HOMELESSNESS STRATEGY
for Northern Ireland

2012-2017

Housing
Executive

Contents

Introduction

The "draft" Homelessness Strategy 2012-17 (Incorporating a review of the 2002 Homelessness Strategy) was published in May 2011. It was sent to a variety of consultees as well as being available on the Housing Executive's web site (www.nihe.gov.uk) for downloading. The strategy focuses on progress made in homelessness services since publication of the 2002 strategy and highlights the steps necessary to continue this improvement.

The consultation ran for 12 weeks from 25th May to 17th August 2011. The Housing Executive is grateful to the Council for the Homeless for organising a consultation event which took place on 15th June and to those organisations that took the time to respond. A meeting of the Promoting Social Inclusion (PSI) Homelessness Partnership chaired by the Deputy Secretary of the Department for Social Development held on 1st November 2011 gave further feedback on the Strategy which is included in the body of the report. A list of those who responded to the consultation exercise is recorded in Appendix 3.

The Housing Executive will undertake to publish the consultation responses on the Housing Executive website.

If this document is not in a format that suits your needs, please contact us and we can discuss alternative arrangements.

Foreword

The Housing Executive is the Regional Strategic Housing Authority for Northern Ireland and has statutory responsibility for responding to homelessness in accordance with the Housing (NI) Order 1988 as amended. The Department for Social Development (DSD) is the sponsoring department for the Housing Executive and works closely with the Housing Executive in the direction of social housing policy in Northern Ireland.

The first Homelessness Strategy – "Making a Difference to People's Lives" – was published in 2002. The strategy contained 25 recommendations aimed at improving services to homeless households. Since then, significant progress has been made in the implementation of the recommendations which has resulted in improvements in temporary accommodation, homelessness services and preventative initiatives. Success has been due, in no small measure, to the many examples of joint working involving our statutory and voluntary sector partners.

The introduction of Supporting People services in 2003 had a considerable impact, particularly in the delivery of support services in temporary accommodation projects, but also through the establishment of a network of floating support services aimed at sustaining tenancies and preventing homelessness.

The Housing (Amendment) Act (Northern Ireland) 2010 placed a duty on the Housing Executive to formulate and publish a homelessness strategy. An extensive range of agencies are obliged to take into account the homelessness strategy in the exercise of their own functions and these agencies are recorded in Appendix 4.

Homelessness continues to be a significant challenge in Northern Ireland and a problem that afflicts the lives of many of our citizens. There are numerous reasons for homelessness; family dispute, breakdown in living arrangements, addiction, mental ill heath, debt and tenancy breakdown and so on. The effect of homelessness impacts on individual lives for years and this influence goes beyond the immediate lack of accommodation. It impedes an individual's health, financial and social well being. For this reason, no one organisation or agency can address these issues in isolation. There is now a greater need than ever to respond to homelessness in a coordinated multi agency approach as required in the legislation and for each partner to contribute their expertise and resources to promote social inclusion.

The Housing Executive has been responding to homelessness for 22 years and in that time has developed considerable experience and expertise. With the publication of the first Homelessness Strategy in 2002 and the introduction of Supporting People in 2003 substantial progress has been achieved in how homelessness is managed.

However, at this time of economic uncertainty and the financial environment in which all services are operating there is an opportunity to be more creative and to consider new approaches on how to respond to homelessness.

This strategy builds upon the progress made in implementing the recommendations contained within the 2002 Homelessness Strategy. It highlights the context within which the new strategic direction will be developed and provides the basis for the production of a robust implementation plan which is the next stage of the process.

Dr John McPeake
Chief Executive

Brian Rowntree
Chairman

Executive Summary

The Homelessness Strategy 2012-17 sets out our strategy for tackling homelessness over the next five years and establishes the guiding principles for the development and delivery of homelessness services. At this time of economic uncertainty and financial constraints it is more important than ever that homelessness services are appropriate, timely and effective.

Vision

The aim of this homelessness strategy is that long term homelessness and rough sleeping is eliminated across Northern Ireland by 2020.

The strategy aims to ensure:

- The risk of a person becoming homeless will be minimised through effective preventative measures.
- Through enhanced inter agency co-operation, services to the most vulnerable homeless households will be improved.

With the focus on homelessness prevention and early intervention the Housing Executive aims to reduce levels of homelessness over the course of this strategy and lay the groundwork for our vision to eliminate long term homelessness.

Strategic objectives

The strategy has four strategic objectives;

1. To place homelessness prevention at the forefront of service delivery;
2. To reduce the length of time households and individuals experience homelessness by improving access to affordable housing;
3. To remove the need to sleep rough;
4. To improve services to vulnerable homeless households and individuals.

An Integrated Strategy

Although the Housing Executive has statutory responsibility for the assessment of homelessness and the delivery of homelessness services an effective response to homelessness requires an integrated strategy. Housing providers will have a central role to play, however tackling homelessness in all its dimensions will require the collaboration of a wide range of partners from the statutory, voluntary and community sectors. For the vision to 'eliminate long term homelessness and rough sleeping' to be realised it will be necessary for relevant organisations to work together to deliver housing, employment, health, financial support and welfare services to those who experience homelessness.

The Department for Social Development, through the Promoting Social Inclusion Partnership will be the vehicle by which the strategy will be progressed and monitored so that an integrated response to homelessness is delivered. The current terms of reference of the "Promoting Social Inclusion Partnership; are:

" To consider how government departments, agencies, and non departmental public bodies can best work together to firstly, ensure that the risk of homelessness is reduced and secondly, that the full range of appropriate services is available to those who find themselves homeless so that they can make the choices required to play a full part in society".[1]

A list of performance indicators will be used to monitor progress in implementing the strategy. These will be detailed in an implementation plan to be developed following publication of the strategy. Progress on the strategy implementation will be monitored under the auspices of the Promoting Social Inclusion Partnership. It should be noted also that there is a wider european dimension to the strategy which will be detailed later in the background to the strategy.

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[1] A Strategy to promote the social inclusion of homeless people, and those at risk of becoming homeless, in Northern Ireland Department for Social Development (2007)

CHAPTER 1
Background to the Homelessness Strategy

Promoting Social Inclusion Partnership
Given the current economic situation it is likely that serious pressure will be brought to bear on the ability to maintain the current level of investment. In addition, impending Housing Benefit cuts and difficulties in the employment market are likely to place more households at risk of homelessness. It is therefore, all the more important that all organisations involved in tackling homelessness work together to achieve the best possible outcomes for those who are homeless. The Promoting Social Inclusion Partnership is best placed to coordinate homeless services.

The Promoting Social Inclusion Partnership is an inter-departmental, cross-sectoral working group and was established by the Department for Social Development in 2004 to promote the social inclusion of homeless people. In July 2007 the PSI working group published a, "strategy to promote the social inclusion of homeless people, and those at risk of becoming homeless in Northern Ireland". Following this, inter agency sub-groups were formed to promote the improvement of services and access to existing services including health and employment. The interagency groups have now been restructured to support the four objectives of the homelessness strategy.

