June 2019



Foreword

I am pleased to introduce the homelessness prevention strategy for Slough Borough Council. We are determined to provide decent affordable homes to every resident of Slough.

The prevention of all forms of homelessness in Slough Borough Council continues to be a key priority for the Council and its partners. We recognise the negative impacts that homelessness has upon the health and wellbeing of affected households.

This strategy was developed at a time of great change and increased pressures on housing services. Slough has seen increased demand for housing services over the past decade. The increased attraction of Slough as an economic destination means there continues to be some households who will require extra assistance to secure and sustain their homes. This strategy looks at ways of working with partners to prevent homelessness of all forms and in all groups.

A secure home is a foundation for good health, economic and social prosperity. With this in mind, this strategy seeks to find ways to meet the needs of residents whilst delivering the regional and national targets. This strategy ties in with the housing strategy and other strategies we have developed aimed at enhancing the quality of life for both residents and visitors to Slough.

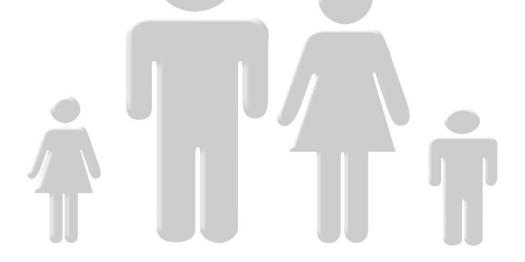
We developed this strategy in conjunction with partners, we aim to continue to work in this spirit by having a focus on preventing people from becoming homeless in the first place and supporting those who are homeless to build a more positive future in good health, sustainable accommodation and offering pathways into employment and financial inclusion.



Councillor Mohammed Nazir -Cabinet Member for Housing & Community Safety

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1. Introduction

Slough is in East Berkshire on the western edge of London lying approximately 20 miles from central London. Nearby towns include Windsor to the south, Maidenhead to the west, Beaconsfield to the north and Uxbridge to the northeast. Hundreds of major national and internal companies have sited in Slough over the years, with its proximity to London Heathrow Airport and good motorway connections being attractive. Slough has excellent transport links both road and rail to both central London and other parts of the country. Slough according to the 2014 mid year estimates of 2011 census, is home to some 144, 800 people. 65% of the population are aged between 16 - 65. Slough is made up of a significantly younger than average population compared to any of the south east local authorities, ranking second highest number of 0-7 year olds in England and Wales¹. 39.2% of all households contain dependent children; ² this is the third highest proportion across England and Wales. The population has continued to increase with the result of net migration, the 2011 census figures show over one fifth of the population coming into the UK between 2001 and 2011. Since 2010 there has been a slight shift towards greater deprivation in Slough relative to the rest of England, in relation to services including barriers to housing and services. Of the 54,390 dwellings in rented accommodation locally in 2017, 80% were from privately rented sector.

Like most regions in England, Slough has pressures in delivering adequate housing to residents. These challenges are highlighted in the Slough 5 year plan (2019 -2024) Outcome 4.

The Council helped prevent 1720 households from becoming homeless between 2012 and 2017³. Slough has also carried out homelessness relief where help to secure accommodation was provided even when the authority was under no statutory obligation to do so. This is on the back of the introduction of the Homelessness Reduction Act 2017 which has led to increased pressures on the service delivery.

Slough has also developed a single homeless and rough sleeping action plan as a supplementary document to this strategy in other to explore and develop sustainable solutions to rough sleeping. This appendix will look at using comprehensive multi agency solutions to address the issues of rough sleeping in Slough. There is an agreed community drive to resolve the issue of rough sleeping and single household homelessness. Slough Borough Council secured funding from the Ministry of Housing Communities and Local Government (MHCLG) to create a specialist outreach service to coordinate the local rough sleeping reduction drive. This funding together with other

¹ Table KS102EW, 2011 Census: Age structure, local authorities in England and Wales

² 2011 Census data

³ Table 792: total reported cases of homelessness prevention and relief by outcome and local authority, 2009-10 to 2016-17 MHCLG stats

targeted resource allocation and partner involvement will enable Slough make a positive impact on rough sleeping locally.

The Council has continued to improve the options available to residents threatened with homelessness despite the increase in numbers requesting homeless assistance.

The Homelessness Act 2002 requires that Local Authorities publish a Homelessness Strategy at least every 5 years, beginning with the date on which its last homelessness review was published. All local authorities in England are also by law required to carry out a homelessness review for their district; formulate and publish a homelessness strategy based on the results of that review. This involves consulting with statutory and voluntary partners.

(S.1 Homelessness Act 2002 - http://www.legislation.gov.uk/ukpga/2002/7/section/1)

2. Consultation

In developing the homelessness Prevention Strategy 2019-2024, we held a series of consultation events one of which was a day with key partners including members of the Slough Homeless Forum, statutory and voluntary groups. We also sent out a questionnaire by email to partners asking them to identify gaps in service provision. The day event involved participants being grouped into working groups to identify key challenges, gaps and solutions in tackling homelessness. The scope included rough sleeping and single homeless persons in both the questionnaires and day event. The consultation day event was held in August 2018.

The lessons learnt from the consultations include:

- The lack of an adequate supply of affordable private rented accommodation locally;
- Private sector landlords unwilling to house homeless clients on benefits;
- The lack of 'move on' options to service the range of client needs;
- Better joined up service;
- 'Rules based housing' has led to some individuals not being able to maintain their accommodation;
- The lack of adequate supported accommodation locally meaning most people in this group are placed into accommodation without the required support in place leading a lack of tenancy sustainment due to a range of issues including the behaviour of others, rent arears and
- Lack of targeted joined up long term support to those who are substance/alcohol dependent.

There was also a consultation of sample group of services users and, the response came up with was mainly:

- Lack of street outreach and engagement with entrenched rough sleepers;
- Lack of early targeted meaningful support for people in their own tenancies, to help prevent homelessness;
- Lack of availability of affordable accommodation generally;
- Limited access to facilities, including being able to have a shower and clean clothes, and a limited access to somewhere positive to go in the day time for street homeless;
- The importance of being treated with dignity so people can improve their selfworth and see a positive future;
- The importance of considering people's individual circumstances when delivering service to them.

We would like to thank the various partners, service users and members of the public who have worked with us by contributing to the development of this strategy. We would particularly like to thank the members of the Slough Homeless Forum for their contribution in identifying the gaps in service provision. The Slough Homeless Forum meets regularly.

As the strategy was developed with extensive input from partners, Slough Borough Council will monitor the delivery in line with the action plan. This will make it easier to review and amend the document to reflect local and national changes. The council will review the document periodically in line with section 1(1) of the Homelessness Act 2002, to ensure the document is relevant. The implementation of the strategy will be regularly reported to Members.

