifting what happens in lives rather than how things are delivered;
- A focus on impact rather than amount of money spent or number of programmes introduced;
- An opportunity for cross sectoral working.

This approach is reflected in this Strategy, with outcomes and indicators aligned to those within the programme for Government. A full list of Outcomes and Indicators of the Programme for Government can be found at Appendix One (subject to change).

2.2   The Housing Strategy - Facing the Future

'Facing the Future: Housing Strategy for Northern Ireland' contains a number of action points which also impact on the Homelessness Strategy and these are outlined below.

2.2.1   Delivery of New Housing

Key to ending homelessness is the adequate provision of good quality, affordable housing in Northern Ireland across all tenures. Facing the Future: Housing Strategy for Northern Ireland published by the Department for Communities, sets out its vision "To ensure that everyone has the opportunity to access good quality housing at a reasonable cost"[7]. The Housing Strategy works to increase the supply of new housing to meet future need.

2.2.2   Social Housing Reform Programme

The Social Housing Reform Programme may bring changes to the structures that deliver housing in Northern Ireland. An assumption of the programme, however, is that there will be no impact on the scope of services provided by the current structures, therefore no impact is anticipated.

2.2.3   Supporting People Review

The Department for Communities led a Review of the Supporting People programme with the final report published in November 2015. This review recognised that whilst the Supporting People programme had achieved its aims and objectives there is an opportunity for continuous improvement and ensuring effective and efficient delivery of the programme.

The Review recommended the introduction of a new strategic, intelligence-led approach to needs assessment and competitive tendering, both of which could shape how services funded by

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6. Draft Programme for Government, NI Executive (2016)
https://www.northernireland.gov.uk/publications/programme-government-consultation
7. Facing the Future: Housing Strategy for Northern Ireland, Department for Communities (2015)
https://www.communities-ni.gov.uk/sites/default/files/publications/dsd/facing-the-future-housing-strategy.pdf

Supporting People are commissioned in the future. New mechanisms for data collation to inform the Needs Analysis will be necessary and will require a high degree of inter-agency cooperation and this is reflected in actions under Strategic Objective Five.

The review will be implemented over a three year period and commenced in April 2016. The Housing Executive have responsibility for 8 of the 13 recommendations which relate to needs assessment, commissioning, tariffs, selection and regulation.

2.2.4 Fundamental Review of Allocations

The Housing Strategy committed to a fundamental review of the allocation of social housing in Northern Ireland which is being led by the Department for Communities. Independent research by the Universities of Ulster and Cambridge was published for public comment and Departmental proposals are now being prepared which will be issued at a future date for public consultation.

2.2.5 Welfare Reform

The Welfare Reform Act for Northern Ireland was passed in 2015 and a range of mitigation measures are in place in Northern Ireland and will remain in place until March 2020 Crisis reports[8]

"We asked respondents to the 2015 Local Authority (LA) survey, conducted shortly after the end of the Coalition Government's time in office, to reflect on whether 2010-2015 welfare reforms had impacted on the level of homelessness in their area. In all, two-thirds (67%) of LAs in England reported that these changes had increased homelessness in their area, with no LAs anywhere in the country reporting that homelessness had decreased as result of welfare reform." While this is indicative, the mitigation measures in NI differ and therefore, outcomes need to be viewed in that context.

Some impacts are already apparent and the Housing Executive has set up a Welfare Reform Project Team to analyse these and plan for the future. Representatives from the Homelessness Policy and Strategy Unit are represented on this working group. We will continue to liaise with the Department on the mitigation scheme proposals and will advise and support tenants in both social and private sectors that are likely to be impacted by the proposed changes.

Additionally the Housing Executive's Financial Inclusion Strategy[9] aims to help all of our customers understand and react to welfare benefit reforms, maximise their money and increase access to the right financial help to assist them to maintain and sustain their tenancy. Housing Advisors will strive to assist all those who present on grounds of affordability, regardless of tenure, and ensure that appropriate advice and assistance is provided. They will also seek to explain realistic options to prevent households from experiencing future housing related debt and to make sound financial decisions.

2.3 United Kingdom Context

This Strategy will follow the Homelessness Strategy for Northern Ireland 2012-17 in complying with UK Central Government's commitment to tackle homelessness by working in partnership with the voluntary sector, government departments and other housing providers.
Since the publication of the last strategy guidance from Central Government has seen the publication of two reports that have been considered as part of this Strategy. 'Making every contact count'[10] published in August 2012 and 'Addressing complex needs'[11] published in March 2015. Both contain aims that we seek to promote in this Strategy.

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8. http://www.crisis.org.uk/data/files/publications/Homelessness_Monitor_England_2016_FINAL_(V12).pdf
9. Housing Executive Financial Inclusion Strategy 2016-19 (2016) http://www.nihe.gov.uk/financial_inclusion_strategy_2016-19.pdf
10. Making Every Contact Count, Department For Communities and Local Government (2012) https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417230/150325_Addressing_Complex_Needs_-_final_publication_amended.pdf
11. Addressing Complex Needs - Improving Services for Vulnerable People, Department for Communities and Local Government (2015) https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417230/150325_Addressing_Complex_Needs_-_final_publication_amended.pdf

This Strategy endorses the aims of 'Making every contact count' as we seek to engage with relevant partners to tackle homelessness together. Further detail on this paper can be found later in this document where pre-crisis intervention is discussed. 'Addressing complex needs - Improving services for vulnerable homeless people' is also reflective of the outcomes we aim for in this Strategy. The paper discusses homelessness prevention and cites high numbers of people 'struggling with severe and overlapping mental health, offending or substance misuse problems' (or a combination of these) each year. This paper again emphasises the need for a multi-agency approach to tacking homelessness.

2.4 The European Dimension

This Strategy has been developed in the context of the Europe 2020 Strategy[12] which has identified homelessness as a severe form of poverty and deprivation. Communication[13] associated with the Europe 2020 Strategy has noted that, at national level, member states must define and implement measures for those groups such as the homeless who are at particular risk of poverty. This Strategy will place an emphasis on the prevention of homeless to help avoid poverty and the difficulty it brings to individuals and families.

The European Pillar of Social Rights, which was launched for consultation in March 2016, notes the importance of housing as a precondition to participation in society and access to a job. This document emphasises the need for cross-departmental working and notes the European Pillar of Social Rights aim that 'Shelter shall be provided to those that are homeless, and shall be linked up to other social services in order to promote social integration.'[14]

A referendum took place on 23rd June 2016 where the United Kingdom voted to leave the European Union. We will continue to monitor the impact this may have on homelessness and respond in a necessary manner.

