



Newcastle Homelessness Prevention Forum

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Newcastle City Library



Active Inclusion Newcastle partnership approach to homelessness prevention & financial inclusion



Our aim is to make it everyone's business to prevent homelessness & financial exclusion at the earliest opportunity, whilst also meeting our statutory duties to respond to crisis homelessness

In 2013 we began our Active Inclusion Newcastle partnership approach to respond to meeting the increased demand for advice, support & accommodation created by the welfare reforms & localism, with the reduced resources created by austerity. We have built on our strengths: political leadership, Your Homes Newcastle & a culture of prevention & compassion, to better support residents to have the foundations for a stable **LIFE**:

- Somewhere to **Live** – a home
- **Financial inclusion** – life without excessive debt
- An **Income** – benefit entitlement
- **Employment** – inclusive growth

Significant culture change: the welfare reforms place interconnected demands on residents which require more integrated responses based on understanding residents' circumstances & reviewing the effectiveness of our services & systems to respond to residents' circumstances in the context of a reduced welfare state



Our challenges & responses – understanding the context residents live in



£122m annual welfare reform cuts by 2024

£1.63m Council Tax arrears for those in receipt of CTR up from £0.98m in 2012

£4.23m Your Homes Newcastle (YHN) rent arrears up from £1.78m in 2012

£327m estimated reduction in Newcastle City Council's budget by 2022

30% supported asylum seekers housed in the city up from 2017-18

Responses in 2018-19

4,233 cases of homelessness prevented

21,670 residents helped to secure £31m of welfare benefits

4,895 residents received debt advice

57 YHN evictions from 26,000 properties, 71% decrease since 2008

76,937 visits to Active Inclusion Newcastle website pages

2020-21 review of corporate debt & extending our Homelessness Prevention Trailblazer multidisciplinary team



“It’s the level of desperation that I find frightening,” said Barry Rawlings, a Labour councillor in Barnet, of Smith’s death. **“It’s an individual tragedy but it’s also an indication of harm in our society. It suggests there needs to be a national review of policies on housing & welfare.”**

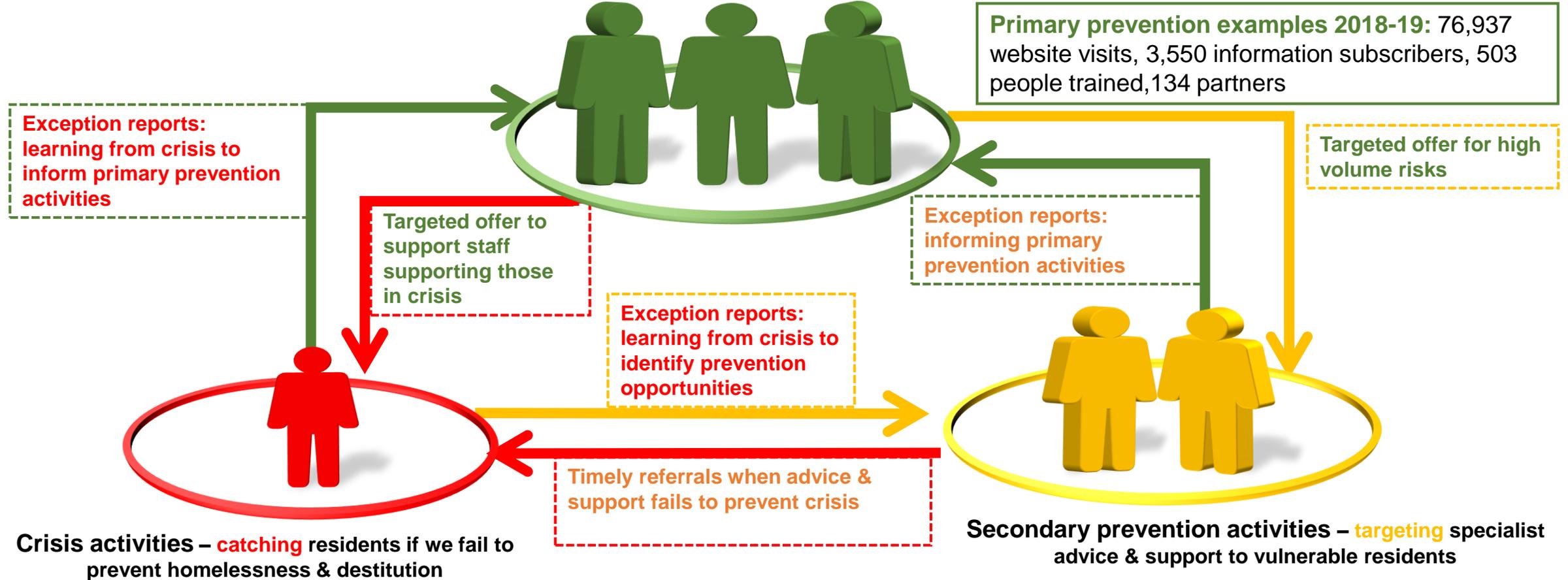
Smith arrived on that afternoon in August 2018 to speak to the council’s “statutory homelessness” team, using an internal telephone system that separated staff from petitioners.

