

Appendix 2 - Burnley Homelessness and Rough Sleeping Strategy Action Plan 2021 – 2026

This Action Plan should be read in conjunction with the Homelessness and Rough Sleeping Strategy. The Action Plan needs to remain a live, working document which can be updated as needed and will be fully updated each year by the end of September.

It is based on our overarching aim: ***to prevent homelessness occurring in Burnley and assist those who do become homeless to find and keep suitable housing***

There are 5 priority areas for Burnley Council and our partners, and these are set out below with actions underneath them.

The Priority areas are:

- **Universal Prevention:** *Ensure everyone knows about the housing options available in Burnley and where to go for help*
- **Targeted Prevention:** *Reaching people earlier if they are at risk of becoming homeless in the future*
- **Preventing and relieving homelessness at crisis point:** *Help to keep a home or find another one*
- **Recovery:** *Helping homeless people who are vulnerable and need support to recover so they can manage a home in the future*
- **Having a suitable range of Housing Options:** *a range of options for those in housing need and homeless people to move in to with support if needed*

We know that it is important that actions to end the most acute form of homelessness - rough sleeping - are clear and easy to find. Many of the actions below are indirectly about this - for example, by earlier prevention work and having more housing options for single people. However, in order to make sure you can find the actions which are directly about assisting people at crisis point who are rough sleeping or on the edge of rough sleeping and helping them to recover from homelessness, these actions are shaded in orange.

Priority One is Universal Prevention: *Ensure everyone knows about the housing options available in Burnley and where to go for help*

How will we know if we achieve this?

- Fewer people will approach the Council when they are already homeless or imminently at risk of homelessness (defined as being at risk of becoming homeless within 56 days or less)

Action to support this priority	Which partners will be involved in the delivery of this?	When will this be achieved?	Outputs and milestones	Progress updates
1.1 Improve general information on Burnley Council's website about housing options , including approximate costs, availability and how to access, for example: <ul style="list-style-type: none"> ○ Social rented housing ○ Private sector housing, including shared rented housing ○ Affordable rented housing ○ Shared ownership opportunities and the criteria to qualify ○ Older person housing 	The Housing Needs Service	Short term – by the end of September 2021	<p>Website is reviewed</p> <p>Ideas that could work in Burnley are taken from a range of other local authority websites</p> <p>Revisions to text and style, layout and links are made</p> <p>Website changes are added and go live</p>	

<ul style="list-style-type: none"> ○ Lodging with a resident landlord ○ Moving in with family and friends 			Links to the new pages are added to other relevant local agencies' websites	
<p>1.2 Ensure Burnley continues to meet its legal duty to provide information on housing options, prevention options, advice and legal rights to those groups at higher risk of homelessness. This includes updated information for care leavers, people leaving custody or being discharged from hospital, victims of domestic abuse, former members of the armed forces and people with mental illness or impairment. Based on our equalities data, we will also add into this group, young people aged under 25 and single men aged under 35, due to the higher rate of homelessness amongst single men</p>	The Housing Needs Service Manager	Short term - by the end of September 2021	<p>Conduct a review of the current information held on the website</p> <p>Ideas that could work in Burnley are taken from a range of other local authority websites</p> <p>Refresh/update text</p> <p>Add in sections for young people and single men under 25</p> <p>Consider how to disseminate the information more widely to reach different groups of people, in particular those in custody who may not be able to access the internet</p> <p>New pages go live on the website and information is</p>	

			<p>sent out in paper or another format where needed</p> <p>Information for some 'harder to reach' groups is communicated /shared with relevant agencies</p>	
<p>1.3 Deliver general training/briefings with partner agencies which work in the 'universal' space, so other professionals and volunteers can encourage self-help, give basic advice and signpost people earlier if needed</p>	<p>The Housing Needs Service Manager</p>	<p>Medium term – by the end of September 2022</p>	<p>Carry out update briefings for partner agencies about changes to legislation, policy and practice locally and also include the learning from Covid-19</p> <p>Discuss with the Homelessness Forum the most effective ways to hold training/briefing sessions with voluntary and community sector agencies</p> <p>Consult with Burnley Action Partnership (BAP)</p> <p>Set a timetable for a round of briefings to statutory and voluntary agencies/groups</p>	

			Deliver all sessions to agencies and partners across the sector	
1.4 Reach young people earlier by providing relevant information to young people through on-line information, secondary schools and colleges	The Housing Needs Service Manager Youth agencies	Medium to long term – by the end of September 2023	<p>Housing Needs Service to discuss with relevant youth agencies how they can be involved and assist in reaching young people</p> <p>Contact colleges and schools, including pupil referral units to test appetite for involvement/co-operation</p> <p>Consider learning to date from HAPI and trailblazer activity</p> <p>Review examples in other local authority areas of upstream work with young people</p> <p>Draw up package(s) for young people's learning (e.g. website, video, board games, classroom sessions)</p>	

