

Active Inclusion Newcastle

Newcastle Homelessness Prevention Briefing 2016-17 Q4

We want preventing homelessness in the city to be everyone's business and 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 and prevent homelessness**
- **revise the city's statutory Homelessness Strategy [action plan](#)**

The emphasis of our Homelessness Strategy is to maximise the value of our resources to prevent homelessness. To aid analysis we have created five groupings of homelessness:

- **people owed the full homelessness duty**
- **people living with housing support**
- **people facing multiple exclusion and rough sleepers**
- **people at risk of homelessness**
- **young people at risk of homelessness**

We recognise that these groupings have limitations and that people may not exactly fit the definitions, but differentiating between the risks of homelessness helps us to develop realistic options that include the wider aspects of social and financial inclusion, wellbeing and health. We have found that homelessness is best prevented through coordinated support that provides consistent information, advice and support to support 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](#).

Headlines for this quarter (2016-17 Q4)

- The [Homelessness Reduction Act 2017](#) received Royal Assent on 27 April 2017 and will be implemented next year
- Newcastle City Council's Homelessness Prevention Trailblazer – working in partnership with Jobcentre Plus, Crisis and YHN. Pilot to begin with Jobcentre East from 05 June 2017
- Significant benefit changes were introduced from April 2017. Changes include the removal of housing costs help in Universal Credit for new claims for a limited number of 18-21 year olds. Visit the city council's [benefit changes web pages](#) for further details

1. People who are owed the full homelessness duty

1a. Table 1 – Household types and social needs

Total households	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Households owed the full duty	178	51	50	39	42	182
Household type (top 3)						
Lone parent with dependent child	84	28	23	20	20	91
Couple with dependent children	57	10	11	10	12	43
Single person household aged 18+	17	9	10	8	5	32
Social needs (confirmed)						
Mental health	35	13	16	15	5	49
Physical health	41	9	18	10	14	51
Persons from abroad	43	5	1	1	3	10

Table 1 shows that statutory acceptances for 2016-17 have remained consistent with the previous year and continue to predominantly represent crisis presentations.

1b. Table 2 – Causes of homelessness and outcomes

Causes of homelessness	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Loss of private rented	52	27	19	14	10	70
Parents asked to leave	27	8	6	3	3	20
Violent relationship breakdown	23	5	3	6	7	21
Required to leave Home Office (asylum support) accommodation	18	0	4	1	5	10
Relatives / friends asked to leave	14	3	4	5	4	16
Outcomes						
Rehoused by YHN	125	29	30	36	25	120
Rehoused by housing association	10	6	4	1	3	14
Rehoused by private rented	4	0	2	2	0	4
Refused offer	6	1	0	0	0	1

Table 2 shows that loss of private rented accommodation continues to be the main reason for homelessness for those owed a statutory duty for with a 35% increase this year on the figure in 2015-16. This continues to mirror the national position and reflects the lack of security in this tenure. As noted in the [Crisis Homelessness Monitor \(2017\)](#) “The vast bulk of the recorded increase in statutory homelessness over the past six years has been attributable to the sharply rising numbers made homeless by the termination of a private tenancy – these have almost quadrupled from less than 5,000 acceptances per annum to almost 18,000”

Table 2 shows us that we continue to rehouse the majority (94%) of households to a social housing tenancy. 84% moving to Your Homes Newcastle.

We have reached the limits of what our existing data sets can tell us about those we accept a statutory homeless duty for and we will for 2017-18 be seeking to make use of more detailed analytical analysis to examine the routes in to private rented accommodation for households in an attempt to enhance earlier interventions opportunities. In addition we will continue to work to identify those households who have had recent social care involvement to help us identify areas where prevention opportunities can be targeted.