This document is divided into two parts:

Part 1:

The Homelessness Review looks at both the national and local picture; it contains information on homelessness in the borough and looks at our current and future challenges. Slough Borough Council is setting out in this review document an assessment of the support, assistance and advice available to homeless and potentially homeless people in the borough. This also involves an input from partners. The outcome of the review of the various forms of homelessness in the borough will assist the council to develop a strategy which aims to look at facilitating greater integration in the provision of homelessness prevention services.

Part 2:

The Homelessness Prevention Strategy gives an overview of our existing services and the initiatives we have in place to prevent homelessness. It then outlines the risks, challenges and opportunities ahead. This section sets out the priorities and objective that will guide the council's homelessness service.

This is one of a number of strategies Slough Borough Council has in place to support the delivery of suitable affordable housing. This is a period of significant ongoing change in the delivery of housing services by the local authority, with the continued welfare benefits changes and the introduction and implementation of the Homelessness Reduction Act 2017.

3. Part 1 - Homelessness Review

The causes of homelessness are complex, with rarely one single trigger; there are often combinations of reasons why people come to face the prospect of homelessness.

In order to develop services which provide effective resolution to individuals and families facing the prospect of homelessness, it is necessary to understand the interplay between various factors, which can render a person homeless.

These can be categorised as relating to:

- (i) Individual circumstances
- (ii) Relationships
- (iii) Social policies National and Local

3.1 National Context

The national homeless population has changed significantly since the start of the current economic cycle.

Over the past few years, there has been a steady increase nationally, both in the number of households who approached their local authority for homeless assistance and in those subsequently accepted as homeless. There has been a corresponding e increase in rough sleeping nationally.

To address this growing problem the government's national housing white paper "Fixing our Broken Housing Market" has set out a clear commitment to tackling homelessness. The approach taken will be to help households currently priced out of the housing market, support people potentially at risk before they reach crisis point, and

reduce the number of rough sleepers on the nation's streets. The paper proposes some significant changes which are likely to change the way Local Authorities meet housing need in the future. These changes include:

- Encouraging Registered Providers and Local Authorities to build more homes;
- Widening the definition of affordable housing to include starter homes, intermediate rent, discounted housing and rent-to-buy;
- A greater focus for Local Authorities to do more to prevent homelessness;
- Making renting in the private sector fairer for households.

Welfare Reform

There are increasing pressures on low income households following social welfare changes affecting incomes and limiting the amounts of benefits payable towards housing. The most significant in recent years include:

- Local Housing Allowance (LHA), the reduction and limiting of the LHA caps have had significant effects. The current LHA freeze means that most private renters who need their income topped up by housing benefit will face a monthly shortfall between the actual cost of their rent, and the support available. Over the past 5 years rental prices have increased by over 5% annually in most areas⁴
- **Benefit Cap** limiting the maximum benefit that can be claimed per week, is constantly reviewed and adversely affects how much can be paid towards rent via housing benefits.
- Universal credit is the new streamlined payment which rolls most of the benefits residents receive into a single payment to clients and this usually includes housing costs.

Localism Act 2011

This act altered profoundly the way local housing authorities deal with homeless households. It ushered in a range of significant changes to national social housing policy including minimising the role central government plays in housing decisions. The policy's objective is to enable local authorities to better manage both housing demand and access to housing within their areas. The Main changes brought in by the Localism Act 2011 include:

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 $[\]underline{\text{https://www.ons.gov.uk/economy/inflationandpriceindices/datasets/indexofprivatehousingrentalpricesweightsan} \ \underline{\text{alysis}}$

- Social housing reform giving individual landlords new powers to grant tenancies for a fixed term, should they choose to do so;
- Allocations reform giving councils greater authority over who they admit to waiting lists for social housing in their area;
- Powers granting local authorities the power to discharge their duties to homeless people by placing them into the private rented sector;
- The introduction of a national home-swap scheme in the 1985 Housing Act to enable greater tenant mobility across the social housing sector;

The Deregulation Act 2015

Some of the measures introduced under the Deregulation Act 2015 were designed to increase the rights of Council and Private Tenants:

- Reduction in the minimum length of time before a Council Tenant acquires the Right to buy their home from 5 to 3 years
- Requirement for Private Sector Landlords to provide all new tenants with prescribed information about their rights and responsibilities, Energy Performance and Gas Safety certificates and requirement to protect all tenancy deposits in a Government approved redress scheme.

The Housing and Planning Act 2016

There are several measures contained within this Act that have the potential to reduce affordable housing options for low income households:

- Extension of the Right-to-Buy to Registered Providers, potentially reducing the number of existing affordable and social rent homes
- The introduction of Starter Homes as a new affordable home ownership product, widening the definition of affordable housing and leading to the distribution of housing grant funding to home ownership products
- Mandatory use of fixed term tenancies for Local Authority homes, reducing the security of tenure for many low income households.

The Homelessness Reduction Act 2017 (HRA 2017)

Housing Authorities have a Statutory Duty under the Housing Act 1996 (as amended) to provide advice and assistance to all eligible homeless applicants and to ensure that suitable accommodation becomes available for eligible applicants who are unintentionally homeless and have a priority need for accommodation. The HRA 2017 was subsequently introduced to strengthen and increase the duties owed to all eligible homeless applicants, including those who do not have a priority need for

accommodation or who may normally be intentionally homeless. The following new duties have been introduced under the HRA 2017:

- Duty to assess the housing circumstances, housing needs and support needs
 of all eligible applicants who are homeless or at risk of becoming homeless
 within 56 days and agree the steps that need to be taken by the applicant and
 the authority to ensure that they can remain in their current accommodation or
 can secure and sustain suitable alternative accommodation:
- Duty to take reasonable steps to assist all eligible applicants who are at risk of becoming homeless within the next 56 days to secure that accommodation does not cease to be available for the applicant's occupation;
- Duty to take reasonable steps to assist all eligible homeless applicants to secure suitable accommodation for their occupation for at least 6 months, or such longer period not exceeding 12 months as may be prescribed;
- Duty on specified public bodies to refer households who are homeless or threatened with homelessness to a housing authority – Otherwise known as the 'duty to refer'.

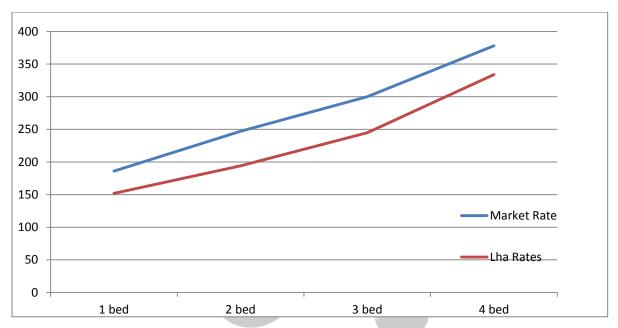
3.2 Local Context

The Slough Housing Strategy (2016 -2021) shows the council's commitment to preventing homelessness locally. The housing strategy shows the council's dedication to use all the mechanisms available to create an environment where partners can engage better to create positive outcomes for those residents threatened with homelessness.