At some point during or after that conversation, she shouted: “Don’t make me do it.” An eyewitness said: “I thought maybe she was going to attack someone.” But the desperation was turned only against herself. A security guard rapidly extinguished the flames & Smith, who was in her fifties, was airlifted to hospital, but she died after several months in intensive care

Smith’s housing crisis began when an eviction notice arrived through the post in April 2018, warning that her landlord (Home Group) had started legal proceedings to remove her from her home. She had rent arrears of more than £700, which her mother said were a result of the bedroom tax.

Active Inclusion Newcastle – helping make preventing crisis everyone's business

Primary prevention activities – **adapting** services to identify & prevent crisis with protocols, reviews, information, training & support – systematic evidence collection & reviews to inform policy & commissioning: www.newcastle.gov.uk/financialinclusionforprofessionals
www.newcastle.gov.uk/homelessnesspreventionforprofessionals



Crisis examples in 2018-19: 224 people were found sleeping rough, 57 YHN evictions, 479 admits to emergency beds, 294 households accommodated in Cherry Tree View to meet statutory duties

Secondary prevention examples in 2018-19: 32,855 residents advised, 4,233 cases of homelessness prevented, 21,670 residents helped to secure £31,171,014, 4,895 residents received debt advice, 243 Cherry Tree View preventative outreach cases, 1,088 non emergency admits to supported accommodation

Homelessness Reduction Act: changed categorisation & focus causes of homelessness & effectiveness of responses



At risk

over 57 days prevention



Residents at risk of homelessness, identified through touch or trigger points eg debt, vulnerability, DHP, JCP, rent arrears. 'Upstream' responses before the 56 days specified in the [Homelessness Reduction Act 2017](#). We aim to identify & respond to the risk of homelessness at this stage

Threatened

within 56 days prevention & relief



Residents who approach the council because they are likely to be homeless in the next 56 days & where we have duties under the [Homelessness Reduction Act 2017](#) to identify the cause of the risk of their homelessness & an agreed Inclusion Plan to prevent or relieve the risk of homelessness

Crisis

literally homeless



Residents in crisis who are literally or street homeless who eligible for accommodation or recommunication. Our [Street Zero](#) partnership aims to maximise the value of our collective investment to end rough sleeping in Newcastle by 2022

Suitable & sustainable accommodation



At risk – defining, understanding demand & bridging the gap to the supply of services



At risk – over 57 days prevention Q1 2019-20

- Homelessness preventions – **437 (YHN 319)** (536 (YHN 458) Q4 2018-19)
- Between June 2017 & March 2019, Jobcentre Plus (JCP) Work Coaches referred **729** residents who they identified as at risk of homelessness to the pilot partners (**35%** secured or sustained accommodation)
- Cherry Tree View Preventative Outreach – **70** admits (69 Q4 2018-19) (**80%** of cases closed in Q1 sustaining accommodation)
- 18% of 500+ Money Matters clients had unsustainable budgets after receiving advice – Financial Inclusion Group 27 Nov 2019

Service delivery examples

- YHN Support & Progression
- Housing Advice Centre
- Jobcentre partnership
- Multidisciplinary Team
- Cherry Tree View Preventative Outreach
- Active Inclusion Unit

Service development

- YHN obtained permission through Office of the Immigration Services Commissioner to deliver immigration advice to EU Nationals who need help to apply for pre-settled or settled status (600 EU tenants)
- The multidisciplinary team began second phase of their work on 9 September 2019, having secured funding to continue their work until September 2020 through the Life Chances Fund. This phase will incorporate an Early Help Specialist
- Workforce development: AIN training to all Early Help workers (September / October 2019)
- Partnership with Crisis to develop an evidential place-based plan to ending homelessness in Newcastle over 10 years by maximising the value of our collective investment