2.5 Other Housing Executive Policies and Strategies

There are a range of other Housing Executive Policies and Strategies that have the potential to impact on Homelessness delivery. Therefore, the work of an Housing Executive Internal Steering Group (representing a range of departments within the Housing Executive) ensured that the development of this strategy took cognisance of other relevant policies and strategies including Community Development, Community Safety, Rural, Equality etc. Also involved were staff from Housing Analytics Section who carry out housing need assessments to inform the Social Housing Development Programme, staff from Supporting People and those working on the redesign of frontline Housing Executive services.

Homelessness as a cross-cutting issue
The NI Executive has already recognised that homelessness is a cross cutting issue. Tackling homelessness requires collaborating across government and between statutory and third sector organisations. The Executive endorsed this position earlier this year in the action plan developed by the former Ministers for Social Development, Health and Justice to tackle Homelessness and Rough Sleeping issues in Belfast. With a completion date of March 2017, Executive Ministers committed to:

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12. Europe 2020 - A strategy for smart, sustainable and inclusive growth, European Commission (2010) http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:2020:FIN:EN:PDF
13. Commission Staff Working Document Confronting Homelessness in the European Union Accompanying The Document Communication from the Commission to the European Parliament, The Council, The European Economic and Social Committee and The Committee of the Regions Towards Social Investment for Growth and Cohesion - including implementing the European Social Fund 2014-2020, European Commission (2013) http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:52013SC0042&from=EN
14. Communication from the Commission to The European Parliament, The Council, The European Economic And Social Committee and the Committee of the Regions Launching a consultation on a European Pillar of Social Rights (2016) http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2016%3A127%3AFIN

*Collaborate with the Housing Executive
and the new Department for Communities
in the production of the new Homelessness Strategy*

In addition, The NI Executive has noted that the overarching request from voluntary and community organisations involved in delivery of homelessness service has focussed on the request for a re-energised commitment from Government Departments and statutory agencies to see homelessness as a cross-cutting issue and improve the level of joint-working across Government to address it.

In light of this, the Department for Communities (DfC) is taking forward a piece of work aligned to the new Homelessness Strategy to identify what else can be done collaboratively across government to tackle homelessness. It is envisaged that a cross departmental action plan will be developed by DfC that will be complementary to the new Homelessness Strategy. The Department Chairs the Homelessness Strategy Steering Group(HSSG), which is the cross Departmental inter agency Group tasked with providing guidance and direction to implementation of recommendations from the Homelessness Strategy. The Group's aim is:

To consider how government departments, agencies, and non-departmental public bodies can best work together to firstly ensure that the risk of homelessness is reduced and, secondly, that the full range of appropriate services is available to those who find themselves homeless so that they can make the choices required to play a full part in society.

The HSSG will therefore be the vehicle for monitoring delivery of the cross departmental action plan on homelessness.

In addition to this work the Housing Executive's, Housing Solutions and Support Teams, as they expand across Northern Ireland, will seek to forge closer relationships with local service providers with a view to producing Local Homelessness Action Plans to address the specific issues within their locality.

Improved data gathering and data sharing arrangements will provide an evidence base for the provision of good quality services in the right place.

Chapter 3
Evaluation of the Homelessness Strategy 2012-17

An independent evaluation of the progress to date on the Homelessness Strategy 2012-2017 was commissioned to inform the development of the Homelessness Strategy 2017/22. Preliminary findings were received in October 2017 which highlighted the key successes and challenges of the existing strategy.

3.1   The Right Strategy

The report states that there was broad agreement across the homelessness sector that the key themes of the 2012/17 Strategy of homelessness prevention, better coordination between agencies, removing the need to sleep rough and reducing temporary accommodation use were the right ones and the sector was positive that the strategy was sound in its approach when it was first published.

In all there were 38 Actions in the Strategy and it was agreed that these were the right actions and the ideas behind the Strategy were widely praised across the homelessness sector. In 2014 the Strategy was reprioritised to focus on homelessness prevention. This too had received broad support across the sector, however some reported that this had taken the impetus out of the pursuit of the original 38 actions. The full evaluation report will update on progress against each of the 38 actions while also referencing the Reprioritised Strategy of 2014.

All in all, the emerging findings conclude that "there is a sense among respondents at a strategic level, that a well-intentioned strategy with the correct focus which, while it had produced positive results, had not been fully implemented".

3.2   Coordination

Respondents felt that the Inter-agency working groups (under both the original and the reprioritised strategy) designed to deliver the strategy had not always met with sufficient frequency, nor had the right members with sufficient seniority to make decisions. They also highlighted the absence of a single, coordinating authority or someone in an Executive position who could require the public, voluntary and charitable sectors to work together, as being a drawback to delivery.

3.3   Achievements and Challenges

The preliminary findings conclude that:

- There is evidence of enhanced service coordination - but there remain issues in delivering effective coordination, e.g., long term and recurrently homeless people with complex needs were not always receiving a joined up service. The previously referred to report 'Addressing complex needs - Improving services for vulnerable homeless people' outlines the joined up service that the Homelessness Strategy 2017-22 will aim to provide.

- The introduction of the pilot Housing Solutions and Support Model within the Housing Executive has resulted in improved outcomes for homeless people, however the supply of affordable housing across NI was repeatedly highlighted as a structural constraint in reducing homelessness;

- Some service users had very positive experiences in homeless longer-term accommodation services, however others reported following a path between a succession of very short term services evidencing a lack of continuity and security;

- Some service providers reported that contractual arrangements made it difficult to pool resources, creating some logistical challenges in supporting homeless people with more complex needs;

3.4   Service User Experience

The roll in of Housing Solutions and Support Teams across all Housing Executive Offices carrying out a holistic assessment of housing and support needs and aiming to, from a client's perspective: "provide me with good quality housing/support when I need it, shaped around me" has already begun to provide better outcomes for service users and will endeavour to continue to improve services to clients.

3.5   Affordable Housing Supply

The results of the evaluation will be provided to the Housing Supply Forum via the DfC who will continue to look at housing supply as part of the Housing Strategy.

Chapter 4
Vision, Aims and Objectives

Vision: Ending Homelessness Together

- This Strategy aims to prevent homelessness.
- This Strategy aims to ensure that households experiencing homelessness are supported to find suitable accommodation and support solutions as quickly as possible.
- This Strategy aims to ensure a cross departmental and inter agency approach to ending homelessness.

4.0   An Inclusive and Integrated Strategy

The range of difference in households presenting as homeless can be significant - young people, elderly people, simple and complex cases, disability, linguistic and cultural barriers, religious and sectarian considerations, sexual orientation, gender including transgender etc. We will tailor our service to meet the needs of individual customers accommodating and delivering services to everyone appropriately taking into account that difference. Equality issues are central to this strategy and equality issues will be central to monitoring the delivery of the Strategy.