There are contrasting patterns of homelessness in different parts of the country. The South East, especially around the greater London region diverging from the midlands and the north by having ever increasing homeless numbers. Slough being on the borders of London and sharing London's transport, infrastructural, social and cultural issues has, experienced this divergence.

The Local Housing Allowance (LHA), which sets the maximum amount of rent that can be covered by housing benefit for private rented sector (PRS) properties, was set at the lowest 30% of the housing market rents. The gap between private sector rents and the LHA has continued to widen in Slough.

Claimants' LHA entitlement is less likely to cover the full contractual rent due as real rents increases have overtaken the LHA for Slough. With the buoyant private rented sector in Slough, and the influx of London Boroughs paying increased incentives to access the private rented sector, there needs to be a measured strategy to resolve local homelessness.



Bed Size	Market Rate	LHA Rates	Shortfall
1 bed	186	152	34
2 bed	247	194	53
3 bed	300	245	55
4 bed	378	334	44

Market rent Vs LHA Rates in Slough as at March 2018 (market rent from http://www.zoopla.co.uk/market/slough/)

The shortfall is further exacerbated with welfare reforms which have led to reduction in other benefits, impacting negatively on the ability of households to access private rented accommodation locally.

Number of households agreed as homeless (rate per 1000 households) - Q2 2017/18

Number agreed as homeless: Rate per 1,000										
Authority	2015-16	2015-16				2016-17			2	017-18
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
Brent	1.51	1.53	1.93	1.46	1.66	1.40	0.87	1.12	1.51	1.43
Ealing	1.50	1.03	1.42	1.51	1.57	1.52	1.60	1.22	1.22	1.32
Greenwich	0.82	1.17	1.38	1.32	1.41	1.15	1.56	1.27	1.33	1.40
Hounslow	0.77	1.11	1.69	2.15	0.89	0.76	1.24	1.07	0.99	0.68
Luton	1.47	1.99	1.21	0.66	1.41	1.22	1.20	1.43	0.61	0.87
Redbridge	1.44	1.43	1.26	0.99	1.31	1.16	1.14	1.07	1.29	1.35
Slough	1.02	1.40	1.36	0.97	1.10	1.12	1.18	1.26	1.08	1.54

The table above show that the number of households accepted as being homeless and in priority need in the south East Region against the London Average. The level of homeless acceptances in Slough is fairly reflective of the South East region as a whole. Slough had 506 homeless approaches in the 2017/18 financial year; there were 303 households accepted as homeless. For the same period there were 127 households housed into social housing tenancies; with another 43 housed in the private sector (PSL).

Social housing waiting times and numbers in Slough

Housing demand 2017-2018 (numbers on the register)

	Band A	Band B	Band C	Total
Over 50	7	39	95	141
1 Bed	7	328	450	785
2 Bed	5	452	356	813
3 Bed	4	332	264	600
4 Bed	2	94	60	156
5+ Bed	0	22	14	36
Total	25	1,267	1,239	2,531

Average waiting time 2017-2018 (by band in weeks)

	Band A	Band B	Band C	Homeless
Over 50	11	34	54	83
Over 50 2 Bed	no lets	8	65	410
Studio/ 1 Bed	55	154	no lets	64
2 Bed	85	221	no lets	68
3 Bed	80	331	no lets	79
4 Bed	87	451	no lets	231

The table on the left shows the numbers waiting in the various groups for social housing. The table on the right shows the average waiting times for social housing in weeks.

Social / affordable rented accommodation in Slough

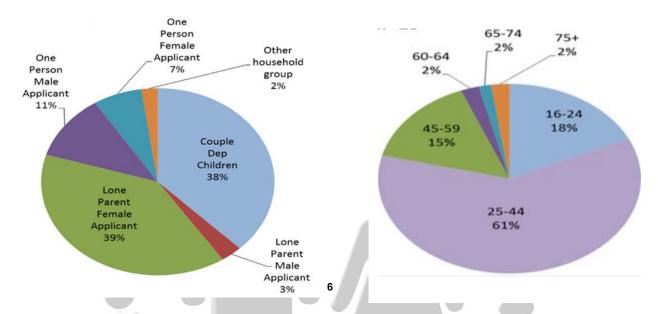
Social housing lettings have been reduced both through re-lets and new build accommodation. Partner social landlords have highlighted increasing difficulty in gaining

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⁵ MHCLG P14 quarterly returns 2017/18

building sites and anticipate lower levels of new build developments going forward as a result of recent changes in development and housing association finance frameworks. The

Council is engaged in improving the supply of social housing in Slough with the development of schemes to fill the need. Slough has developed a range of tools in partnership with housing providers like the Slough living rent.



Household type by composition and age agreed 2017/2018

Families account for the majority of accepted homeless households. 80% of accepted homeless households have dependants. The biggest group was Single Female parent households (39%). This chart shows the breakdown of groups seen and for whom a full housing duty was accepted.

61% of accepted homeless households are aged between 25 and 44 years old. This is largely reflective of the main age range of housing benefit claimants in Slough.

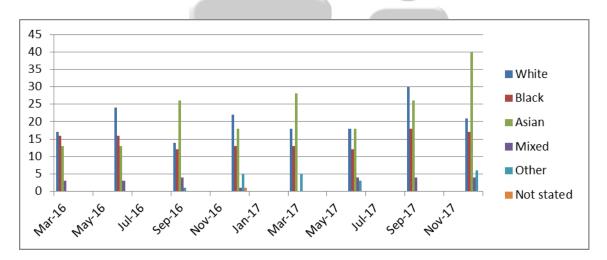
⁶ MHCLG P14 returns 2017/18

Homeless acceptance by ethnicity

Over the past 4 years the proportion of homelessness acceptances from ethnic groups has increased, this is mainly accounted for by households who identify as Non-White or Mixed. Since 2014/17 the number of Black and Minority Ethnic groups (BAME) being accepted as homeless and in priority need has considerably increased in the Asian subgroup.⁷

This is not confined to Slough and it is common for Black and Minority Ethnic groups (BAME) populations to be disproportionally homeless, both regionally and nationally. As of 2016/17 BAME made up 39% households accepted as homeless and in priority need nationally, but only 15% of the total population in England.