It is anticipated that under the auspices of the DSD, the Promoting Social Inclusion Partnership will become the vehicle by which inter-agency co-operation in relation to homelessness will be discharged.

Great Britain Context
The development of this strategy is set in the context of Central Government's commitment to tackle homelessness by working in partnership with the voluntary sector, government departments and other housing providers. This approach was developed following the publication of legislation in 2002 which signalled a more proactive approach to homelessness prevention. More recently in July 2011 the Minister for Housing and Local Government, published a plan to tackle rough sleeping entitled "A Vision to end rough sleeping: "No Second Night Out nationwide". This plan came from the Ministerial Working Group on Homelessness, comprising of a number of government departments with responsibility for Health, Criminal Justice, Education and Work & Pensions. These Departments came together to co-ordinate policies and strategies targeted at this vulnerable group and are committed to addressing the underlying causes of homelessness and social disadvantage by tackling issues of poverty, equality and social justice.

A range of commitments have been developed to accompany the plan. These commitments revolve around, getting people off the streets by rolling out the London initiative of "No Second Night Out" nationally, by helping people to access healthcare and specialist services for people with dual diagnosis problems. Other commitments include, helping people into work and reducing

bureaucratic burdens by lessening the red tape impact on charities and voluntary sector organisations. In addition the Government is committed to increasing local control over investment in services and will devolve responsibility for tackling homelessness.

In Northern Ireland, the Housing Executive invests almost £36m per annum in homelessness services. This includes Supporting People investment, Housing Benefit, payment for homelessness services and administrative costs. (See Appendix 2 Financial Investment in Homeless Services)

The European Dimension

In March 2010 the European Union Council of Ministers issued a directive to member states to develop integrated homelessness strategies. Following this, the jury of the International Conference on Homelessness in December 2010 issued guidelines to assist in the development of homelessness strategies. In September 2011 the European Parliament adopted the resolution calling for an EU Homelessness Strategy. In essence it directed that national strategies should concentrate on the following areas;

- The prevention of homelessness;
- A reduction in its duration;
- A reduction in the most severe forms of homelessness;
- Improvement in the quality of services for homeless people;
- Access to affordable housing.

The European model for tackling homelessness is distinctive from that used in most parts of UK. [2]"There is the shift from using shelters and transitional accommodation as the predominant solution to homelessness towards increasing access to permanent housing and increasing the capacity for both prevention and the provision of adequate floating support to people in their homes on the basis of need". [3]Research is available which provides strong evidence that a 'housing led' approach which places homeless persons directly into permanent accommodation with 'wrap around services' is successful in reducing homelessness and promoting social inclusion. This European model will have strategic relevance in the way homelessness services are delivered in Northern Ireland. It is also intended to develop a measurement framework for homelessness and housing.

[2] European Consensus Conference on Homelessness: **Policy Recommendations of the Jury (2011)**
[3] Atherton, I: McNaughton Nicholls, C: **'Housing First' as a means of addressing multiple needs and homelessness (2008)** European Journal of Homelessness

CHAPTER 2
The nature and extent of homelessness

Statutory Homeless

The legislation governing homelessness in Northern Ireland is contained in the Housing (Northern Ireland) Order 1988 as amended, which came into force in April 1989. The order places a statutory duty on the Northern Ireland Housing Executive to provide temporary and/or permanent accommodation for certain groups of homeless persons, depending upon the assessment of each person's case. Those who satisfy the tests of:-

• Eligibility

• Homelessness

• Priority Need

• Unintentionally homeless

are considered to have Full Duty Application Status (FDA) as they have met all the statutory criteria as defined in the legislation. For those not entitled to FDA status there is a statutory duty to provide advice and assistance.

A comprehensive homelessness assessment covers eligibility, which looks at an individual's eligibility for housing assistance. Actual or threatened with homelessness assessments consider whether an applicant has nowhere to live in the United Kingdom or elsewhere for a range of reasons. Priority need establishes a person's vulnerability over a range of reasons and intentionality looks at the actions or omissions which may have contributed to their homelessness.

Broadening the definition of homelessness

The statutory definition of homelessness is rather narrow and does not capture the various forms of homelessness or its complex nature. The statutory definition throws little light on the different entry routes into homelessness or exits (pathways). FEANTSA, the European Federation of National Organisations working with the homeless has provided a 'European Typology of Homelessness' known by the acronym ETHOS and calls for it to be used as a common framework definition of homelessness at EU level. The ETHOS definition classifies people who are homeless according to their living or 'home' situation. The four categories or concepts of homelessness are:

• Rooflessness

• Houselessness

• Insecure housing

• Inadequate housing

These conceptual categories can be further divided into 13 operational categories (Appendix 5) and used in a strategic way to measure the extent of homelessness and to develop, monitor and evaluate policy.

Homeless Trends

Homelessness has been increasing since the early nineties. Between 2005/06 and 2009/10 the numbers leveled off only to see a significant increase in 2010/11 when 20,158 households presented as homeless. This increase, due in part to the current economic situation will have an adverse effect in the years to come. The percentage of households accepted as full duty applicants (FDA) has remained constant at around 50% (this compares to 64% for Scotland, 45% for England and 44% for Wales).

Using the 2009/10 homelessness statistics the percentage of households accepted as homeless in Northern Ireland is 1.47% of all households which is similar to Scotland (1.56%) but significantly greater than England and Wales (0.19% and 0.45% respectively).

This may reflect differences in the interpretation of statutory responsibilities in England and Wales (GB statistics obtained from the Department for Communities and Local Government, Scottish Government and Welsh Assembly web sites).

In keeping with other jurisdictions within the UK, family and relationship breakdown continues to be the main reason for being accepted as homeless, accounting for 31% of the total in 2004/05 and 28% in 2010/11. Significantly, the numbers accepted as homeless due to current accommodation being unreasonable increased from 1,837 (22%) in 2004/05 to 2,644 (25%) in 2010/11. This is due principally to the ageing population and difficulties older people have in continuing to maintain properties which may have been the family home for a considerable number of years. Questions arise as to whether these households should be assisted through the Common Selection Scheme as opposed to homelessness legislation, particularly since many do not wish to avail of temporary accommodation. This issue will be considered as part of a wider review of the Common Selection Scheme due for completion in 2012.

The loss of rented accommodation (including private sector) accounted for 17% of total acceptances in 2007/08 reducing to 11% in 2010/11. Conversely, the number of households who lost their homes due to difficulties with mortgage payments increased from 87 in 2003/04 to 200 in 2010/11. There has been a significant increase in the numbers of households accepted as full duty homeless applicants following release from institutions, including prisons. This is almost certainly due to the introduction of the housing and homelessness advice service in prisons, which now includes those who, hitherto, would have been homeless on release. There has been a significant reduction in homelessness due to intimidation, which is a reflection on the progress that has been made at a political level in Northern Ireland. Almost 447 households were accepted as statutorily homeless due to sectarian or paramilitary intimidation in 2004/05 and this has reduced by 24% to approximately 361 in 2010/11.