The development of Local Action Plans which address the specific issues and needs of local communities in all their diversity will be an essential element in the delivery of the Vision of this Strategy. As Housing Solutions and Support Teams are rolled in across the organisation, they will seek to forge relationships with statutory, voluntary and community sector colleagues working within their local area and bring these agencies together to develop a Local Action Plan to address the specific homelessness issues within their locality. These Local Action Plans will be flexible and sensitive to change throughout the life of the Strategy and will reflect a multi-agency approach to the delivery of the strategy. Following approval of this Strategy, the full implementation plan will outline how these local groups will interact with each other and how they will link to those structures responsible for homelessness funding and commissioning.

4.1   Objective One: To prioritise homelessness prevention

Homelessness can have a catastrophic effect on a household with far reaching and long term implications for health and wellbeing. Crisis along with University of York [15] and Department for Communities and Local Government (DCLG)[16], produced research that demonstrates how failing to prevent homelessness costs the public purse thousands of pounds more per individual than would timely interventions.

There are three main areas of prevention work on which this strategy intends to focus:

- Pre-crisis Intervention which involves the identification of key indicators that can lead to homelessness. The potential for homelessness can then be identified and addressed before the household is in crisis.
- Early Intervention that involves a comprehensive assessment of all clients' needs when they request assistance, pulling upon the necessary support to prevent homelessness where possible.
- The development of a homeless communication strategy to ensure that households approaching crisis know where to go for help; that agencies and professionals working with households are able to identify homeless indicators and take appropriate action; and good quality advice and assistance is available to clients by whatever means they choose to make contact.

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15. *At what cost? An estimation of the financial costs of single homelessness in the UK, Crisis & University of York (2015) https://www.york.ac.uk/media/chp/documents/2015/CostsofHomelessness.pdf*
16. *Evidence Review Of The Costs Of Homelessness, Department for Communities & Local Government (2012) https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7596/2200485.pdf*

4.1.1 Pre-Crisis Intervention

'Making every contact count'[17] is a Government report which looks at how services can be managed in a way that prevents all households, regardless of whether they are families, couples, or single people, from reaching a crisis point where they are faced with homelessness. The report has a simple aim - to make sure that every contact local agencies make with vulnerable people and families really counts. The report notes how:

'For many people, becoming homeless is not the beginning of their problems; it comes at the end of a long line of crises, a long line of interactions with public and voluntary sector services, a long line of missed opportunities. We must change that.'

To "make every contact count" each agency that may encounter vulnerable households at risk of homelessness should have frontline staff trained to understand homelessness and how they can intervene to assist in its prevention.

4.1.2 Early Intervention

In 2014, the Housing Executive reprioritised the Homelessness Strategy 2012-17 to place prevention at the core of service delivery. One of the key objectives was to develop a Housing Options Model.

In response to this the Housing Executive undertook a major review of front line service delivery and as a result developed a Housing Solutions and Support model. The aim is to provide person centred services which are tailored to meet the needs of individual customers and support them to achieve sustainable housing solutions. Highly trained staff will have realistic discussions with customers to prevent homelessness where possible, pulling upon the necessary support from other agencies to support clients. The model of intervention is demonstrated below.

Housing Solutions and Support

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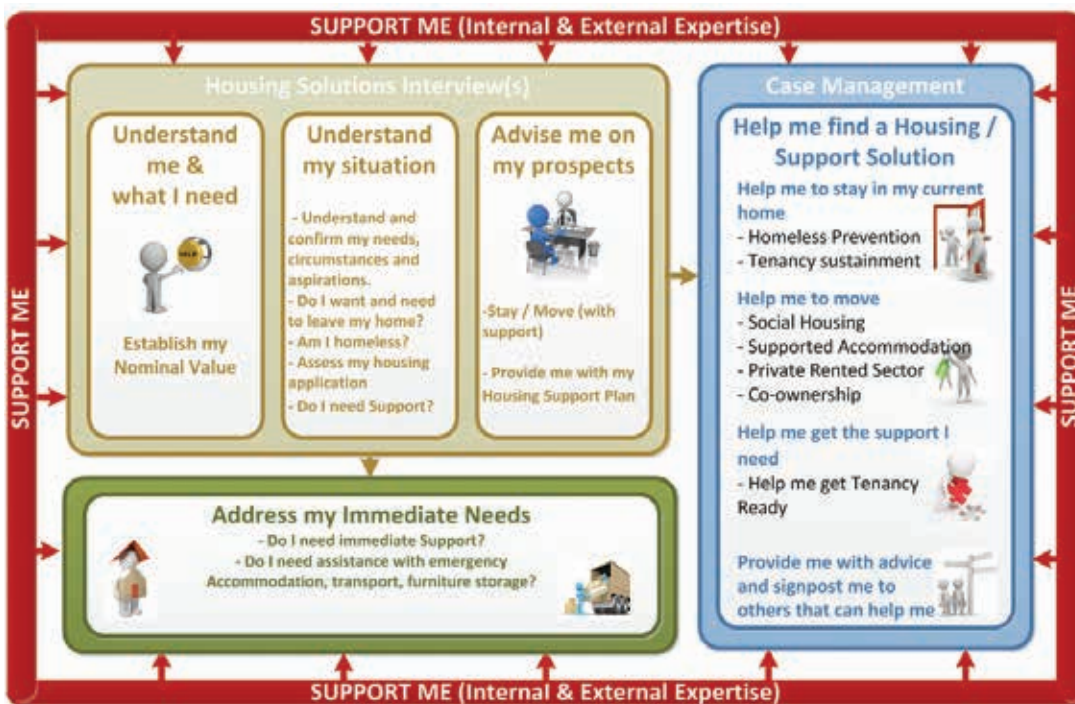
17. *Making Every Contact Count, Department for Communities & Local Government (2012) https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7597/2200459.pdf*

The expansion of the Housing Solutions and Support approach across Northern Ireland will play a crucial role in the prevention agenda at the forefront of this Strategy. In delivering this approach - expanded as Housing Solutions and Support Teams in the Housing Executive - it will be crucial that all agencies with a role to play work together to achieve the goal of preventing homelessness. Substantial work is already underway within established Housing Solutions and Support Teams to develop better links externally and this work will be carried on across the whole of Northern Ireland as this approach is rolled in across the Housing Executive throughout 2017.

4.1.3 Communication

We will ensure that good quality information, designed to help households approaching or experiencing homelessness is available across all partner agencies in a range of formats and accessible to all.