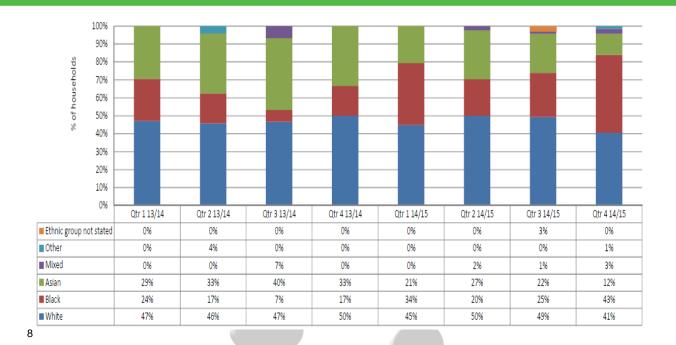
In quarter 4 of 2014-15, 41% of applicants accepted as being homeless and in priority need had a White ethnicity (28). There were 43% applicants with Black ethnicity and 12% with Asian ethnicity. This is in comparison to Slough's population; where there are 46% White, 9% Black and 40% Asian.



In comparison to the benchmarking figures, Slough had a low proportion of White applicants and a relatively high proportion of Black and Asian applicants being accepted as homeless and in priority need in quarter 4 of 2014-16.

The Percentage of white applicants has remained steady over the past 7 quarters at (average of 4% across the quarters).

⁷ MHCLG Slough P1E returns Q3 2017



The London Effect

Slough's location has made it the ideal location for London Boroughs to exercise the right to place applicants outside their borders. The introduction of the Localism Act 2011 has had a significant impact on the way in which London Boroughs deal with applications for social housing and homelessness applications under Parts 6 and 7 of the Housing Act 1996.

It has long been known that London Boroughs have used these powers to discharge their housing duties outside of their respective boundaries. London Boroughs were gearing up towards the change in the law in 2012, by creating a number of voluntary schemes backed by large incentive payments to landlords and customers to encourage the success of these schemes. Once the Localism Act in 2011 legitimised these schemes, London Boroughs built on the connections made through the work previously conducted on voluntary schemes and sent households into Slough thereby further adversely affecting the supply of private sector homes; and at the same time increasing the demand from theses homeless households when their tenancies expired.

Between September 2016 to August 2017 London Boroughs placed 178 households in Slough on various schemes.

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⁸ MHCLG P1E Data

Supporting homeless households in Slough

The three main groups to seek homeless assistance over the past five years were those losing long term settled accommodation due to -

- Loss of private rented accommodation
- Parental / relative eviction
- Relationship breakdown/domestic violence.

The pathways in and out of homelessness are multi-faceted. In Slough it is important to support vulnerable groups by providing affordable and safe accommodation as it brings stability and security. The benefits of a settled accommodation after homelessness are endless as it provides a gateway to other services including health, employment and education. Suitable housing enhances social and community inclusion and provides the basis for family life. For those that are considered vulnerable, in poor housing or threatened with homelessness, the lack of a settled accommodation can escalate problems, or exacerbate an existing condition.

Housing support in Slough

Slough Council provides a wrap around support to vulnerable clients placed across all forms of temporary and permanent accommodation. The Housing Services team works with local partners to empower clients to develop, gain or build upon the skills they already possess to sustain their tenancies. The team helps vulnerable clients by enabling them gain access to employment training, build resilience and promoting independence. The team provides broad based tenancy sustainment services to clients, helping them remain in their homes. This service works closely with both internal and external partners to ensure the residents have tailor-made support they need.

Tackling Slough housing supply issues

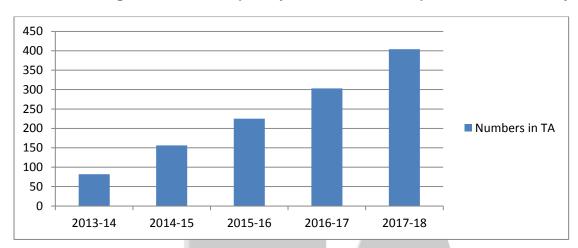
This is a longer term goal which fits in with the Slough corporate 5 year strategy to improve affordable housing stock. This homelessness strategy will look at possible ways of using central government legislation and guidance to work with housing suppliers both in and outside of Slough to improve the supply of affordable homes. We will also look at resource allocation to improve local affordable housing supply.

Temporary accommodation

The number of households in temporary accommodation (TA) has risen significantly over the past five years due to the marked decline in social housing lettings and a reduction in the supply of private sector accommodation that is affordable locally.

As of 31st March 2018, there were 404 households in TA, an increase of over 300% over five years (2013/14 – 2017/18)⁹. During this period there has been a marked reduction in the number of households moving on from TA meaning that the net inflow into TA is more than those leaving TA.

Table showing the rise in temporary accommodation placements over 5 years



Like most local authorities, a large proportion of TA used by Slough, including nightly-paid accommodation, is procured within the private rented sector. The rise in rent locally has also meant that there is a difficulty in moving clients out of TA into settled long term private rented accommodation. Slough recently secured some extra funding to provide additional accommodation and support services to rough sleepers locally. Rough sleepers who are single person households represented over 20% of agreed cases in 2017/18 financial year. Slough has also secured some additional resources to enable households move into secured long term accommodation.

The Council seeks to accommodate people within their local area as long as it is reasonably practicable, but if this proves impossible the Council endeavours to place people as close as possible to where they were previously living. However, there is a serious shortfall of affordable accommodation that can be secured in the borough to meet statutory housing need. It means that it is not always reasonably practicable to provide accommodation within Slough to every household to whom the Council owes a rehousing duty.

There is an increasing need to secure more private rented accommodation to meet the current demand for affordable housing. In addition to an increase in demand for

⁹ MHCLG P1E Returns

¹⁰ Figure 5 above

affordable housing, welfare reform has impacted upon the location of placements for some households on the grounds of sustained affordability in relation to the benefits the residents are entitled to receive towards their housing costs. This means that some accommodation may be procured some distance from their current residence. The Council will endeavour in these circumstances to procure accommodation as close as possible to their current residence.

TA costs are traditionally funded by central government through the Temporary Accommodation Management Fee paid thorough the housing benefits system. The overheated rented market has made it necessary for the Council to dip into the general fund to subsidise TA, thereby reducing resources available for other services. In 2017, the Temporary Accommodation Management Fee was replaced by the Homelessness Support Grant. The grant offsets the loss in housing benefits subsidy, with some ring fenced for work to prevent or deal with homelessness. Funding is based on each council's proven ability to prevent homelessness at scale.

