

Hertsmere Borough Council's Draft Homelessness and Rough Sleeping Strategy 2024 - 2029



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INTRODUCTION

THE PURPOSE OF THE STRATEGY

The Homelessness Act (2002) requires each local authority to look at how homelessness affects residents in its local area and to develop a new Homelessness and Rough Sleeping Strategy every five years. This Strategy has been developed based on the findings of our Homelessness Review and this data has allowed us to put forward a vision and objectives to best tackle homelessness in Hertsmere.

Within this document, we will explain what our objectives are over the next 5 years and how we will achieve these.

STRATEGY DESIGN

We want this Strategy to be used by us and all our partners to address homelessness and rough sleeping and achieve our vision and objectives.

Our last Homelessness and Rough Sleeping Strategy focused on the prevention of homelessness which delivered excellent results despite a stark increase in homelessness approaches.

This Strategy will continue this focus and seek to improve homelessness prevention for both individuals and families. Our vision and objectives are aligned with the Homelessness Reduction Act 2017 and should be read in conjunction with our Homelessness Review 2024. This Strategy will provide a framework for the council and our partners to make best use of resources, learn from best practice and use innovative approaches to prevent and reduce homelessness and rough sleeping.

We would like to thank our stakeholders who provided comments and feedback which helped shape our priorities for the next five years. This Strategy meets the legislative requirements as it has been consulted on and subsequently published based on the findings of the homelessness review.

LINKS WITH LEGISLATION AND OTHER COUNCIL STRATEGIES

The strategy links with key pieces of legislation and national policies:

- The Homelessness Reduction Act 2017
- The Homelessness Code Of Guidance for Local Authorities 2018
- The Rough Sleeping Strategy 2018
- The Criminal Justice Act 2003
- The Mental Health Act 2007
- The Health and Social Care Act 2012
- The Care Act 2014
- The Children and Families Act 2014
- HM Government Care Leavers Strategy 2014
- The Localism Act 2011
- The Domestic Abuse Act 2021

The strategy works alongside the following Hertsmere Borough Council strategies and policies:

- Corporate Plan
- Health and Wellbeing Strategy
- Temporary Accommodation Procurement and Placement Strategy
- Allocations Policy
- Empty Homes Strategy

OUR KEY ACHIEVEMENTS SINCE 2019

NEW SUPPORTED HOUSING SCHEME LAUNCHED FOR INDIVIDUALS – SUCCESSFUL COLLABORATION BETWEEN THE COUNCIL AND LOCAL ORGANISATION ONE YMCA

- A 24-room hostel for families was converted to an accommodation scheme for individuals with support needs, in partnership with One YMCA (who manage the scheme) and Hertfordshire County Council. The former hostel had seen a decline in demand in the years preceding which can be explained, in part, due to an increase in other accommodation options available
- The scheme aims to accommodate former rough sleepers as well as those at risk of rough sleeping, providing intensive support to prepare for longer-term independent housing
- Each resident has a dedicated support worker and a support plan to encourage them to engage with relevant services to prevent street homelessness
- Since it launched in September 2021, 68 individuals have been supported by the provision

PARTNERSHIP WORKING - SUCCESSFUL PARTNERSHIP WORKING BETWEEN THE COUNCIL AND OTHER VOLUNTARY AND SUPPORT ORGANISATIONS

- Since the last Review, the team have focused on building valuable partnerships with statutory and voluntary organisations
- At an operational level, the team are now involved in a variety of partnerships aimed at preventing evictions, reducing risk and improving safety for our residents. At a strategic level, there is now strong involvement at county wide forums in order to co-fund/produce projects and share best practice
- These partnerships have led to a range of positive outcomes including a reduction in evictions from social housing, more individuals supported via local agencies and a more comprehensive level of support provided to those that need it

EXPANSION OF HOUSING INITIATIVES TEAM

- The Housing Initiatives team was formed in 2018 to maximise the supply of decent and affordable homes in the private rented sector available to homeless households who have approached the council
- More recently the team has expanded to support the resettlement of single individuals with complex needs and our refugee community
- The team has a wealth of experience, allowing for successful tenancy sustainment and landlord liaison
- The team has supported over 50 refugee households to access or sustain accommodation

