Bath & North East Somerset Council



Appendix 1

DRAFT HOMELESSNESS STRATEGY 2014-2018

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EXECUTIVE SUMMARY

Bath and North East Somerset contains some of the least affordable areas of the country for housing. House prices, in some areas of the region, have stayed high despite a national trend for a slowdown in the market. There are continued problems of affordability of housing for many Bath and North East Somerset residents. The local area covers around 20kms of countryside from west to east and is serviced from the city of Bath and the principal towns of Keynsham and Midsomer Norton and Radstock.

The overall stock of social housing has remained broadly the same as it was in 2001 and is now around 14% of all housing. It has been estimated that 3,400 new affordable homes are needed between now and 2031 in Bath and North East Somerset to meet the needs of people who can't afford market housing. Our housing delivery programme expects to achieve significant new provision within the next five years; however we cannot rely solely on the delivery and distribution of new housing to resolve the needs of all homeless people.

Demand for private rented accommodation, particularly amongst single people who are homeless or at risk of becoming homeless, greatly outstrips supply. Reforms mean that single people aged 35 or younger will only be entitled to shared accommodation rates of Housing Benefit so we are anticipating an increased demand for shared housing. Levels of homelessness and main reasons for homelessness have not changed substantially since 2010.

There are considerable challenges for the Council in tackling homelessness. In developing this Strategy we consulted with public, partners and local stakeholders many of whom have been actively involved in our local Homelessness Partnership, to listen to their views and concerns and we identified local issues from evidence based information. This has helped us to put together a detailed Action Plan to support the Homelessness Strategy and respond to local needs.

Looking Ahead

Much has been achieved to address our aims since the last Homelessness Strategy. However, with continuing demands and challenging circumstances, much more remains to be done and we are planning ahead and will work in partnership with others who can help deliver solutions. We have prioritised the government's 'gold standard' for homelessness prevention and aim to achieve it within the next five years, building on our past success and responding to the impacts of changing housing markets and social and welfare reform.

Our major challenges include:

Demand for housing currently outstrips supply High housing costs both for rent or purchase

- Increased pressures on household incomes Meeting the needs of all residents across the whole geographical area
- Meeting the needs of households with complex needs
- Increasing problems in accessing private rented and temporary accommodation for homeless and potentially homeless households
- Developing solutions to future funding constraints
- Improving communications, knowledge and managing expectations

Strategic Priorities

During the course of this Homelessness Strategy we plan to:

Strengthen our corporate commitment to prevent homelessness through the influence and scrutiny of the Health and Wellbeing Board

Work with extended partnerships to tackle the underlying causes of homelessness such as low income and worklessness which affect the most disadvantaged people in our communities

Improve pathways into accommodation for homeless people with co-existing mental health and substance misuse needs, locally targeted offenders, families, non-statutory homeless and young people.

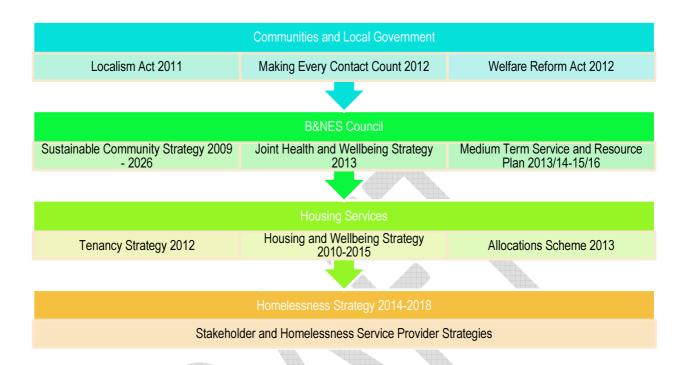
Work with registered providers of social housing to support them to help their tenants to manage budgets and behavior and prevent evictions; and to review how we can free up family homes.

Commission housing related support providers to support vulnerable householders to sustain and manage their tenancies in the private sector

Be able to say that we never use B&B for homeless young people or families (except in an emergency, and then for less than 6 weeks).

Cabinet Member for Wellbeing

[Date]



MAKING EVERY CONTACT COUNT

Making Every Contact Count 2012. (Department for Communities and Local Government, 2012) is the government's report on preventing homelessness. The government's vision statement which underpins our local strategy is:

'There is no place for homelessness in the 21st Century. The key to delivering that vision is prevention - agencies working together to support those at risk of homelessness.'