3. Part 2 – The Homelessness Prevention Strategy 2019 – 2024

The Slough Homelessness Strategy review highlighted the increasing number of people who find themselves homeless or at risk of homelessness. The review also highlighted some of the national and local pressures impacting homelessness. In the Homelessness Strategy Review we examined the three main causes of homelessness in our Borough which are; Loss of privately rented accommodation, parents or friends no longer willing to accommodate and relationship breakdown/domestic violence. This section of the homelessness strategy will look to explain how we will try to eradicate the adverse effects of the main causes of homelessness in Slough.

Through the contribution of our stake holders, service users and partners to the strategy review, we have learned about areas people would like to see change, and their main concerns highlighted included:

- More accommodation that is affordable
- More support for those considered to be vulnerable in relation to their housing situation

Tackling homelessness through joint working has become increasingly important. Since the 'Making Every Contact Count: a joint approach to preventing homelessness' was published, joint working has been championed as the most effective homelessness prevention method. Nationally, in the report 'Fixing our broken housing market; there has been an increased emphasis on collaboration between agencies providing housing,

social care, health, employment, and training support. It shows that resolving homelessness is more complex than just putting a roof over someone's head. In order to sustain that roof long term, joint work is imperative. Slough regards the Homelessness Strategy and accompanying delivery plan as a great opportunity to build trust and further develop a truly collaborative approach to tackling homelessness.

It is generally accepted that without adequate intervention, the number of rough sleepers and single people living in unsuitable conditions will continue to rise. This will lead to higher demand for resources from the public services and organisations that have to deal with the associated environmental health, crime, and health impact. In Slough, there is a concerted drive to tackle all forms of homelessness as highlighted in a number of local documents including the Slough Housing Strategy.

Our objectives for the coming five years are:

- Early intervention to prevent homelessness with better partnership working
- Increase access to housing options for residents
- Improving conditions, reducing numbers and length of stay in our TA
- Providing the right tools for staff, partners and residents to improve service delivery
- Increase tenancy sustainment and prevent repeat homelessness
- Improve housing outcomes for single homeless, rough sleepers and young people

Early intervention to prevent homelessness with better partnership working

The homelessness review demonstrated disproportionate levels of homelessness amongst particular demographic and community groups in Slough, it is important that we gain an understanding of this in order to tailor services to be as effective as possible.

Early intervention seeks to prevent homelessness by tackling the root causes before they escalate into a housing crisis. In recent years Slough has increased its focus on early intervention and homeless prevention. Given the challenges faced around increasing homelessness it is critical that we continue to put homeless prevention at the heart of everything we do. We believe this will greatly increase the chances of positive outcomes for people at risk of becoming homeless. Slough has adopted a personcentred housing and support approach which seeks to ensure effective information and advice is available at every stage to maximise the positive outcomes for those facing homelessness. This requires creating clear and defined referral routes with joined up services and effective pathways leading to better outcomes for those at risk of homelessness.

Challenges

Homelessness numbers for all household groups nationally and in Slough are on an upward trend;

- Reduction in funding resulting in some groups "falling through the gaps" and being unable to access services;
- Lack of awareness of housing advice of the prevention services available within Slough can mean that households do not access assistance until after they have lost their home;
- · House and rental prices have risen steeply in recent years;
- Helping residents and supporting and training staff through the significant changes being introduced by the HRA 2017 and the continued roll out of welfare reform measures; and
- People who are homeless or at risk of homelessness may have multiple issues which will require multi agency approach.

Action

Making available accessible information services, by exploring and expanding the telephone, internet and face to face sessions to improve housing advice provision;

- Working collaboratively with statutory and voluntary partners to create solutions to meet the increased demand on homelessness services; developing early intervention pathways to ensure a consistency in advice and referral routes, in line with the duty to refer responsibilities;
- Reviewing information provided by the Council and partner agencies to ensure
 effective and consistent housing advice; identify and disseminate good practice in
 homelessness prevention and relief and ensure that prevention continues to
 target those most at risk ensuring the partners are working collaboratively with
 the council;
- Work with partners to prevent incidents of 'repeat homelessness' within Slough;
- Providing a coordinated service that tackles the wider causes of homelessness among young single people by working with bodies with the duty to refer to make sure clear lines of referral are established with bodies like The Children Trust and Health and Adult Social Care services to ensure all service users receive appropriate assessments to determine their future housing options;
- Develop effective working relationships between the Council and accommodation providers in Slough and neighbouring regions where affordability can be better managed in light of the continued welfare changes.

Increase access to housing options for residents

Accessing accommodation that is affordable is important to both preventing and resolving homelessness. This has become increasingly difficult particularly within the borough due to an increase in housing demand, rising costs and social housing stock supply not keeping up with demand. This now means that the Council must seek to ensure best use of all available stock while working to increase access to a range of affordable accommodation across all sectors of the housing market. Increasingly this also means looking outside its boundaries to meet the demand. There is increased need to seek more innovative schemes and this may include looking further afield in the greater Berkshire region and beyond to provide sustainable and suitable housing solutions. The main focus of the council is to prevent homelessness occurring in the first place, where homelessness cannot be prevented, the council aims to quickly secure alternative accommodation for the affected resident.

Challenges

Insufficient affordable social and PRS housing available to let locally;

- PRS landlords and lettings agents reluctant to accept clients on who claim welfare benefits;
- With reduced funding for new affordable housing for rent, it will be more difficult
 to meet the housing needs of households who are unable to access home
 ownership or accommodation in the private rented sector locally;
- Competition for local housing from London Boroughs across all tenures and areas; increasing scarcity and driving up costs;
- Limited local move-on supply means households are remaining for longer periods in TA:
- Due to high and rising need the Council may have to place households into accommodation outside of the borough in order to meet its statutory housing duties;
- There is the increase in rough sleeping in the borough;
- The rise in single homeless households and other non priority groups; and
- Increase in PRS evictions of low income households.

Action

- Working to increase the supply of new build Council homes for the people of Slough by sourcing new and varied funding streams;
- Improving the supply of new affordable homes by partners for Slough residents;

- Working with neighbouring boroughs to improve cross borough moves for identified households;
- Improving relationships with PRS supplies both within and out of the borough;
 Providing incentives where needed, to provide affordable settled housing to the most vulnerable groups; As well as tenancy sustainment to both landlords and tenants:
- Providing holistic support to households who are placed outside the borough to mitigate the impact of the move. This may include connection to local support services, welfare benefits transfer and a possible resettlement grant;
- Introduce a house of multiple occupation (HMO) licencing scheme to help improve quality and availability of accommodation to the under 35 group;
- Develop a more frequent, relevant and inclusive landlords forums;
- Better and extended homelessness relief provision;

Reducing the numbers and length of stay in temporary accommodation

Slough Borough Council has continued to see an increase in the numbers of households in TA. Though the numbers are about average for the South East, we are seeking to create an improved housing options service and partnership arrangements to prevent homelessness. Where prevention fails, we will seek to provide the best quality TA for the shortest possible periods whilst the best housing options available are explored.