LAUNCHED A HIGHLY SUCCESS PRIVATE SECTOR OFFER: LET WITH HERTSMERE

- “Let with Hertsmere” was launched in 2019 following a successful bid to central government’s Private Rented Sector Access fund. Following extensive consultation, a range of new incentives were introduced to encourage landlords to let their properties to households in housing need
- Incentives include cash incentives, rent deposits and support from the team throughout the tenancy
- The scheme has been very successful, mainly due to word-of-mouth referrals and since it launched, 204 households have been supported to secure private rented tenancies which otherwise would not have been affordable
- It also allows the council to promote suitable and safe housing, with all properties inspected before joining the scheme
- Due to the increase in market rents and the growing gap between market rent levels and Local Housing Allowance rates, securing properties has become more challenging and more affordable areas are being explored to maximise housing options for those in need

PREVENTION SUCCESS DESPITE AN INCREASE IN HOMELESS APPROACHES

- The best way to tackle homelessness is to stop it happening in the first place
- Since the implementation of Homelessness Reduction Act, considerable work has been implemented to intervene earlier to prevent homelessness and reasonable steps are taken to relieve homelessness for all eligible applicants
- Amongst the applicants whose prevention duty ended, around 50% were supported to retain their existing accommodation or secured an alternative accommodation before they became homeless

LOW NUMBERS OF ROUGH SLEEPERS

- The team has worked hard to lower the number of rough sleepers across the borough
- In 2020, the figure was estimated to be 11, which included individuals well known to the team, who weren’t engaging or weren’t yet ready to move from street homelessness
- In 2021, the figure had reduced to 4 and in 2022, it was 2
- Cost of living pressures alongside increases in individuals from asylum seeker accommodation raised the figure back to 6 in 2023
- As of June 2024, there is 1 known rough sleeper
- Each new rough sleeper is visited and encouraged to move into housing which may include via our discretionary duties (No Second Night Out scheme). Outreach support is provided to each rough sleeper and there has been some fantastic successes in supporting entrenched rough sleepers off the streets into their current accommodation
- The council continues to operate its No Second Night Out scheme for those eligible for housing assistance, who are sleeping rough in the borough, and activates a Severe Weather Emergency Protocol (SWEP) Provision for all rough sleepers in the borough in response to extreme weather

TENANCY SUSTAINMENT AND EARLY INTERVENTION

- We have focused on tenancy sustainment and early intervention through a number of new roles
- We now have 2 roles dedicated to providing tenancy support including for those in private rented sector housing and temporary accommodation
- We have a Tenancy Relations Officer who works with private rented tenants and landlords to reduce homelessness approaches from Section 21 notices
- We have a Single Homelessness Prevention Officer who works with single individuals without a homelessness priority need to try to prevent homelessness

CREATION OF HERTSMERE LIVING LIMITED (HLL)

- A joint venture stock-holding company was set up by Hertsmere Borough Council and Clarendon Living Limited, a subsidiary of local housing association Watford Community Housing with an aim to develop and provide good quality, low-cost affordable housing in Hertsmere
- The first properties were purchased by Hertsmere Living Limited in 2023 and the company has already let 27 properties at social or affordable rent levels via the council's housing register and a further 6 market rent level properties which were transferred from the council
- The council also has a wholly owned subsidiary called Hertsmere Developments Limited and the housing department works closely with this organisation to ensure any affordable housing that has been developed meets the greatest current demand

SUCCESSFUL BID FOR EXTERNAL FUNDING

- We have been successful in a number of funding bids since 2019 including via the: Rough Sleeping Initiative, Local Authority Housing Fund, Private Rented Sector Access, Cold Weather Fund, Next Steps Accommodation Programme, Rapid Rehousing Pathway, Household Support Fund and Accommodation for Ex-Offenders schemes
- Whilst most of these funding streams have now ended, we have continued much of the work with enhanced funding via the Rough Sleeping Initiative fund 22-25. Our ability to continue this work longer-term is dependent on a continuation of this funding

WHAT DOES THE DATA REVIEW TELL US?



There has been a considerable increase in the number of homelessness approaches over the period of the review. At the same time, the number of households owed a main duty has gone down. This shows that we have already been successful at preventing homelessness for the majority of households who approach for advice and support when threatened with homelessness. Early intervention and support has helped us to prevent and relieve homelessness at the earliest opportunity.

