

Isle of Wight Homeless and Rough Sleeping Strategy 2019 – 2024

Foreword by Councillor Clare Mosdell

It is incredulous to many of us that people in the year 2019 find themselves in the position that they have no place to call home. Having a safe and secure home is one of the most fundamental needs that each and every one of us has. For people without a place to call home the level of risks that they face are multiple; risks to their physical health; risks to their mental health; risk to their emotional wellbeing; and risk to their physical safety.

As cabinet member for Housing Needs as well as Adult Social Care and Public Health the links that exist between someone's health and wellbeing is not lost on me. There is a plethora of research that shows people who experienced homelessness are more likely to have poor physical and mental health than the general population which can be both a cause and consequence of homelessness. Homelessness is devastating and it kills; Shocking new statistics released by the office of national statistics on 1st October 2019 show that Homeless deaths nationwide have risen by nearly a quarter in the last year. In 2018, there were an estimated 726 deaths of homeless people in England and Wales, 129 (22 percent) more deaths than in 2017 when there were 597 estimated deaths. This means that on average two homeless people die each day in the country.

Similarly the life opportunities of homeless families and their children are thwarted; homelessness adversely impacts upon a child's ability to learn and progress; homelessness undermines their ability to develop those friendships with other children, due to not having a home that they can invite others; children living in homeless families are deprived from having a sense of stability and security; and their emotional and physical health is compromised. It is unacceptable for any child not to have a safe and secure home this homelessness and Rough Sleeping strategy is purposely bold, it uses language that deliberately challenges and motivates us to quite frankly, do better.

We have already started on our journey of improvement having successfully secured additional funding from government to deliver dedicated support to homeless people with wider health and wellbeing issues such as poor mental health and substance misuse problems. November 2019 sees the opening of our new emergency shelter which will not only provide a roof over the heads of homeless people and rough sleepers but will also help people begin to put their lives back together.

This strategy is one of the most important that I have helped develop since becoming cabinet member. Homeless people and rough sleepers have the hopes and aspirations that we all do, and a safe and secure home is at the top of that list. Finally, I would like to thank everyone who has helped develop this strategy, in particular those stakeholders and partners who will help us deliver the priorities contained within it to prevent homelessness and end rough sleeping.

Vision:

Our vision is that everyone living on the Island has a place they can call home.

Context

1. Local Housing Authorities are required to formulate and publish a strategy for tackling and preventing homelessness at least every five years. This strategy has been developed following a review of homelessness on the Isle of Wight (Appendix 1)

Introduction:

2. The Council's vision is for the Island to be an inspiring place to grow up, live, work and visit. We cannot underestimate just how vital having your own front door is to someone's sense of security, hope and wellbeing.
3. The term 'homeless' includes those who are statutory homeless, people who are rough sleeping and sofa surfers. At any one time there are as many as 4,750 people rough sleeping on the streets of England, and more than 78,000 households and over 120,000 children in Temporary Accommodation. In addition, there are believed to be high numbers of 'hidden homeless' people who are housed by family and friends in difficult and changing circumstances but are not always captured as part of official figures.¹
4. Whilst the Isle of Wight has low absolute numbers of rough sleepers (24 rough sleeper estimate, November 2018) when compared to larger local authorities, we are acutely aware that we currently have a number of deficiencies in our service offer that impacts adversely upon our ability to prevent rough sleeping and respond with the alacrity and effectiveness rough sleepers need. Fundamentally, our approach is outdated and is invariably crisis driven, resulting in people not receiving the rapid and personalised interventions required to successfully support them on their individual journeys of recovery, off the streets and into a place they can call home.
5. Since 2015 we have seen a 500% increase in our rough sleeping figures: from 4 in 2015, to 24 in 2018 (Rough sleeper return). Analysis of our 2018 rough sleeper return captured that 30% of our rough sleeping cohort are female, over double the 2018 national average which is recorded as 14%. Over 40% of Rough sleepers on the IOW are aged 40 years or older - which is a significant concern when you consider that the average death of someone who is homeless is 43 for a female and 47 for a male.
6. On the Isle of Wight in April 2019, 181 households were accommodated in temporary accommodation, this included 130 families and 275 children. The total number of households accommodated in temporary accommodation has increased by 4.6% in the last 12 months and we have seen a 42% increase in the use of emergency bed and breakfast accommodation over the last 2 years.

¹ The Guardian (2018) Rough sleeper numbers in England rise for seventh year running 11 May 2018

7. Losing a home can be the consequence of different social economic or personal reasons. In the past ten years, the number of households affected by homelessness has increased across the country. During this time, welfare reform has introduced the freezing of the Local Housing Allowance, benefit caps for low-income families, and Universal Credit replacing several other forms of benefit; average rents in the private-rented sector have increased, whilst demand for social affordable housing has grown, significantly outstripping supply.
8. We know that homelessness is often the tip of the iceberg, the visible form of a complex disadvantage (multiple exclusion) with different layers of unmet needs. While there is a lot of discussion on the complex needs homeless people have, we know that fundamental human needs are the same for everyone; a permanent home is the foundation stone needed before other needs can be properly addressed.
9. Trauma and homelessness are interlinked and connected in at least three ways. First, trauma is prevalent in the narrative of many people's pathway to homelessness. Research has shown that people who are homeless are likely to have experienced some form of trauma, often in childhood.² Second, trauma often happens during homelessness, for example by being a victim or witness of an attack, sexual assault or any other violent event. Third, homelessness itself can be considered a trauma in multiple ways. The loss of a home together with loss of family connections and social roles can be traumatic. This is because "like other traumas, becoming homeless frequently renders people unable to control their daily lives"³. Social exclusion activates the same neurological systems as physical trauma, with a similar impact on people.⁴
10. The impact of homelessness is therefore devastating for individuals and families. It can affect both physical and mental health, educational and employment opportunities (for both adults and children) and has long term consequences for those affected. The IOW Council recognise the multiple and complex issues that can accompany homelessness and for these reasons made the strategic decision to integrate housing needs and adult social care services with effect from December 2018.
11. As a council we want to ensure that everyone has the opportunity to live the lives they want to lead, equipping people with tools and skills needed to secure and maintain a home.
12. In recognising the key role our homelessness service offer has in achieving the Council's ambitions, we recognise that at present, our offer does not always support this ambition and a rapid change in how we approach this issue is needed.

² Lankelly Chase Foundation, 2015: Hard Edges: Mapping severe and multiple disadvantage, England, accessed at: <http://lankellychase.org.uk/wp-content/uploads/2015/07/Hard-Edges-Mapping-SMD-2015.pdf>

³ Goodman, Lisa A.; Saxe, Leonard; Harvey, Mary, 1991: Homelessness as psychological trauma. Broadening perspectives. In: American Psychologist, Vol 46(11), Nov 1991, 1219-1225.

⁴ Eisenberger et al, 2003: Does rejection hurt? An fmri study of social exclusion' in Science Vol 302, p290-292, accessed at www.sciencemag.org and Kross et al, 2011, 'Social rejection shares somatosensory responses with physical pain', in PNAS Vol 8;15, p6270-6275, accessed at www.pnas.org/cgi/doi/10.1073/pnas.1102693108

13. This strategy sets our new course for homelessness services on the island albeit we recognise this is not an issue the council can address alone. The Council shares many challenges with partners across the public, private and voluntary or third sector and addressing homelessness is a challenge we all have to face and tackle together.

