

Active Inclusion Newcastle

Newcastle Homelessness Prevention Briefing 2018-19 Q4

We want preventing homelessness in the city to be everyone's business. Our quarterly briefings aim to build consensus and a cooperative approach by providing information on:

- **data and narrative that tell us about the causes of homelessness**
- **the perceptions of clients, partners, and workers**
- **the outcomes and what works for people supported by homelessness services**
- **new initiatives, policy and legislative changes**

This will help us to work together to consider how to:

- **make the most of our resources to prevent homelessness and respond to crisis**
- **build on what is working well to identify and meet our challenges**
- **create opportunities to intervene earlier, build resilience, prevent homelessness and understand and respond to the underlying causes of homelessness**
- **revise the city's statutory Homelessness Strategy [action plan](#)**

Our [Active Inclusion Newcastle partnership approach](#) seeks to create the partnership arrangements to prevent homelessness through coordinated support that provides consistent information, advice, and support to develop the foundations for a stable **life**:

- somewhere to live
- an income
- financial inclusion
- employment opportunities

Our primary challenge is to maintain our high levels of homelessness prevention in the face of the largest public sector and welfare cuts in 60 years. We work with partners to innovate, reduce duplication, increase prevention and provide more effective responses for vulnerable people. More information is provided in [Newcastle's Homelessness Strategy 2014-19](#).

1. Our homelessness prevention system




Newcastle's approach to responding to homelessness is based on prevention wherever possible and humanely responding to crisis where not. This means understanding demand and the causes of homelessness and intervening upstream to prevent the threat of homelessness turning into a crisis. We work in this way because it's the right thing to do for our residents and it's cost effective, it also means making the most of our limited resources.

In Newcastle, there are two broad 'groups' who are at risk of homelessness: thousands of residents who are at risk of a crisis in their lives, mainly due to poverty exacerbated by the welfare reforms; and a much smaller group who live a life in crisis, who have had a life of severe and multiple disadvantage that leads to repeated social exclusion over the life course. The needs of the most at-risk residents who sleep rough are complex, e.g. 80% have drug addictions, 55% mental health problems and 95% an offending history. For both groups, lives are dominated by uncertainty and homelessness is more a symptom of the underlying issues that cause homelessness. Hence, our approach is based on developing coordinated advice and support for residents to have the foundations for a stable life: somewhere to live, an income, financial inclusion and employment opportunities.

Our approach to preventing homelessness is to intervene early. This means building on the value of a secure home as a foundation for a stable life, aligning our systems to further improve the identification of the risk of homelessness and the effectiveness of our responses and consolidating our upstream interventions.

Our homelessness prevention system operates at following levels:

- Primary prevention: for those residents who may be at risk of homelessness in the future, but are not immediately threatened in the next two months
- Secondary prevention: for those residents who are threatened within the statutory definition of the Homelessness Reduction Act 2017
- Crisis: for those residents who are ‘literally’ homeless (they do not have any accommodation they can reasonably occupy)

| Risk timescale | | |
|-------------------|---|---|
| At risk | Over 57 days  | Residents identified through our “upstream” prevention projects and those who we identify using predictive data and information received from other “touch points” to target those at greater risk of homeless. These include residents who present direct to services and had we offered no support they would require statutory homeless assistance in the future. Many resident’s self-present to services unaware there is a threat of homelessness if issues remain unaddressed. |
| Threatened | Within 56 days  | Residents identified by our specialist services through “case finding” or self-identification to services and partner agencies. These will be residents where without intervention homelessness is likely to occur within 56 days. . |
| Crisis | Already homeless  | Residents presenting in crisis to statutory services having become, or are already, homeless. |

As this briefing shows we are making good progress in developing a whole city systemic approach to proactively identifying and responding to the risk of homelessness by working with partners in the voluntary, business, church and public sector to maximise the value of our collective investment to better resolve our common aim to end homelessness. We are using the learning from our [Homelessness Prevention Trailblazer](#) to improve crisis responses. This requires developing a learning framework approach, based on a common evidence base and a common understanding of residents needs so we can collectively understand the individual, systemic and structural causes of homelessness and the effectiveness of our responses.

2. Primary prevention: for those residents who may be at risk of homelessness in the future, but are not immediately threatened in the next two months

In this section we will look at those interventions that the council and partners undertake to identify and target households who may be at risk of homelessness.

The Homelessness Prevention Trailblazer has provided opportunities to test new ways of working to upstream the prevention of homelessness, to make the identification and prevention of homelessness everyone's business and to improve the outcomes for those residents experiencing homelessness, the following provides a summary of this work as examples of our case finding and targeted partnerships.