The nature of homelessness

Although the above statistics show the actual numbers presenting as homeless they do not highlight the changing nature of the homeless population which includes ex-offenders, young people, older people, those leaving care and migrant workers. Increasing numbers have mental health and addiction problems and other complex needs and require intensive support. Single person households account for 53% of all households presenting as homeless, of which 67% are single males between the ages of 16 and 59. In contrast, however, singles only account for 38% of those qualifying for full duty status.

[4]Robust longitudinal research has highlighted the dynamic nature of homelessness with the majority both entering and exiting homelessness relatively speedily. In broad terms, three sub-sets of the homeless population have been identified:
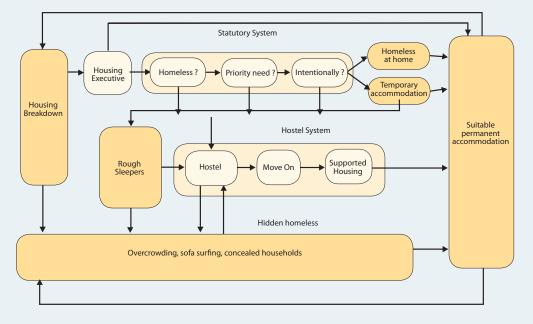
- Transitional homelessness, that is those who enter the process and are promptly assessed and rehoused and do not return to being homeless.
- Episodic homelessness (repeat homelessness), brought about by changes in circumstances or events.
- Chronic homelessness, this tends to be long term users of emergency services, particularly rough sleepers.[5]

In general the issues relating to the transitional homeless are relatively easier to address. For the majority in this category "homelessness" will be a one off event and they will exit homelessness on a permanent basis. Some will require floating support services to help them sustain their tenancies. The time taken to rehouse those in the transitional homelessness category will largely be dependent on the demand for housing in the applicant's areas of choice.

The other two homeless categories can pose significant challenges. People in these categories tend to have complex needs and their stay in temporary accommodation will depend on the complexity of their support needs and the availability of suitable permanent accommodation. Dividing the homeless population into the three categories is valuable in terms of policy development as the three forms of homelessness will require different policy interventions and housing pathways to exit from homelessness.

[4] European Consensus Conference on Homelessness; Policy Recommendations of the Jury (2011)
[5] Housing and Homeless Policies in Europe: lessons from research Feantsa (2010)

Pathways in and out of homelessness

The above diagram shows the 'pathways in and out of homelessness'. One important aspect is the 'hidden homeless' which often receives little attention. The 'hidden homeless' is a shorthand term which refers to the less visible homeless who are not on the street and remain unknown to housing providers and are not registered on housing waiting lists. The hidden homeless include those living in overcrowded housing, those staying with family and friends (sofa surfing) because of a lack of accommodation and those about to be evicted from their accommodation and have no where else to live. The important point here is that today's hidden homeless can become tomorrow's rough sleepers and if homelessness is to be prevented rather than managed then the issue of hidden homelessness needs to be addressed.

CHAPTER 3
Strategic objectives

STRATEGIC OBJECTIVE 1 - TO PLACE HOMELESSNESS PREVENTION AT
THE FOREFRONT OF SERVICE DELIVERY

Policies at European, national and local levels emphasise the need for preventative
services to be at the heart of homelessness strategies. Homelessness is often not
the result of a single event but another step in a pathway or "career" with earlier
stages. This is important for it provides opportunities for putting in place measures
to prevent homelessness from occurring and alleviating the trauma that often
results. Preventative measures can be categorised under three broad headings: Early
Intervention, Pre Crisis Intervention and Preventing Repeat Homelessness.

Early intervention

This includes identifying all the risk factors and coordinating services to address the
individual's problems. This will involve understanding and acknowledging the multi
faceted nature of homelessness and the inherent risk of social exclusion. Given the
nature of homelessness, vulnerable individuals are likely to have multiple needs
and therefore early intervention and assessment of needs is key to preventing or
reducing the effects of homelessness.

Homelessness policies and interventions should be evidence based and this
means collecting data that takes into account the multidimensional nature of
homelessness. Such data will not be that easy to collect and will come from a variety
of sources held by various agencies, however having comprehensive data will be
necessary to inform and provide a baseline to evaluate the success of the strategy.

Early intervention via multi needs assessment is a primary example of cross sectoral
working to tailor the provision of services for vulnerable individuals. The holistic
assessment of a vulnerable person's needs leads to more targeted interventions.

What we will do:

- Collect and analyse data for all the ETHOS homeless categories by 2012/13;
- Measure the extent of hidden homelessness by 2012/13;
- Prevent repeat homelessness through Multi Agency Intervention. To be
  initiated by 2012/13 and fully operational by 2014/15;
- Produce an assessment framework to provide holistic assessment services
  outside of Belfast by Health & Social Services, to be in place and rolled out
  across all areas by 2014/15.

Pre- Crisis Intervention

This includes responding to known triggers/factors or events and helping people by
providing services to those on the verge of a housing crisis.

Advice & assistance

Considerable importance is attached to the provision of effective advice and assistance. The Housing (Amendment) Act (NI) 2010 places an additional statutory responsibility on the Housing Executive to provide appropriate advice and assistance on homelessness and homelessness prevention. In addition the Department for Social Development has set out guidance on the pro active approach the Housing Executive should take in the provision of advice and information. However, on occasion there is the need for the provision of expert advice on complex and legal proceedings. In response to this the Housing Executive will consider the development of formal referral arrangements with specialist advice agencies to accept such referrals. The provision of advice in all formats including web based advice and traditional advice centres are vital resources to assist individuals in a housing crisis and over many years advice has been provided by the Housing Executive and other statutory and voluntary agencies.

The introduction of the "advice in prisons" initiative has been one of the successes of the 2002 Homelessness Strategy. Therefore, the new Homelessness Strategy supports the further development of advice provision within prisons.

What we will do:

- Provide comprehensive housing and homelessness advice services to all who require it, free of charge, to be fully in place by 2013/14.

- Provide pre-release housing advice, including tenancy sustainment to all prisoners, to be fully available by 2013/14 at all prisons/ detention centres.

- Enhance partnership working amongst the core agencies in relation to young people leaving the juvenile justice system, to be in place by 2013/14.

Preventing repeat homelessness

This includes providing services which help people who have previously been homeless to develop their capacity to access the resources they need to maintain their tenancies.

Tenancy Sustainment

Research carried out in Scotland by Hal Pawson[6] et al which reads across to Northern Ireland states that the "largest scale and most effective form of homelessness prevention is support to help vulnerable council tenants to retain tenancies". The term vulnerable should be interpreted widely and include all those requiring support to maintain a tenancy. Tenancy Sustainment is not however a stand alone strategy but depends on the effectiveness of other strategies such as the Financial Inclusion Strategy, Housing Related Support Strategy, Community Safety Strategy and others.

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[6] Pawson, H; Davidson,E: Evaluation of Homeless Prevention Activities in Scotland (2007) Scottish Executive

As part of on going support services the Housing Executive will introduce Tenancy Support Assessments for all new Housing Executive tenants which will incorporate a financial health check and the identification of other support needs. Tenants with support needs will be sign posted to floating support services and other organisations to obtain the support required.