4.1.4 Working Together

An Interdepartmental Action Plan to be brought forward by Department for Communities will outline how Government Departments can work together to address the non-accommodation issues linked to homelessness.

ACTIONS TO PREVENT HOMELESSNESS
OUTCOMES
We are confident we know where to go for advice and assistance
We have the necessary support to stay well in our own homes
INDICATOR
Improve Communication and Access To Services
MEASURE
Number of Households prevented from becoming homeless
(In Year 1 we will define prevention with the figure for Year 2 providing the baseline figure)

Action	Short term (year one)	Medium Term (year 2/3)	Long Term (year 4/5)
Identify pre crisis "homeless indicators" and commission training package for relevant key front line workers	Establishment of Inter-agency Steering Group to identify triggers	Development and delivery of Training Package	Evaluation and impact Assessment
Implement a Housing Solutions and Support approach for homeless prevention	Roll in of highly trained Housing Solutions and Support Teams within NIHE Offices across NI	Define Prevention Interventions and establish measurements and reporting mechanisms	Ongoing monitoring and reporting of homeless prevention
Develop effective communication strategy to ensure households approaching crisis can access the right support quickly	Inter-agency communication Strategy in place	Ensure high quality advice available across all partner websites	Development of Homelessness Awareness Training Package for Public Representatives and general public

4.2 Objective Two: To find sustainable accommodation and appropriate support solutions for homeless households

Despite best efforts by many agencies around the prevention work, a proportion of households will still find themselves homeless for a variety of reasons. Given the often extreme vulnerabilities of clients who find themselves in this situation, it is essential that any solution is built around the person if clients are to succeed in sustaining a tenancy in the long term.

4.2.1 Finding the Right Solution

Every household is unique and, for many households, a roof over their head is only one aspect of a solution that will allow them to live independently in a home of their own that they can afford. Additional support and assistance can often be required. Households with health or disability problems may require input from the health services to make their home suitable for their needs in the form of an adaptation or the provision of vital equipment. Other households may require help in learning the necessary skills to manage budgets and debt which can be provided by Supporting People funded Floating Support Services. Ongoing help with mental health or addiction issues may be required from qualified medical staff. It will be necessary to coordinate support across agencies to provide the household with the support they need to maintain their home.

4.2.2 Housing Solutions and Support Teams

The Housing Executive has developed "Housing Solutions and Support Teams (HSST)". These teams aim to assist not only those households who meet the statutory homelessness tests, but any household that is homeless or that approaches the Housing Executive or other partner agency with any housing problem. This approach is key to finding the right solution for a household, first time. The ethos of the approach is laid out under Objective One.

It is essential to note that the statutory duty placed upon the Housing Executive to assess any household that may be homeless or threatened with homelessness will always be applied. Implementation of a Housing Solutions and Support approach will not impact on the rights of a household under the law, but will run in tandem with any necessary homelessness assessment.

The approach is currently operational in Belfast, Causeway and South Down. Initial feedback from both staff working as part of the Housing Solutions and Support Teams and from customers is positive. By March 2016, over 10,000 customers had been provided with Housing Solutions and Support. Some outcomes to date include over 10% of customers were helped to sustain their tenancy, 37% were rehoused in the social housing sector and over 13% were supported to access the private rented sector.

The success of this approach is, however, entirely dependent upon the right services being available in the right place and at the right time to meet the needs of the household if they are to succeed in creating a sustainable accommodation solution. Otherwise there is a danger of clients falling into a cycle of repeat homelessness. Housing Solutions and Support Teams will continue the work which has already been undertaken to develop better links externally with partner agencies and this work will be carried on across the whole of Northern Ireland as this approach is rolled in across the Housing Executive.

4.2.3 Housing Support

The Supporting People programme currently provides grant funding[18] to 90 accredited organisations, which includes a wide range of charitable organisations, housing associations, health trusts and the Housing Executive to enable these organisations to provide housing support

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18. Further information on financial provision can be found in Table 11 of this document.

to vulnerable people. The support helps the service users to maintain their independence in their home and can be provided as part of an accommodation service to people in their own homes through floating support services. The programme is delivered through more than 800 services which provide support for up to 19,000 service users at any time. These services are designed to address the specific needs of different groups of vulnerable people and are aligned to the Housing Executive's statutory responsibility for homelessness. Homelessness Services represent 38.6% of the programme grant and 21.9% of the support units. Services provide support to single homeless, homeless families, people at risk of homelessness due to addictions and people facing homelessness due to domestic violence.

The move to a more Strategic Needs Analysis Methodology as outlined in the DfC's review of Supporting People will require high levels of inter-agency cooperation and robust data in order to succeed. There will also need to be strong links between the Homelessness Strategy and Supporting People so that both accommodation based and floating support homelessness services are the right ones to meet the needs of the respective client groups at a local level.

4.2.4   Other Housing Options

While it has been custom and practice in Northern Ireland to date to discharge the statutory homeless duty in the social housing sector, the legislation does allow for the Homelessness duty to be discharged in the private sector also. In the Housing Strategy "Facing the Future" the Department committed to lead a fundamental review of the allocation of social housing in Northern Ireland which included the Housing Executive being able to meet its duty to homeless applicants on a tenure-neutral basis. This could include discharge into suitable private rented accommodation. As part of this commitment, independent research was commissioned from the Universities of Ulster and Cambridge, and was published for public comment in December 2013. The Department has now developed proposals for change, supported by evidence and informed by the independent research and public comments. The proposals will be issued for public consultation at **www.communities-ni.gov.uk** in the next few months.

4.2.5   Temporary Accommodation

For some Full Duty Applicant Households, an immediate permanent housing solution may not be available. In such circumstances, the Housing Executive will seek to discharge its duty in stages, via temporary accommodation placements where necessary. Currently a range of temporary accommodation solutions are available and include:

- Housing Executive hostels
- Voluntary Sector hostels
- Single Lets (which are private rented accommodation, houses/flats etc. made available to households on a short term basis)
- Dispersed Intensively Managed Emergency Accommodation (DIME) - for individuals with complex issues and potential behavioural issues which require higher levels of management and support
- B&B or similar - these will be used only in exceptional circumstances and for as short a duration as possible

Households are placed in temporary accommodation appropriate to their circumstances and with the assessed level of support necessary. Households' support needs will range from none, through low to high and these support needs can be met either within their accommodation placement, e.g. voluntary sector hostels for young people, people with learning disability, Women's Aid hostels for victims of domestic violence etc., or for example, by floating support in a private single let where support needs are low.