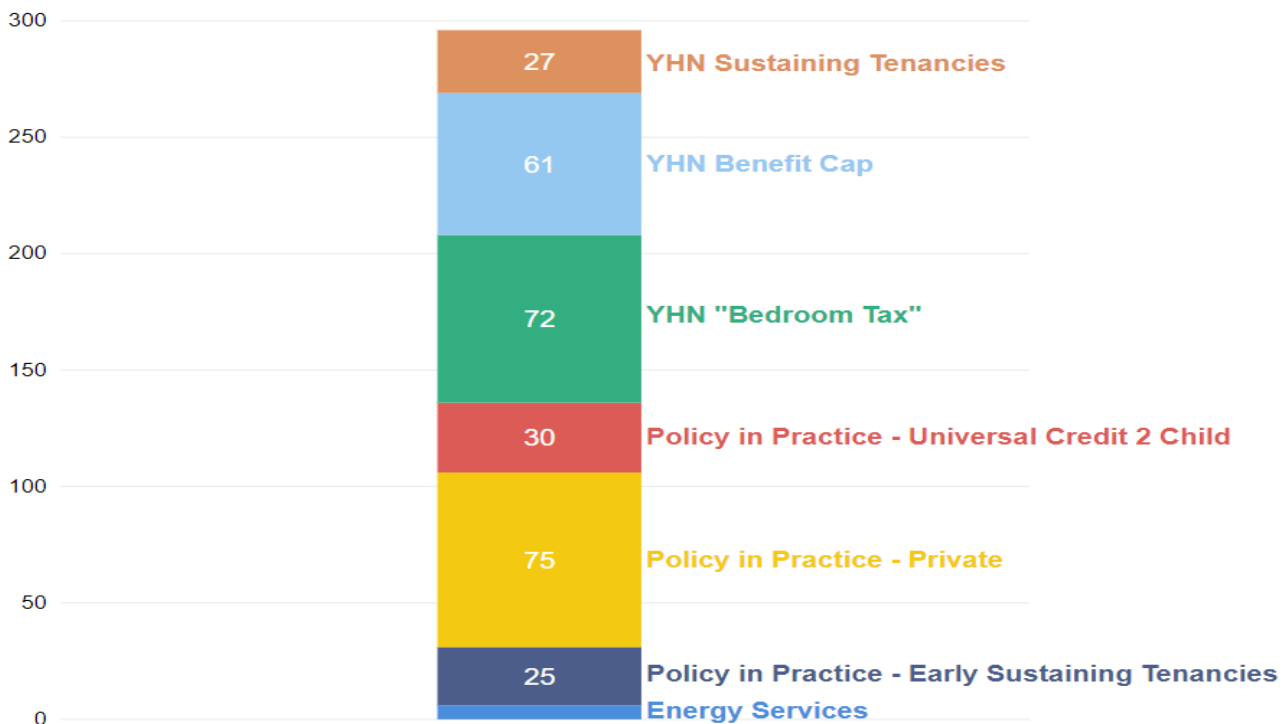
- Multidisciplinary Team (case finding team targeting those impacted hardest by welfare reform)
- Homelessness Prevention Trailblazer (in partnership with DWP, Jobcentre Plus, Crisis and YHN)
- Sustaining Tenancies Process

Multidisciplinary team

As part of our Homelessness Prevention Trailblazer programme, we developed and appointed a multidisciplinary team who started working together on 9 October 2017. There are 3 primary aims of the team

- To deliver integrated casework on housing, financial and employment issues for residents facing certain issues or changes in circumstances, or where existing services aren't designed to meet the intensity of support required
- To provide infrastructure support to help services and organisations to adapt to meet the challenges of a reduced welfare state and to strengthen our local system
- To capture the learning from the team's ways of working and to contribute to evidence on the issues that residents are experiencing and the challenges they face to inform local and national policy and practice

The team began approaching residents on 12 November 2017 and have so far identified 296 residents (April 2019) to approach with support. The team use a case finding approach to identify residents at greater risk of homelessness by, working with partner organisations and using predictive analytics developed with Policy in Practice.



The Homelessness Prevention Trailblazer funding provides an opportunity to test ideas and different ways of working over the course of the programme. This means that the operating model for the multidisciplinary team will be flexible and may change at review points during the pilot.

Learning is captured across various aspects of the team's work and so far, there are 3 key messages to share about their work with residents;

- The multidisciplinary team seek to identify and intervene at an earlier stage. However, many residents are already in very challenging circumstances. Benefit and housing policy decisions often add complexity to those circumstances, making vulnerable residents less able to cope than they could do before impacting not only on their lives, but on the services supporting them. 86% of residents approached were identified as having additional needs beyond the immediate specialisms of the multidisciplinary team
- As the team begin to intervene at an earlier stage their work becomes broader, requiring greater collaboration with the Department of Work and Pensions, Early Help, Adult and Children's Social Care and health (both mental and physical health). The top three types of needs or issues identified among households approached by the team were
 - Mental health issues (25%)
 - Victim of harassment or abuse (most commonly domestic abuse) (19.3%)
 - Children's services' involvement (14.3%)
- Finding sustainable solutions requires time and effort to unpick the often complex and interconnected problems residents face and to support them to understand and adapt to the changes happening to them, often because of government policy.

Newcastle Homelessness Prevention Pilot with Jobcentre Plus

The pilot seeks to respond to the risk of homelessness that can occur if we fail to respond to the interconnected challenges of poverty and unemployment. This was summed up by [Lord Freud at the Work and Pensions Committee on 8 February 2017](#) who said "there is a lot of support for people who are vulnerable but it is incoherent". We aspire to create more

coherence through our Active Inclusion Newcastle partnership approach that brings over 100 agencies together to work together to help residents to have more stable lives.

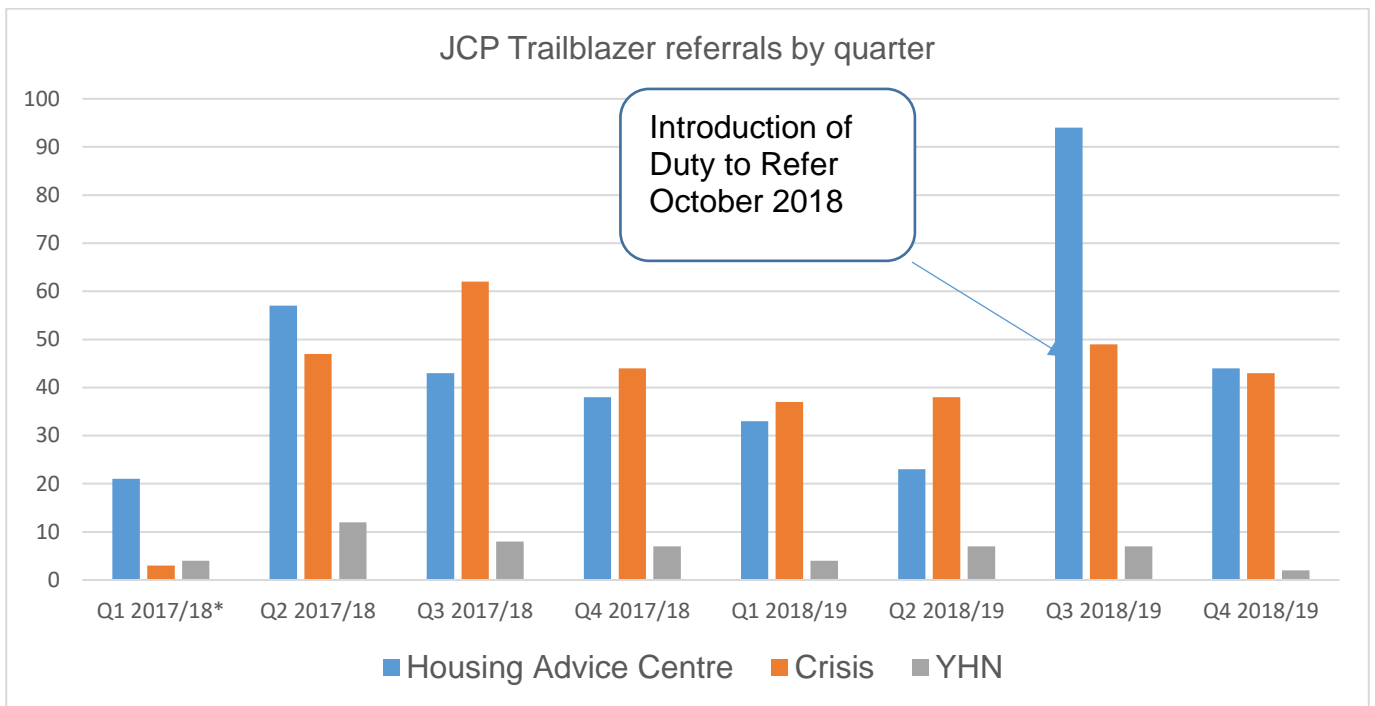
The pilot aims, through partnership working, to:

- identify claimants who are homeless or at risk of homelessness through JCPs
- identify appropriate DWP protections needed not to put claimants that fall under the DWP's 'vulnerability' category at further risk of housing instability or homelessness
- test a delivery model that better aligns housing, financial and employment support to prevent the risk of homelessness by strengthening the alignment between the Claimant Commitment and support plans
- work proactively with residents who are known to be at risk of homelessness due to worklessness, e.g. those in receipt of Discretionary Housing Payments (DHP) and those struggling to transition to the welfare reforms
- help residents to make the transition to the welfare reforms and Universal Credit by helping them to adjust to new aspects and new challenges
- extend partnership working in the spirit of the intended duty to cooperate rather than the minimum national standard of the Duty to Refer

The pilot brings together the Council (through the Housing Advice Centre), Crisis and YHN and the table below shows how referrals from the two Jobcentres in the city have been allocated between our partners. YHN referrals are lower than other partners due to their collocation and early interventions for tenants transferring to Universal Credit, with YHN staff being able to intervene often before a referral via this route is required.

| Referrals received from JCP by partners (5 June 2017 – 31 March 2019) | |
|--|------------|
| Newcastle City Council | 353 |
| Crisis Skylight | 325 |
| Your Homes Newcastle | 51 |
| Total | 729 |

The graph below shows how the referrals have progressed quarter on quarter since the introduction of the pilot. We can also see the increase in referrals in this last quarter and coincides with the introduction of the [Duty to Refer](#) which requires specified public authorities (which includes Jobcentres) to identify and refer a resident who is homeless or may be threatened with homelessness, to a local housing authority of the residents choice. Following a peak in quarter 3 following the introduction of Duty to Refer, referrals to the Housing Advice Centre have this quarter fallen back again.



The pilot's focus on the prevention and relief of homelessness by developing positive relationships between JCP staff and partners has succeeded in creating a partnership framework to better understand and improve our responses to residents with complexity in their lives who face obstacles to a stable life. The pilot has not responded to all the challenges set by the Ministerial Working Group or resolved all the issues that residents face. It has, however, helped identify 729 residents at risk of homelessness earlier, preventing the need for them to present in a crisis and demonstrated the value of a partnership approach as a more effective use of public and charitable resources through working together as part of a more coherent system than would have been achieved by the partners working in isolation.

As part of the partnership working an Active Inclusion Officer has been provided to support the JCP Local Partnership Managers. This has established a closer working relationship between NCC and the Jobcentres. The Active Inclusion Officer's key role has been to oversee the Homelessness Prevention Trailblazer pilot by establishing a referral process, weekly progress reports, monitoring and analysis of the pilot, case coordination and system improvements. This officer also acts as a point of contact between Newcastle City Council and JCP and has streamlined the process for case level interventions, examples of these interventions are given below

- A resident who regularly sleeps rough was raised as being at risk of having his Universal Credit sanctioned after he missed multiple interviews at JCP. It was agreed with NCC commissioned outreach support that they would accompany him to his interview and that the NCC officer would sit in on the interview alongside the work coach. It was agreed to award an easement removing work search requirements whilst the resident was assisted in resolving his accommodation needs.
- A resident approached NCC asking for help with housing costs. The resident was living in a shared private rented tenancy which her former partner had left when their relationship ended. Her application for housing costs through Universal Credit was partially successful but she was only awarded half of the housing costs on the understanding she was only responsible for half the rent. The NCC officer contacted the former partner and his mother to establish he was no longer living in the joint tenancy. A supporting letter was provided to the JCP who in turn awarded full housing costs making the full rent affordable.

Sustaining Tenancies and YHN prevention of homelessness

The tables below show a breakdown of the homelessness prevention and relief cases reported to us by YHN Support and Progression service, the headings and definitions used below are those provided by Ministry of Housing Communities and Local Government for homelessness recording.

| YHN homelessness preventions | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
|---|---------------------|---------------------|---------------------|---------------------|----------------|
| Housing related support to sustain accommodation | 295 | 236 | 217 | 228 | 976 |
| Resolved benefit problems | 258 | 142 | 143 | 120 | 663 |
| Debt advice | 58 | 30 | 34 | 32 | 154 |
| Negotiation/mediation work to secure return to family or friend | 3 | 0 | 7 | 0 | 10 |

We can see from the table above that most of the interventions to prevent homelessness fall in to two categories, housing related support where additional support is given to tenants to help them to maintain their tenancies, this could include support to attend appointments and referrals to additional support where required.