Strategic Aims:

14. This strategy outlines how we will work together to make:

- **Homelessness in all forms will be a rare occurrence:** we will provide the right support at the right time, so people can access a home and sustain a home they can call their own.
- **Homelessness will be a brief experience:** we will give individuals and families choice and control by systemically improving pathways, support and accommodation options to reduce the trauma associated to homelessness.
- **Homelessness a one-off experience:** we will increase access to settled homes.

15. Our strategy aligns with the Governments rough sleeping strategy 2018⁵, which is organised around three core pillars: prevention, intervention and recovery. Prevention focuses on providing timely support before individuals and households become homeless. Intervention focusses on helping people who are already in crisis to get swift, targeted support. Recovery emphasises how we will support people to find a new home quickly and rebuild their lives via a new “accommodation first” approach, utilising the principles of housing first models.⁶

Principles:

16. **We see the potential in all people and work with their strengths-** to overcome the effects of homelessness, we want to create environments for people to thrive. This means recognising the assets that people and families have and starting with these strengths. It also means thinking and planning about more than just housing. It involves building self-expression, increased wellbeing, greater social inclusion and positive relationships in order to create a much deeper and more effective support structure. Services are aimed at persons and families, including those in complex situations, to give them access to effective support so that everyone can get the type of help they need.

17. **We listen, learn and respond through co-production-** we value the experiences of people who use our services, or have been homeless, or who are at risk of becoming homeless. The more complex a person’s or family’s situation, the greater the need for co-production to find innovative, joined-up and peer-led solutions. We are committed to increasing involvement of people with lived

⁵ Government Rough Sleeper strategy accessed at <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>

⁶ Housing First Principles accessed at <https://www.homeless.org.uk/our-work/national-projects/housing-first-england>

experience of homelessness in the design, delivery and evaluation of our services.

18. **We apply national best practice** – in how we work to prevent homelessness, intervene when households become homeless and in helping people to recover from homelessness. We will be active participants in regional and national forums so that we do not repeat the mistakes of others and ensure that our methods of working are founded on good evidence of what works.
19. **We work together** - we collaborate with the police, health, housing providers, community and faith groups, businesses, education and citizens. This allows people to experience genuinely joined-up services, with strong communication about their goals and potential, rather than a disjointed system.
20. **We see people, not labels**- we focus on what really matters, rather than just patching problems, and take the time to consider root causes of homelessness and people's experiences rather than making assumptions. We work 'with' people and families, not 'to' them; giving choice and control and responsibility for them, thus creating change and enabling people and families to flourish.⁷

Prevention

21. The best way to end homelessness is to stop it happening in the first place. To do so is both cost effective and humane. A succinct definition of homelessness prevention is provided by the Government which states: *"Homelessness prevention' means providing people with the ways and means to address their housing and other needs to avoid homelessness."*⁸
22. On 27 April 2017, the Homelessness Reduction Bill formally became an Act of Parliament. It became law on 3 April 2018. The Act places a duty on local authorities to help prevent the homelessness of all families and single people, regardless of priority need and who are eligible for assistance and threatened with homelessness.
23. The Act signals a significant shift from previous legislation in that it places a renewed focus and responsibility on preventing homelessness earlier on, with requirements for a wider group of public and voluntary bodies to work together in fulfilling these duties. Preventing homelessness is complex, but the Isle of Wight Council is committed to prevent homelessness wherever possible by providing a flexible, person-centric approaches to homelessness.
24. Strategically, reducing homelessness and helping people to establish themselves and maintain a stable home is critical to the IOW's future prosperity, both for individuals themselves and the island as a whole. A stable home underpins

⁷ Manchester Homelessness strategy accessed at https://www.manchester.gov.uk/downloads/download/5665/homelessness_strategy

⁸ Government homelessness definitions accessed at <https://www.gov.uk/guidance/homelessness-data-notes-and-definitions>

successful education and employment and the maintenance of good health. Enabling people to have stability to stay in their homes is important to our aim of establishing strong safe and resilient communities on the IOW.

25. We will increase prevention by:

- Involving people who have had lived experience of homelessness in designing services to make sure they are accessible
- Getting services across all sectors to work better together.
- Making sure people are not discharged from services onto the street, for example prisons and hospitals.
- Making sure we are good corporate parents to care leavers, helping them access the correct services and pathways to independence so they do not become homeless when they leave care.
- Working with private-rented sector and registered social landlords to establish new approaches helping reduce evictions.
- Ensuring that there is easy access to specialist advice across the community where there is a risk of homelessness, and that integrated localities/ day services can support people who arrive at a point of crisis.
- To prevent homelessness, we need to address inequalities that may exist in accessing employment, education, training, housing and health services across the island. We need services to be more aware of homelessness and what they can do to work together to prevent it.

26. Together in partnership we will support people to maintain their home by:

- Integrating and connecting with local services; offering opportunities to improve well-being, education, leisure and cultural activities; and providing access to training, volunteering and employment.
- Providing advice and information to support people to access services that could prevent them becoming homeless, including the early help offer.
- Raising awareness about realistic housing options and homelessness on the Isle of Wight.
- Identifying earlier where households might be at risk of homelessness.
- Raising awareness with front-line staff across public services to recognise at-risk families or individuals to then reduce the likelihood of homelessness, and when needed, referring them for specialist support early.
- Working across services and organisations to proactively prevent and reduce homelessness.
- Developing joint-working arrangements to target situations where a household might be at risk of falling through the gaps in services, in particular tenants living in the private-rented sector.
- Could we say that if a family becomes homeless they are offered an early help assessment in the first instance to co-ordinate local services and support.
- Engaging with private-rented sector and social landlords and developing new approaches that reduce the number of people and families becoming homeless on the Isle of Wight.

- Bringing in other support services that might be needed where antisocial behaviour could put someone at risk of homelessness, using a restorative approach to resolve the situation
- Raising awareness of the potential impact of short custodial sentences in causing the loss of a stable home and promoting the use of diversion methods during court proceedings in such circumstances, ensuring other support is linked into this.
- Working with the council's regeneration and planning services to ensure that homelessness and the needs of homeless people are explicitly considered in housing developments and the Island plan.

27. Support people to move in a managed way:

- Creating opportunities for accessing housing of the right kind and quality, to prevent people from becoming homeless in the private-rented and social-rented sector.
- Reducing recurring homelessness, identifying influencing factors such as mental health, learning disability, substance misuse, domestic abuse, entrenched poverty, and connecting people to local services, education, cultural and leisure activities, training, volunteering and employment opportunities.
- Enabling people and families to move and feel at home in their new home, through working with their strengths and interests.
- Ensuring that no one is discharged from hospital, prison in-patient mental-health services, or drug and alcohol detox treatment if they are homeless. Also ensuring that all discharges are planned, with continuity of treatment and support where needed.

Intervention

28. Wherever possible, homelessness should be prevented, and person centred, timely solutions make this feasible. However, if homelessness cannot be prevented it should be rare, brief and non-recurring. Rapid rehousing approaches, within a housing-led system, are critical in making this happen. A housing-led system provides stable, appropriate accommodation and any necessary support as quickly as possible to people who are homeless or at risk of it.⁹

29. Rapid rehousing approaches are evidenced to work, for example the No Second Night Out programme which launched in London in 2011 was aimed at people new to the streets and offered support to rapidly identify the issues that led them to sleep rough, for instance financial issues or relationship breakdown. The results have been impressive. 84% of people who slept rough and accessed a No Second Night Out service in 2016-17 did not sleep rough again in the following year.¹⁰

30. There is a plethora of research that evidences people who have experienced homelessness are more likely to have poor physical and mental health than the

⁹ Crisis Ending Homelessness strategy accessed at <https://www.crisis.org.uk/ending-homelessness/rough-sleeping/>

¹⁰ Government Rough Sleeper strategy accessed at <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>

general population. A recent audit of the Isle of Wight homeless population reflects the national trends. Homeless people are far more vulnerable to issues relating to alcohol and drug use. Multiple health needs alongside drug and alcohol use often act as a barrier to accessing mainstream health services, and as a result often end up using more costly primary healthcare services.