The three main causes of homelessness in the borough are:

- 1) End of private rented tenancy
- 2) Family no longer willing or able to accommodate
- 3) Relationship with partner ended (non-violent breakdown)

These reasons have been fairly consistent over the past 5 years.

- The majority of households who approached us as homeless and to whom we owed a main duty were single people with complex needs and families with dependent children
- The acceptance rate is higher in households with dependent children and/or pregnant women and households with physical and mental health problems. In order to be classed as priority need through poor mental health there needs to be quite significant health issues that impact on a person's ability to fend for themselves and cope if they are roofless. We also know that a number of families may have a household member who are experiencing mental health challenges but as this isn't their main priority need this can go un-noted in this particular data set (data from other areas, such as referrals to mental health agencies, is therefore necessary to review regularly)
- The absence of 16/17 year olds accepted as homeless can be explained by the excellent partnership working between Hertsmere Borough Council, Hertfordshire County Council and locally commissioned charity Herts Young Homeless to whom all young people are referred for support and assistance
- The majority of households owed a main homelessness duty by the council had a main applicant aged 25 - 44. Homelessness approaches from those aged 60 + are relatively low, partly explained by the availability of sheltered housing in the social housing stock and the fact that older people are more likely to be settled in secure accommodation, either owned or rented
- The average number of new placements per month in temporary accommodation has remained low compared to pre Covid-19 levels

KEY CHALLENGES



The Homelessness Review has highlighted some key challenges we are facing.

In order to prevent homelessness effectively, this Strategy will need to address these challenges which are often complex ranging from financial issues and employment challenges to broader lifestyle issues which might impact on tenancy sustainment.

Some of the key challenges identified from the Homelessness Review were:

- The high number of people being asked to leave by family and friends. Many have never held a tenancy in their own right which can mean it is more challenging to cope with the additional responsibilities of renting by themselves
- The high number of households with debt and financial challenges affecting their ability to pay their current rent; in these cases homelessness prevention can be difficult and securing alternative housing is more challenging due to affordability concerns
- The high number of households threatened with homelessness when their private rented tenancy is ended
- Whilst the number of households threatened with homelessness as a result of a relationship breakdown, including both abusive and non-abusive relationship breakdowns, has remained relatively steady, homelessness prevention at their current accommodation is often not feasible or safe and therefore increases the pressures on temporary accommodation demand
- There are significant barriers in ending rough sleeping across the borough. Many reasons can cause street homelessness including economic and lifestyle reasons and some individuals may not be ready to receive support from us to move away from street homelessness
- The national housing shortage, demand for housing and higher mortgage rates have put an additional stress on the private rental sector making it unaffordable for many households
- Move on options from temporary accommodation remains challenging due to the lack of affordable housing available. Continuing to manage our temporary accommodation allocations in order to make best use of limited housing remains a priority
- More work is needed to encourage those threatened with homelessness to make early contact with the team in order to resolve their homelessness before it reaches an emergency situation
- Ensuring appropriate support is available for vulnerable households, with a particular focus on mental health needs continues to be challenging due to the demand on services
- Our ability to achieve our vision and objectives is dependent on funding. At present the council's homelessness services are heavily reliant on the Homelessness Prevention Grant and the Rough Sleeping Initiative funding. Whilst funding has been agreed for 24/25, future funding is not certain which will significantly impact our ability to respond to homelessness demand in the short term and make financial commitments to meet homelessness demand in the longer term

OUR VISION

“That everyone has a secure and affordable place to live and support is available to anyone threatened with homelessness in the borough”

OUR OBJECTIVES

OBJECTIVE 1

Respond to an increase in households presenting with complex and support needs

CONTEXT

People with multiple and complex needs may experience several overlapping problems at the same time such as mental ill health, homelessness, drug and alcohol addiction, offending and family breakdown.

These individuals can fall through the gaps between services because no one takes overall responsibility for helping them to break the cycle they are in. They can find themselves in a downward spiral, living chaotic lives and experiencing poverty, stigma and discrimination. Working with people with complex problems poses a number of challenges and we are committed to ensuring that our services are responsive to their needs.