			Agree timetable for delivery and implement	
Priority Two is Targeted Prevention: <i>Reaching people earlier if they are at risk of becoming homeless in the future</i>				
How will we know if we achieve this? <ul style="list-style-type: none"> Fewer people will approach the Council when they are already homeless or imminently at risk of homelessness (defined as being at risk of becoming homeless within 56 days or less) 				
Action to support this priority	Which partners will be involved in delivery of this?	When will this be achieved?	Outputs and milestones	Progress updates
2.1 Create a whole Council and a Burnley-wide partnership commitment to prevent homelessness and rough sleeping, including housing associations, public and voluntary agencies, private business and private landlords. Within this agree a 'no wrong door' approach.	Burnley Council Homelessness Forum members Private landlords via GLAS (Good Landlord Accreditation Scheme)	Medium term by the end of December 2022	Multi –agency workshop(s) held on the development of a Burnley commitment to prevent homelessness early From this, development a simple message of what a 'No Wrong Door' approach means in Burnley Sign up key partners to a Burnley wide 'statement of intent' to prevent	

	<p>Registered Providers, Burnley Action Partnership, Troubled Families programme</p> <p>Other statutory agencies including Children's and Adults Social Care, Job Centre, Probation and Health</p>		<p>homelessness earlier in communities</p> <p>Launch shared commitment with press release(s) and communicate key messages about agencies working together</p> <p>Communicate with agencies about early warning signs/symptoms of homelessness and where to signpost for early assistance</p>	
<p>2.2 Encourage private and social landlords to call Burnley Council earlier for advice with arrears or anti-social behaviour issues with tenants to prevent the threat of eviction</p>	<p>Burnley Council</p> <p>Private Sector Housing Manager</p> <p>The Housing Needs Service Manager</p>	<p>Short term by end of April 2022</p>	<p>Review examples from other local authority areas as part of this work</p> <p>Engag with Pennine Community Credit Union Ltd regarding their offer on repayments</p> <p>Agree internally and with partners the packages of support the local authority</p>	

	Burnley and Pendle Citizens Advice Bureau		<p>and other partners can offer landlords and tenants to prevent homelessness pre – 56 days (e.g. use of Discretionary Housing Payments, prevention funding, supporting of applications to DWP for APAs, Credit Union loans and agreeing repayment schedules)</p> <p>Review and refresh pre-action protocol with local Registered Providers, highlighting the need to avoid serving Ground 8 notices following Covid -19 and what support might be offered</p> <p>Meet with private landlords to discuss ways to encourage Burnley’s private landlords to contact the Council before serving S21 or Ground 8 notices if there are concerns about arrears</p>	
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			<p>as a result of the impact of Covid -19.</p> <p>Agree how support from the Council and other partners can be implemented.</p>	
<p>2.3 Develop a new sanctuary scheme, which will enable victims of domestic violence and other forms of domestic abuse to remain safely in their own home after the perpetrator has left, through installing additional safety measures.</p>	<p>The Housing Needs Service Manager</p> <p>Burnley Community Safety Partnership</p> <p>Providers of services to victims of domestic abuse</p>	<p>Short term – by the end of September 2021</p>	<p>Meet to review the previous and current sanctuary scheme and learning from this experience</p> <p>Agree operational principles, thresholds, access points and management of any new scheme.</p> <p>Work up project proposal and costings for a new scheme</p> <p>Seek approval from Community Safety Partnership for the new scheme</p>	