31. Preventing homelessness costs less- Crisis estimate the Cost of rough sleeping for 12 months (£20,128) vs cost of successful intervention (£1,426) (At What Cost, 2015) The cost of a single person sleeping rough in the UK for 12 months is estimated at £20,128. Homelessness also has a human cost. The distress of lacking a settled home can cause or intensify social isolation, create barriers to education, training and paid work and undermine mental and physical health. When homelessness becomes prolonged, or is repeatedly experienced, there are further deteriorations in health and well-being. (At What Cost, 2015¹¹ and Better than cure? 2016¹²)
32. Impact on public services - There is international concern, both in Europe and North America, that sustained and repeated homelessness has significant impacts on public expenditure. Costs for health care systems, including mental health services and emergency services at hospitals are high, as are many costs for the criminal justice system. Evidence shows that people who experience homelessness for three months or longer cost on average £4,298 per person to NHS services, £2,099 per person for mental health services and £11,991 per person in contact with the criminal justice system. (Better than cure? 2016) Data merging in Scotland has indicated that NHS service use is 24 per cent higher among homeless people in Scotland and previous research as suggested that homelessness increases reoffending rates (among people with criminal records) by 20 per cent.
33. This will require new partnerships in many areas that harness the good will, energy and resources available to tackle the problem locally. These partnerships will need to be based on open and honest conversations about the challenges of tackling all forms of homelessness, particularly rough sleeping, finding shared solutions that maximize the positive impact that all groups and organisations can have.
34. Analysis of current performance and feedback received from partners and citizens have highlighted how long it can take to move on from temporary accommodation, and the difficulties of finding suitable, affordable accommodation on the Isle of Wight. It is also becoming increasingly difficult to find affordable homes in the private-rented sector. Increasingly, we are having to place families outside of their support networks in accommodation that is less than ideal. Families have reported difficulties in getting their children to school on time and some have reported poor conditions in these properties. However, timescales

¹¹ **Pleace**, Nicholas Centre for Housing Policy, University of York **At what cost?** An estimation of the financial costs of single homelessness in the UK, Crisis, July 2015

¹² Crisis Better than a cure 2016 accessed at <https://www.crisis.org.uk/ending-homelessness/homelessness-knowledge-hub/cost-of-homelessness/better-than-cure-2016/>

can vary, and households can be living in temporary accommodation for over two years while they wait to move to a place they can call home.

35. Staff working in supported accommodation schemes or temporary accommodation schemes have said there is an increasing demand for these services and an increase in the complexity of the people they are working with. Better links into wider support services and raising awareness of what is available on the Isle of Wight would support staff in these settings.
36. People who currently live in unsupported temporary accommodation (B&Bs) can face very poor living conditions- Being placed in unsettled accommodation and living in a world of uncertainty has a destructive impact on young lives, there is a plethora of research that evidences children's education, their physical and mental health, and their future chances in life all suffer as a result of homelessness This can impact significantly on a person's mental health and wellbeing.
37. Together in partnership we will make the experience of temporary and supported accommodation as positive as possible by:
 - Reducing inequalities and disruptions to accessing physical and mental-health services, education, advice, community resources or other support that might be needed for people living in temporary and support accommodation.
 - Ensuring that people in temporary and supported accommodation participate fully in their community and that they aren't isolated or disadvantaged through being placed in temporary or supported accommodation.
 - Focusing on the strengths and interests of people and families living in temporary and supported accommodation, connecting them to the education, training, volunteering, housing, cultural, leisure and employment opportunities on the Isle of Wight.
 - Identify a suitable location for a homeless assessment hub and wet facility where users will have access to a range of support services to meet their needs.
 - Develop a tenancy academy to ensure that tenants are adequately trained and prepared to sustain their own tenancies.
 - Develop specialist pathways into services to minimise the impact and trauma associated with homelessness.
 - Use only the most appropriate temporary accommodation to prevent further social and economic deterioration and identify ways in which more suitable temporary accommodation can be developed or accessed.
 - Understanding the current demand and unmet need for supported accommodation to influence and inform the future commissioning of services, and improving access to supported accommodation.
 - Minimising the need for temporary accommodation over time by preventing people becoming homeless.
 - Working with the unsupported temporary accommodation sector to improve standards.

- Working with single people and families who have lived in temporary and supported accommodation, to design, commission and deliver future services, and ensure they are accessible.
- Ensuring specialist support, for example support for those who have experienced domestic abuse, is available and accessible.

Recovery

38. Having a place to call home is vital; we recognise a home can come in various forms and we recognise the need to have a suite of accommodation options that provide individuals and families the foundations to rebuild their lives. For many, the private rented sector offers a route out of homelessness and rough sleeping and is a vital part of delivering the homes this country needs.

39. The government is planning to deliver a wide range of reforms to rebalance the relationship between landlords and tenants with the aim to deliver a high-quality, fairer, more secure and more affordable sector for everyone, including those at risk of homelessness and rough sleeping. These reforms include:

- Improving affordability through the Tenant Fees Bill which will ban unnecessary fees, saving tenants money and giving them working with the Department of Work and Pensions to consider the long term options around housing benefit;
- supporting longer tenancies through our model tenancy agreement, the build to rent sector, and consulting on the barriers to landlords offering longer tenancies;
- extending Houses in Multiple Occupation (HMO) licensing to address poor conditions and overcrowding in HMOs;
- launching new guidance to ensure landlords and tenants are aware of their rights and responsibilities.¹³

40. Analysis feedback received from partners, staff and citizens has highlighted that more support following moving out of temporary or supported accommodation would help more people to move on. This could include involving more people who have been through a similar experience, to support people through this process.

41. Housing options for people on low incomes, or in receipt of welfare benefits after moving out of temporary accommodation, are becoming limited. Average rents of private-rented accommodation on the Isle of Wight have increased over the past ten years, and there are now only a handful of affordable properties set at LHA rate.

42. The rate of homeless households accessing social housing does not match the increasing demand, which means families and single people have to wait for suitable accommodation across the Island. It also means more people are vulnerable to becoming homeless as this part of the market becomes smaller. Therefore, a wider approach to accessing homes across The Isle of Wight will need to be adopted – specifically within the private rented sector – and

¹³ Government Rough Sleeper strategy accessed at <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>

consideration will need to be given to other types of housing that could be developed.

43. By working together and in partnership we will reduce recurring homelessness, making any experience of homelessness a one-off experience by:

- Ensuring that people can access affordable, good-quality homes in the right places in the private-rented sector, working with private and social landlords to develop different options.
- Reviewing the impact of the Allocation Scheme on people who are at risk of homelessness, including single people who may face barriers to accessing social housing, and adjusting our approach to best meet this demand.
- Connecting people to local services, physical and mental-health services, education, cultural and leisure activities, training, volunteering and employment opportunities. Enabling people and families to move and feel at home in their new home by addressing any basic needs and working with their strengths and interests.
- Offering people who have experienced long-term repeated rough sleeping access to whatever treatment, care or support is needed in their local community. Ensuring this support is delivered in a flexible and person-centred way to help reduce the risk of another period of homelessness.
- Ensuring that people have access to ongoing support when they move on to their own tenancies, through appropriate resettlement services, day centre provision or other support to ensure that they don't end up being homeless again.
- Understanding more about the demand for housing for people who are or may become homeless, and working with landlords, accommodation providers and housing developers to review what the demand is and what the gaps are to shape our building profile.
- Involving people who have lived experience of homelessness to identify barriers and designing future services and approaches to support resettlement and connect people to their new communities.