1c. Table 3 – Use of temporary accommodation

Statutory use of temporary accommodation	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Cherry Tree View (CTV)	182	29	29	30	21	109
Other accommodation	170	40	30	36	48	154
Domestic violence refuges	13	1	2	1	1	5
Total	370	70	61	67	70	268
Other CTV placements	99	29	30	36	36	131
CTV preventative outreach clients – admits:	150	65	31	74	90	270
• CTV move on cases		26	13	15	17	71
• Homelessness prevention		14	6	13	7	40
• Sustaining tenancies referrals		27	20	46	66	159

Table 3 shows that there was a 40% fall in the number of statutory placements in to CTV in 2016-17. This should be seen in the context in the rise of the number of households accepted after leaving private rented. The vast majority of these cases were able to remain in their existing accommodation as 'homeless at home' cases until a secure offer could be made for them negating the need for an emergency placement in CTV. The value of both CTV and our commissioned provision was demonstrated earlier this month when following a fire at the Tyne Hotel, emergency accommodation was found for fifteen residents at short notice. In addition to accommodation being found other partners in the city offered practical support in the form of food and drink and clothing for those affected.

Table 3 shows a 32% increase in the numbers of placements made in to CTV outside of our statutory use of the provision. This includes management move requests from YHN, and requests for temporary accommodation from social care. It's worth noting that for these non-statutory placements the average length of stay in CTV is 10 days (20 of the 36 were there less than 5 days) reflecting the short term emergency nature of the cases, whilst for statutory use of CTV the average length of stay of households is 43 days

Cherry Tree View – Preventative outreach service

Client was a tenant in a social housing living with dependent child & adult son. Subject of a Sustaining Tenancies referral to the outreach service following receipt of an impending eviction date. Client had worked but periods of time off following a serious illness had contributed to problems with housing benefit which had led to the rent arrears.

- Client was referred to Money Matters for support around her debt issues
- Client & non-dependent son were supported to make successful benefit claims
- Supported to apply for a suspension of the eviction warrant but this was refused by the judge & rather than have the bailiffs attend property client handed back her keys
- CTV Preventative Outreach organised for storage & removal of her furniture & helped client to set up payment plan for her rent arrears
- Client stayed with family for 2 months before being supported to obtain an independent tenancy

Table 3 also shows us that there has been an 80% increase in the number of admits to the preventative outreach service at CTV, 76% of these admits as result of a sustaining tenancy referral from either YHN or Byker Community Trust (BCT). The case study above highlights some of the work undertaken by CTV in support of these households

2. People at risk of homelessness

Table 4 (below) shows that there has been no real change in 2016-17 in terms of emergency out of hours calls received but there has been an increase in both firstpoint contact cases and in HAC casework.

2a. Table 4 – People at risk of homelessness contacting the Housing Advice Centre

People at risk of homelessness	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Emergency out of hours calls	663	170	168	163	199	700
General HAC calls		454	521	678	712	2,365
Firstpoint advice	818	215	223	218	395	1,051
HAC casework	2,231	539	409	396	471	1,815
Household type – Casework clients (top 3)						
Single male aged 18+	1,162	295	208	197	200	900
Household with dependent children	493	105	94	85	107	391
Single female aged 18+	354	74	65	65	75	279

There has been a 28% increase in 2016-17 in firstpoint advice cases, these are instances where a one off piece of advice has been able to resolve the query, and would also cover those instances where another service has sought consultancy advice from the Housing Advice Centre.

Firstpoint contact cases

- Single female pregnant contacted HAC following advice from midwife. Is a current tenant of YHN in a one bedroom property & believes it won't be suitable once the baby is born. Client active & bidding on Tyne & Wear Homes. Advice given on bidding & extra help that might be available through re-banding on welfare grounds
- Client lives in private rented flat, contacted HAC to ask what happens at end of 6 month initial contract (client in 3rd month of tenancy) Established landlord had given no indication that would serve notice at end, advice given on tenancy becoming a periodic one. Client happy with this & with advice to contact HAC again should landlord serve notice
- Client contacted HAC to say has been bidding for months & not got anywhere with Tyne & Wear Homes. Client advised on bidding (had been bidding for inappropriate properties) & to contact HAC if current accommodation became unsustainable
- Phone call from Crisis, client has presented to them saying they are homeless. HAC officer checked Gateway & client has an open placement in a Byker Bridge property. HAC spoke to BBHA support worker & confirmed that client can return. Advised Crisis of this & that client should be encouraged to return & engage with support on offer

In the last year 96 people have attended a face to face training session on Introduction to Housing and Homelessness where we have signposted people to this consultancy line as part of the Active Inclusion Newcastle offer. The increase in firstpoint contact cases could in part be a reflection of this. You can see above some examples of these cases.