The table below covers their contribution towards homelessness relief, as they work for a landlord it is inevitable that these numbers will be lower, and it in the main reflects the work that the pathways team within the service do to help those leaving institutions (hospital, supported accommodation, asylum accommodation) find permanent suitable and sustainable accommodation.

| YHN homelessness relief | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
|---|---------------------|---------------------|---------------------|---------------------|----------------|
| Accommodation secured by local authority or organisation delivering housing options service | 86 | 49 | 100 | 96 | 331 |
| Negotiation/mediation work to secure return to family or friend | 1 | 3 | 18 | 1 | 23 |
| Other activity through which accommodation secured | 4 | 8 | 4 | 2 | 18 |

We are fortunate in Newcastle to be able to make good use of social housing with Your Homes Newcastle to be able to both prevent and respond to homelessness this isn't necessarily reflected in other cities and in [The Homelessness Monitor: England 2019](#) (the eighth annual report of an independent study, commissioned by Crisis) they reported that

“Social lets continue to decline and it is within this context that social lets to homeless households remain in both absolute and in proportionate terms substantially lower than a decade ago. In fact, some 18,000 fewer social lets were made to homeless households in 2017/18 than in 2007/08, despite statutory homelessness having risen substantially over that period. With the continuation of right to buy and new social rented housing falling a long way below the levels required, access to the sector is likely to continue to decline” and “Very few Local Authority respondents believed that existing social housing provision in their area was commensurate with homelessness needs.”

The table below shows that this quarter saw a rise on the number of evictions from YHN, whilst still low in relation to the size of the overall housing stock held by YHN these evictions represent those cases where every opportunity to avoid an eviction had been exhausted. Overall since the introduction of the Sustaining Tenancies Guidance (previously the Prevention of Eviction Protocol) there has been a 71% fall in the number of evictions from YHN and these evictions represent those cases where every intervention has been exhausted.

| | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
|--------------------|---------|-------------|-------------|-------------|-------------|---------|
| Evictions from YHN | 61 | 18 | 10 | 19 | 10 | 57 |

A piece of work is being undertaken to analyse in more detail the 57 cases in 2018-19 that did result in an eviction with the aim of learning if there was anything that could have been differently in those cases to have avoided the eviction and whether there is learning to that YHN and partners can take forward in working with households who are facing eviction

The role of Cherry Tree View in upstream homelessness prevention is shown in the table below which shows us the admits to the Preventative Outreach Service and subsequent discharge information.

| Admits to Cherry Tree View preventative outreach | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
|---|---------|-------------|-------------|-------------|-------------|---------|
| Total admits | 133 | 79 | 42 | 53 | 69 | 243 |
| • Sustaining Tenancies referral | 63 | 56 | 30 | 33 | 45 | 164 |
| • CTV move on | 53 | 16 | 6 | 12 | 16 | 50 |
| • HAC homelessness prevention cases | 17 | 7 | 6 | 8 | 8 | 29 |
| Discharges from preventative outreach | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
| Total discharges in the quarter | 138 | 30 | 21 | 52 | 50 | 153 |
| • Tenancy sustained / YHN engaging with client | 107 | 23 | 17 | 26 | 22 | 88 |
| • Service failed to engage with client | 28 | 4 | 2 | 8 | 13 | 27 |
| • Evicted – no further contact | 6 | 2 | 2 | 0 | 1 | 5 |

We can see that this year there has been an 82% a rise in admits to this service in 2018-19, this is in part due to there being a full staff compliment at Cherry Tree this year compared to 2017-18. Sustaining Tenancies referrals still account for the highest number of referrals and as part of an ongoing review of the outreach service we will be looking in more detail at those referrals and whether the outreach service is picking up referrals at the correct stage in the process to be able to intervene. The review will also put on a more formal footing the referral process in general for the outreach service and provide clarity in their role and their work alongside other services in the city. We can also see from above that in most cases, the outreach service is able to close their involvement at a point where the client is able to sustain their tenancy, or they have begun to re-engage with another support provider.

What are we doing (Homelessness Review actions)

- Capture DHP link to private rented tenants & any link between risk & threat
- Update the definitions used for referrals to CTV preventative outreach to reflect consistency and better reason for referral
- Inclusion Plan: extending our single assessment framework for our council homelessness services
- Inclusion Database: developing a single database for our Active Inclusion services and Your Homes Newcastle to see the 'full picture' of residents
- working with Heriot Watt University to understand the changing role of cities in preventing homelessness as the national government

3. Secondary prevention: for those residents who are threatened within the statutory definition of the Homelessness Reduction Act 2017

This category we will cover those people presenting to the Housing Advice Centre (HAC) at risk of homeless, but also information on those people accessing accommodation commissioned by the council to respond to homelessness. Information on the work done to relieve the homelessness of clients is included in section 4. This is the first full year of reporting following the introduction of the Homelessness Reduction Act 2017 (HRAAct) on the 3 April 2018

Under the HRAAct local authorities have two new main duties,

- The “prevention” duty: In cases of threatened homelessness the local authority must take ‘reasonable steps’ to help them avoid becoming homeless. The tables below cover the reporting on this element
- The “relief” duty: In cases where the resident is actually homeless the local authority must take ‘reasonable steps’ – to help applicants to secure accommodation for at least six months. We have included the figures on this in section 4, which covers those residents who are ‘literally’ homeless (they do not have any accommodation they can reasonably occupy)

Since the introduction of the Act there has been an increase in all forms of presentations to HAC as seen in the table below. A 40% rise in emergency out of hours (EHO) calls this year, a 44% rise in general contacts to HAC and a 25% rise in HAC casework.

| Volume | 2017-18 | 18-19 | 18-19 | 18-19 | 18-19 | 2018-19 |
|------------------------------|----------------|--------------|--------------|--------------|--------------|----------------|
| | | Q1 | Q2 | Q3 | Q4 | |
| Emergency out of hours calls | 675 | 204 | 221 | 265 | 253 | 943 |
| General HAC contacts | 2,075 | 555 | 747 | 829 | 853 | 2,984 |
| HAC casework | 2,017 | 658 | 602 | 620 | 643 | 2,523 |
| Support needs (top 3) | | | | | | |
| Mental health | 934 | 289 | 290 | 299 | 312 | 1,190 |
| Physical health | 618 | 215 | 231 | 223 | 230 | 899 |
| Offending history | 782 | 220 | 214 | 202 | 209 | 845 |

This increase in demand is repeated nationally and [The Homeless Monitor: England 2019](#) notes that most of those participating in this year’s local authority survey for the monitor (71%) reported that homelessness had been recently increasing – in a quarter of areas to a “significant” extent. Among respondents reporting recent increases, many referred to HRAAct effects. For a number it was the only, or the main – explanatory factor. Our experience would be that the impact of the HRAAct has to be seen within the context of longer-term trends as significant as the introduction of the Act including ongoing welfare reform changes and the impact of other austerity measures. This alongside the number of people with complex, multiple needs who approach HAC for assistance. As the table above shows there has been a 27% rise in people reporting a mental health need presenting.