Challenges: understanding, costing & developing integrated upstream interventions for suitable & sustainable accommodation



Case study: At risk



Context



The resident is a 55 year old single man living in a YHN tenancy & was identified by the multidisciplinary team through the “bedroom tax” route. The team’s Welfare Rights Specialist sent him an introductory letter, made 2 phone calls, sent two text messages, & made 2 home visits. Engagement was established with the resident at the second home visit



The resident is ‘under occupying’ his home by one bedroom, meaning his housing benefit receipt is reduced by £10.71 per week. He had already had 3 DHP payments to cover the shortfall caused by the under-occupation charge

Intervention



- The resident was struggling with £3,000+ electricity debts, the Welfare Rights Specialist referred him to Energy Services who supported the resident to move onto a cheaper tariff.
- Resident was in the Employment Support Allowance (ESA) Support Group but was receiving £54.26 a week less than he should have been. The team’s Employment Specialist (a Work Coach seconded from the DWP) liaised with the DWP to determine that this was because they mistakenly thought he was receiving Working Tax Credits (WTC)
- The Welfare Rights Specialist also identified that the resident had significant breathing difficulties due to working in the mining industry abroad but did not have a diagnosis, After undergoing tests at hospital, the resident was diagnosed with Chronic Obstructive Pulmonary Disease (COPD) The Welfare Rights Specialist assisted him to make a claim for Personal Independence Payment (PIP).

Outcome



He gained £6,549.96 in backdated ESA payments for the error in deductions dating back to 2016. The resident used this payment to initially pay £2,000 off his electricity bills. His ongoing ESA payments were also increased. Following further intervention by the Welfare Rights specialist the resident was also awarded PIP daily living & mobility. This rise in income allows the resident to meet the shortfall in rent & allows him to sustain his accommodation



Threatened – defining, understanding demand & bridging the gap to the supply of services



Threatened – within 56 days prevention & relief – Q1 2019-20

- HAC: prevention duties ended **127** (122 Q4 2018-19) relief duties ended **336** (366 Q4 2018-19)
- 729 supported housing beds
 - **admits: 381** (414 Q4 2018-19), individuals admitted **286** (291 Q4 2018-19)
 - **evictions: 45** (38 Q4 2018-19) **31%** with a notification letter in Q1
 - **moves to**, from **390** discharges: other supported accommodation **153** (165 Q4 2018-19), Independence **61** (57 Q4 2018-19) family & friends **53** (38 Q4 2018-19)
- **Refugee** households supported to settled accommodation – **20** (14 Q4 2018-19)
- Private rented properties secured – **8** (4 Q4 2018-19)

Service delivery examples

- Housing Advice Centre
- YHN Support & Progression
- Crisis accommodation providers
- Local Authority Asylum Seeker Liaison Officers (LAASLO's)
- Private Rented Service

Service development

- YHN Beechgrove 5 unit semi independent living for people moving from hostels
- Rough Sleeper Initiative (RSI) £171k 1 year funding to help people at risk of sleeping rough to move on from hostels to settled accommodation
- Recommissioning £3.2m homelessness accommodation & support (729 rooms): homelessness prevention hubs, rapid rehousing & Housing First, October 2019
- £2.5m Homes England Grant for converting Elliott House to self-contained flats

Challenges: accommodation for refugees, increase in HAC demand, low move-on rates independence from hostels, limited access to floating support to prevent homelessness & sustaining tenancies for non-YHN tenants



Case study: threatened



Context



A family of mother & 2 children (14 & 17) & 2 grandchildren (2 & 9 months)



The resident had been in receipt of Universal Credit since start of 2019 & had been receiving housing costs within one payment. Resident also in arrears on water rates, council tax & owed money to Provident & repaying an advance payment of Universal Credit



The resident had lived in a private rented tenancy for 9 years. She contacted the Housing Advice Centre (HAC) in June 2019 after being served a notice for possession following building up rent arrears of £6,000

Intervention



- The resident initially saw a Homeless Prevention Officer who referred her to a HAC debt advisor. Resident was advised at this point to request that housing costs be paid direct to landlord via her Universal Credit journal
- Debt advisor applied to Northumbrian Water for client to be accepted on to their arrears scheme to address the £1,000 she owed. Arrangements were already in place for client to repay Council Tax arrears. A family member has made a payment to Provident on her behalf