The government has been explicit in widening responsibility for homelessness prevention to all local services. The vision within the report requires an integrated approach at local level and a commitment to making every contact with a vulnerable person count. Funding and resources will be targeted on early intervention initiatives for groups most at risk of homelessness and cross cutting themes.

The cross cutting themes:

- Agencies working together to target those at risk of homelessness
- Identifying and tackling the underlying causes of homelessness as part of housing needs assessments by referral to appropriate support

- Local authorities co-ordinating access to services for vulnerable people; multi agency action, case work, agencies responding flexibly
- Increasing access to the private sector; supporting people to remain in private sector tenancies
- A focus on youth homelessness.

The government has evaluated what is already working well and has used this to set a Gold Standard for delivery of homelessness prevention services that aims to protect the most vulnerable when they face losing their home and save money by reducing the need for emergency support such as bed and breakfast accommodation. The Gold Standard gives local authorities 10 challenges to overcome and these form the framework of this strategy's Action Planning. Over the next five years our aim is to meet all of the government's challenges within our local context and priorities, and deliver a Gold Standard homelessness service.

WELFARE REFORM

Welfare Reform Act 2012 is the governments' legislative framework for the biggest change to the welfare system for over 60 years. Changes include Universal Credit which is a new single payment for people who are looking for work or on a low income and changes to Housing Benefit. The Act aims to give people on benefit increased personal responsibility for money management and improved incentives to work. The Draft B&NES Strategic Housing Market Assessment 2013 has assessed that the possible impacts of the Act could mean that:

- Private sector landlords may be less likely to want to let tenancies to low income households and this could lead to a reduction in private renting supply;
- Working age social housing tenants on Housing Benefit with spare rooms may fall into debt and risk homelessness;
- Demand for and supply of shared accommodation (Houses in Multiple Accommodation) may increase because single people aged 34 years or younger on Housing Benefit will be unable to afford self-contained accommodation;
- The rate of single person household formation rates may increase because of a financial incentive for adult children to leave home leaving non-working age parents to receive higher Housing Benefit contributions.

These and other issues have been incorporated into the Action Plan.

LOCALISM

Localism Act 2011 includes measures for ensuring that social housing is made available to people with greatest housing need. It introduced flexible tenancies for social housing, changes to securing accommodation for homeless people and protection of local social housing assets. In response to the

Localism Act local authorities were required to set out a Tenancy Strategy as a framework for local registered providers of social housing to manage these flexibilities and local expectations. The Council has also implemented a new Allocation Scheme to meet local needs better.

B&NES Tenancy Strategy 2012 explains why and under which circumstances, private sector tenancies may be used to accommodate homeless and priority need households and why social sector tenancies will no longer be allocated as homes for life. As a result of the Localism Act, social housing for non-retirement age households will generally be let on one year introductory or starter tenancy followed by a minimum five year fixed term tenancy. Landlords will be able to review the tenant's housing need at the end of a fixed term period and decide whether or not to continue the tenancy depending on housing demand and tenant resources.

The intention is to increase mobility within the sector and enable households to access social housing when they need it most. However, it is acknowledged that the flexibilities could lead to more 'revolving door' homelessness if tenants with less security of tenure are evicted for not being able to sustain a tenancy within the first year and the issue is addressed in the Action Plan.

B&NES Allocation Scheme 2013 is the way that social housing is allocated within the area. Following a full review in the light of new government guidance the local scheme is restricted to households that need to live in the district and is subject to means testing. The scheme is customer lead and housing applicants, including current social housing tenants, must actively search and bid for properties that they want to move to. It gives priority to applicants based on their housing needs and this includes their medical and welfare requirements. People who are statutorily homeless and social housing tenants who need to move out of homes that are too large for their needs also have priority.

HEALTH AND WELLBEING

The Joint Health and Wellbeing Strategy 2013 provides the big picture about current and future health and wellbeing needs of the Bath and North East Somerset population and was informed by the Joint Strategic Needs Assessment. Its principal objective is to narrow the health and inequalities gap in the local population by improving the lives of those worst affected:

The Joint Strategic Needs Assessment shows that health is unequally shared and inequalities exist between different geographical areas, communities, social and economic groups in Bath & North East Somerset.