The table below shows the number of cases where the prevention duty was owed and the reasons why the resident presented to HAC and there has been a fall each quarter of this year, we will see in section 4 that the numbers of homelessness relief cases have risen and outstrip the number of prevention presentations highlighting that often by the time a client presents to the Housing Advice Centre they may well have already lost their accommodation.

| | 2017-18 | 18-19 | 18-19 | 18-19 | 18-19 | 2018-19 |
|------------------------|----------------|--------------|--------------|--------------|--------------|----------------|
| | | Q1 | Q2 | Q3 | Q4 | |
| Prevention duties owed | | 208 | 147 | 104 | 98 | 557 |

| Top 5 reasons for presenting | | | | | | |
|---|--|----|----|----|----|-----|
| End of private rented tenancy | | 65 | 47 | 11 | 21 | 144 |
| Other | | 43 | 25 | 21 | 25 | 114 |
| Family no longer willing or able to accommodate | | 30 | 15 | 19 | 13 | 77 |
| Relationship with partner ended (non-violent) | | 18 | 15 | 6 | 1 | 40 |
| Violence or harassment (non-racially motivated) | | 7 | 8 | 4 | 0 | 19 |

We can see from the table above that as with presentations under the old legislation the end of a private rented tenancy continues to be the biggest reason for presentations in 2018-19 despite the fall this quarter in the number presenting. The category 'other' is included in the table above as under the reporting schedule of the HRAct several situations that were listed separately and, in more detail, previously are now grouped in to 'other'. These include people who are living in student accommodation and those returning from abroad. The number remains higher than we would expect even taking that in to account and though it has continued to fall as a reason for presenting we are still working on ensuring that that those cases are properly recorded.

| | 2017-18 | 18-19 | 18-19 | 18-19 | 18-19 | 2018-19 |
|---|----------------|--------------|--------------|--------------|--------------|----------------|
| | | Q1 | Q2 | Q3 | Q4 | |
| Prevention duties ended | | 62 | 116 | 154 | 122 | 454 |
| Top 5 prevention activities | | | | | | |
| Advice and information provided | | 23 | 55 | 26 | 60 | 164 |
| Accommodation secured | | 14 | 36 | 37 | 30 | 117 |
| Negotiation / mediation / advocacy to prevent eviction | | 8 | 5 | 13 | 8 | 34 |
| Mediation with friends / family | | 6 | 6 | 4 | 2 | 18 |
| Supported housing provided | | 3 | 4 | 2 | 3 | 12 |
| Top 5 outcomes | | | | | | |
| Alternative accommodation secured for 12 months or more | | 12 | 27 | 26 | 28 | 93 |
| Contact lost | | 5 | 30 | 27 | 22 | 84 |
| Alternative accommodation secured for 6 months or more | | 9 | 20 | 36 | 19 | 84 |
| Secured existing accommodation | | 7 | 12 | 24 | 16 | 59 |
| Prevention duty failed | | 22 | 10 | 10 | 8 | 50 |

The table above shows the number of cases where the prevention duty was ended in the quarter and both the main activity carried out and the outcomes. In 52% of cases the prevention duty was ended with the resident either able to remain in their existing accommodation or able to move to other suitable and sustainable accommodation without the need for a crisis response. It is a concern that 'contact lost' has risen over the last two quarters but every attempt is made by the Homeless Prevention Officers to continue to engage with households and it is perhaps reflective of the complex nature of needs that some clients present with that some households will disengage from the process, in some cases finding their own solution to the problem. In addition, in this quarter there were 8 cases marked above as "prevention duty failed" all these cases moved to become relief duty cases and will be

included in the numbers reported in section 4. It is also worth noting that the number of cases where this happened has continued fall each quarter this year.

The Council commissions a range of services for people at risk of homelessness including those with complex needs. This is either in supported accommodation or by providing floating support to help people to maintain their tenancies. The table below shows us the number of admits in to accommodation based services, broken down by crisis, supported and emergency accommodation and the reason for admission to crisis and supported accommodation (Further detail on the emergency bed admits is given in section 4)

| Supported accommodation admissions | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
|---|----------------|-----------------|-----------------|-----------------|-----------------|----------------|
| Total number of admits | 1,307 | 377 | 382 | 394 | 414 | 1,567 |
| • Emergency beds | 160 | 121 | 108 | 118 | 132 | 479 |
| • Crisis accommodation | 497 | 110 | 121 | 124 | 126 | 481 |
| • Supported accommodation | 621 | 146 | 153 | 152 | 156 | 607 |
| Total number of individuals | 829 | 280 | 288 | 290 | 291 | 906 |
| Reason for admission (crisis) | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
| Not recorded / not known | 61 | 26 | 41 | 25 | 13 | 105 |
| Move from another hostel | 151 | 25 | 26 | 25 | 35 | 111 |
| Relationship breakdown | 57 | 14 | 18 | 18 | 23 | 50 |
| Discharge from institution | 64 | 18 | 12 | 19 | 28 | 77 |
| Reason for admission (supported) | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
| Not recorded / not known | 50 | 10 | 18 | 9 | 14 | 51 |
| Moved from another hostel (planned) | 200 | 50 | 49 | 63 | 65 | 227 |
| Relationship breakdown | 128 | 47 | 45 | 34 | 38 | 164 |
| Discharge from institutions | 80 | 12 | 16 | 18 | 11 | 57 |

We can see from the table above that there has been an increase in the total number of admits this year, a rise of 20% on 2017-18 a rise in part attributable to the rise in the number of emergency bed admits. There has also been a 9% rise in the number of individuals this year that those admits relate to. We will look in more detail at the emergency bed admits in section 4 of this briefing but the use of these beds has helped us to deliver on our aim since the introduction of the HRAct to make an offer of accommodation to all those with a connection to Newcastle who were literally homeless regardless of their priority need status. There will be degree of double counting with the admits to the emergency, crisis and supported accommodation on the basis that in a number of cases there will have been a subsequent admit in to crisis or supported accommodation in the quarter.