- Debt advisor completed a full financial statement with resident & with some budgeting adjustments & reduced water payments resident was in a position to pay additional £20 pcm toward the arrears on top of her rent which would be paid direct to landlord. Landlord accepted this offer & withdrew the possession proceedings



- Resident remains in her tenancy, housing costs continue to be paid direct to the landlord & the resident is addressing her arrears with the aim of applying through Tyne & Wear Homes to move to a larger property



Crisis – defining, understanding demand & bridging the gap to the supply of services



Crisis – literally homeless & residents sleeping rough Q1 2019-20

- People sleeping rough
 - **130** individuals (86 Q4 2018-19) average of 7 a night (average of 6 a night Q4 2018-19)
 - **54%** only found on one occasion
 - **35%** without a local connection to Newcastle
- Admissions into Cherry Tree View – **59** households (69 Q4 2018-19)
- Emergency bed admits – **102** (134 Q4 2018-19)
- Emergency Homeless Out of Hours calls – **207** (253 Q4 2018-19)
- Evictions from YHN – **2** (10 Q4 2018-19)

Service delivery examples

- Street Outreach Team
- Rough Sleeper Co-ordinator
- Emergency beds
- Cherry Tree View
- Housing Advice Centre

Service development

- £150,000 RSI 1 year funding Housing First to reduce rough sleeping
- Rapid Rehousing Pathways 1 year funding £169K for navigators & extended street outreach & harm reduction for people sleeping rough
- Street Zero – learning framework event Assembly Rooms 24/09/2019
- Public Health England dual diagnosis support bid £237k 1 year funding

Challenges: rough sleeping / drug related deaths increase due to complex needs / exclusions not bed shortage





Context



The resident, a 65 year old man, presented to the Housing Advice Centre after being found sleeping in a tent in Exhibition Park. He had previously been found rough sleeping in 2017 & had been rehoused in a Karbon Homes tenancy with support from Changing Lives. This support had ended in January 2019. Resident had abandoned his tenancy after being served with a notice to seek possession for rent arrears



The resident's only income was £700pcm from a private occupational pension & he had £800 of rent arrears. His rent was £362pcm & resident received no additional help towards his housing costs

Intervention



After presenting at HAC, the resident was placed in Cherry Tree View (CTV) whilst the Homeless Prevention Officer (HPO) negotiated with his landlord about the resident returning to his tenancy. Resident was also referred to a debt advisor at HAC for advice around budgeting & affordability. The Welfare Rights Service established that resident would qualify for state pension in November 2019

- HPO negotiated with landlord to allow resident to return to his tenancy, advised that resident was working with a debt advisor & with budgeting advice would be able to afford the rent. From November when income increased resident would be in a position to repay amount towards arrears each month.
- Landlord initially resistant, but agreed to arrangement that Newcastle City Council would guarantee the rent payments until November when residents income would increase.
- Resident returned to his tenancy & is receiving ongoing support from CTV preventative outreach to help him to sustain his accommodation

Outcome



Homelessness Prevention Trailblazer programme commissioned Heriot-Watt research

Aims:

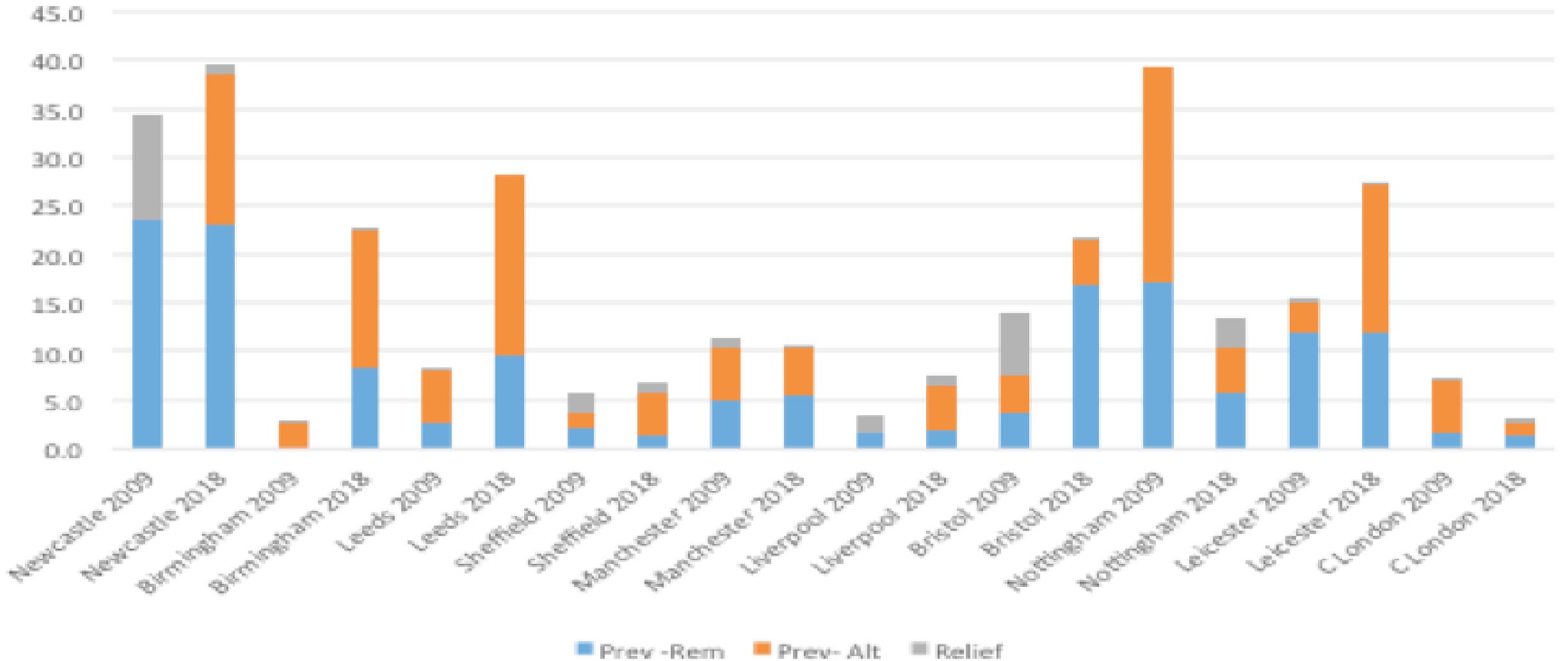
- **Examine how Newcastle's 'local state'** – city council & partners are preventing homelessness in the context of local government cuts & welfare reforms & how these approaches might be improved
- **Explore the possibilities for, & limits of, the 'local state'** – in the context of a national state reducing support for disadvantaged citizens

Heriot-Watt University's found that:

“The headline story in Newcastle then is of a city facing an extremely challenging context, but managing to maintain extremely low & stable levels of homelessness”

“the clear message is that Newcastle has been a consistent high performer in terms of the volume of recorded (homelessness) prevention & relief activity undertaken. In 2009, only Nottingham recorded more cases, with Newcastle the firm leader of the pack in 2018 with almost 40 cases per 1,000 households”. (In 2018 Nottingham reduced to 14 cases per 1,000 households & increased use of temporary accommodation)

Prevention & relief cases per 1000 households, Newcastle & Core Cities, 2009 & 2018





- Homelessness Prevention Trailblazer event held 20.06.19 to share & discuss Newcastle's learning from our work on homelessness prevention. Suite of resources published on dedicated [webpage](#)
- 'Pathways of response for residents who are at risk of homelessness' – published on the [website](#) for partners to access. Since publication in June it has been accessed on 232 individual occasions
- Groundswell Newcastle Voices – [report published](#) & toolkit for participation & actions have been agreed with steering group 27.08.19
- Senior Active Inclusion Officer started in post July 2019 to support review of corporate debt
- YHN Support & Progression using Newcastle Gateway as case recording system from 01.10.19
- New contracts for Homelessness Prevention & Relief Responses services start 01.10.19
- Training session held with Peoples Kitchen volunteers on responses to people sleeping rough
- Bid for a Public Health England Rough Sleeping Grant: testing Community Based Models of Access to Health Services for 4 x dual diagnosis health workers, £237k funding for 1 year
- [Global sleepout](#) 7 December 2019



Consolidate AIN approach

Improve our understanding & facilitate partnerships

- learning from the Homelessness Prevention Trailblazer
- rough sleeping learning framework
- Newcastle Voices embedding service users' views
- Inclusion Plan: extending our single assessment framework for our council homelessness services
- Inclusion Database: developing a single database for Active Inclusion Service & Your Homes Newcastle
- evictions – letters & rights compliance

Suitable & sustainable accommodation

- supporting residents with a consistent partnership approach to identifying & responding to the obstacles they face to having suitable & sustainable accommodation.
- 2 year LASLO pilot to contribute to the council's ambition to be a City of Sanctuary & facilitate transition through the asylum process