The Homelessness Strategy 2012-17 acknowledged the need for a review of temporary accommodation provision to ensure strategic relevance and cost effectiveness. An Evaluation

of Accommodation-based Services funded by Supporting People (RSM McClure Watters, 2015) was carried out and a review of Housing Executive Hostels was commenced. However, the full strategic review was not completed due to:

- An internal review and redesign of Housing Executive frontline services. This was instigated to improve performance and customer satisfaction. It was felt that it would be timely to defer any further review of temporary accommodation pending the outcome of redesign allowing for analysis of any implications for the provision of temporary accommodation.
- While the roll in of Welfare Reform commenced, the package of mitigation measures agreed by the NI Executive meant that the full impact that Welfare Reform remained unclear throughout the last strategy.

This Strategy, therefore, will continue to look strategically at the provision of temporary accommodation with a view to providing the right mix of accommodation for the needs of clients, in an affordable way.

ACTIONS TO SECURE HOUSING LED, SUPPORTED SOLUTIONS			
OUTCOMES We have secure homes that we can afford and maintain We are provided with the right support in the right location INDICATOR Improve access to good quality housing solutions MEASURE Reduction in instances of repeat homelessness over the lifetime of this Strategy (more than one presentation per year)			
Action	Short term (year one)	Medium Term (year 2/3)	Long Term (year 4/5)
1. Support homeless clients through to sustainable accommodation solution with appropriate support using suitable housing led pathway models	Establish Common Assessment Methodology to identify clients' housing and support needs which will ensure customers get a "one time" comprehensive assessment of all their needs at first point of contact	Provide adequate training and support tools to front line staff e.g., online service directories/ joint working protocols/ guidance manual	Continue monitoring and updating support tools and guidance for frontline staff as new issues emerge
2. Carry out strategic review of temporary accommodation & support needs of homeless clients	Support ongoing work of Supporting People Review in relation to supported temporary accommodation	Carry out analysis of Temporary Accommodation usage and provision by Local Office including location, quality, cost effectiveness and strategic relevance.	Develop Temporary Accommodation Provision Strategy
3. Continue to assist clients in accessing the Private Rented Sector	Evaluate the current Private Rented Sector Access Scheme	Ensure ongoing support for clients to access the private rented sector based on evaluation of current scheme and learning from Housing Solutions and Support Teams	Continue monitoring effectiveness of access scheme

4.3   Objective Three: To further understand and address the complexities of chronic homelessness across Northern Ireland

Chronic Homelessness can often manifest itself as rough sleeping or other street activity and is perhaps the most severe and visible form of homelessness. This client group tend to have extremely complex needs making it difficult for them to sustain tenancies causing frequent, repeat cycles of homelessness and typically intermittent engagement with services and periods of non-engagement.

4.3.1 Positive Work

Throughout the previous Strategy many positive steps were taken in the development of services including multi-agency working to address rough sleeping within the two main cities, Belfast and Londonderry/Derry.

A Belfast Street Needs Audit was carried out in 2015 over a 12 week period between the hours of 10pm and 8am.

The purpose of the Street Needs Audit was to:

• Establish how many people were sleeping rough in Belfast City Centre;
• Engage with individuals to assess their accommodation needs;
• Assist individuals to return to their accommodation including referral to the most appropriate support services;
• Identify any barriers to service entry;
• Inform the future reconfiguration of homelessness services including assessing the adequacy of crisis and outreach services and informing commissioning priorities.

The Audit identified that an average of 6 people per night were rough sleeping in Belfast. Street drinking represented the largest proportion of street activity at 39%, rough sleeping 35%, begging 14% and "unable to ascertain" was 12%. As the Audit was carried out between the hours of 10pm and 8am it does not represent daytime street activity[19].

Informed by the Street Needs Audit, an interMinisterial Action Plan for Belfast was developed and endorsed by the NI Executive that outlined a range of cross departmental actions. Some of the key achievements of the Action Plan were:

• Work was undertaken to realign existing services to better meet the needs of clients to provide the kind of beds and support needed
• Outreach service hours were increased
• A cross departmental awareness campaign was undertaken along with other Interdepartmental initiatives.

The Action Plan and commitment by NI Executive were referenced earlier in this document. A strategic review of rough sleeping and service provision was also undertaken in Londonderry/ Derry. This also resulted in the realignment of some services to ensure an appropriate continuum of services to best meet the needs of this client group in the city.

While homelessness issues were addressed for many of the clients encountered, evidence showed that others would remain on the street even though bed spaces were available within the city highlighting the fact that chronic homelessness cannot be solved by the provision of a bed and a roof alone. Mental health and addiction problems can lead clients to disengage with services and

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19. Belfast Street Needs Audit, Northern Ireland Housing Executive The Welcome Organisation and Depaul Belfast City Centre Management (2016) http://www.nihe.gov.uk/belfast_street_needs_audit.pdf

must be further understood and addressed if rough sleeping is to be eliminated. This Strategy will, therefore maintain a focus on this client group.

4.3.2 Finding Solutions

The "Housing First" NI pathway model first developed during the previous Strategy took chronic homeless households straight to permanent housing with wrap around support. This strategy intends to develop this approach, examine the potential for other types of housing led pathway models and examine existing Outreach Models that provide services to rough sleepers as part of Rough Sleeping Action Plans.

4.3.3 Broader Scope

While it will continue to maintain the focus on Belfast and Londonderry/Derry where the vast majority of rough sleeping occurs, in this Strategy there is also a focus on the development of mechanisms to quantify street activity outside of the two main cities to provide a robust evidence base for the development of appropriate services if necessary as part of the Local Action Plans.

4.3.4 No Recourse to Public Funds

There is also a cohort of clients who may end up sleeping rough as they may be ineligible for benefits or services in the UK.

Social landlords must ensure legislative criteria is applied when allocating accommodation or providing homelessness assistance to persons from abroad, including those persons whom it has been established have no recourse to public funds [No Recourse to Public Funds covers those persons who are subject to immigration control and persons from abroad who are EEA Nationals who do not have a right to reside] This is set out in Article 7a of The Housing (Northern Ireland) Order 1988 and Article 22A of The Housing (Northern Ireland) Order 1981.

Persons subject to immigration control and other persons from abroad are entitled to free advice in relation to homelessness and the prevention of homelessness. Article 6(D)1 of the Housing (Amendment) Act (NI) 2010 provides for free advice to be available all persons and may include referring the Applicant to other support agencies. There is also a duty to provide homeless applicants with advice and assistance under The Housing (Northern Ireland) Order 1988 prescribed in The Homeless Persons Advice and Assistance Regulations (Northern Ireland) 2011.