Floating Support Services

Floating support services are important to help people sustain their tenancies. Floating support can be grouped under two categories, Generic or Specialist. Generic support deals specifically with crisis intervention and focuses on low level preventive work. It typically covers such matters as: debt advice, budgeting and daily living skills etc. Specialist support is sometimes required for those with complex needs, mental illness, addictions etc. The type of support tenants typically require is generic and for relatively short periods of time to stabilise their tenancy.

Floating Support Services can play an important role in the resettlement process for those individuals moving from supported housing to living independently. Floating Support services will have an important role in the development of 'housing led' responses to homelessness.

Homelessness prevention in the community

The Strategy recognises the value of supporting communities to find solutions to local problems. This is equally true in the area of homelessness, where community awareness and training of local networks can have a positive impact on homelessness presentations and repeat homelessness.

What we will do:

- Introduce Tenancy Support Assessments to help Housing Executive tenants to sustain their tenancies, to be in place by 2013/14.
- Develop peer support networks that can provide support to Housing Executive tenants to help them sustain their tenancies, to be in place by 2013/14.
- Develop a referral mechanism to enable the provision of floating support services to vulnerable individuals in the private rented sector, to be in place by 2013/14.
- Examine family mediation/family intervention programmes as a means to help young people sustain Housing Executive tenancies, to be completed by 2014/15.

STRATEGIC OBJECTIVE 2 - TO REDUCE THE LENGTH OF TIME HOUSEHOLDS EXPERIENCE HOMELESSNESS BY IMPROVING ACCESS TO AFFORDABLE HOUSING

To reduce the time people experience homelessness, it is important to consider the various housing options that are available to those who become homeless. In relation to temporary accommodation this will include hostel accommodation and single lets. Permanent accommodation options will include owner occupation, social housing and the private rented sector.

In considering hostel accommodation a distinction needs to be made between emergency and transitional accommodation. Emergency accommodation is used on a short term basis to prevent a crisis. The purpose of transitional accommodation is to help people recuperate sufficiently in order to move into more independent settings. [7] Transitional accommodation should therefore be "places of change" and provide access to a range of services including employment, vocational training, further education and recreation. No one should remain in transitional accommodation any longer than they need to, otherwise the cycle of homelessness can be entrenched. The stay in transitional housing should therefore be "time limited" which emphasises the importance of exit pathways and support plans to prepare those living in transitional housing for a move to more settled accommodation.

The current portfolio of temporary accommodation in response to homelessness has been developed taking account of local homelessness trends, special needs and the need to provide self contained accommodation where possible. Arguably there will always be the need for emergency and transitional accommodation however the emphasis should be on reducing the time spent there and a renewed focus on pathways out of homelessness and preparing people for independent living.

TEMPORARY ACCOMMODATION

While there have been noteworthy advances in terms of the number, type and quality of temporary solutions to homelessness, there are continued concerns over the amount of time individuals remain in temporary housing situations.

At present the Housing Executive has access to the following temporary accommodation:

- 20 Housing Executive hostels
- 70 voluntary sector hostels
- Access to over 800 private single let properties.

The length of stay in temporary accommodation is largely dependent on the length of time it takes to access permanent housing. The average length of stay is currently 46 weeks.

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[7] Communities and Local Government Places of Change- **Tackling homelessness through the hostels capital improvement programme (2006)**

Although significant improvements have been made in temporary accommodation since 2002, in coming years, a number of issues must be addressed:

- Ensuring the correct balance between supported and self contained private sector accommodation. Evidence suggests some homeless households who could live independently with lower level floating support are inappropriately placed in higher cost supported accommodation.
- Ensuring that each resident has a support plan that deals not only with securing accommodation but other lifestyle issues.
- Ensuring there are few barriers to accessing hostel accommodation and exclusion policies are reasonable and only used in very exceptional circumstances.
- Ensuring private sector temporary accommodation is a cost-effective solution. Evidence suggests that increased efficiencies may be achieved by re-advertising in the open market.

The Homelessness Strategy provides the opportunity to engage with Supporting People colleagues and temporary accommodation providers to complete a fundamental review of the temporary accommodation portfolio and to develop plans for the delivery of a cost effective response which balances the need for supported and unsupported accommodation. The review will set requirements for the removal of restrictive practices in relation to access and evictions.

The impact of welfare reform and the review of temporary accommodation
Whilst further research will be undertaken in order to fully understand the impact of welfare reform, it is apparent that there is likely to be significant movement within the Housing Sector as tenants and providers adjust to the impact of the changes.

The introduction of the shared room rate of Housing Benefit in January 2012 for single people between the ages of 25 and under 35 is likely to have a sizeable impact and may potentially increase demand on the social sector and lead to a downturn in private sector rentals other than for Houses in Multiple Occupation (HMOs). The inevitable knock on effect will be that this household type will be less likely to seek housing in the private sector and those that do will be confined to houses in multiple occupation (HMOs). In addition, this Housing Benefit change might also have significant impact on the use of and demand for temporary accommodation hostels, as individuals within the age 25 and under 35 seek to adjust to the revised regulations. It should be noted that individuals in temporary accommodation will be exempt from the Housing Benefit restrictions, provided they have been resident in a hostel for at least three months. This has the potential to not only result in an increased demand for hostels but also a reluctance to "move on" which could lead to the consequential silting up of bed spaces.

What we will do:

- Develop "Pathway Models" to enable appropriate homeless households to move from temporary accommodation to longer term housing, to be in place by 2013/14.

- Undertake a fundamental review of the current temporary accommodation portfolio with regard to its strategic relevance, financial viability and access criteria, to be completed by 2014/15.

- Examine the "Housing Led" model to consider its applicability to Northern Ireland, to be completed by 2015/16.

- Reduce the average length of time in temporary accommodation from 46 weeks to 40 weeks over the life span of the strategy.

PERMANENT ACCOMMODATION

Despite the fall in house prices brought about by the global recession, home ownership is not a realistic immediate option for those seeking to be housed in the social housing sector. The Social Housing Development Programme has delivered 5,000 new homes in the past 3 years and the Programme for Government sets a target to deliver 8,000 social and affordable homes in the lifetime of the current Assembly. In that context 2,500 new build dwellings will be required each year to address housing need.

Although this will be insufficient to keep pace with increasing waiting lists for social housing, relets in this sector (5,367 Housing Executive relets 2010/11) will make a vital contribution towards meeting the accommodation needs of homeless households.

Annual Total - Northern Ireland Housing Waiting List

	2007	2008	2009	2010	2011
Total	36,182	39,675	38,923	38,120	39,891

Annual Total in Housing Stress (30 points are more which include Homeless Full Duty Applicants) – Northern Ireland Housing Waiting List

	2007	2008	2009	2010	2011
Total	19,703	21,361	20,481	19,716	20,967

Annual Allocations to Social Sector housing- Housing Executive & Housing Associations

	2007	2008	2009	2010	2011
Total	7,772	7,289	8,132	9,192	8,070

In relation to the private rented sector there needs to be specific support for those who are vulnerable to ensure they can access and sustain accommodation. The Department for Social Development's Strategy for the Private Rented Sector ("Building Sound Foundations"), which was published in March 2010, stated that work would be undertaken to scope and address the needs of the most vulnerable individuals and families in securing and sustaining private sector tenancies. The Housing Executive is working with the Department to develop such a scheme which will draw on the strengths and merits of rent deposit guarantee schemes (including SmartMove). Rent deposit guarantee schemes exist, albeit in limited locations. Existing providers emphasise that their success is largely due to the support provided to landlords and tenants in the management of tenancies. This support provides landlords with the incentive to make properties available at or around Local Housing Allowance levels. In relation to the provision of tenancy support, discussions are underway with Supporting People colleagues in relation to the use of existing floating support services to meet this requirement. To make greater use of the private rented sector 'move on' processes from temporary accommodation will require links to Personal Housing Plans.