Like many local authorities, a large proportion of the TA we use includes nightly paid accommodation that is procured within the private rented sector. The current spending restrictions compounded by the increase in private sector rents means that Slough Borough Council will have to seek different procurement methods to meet the increased TA demand.

Challenges

- Number of eligible people at risk from homelessness has steadily increased in recent years;
- Limited move-on housing means households are remaining for longer periods in TA:
- The increased numbers of homeless households being placed in private rented accommodation in Slough by London and surrounding Boroughs;
- Limited number of affordable PRS accommodation available in the borough for TA use; and
- Households in TA not aware of the options open to them.

Action

- Create clear pathways out of TA into settled affordable accommodation; informing TA residents on the best options for them.
- Explore potential for conversion of vacant and under underutilised local properties for use as temporary or settled accommodation;
- Continue to free up existing stock through tackling fraud, addressing underoccupation and promoting alternative housing options to all residents;
- Explore the use of quota queues and move on options for various groups into settled accommodation to increase through-flow; Improving methods of communicating the various polices and plans to improve residents decision making especially long stay TA residents;
- Explore joint TA procurement options, with other partners like The Childrens Trust and Adults Services.

Providing the right tools for staff, partners and residents to improve service delivery

The continued demand for homeless services has meant that key staff and partners who deliver the service to people who are at their most vulnerable must be properly trained and supported to provide the quality of service Slough aims for.

With the need for prescribed public bodies to refer those threatened with homelessness to local housing authorities under the duty to refer, Slough Borough Council aims to have well developed referral pathways communicated to the affected partners and reviewed regularly in line with service need and legislation.

We also hope to create a system of empowerment for our service users making homelessness prevention the responsibility of all. This partnership seeks to create an ecosystem where the community as a whole is involved in homelessness reduction. We will work with local voluntary partners to create a system where intelligence is shared quickly to enable intervention before the homelessness situation hits crisis levels.

Challenges

- Recruiting staff with the specialised skill set;
- Retaining staff with the right skill set due to increased workload;
- Keeping up with the legislative changes, particularly HRA 2017;
- Lack of adequate partner training; and
- Lack of local resident engagement and awareness of the services available.

Action

- We will support staff with regular and relevant training opportunities;
- We will update all the information available to residents regularly;
- We will seek to create roles with improved working conditions to attract the right skill sets;
- Ensure that all commissioned housing services in the borough meets local needs;
- Ensure regular training programmes for partners to ensure a consistency in service delivery;
- Regular review of the organisational structure to reflect service needs; and
- Create career development opportunities including secondments and professional qualification.

Increase tenancy sustainment and prevent repeat homelessness

With the increase in households who are homeless or threatened with homelessness, the Council aims to prevent homelessness in all cases. This involves providing the right support to help residents sustain independent accommodation in the long-term.

Vulnerable people experience difficult periods during an independent tenancy, which can lead to tenancy failure. The loss of a private rented tenancy is currently the main cause of homelessness in Slough; ¹¹followed by family and friends exclusion. The Council's focus is on preventing housing problems escalating to crisis point. The tenancy sustainment service in Slough, works closely with accommodation providers, the welfare services and support agencies. The aim of the sustainment team is to identify the issues with the individual households and tailor a service to prevent homelessness. Developing a person centred approach which targets and resolves the issues identified. The sustainment service also sign posts clients to employment, health and education services as necessary.

Challenges

- There is increased demand for more supported accommodation particularly for those who have complex support needs in Slough;
- Increase in private rented evictions;
- Increase in broken relationships;
- Lack of suitable affordable local move on accommodation for households in TA;
- Government funding review affecting supply of supported accommodation funding in Slough; and

¹¹ MHCLG P1E returns

 Lack of access to further support housing, transitional, longer-term and crisis support services.

Action

- The Council will look at securing pre-paid bed spaces locally from supported housing providers;
- Work with local landlords to let spare rooms to homeless clients;
- Expand on the range of initiatives to prevent homelessness by PRS evictions;
- Mediate more in broken family relationships and help people stay at home with parents, relatives, or friends longer reducing family exclusion;
- Work with partners to increase the supply of supported accommodation units locally;
- Provide timely and effective housing advice and assistance to pre-crisis clients;
- Tailor service to meet need identifying best homelessness prevention route;
- Develop a separate Rough Sleepers Action plan, with partners to gain greater intelligence on rough sleeping;
- Work to develop and implement a local reconnections protocol;
- Improve the housing options available to single homeless households in Slough;
- Provide an ecosystem which empowers resident to develop, gain or build upon the skills they already possess to sustain their tenancies.

Improve housing outcomes for single homeless, rough sleepers and young people

To tackle this issue efficiently, we have developed an in-depth supplementary action plan to tackle this most visible face of homelessness it is marked <u>appendix 2</u> titled 'The single homeless and rough sleeping reduction plan'

4. Delivering the Homelessness Prevention Strategy

This strategy and the objectives shown form the basis of our engagement with partners and the service users.

The key elements of the agreed action plan to deliver the strategy are listed below along with some headline outcomes.

The action plan has been developed from consultations involving a range of stakeholders to support delivery of the commitments set out in the Homelessness Strategy.

5. Monitoring

Monitoring our action plan will make it easier to update it to reflect changes to national, regional or local policy. We will review our action plan as required during the life of the strategy and we will monitor the actions that have been set out in it. Progress will be regularly presented to members.

In line with section 1(1) of the Homelessness Act 2002, Slough Borough Council as a housing authority can conduct homelessness reviews and publish homelessness strategies more frequently if circumstances in the district change. Therefore, the action plan below is subject to changes and variation in line with the needs in Slough.

6. Appendix table

Appendix 1: Homelessness Prevention Strategy action plan

Appendix 2: Single homeless and rough sleeping reduction plan (supplementary document)