<p>2.4 Update and communicate protocols or referral arrangements and pathways with different organisations:</p> <p>A 'pre-eviction protocol' with Calico housing association and other registered providers</p> <p>A 'Leaving Care' protocol with Lancashire County Council and other district councils</p> <p>The 16/17 year olds' protocol with Lancashire Council Council and other district councils</p> <p>A 'Prison Release' protocol with prisons and youth offending establishments, the CRC and Probation Service</p> <p>The domestic abuse referral agreement between the Housing Advice Service and the Community Safety Partnership</p> <p>The 'Hospital Discharge' protocol, to include in-patient mental health units</p>	<p>The Housing Needs Service Manager with:</p> <p>Registered Providers</p> <p>Other District Councils and Children's Social Care</p> <p>The Probation Service and CRC</p> <p>Community Safety Partnership</p> <p>Acute Health Service managers</p>	<p>Medium to long term – complete by the end of September 2023</p>	<p>Meet to review and update protocols</p> <p>Agree and make written changes</p> <p>Sign off /approval of protocols</p> <p>Arrange briefings with staff groups to update them on the new/updated protocols</p>	
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<p>A 'Positive Decisions' protocol with Serco regarding people seeking asylum with leave to remain</p> <p>The referral agreement with Inspire East Lancashire for people with alcohol or drug dependency</p>	<p>Serco</p> <p>Inspire</p>			
<p>2.5 Train Council officers and other agencies to identify the signs and symptoms that single people who are rough sleeping or at high risk of rough sleeping might present with, in order to reach them earlier and offer more practical assistance</p>	<p>The Housing Needs Service Manager</p> <p>Gateway Manager</p> <p>Other representatives from the Homelessness Forum</p>	<p>Medium to long term - From October 2022 to March 2024</p>	<p>Devise a short training course or briefing that can be delivered to relevant Council staff and other agencies.</p> <p>Within the course/briefing materials outline the specific local actions officers of the Council or other agencies need to take if they believe someone is rough sleeping or at high risk of rough sleeping.</p> <p>Develop the course so it can be delivered either on- line or face-to face in staff/team meetings.</p>	

			Disseminate training and briefing sessions across relevant Council services and agencies	
2.6 Work with other District Councils and Children's Services to add into the regular homeless 16/17 year old meetings a focus on care leavers as well, so all young people who are leaving care or have left care but have housing issues can be discussed in a timely way with Children's Services	<p>East Lancashire District Councils' homelessness lead officers</p> <p>Lancashire County Council Children's Social Care Services</p>	Medium to long term - complete by the end of September 2024	<p>Establish terms of reference for a 'care leaver panel' in East Lancashire, learning from other 'panels' in other areas of England.</p> <p>Pilot the panel for 6 months and review accommodation and other outcomes for care leavers</p> <p>Amend the process based on feedback and add to the Burnley and Lancashire 'Local Offer' to care leavers (as set out in the Children and Social Work Act 2017)</p>	
Priority Three is Preventing and relieving homelessness at crisis point: <i>Help to keep a home or find another one</i>				
How will we know if we achieve this?				

- The proportion of people approaching the Council at the point they are already homeless reduces to 45 % or less from a baseline of 62% (taken from 12 months data July 18 – June 19)
- The proportion of successful ending of the prevention duty increases overall to 65% or more from a baseline of 59% (taken from 12 months data July 18 – June 19)
- The proportion of people at the point of the ‘prevention duty’ who retain the accommodation they are already in increases to 35% or more from a baseline of 14% (taken from 12 months data July 18 – June 19)
- The proportion of successful ending of the relief duty increases overall to 55% or more from a baseline of 48% (taken from 12 months data July 18 – June 19)
- The number of people who are rough sleeping reduces to nil by 2022, taken from a baseline of 8 (taken from the rough sleeping annual count/estimate in Autumn of 2019)
- A reduction in homelessness re-applications

Action to support this priority	Which partners will be involved in delivery of this?	When will this be achieved?	Outputs and milestones	Progress updates
3.1 Increase rates of homelessness prevention by training staff on the use of prevention tools and actions. In particular, where there is a threat of eviction/exclusion from a family or friend’s home, or a tenancy, improve targeted actions to prevent homelessness and help people to stay where they are or if necessary plan a move.	The Housing Needs Team	Short term – by the end of March 2022	Outline the training needs for the Service(s), learning objectives/outcomes and methodology Decide on in-house/internal delivery or external delivery of training Commission training and invite relevant partners as appropriate	

			<p>Set dates for training</p> <p>Seek feedback and ensure learning is embedded into practices within the team.</p> <p>Make changes to the process as required.</p>	
<p>3.2 Develop an offer for those still living with parents or family (i.e. newly formed households and some single people with support needs) to remain at home and plan moves into social or private rented housing rather than become homeless.</p>	<p>The Housing Needs Team Manager</p> <p>HAPI</p>	<p>Short term – by the end of March 2022</p>	<p>Review components of other models in other local authority areas and select elements that could work in Burnley</p> <p>Put together a package of prevention tools to be offered at the discretion of the Housing Needs Service and partners where planned moves are a safe option</p> <p>Monitor take up and outcomes of the new offer</p>	
<p>3.3 Develop an ‘offer to resolve’ package for work with private and social landlords, for all of the common notice causes i.e. rent arrears, seeking a higher rent,</p>	<p>Burnley Council’s Selective Licensing Team</p>	<p>Priority - by the end of December 2021</p>	<p>Draw up a package of offers for landlords, using local knowledge and landlord insights together with experience from other local</p>	