Where an applicant is ineligible but they are destitute and have a pre-existing care need [a pre-existing care need –should be similar to the priority need categories outlined in Article 5 of the '88 Order], they may be referred to Social Services under the Health & Personal Services (NI) Order 1972. In the same way, the Health and Social Care trusts have a duty under the Children (Northern Ireland) Order 1995 to provide services for persons under 18 who are children in need. Therefore, a referral will be made to the relevant Health and Social Care trust in such instances.

Improved data gathering within frontline services (Objective 5) will assist in providing an evidence base on the extent of this issue to inform future policy decisions.

ACTIONS TO ADDRESS THE COMPLEXITIES OF CHRONIC HOMELESSNESS			
OUTCOMES			
We have secure homes that we can afford and maintain			
We are provided with the right support in the right location			
INDICATOR			
Reduce instances of rough sleeping			
MEASURE			
Increase in number of chronic homeless clients assisted to sustained housing solution (Baseline measure will the number of clients assisted in Year 1 of the Strategy)			
Action	Short term (year one)	Medium Term (year 2/3)	Long Term (year 4/5)
1. Review and implement Belfast and L'Derry Rough Sleepers Strategy	Review to be undertaken in both cities	Revised Rough Sleepers Action Plans implemented.	Ongoing monitor and review
2. Identify chronic homeless need outside Belfast and L'Derry and devise appropriate action plan to tackle any issues	Establish and implement methodology to identify street activity	Work through Local Action Groups to develop and Implement Inter-agency Action Plan if appropriate	Ongoing monitor and review
3. Ensure appropriate Housing Models for chronic homeless clients	Extend the use of the "Housing First" pathway model (subject to available funding)	Examine the potential for other Housing Led Pathway Models for chronic homeless clients	Ongoing monitor and review

4.4 Objective Four: To ensure the right mechanisms are in place to oversee and deliver this strategy

4.4.1 Delivery and Accountability

The Vision of this Strategy reflects the understanding that homelessness is about more than bricks and mortar and cannot be tackled in isolation by one agency. To ensure effective delivery of the Homelessness Strategy, Inter-departmental and Multi-agency Support will be provided in the form of a Homelessness Strategy Steering Group, chaired by DfC.

This Steering Group will be supported by Local Inter Agency Homelessness Strategy Delivery Groups tasked with ensuring that the vision and objectives of this Strategy are delivered at local level.

It is essential that the structures set up to drive forward the objectives of this Strategy are sanctioned by and accountable to the highest level in Government.

The Housing Executive will undertake to publish an Annual Report on the progress of the delivery of the actions associated with this Strategy.

4.4.2 Urban - Rural

From urban hubs and commuter towns, to coastal communities and from farming communities to thriving rural villages and ribbon developments, the people of Northern Ireland live in a wide range of diverse communities and their needs will vary greatly. One solution will not fit all, nor can one overarching Strategy take account of every circumstance. Therefore the development of Local Action Plans which address the specific issues and needs of local communities in all their diversity are an essential element in the delivery of the vision of this Strategy.

ACTIONS TO OVERSEE THE DELIVERY OF THE STRATEGY
OUTCOMES
We have structures in place to work together to end homelessness
INDICATOR
Increase Interdepartmental and Inter-agency Cooperation
MEASURE
Percentage of Clients able to access high quality homeless Services within agreed timescales

Action	Short term (year one)	Medium Term (year 2/3)	Long Term (year 4/5)
1. Department for Communities will engage with other relevant Government Departments to identify specific areas requiring Interdepartmental cooperation and will develop appropriate Homelessness Action Plan	Inter-departmental workshops to identify relevant actions	Produce and implement Interdepartmental Action Plan	Ongoing monitoring and review
2. Interdepartmental Homelessness Strategy Steering Group will oversee implementation of the Homelessness Strategy and the Interdepartmental Homelessness Action Plan	Establish outcome measurements and reporting mechanisms	Ongoing monitoring	Ongoing monitoring
3. Establish Local Inter-agency Homelessness Strategy Implementation Groups	Identify relevant stakeholders and establish Terms of Reference	Produce and implement Local Inter-agency Homelessness Strategy Action Plan	Ongoing monitor and review

4.5   Objective Five: To measure and monitor existing and emerging need to inform the development of appropriate services

4.5.1   Informing the Strategy

Essential to the success of the Strategy is robust evidence base to ensure that the right action is taken at the right time.

The development of the "Housing Solutions and Support Teams" and the holistic approach to the identification of both housing and support needs of households at first point of contact has provided the opportunity to gather much more detailed information at a very local level which will be used on both an area and regional basis.

A key focus of this strategy is to enhance the links between the Homelessness Strategy and Supporting People (SP) and to feed data directly to the SP Needs Analysis to inform commissioning, decommissioning or realignment of services in response to emerging or changing need.

4.5.2   Equality/Rural

All partners will work together to identify appropriate measures which will ensure and demonstrate an equitable service is provided to all clients irrespective of their difference or circumstance and will continue to monitor our performance per our obligations under the Equality Legislation. We will also monitor our performance in keeping with the Housing Executive Rural Strategy and the requirements under the legislation.

4.5.3 Data Sharing

We will assist our partners with the provision of data to inform complementary strategies and seek to access information from partner agencies to better understand issues and improve our services.

ACTIONS TO ENSURE ADEQUATE MEASURING AND MONITORING OF EXISTING AND EMERGING NEED			
OUTCOMES			
We have access to high quality health and support services			
INDICATOR			
Improve data collecting and data sharing mechanisms to inform service delivery			
MEASURE			
Homeless Services available by location/type			
Action	Short term (year one)	Medium Term (year 2/3)	Long Term (year 4/5)
Ensure that the Supporting People Programme is provided with robust data to inform strategic planning of services.	Establish new measurements and reports for homelessness including urban/rural breakdowns and equality measures	Establish data analytic "dashboard"	Identify relevant partner agency data sets and establish data sharing protocols
Review the Housing Solutions and Support Approach	Roll in Housing Solutions and Support Teams across NI	Commission independent Review of effectiveness of Housing Solutions and Support Approach in finding housing solutions	Implement recommendations as appropriate
Monitor emerging issues and develop appropriate strategies as necessary	Ongoing	Ongoing	Ongoing

Appendix 1

Programme for Government Outcomes and Indicators (Draft and subject to approval)
Purpose: Improving wellbeing for all - by tackling disadvantage and driving economic growth