The **Health and Wellbeing Board** will champion the homelessness agenda in Bath and North East Somerset. It will do this by joining up work with schools, local commissioners, including the Police and Clinical Commissioning Group and local delivery partners to intervene earlier to tackle underlying problems and to ensure that those at risk of homelessness and/or violence and harassment get access to integrated and responsive services. This Homelessness Strategy will directly contribute to the Health and Wellbeing Board's priority themes:

- Helping people to stay healthy
- Improving the quality of people's lives
- Creating fairer life chances

SUPPORTING PEOPLE

Supporting People & Communities

The Council's Medium Term Service and Resource Plan (MTSRP) 2013/14-15/16 includes savings from the Supporting People and Communities budget, which incorporates work on homelessness.

In the short term the Council's reserves and commercial sources of income, together with its long term financial plans and efficiencies, put it in a relatively strong position. There are also key demographic changes, with a projected 40% increase in the older population by 2026 creating a significant additional financial pressure and an increase of the entire population of 12% by the same date. In this context, the Council is faced with meeting increasing levels of need with shrinking resources and this does mean the focus of the money available will be on the most vulnerable groups of people to support their independence and wellbeing and delaying or eliminating the need for more acute, higher cost services. Services commissioned from community and independent sector organisations will reflect this principle, with higher access thresholds being applied.

Since planning to meet the requirements of the MTRSP, Central Government has published its Spending Review for 2015/16, the full implications of which are yet to be fully assessed by the Council. Since February 2013, Supporting People and Communities (SP&C) have been implementing theme-based sector reviews with the intention of finding the required savings through a strategic approach rather than a top-slicing exercise, minimising wherever possible the impact on service users. Commissioned services were looked at within the following groupings:

- Advice, Information & Advocacy
- Housing related support
- Community Services
- Day Services

Using data on performance, utilisation and demand, feedback from providers and stakeholders (including service users) and intelligence on duplication of provision, the reviews aim to inform the development of commissioning plans for 2014/15 onwards. SP&C will continue to focus on prevention and early intervention as the cost benefit of this approach has been clearly evidenced (ref 'The Cost Benefit of

Housing Related Support in Bath and North East Somerset. Sitra 2011). Services commissioned will provide quality and choice, they will work in partnership, be person centred, outcome focused, accessible, and promote independence. They will, necessarily, be targeted at the most vulnerable groups of people.

CONSULTATION

We held a consultation event in early 2013 for key stakeholders to consider our local challenges and contribute to forming our local priorities. These ideas reflect a common purpose amongst our stakeholders and underpin the Action Plan:

Practical: build practical responses to support people to manage with less money; and work subregionally to support needs of single homeless people. Practical responses should include shared housing for single people, access to private rented housing and lodgings.

Communicating Together: work 'smarter' and avoid duplication so that everyone understands the current offer/help available from all relevant council services and partner agencies and our front-line staff have access to information / know who and how to refer customers onto services.

Financial Inclusion: make best use of all the available resources, for example by expanding "drop in's" using the Forwards Work Clubs, which aim to help people with mental health challenges, learning disabilities and higher functioning autism to find and stay in work. Expansion could enable a Job Centre Plus adviser and service users such as care leavers and people with disabilities to attend.

Joined up: Join up to share consistent messages and resources and a more strategic approach linking up all stakeholders. Create positive messages about getting into work and promote a shift of mind-set among people affected and those supporting them. Investment in job readiness/ promote employment as an option, overcome self-imposed barriers, create self-belief.

Open Public Consultation

Outcomes (to be completed)

STRATEGIC ACHIEVEMENTS

The Homelessness Strategy 2008-2013 set out strategic priorities to improve information and understand need better, for partnerships to prevent homelessness more efficiently and to broaden the range of housing options for homeless people. Our approach to preventing homelessness has resulted in some excellent examples of good practice for example:

Partnerships targeting those at risk of homelessness

Housing and Mental Health Commissioners have pooled resources to fund a specialist mental health worker to provide housing advice. Our Support Gateway was commissioned by Supporting People and enables better partnership work amongst provider organisations that help people who need support or risk becoming homeless. Julian House, who support rough sleepers, have set up a reporting line and website so that local residents can ask them to look after or get in touch with the homeless.

Identifying and tackling the underlying causes of homelessness as part of housing needs assessments

The Council's Housing Options and Homelessness team refer young people to a newly commissioned Family Mediation service. The service works with vulnerable households to find safe and practical solutions to keep families together and help young people move to independence in a planned way. The innovative Supported Lodgings Scheme means that young people and care leavers can live in a supportive home until they are ready to move on into other housing options.