However, there are concerns about the potential of the Private Rented Sector to "offer greater choice in meeting housing need, particularly for those people who traditionally look to the social sector for housing"[8] .These concerns include the proposed changes in the Welfare Reform agenda and coupled with the economic downturn, there may be a significant impact on the ability of a number of key groups to access affordable and appropriate housing. Further concerns include:

- Increased competition in the private rented sector from those in employment who cannot access a mortgage. This comes on top of the aforementioned shortage in the social housing supply.
- Problems with Housing Benefit shortfalls that may result in increased repossessions across all rented tenures, and thus increased homelessness presentations.
- The extension of the single room rent to those under 35 years of age will place strain on the existing range of Houses in Multiple Occupation (HMOs) and additional assessment services to ensure appropriate sharing arrangements.

To help ameliorate the worst affects of the welfare reforms government should give consideration to increasing the funding for Discretionary Housing Payment and other funding streams similar to Great Britain, to be targeted at those struggling to meet their rental obligations and who are facing eviction by their landlords.

What we will do:

- Examine how Welfare Reform impacts on homelessness, to be undertaken by 2012/13.
- Introduce a Northern Ireland wide Private Rented Sector Access Scheme, to be in place by 2014/15.

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[8] DSD; Building Sound Foundations – A Strategy for the Private Rented Sector. Consultation document (2009)

STRATEGIC OBJECTIVE 3 - REMOVE THE NEED TO SLEEP ROUGH

Rough sleeping represents the severest form of homelessness. In Northern Ireland the propensity to rough sleep is confined largely to Belfast and to a much lesser extent Londonderry.

Rough Sleepers tend to live on the fringes of society and by definition their routines are usually chaotic and troubled. They are vulnerable to homelessness and include people who misuse alcohol and drugs, people with mental health problems, people leaving prison or other institutions and people who have experienced family or relationship breakdown including domestic violence. Dual diagnosis is an increasing problem among rough sleepers as many people tend to have mental illness and alcohol abuse problems. Given the nature of these conditions rough sleepers require intensive services.

Using the Department for Communities & Local Government's guidance on counting rough sleepers, fewer than 10 individuals rough sleep in Belfast on a given night, not including a number of foreign nationals who sleep rough on a regular basis. There are, however, up to 100 individuals who could sleep rough regularly if appropriate services were not provided. In Londonderry the problem is largely confined to street drinking although, again, without appropriate services, there is the capacity for this to become a rough sleeping problem. Appropriate services can vary, based on the locational circumstances, however there are core services that are common to all locations, street outreach support services, access to crisis accommodation, comprehensive assessment and the development of a continuum of services from crisis accommodation to move on and through to resettlement.

Rough Sleepers

Belfast

Whereas the number of individuals sleeping rough in Belfast on a given night is small (normally under 10) there are many more who have the propensity to do so if Street Outreach and allied rough sleeping services were not in place.

Whereas the continuum of services has enhanced the response to rough sleeping and street drinking in Belfast, improvements are still required to track individuals through the continuum and to identify those who repeatedly access accommodation through the street outreach services. In addition, whereas links exist with health services particularly in relation to nursing care both in the day centre and in temporary accommodation establishments, improved access to the recently formed drugs and alcohol co-coordinating team in Belfast will enhance the chances of successful rehabilitation. Given that street outreach and daytime services have now been in operation for a number of years, the effectiveness and strategic relevance of these services was recently evaluated by Deloitte MCS. The consultants' reported very positively on street outreach and drop in centre services.

Derry/Londonderry
The implementation of the rough sleeper strategy in the city is being progressed over 4 key stages comprising:

Stage 1   Project Initiation and Provider Engagement

Stages 2/3   Service Design and Specification/Service realignment

Stage 4   Analyses of Outcomes and Evaluation Report

Stage 1 of implementation has been completed. This included the establishment of interim crisis arrangements to accommodate those who were identified as sleeping rough. Stage 2 is the implementation of the key preparation stage for achieving service realignment. Stage 3 which will apply the agreed service changes at an operational level. This will ensure that every service working with the street population is operating in a clearly defined role within the service continuum and is delivering effective interventions for service users. Both stages should be completed by 2013/14.

Throughout the implementation of the strategy the key objectives of the implementation plan will continue to be delivered within the context of collaborative working with key providers and local stakeholders. This will be achieved through the work of the Good Practice Focus Group and the Multi-agency Project Steering Group. This structure provides overall direction and ensures inclusivity and active input into the implementation of the strategy at a local level.

What we will do:

- Evaluate existing services and information sharing arrangements in relation to the needs of those with alcohol addictions, to be completed by 2013/14.
- Agree service changes to ensure effective interventions, to be in place by 2013/14.
- Consider a "Housing led" model as an alternative to one providing a continuum of services, to be undertaken by 2013/14.
- Produce a new Belfast Rough Sleepers Strategy to be available by 2014/15.

Addiction Services
In the past 18 months the Public Health Agency (PHA) which was established in 2009 as part of the Health Reforms, took over the role of overseeing the work of the area health based drug and alcohol teams (DACTS). The PHA has emphasised the need to work in close partnership with everyone involved in tackling the issues around drugs and alcohol misuse. The Agency is currently developing, commissioning and raising awareness of appropriate services and how to access them.

What we want to do:

- Develop a mechanism which will enable all agencies to refer their clients to addiction services, to be introduced by 2014/2015.

STRATEGIC OBJECTIVE 4 - TO IMPROVE SERVICES TO VULNERABLE HOMELESS HOUSEHOLDS AND INDIVIDUALS

A range of particularly vulnerable households are at risk of becoming socially excluded as a result of their circumstances. In extreme situations this can lead to rough sleeping. It is essential, therefore, that services for these households are continually reviewed. The term vulnerable is not fully defined in legislation however the legislation envisages that vulnerability can arise because of factors that are not expressly provided for in statute. Recent case law advises that "the test of vulnerability is not whether a person would have greater difficulty in finding a home but whether he would be at greater risk of harm while homeless than an ordinary person"[9.] It is for this reason that consideration should be given to an applicant's individual circumstances. The following are highlighted as "targeted services" commissioned to address particular needs and include services to victims of domestic violence, sexual and violent offenders, women offenders, migrant workers, rural homelessness and young people leaving care. These services are discussed in more detail below.