Outcomes

1. We prosper through a strong competitive, regionally balanced economy
2. We live and work sustainably - protecting the environment
3. We have a more equal society
4. We enjoy long, healthy, active lives
5. We are an innovative, creative society where people can fulfil their potential
6. We have more people working in better jobs
7. We have a safe community where we respect the law and each other
8. We care for others and we help those in need
9. We are a shared society that respects diversity
10. We are a confident, welcoming, outward looking society
11. We have high quality public services
12. We have created a place where people want to live and work, to visit and invest
13. We connect people and opportunities through our infrastructure
14. We give our children and young people the best start in life

Indicators

1. Reduce Crime
2. Reduce Health Inequality
3. Increase healthy life expectancy
4. Reduce preventable deaths
5. Improve the quality of the healthcare system
6. Improve mental health
7. Improve health in pregnancy
8. Improve the supply of suitable housing
9. Improve support for adults with care needs
10. Improve support for looked after children
11. Improve educational outcomes
12. Reduce educational inequality
13. Improve the quality of education
14. Improve the skills profile of the population
15. Improve child development
16. Increase the proportion of people in work
17. Reduce economic inactivity
18. Increase the proportion of people working in good jobs
19. Reduce poverty
20. Increase the size of the economy
21. Increase the competitiveness of the economy
22. Increase innovation in our economy
23. Improve transport connections for people, goods and services
24. Improve internet connectivity
25. Increase the use of public transport and active travel
26. Increase respect for each other
27. Improve cultural participation
28. Increase the confidence and capability of people and communities
29. Increase environmental sustainability
30. Improve our attractiveness as a destination
31. Increase shared space
32. Increase economic opportunities for our most deprived communities
33. Reduce underemployment
34. Improve regional balance of economic prosperity through increased employment
35. Increase reconciliation
36. Increase household waste recycling
37. Improve air quality
38. Increase the effectiveness of the justice system
39. Reduce reoffending
40. Improve our international reputation
41. Increase the proportion of graduates moving into employment or on to further study
42. Increase quality of life for people with disabilities

Appendix 2 - Statistical Analysis

Table One - Presenters by reason

Reason	Sharing breakdown/family dispute	Marital/relationship breakdown	Domestic violence	Loss of rented accomm	No accomm in IN	Intimidation	Accomm not reasonable	Release from hospital/prison/other institution	Fire/flood other emergency	Mortgage default	Bomb/fire damage civil disturbance	N'hood harassment	Other reason	No Data	Total
2012/13	3,733	1,921	855	2,617	1,513	584	3,069	415	81	509	37	1,140	732	2,148	19,354
2013/14	3,549	1,789	831	2,568	1,399	666	3,173	449	62	421	29	1,142	701	2,083	18,862
2014/15	3,891	1,849	956	2,841	1,458	590	3,663	471	84	387	27	1,516	791	1,097	19,621
2015/16	3,671	1,531	845	2,480	1,212	544	3,922	431	93	216	36	1,357	638	1,652	18,628

Table Two - Presenters by household

Household Type	Single males				Single females				Couples	Families	Pensioner Households	Undefined	Total
	16-17 yrs	18-25 yrs	26-59 yrs	Total	16-17 yrs	18-25 yrs	26-59 yrs	Total					
2012-2013	196	2,122	4,650	6,968	218	1,653	1,789	3,660	830	6,019	1,875	2	19,354
2013-2014	162	2,027	4,588	6,777	179	1,408	1,792	3,379	868	5,870	1,968	0	18,862
2014-2015	185	2,013	4,663	6,861	176	1,436	1,934	3,546	874	6,194	2,146	0	19,621
2015-2016	139	1,868	4,336	6,343	160	1,388	1,822	3,370	794	5,887	2,234	0	18,628

Table Three - Top Three Reasons (presenter)

	Presenters Top 3 Reasons		
	Accomm Not Reasonable	Family/Sharing Breakdown	Loss of Rented Accomm
2012/13	15.80%	19.30%	13.50%
2013/14	16.80%	18.80%	13.60%
2014/15	18.70%	19.80%	14.40%
2015/16	21.00%	19.70%	13.30%

Table Four - Acceptances by Reason

Reason	Sharing breakdown/ family dispute	Marital/ relationship breakdown	Domestic violence	Loss of rented accomm	No accomm in NI	Intimidation	Accomm not reasonable	Release from hospital/prison/ other institution	Fire/flood other emergency	Mortgage default	Bomb/fire damage civil disturbance	N'hood harassment	Other reason	Total
2012/13	1,783	794	720	1,299	620	411	2,556	244	57	252	25	723	394	9,878
2013/14	1,673	754	721	1,307	524	380	2,782	256	33	208	21	667	323	9,649
2014/15	1,912	778	832	1,479	584	405	3,117	288	59	199	18	952	393	11,016
2015/16	2,084	706	750	1,460	582	414	3,413	293	65	122	30	902	381	11,202

Table Five - Acceptances by Household

Household Type	Single males				Single females				Couples	Families	Pensioner Households	Undefined	Total
	16-17 yrs	18-25 yrs	26-59 yrs	Total	16-17 yrs	18-25 yrs	26-59 yrs	Total					
2012-2013	95	608	1714	2417	113	765	974	1852	402	3746	1459	2	9878
2013-2014	77	594	1718	2389	94	666	959	1719	395	3645	1499	2	9649
2014-2015	89	650	1953	2692	100	738	1134	1972	469	4182	1701	0	11016
2015-2016	72	716	1984	2772	94	775	1164	2033	469	4100	1828	0	11202

Table Six - Top Three Reasons (acceptance)

	Presenters Top 3 Reasons		
	Accomm Not Reasonable	Family/Sharing Breakdown	Loss of Rented Accomm
2012/13	25.80%	18.00%	13.00%
2013/14	28.80%	17.30%	13.50%
2014/15	28.30%	17.30%	13.40%
2015/16	30.40%	18.60%	13.00%