Relationship with other strategies

44. This strategy cannot be read in isolation. The relationships within and between the various strategies and policies as outlined in figure 1 will ensure that a composite approach is taken to housing interests on the Isle of Wight, be they related to new-build, the existing stock or duties and services to those who are vulnerable or facing homelessness. This brings about a joined up strategic approach to provide maximum benefit that supports overall aims and objectives.

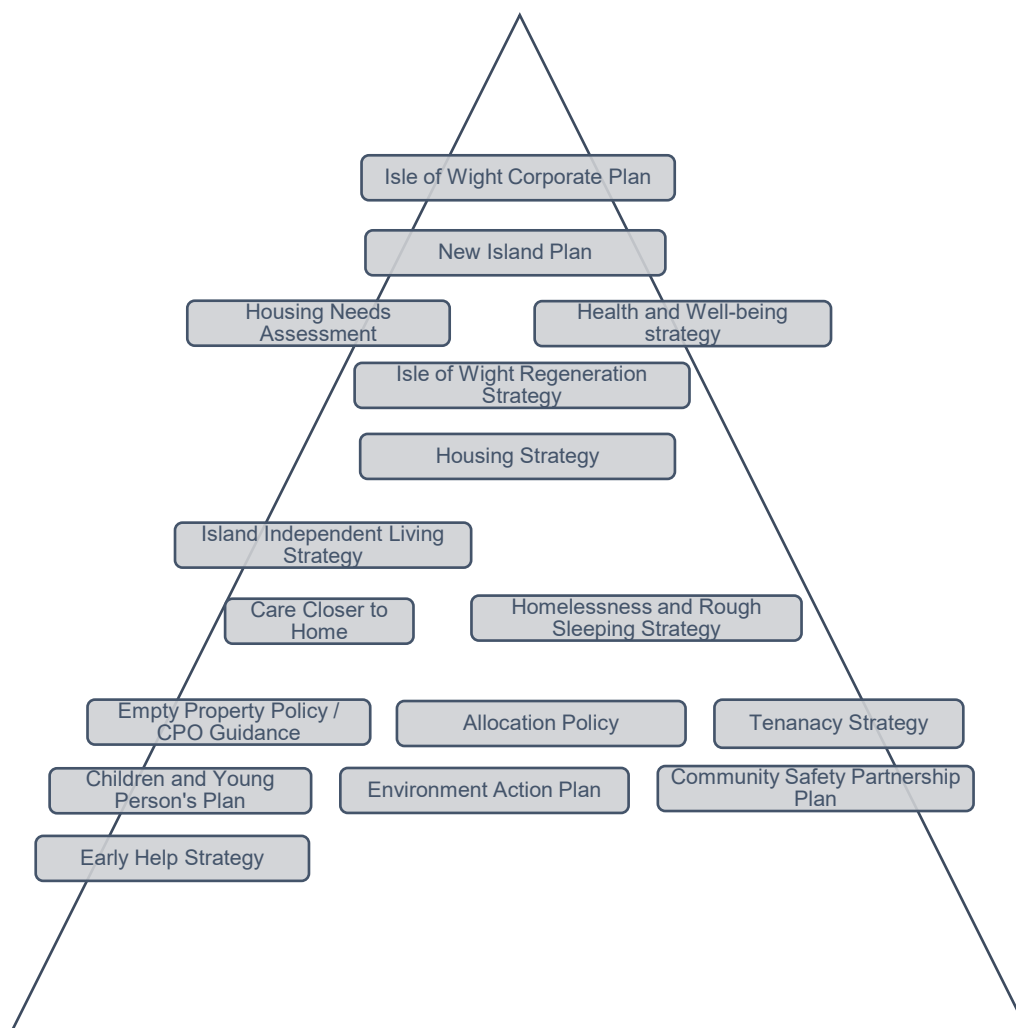


Figure 1.

Key outcomes we expect to deliver through this strategy

45. Key targets which this homelessness strategy will help to deliver include:

- No child will live in Bed and Breakfast accommodation for more than 6 weeks.
- No homeless households with children will be accommodated in bed and breakfast accommodation from 2021.
- We will reduce rough sleeping by 75% by 2022, exceeding national targets. (MHCLG Rough Sleeping Strategy 2018)
- We will reduce the number of households living in temporary accommodation to 160 by 2022. (IOW Corporate plan 2019-2022)
- We will reduce the number of households on the housing register to 1,900 by 2022. (IOW Corporate plan 2019-2022)
- We will reduce the use of Bed and Breakfast for homeless households without children by 50% in 2021
- We will not accommodate any care leavers in bed and breakfast longer than 48 hours.

- Finally, deliver and facilitate a programme of 100 homes per year through council led activity over the life of the strategy, mainly affordable homes. (IOW Housing Strategy 2019-2024)

Governance

46. There is little point in developing a strategy and action plans if there is no way of ensuring that actions are being delivered and the outcomes are being achieved. To do this, a new governance structure has been established. The external structure is led by the new Island Housing Board which brings together key decision-makers and influencers from across the Island. This will feed into internal Council governance structures where Council-led decisions are required. Appendix 2 sets out the governance structure and shows how the various groups feed into the decision-making process.

Conclusion and next steps

47. We are under no illusions that our vision to ensure everyone living on the Isle of Wight has a place to call home is a challenging and ambitious. However, it is an objective that we are committed to achieving. We know the human cost of homelessness. It is not acceptable that in our prosperous society vulnerable people sleep on our streets and in other forms of unsuitable accommodation. We have a duty to support these people, to make sure that they have suitable, safe and stable places they can call home. We need to make sure that they have access to the privileges that so many of us take for granted in our day to day lives, including access to healthcare, mental health and substance misuse support, and access to benefits. We must make sure that in the future, no one ever has no place to call home.

48. This strategy sets out a bold, long-term vision for achieving this. We know that people who are homeless need access to suitable accommodation that meets their needs, but this in itself is not enough. We recognise that they also need wider support through health care, mental health, substance misuse and support services. We know that those leaving prison need to be able to access accommodation, those who need help to find work or benefits need to be able to access Jobcentres. In order to achieve our ambitious objective, we need all parts of the local authority, the care system, the health service, prisons and probation services, the police, immigration services and Jobcentres to come together so that public services are working to support the most vulnerable. This is a time of opportunity.

49. The action plan has been co-produced with partners and sets out the timetable for delivery for a number of key elements within this strategy up until the year end 2020. The delivery plan for this strategy will be refreshed annually to ensure this remains a live and current document that can flex to local or national changes. The action plan is set in Appendix 3.