The Homelessness Review shows main duty acceptance rate is higher in households with dependent children and/or pregnant women and households with physical and mental health challenges. In order to be classed as priority need through poor mental health there needs to be quite significant health issues that impact on a person's ability to fend for themselves and cope if they are roofless. Those with lower level mental health difficulties may not meet the homelessness priority need definition but may still find themselves threatened with homelessness.

It is also noted that individuals in a family with children (both the parents and children) may have mental health challenges but their priority need reason is likely to be 'dependent children' therefore we know the actual number suffering from mental ill health is likely to be higher than reported in the Homelessness Review.

Other support needs may include those who have fled violence or abuse or those that have approached as care leavers or 16/17 year olds. Households who have presented with these support needs may need assistance from specialist organisations.

Whilst our rough sleeper numbers remain low, we have accommodated 96 individuals under our No Second Night Out scheme since it launched in 2019 and a further 34 in our No First Night Out scheme which launched in 2020. This demonstrates that the need from this cohort remains high.

We recognise that sometimes it is difficult to get the right organisations involved to support vulnerable individuals and we will continue working to improve these relationships.

We will regularly monitor temporary accommodation to identify any gaps in current accommodation options for those with physical disabilities/care and support needs.

HOW WILL WE ACHIEVE THIS OBJECTIVE?

We will work together with specialist organisations to enhance support for households. We will continue to prioritise our strong partnerships and work with any new services to ensure our customers can access all relevant support

We will continue to fund services which provide valuable support to our customers as long as funding allows, including to One YMCA to have full nomination rights to a supported housing scheme for single individuals with support needs and Hertfordshire County Council to access a number of crashpad spaces for young people across the county

We will continue to work with Hertfordshire County Council to offer customers places at a supported housing scheme for families managed by Sapphire Independent Housing

We will conduct regular reviews of the usage and demand on supported temporary accommodation to understand current needs

We will hold regular strategic and operational meetings with providers when appropriate to continue good working and make any improvements to our partnership working if necessary

We will continue to ensure our customers have access to specialist domestic abuse services. This may include funding refuge spaces or financial contributions to joint advisory services commissioned across the borough/county

We will continue to have an active role in multi-disciplinary team meetings (MDT) such as a MARAC, MARRG and our own MDT meetings which we coordinate with a range of partners to discuss customers who need support from multiple services

We will continue to bid for funding to support rough sleepers and those who fall outside of our statutory duties. The government's Rough Sleeping Initiative funding runs until March 2025 and allows us to provide funding to One YMCA, alongside a Rough Sleeping and Tenancy Support Coordinator and Housing Resettlement Officer and we will work closely with central government to access any future funding. Other funding that has been accessed includes the Household Support Fund and we will continue to apply for this funding whilst it remains available

We will continue using a flexible approach to ensure the best outcomes for each individual that is at risk of homelessness in Hertsmere

We will continue to prioritise early intervention via: sufficient resource in the Homelessness Prevention team to provide advice and assistance at an early stage for all homeless customers including those who are unlikely to have a priority need and continue the provision of tenancy support to try to prevent an individual becoming homeless in the first instance

We will work to improve options for 16/17 year olds that need to be placed into temporary accommodation by the council

We will provide tenancy support for those that require it when they are in temporary accommodation to minimise evictions due to rent arrears and anti-social behaviour

We will improve communication with support organisations working with individuals to ensure an appropriate level of support is provided by necessary agencies, even after an individual is placed in temporary accommodation

We will critically analyse our own work regularly and review how we can improve

OBJECTIVE 2

Continue our focus on preventing homelessness

CONTEXT

Apart from the lack of affordable housing, there are many other factors that may contribute to homelessness. These include the rising cost of living, relationship break downs, mental illness, physical disability, poverty, loss of employment, hospital discharges, prison discharges and those leaving care.

Homelessness approaches in Hertsmere have doubled since 2019/20. Despite this, the number of households owed a main duty has reduced from 2019/20 (111 in 19/20 to 87 in 23/24). Whilst some homelessness cannot be prevented, it is clear that early intervention both by us and our statutory and voluntary partners is working well and should continue to be a priority.

HOW WILL WE ACHIEVE THIS OBJECTIVE?