<p>alleged behaviour problems, rent gaps, landlord wishing to sell</p> <p>Note: this links to Action 2.2</p>	<p>The Housing Needs Team Manager</p>		<p>authorities and nationally available free resource kits.</p> <p>Undertake short cost benefit analysis to ensure potential offers provide value for money against costs of homelessness</p> <p>Consult with private landlords via the GLAS (Good Landlord Accreditation Scheme) and Private Rented Sector Forum</p> <p>Agree how Selective Licensing Team and Housing Needs Team will work together to ensure a joint approach</p>	
<p>3.4 Develop a new Sanctuary Scheme, led by Community Safety Partnership for people experiencing domestic abuse who can stay in their home with additional safety measures</p>	<p>The Housing Needs Service</p> <p>Burnley Community Safety Partnership</p> <p>Providers of services to</p>	<p>Short term – by the end of September 2021</p>	<p>Meet to review the previous sanctuary scheme and learning from this experience</p> <p>Agree operational principles, thresholds, access points and management of any new scheme.</p>	

	victims of domestic abuse		Work up project proposal and costings for a new scheme Seek approval from Community Safety Partnership for the new scheme	
3.5 Hold partnership review meeting(s) to reflect on learning from the 'Everyone In' programme during Covid-19 and the new Outreach and Navigator Service for people who are rough sleeping. Adapting services as necessary in order to reduce and eliminate rough sleeping in Burnley	Housing Needs Service Gateway – Outreach and Navigator Service Health Services Community Safety Partnership Members of the Homelessness Forum	Priority – by the end of November 2021	Hold a meeting(s) with partners to share learning from different perspectives Seek views of people who were accommodated through the 'Everyone In' programme Agree what needs or must end once Covid-19 restrictions are lifted and what partners will or can continue to do Where resources/capacity and legal powers allow, adapt services to better reach people and offer assistance to secure accommodation and support	
3.6 Develop more suitable emergency accommodation for single people who are rough	Burnley Council - The Housing	Short to medium term –	Devise a model for Burnley based on learning from the	

sleeping or at high risk of rough sleeping through the development of A Bed Every Night (ABEN) in Burnley	Needs Service Manager	by the end of March 2022	<p>Covid-19 'Everyone In' programme (see action 3.5)</p> <p>Seek permissions to proceed with commissioning of a new service</p> <p>Draw up a service specification</p> <p>Award contract with commencement date of April 2022</p>	
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Priority Four is Recovery: *Helping homeless people who are vulnerable and need support to recover so they can manage a home in the future*

How will we know if we achieve this?

- There is an increase in temporary accommodation placement options within Burnley for people with complex needs
- Planned moves from supported accommodation and temporary accommodation increase to 90% or higher
- Customer feedback from providers shows 80% satisfied or very satisfied with the services they have received
- A reduction in homelessness re-applications

Action to support this priority	Which partners will be involved in delivery of this?	When will this be achieved?	Outputs and milestones	Progress updates

<p>4.1 Undertake a multi-disciplinary homeless health and support needs audit, as part of the 'Transforming Lives' work in Burnley to support vulnerable people. Note: this should take forward local learning from the 'Everyone In' programme in operation during the Covid-19 pandemic (see Action 3.5)</p>	<p>Lancashire County Council Adult Social Care – commissioners of housing related support</p> <p>Burnley Council Housing Needs Service</p> <p>Gateway – Outreach and Navigator Service</p> <p>Inspire substance misuse service</p> <p>Other members of the Homelessness Forum</p>	<p>Short term – by the end of December 2021</p>	<p>Undertake an audit of health and support needs of people who are homeless, with a focus on those who are rough sleeping or 'on the edge' of rough sleeping</p> <p>Draw on the 2015 Homeless Health Need audit toolkit from Public Health England and Homeless Link</p> <p>Identify health needs, support needs, gaps in services and where there are barriers to homeless people accessing services</p> <p>Make recommendations for adapting services or providing them differently</p>	
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<p>4.2 Continue to develop recovery options for people who are coming off the street through the Government funded ‘Rapid Rehousing Pathway’ work, those on the ‘edge’ of rough sleeping and other homeless people with support needs</p>	<p>Lancashire County Council</p> <p>Burnley Council</p> <p>Health agencies</p>	<p>Short term – by the end of September 2021</p>	<p>Hold meetings led by commissioners of services with representatives from other key agencies</p> <p>Agree possible variations in contracts using findings and recommendations from the Health and Support Needs Assessment and the learning from ‘Everyone In’ programme</p> <p>Meet with providers of services to discuss proposed variations to contracts, implications, consultation processes and dates for changes to commence</p>	
<p>4.3 Explore the option of developing short term self-contained leased accommodation options for people who have been rough sleeping or are at very high risk of rough sleeping (note this links to Action 5.1 below)</p>	<p>The Housing Needs Manager</p> <p>The Private Sector Housing Manager</p>	<p>Priority – by the end of March 2022</p>	<p>Identify how many units of 1 bed accommodation are needed and the terms of any lease</p> <p>Work on the modelling of the cost of the accommodation to the local authority</p>	