Appendix A1:

Evidence Base for Homelessness Review & Strategy 2019-2024

Part 1: IOW Population Data

Issue	Source
Population The mid-2017 population estimate for Isle of Wight was 140,984. ¹ This was an increase of 720 (0.5%) on the 2016 estimate (140,264) and a 2.0% increase on the Census 2011 total of 138,265. ²	¹ Joint Strategic Needs Assessment 2019 ² Census 2011
Households At the time of the Census 2011, the number of households on the Isle of Wight with at least one usual resident (i.e. occupied households) was 61,085. ¹ The average household size was 2.2 persons per household. Isle of Wight has one of the smallest average household size in the south east.	¹ Census 2011
Ethnicity At the time of the 2011 census there were 138,265 residents on the Isle of Wight. Of these residents: <ul style="list-style-type: none">• 134,545 residents (97.3% of the total population) were 'White' which was the majority ethnic group.• Within this group 'White British' was the largest sub-group (accounting for 94.8% of the total population). The 'White Other' sub-group (which includes people of eastern European origin) accounts for 1.9% of the total population.• 2.7% of the population were from black and minority ethnic (BME) groups - more than twice the number recorded in 2001 (1.3% of the total population).• 96.1% of the usual resident population identified with at least one UK national identity (English, Welsh, Scottish, Northern Irish, and British) - above the national average of 91.0%.• 4.3% were born outside the UK - considerably lower than the national average of 13.4%.• 95.7% of residents were born in the UK - the national average is 86.6%.	¹ Census 2011 ² Census 2001
Deprivation The Isle of Wight is ranked at 109 on the Index of Multiple Deprivation out of 326 local authorities. ¹ This is a drop of 17 places since 2010 when the Isle of Wight was ranked 126.	¹ English Indices of Deprivation 2015, MHCLG

<p>There are 13 Isle of Wight Lower Super Output Areas (LSOAs) within the 20% most deprived in England and 2 of these are within the 10% most deprived.</p> <p>The Isle of Wight's most deprived (LSOA) are generally located within the urban wards of Newport, Ryde, Ventnor, Shanklin and Lake.</p>	
<p>Employment</p> <p>In October 2018, 76.5% of the working age population on the Isle of Wight are in employment, higher than the national rate of 75.2%. The official unemployment rate is 4.0%, lower than the national rate of 4.3%.¹</p>	<p>¹ ONS Annual Population survey - via NOMIS</p>
<p>Benefits</p> <p>In November 2016, the last date that this data was available, 8,120 (10.1%) of Isle of Wight residents of working age were claiming key out-of-work benefits, which is a 0.7% decrease on the same period of 215. Of these claimants, 1100 were in receipt of Jobseeker's Allowance (JSA) and 5960 were in receipt of Employment Support Allowance (ESA) and incapacity benefits.¹</p>	<p>¹ DWP Benefit Claimants: Working Age client group - via NOMIS</p>
<p>Income</p> <p>In 2018, the median weekly earnings for a full-time worker living on the Isle of Wight was £480.90, which is significantly below the South East, with a median of £614.50.</p> <p>The median weekly pay for a male full-time worker is £514.60, which is lower than the equivalent for the South East (£670.80). The weekly earnings for a female full-time worker is £434.40.¹</p> <p>It was estimated that 21.2% of children under 16 on the Isle of Wight are classed as living in relative poverty. This is in line with the national figures.²</p>	<p>¹ ONS Annual Population survey - via NOMIS.</p> <p>² Health and Wellbeing Strategy for the Isle of Wight 2018 to 2021</p>
<p>Qualifications</p> <p>In 2018, 54.5% of young people in state funded schools had achieved a grade 4 or above in GCSE English and Maths by age 16 compared to an average in England of 59.4%. Grade 9-4 in GCSEs is equivalent to grades A* to C.</p> <p>The percentage of 16-18 years old students at state funded schools who achieved at least two A levels was 74.0% compared to a national average across England of 82.0%. The average grade achieved on the Isle of Wight was C- compared to an England average of C+.¹</p>	<p>¹ Department for Education</p>

NEET (Not in Education, Employment or Training) In 2017, the estimated proportion of young people aged 16 & 17 years old (academic age) not in education, employment or training on the Isle of Wight was 1.3%. This compares favourably to the national (England) average of 2.7%. ¹	¹ Joint Strategic Needs Assessment 2019
Teenage Pregnancy The under 18 conception rates on the Isle of Wight in 2017 was 18.9 per 1,000 women aged 15 to 17. This is greater than the national average of 17.9 conceptions per thousand. The rate on the Isle of Wight has reduced considerably over the last 10 years.	¹ ONS, Conception statistics 2016

Part 2: Housing Needs, Affordability & Supply of Housing

Issue	Source												
Private Dwellings Number of private sector dwellings on the Isle of Wight ¹ <table><tr><td></td><td><u>Number</u></td><td><u>%</u></td></tr><tr><td>Dwellings</td><td>53,456</td><td>87.5%</td></tr><tr><td>Owner occupied</td><td>42,817</td><td>70.1%</td></tr><tr><td>Private rented</td><td>10,639</td><td>17.4%</td></tr></table>		<u>Number</u>	<u>%</u>	Dwellings	53,456	87.5%	Owner occupied	42,817	70.1%	Private rented	10,639	17.4%	¹ Isle of Wight Strategic Housing Market Assessment 2014
	<u>Number</u>	<u>%</u>											
Dwellings	53,456	87.5%											
Owner occupied	42,817	70.1%											
Private rented	10,639	17.4%											
Social Housing Stock There are 5,925 units of social housing in the district based on information compiled in 2014 (which is based upon the census in 2011). ¹ This equates to approximately 10% of the housing stock on the Isle of Wight. It should be noted that since this information was compiled, there has been significant new developments in the Pan and Whippingham areas. The three largest Registered Providers (RPs) in the district are Southern Housing, Sovereign Housing and Vectis Housing.	¹ Isle of Wight Strategic Housing Market Assessment 2014												
Overcrowding & Under-Occupation The census 2011 shows that 2.5% of households on the Isle of Wight were living in overcrowded accommodation, compared to a national (England) average of 4.6%. ¹	¹ Census 2011												

Empty Homes & Second Homes In January 2018, there were 966 homes that had remained empty for 6 months or more on the Isle of Wight, 143 of which remained empty for longer than 2 years. ¹ In 2018/19, the number of empty homes brought back into use through intervention by the Empty Properties team was 59. ²	¹ Isle of Wight Housing Needs Assessment 2018 ² Empty Property Data																		
House Prices In 2016, the median price for a house on the Isle of Wight was £195,000, which is significantly lower than England & Wales (£218,000) and considerably lower than the South East (£301,000). ¹	¹ Isle of Wight Housing Needs Assessment 2018																		
Rents Average rents on the Isle of Wight remain unaffordable for many households reliant on benefits, <table><tr><th>Property Size</th><th>Ave Private Rent¹</th><th>LHA rate for South Gloucestershire²</th></tr><tr><td>Room</td><td>£374</td><td>£297</td></tr><tr><td>1 bed</td><td>£467</td><td>£404</td></tr><tr><td>2 bed</td><td>£610</td><td>£529</td></tr><tr><td>3 bed</td><td>£771</td><td>£648</td></tr><tr><td>4 bed+</td><td>£875</td><td>£798</td></tr></table> The Local Housing Allowance (LHA) rates are fixed at the 30 th percentile point for rents in each property size category, as based on market rents paid by tenants who are not receiving housing benefit. The rent officer compiles a list of LHA rates for each broad market rental area and each category of dwelling within that area up to the rate for a four-bedroom property. The LHA for a person living in a property that has five bedrooms+ is based on the four-bedroom rate.	Property Size	Ave Private Rent ¹	LHA rate for South Gloucestershire ²	Room	£374	£297	1 bed	£467	£404	2 bed	£610	£529	3 bed	£771	£648	4 bed+	£875	£798	¹ Valuation Office Agency, summary of median private sector rents 2018 ² LHA rates 2018 based on Isle of Wight broad market rental area
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2 bed	£610	£529																	
3 bed	£771	£648																	
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Housing Benefit The number of households on the Isle of Wight receiving housing benefit as at April 2019 was 8555. 52.45% were social housing tenants and 47.55% were private sector tenants. The proportion of those claiming housing benefit who are in employment is 18.85%.	¹ Isle of Wight Council Housing Benefit department figures																		
Discretionary Housing Payments (DHP)																			