Proportionate partnerships

- increased integrated outreach & improved responses to residents facing multiple exclusion – MHCLG funding
- building on the Newcastle Homelessness Prevention Pilot with Jobcentre Plus
- Life Chances multidisciplinary team
- defining the Cherry Tree View outreach offer to provide consistency for partners & as a learning opportunity
- the Food Poverty Network Group has been developed jointly with Food Nation to improve coordination & awareness of work taking place to support people experiencing food insecurity

Review of corporate debt

- Reimagining public sector debt through better identifying people at risk of debt crisis, consolidating public sector debt into a single repayment process & negotiating discounts for debtors who participate in the programme & engage with support
- Senior Active Inclusion Officer appointed –July 2019



Homelessness Prevention Forum – meets quarterly

Next meeting: Wednesday 11 December 2019

Newcastle Advice Compact – meets monthly

Next meeting: Wednesday 18 September 2019

Financial Inclusion Group seminar – meets quarterly

Next seminar: Wednesday 27 November – Focus on unsustainable budgets

For information about homelessness prevention see:

www.newcastle.gov.uk/homelessnesspreventionforprofessionals

For Active Inclusion Newcastle information updates, email: activeinclusion@newcastle.gov.uk



Commissioning for Homelessness Prevention and Relief Responses



Commissioning and procurement activity to date



Pre-procurement activities:

- 16 stakeholder engagement and co-design sessions were held between July 2018 and January 2019
 - co-design sessions for each of the contract opportunities including 2 specific sessions to develop the data payments Payment by Results (PbR) element of the contracts
 - around 170 service representatives, professionals, and those with lived experience of services participated and provided feedback on our proposals
 - Integrated Impact Assessment published for consultation in February 2019 setting out the contract opportunities that would be presented to the market
 - 24 responses/comments were received in response to inform our final models

Competitive procurement process:

- 6 contract opportunities were published on 8 May 2019 and tenders closed on 7 June 2019
- Contracts awarded on 6 August 2019 following tender evaluation and mandatory standstill period
- Contracts will commence on 1 October 2019 following mobilisation



Building on our culture of homelessness prevention

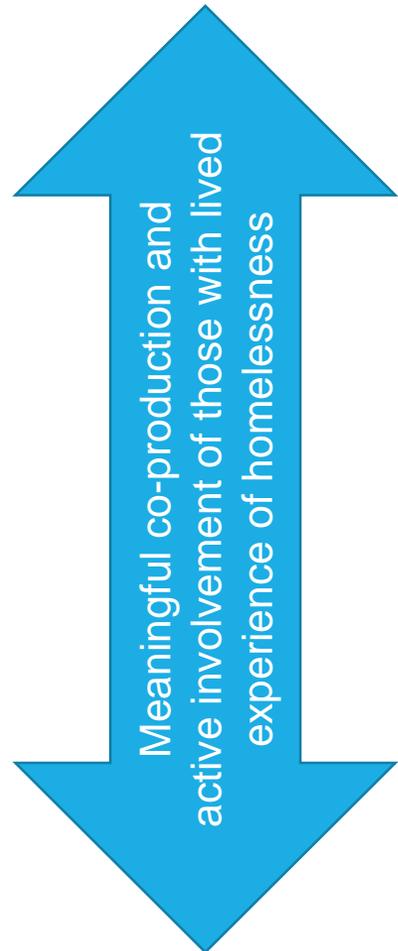


To make people's experience of homelessness:

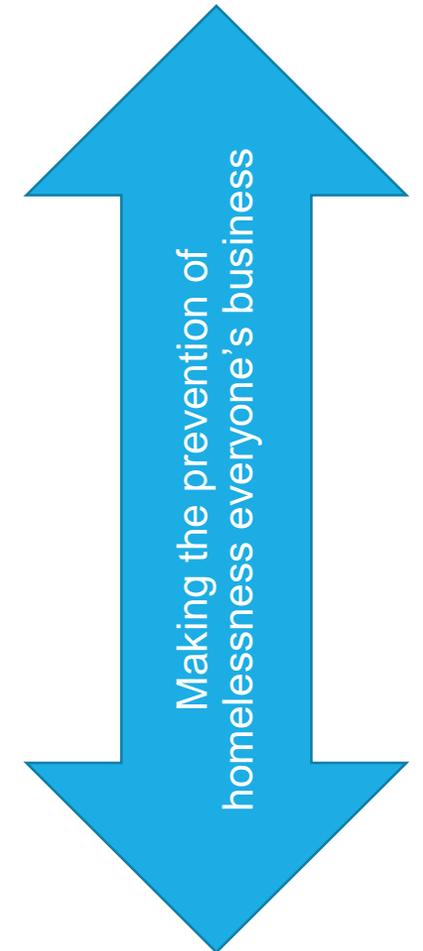
- **Rare** – Preventing people from becoming homeless in the first place
- **Brief** – Effective and rapid responses for people who have become homeless
- **Non-recurring** – Capacity building to prevent repeat homelessness, and solutions for people who need some form of ongoing support