Table 4 also shows there has been an 18% fall in HAC casework figures in 2016-17. This fall is to be seen in the context of the rise in firstpoint contact cases and the rise in homelessness preventions (which we discuss below) but also in terms of a temporary reduction in staffing at HAC.

Table 5 (below) shows that the top reason for presenting as homeless remains the loss, or the fear of the loss, of a private rented tenancy.

Table 5 – Causes of homelessness and outcomes for people at risk of homelessness receiving casework interventions at the Housing Advice Centre

Reasons for presenting (top 3)	2015- 16	16-17	16-17	16-17	16-17	2016-17
		Q1	Q2	Q3	Q4	
Loss or fear of loss of private rented	380	88	71	35	41	235
Relatives / friends asked to leave	262	80	55	29	58	222
Parents asked to leave	190	69	59	10	34	172
Outcomes						
Advice – remain in accommodation	604	108	135	142	117	502
Rehoused to supported housing	400	68	73	73	80	294
Rehoused to independent tenancy	307	64	83	73	66	286

Table 5 shows that in Q4 the highest outcome remains that people were offered advice that allowed them to remain in their existing accommodation. The case study below demonstrates the interventions that can contribute to this.

Case study – Homelessness prevention

Client in a private rented property contacted HAC after landlord had asked her to leave. Client was a single parent who had lost her job through ill health and arrears had built up. She was now suffering from depression and was working with a school support worker who had advised she contact HAC.

- An Active Inclusion Debt Adviser helped client to make new claims for ESA, Housing Benefit and Council Tax reduction and also made a successful claim for Discretionary Housing Payment (DHP)
- A Homelessness Prevention Officer liaised the landlord and a payment arrangement was made towards the arrears
- Debt Advisor arranged an affordable repayment schedule for clients utilities debts and arranged for client to be accepted on the Northumbrian Water reduced tariff scheme

Due to the action taken by staff at the Housing Advice Centre in supporting the client to address her financial problems and stabilise her income the landlord has agreed not to apply to the court for a warrant of eviction allowing the client and her son to remain in their home

Table 6 (below) shows homelessness prevention information for Q4. There was rise in Q4 and overall for the year there was a 10% increase on the previous year. The big change in the numbers recorded for 'resolving rent/service charge arrears' is attributable to a change in how the YHN Advice and Support team recorded outcomes and includes cases which would previously have been listed under debt advice.

The fall in DHP from this year is we think largely attributable to recording classification and the numbers for 2016-17 are those specifically listed as homelessness prevention. For next year's reporting we will be looking to see whether we can include DHP cases as homelessness prevention, mindful of course of the dangers of double counting and that some of the cases will be counted within 'resolving rent/service charge arrears'

Table 6 also shows that evictions from YHN have risen slightly with 18 in Q4 overall in 2016-17 a 26% increase on the previous year's figures. In the context of the level of the stock of YHN this still remains a low figure in the face of the challenge posed by austerity and welfare reform.

2c. Table 6 – Homelessness prevention

Homelessness prevention	2015-16	16-17	16-17	16-17	16-17	2016-17
		Q1	Q2	Q3	Q4	
Total homelessness preventions	3,775	1,087	1,035	977	1,065	4,164
Homelessness prevented	3,647	1,058	980	917	1,020	3,975
Homelessness relieved	128	29	55	60	45	189
Prevention activities (top 3)						
Rehoused to supported accommodation	1,345	343	330	236	260	1,169
Resolving rent / service charge arrears	68	271	248	268	270	1,057
Resolving Housing Benefit problems	797	193	183	178	205	759
Use of DHP						
DHP awards	193	10	2	2	14	28
Social housing evictions						
YHN evictions	48	14	12	12	18	56
Partner homeless preventions						
Crisis				58	35	