Applicants who receive housing benefit, or the housing costs element of universal credit, can apply for a DHP to help cover a shortfall in their rent. It is intended to be a short-term measure to help relieve poverty.¹

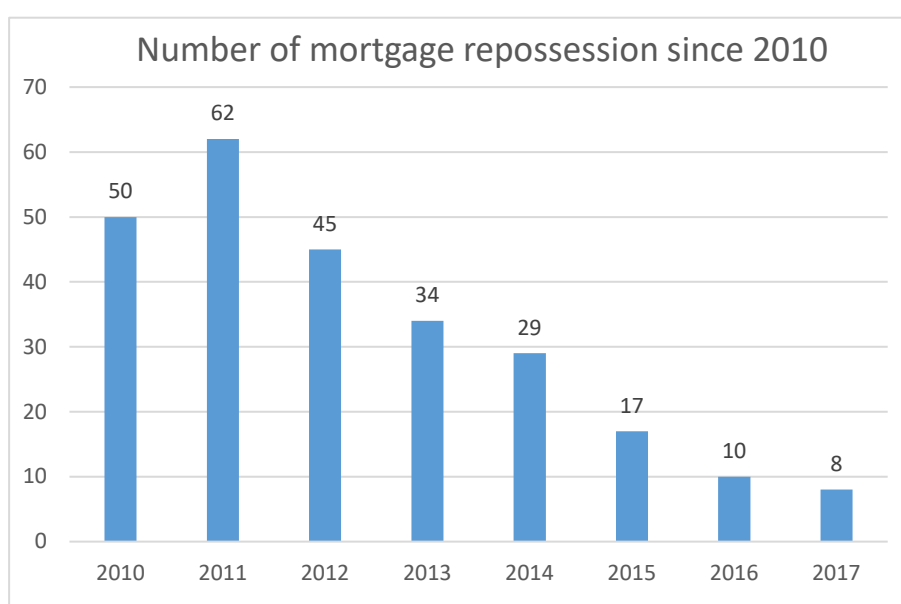
¹ Isle of Wight Council Housing Benefit department figures

	2018/19	2017/18	2016/17	2015/16
Claims Paid	624	589	563	476
Total Spend	244,295.00	350,341.00	240,349.00	186,184.00
Ave payment per claim	391.50	594.80	426.90	391.00

Mortgage Possession Claims

In 2017, 35 mortgage possession claims were issued on the Isle of Wight, but the actual number of outright orders was only 8.

¹ Ministry of Justice



Housing Need

The 2014 Strategic Housing Market Assessment (SHMA) for the Isle of Wight sets out the scale and mix of housing that the local population is likely to need by 2036.¹

The SHMA identified that 64,761 dwellings will be required by 2036 over the 20-year plan period across the Isle of Wight:

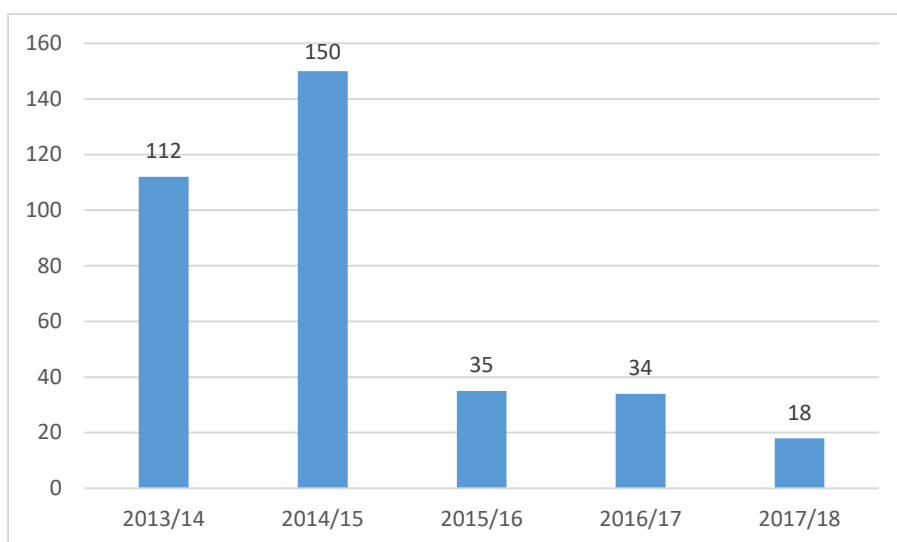
¹ Isle of Wight Strategic Housing Market Assessment 2014

Unit Size/ Tenure	Affordable Housing		Market Housing	
	2011	2036	2011	2036
1 bed	2,041	3,432	4,458	5,193
2 bed	2,536	3,908	17,780	21,637

3 bed	2,093	2,900	22,403	25,724
4 bed+	214	294	9,585	10,188
Total	6,885	10,535	54,226	62,742

New Affordable Homes

The number of new affordable homes delivered (gross) in 2017/18 was 18.¹ The figures for the last five years are set out in the chart below,



¹ Isle of Wight Council Planning Performance Monitoring Report

Housing Register

The number of people on the Housing Register on 24.06.19 was broken down as follows,¹

	<u>Number</u>	<u>%</u>
Band		
Band 1	30	1.2
Band 2	391	15.4
Band 3	1102	43.4
Band 4	750	29.5
Band 5	269	10.6

Age (based on prime applicant)

16-24	237	9.3%
25-44	1103	43.4%
45-59	593	23.3%
60+	609	24.0%

Ethnicity (based on prime applicant)

White total	2466	97.0%
BME	45	1.8%
Not stated	31	1.2%

¹ Island HomeFinder application data

Bedroom Requirement		
1	1236	48.6%
2	766	30.1%
3	432	17.0%
4	92	3.6%
5+	16	0.6%
Employment (based on main/joint applicant)		
Working	823	32%
Not working	1719	38%