Increasing access to the private rented sector

The Homefinder Scheme, in conjunction with a Deposit Bond Scheme and in partnership with floating support providers, has been helping people into private tenancies for several years now. The successful Scheme, in conjunction with an advice service for private landlords on fulfilling their legal responsibilities, means that hundreds of families have been able to move into safe and suitable private sector housing.

TWELVE LOCAL PRIORITIES

Based on the Homelessness Strategy Evidence Base 2013 which is a collection of data and trends from 2010 – 2013, twelve local priorities have been identified. These priorities are linked to the Gold Standard challenges and the governments cross cutting themes in the Homelessness Strategy Action Plan. By working together on these priority actions we aim to make a difference to the lives of homeless people and vulnerable people who risk being homeless.

PEOPLE

Priority 1: Support social housing tenants to budget monthly income by targeting welfare and money management advice in areas of high density social housing.

Bath and North East Somerset is a popular place to live and most people who live here enjoy a good standard of living. Within the area, however, are distinct geographical locations where there are high densities of social housing and greatest likelihood of multiple deprivations. Two in every three social housing tenants are in receipt of either full or part Housing Benefit for housing costs. Under welfare reforms, Housing Benefit payments will be rolled into a single Universal Credit payment.

Priority 2: Prevent homelessness amongst young people by providing advice and assistance to help them find and keep shared housing.

Leaving the home of parents, friends or relatives is the main reason for homelessness locally. The resident population has increased by 4% since 2001 and a significant proportion is young adults aged 15-24, many of them students, living in the area (17% compared to 13% nationally). Young people are newly independent and relatively inexperienced at managing household expenses and finding and keeping a roof over their heads. This age group is affected by the changes to Housing Benefit and will only be entitled to shared housing rates until the age of 35. Living in shared housing can create a number of challenges including learning to live compatibly and sharing responsibility with others. Failure to find and keep shared housing may increase the number of homeless young people.

Priority 3: Understand how to meet the housing aspirations of older social housing residents so that they can live safely, well and with independence and to free up family sized social housing.

The resident population in B&NES is getting older and, since 2001 the greatest increases in the ageing population are within the very old (23% increase in age 85+). The age profile of social housing tenants is significantly older than nationally (50% of social rented sector tenants are retirement age compared to 31% nationally). However the demand for social housing is greatest from working age population (90% of households on the Housing Register). The supply of family sized social rented housing is not meeting demand (61% of average annual lettings are 2+ bed homes). We must have a good understanding of how to meet the housing aspirations of older social housing residents so that they can live safely, well and with independence and to free up family sized social housing.

HOUSING

Priority 4: Prevent repossession of mortgaged homes by targeting mortgage rescue advice and assistance at low income households.

Owner occupation is the main housing tenure in the area (67%). We are seeing gradual increases in rates of mortgage repossession locally and as the economy is squeezed owner occupiers with lower incomes and with less employment security, will find it harder to pay housing costs. Typically, these mortgagors will have less or no capital resources and will risk becoming homeless without good advice and assistance that helps them to keep their home. Mortgage Rescue, which is provided locally by South West Homes, is a Government scheme designed to help some of the most vulnerable households facing repossession to stay in their homes and is subject to a range of eligibility criteria.

Priority 5: Protect housing standards and conditions in low cost private rented housing.

There has been no significant expansion in the provision of social housing locally and up until now the number of private rented sector tenancies has been increasing. The allocation of social housing is now targeted at those with greatest statutory housing need and we can expect the demand for lower cost private rented housing increase amongst those with non-statutory housing needs. People with lower incomes will be seeking lower cost housing in lower cost areas and landlords willing to let to Housing Benefit recipients.

Priority 6: Prevent social housing evictions by reviewing pre-eviction protocols and providing intensive first year tenancy support.

Social housing will be let more intensively to those with greatest housing needs and new tenants will also have less security of tenure as the pattern is for them to have an initial one year starter tenancy followed by a fixed term tenancy reviewed at the end of 5 years. There are signs that the impact of these changes could increase the number of failing social housing tenancies and 'revolving door' homelessness.

PREVENTION

Priority 7: Prevent homelessness due to domestic violence by identifying households at risk and intervening with support.