It is positive to note that “not recorded / not known” being given as a reason for admit has fallen again this quarter (though there is a rise overall over the year) but it is to be hoped that the low number this last quarter is the direction of travel overall on this. The figures above also shows there continues to be a strong churn within the sector, with the majority of admits in to supported accommodation being a move from another supported or crisis accommodation placement. In some of these cases this will be a positive move towards a reduction in support and for greater independence but in other cases may appear to be a sideways move for the client to a similar level of supported accommodation. These type of moves are in part

monitored through the Gateway assessment approval process and allow HAC staff to question the suitability of the moves. In relation to move on the table below shows us the measures recorded under the [Supported Housing Move On protocol](#) and shows that whilst there has been a rise in the number of discharges (40%) this is almost solely as result in he rise of moves within supported accommodation, with an 36% of those discharges being a move to another placement, this confirms the point made above about the strong churn within the sector.

| Move on assessments completed in the quarter | | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | |
|--|----------------|-----------------|-----------------|-----------------|-----------------|----------------|
| Total assessments added | | 545 | 568 | 566 | 528 | |
| • Number of 'red' (likely to require long-term support) | | 129 | 118 | 140 | 101 | |
| • Number of 'amber' (further support required) | | 308 | 343 | 312 | 281 | |
| • Number of 'green' (ready to move to independent living) | | 108 | 107 | 114 | 146 | |
| Tyne and Wear Homes applications submitted in the quarter | | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | |
| Total applications submitted | | 20 | 24 | 21 | 18 | |
| • Number of 'qualifying' | | 6 | 8 | 7 | 5 | |
| • Number of 'non-qualifying' | | 4 | 2 | 2 | 6 | |
| • Awaiting decision | | 9 | 12 | 10 | 6 | |
| • Information not given | | 1 | 2 | 2 | 1 | |
| Move on destination | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
| Total number of discharges | 1,118 | 369 | 414 | 383 | 402 | 1,566 |
| • Supported accommodation | 302 | 135 | 138 | 124 | 165 | 556 |
| • Independent tenancy | 201 | 52 | 56 | 45 | 57 | 211 |
| • Friends and family | 141 | 38 | 46 | 50 | 38 | 172 |

As part of the Homelessness Prevention Trailblazer programme a Service Improvement Lead has been funded to work with providers to ensure that access to accommodation to prevent and relieve homelessness is available to meet the council's aim that no one need be homeless. They have three main areas of focus,

- Increase access to beds - to ensure all accommodation placements fulfil our statutory duties and political expectations to prevent and relieve homelessness, and to ensure that no-one sleeps rough due to a lack of available accommodation
- Reduce evictions from accommodation – working towards a planned and consensual approach to ensure any evictions do not result in people rough sleeping and to also improve our understanding of why evictions happen and what interventions could prevent them
- Increased and improved move-on from accommodation to increase access to accommodation by ensuring the approach and culture within services supports people to move-on to suitable and sustainable accommodation, through conversations early in the support plan process that positively promotes move-on but recognising and responding to barriers that prevent move-on

We have always seen a move to YHN as a priority due to the level of security of tenure and support available for potentially vulnerable tenants. To this end we are proposing a pilot with

one of the larger providers to target the resources of the YHN Pathways team (a service within YHN's Support and Progression Service that works with those leaving institutions and moving to independence) to offer advice and support directly to the support workers within the accommodation.

The table below covers the measures recorded as part of the [Prevention of Eviction from Supported Housing Protocol](#) and shows us that there has been a rise this year in the number of people being evicted, though quarter 4 has seen a fall compared to the previous quarter. The majority of evictions (66%) this year have again come from crisis accommodation and violence and disruptive behaviour again accounts for the most evictions, 66% this year. Again, addressing the level of evictions from commissioned provision is one of the main areas of focus for the Service Improvement Lead and they have undertaken a review of the protocol in line with Homeless Link principles around managing risk in accommodation.

| | 2017-18 | 18-19 | 18-19 | 18-19 | 18-19 | 2018-19 |
|---|------------|-----------|-----------|-----------|-----------|------------|
| | | Q1 | Q2 | Q3 | Q4 | |
| Total number of evictions | 187 | 44 | 63 | 67 | 38 | 212 |
| • Evictions from crisis accommodation | 118 | 28 | 45 | 41 | 25 | 139 |
| • Evictions from supported accommodation | 67 | 13 | 15 | 21 | 13 | 73 |
| • Evictions from accommodation for young people | 14 | 3 | 3 | 5 | 5 | 16 |
| Reason for eviction | | | | | | |
| • Violence to staff or other residents | 66 | 11 | 19 | 20 | 12 | 62 |
| • Disruptive behaviour | 50 | 15 | 22 | 22 | 18 | 77 |
| • Drug / alcohol abuse | 16 | 3 | 5 | 6 | 1 | 15 |
| • Rent arrears | 25 | 4 | 1 | 7 | 0 | 12 |
| • Theft | 3 | 1 | 1 | 2 | 1 | 5 |
| • Other | 28 | 10 | 15 | 10 | 6 | 41 |

What we are doing (Homelessness Review actions)

- Newcastle to develop own measure locally outside of the H-CLIC reporting to ensure "reason for homelessness: other" is reported more fully
- Change move on reporting to reflect the actions being taken by provider, to move away from the red, amber, green & towards how many registered with Tyne & Wear / How many clients have no plan
- Time limited pilot with one provider to facilitate the move on process with YHN Support & Progression
- Working with Heriot Watt University to understand the changing role of cities in preventing homelessness as the national government

4. Crisis: for those residents who are 'literally' homeless (they do not have any accommodation they can reasonably occupy)