Services in response to domestic violence

The "Tackling Violence at Home" strategy which was published in October 2005 by the DHSS&PS is an interagency approach to tackling domestic violence. The ultimate aim of the strategy is to put in place all practical measures towards the elimination of domestic violence and abuse. One outcome of the "Tackling Violence" Strategy was the introduction of the MARAC process; this is a case conferencing multi agency approach established to respond to domestic violence. An option within MARAC is Sanctuary scheme option, which helps to maintain victims of domestic violence in their homes. One of the aims of this Homelessness Strategy is to assist all relevant agencies in achieving that goal.

What we will do:

- Continue to provide support for the Domestic Violence helpline service.
- Support the MARAC process through the provision of accommodation and advice services.(Multi Agency Risk Assessment Conference).
- Roll out of the Sanctuary Scheme as a MARAC option across Northern Ireland, to be in place by 2013/14.
- Review refuge provision by 2014/15.

Services in response to sexual and violent offenders

Extensive research has clearly shown that stable housing arrangements and effective monitoring are key to minimising the risks posed by sexual and violent offenders. Stable accommodation contributes both to the successful rehabilitation of the offender (and to minimising the risk of homelessness) and to the protection of the community in which that person lives. There remains a number of difficulties

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facing ex-offenders including hostel restriction policies and the need for intensive support. Organisations such as Extern and Northern Ireland Association for the care and resettlement of offenders (NIACRO) have important roles in working collaboratively with Probation Services in ensuring that appropriate accommodation and support is available to this group.

The Sex Offenders' Accommodation Strategy[10], however, highlights a number of weaknesses in current systems leading to difficulties in accessing both temporary and permanent accommodation. The recommendations and action plan accompanying this strategy will address these weaknesses and identify those agencies responsible for the delivery of solutions.

What we will do:

- Seek the contribution of all appropriate agencies to the pre and post release risk management process, to be agreed and in place by 2015/16.
- Introduce a case management approach for agencies to enable those deemed appropriate to make the transition to permanent accommodation taking account of risk assessment and management, to be in place by 2015/16.
- Developing appropriate accommodation solutions for high risk offenders, to be in place by 2015/16.

Services in response to women offenders

In October 2010 the Department of Justice in Northern Ireland published its strategy for the provision of appropriate services for women offenders entitled "Women's Offending Behaviour in Northern Ireland: A Strategy to Manage Women Offenders And Those Vulnerable to Offending Behaviour 2010 – 2013".

The Housing Executive will assist the Probation Board for Northern Ireland to examine the scale, nature and need to determine a reasonable response to this issue.

The Probation Board for Northern Ireland is currently developing an accommodation strategy for all types of ex offenders. It is therefore necessary that all agencies and organisations assist in the development of this strategy.

What we will do:

- Undertake research and an analysis of the need for a bespoke accommodation facility for women offenders, to be completed by 2012/13.
- Assist the PBNI in the implementation of their Accommodation Strategy for ex offenders.

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[10] The sex offenders' accommodation strategy was developed under the auspices of Public Protection Arrangements for Northern Ireland – Strategic Management Board to address access to suitable and sustainable accommodation for this client group.

Services in response to migrant workers/persons from abroad

Good relations
On 27th July 2010 the Government published its new Programme for Cohesion, Sharing and Integration (CSI). The main focus of the policy is to tackle sectarianism, racism and hate crimes and promote cohesion, sharing and integration for all sections of society.

Race relations
The aim of Race Relations Policies is to ensure that all Black and Minority Ethnic (BME) people in Northern Ireland can enjoy full and fair access to services and to promote good relations between and within ethnic groups and communities. Race Relations work comes under 5 broad themes.

- Mainstreaming
- Racial harassment and intimidation
- Promoting Black and Minority Ethnic social inclusion
- Community participation and development
- Migrant worker issues

What we will do:

- Identify the specific needs, including the housing needs of the BME groups and consider options for improvements to existing services by 2013/14.

Services in response to rural homelessness
The homelessness strategy is dedicated to ensuring equality of service provision across Northern Ireland and acknowledges the particular problems associated with rural homelessness and accessing both temporary and permanent accommodation. [11] The rural action plan 2009/10 – 2012/2013 under the section, "supporting independent living" sets out how improvements to homeless services are to be achieved.

What we will do:

- Produce Homeless Action Plans setting out how homelessness services to rural communities can be improved, to be implemented from 2012/13.
- Measure the extent of rural homelessness including the number of households and individuals presenting as homeless in rural locations, to be initiated by 2014/15.

Services in response to youth homelessness
The PSI Youth Homelessness Sub Group was established in 2008 and was tasked with, inter alia, coordinating a detailed regional analysis of the nature and scale of youth homelessness. The analysis, carried out by the Council for the Homeless

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[11] NIHE Rural Action Plan 2009/10-2012/13.

(NI), focused on routes into homelessness, presenting needs and experiences in accessing front line services and support. Dissemination of the study's findings reinforced the need for collaborative working and also identified weaknesses in the provision of appropriate supported and move on accommodation, information gathering systems, intervention practices and access to work, education and training.

In 2010, building upon current joint working developments, the Strategic Regional Reference Group on "Meeting the Accommodation and Support Needs of Young People Aged 16 and 17 who are Leaving Care or Homeless" was formed. This group, which is co-chaired by the Regional Health and Social Care Board and the Housing Executive, comprises representatives from health, housing (including Supporting People) and the voluntary sector. The group aims to drive and inform integrated service planning to meet the accommodation and support needs of these young people and has produced a clear work plan which includes:

- monitoring the implementation of Good Practice Guidance and associated local protocols;
- the development of service models of accommodation and support which will address compliance with best practice standards and regulations; and
- the development of a common system for information gathering across the Housing Executive and Health & Social Care Trusts which aims to track needs and provide the relevant data required for future planning.

Whereas significant progress has clearly been made in the development of an inter-agency approach to planning, commissioning and delivery of appropriate services for those young people who are homeless or at risk of homelessness, the findings from the Council for the Homeless research demonstrate that much more needs to be done to ensure that the wider needs of young people are more effectively met.

What we will do:

- Relevant agencies will set out their contribution to the development of preventative programmes that aim to reduce homelessness for this client group, to be undertaken by 2012/13.
- Review investment in current prevention programmes and initiatives and ensure resources are targeted at those young people most at risk and demonstrate improved outcomes, to be undertaken by 2014/15.
- Review existing joint working arrangements, with particular reference to the delivery of information, assessment and support services, to be undertaken 2014/15.
- Relevant agencies will set out their contribution to the development of a continuum of suitable supported accommodation services, which support clear and flexible pathways to independence, to be undertaken by 2014/15.
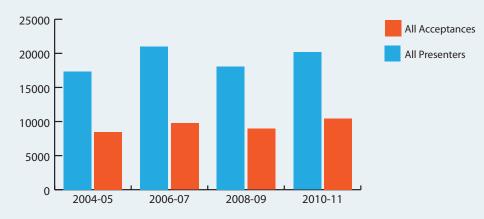
Appendices

Appendix 1 - STATISTICS

The Statutory Homeless Statistics 2004/2011.

Tables of those presenting and accepted as homeless by household type.