Transformation of services and support



1. Moving from a crisis model to a prevention model
2. Housing led: reshaping accommodation and support which promotes sustainable independence
3. Better meeting the needs of people with multiple and complex needs
4. Continuing to develop our 'adaptive' management approaches



Housing led: reshaping accommodation and support



- Transformation and redesign of the ‘crisis accommodation and hostel offer’ to create **smaller, psychologically informed environments** for those people with the most complex need
- Major growth and acceleration of **Housing First** targeted at the majority of our existing hostel population
- **Rapid move on** into affordable, secure and decent accommodation – building on the value of a council home
- Services to be delivered with **multidisciplinary support** to meet a wide range of health-related needs (including drugs and alcohol, mental health, physical health needs) using more trauma informed approaches and therapeutic interventions

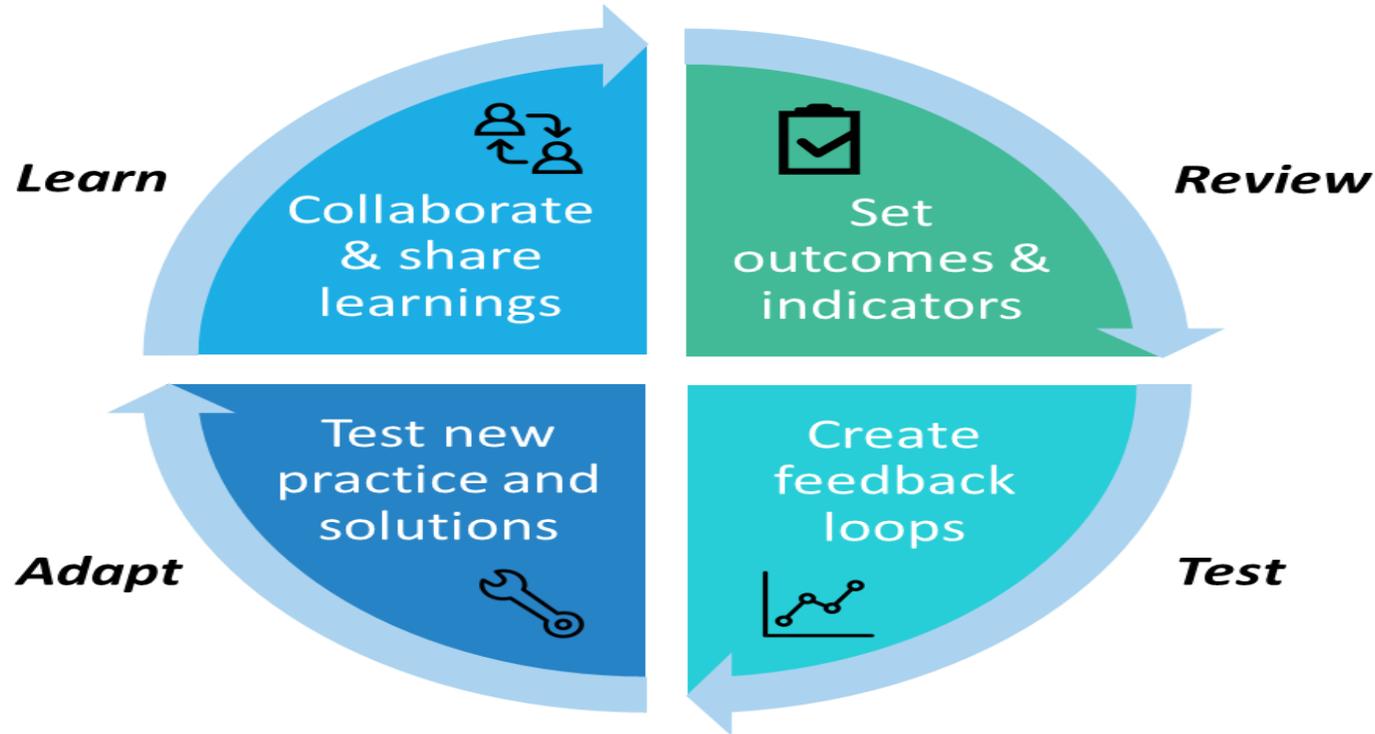
- Quality above quantity – meeting causes of crisis not just accommodation
- Optimum amount of “crisis” accommodation, less big hostels more Housing First (fidelity)
- Conditionality and risk management