The table below shows that the main reason people presented to us already homeless and in need of the 'relief' duty was because of family no longer being able to accommodate. As with the prevention figures in section 3 above there are the same limitations with a reason for presenting being given as other, but 'other' is at a higher level here and we will need to address

that. The table below shows that the highest reason for people presenting for the relief duty was that family and friends were no longer able to accommodate and a much lower rate of people presenting from a tenancy

| | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
|---|---------|-------------|-------------|-------------|-------------|---------|
| Relief duties owed | | 346 | 254 | 314 | 320 | 1,234 |
| Top 5 reasons for presenting | | | | | | |
| Family no longer willing or able to accommodate | | 68 | 63 | 62 | 64 | 257 |
| Other | | 50 | 40 | 52 | 67 | 209 |
| Relationship with partner ended (non-violent) | | 42 | 24 | 36 | 25 | 127 |
| Eviction from supported housing | | 32 | 23 | 20 | 18 | 93 |
| End of private rented tenancy | | 37 | 17 | 12 | 19 | 85 |

The table below shows that the outcome for 56% of people under the relief duty was the securing of accommodation for at least 6 months (the minimum requirement under the Act) and 11% of presentations reconnected back to the local authority where they had a connection

| | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
|--|---------|-------------|-------------|-------------|-------------|---------|
| Relief duties ended | | 96 | 238 | 370 | 366 | 1,069 |
| Top 5 relief activities | | | | | | |
| Supported housing provided | | 45 | 113 | 166 | 155 | 479 |
| No activity / advice and information provided | | 17 | 58 | 110 | 122 | 307 |
| Accommodation secured | | 18 | 44 | 59 | 66 | 187 |
| Other activity through which accommodation secured | | 12 | 10 | 18 | 9 | 48 |
| Negotiation / mediation to secure return to friends / family | | 2 | 8 | 8 | 7 | 25 |
| Top 5 outcomes | | | | | | |
| Secured accommodation for 6 months | | 49 | 96 | 162 | 126 | 433 |
| Contact lost | | 9 | 66 | 83 | 92 | 248 |
| Secured accommodation for 12 months or more | | 10 | 47 | 39 | 70 | 166 |
| Local connection referral accepted by other LA | | 16 | 10 | 46 | 42 | 114 |
| Withdrew application / applicant deceased | | 10 | 10 | 18 | 21 | 59 |

'Contact lost' accounts for 22% of the outcomes for those owed the relief duty and perhaps even more so than with those under the prevention duty reflects the often chaotic nature of those presenting who are literally homeless.

| Admits to Cherry Tree View temporary accommodation | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
|---|------------|-------------|-------------|-------------|-------------|------------|
| Total admits | 270 | 65 | 73 | 87 | 69 | 294 |
| • HRAct admits | | 55 | 60 | 72 | 60 | 247 |

| | | | | | | |
|--------------------|--|----|----|----|---|----|
| • Non HRAct admits | | 10 | 13 | 15 | 9 | 47 |
|--------------------|--|----|----|----|---|----|

The table above shows the number of admits to Chery Tree View temporary accommodation. We have aggregated the admits showing those that came via the Housing Advice Centre and after an assessment under the Homelessness Reduction Act and those that were placements outside of this duty and include temporary moves requested by YHN and placements in an emergency by social care. In most cases these placements were of a short-term nature to help agencies facilitate a more permanent placement elsewhere and this quarter accounted for 17% of admits. The table below represents our drive towards a real time reporting of literally homeless presentations to the Housing Advice Centre. Our aim in Newcastle is to ensure there is at least one offer of accommodation to all those who present with nowhere to go that night, whilst accepting there are some limitations to this. The table below shows the total numbers of presentations by people who are literally homeless. The information shows what offer was made to them and whether accepted or if no offer was made, why not.

| | Jan 2019 | Feb 2019 | Mar 2019 | 18-19 Q4 |
|--|------------|------------|------------|------------|
| Literally homeless presentations | 134 | 137 | 130 | 401 |
| Accommodation offered | 102 | 103 | 93 | 298 |
| • Accepted by applicant | 93 | 95 | 82 | 270 |
| • Refused by applicant | 9 | 8 | 11 | 28 |
| No accommodation offer made | 7 | 9 | 17 | 33 |
| • No accommodation available | 1 | 2 | 12 | 15 |
| • Accommodation providers refusing to accept | 6 | 7 | 5 | 18 |
| HAC not seeking accommodation | 25 | 25 | 20 | 70 |
| No local connection | 21 | 15 | 10 | 46 |
| • Reconnection accepted by applicant | 14 | 12 | 7 | 33 |
| • Reconnection refused by applicant | 7 | 3 | 3 | 13 |
| Other | 1 | 3 | 2 | 6 |
| • Serious unacceptable behaviour | 1 | 3 | 2 | 6 |
| • Exhausted all legal duty | 2 | 2 | 4 | 8 |
| Not legally eligible for assistance | 1 | 5 | 4 | 10 |

As we have already noted previously there has been an increase in 2018-19 in the use of emergency beds as part of our response to the HRAct. The table below gives some more detail on their use in terms of the discharges from the emergency beds and where people moved on to. 22% abandoned their placement and these correspond in part with those noted above where there was contact lost with relief cases.

| Admits to emergency beds | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 | 2018-19 |
|------------------------------------|----------------|-----------------|-----------------|-----------------|-----------------|----------------|
| Total admits | 146 | 121 | 108 | 118 | 132 | 479 |
| Outcomes | | | | | | |
| Total discharges in quarter | | 116 | 109 | 119 | 134 | 478 |
| • Moved to crisis accommodation | | 41 | 29 | 33 | 45 | 148 |
| • Moved to supported accommodation | | 33 | 35 | 35 | 43 | 146 |
| • Abandoned placement | | 29 | 29 | 26 | 32 | 116 |

57% of those in an emergency bed moved on to another placement in either crisis or supported accommodation with 81% of placements in the emergency beds lasting less than 7 days. We

have used the emergency beds to meet our aim of offering immediate accommodation to all those who are eligible who present as literally homeless and our desire that an offer is made available to all who present in crisis. For those presenting without a local connection our offer would be support and reconnection back to the area of their connection.