Appendix 3: Equality impact assessment

Appendix 4: Slough homelessness strategy working group

8. The action plan for the Homelessness Prevention Strategy

Early intervention to prevent homelessness with better partnership working						
Action	Success / outcome measure	Responsibility	Resources	Timescales		
				,		
Making available accessible information services, by exploring and expanding the telephone, internet and face to face sessions to improve housing advice provision	Increased take up of advice before crisis hits Reduction in approaches and homeless acceptances. Reduced proportion of households requiring emergency temporary accommodation placements by early intervention Reduced timescales to access advice available to all households threatened with homelessness	Manager Housing Demand Team	Improved Staffing Resources / Expanded funded streams Better self- help schemes and information provided to residents	Dec 2021		
Working collaboratively with statutory and voluntary partners to create solutions to meet the increased demand on homelessness services; developing early intervention pathways to ensure a consistency in advice and referral routes, in line with	Better partnership working to identify challenges or gaps in services and potential solutions Develop information packs for partners and clients to be accessed both online and at advice hubs Explore and identify best pathway for right to refer with associated training for partners agents	Manager Housing Demand Team	Joined up training and up to date information leaflets available to referral agents	Dec 2021		

the duty to refer responsibilities				
Reviewing information provided by the Council and partner agencies to ensure effective and consistent housing advice; identify and disseminate good practice in homelessness prevention and relief and ensure that prevention continues to target those most at risk ensuring the partners are working collaboratively with the Council	Provide an increased awareness of Housing Options, duties and referral routes amongst partner agencies Provide partners with up to date information to ensure an understanding of the roles and criteria of different services provided Promote local employment and training pathways in collaboration with partners for homeless households	Manager Housing Demand Team	Regular community awareness and engagement events and exercises	Dec 2021

Work with partners to prevent incidents of repeat homelessness within Slough	Develop a system for efficient and making sure the 'duty to refer' responsibilities are met and kept compliant; Help vulnerable households who have left supported accommodation successfully sustain their tenancies for at least 6 months – with multi-agency action Develop self-help facilities, both online and otherwise, that are readily available to households Develop better relationships with local private landlords	Manager Housing Demand Manager Social Lettings Manager	More local events to promote partnerships & services Create better online referral tools Empower partners with up-to- date relevant advice and information on service and legislation	Apr 2022
Providing a coordinated service that tackles the wider causes of homelessness among young single people by working with other bodies like Slough Childrens Services Trust, Health and Adult Services to ensure all service users receive appropriate assessments to determine their future housing options	Partnership working to achieve best possible outcomes for the young homelessness in Slough Prompt housing and support needs of vulnerable clients to be assessed and suitable housing and support options identified. Ensure those placed outside of the borough are able to access local services and are provided with a temporary accommodation information pack Training and employment opportunities for single	Housing demand Manager Local Partners	Extend current schemes like the short breaks scheme and similar to more clients Develop more up to date information packs for clients Regularly update online and other information	Dec 2021

	households		sheets given out	
Develop effective working relationships between the Council and accommodation providers in Slough and neighbouring Authorities where affordability can be better managed in light of the continued welfare changes and budgetary constraints.	Ensure good communications with local authorities in which TA placements are made and that notifications are provided for all out of borough placements Develop effective steering groups, forums and better marketing of the positives for working with Slough Borough Council.	Housing Demand manager Social Lettings Manager	Better out of area placement reporting Regular meetings with local forums and relevant groups	Dec 2021

Increase access to housing options for residents						
Action	Success / outcome measure	Responsibility	Resources	Timescales		
4			1			
Working to increase the supply of new build Council homes for the people of Slough building on our success in this area to date.	Work with planning colleagues to ensure that the affordable housing provision is secured on new developments Increased RSL & Private investment in affordable homes locally	Housing Supply Manager	More pre- planning involvement in relevant developments Increase contacts with developers & RSLs	Dec 2021		
Working with neighbouring boroughs to improve cross borrow moves for households identified households	Faster cross-borough transfer options for households fleeing from one area. Improved information to households in neighbouring boroughs on LHA rates Improve incentives and	Housing Demand Manager Housing Supply Manager Housing Allocations Manager	Agree, create and amend related policies, protocols, as required	Dec 2021		

	assistance available for out of area moves			
Improving relationships with private rented sector (PRS) supplies both in and out of the borough	Better uptake in PRS – non TA placements Less PRS evictions with better liaison Reduced use of long term TA as better PRS Supply	Housing Allocations Manager	More Liaison events and forums Increased publicity partnership working benefits	Dec 2021
Providing a holistic support to households who are placed outside the borough to mitigate the impact of the move. This may include reconnection to local support services, welfare benefits transfer and a possible resettlement grant	Information Packs and sign posting service for all out of area placements Relevant services informed of households specific needs so no break in service provision After placements support and monitoring to help iron out any issues for up to 3 months	Housing Supply Manager Housing Demand Manager	TA & PSL placement agreement in place with responsibilities and processes Targeted tenancy sustainment service for out of area TA placements	Dec 2021
Providing suitable incentives where needed to the landlord partners to provide affordable settled housing to the most vulnerable groups	More funding for PRS prevention for those threatened with homelessness earlier Improved incentives to PRS for low income households reducing long term TA use Mix of incentives available to PRS providers- Financial, bonds insurance, etc	Housing Supply Manager	Improving schemes to get providers on board	Dec 2021
Improving the tenancy sustainment support available to both landlords and homeless clients in private sector accommodation	Tailored support to meet clients' needs Introduce pre-tenancy training for vulnerable households before they meet PRS providers	Housing Supply Manager Housing Demand Manager	Develop both online and face to face support	Dec 2021

Homelessness Prevention Strategy 2019 to 2024					
	Improved early tenancy sustainment referral pathway open to partners who identify vulnerable households	Housing Demand Manager	Improving referral systems for specialised tenancy sustainment services	Dec 2022	
Improving the supply of new affordable homes by partners for Slough residents through varied new funding streams	Seek to maximise the use of s106 payments and other contributions for new supply of local housing Improved innovative ways to increase affordable homes like modular homes and infills	Housing supply manager		Dec 2022	
Improve the borough wide HMO licencing scheme to help improve availability and standard of accommodation available	Better working relation with PRS providers Reduced rough sleeping Improved standards in e PRS available in Slough	Housing Supply Manager Housing Regulations Manager	Create internal systems where HMOs are first offered to clients on housing register	Dec 2020	
1	Increased uptake of PRS by the under 35s		Improve liaison with PRS	Apr 2022	
Develop a scheme to work with households who have been in TA the longest to facilitate move on to affordable settled housing solutions	Introduce more housing options to households in TA Reduced length of stay in TA Better empowered and informed residents	Temporary Accommodation Manager Housing Supply Manager Social lettings team leader	Develop information on affordability in PRS for TA residents Develop regular TA tenants information liaison events to highlight benefits of various	Dec 2022	

			schemes	
Improved homelessness relief provision	Reduced homeless applications More prevented evictions Less use of TA	Housing Demand Manager	Develop new funding for Relief Improve partnership working with all sectors to improve prevention and relief	Dec 2022
Reducing number	s and length of stay in tempo	orary accommoda	tion (TA)	
Action	Success /Outcome measure	Responsibility	Resources	Timescales
We will create clear pathways out of TA into settled affordable accommodation;	Prevention of homelessness and minimising the upheaval for customers Fewer households in TA More joined up working between partners	Temporary Accommodation Manager Housing Demand Manager Housing Supply Manager	Develop a scheme to get local accommodation providers to agree affordable rents Get partners and service users well informed on policies, pathways and policies	Dec 2022
We will explore all potential for conversion of vacant properties for use as temporary or settled accommodation locally;	Reduced costs in providing emergency TA Value for Money by targeting resources at the most cost effective solution to prevent homelessness.	Housing Supply Manager Housing Regulation Manager	Develop good housing supply chains with developers to convert unused office spaces into interim	Dec 2022