Year	Presenting as homeless	Accepted as statutorily homeless	%
ALL PRESENTERS & ACCEPTANCES			
2004/05	17362	8470	49%
2006/07	21013	9744	46%
2008/09	18076	8934	49%
2010/11	20158	10443	52%
SINGLE 16-17 YR OLD PRESENTERS & ACCEPTANCES			
2004/05	500	184	37%
2006/07	465	146	31%
2008/09	346	134	39%
2010/11	420	165	39%
SINGLE 18-25 YR OLD PRESENTERS & ACCEPTANCES			
2004/05	3213	899	28%
2006/07	3708	951	26%
2008/09	3389	980	29%
2010/11	3961	1276	32%
SINGLE 26-59 YR OLD PRESENTERS & ACCEPTANCES			
2004/05	5286	1898	36%
2006/07	6219	2121	34%
2008/09	5406	2059	38%
2010/11	6333	2513	40%
ALL FAMILY PRESENTERS & ACCEPTANCES			
2004/05	6534	4027	62%
2006/07	8202	5058	62%
2008/09	6959	4253	61%
2010/11	7351	4793	65%
ELDERLY PRESENTERS & ACCEPTANCES			
2004/05	1793	1462	82%
2006/07	2419	1468	61%
2008/09	1920	1508	79%
2010/11	2093	1696	81%

Homelessness acceptances by reason 2004/05 to 2010/11

REASONS	2004/05	2006/07	2008/09	2010/11
Sharing breakdown/family breakdown	1,638	2,004	1,976	1,995
Marital/relationship breakdown	968	979	914	954
Domestic violence	611	645	698	829
Loss of rented accommodation	1,010	1,419	1,069	1,200
No accommodation in NI	594	635	568	614
Intimidation	447	385	288	361
Accommodation not reasonable	1,837	2,355	2,134	2,644
Release from hospital/prison/ other institution	180	149	189	226
Fire/flood/other	73	57	110	169
Mortgage default	77	114	121	200
Bomb/fire/civil unrest	60	29	33	25
Neighbourhood harassment	707	641	555	854
Other	268	332	279	372
TOTAL	8,470	9,744	8,934	10,443

Presenters & Acceptances

Legend: All Acceptances, All Presenters

16-17 Yr Old Presenters & Acceptances

Legend: Single 16-17 Yr Old Acceptances, Single 16-17 Yr Old Presenters

Single 18-25 Yr Old Presenters & Acceptances

Legend: Single 18-25 Yr Old Acceptances, Single 18-25 Yr Old Presenters
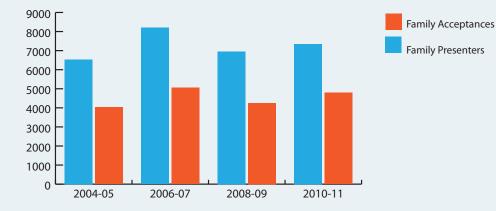
Single 26-59 Yr Old Presenters & Acceptances

Single 26-59 Yr Old Acceptances

Single 26-59 Yr Old Presenters

Family Presenters & Acceptances

Family Acceptances

Family Presenters

Elderly Presenters & Acceptances

Elderly Acceptances

Elderly Presenters

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Acceptance Reasons 2004-05

Legend:
- Other
- Neighbourhood Harassment
- Bomb/Fire/Civil Unrest
- Mortgage Default
- Fire/Flood/Other
- Release From Hospital etc.
- Accommodation Not reasonable
- Intimidation
- No Accommodation In NI
- Loss Of Rented Accommodation
- Domestic Violence
- Marital/relationship Breakdown
- Sharing Breakdown/Family Breakdown

Values: 12%, 19%, 8%, 1%, 1%, 1%, 2%, 23%, 11%, 7%, 5%, 7%, 12%

Acceptance Reasons 2010-11

Legend:
- Other
- Neighbourhood Harassment
- Bomb/Fire/Civil Unrest
- Mortgage Default
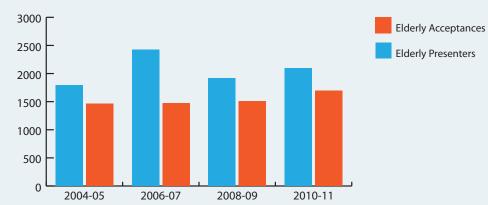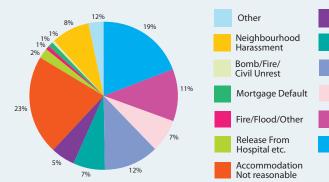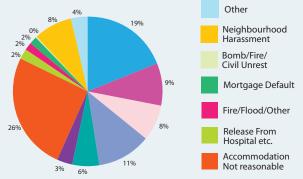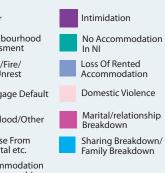- Fire/Flood/Other
- Release From Hospital etc.
- Accommodation Not reasonable
- Intimidation
- No Accommodation In NI
- Loss Of Rented Accommodation
- Domestic Violence
- Marital/relationship Breakdown
- Sharing Breakdown/Family Breakdown

Values: 4%, 19%, 8%, 0%, 2%, 2%, 2%, 26%, 9%, 8%, 3%, 6%, 11%

Appendix 2 - FINANCIAL INVESTMENT

From 2003 in excess of £200m has been spent in the provision of homelessness temporary accommodation services, additional homelessness assistance for applicants and for specific funding to the Voluntary Sector to response to our homelessness duties under the Housing (Northern Ireland) 1988 Order. This amount also includes the funding provided through Supporting People from 2003 but does not include the amount of Housing Benefit paid in respect of applicants who self refer to temporary accommodation.

Financial investment in homelessness services (revenue) from 2003

	Temporary Accom. Provision	Homelessness Services	Voluntary Sector Funding	Supporting People	Leased Properties	Totals
	Housing Benefit, Top Up and Supporting People costs	Furniture Storage, Taxi, exceptional homelessness costs	Homelessness Services	Floating Support for homelessness projects & schemes	Private Sector emergency accom.	
2003/2004	19m	800k	1.1m	-	-	20.9m
2004/2005	21.5m	807k	1.3m	308K	-	23.9m
2005/2006	24.4m	890k	1.6m	543K	-	27.4m
2006/2007	24.6m	1.03m	2.0m	587K	-	28.2m
2007/2008	26.6m	1.1m	2.2m	1.1m	-	31m
2008/2009	28.6m	1.04m	2.3m	1.3m	790k	34m
2009/2010	30.6m	870k	2.3m	1.32m	815k	35.9m
2010/2011	30.7m	920k	2.2m	1.35m	955k	36.1m

Appendix 3 – LIST OF RESPONDENTS TO THE HOMELESSNESS STRATEGY CONSULTATION PROCESS.