For those found sleeping rough the table below shows us that there has been an increase in quarter 4 in terms of both the number of individuals found but also in the average number of people found per night. Whilst noting this rise it is also the case that these numbers represent a relatively small percentage of the overall homeless population. Over the year 2018-19, 224 individuals were found sleeping rough.

| People sleeping rough | 2017-18 | 18-19 Q1 | 18-19 Q2 | 18-19 Q3 | 18-19 Q4 |
|------------------------------|----------------|---------------------|---------------------|---------------------|---------------------|
| Average found per night | 6 | 6 | 4 | 6 | 5 |
| Individuals: | 254 | 77 | 68 | 83 | 86 |
| • Stock | 121 | 47 | 39 | 58 | 52 |
| • Flow | 110 | 20 | 21 | 17 | 11 |
| • Return | 28 | 10 | 8 | 8 | 4 |

The national picture on rough sleeping can be seen in the Homeless Monitor: England 2019 concluded that

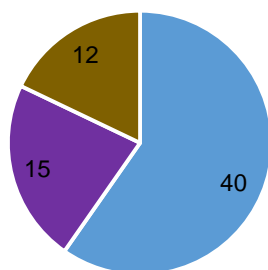
“Rough sleeping may have levelled off somewhat in England after rapid growth since 2010, with official estimates recording a 2 per cent decrease nationally, and a 19 per cent reduction in those areas targeted by the Rough Sleeper Initiative, between 2017 and 2018. However, there are still rising trends in London, in core cities including Birmingham and Manchester. The official 2018 total remains 165 per cent higher than in 2010”

Whilst the numbers have risen in Newcastle we haven’t seen the rise experienced by some of the other core cities, whilst acknowledging that any rise is not acceptable and a challenge to the responses we currently offer.

The charts below given an indication of the presenting needs of those found by the street outreach. On local connection, whilst most of those found did have a connection to Newcastle there was a not small proportion for whom a connection lay elsewhere. Differing levels of provision and services across authorities will often mean people finding their way to Newcastle which has retained relatively high levels of accommodation provision.

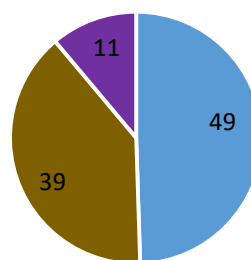
Those found who do have a connection elsewhere will be offered advice and support to be reconnected to their area of connection.

Local connection of those found sleeping rough in Q4 2018-19



■ Newcastle ■ Tyne & Wear ■ Rest of UK

Support needs of those sleeping rough identified by outreach team Q4 2018-19



■ Substance misuse ■ Offending ■ Mental health

As already noted rough sleeping is rarely a result of a lack of accommodation alone and we can see that substance misuse is an issue for a number of those found by the outreach team along with mental health issues. The Information about people sleeping rough in Newcastle is recorded on the Newcastle Gateway and the main source of the information is from Newcastle's street outreach service based on their daily contacts with people who are found in the city centre and surrounding areas. This has limitations and might not capture everyone that is rough sleeping. However, it does provide a good indication based on verified contacts with people who are bedded down as opposed to self-reports.

Alerts from members of the public are also received via our dedicated email address (roughsleeping@newcastle.gov.uk) and telephone number (0191 278 3899) if there are concerns that a person might be sleeping rough. A new recruitment process is to begin to appoint a Rough Sleeper Co-Ordinator to lead the work in this area and their focus will be to;

- coordinate activity to reduce rough sleeping of the relatively small number of people known to be sleeping rough now and to focus on the core street lifestyle group
- work towards to make a positive difference by ending these people's rough sleeping by testing the efficacy of existing resources and procedures
- identifying opportunities based on individual casework for system improvement and workforce development

The rough sleeping coordinator will also work closely with the existing Rough Sleeping Learning Framework lead and their role to develop an understanding the impact of Newcastle's policy aim to prevent homelessness and end rough sleeping and the effectiveness of our responses in meeting this aim. Their role will also be a link with the [Street Zero](#) approach, a movement for Newcastle to become a city where no one has to sleep rough and which seeks to bring together the city's collective investment, commitment and resources and to make it everyone's business to end rough sleeping by 2022. A Street Zero Partnership Board has been established providing an opportunity for these partners to provide the place-based leadership to improve our collective understanding of the causes of rough sleeping and ensure that all our investments respond to these causes.

What we are doing (Homelessness Review actions)

- Street Zero action plan to align with Homelessness Strategy action plan so that action in this area is co-ordinated

- Weekly reporting and liaison between HAC and Commissioning to consider those literally homeless for whom there has not been an offer available, including real time checks with providers by Commissioning Service Improvement Lead
- The Rough Sleeping Learning Framework lead is analysing the multiple admits & placements in to supported accommodation in the context of those who have also presented as rough sleeping to form part of ongoing learning framework and to promote those interventions that are
- Working with Groundswell to improve participation of service users in reviewing and designing our services
- Information reviewed for those sleeping rough & professionals working with them to help inform their responses. Training session held with cathedral staff & volunteers & information resources shared (next session to be held with Peoples Kitchen volunteers)
- YHN rapid rehousing and proactive move on support bringing enhanced support for people aged 25-55 years old

5. How can you get involved

Please discuss the issues raised in this briefing with residents and service users. Staff from the Active Inclusion Newcastle Unit are happy to attend team meetings / service user groups if there are any specific issues that people would like to raise or discuss in more detail. You can also comment on the Homelessness Strategy action plan and our progress towards the actions and on the protocols and procedures we have developed with partners to tackle homelessness.

Copies of the action plan, protocols and governance arrangements are available online [here](#)

Some of the issues raised in this briefing will be discussed at the [Homelessness Prevention Forum](#) on 12 June 2019 where you will have opportunity to feedback but if you are unable to attend the Forum and have comments you would like included please contact Sarah Blakey (Active Inclusion Officer) on 0191 277 1733 or email activeinclusion@newcastle.gov.uk if you have any comments or would like to get more involved.

June 2019