			<p>Work with Gateway on the the amount of support hours needed and cost of support</p> <p>Seek approval for setting up new lease agreements</p> <p>Communicate need for leased 1 bed self-contained accommodation with GLAS landlords</p> <p>Enter into lease agreements</p>	
4.4 Explore the development of a Housing First option in Burnley	The Housing Needs Manager	Medium to long term – by the end of September 2025	<p>Learn from Housing First models in other parts of England and the MHCLG evaluation of Housing First pilots</p> <p>Based on health and support needs audit, project likely demand for Housing First.</p> <p>Seek views of partners and members of the Homelessness Forum</p>	
Priority Five is Having a suitable range of Housing Options: <i>a range of options for people in housing need and</i>				

homeless people to move in to with support if needed

How will we know if we achieve this?

- An increase in private rented lettings to homeless households
- An increase in social housing options for single people
- A reduction in homelessness re-applications

Action to support this priority	Which partners will be involved in delivery of this?	When will this be achieved?	Outputs and milestones	Progress updates
<p>5.1 Build on the work of Burnley Council's Good Landlord and Agent Scheme (GLAS) and the on-going improvements in the private rented sector through selective licensing, to develop a new landlord incentive scheme, to increase the supply of suitable private rented accommodation to homeless households (note this will link to Actions 2.2, 3.3 and 4.3 above)</p> <p>In particular the focus needs to be on increasing the self-contained options in the private rented sector for some under 35 year olds who are recovering from rough sleeping and/or have complex needs and are</p>	<p>Burnley Council:</p> <p>The Private Sector Housing Manager</p> <p>The Housing Needs Service</p> <p>The Selective Licensing Team</p>	<p>Short term – by the end of April 2022</p>	<p>Identify local obstacles in accessing suitable PRS housing for homeless households, and the elements and key learning from other private rented sector (PRS) access schemes in other local authority areas</p> <p>Consider the wide range of needs of prospective tenants and likely levels of demand.</p> <p>Cost out incentives which are likely to work most effectively in Burnley and if there are cost implications, how these might be funded</p>	

assessed as unlikely to sustain accommodation in a shared environment			<p>Test out and consult on proposed incentives with GLAS landlords</p> <p>Seek approval for a new scheme if necessary</p> <p>Launch new scheme with GLAS and other landlords</p>	
5.2 Explore the development of more social housing options for homeless single people and childless couples , based on an agreed 'Tenancy Ready' approved programme	<p>Calico</p> <p>The Housing Needs Service Manager</p> <p>The Gateway Service</p>	Medium term – by the end of September 2023	<p>Identify the potential obstacles which prevent letting one-bed properties to homeless households and ways to increase landlord confidence.</p> <p>Address obstacles in a piece of structured work through a task and finish group of stakeholders, to cover:</p> <ul style="list-style-type: none"> ○ A Tenancy Ready scheme ○ A regular lettings meeting/panel to agree readiness move on for single homeless people in Gateway or 	

			other short stay accommodation <ul style="list-style-type: none"> ○ Tenancy support options (see Action point 5.4) ○ Alternative Payment Arrangements 	
5.3 Help people to sustain tenancies through creating tenancy support function to offer floating support to new tenants who have low support needs in the early stages of their tenancy (Note links to Action 5.1 and 5.2 as part of increasing landlord confidence to take homeless households)	Burnley Council Private Sector Housing Manager The Housing Needs Service Manager Registered Housing Providers	Medium term – by the end of March 2023	Draw up the possible roles and responsibilities of the function and consult with social and private landlords as service users Make the business case for the cross-tenure tenancy support function using available data on repeat homelessness, costs of homelessness and landlord and tenant feedback Identify potential resource to deliver tenancy support	
5.4 Explore the option of Burnley Council increasing their property acquisition in order to house more homeless households.	Burnley Council Private Sector Housing Manager	Long term – by the end of September 2024	Research the pros and cons of different models of property acquisition and management, learning from	

This option would enable purchasing empty homes or other stock from the open market			other authorities and national research/toolkits	
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