Domestic violence and/or violence or harassment is the third most common reason for becoming statutorily homeless amongst people who have a priority need for housing. Rates of homelessness applications and acceptances have remained fairly consistent since 2010 and the incidence of domestic violence as a reason for becoming homeless is unchanged since the previous review of homelessness based on 2003-2008 data.

Priority 8: Provide suitable temporary accommodation and stop using B&B except in emergencies and then for less than 6 weeks.

The combination of early and effective homelessness prevention services and provision of a range of good quality suitable temporary accommodation means that we only place 16 households, of which 4 are young people, (annual average 2010 -2013) in B&B each year. Although we try to avoid the use of B&B it can sometimes be used for people with complex needs or homelessness applications and 13 households (2 families, 3 young people and 8 singles aged 25+) have spent longer than 6 weeks in B&B. We accept that lliving in B&B is not a good option for families with children, young people or those with a mental or physical disability.

Priority 9: Develop the Homefinder private sector access scheme to improve access to shared accommodation.

The success of our homelessness prevention depends on tenancy advice and access to private sector tenancies. Our private sector access scheme, Homefinder, has helped to secure an average 69 tenancies every year for the last 3 years with an average tenancy length of 19 months). The scheme is very good at facilitating private sector tenancies for families but only 1% of properties rented through the scheme are shared accommodation and demand for this type of housing is likely to increase.

Priority 10: Ensure that services for rough sleepers meet local needs, particularly of women and older homeless, and review provision for out of area homeless depending on outcomes of SP&C sector reviews.

Demand for the Nightshelter and associated services for rough sleepers are high. The total number of people using B&NES Nightshelter is increasing every year and doubled from 2011/12 (75) to 2012/13 (146). Only a small proportion of service users are women however the number of women using the service trebled from 2011/12 (9) to 2012/13 (27). Around 60 % of service users are aged 36 or older. More than half of new service users come from other areas and the percentage of out of area service users is increasing every year.

SUPPORT

Priority 11: Prevent blocking of supported accommodation and advice services by improving pathways and options for people with high needs or assessed risk.

Housing related support and advice is commissioned from several agencies. There is always a high level of demand for these services and waiting lists can be long particularly for accommodation based services.

Priority 12: Improve access to advice, information and support for people living in rural areas and with complex needs.

Loss of private rented accommodation is the second greatest reason for becoming statutorily homeless amongst people who have a priority need for housing. Access to advice and homelessness prevention services is not always easy for service users living in villages and rural areas and service users with high needs or assessed risk whose needs are more complex to meet.



ACTION PLAN - 2014 2018

CROSS CUTTING THEMES

Agencies working together to target those at risk of homelessness

Identifying and tackling the underlying causes of homelessness as part of housing needs assessments by referral to appropriate support

Local authorities co-ordinating access to services for vulnerable people; multi agency action, case work, agencies responding flexibly

Increasing access to the private sector; supporting people to remain in private sector tenancies

A focus on youth homelessness.

GOLD STANDARD

Adopt a Corporate commitment to prevent homelessness which has buy in across all local authority services

What we will do:

- 1. Highlight the need for corporate commitment to take homelessness prevention to the next level by consulting and informing to raise awareness about the causes, impact of homelessness and the cross cutting themes and to showcase what we are already doing well.
- 2. Prevent homelessness due to domestic violence by identifying households at risk and intervening with support (local priority 7)
- 3. Reduce the harms caused by alcohol misuse and prevent suicide or repeated self-harm by intervening with support for homeless people.
- 4. Prevent homelessness due to low income and worklessness by ensuring that our local communities have access to good quality education, volunteering and employment opportunities
- 5. Prevent youth homelessness by producing an evidence-based document which sets out effective local approaches

With:

- ✓ Health and Wellbeing Board
- ✓ Health and Social Care, Police, Youth Services
- ✓ Local Authority Senior Managers who are managing services that may come into contact with homeless people for example, street cleaners/waste collectors to raise awareness about what they can do, including sign-posting to services
- Elected Members for example policy makers and Ward Councillors who may come into contact with a constituent who is homeless or at risk of homelessness
- ✓ Cabinet Members
- ✓ Registered Social Landlords

Actively work in partnership with voluntary sector and other local partners to address support, education, employment and training needs

What we will do:

- 6. Create a positive message about getting into work
- 7. Review pathways into employment for people with mental or physical disability
- 8. Make use of District Flexible Support fund to find work for people on benefit
- 9. Explore options for supporting individuals facing multiple disadvantages that are some distance from the labour market (such as homeless rough sleepers) on a 'payment by results' basis

With:

- ✓ Jobcentre Plus.
- ✓ Work Choice Providers
- ✓ Voluntary Sector
- ✓ Local Training and Education Providers
- ✓ Registered Social Landlords

Offer a Housing Options prevention service to all clients including written advice

What we will do:

- 10. Offer a comprehensive prevention service, with advice and support for single people as well as families in need and take steps to improve the service through Peer-led Practitioner Prevention Partnership developed by the National Homelessness Advice Service.
- 11. Support social housing tenants to budget monthly income by targeting welfare and money management advice in areas of high density social housing (local priority 1)
- 12. Prevent social housing evictions by reviewing pre-eviction protocols, providing intensive first year tenancy support (local priority 6)
- 13. Prevent working age social housing tenants who claim Housing Benefit and have spare rooms from getting into debt and becoming homeless by providing early interventions

With:

- ✓ Registered Social Landlords
- ✓ Homelessness Service Providers and Commissioners
- ✓ Partnership Local Authorities

Adopt a No Second Night Out model or an effective local alternative

What we will do:

- 14. Review provision for out of area homeless depending on outcomes of SP&C sector reviews (local priority 10)
- 15. Ensure that services for rough sleepers meet local needs, particularly of women and older homeless

With:

- ✓ Homelessness Service Providers and Commissioners
- ✓ Supporting People & Communities

Have Housing pathways agreed or in development with each key partner and client group that include appropriate accommodation and support

What we will do:

- 16. Prevent blocking of supported accommodation and advice services by improving pathways and options for people with high needs or assessed risk (local priority 11) for example by
 - Meeting the accommodation needs of locally targeted offenders by having clear processes in place (using the published Integrated Offender Management key principles to set out the advantages of a wide partnership involvement).
 - Improving hospital admission and discharge for homeless people by having clear processes in place (Improving Hospital Admissions and Discharge for People who are Homeless 2012, a joint report from Homeless Link and St Mungos. Commissioned by the Department of Health)
- 17. Prevent homelessness amongst young people by providing advice and assistance to help them find and keep shared housing (local priority 2).

With:

- ✓ lead agencies for delivering local initiatives and accommodation pathways in relation to young people, ex-offenders and people with drug, alcohol mental health needs
- ✓ Supporting People & Communities
- ✓ Royal United Hospital
- ✓ Clinical Commissioning Group
- ✓ Police Services

Develop a suitable private rented sector offer for all client groups, including advice and support to both client and landlord

What we will do:

- 18. Develop the private sector access schemes to improve access to shared accommodation (local priority 9).
- 19. Protect housing standards and conditions in low cost private rented housing (local priority 5).

With:

✓ Private rented sector landlords and lettings agencies

Actively engage in preventing mortgage repossessions including through the Mortgage Rescue Scheme

What we will do:

20. Prevent repossession of mortgaged homes by targeting mortgage rescue advice and assistance at low income households (local priority 4) for example by improving the Council's web information pages to enable better self-help for residents in mortgage difficulty

With:

✓ South West Homes

Have a homelessness strategy which sets out a proactive approach to preventing homelessness and is reviewed annually to be responsive to emerging needs

What we will do:

- 21. Annually review emerging needs and homelessness strategy
- 22. Improve access to advice and information about local welfare provisions to reduce hardship
- 23. Improve access to advice, information and support for people living in rural areas and with complex needs (local priority 12) for example by providing a central IT resource with service directory, FAQs and flowcharts for homelessness information key topics (how to keep a private or social tenancy; family mediation; debt and rent payment advice)

With:

- ✓ Health and Wellbeing Board
- ✓ Homelessness Partnership
- ✓ Revenue and Benefits

Not place any young person aged 16 or 17 or families in Bed and Breakfast (unless in an emergency and for no longer than 6 weeks)

What we will do:

- 24. Understand how to meet the housing aspirations of older social housing residents so that they can live safe, well and with independence and to free up family sized social housing (local priority 3)
- 25. Provide suitable temporary accommodation and stop using B&B except in emergencies and then for less than 6 weeks (local priority 8)

With:

- ✓ Mediation Service
- ✓ Supported Lodgings Service and Providers
- ✓ Registered Social Landlords