On the 15th June 2011, the Housing Executive held a homelessness strategy consultation workshop. The responses from the workshop were compiled and collated by the Council for the Homeless on behalf of the Housing Executive. Over 80 people attended the workshop representing 39 organisations. In addition to the collective response we had additional responses from the following organisations:

- Ark Housing Association
- Belfast Healthy Cities
- Council for the Homeless
- Department for Social Development
- Extern
- The Housing Council
- Housing Rights Service
- Mulholland Aftercare Services
- NIACRO
- NICVA
- Parents Advice Centre
- Probation Board for Northern Ireland
- Rural Community Network
- Shelter Northern Ireland
- Simon Community Northern Ireland
- Supporting Communities NI
- Women's Aid

These responses will be made available on the NIHE website.

Appendix 4 - HOUSING (AMENDMENT) ACT NORTHERN IRELAND 2010

Homelessness strategy

The Housing (Amendment) Act (Northern Ireland) 2010

Duty of Executive to formulate a homelessness strategy
6A. (1) The Executive may formulate and publish a homelessness strategy.

(2) The Regional Agency and the Regional Board shall give such assistance in connection with the exercise of the power under paragraph (1) as the Executive may reasonably require.

(3) The Executive shall exercise that power so as to ensure that the first homelessness strategy is published within the period of 12 months beginning with the day on which section 1 of the Housing (Amendment) Act (Northern Ireland) 2010 comes into operation.

(4) The Executive shall exercise that power so as to ensure that a new homelessness strategy is published within the period of 5 years beginning with the day on which its last homelessness strategy was published.

(5) The following shall take the homelessness strategy into account in the exercise of their functions:
(a) the Executive;
(b) the Regional Board;
(c) Health and Social Care Trusts;
(d) Education and Library boards;
(e) registered housing associations;
(f) district councils;
(g) the Secretary of State (in relation to any function exercisable in connection with prisons in Northern Ireland);
(h) the Probation Board for Northern Ireland;
(i) the Department of Education;
(j) the Department for Employment and Learning;
(k) the Department of Health, Social Services and Public Safety;
(l) the Department for Social Development.

(6) Nothing in paragraph (5) affects any duty or requirement arising apart from this Article.

Homelessness strategy

6B. (1) For the purposes of this Order "homelessness strategy" means a strategy for

(a) preventing homelessness in Northern Ireland;

(b) securing that sufficient accommodation is and will be available for people in Northern Ireland who are or may become homeless;

(c) securing the satisfactory provision of advice and assistance for people in Northern Ireland -

    (i) who are or may become homeless; or

    (ii) who have been homeless and need advice and assistance to prevent them becoming homeless again.

(2) A homelessness strategy may include specific objectives to be pursued, and specific action planned to be taken, in the course of the exercise of—

(a) the functions of the Executive;

(b) the functions of the Regional Board; or

(c) the functions of Health and Social Care Trusts.

(3) A homelessness strategy may also include provision relating to specific action which the Executive expects to be taken—

(a) by any statutory body with functions (not being functions mentioned in paragraph (2)) which are capable of contributing to the achievement of any of the objectives mentioned in paragraph (1); or

(b) by any voluntary organisation or other person whose activities are capable of contributing to the achievement of any of those objectives.

Appendix 5 [12] ETHOS –THE EUROPEAN TYPOLOGY OF HOMELESSNESS AND HOUSING EXCLUSION

	Operational	Living Situation	Generic Definition
ROOFLESSNESS			
1	People living rough.	Public Spaces or External Spaces	Living in the streets or public spaces, without a shelter that can be defined as living quarters.
2	People in Emergency Accommodation.	Night Shelter	People with no usual place of residence who make use of overnight shelters, low threshold shelter.
HOUSELESS			
3	People in accommodation for the homeless.	Homeless Hostel Temporary Accommodation Transitional Supported Accommodation	Where the period of stay is intended to be short term.
4	People in Women's Shelter.	Women's Shelter Accommodation	Women accommodated due to experience of domestic violence and where the period of stay is intended to be short term.
5	People in accommodation for immigrants.	Temporary accommodation/ Reception Centres Migrant workers accommodation	Immigrants in reception or short term accommodation due to their immigration status.
6	People due to be released from institutions.	Penal Institutions Medical Institutions Children's Institutions/ homes	No housing prior to release. Stay longer than needed due to lack of housing; No housing identified (18th Birthday).
7	People receiving longer term support (due to homelessness)	Residential care for older homeless people Supported Accommodation for formerly homeless people	Long Stay accommodation with care for formerly homeless people (normally more than a year).

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[12] FEANTSA European Federation of National Associations Working with the Homeless

INSECURE			
8	People living in insecure accommodation.	Temporarily with family/ friends; No legal (Sub) tenancy; Illegal occupation of land.	Living in conventional housing but not the usual or place of residence due to lack of housing. Occupation of dwelling with no legal tenancy, illegal occupation of a dwelling. Occupation of land with no legal rights.
9	People living under threat of eviction.	Legal orders enforced (Rented). Re-possession orders (Owned).	Where orders for eviction are operative. Where mortgage has legal order to re-possession.
10	People living under threat of violence.	Police recorded incidents.	Where police action is taken to ensure place of safety for victims of domestic violence.
INADEQUATE			
11	People living in temporary or non conventional structures.	Mobile Homes; Non-Conventional building Temporary Structures.	Not intended as place of residence. Makeshift shelter, shack or shanty Semi-permanent structure or cabin.
12	People living in unfit housing.	Occupied dwelling unfit for habitation.	Defined as unfit for habitation by national legislation or building regulations.
13	People living in extreme overcrowding.	Highest national norm of overcrowding.	Defined as exceeding national density standard for floor-space or useable rooms.

NOTE - Short stay is defined as normally less than one year, long stay is defined as more than one year.

This definition is compatible with the Census definition as recommended by the UNECE/EUROSTAT report (2006).

Appendix 6- MAIN ACHIEVEMENTS SINCE 2002

The 2002 Strategy contained 25 recommendations designed to improve homelessness services in Northern Ireland. The following is a summary of the main achievements since the previous strategy.

Accommodation
Over 1,000 additional units of supported accommodation have been provided;

An additional 700 units of self contained private sector accommodation have been provided;

The target of ceasing the use of bed and breakfast type accommodation except in emergencies has been achieved;

Almost 10,000 units of social rented sector accommodation have been provided since 2003/04;

Rent deposit guarantee schemes have been introduced in Belfast and L'Derry;

Over 48,000 homeless households have been permanently rehoused in the social rented sector since 2003/4.

Assessment
A Multi Disciplinary Homeless Support Team has been developed in Belfast.

Rough Sleeping
Belfast and Londonderry Rough Sleepers' Strategies has been developed leading to:
- Enhanced Street Outreach Services
- The provision of additional emergency bed facilities
- The provision of a "Wet Hostel" facility (Belfast)
- Improved links to health services.

Targeted Services
The development of a sex offenders' accommodation strategy;
The development of a protocol for dealing with vulnerable young people;
The provision of a range of services to assist victims of domestic violence;
The introduction of improved services for foreign nationals.

Prevention
The development of localised advice services for homelessness presenters;
The production of localised information for rural households;
The provision of on-line housing and homelessness advice facilities;
The introduction of a network of floating support services;
The development of a Community Safety Strategy to tackle anti social behaviour;
The introduction of education advice services;
The provision of a housing and homelessness advice service in prisons.

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