Lettings	¹ Island HomeFinder Lettings data																				
In 2018/19, 241 properties were let and in 2017/18, the figure was 337. Total lets were split by property type as follows,																					
<table><tr><td rowspan="2"><u>Property Type</u></td><td colspan="2"><u>Number</u></td></tr><tr><td><u>2018/19</u></td><td><u>2017/18</u></td></tr><tr><td>Flats/maisonettes</td><td>140</td><td>186</td></tr><tr><td>Houses</td><td>58</td><td>101</td></tr><tr><td>Bungalows</td><td>21</td><td>23</td></tr><tr><td>Other</td><td>8</td><td>11</td></tr><tr><td>Sheltered</td><td>14</td><td>16</td></tr></table>		<u>Property Type</u>	<u>Number</u>		<u>2018/19</u>	<u>2017/18</u>	Flats/maisonettes	140	186	Houses	58	101	Bungalows	21	23	Other	8	11	Sheltered	14	16
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<table><tr><td><u>Bedroom Size</u></td><td><u>Number</u></td></tr><tr><td>1 bedroom</td><td>114</td></tr><tr><td>2 bedroom</td><td>94</td></tr><tr><td>3 bedroom</td><td>32</td></tr><tr><td>4 bedroom</td><td>1</td></tr><tr><td>5 bedroom +</td><td>0</td></tr></table>		<u>Bedroom Size</u>	<u>Number</u>	1 bedroom	114	2 bedroom	94	3 bedroom	32	4 bedroom	1	5 bedroom +	0								
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Short Term Supported housing	¹ Supporting People data									
Number of moves in and out of short-term supported housing, ¹										
<table><tr><td><u>Year</u></td><td><u>New Tenancies</u></td><td><u>Tenancies Ended</u></td></tr><tr><td>2018/19</td><td>247</td><td>230</td></tr><tr><td>2017/18</td><td>275</td><td>268</td></tr></table>		<u>Year</u>	<u>New Tenancies</u>	<u>Tenancies Ended</u>	2018/19	247	230	2017/18	275	268
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Issue	Source																								
Approaches for Advice & Assistance Number of approaches for housing advice, ¹ <table><tr><th><u>Year</u></th><th><u>Number</u></th></tr><tr><td>2018/19</td><td>1452</td></tr><tr><td>2017/18</td><td>1350</td></tr><tr><td>2016/17</td><td>1318</td></tr></table>	<u>Year</u>	<u>Number</u>	2018/19	1452	2017/18	1350	2016/17	1318	¹ Island HomeFinder homelessness data.																
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Homeless Decisions Details of homeless decisions for the last three years. ¹ <table><tr><th><u>Decision</u></th><th><u>2016/17</u></th><th><u>2017/18</u></th><th><u>2018/19</u></th></tr><tr><td>Accept</td><td>22% (76)</td><td>24% (78)</td><td>48% (58)</td></tr><tr><td>Intentionally Homeless</td><td>7% (23)</td><td>6% (21)</td><td>18% (22)</td></tr><tr><td>Non-priority</td><td>48% (167)</td><td>43% (141)</td><td>32% (39)</td></tr><tr><td>Not homeless</td><td>77% (77)</td><td>26% (86)</td><td>0% (0)</td></tr><tr><td>Not eligible</td><td>1% (2)</td><td>0% (1)</td><td>0% (0)</td></tr></table>	<u>Decision</u>	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	Accept	22% (76)	24% (78)	48% (58)	Intentionally Homeless	7% (23)	6% (21)	18% (22)	Non-priority	48% (167)	43% (141)	32% (39)	Not homeless	77% (77)	26% (86)	0% (0)	Not eligible	1% (2)	0% (1)	0% (0)	¹ P1E and H-CLIC
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Acceptances - Age The highest proportion of acceptances by age remains the 25-44 age group with the 16-24 group representing the second largest group. ¹ <table><tr><th><u>Age</u></th><th><u>2016/17</u></th><th><u>2017/18</u></th><th><u>2018/19</u></th></tr><tr><td>16-24</td><td>16%</td><td>22%</td><td>20%</td></tr><tr><td>25-44</td><td>59%</td><td>56%</td><td>61%</td></tr><tr><td>45-59</td><td>21%</td><td>15%</td><td>14%</td></tr><tr><td>60+</td><td>4%</td><td>6%</td><td>5%</td></tr></table>	<u>Age</u>	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	16-24	16%	22%	20%	25-44	59%	56%	61%	45-59	21%	15%	14%	60+	4%	6%	5%	¹ P1E & H-CLIC				
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Acceptance - Ethnicity The highest proportion of acceptances by ethnicity remains the white ethnic group. ¹	¹ P1E & H-CLIC																								

<table><tr><th><u>Ethnicity</u></th><th><u>2016/17</u></th><th><u>2017/18</u></th><th><u>2018/19</u></th></tr><tr><td>White</td><td>100%</td><td>97%</td><td>89%</td></tr><tr><td>Black</td><td>0%</td><td>0%</td><td>2%</td></tr><tr><td>Asian</td><td>0%</td><td>0%</td><td>2%</td></tr><tr><td>Mixed</td><td>0%</td><td>3%</td><td>2%</td></tr><tr><td>Other</td><td>0%</td><td>0%</td><td>0%</td></tr><tr><td>Not Stated</td><td>0%</td><td>0%</td><td>5%</td></tr></table>	<u>Ethnicity</u>	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	White	100%	97%	89%	Black	0%	0%	2%	Asian	0%	0%	2%	Mixed	0%	3%	2%	Other	0%	0%	0%	Not Stated	0%	0%	5%								
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<p>Acceptances - Reason for Homelessness</p> <p>During the last three years, the loss of rented accommodation due to the termination of assured shorthold tenancy is the main reason for homelessness in the district. This is followed by relationship breakdowns.¹</p> <table><tr><td></td><td></td><td><u>2016/17</u></td><td><u>2017/18</u></td><td><u>2018/19</u></td></tr><tr><td colspan="5">1. Loss of rented or tied accommodation due to the termination of assured shorthold tenancy</td></tr><tr><td></td><td></td><td>32%</td><td>30%</td><td>38%</td></tr><tr><td colspan="5">2. Parents no longer willing or able to accommodate</td></tr><tr><td></td><td></td><td>8%</td><td>15%</td><td>7%</td></tr><tr><td colspan="5">3. Non-violent breakdown of relationship with partner</td></tr><tr><td></td><td></td><td>8%</td><td>19%</td><td>20%</td></tr></table>			<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	1. Loss of rented or tied accommodation due to the termination of assured shorthold tenancy							32%	30%	38%	2. Parents no longer willing or able to accommodate							8%	15%	7%	3. Non-violent breakdown of relationship with partner							8%	19%	20%	¹ P1E & H-CLIC
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Acceptances - By Priority Need During the last five years, dependent children has consistently remained the main priority need category. <table><tr><td></td><td></td><td>2016/17</td><td>2017/18</td><td>2018/19</td></tr><tr><td colspan="5">1. Applicant whose household includes dependent children</td></tr><tr><td></td><td></td><td>59%</td><td>76%</td><td>68%</td></tr><tr><td colspan="5">2. Applicant is, or household includes, a pregnant woman and there are no other dependent children</td></tr><tr><td></td><td></td><td>8%</td><td>5%</td><td>4%</td></tr><tr><td colspan="5">3. Applicant or a member of their household is vulnerable as a result of Mental illness or disability</td></tr><tr><td></td><td></td><td>25%</td><td>12%</td><td>21%</td></tr></table>			2016/17	2017/18	2018/19	1. Applicant whose household includes dependent children							59%	76%	68%	2. Applicant is, or household includes, a pregnant woman and there are no other dependent children							8%	5%	4%	3. Applicant or a member of their household is vulnerable as a result of Mental illness or disability							25%	12%	21%	¹ P1E & H-CLIC
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Homeless Prevention Number of cases where homelessness prevented/relieved. ¹ <table><tr><td><u>Year</u></td><td><u>Total</u></td><td><u>Helped to Obtain Alternative Housing</u></td><td><u>Helped to Remain in Existing Home</u></td></tr><tr><td>2018/19</td><td>290</td><td>263</td><td>27</td></tr><tr><td>2017/18</td><td>244</td><td>194</td><td>50</td></tr><tr><td>2016/17</td><td>296</td><td>223</td><td>73</td></tr></table>	<u>Year</u>	<u>Total</u>	<u>Helped to Obtain Alternative Housing</u>	<u>Helped to Remain in Existing Home</u>	2018/19	290	263	27	2017/18	244	194	50	2016/17	296	223	73	¹ P1E & H-CLIC																			
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Rough Sleeping StreetLink is an organisation that enables members of the public to alert local authorities and street outreach services in England and Wales about people they have seen sleeping rough. The Isle of Wight Council has received the following referrals during the last five years, ¹ <table><tr><td><u>Year</u></td><td><u>Number</u></td></tr><tr><td>2018</td><td>14</td></tr><tr><td>2017</td><td>22</td></tr><tr><td>2016</td><td>15</td></tr></table> It is worth noting that these figures can include multiple referrals for the same person, so the number of individuals identified is likely to be substantially less.	<u>Year</u>	<u>Number</u>	2018	14	2017	22	2016	15	¹ Streetlink ² Isle of Wight Council rough sleeping estimate																											
<u>Year</u>	<u>Number</u>																																			
2018	14																																			
2017	22																																			
2016	15																																			

All local authorities in England are required to submit an annual figure to Government to indicate the number of people sleeping rough in their area on a typical night.