We will make sure there is sufficient resource in the Homelessness Prevention team to enable appropriate preventative work

We will work across the department to review all options available to a household at an early stage including the housing register and privately renting via our scheme Let with Hertsmere

We will continue to offer a successful private sector offer to households looking to find their own accommodation alongside us proactively seeking private rented housing that is affordable

We will promote early intervention including mediation for relationship breakdowns with family/friends

We will continue to fund services providing preventative services such as Herts Young Homeless and Citizens Advice Bureau

We will continue to utilise the Homelessness Prevention Grant to use initiatives to prevent homelessness, such as setting up repayment plans, paying deposits and contributing towards clearing rent arrears.

We will continue to support tenants who have been served Section 21 notices to try to prevent homelessness wherever possible

OBJECTIVE 3

Improve access to a safe and affordable private rented market

CONTEXT

We recognise that the private rented sector plays a crucial role in meeting housing need. We know that a home that is not safe, decent and affordable can have a severe impact on health and wellbeing, from respiratory problems caused by damp and cold homes to mental ill health caused by living in such a home¹. We believe private renters in the borough should live in safe and secure homes, without the fear of no fault evictions. Renters should rightly expect their homes to be well-maintained and comfortable, with fully functioning amenities and responsive landlords who treat renters fairly and care about creating a pleasant living environment.

We actively liaise between tenants and landlords to ensure homes are of a good standard. Many landlords already provide good quality housing and we work with them to share best practice and support them when necessary too.

In 23/24 we received 228 complaints related to the condition of a resident's home which we investigated.

In 2023/24, the loss of private rented tenancies was the highest cause of homelessness in the borough. We also know that social housing lets are limited and demand far outweighs supply and therefore we must work with private landlords and letting agents to secure alternative housing for homeless households.

Our Let with Hertsmere scheme is very successful and has supported 204 tenancies since launched in 2019.

HOW WILL WE ACHIEVE THIS OBJECTIVE?

We will regularly review our Let with Hertsmere scheme to ensure it is fit for purpose and competitive which includes both financial incentives as well as a commitment to provide mediation support to resolve any tenancy concerns which may occur

We will continue to build our good reputation within the local landlord setting

We will increase work to find properties in more affordable areas, including outside the borough, to ensure more families are not faced with homelessness and/or long stays in temporary accommodation

We will proactively notify clients of the need to consider private renting and provide information to allow them to search for their own private rented property

We will take enforcement action and support households to apply for Rent Repayment Orders as appropriate

We will continue to respond to and monitor disrepair issues, such as damp and mould concerns, across all forms of housing including private and social rented housing

We will continue to strive to minimise the number of empty properties in the borough, including by publicising ways to bring empty properties back into use via loans and initiatives

We will restart the Landlord Forum as a way to engage with landlords in the area, ensuring they remain up to date with new changes in legislation and promoting our Let with Hertsmere scheme

We will continue to license Houses of Multiple Occupation (HMO) and mobile homes sites and provide support for gypsy and traveller sites enabling good quality housing across the borough

OBJECTIVE 4

Respond to an increase in homelessness demand from refugees and asylum seekers

CONTEXT

There has been a 239% increase in homelessness among asylum seekers evicted from Home Office² accommodation nationally, including from hotels, over the last two years.

There has also been an increased demand from those who have arrived via the government's safe and legal routes including the following schemes: Homes for Ukraine, Ukrainian Visa Extension, Ukrainian Friends and Family, Afghan Relocations and Assistance Policy (ARAP) and Afghan Citizens Resettlement Scheme (ACRS). Whilst most have settled into their new housing well, some have been faced with homelessness. Unstable housing has been the main reason for homelessness from this cohort within Hertsmere.

Early intervention is key to supporting these households; often homelessness cannot be prevented due to the nature of their housing but providing support from an early stage increases the chances of securing alternative housing and avoiding placement into temporary accommodation.

HOW WILL WE ACHIEVE THIS OBJECTIVE?

We will regularly monitor the demand on homelessness/housing services from this cohort to ensure the department is able to respond appropriately

We will work in partnership with specialist organisations and statutory organisations to ensure the borough is aware of the national picture and is accessing all support available. These organisations include the Home Office, Strategic Migration Partnership and Hertfordshire County Council amongst others

We will apply for all funding available to us to support our work in this area

We will work with Hertfordshire County Council to implement and promote schemes to reduce homelessness, such as accessing the private rented sector

We will continue our commitment to support refugees arriving via the government's safe and legal routes

OBJECTIVE 5

Work in partnership

CONTEXT

Homelessness is a complex problem. Successful prevention and relief of homelessness requires contribution from partners with different areas of expertise. The council works closely with partners to co-produce approaches to homelessness prevention. It is also crucial to recognise the essential role our partners have in identifying people at risk of homelessness at an earlier stage, referring them to our Homelessness Prevention team and then working collaboratively to help the person resolve their homelessness in a sustainable way.