Developing our 'adaptive' management approaches



Improving service delivery models to ensure alignment to outcomes



Introduce a “distributed leadership” approach that will facilitate operational reviews by the sharing of collective issues and extending leadership practice to build capacity for change and improvement

Developing, reviewing and learning from our evidence base (including exception reporting) to inform practice



Contract award – to commence 1 October 2019



Support for single homeless people, couples (and homeless families where a preventative outreach intervention is required) aged 18 and above

Homelessness Prevention and Relief Service in the West:

Short-term relief accommodation, emergency beds, Housing First & Preventative Outreach

Homelessness Prevention and Relief Service in the East:

Short-term relief accommodation, emergency beds, Housing First & Preventative Outreach

Citywide Supported Accommodation

Citywide Supported Accommodation

Support for young people aged 16-24

Supported Accommodation and Resettlement Support

Support for people with mental health problems

Integrated Accommodation and Floating Support

Support for people with complex needs who are multiply excluded

Street Outreach and Drop In



Contract award – to commence 1 October 2019



Support for single homeless people, couples (and homeless families where a preventative outreach intervention is required) aged 18 and above

**Changing Lives
(with Shelter)**

**Home Group
(with Tyne Housing & Shelter)**

Home Group (with Tyne Housing, Haven, SVP & NERS)

Changing Lives (with Praxis & Action Foundation)

Support for young people aged 16-24

Home Group (with Depaul UK)

Support for people with mental health problems

**Karbon Homes (with Mental Health Concern,
Mental Health Matters & Richmond Fellowship)**

Support for people with complex needs who are multiply excluded

Changing Lives



Contract award – capacity from 1 October 2019



Next steps - transforming our accommodation offer



The award of these contracts should be seen as the first step to transforming our supported accommodation provision in Newcastle from crisis provision to a more flexible housing offer:

- Moving to smaller single-site provision within the 'West' and 'East' contracts (Wavelength (Changing Lives) and in Jesmond (Home Group))
- We are working with our commissioned accommodation providers and the Fairer Housing Unit on an asset review to inform future requirements
- Changing Lives have secured a capital grant from Homes England (Move-On Fund) to redevelop Elliott House from the current 52 bedrooms with shared facilities into 36 self-contained flats. Work is planned to commence Spring 2020 and is estimated to take 12 months to complete



Additional homelessness prevention support



We have secured time-limited funding (12 months) from the Ministry of Housing, Communities and Local Government (MHCLG) to deliver three programmes that will support people to move away from the streets and increase move on from supported accommodation:

- **Rough Sleeping Initiative (RSI) funding** will support a small Housing First pilot that will be delivered through a multi-disciplinary team approach and into a YHN tenancy. The MDT will include a co-located Nurse Consultant with prescribing qualifications who will provide dual diagnosis support, and a YHN Support & Progression Worker to provide support around tenancy sustainment





- **Rapid Rehousing Pathway (PPR) funding** will provide:
 - a **navigator function** in the Changing Lives Outreach Team (MET) to enable more targeted work with people who are rough sleeping, including a ‘refer and accompany’ approach to enable increased access to accommodation and to improve engagement with services that will support people to move away from the streets and to prevent repeat episodes of rough sleeping
 - increased **supported lettings** capacity to work directly with supported accommodation providers to strengthen our move-on process. Specialist YHN workers will support the pathway from supported accommodation (including emergency beds) and those being discharged from institutions, into YHN tenancies. The funding will also provide additional tenancy support to enable tenancy to be sustained, including floating support to establish and maintain independent living skills (such as budgeting and payment of rent and other priority debts), to establish and sustain support networks, and integrate into the community





What are your views on:

- How you can support the Council and commissioned service providers to transform homelessness prevention and relief response services and support through these new contracts. Do you need any further information during the mobilisation and beyond?
- Our Active Inclusion Newcastle partnership approach to preventing and relieving homelessness
 - What can you do to prevent, relieve and end homelessness in Newcastle