Over the last three years, the Isle of Wight Council have collated this figure by carrying out an annual estimate. An estimate is a snapshot assessment, based on evidence from the local authority and a range of external agencies about the number of people sleeping rough in that local authority area on a particular night.²

<u>Year</u>	<u>Number</u>
2018	24
2017	9
2016	16

Temporary Accommodation

Snapshot figure of number of households in temporary accommodation at year end,¹

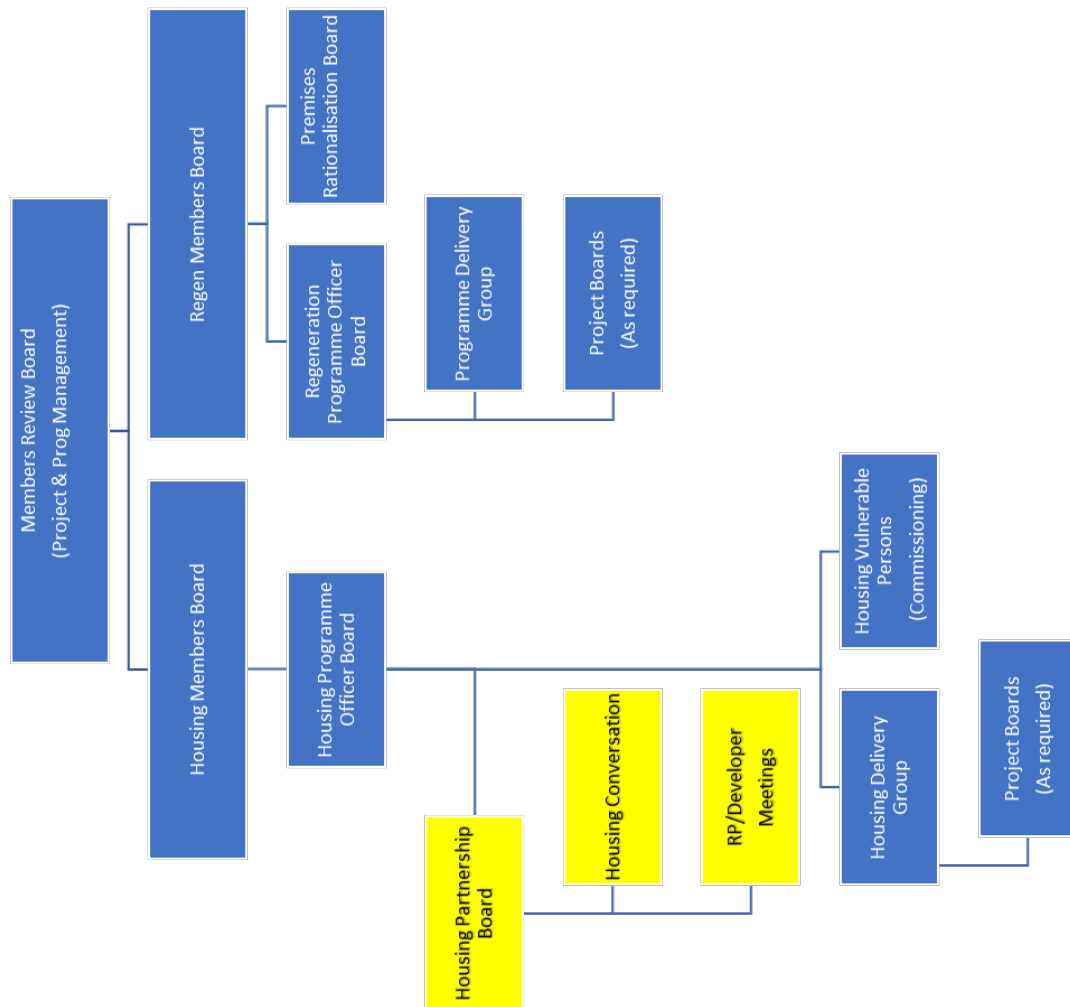
<u>Year</u>	<u>Number</u>
2018/19	180
2017/18	164
2016/17	153

Snapshot figure of the type of households at December 2018,

Household Type		Number
Couple with or expecting dependent children		44
Lone parent household with or expecting dependent children	Male Applicant	13
	Female Applicant	83
One person household	Male Applicant	20
	Female Applicant	12
All other household groups		8
Total		82

¹ P1E & H-CLIC

Appendix A2



Homelessness and Rough Sleeping Action Plan

2019-2020

	Strategy commitment	Lead partner	Completion by			
			2019		2020	
			Q3	Q1	Q2	Q4
1. Prevention: providing people with the ways and means to address their housing and other needs to avoid homelessness.						
1.1	We will ensure established housing governance forums drive forward the strategic vision.	Local Authority – Housing Programme Officer Board				
1.2	We will co-produce a communication strategy with key partners in relation to homelessness and rough sleeping.	Local Authority Communication Team				
1.3	We will develop a document that outlines our corporate approach to care leavers at risk of homelessness- aspiring to end homelessness for this cohort.	Local Authority – Children Services and Housing Needs				
1.4	We will develop a strategic approach to homelessness prevention; including service level agreements that define pathways from criminal justice, hospital discharge and leaving care.	Local Authority and partners				
1.5	We will strive to achieve The SAHRA certification (Self-Assessment Homelessness Reduction Act) operated by the National Practitioner Support Service (NPSS)	Local Authority – Housing Needs				

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		lived experience, housing partners and Local Authority						
2.2	We will design and implement a new Supporting People service offer.	Local Authority						
2.3	We will review our Temporary Accommodation, modernising and improving our service offer to prevent further social and economic deterioration.	Local Authority						
2.4	We will assess the impact of our policies upon people threatened by or homeless i.e. Allocation policy.	Local Authority and partners						
2.5	We will target mental health as a priority area to improve homelessness prevention/ intervention.	The NHS Trust and Local Authority						
3. Recovery: emphasises how we will support people to find a new home quickly and rebuild their lives.								
3.1	We will develop community resilience by increasing access to personal development and well-being opportunities for individuals and households on the cusp of or recovering from an episode of homelessness i.e. life training, relationship development, tenancy support, financial management, creative courses and physical activity.	Local Authority and providers						
3.2	We will increase access to, and the number of, affordable properties.	Regeneration and Housing delivery partners.						
3.3	We will utilise best practice and analysis of local need to influence and inform developments and front-line practice.	Housing Needs						