Housing Allocations

Manager

Reduced TA numbers

Increased availability of family

sized accommodation to those on

accommodation

monitoring and

Dec 2022

Improved

tenancy

We will continue to free

through tackling fraud,

up existing stock

addressing under-	the Housing register	Neighbourhood	enforcement	
addressing under- occupation and promoting alternative housing options to all residents;	the Housing register Reduced void loss and maximising rental income to the Housing Revenue Account Reduced use of Discretionary Housing Payment budget for under occupiers will mean budget can be targeted at those in greatest need	Neighbourhood Housing Managers Housing Regulation Manager	Promoting under occupancy schemes to make them relevant	
We will ensure take-up of quota queues for various groups and move-on from supported accommodation and other similar accommodation to increase through-flow;	Prevention of homelessness and minimising the upheaval for customers Less time in unsuitable TA Reduced TA Spend	Housing allocations Manager	Improve the monitoring of allocation of all accommodation Create more flexibility in allocation	Dec 2022
We will review methods of communicating the allocations policy, lettings plans, outcomes and waiting times to help people make informed decisions	Households in unaffordable private rented accommodation assisted to move to affordable accommodation We will create a comprehensive directory of services and resources available online and on demand to households and all agencies	Housing Supply Manager Housing Demand Manager Housing Allocations Manager	Regular update both online and other media giving residents current updates to make better choices	Dec 2022
We will improve our working with long stay TA residents to move into affordable settled PRS locally or as close as possible	Fewer households in in TA More move on support for households in TA into realistic housing options Greater use of DHP budget for rent deposits and rent in advance to reduce costs on homelessness budget Reduced TA Spend	Temporary Accommodation Manager Housing Supply Manager	Regular events to inform advice and educate TA on the benefits of settled PRS accommodation	Dec 2021
We will explore TA procurement options, with other partners like children's and adults services	Improved purchasing power Reduced TA spend Improved housing options as more affordable units can be	Strategic Housing Lead	Develop service level agreement to minimise cost Develop joint	Dec 2022

acquired with the increased power	policies for related services	
	Develop joint working with partners like James Ellirman Homes	

Providing the right tools for staff, partners and residents to improve service delivery				
Action	Success /Outcome measure	Responsibility	Resources	Timescales
				l
We will support staff with regular and relevant training opportunities	Improve staff training and supervision regime	Quality Assurance Manager	Regular training to be up to date on changes	Dec 2020
We will update all the information available to residents regularly	Improved updated information available online and contact points	Housing Demand Manager	Improved training for partners including the new JIGSAW system	Dec 2020
We will seek to create roles and improve the working conditions to attract the right skill sets to meet demand	Improve working conditions and benefits	Quality Assurance Manager	Regular review of employment conditions and local processes making them relevant	Dec 2020
Improve the access to education, training and employment opportunities	Reduced use of emergency TA Reduction in Homeless acceptances Improved economic and employment activity	Housing Demand Manager Commissioning Manager(s) Communities & Leisure, Adults & Communities Lead	Improve the IT systems to include improved information of available services Improved information sharing protocols between partners to speed up	Dec 2020

We will ensure the creation and retention and training programmes for partners to ensure a consistency in advice and referral routes	Update training as required including case law updates for both staff and partners Improved processes and procedures Improved staff knowledge Partners better aware of pathways	Assurance Manager I	We will hold craining of key coartners to educate them on the services we crovide Grant access to key partners on the referral coathways	Dec 2020
Increase	tenancy sustainment and preven	t repeat homelessne	ess	
Action	Success /Outcome measure	Responsibility	Resources	Timescales
We seek to secure more emergency pre- paid bed spaces; including crash pads	Fewer rough sleepers Fewer homeless clients Exploring and using innovative accommodation purchasing tools including leasing schemes	Housing Supply Manager Housing Demand Manger Commissioning Manager(s)	Get some extra funding for targeted groups Create short to mid-term accommodation available to vulnerable groups	Dec 2021
Work with local landlords to let spare rooms to homeless clients	Improved housing supply Fewer homeless clients Drop in TA numbers	Housing supply Manager	Targeted Marketing	Oct 2020
Expand on the range of initiatives to prevent homelessness by PRS evictions	Improved personalised prevention tools to both landlords and tenants	Housing Demand Manager Housing Supply Manager	Develop teams to target PRS trouble cases Improved support to PRS landlords and tenants	Dec 2020
Expanded mediation	Reduced family exclusions	Housing Demand	Improve mediation	Dec 2020

service

service provision	Less rough sleeping	Manager	services	
	Reduced single homeless applications More young people encouraged to remain at home Reduced TA use	Commissioning Manager(s)	Improve and extend short stay and time-out accommodation	
Improve the supply of supported accommodation locally	Faster move on from unsuitable TA Increased housing options open to residents improve tenancy sustainment services	Housing Supply Manager Housing Demand Manager	Increase in low level supported accommodation places	Dec 2020
Better early intervention schemes for at risk clients;	Improved residents resilience in managing all tenancies Faster resolution of applications More housing options to open to residents	Housing Supply Manager Housing Demand Manager	Improve information sharing with partners Better intelligence sharing with partners	Dec 2020
Explore new financial assistance for prevention	Fewer PRS evictions Fewer homeless households	Housing Supply Manager Housing Benefits Manager	More information on top up schemes like DHP	Apr 2021
Develop a separate Rough Sleepers Action Plan, with partners to gain greater intelligence on rough sleeping;	Fewer rough sleepers Better coordinated multi agency working	Housing Demand Manager	Creating specialist teams to deal with rough sleeping	Jan 2019
Providing more tenant empowerment	Faster resolution to homeless applications Improved economic activity locally Fewer homeless people	Housing Demand Manager	Sign posting to local training and employment opportunities Improved Local enterprise engagement	Apr 2020
	Appendix 4			

9. Slough Homelessness Prevention Strategy Working Group 2019 – 2024

- Shelter Slough
- Slough Children's Services Trust
- SBC Wellbeing
- SBC Leasehold
- SBC Strategic Housing
- Turning Point Slough
- SBC Adults & Communities
- Slough Outreach
- Slough Night Shelter
- London & Slough Run
- Salvation Army Slough
- P3 Support Services
- Berkshire NHS
- Thames Valley Police
- Browns Community Services
- Slough YMCA
- National Probation Services
- SBC Public Health