Table 7: Waiting List, Allocations and New Build Starts

Legend: Waiting List — New Build Starts — Allocations — Housing Stress
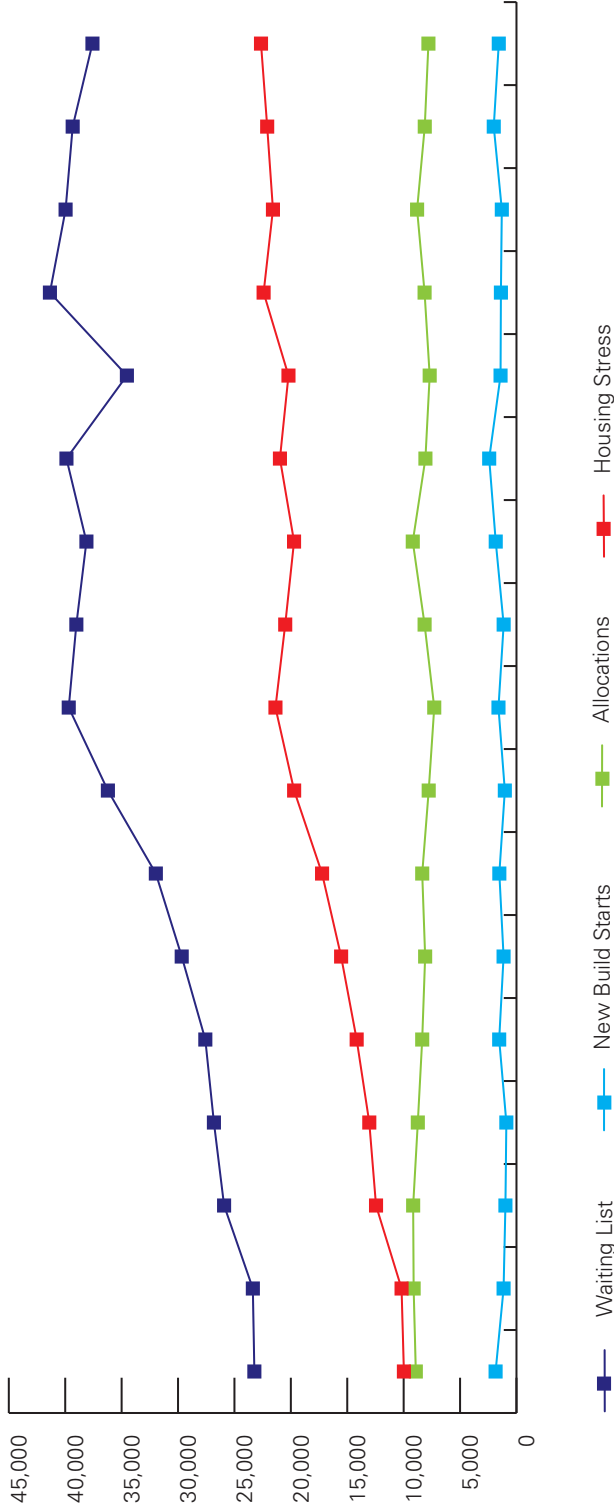
		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
	March																	
Housing Stress		9,978	10,186	12,449	13,047	14,165	15,543	17,233	19,708	21,364	20,499	19,716	20,967	20,211	22,414	21,586	22,097	22,645
Allocations		8,922	9,115	9,158	8,745	8,356	8,095	8,355	7,780	7,289	8,144	9,192	8,071	7,693	8,145	8,809	8,129	7,805
New Build Starts		1,851	1,142	980	898	1,532	1,143	1,519	1,032	1,595	1,136	1,838	2,418	1,411	1,379	1,299	2,013	1,568
Waiting List		23,234	23,368	25,917	26,819	27,581	29,674	31,967	36,217	39,688	39,013	38,120	39,891	34,533	41,356	39,967	39,338	37,586

Appendix 3 - Temporary Accommodation

Table 8 - Supported Accommodation Services

		Accommodation Services		Floating Support Services		
		No of Services	No of Units	No of Services	No of Units	Total
North	Young Homeless	7	111	1	40	51 Services 1,492 Units
	Domestic Violence	6	57	3	348	
	Single Homeless	13	208	2	454	
	Homeless Families	12	94	2	80	
	Addictions	3	50	1	40	
	Generic	1	10	0	0	
	Total	42	530	9	962	
South	Young Homeless	5	45	7	369	54 Services 1,832 Units
	Domestic Violence	6	48	5	395	
	Single Homeless	11	206	2	160	
	Homeless Families	5	28	5	426	
	Addictions	3	73	2	18	
	Generic	0	0	3	64	
	Total	30	400	24	1,432	
Belfast	Young Homeless	5	76	2	81	52 Services 2,209 Units
	Domestic Violence	2	33	1	420	
	Single Homeless	15	387	4	487	
	Homeless Families	10	201	0	0	
	Addictions	5	115	2	91	
	Offenders	4	89	2	229	
	Total	41	901	11	1,308	

Additional Temporary Accommodation

Housing Executive Hostels	Number of Services	Number of Units
	18	151

Single Lets July 2016	Cira 1,141

Single lets are acquired as necessary and the number in use at any point in time may vary. Additionally the Housing Executive has the discretion to use B&B or Hotel accommodation in exceptional circumstances and for short durations in response to crisis.

Placements in Temporary Accommodation

	2012-13	2013 Apr - Aug	Sep - Mar 2014	2014-15	15/16
Grand Total	**2911**	1209	1780	2817	2890
			*2989		

Data for temporary accommodation was migrated from the TAABBS computer system to HMS computer system mid-year 2013/14 - data is therefore taken from both systems.

Table 10: Average Length of Stay in Temporary Accomodation 2015/16

Private Single Lets	Leased Property	Voluntary Sector Hostels	Housing Executive Hostels	Non Standard B&B Hostels	All Sectors
52.6 weeks	14.4 weeks	38 weeks	22.4 weeks	4.6 weeks	37.7 weeks

Table 11: Financial Investment in Homelessness

	Temporary Accomm	Homelessness Services	Voluntary Sector Funding	Supporting People	Leased Properties	Private Rental Sector Access Scheme	Total
	Top Up and Supporting People Costs	Furniture Storage and Taxi	Homelessness Services	Floating Support for homelessness projects and schemes	Private Sector emergency accom	Facilitate creation and sustainment of private sector tenancies	
2011/12	21.8m	1.2m	1.8m	4.2m	955k		**30m**
2012/13	22.7m	1.1m	2.0m	4.5m	956k		**31.3m**
2013/14	22.9m	1.1m	2.7m	5.5m	956k		**33.2m**
2014/15	25m	1.3m	2.1m	6.4m	956k	114k	**35.9m**
2015/16	24.3m	1.4m	2.2m	6.4m	956k	360k	**35.6m**

A Consultation Response Template has been provided on the Housing Executive website at:

http://www.nihe.gov.uk/index/corporate/consultation.htm

to help shape your response to us. Please provide any additional comments you may have on the issues highlighted within this document.

Responses to the consultation should be forwarded to:

Richard Tanswell
Homeless Strategy Manager
2 Adelaide Street
Belfast
BT2 8PB

or emailed to: homelessness.strategy@nihe.gov.uk

To request a hard copy or an alternative format of the consultation papers please write or e-mail as detailed above.

Please note that the deadline for responses to this consultation is Wednesday 8th February 2017, 5:00pm. All responses should be received by then to ensure they can be fully considered.