HOW WILL WE ACHIEVE THIS OBJECTIVE?

We will work with partners to increase referrals via Duty to Refer, ensuring early intervention whenever possible

We will continue our commitment to Multi-Disciplinary Team meetings with partner organisations

We will attend multi-agency meetings such as the Multi-Agency Risk Reduction Group and Hertfordshire, Bedfordshire and Buckinghamshire Hoarding Forum and ensure we have a presence at other county wide meetings

We will embed the Making Every Adult Matter (MEAM) principles into the daily operational work within the department

We will restart the Homelessness Forum to ensure partners are aware of local schemes and to ensure a joint commitment to ending rough sleeping and reducing homelessness in the borough

We recognise the importance of joint working to reduce the number of evictions and will proactively work with social and private landlords to support households to remain in their current tenancies which is often the best option for them

We will review how we offer advice to the community including offering surgeries at key community spaces where possible

We will offer shared surgeries and drop in working spaces to our partner agencies

OBJECTIVE 6

Ensure limited social housing in the borough is being used to house those most in housing need

CONTEXT

Social housing provides a stable home that people can stay in for the long term and offer rents well below market rents. We are a non-stock holding council and therefore rely on social housing providers to provide our social housing.

The number of housing register applications we receive far outweigh the number of social lets. For example there were only 25 x 3 bedroom lets in 23/24 compared to 222 applicants as of 1st April 2023 and a further 36 accepted applications throughout the year and only 2 x 4 bedroom lets in 23/24 with 31 applicants as of 1st April 2023 and a further 4 accepted applications throughout the year. This gap between our demand and supply means we must prioritise social housing for those households who cannot sustain tenancies in the open market.

It is important that sufficient priority is given to those currently in housing to avoid inadvertently incentivising households to approach as homeless when they are able to safely remain where they are and bid on the housing register.

HOW WILL WE ACHIEVE THIS OBJECTIVE?

We will develop a 'right-sizing' strategy with housing association partners to encourage tenants of social housing to be in the right size property for them. This includes providing incentives to downsize where appropriate

We will continue to provide funding to Hertfordshire Shared Anti-Fraud Service to detect tenancy fraud

We will regularly review the Allocations Policy, ensuring it remains fit for purpose and in line with legislation to house those most of need.

We will conduct annual reviews of lets and demand data to ensure it is responding to local resident needs and to allow us to understand current gaps in housing supply

We will work closely with the council's Planning department to ensure Section 106 housing responds to housing need. For example, we know there is a need for larger homes

We will publish an updated Tenancy Strategy setting out the types of tenancies we would want to see for social housing in the borough

We will continue to monitor empty properties and support owners (including social landlords) to bring properties back into use. We will take enforcement action on properties when necessary

We will promote all forms of housing which may be suitable for residents including private renting and intermediate home ownership options such as shared ownership to ensure social housing is accessible for those who are not able to access other housing options

DELIVERING OUR STRATEGY

Measuring success

We will oversee the implementation of our objectives through regular reviews and monitoring.

Data is reviewed on a monthly basis to analyse any changes in our demand and our ability to respond to this demand. A number of key performance indicators are also in place which are reported to Members on a quarterly basis.

Our ability to successfully deliver our objectives will be heavily dependent on key funding streams currently available including the Homelessness Prevention Grant and Rough Sleeping Initiative grant. We will continue to work with the Ministry of Housing, Communities and Local Government to utilise all funding available.

Our Strategy will be in place until 2029. We will conduct regular reviews of our Strategy, ensuring we are on target to meet objectives and that we deliver our commitments. Minor changes to the policy will be made if necessary with approval from the Housing and Housing Development Portfolio Holder.

REFERENCES

¹[National Housing Federation - Why we need a long-term plan for housing report](#)

²[Number of asylum seekers left homeless after Home Office eviction soars | Immigration and asylum | The Guardian](#)