Since Q3 of this year we have sought to include the prevention work carried out by partners such as Crisis. Whilst their numbers can't be included in the official homelessness prevention return they do reflect important partnership work to prevent homelessness. Of the 35 cases this quarter, 19 were supported to access accommodation and 16 were given advice and support to help them remain in their home. Both Crisis and Shelter have reported issues this quarter with the transition to Universal Credit (UC) for some clients. Crisis gave the example of a client who was building up arrears in their social housing tenancy which occurred when they had switched from Income Support to Universal Credit and the waiting period before payment was made. Crisis supported this client in liaising with the landlord and has offered assistance with budgeting support. Payment has now been made to this client and they remain in their home.

2d. Prison and hospital discharges

Table 7 (below) shows an increase in referrals from hospitals in Q4 but that over the year there was a 17% decrease in numbers as compared to 2015-16.

2e. Table 7 – Hospital discharge referrals (direct from hospital)

Hospital discharge referrals	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Total number of referrals	79	11	17	15	22	65
General (RVI and Freeman)	47	6	9	9	15	39
Mental health	33	4	8	6	7	26
Outcomes						
Accommodation secured	34	5	5	6	11	27
Returned to friends and family	4	0	0	0	1	1
Returned to own tenancy	10	0	4	2	1	7
Admitted to CTV	7	2	0	0	2	4
Homelessness presentation – no notice	0	0	1	0	0	1
Out of area case – referred back	21	3	3	5	5	16
Residential care	1	0	0	0	0	0
Advance notice – not yet ready for discharge	2	1	4	2	2	8

We can see that 25% of cases that are referred to us are for patients with a local connection elsewhere, the majority of these cases are from the non-mental health beds and predominantly reflects the fact that both the RVI and Freeman are regional centres for treatment.

We continue to liaise on a weekly basis with the Emergency Care Facilitator for Newcastle upon Tyne Hospitals NHS Foundation Trust and the Discharge Facilitators within the Bed Management Service for Northumberland, Tyne and Wear NHS Foundation Trust

Table 8 (below) shows a decrease in the number of clients presenting to HAC from custody. These figures come with the caveat that they relate to those where leaving prison is the direct reason for their presentation.

2f. Table 8 – Prison release referrals

Prison release referrals	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Number of referrals to HAC	65	11	12	11	10	44
Outcomes						
Accommodation secured	43	8	10	10	8	36
Out of area case – referred back	3	1	0	1	0	2
Refused accommodation offer	10	2	2	0	0	4
Recalled to prison	6	0	0	0	1	1
Returned to previous accommodation	3	0	0	0	1	1
Homeless presentation – no notice	0	0	0	0	0	0

Outside of presentations to HAC from those in custody, there were 22 placements in to supported accommodation via Gateway for clients leaving custody where their referral was made by probation or Shelter resettlement teams within the prison.

3. People living with housing support

Table 9 (below) shows a fall in the number of admissions this quarter as although there has been a rise in the number of individuals that this relates to. There was a 6% fall in the number of admits over the year in 2016-17 compared to the previous year with a 20% fall in the number of individuals in the same period.

Table 9 shows that the majority of admissions to supported accommodation come as a result of a planned move from other provision. This would be expected when we see it in the context of the fall in the number of individuals and suggests a number of people moving within provision rather than moving out to independence. We will look in more detail at this and we will start to report in terms of whether it is a move towards provision with a similar level of support or whether, whilst still supported accommodation, it represents a move towards independence and progress for the client.

In 2012-13 there were 277 admits to supported and crisis accommodation where the reason for admission was not known or not recorded. As table 9 shows this has reduced by 89% to 31 in 2016-17. Our aim would be to see this number reduce even further.

3a. Table 9 – Supported accommodation admits, reason for admission and social needs

Supported accommodation admissions	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Total number of admits	1,396	365	349	276	317	1,307
• Crisis accommodation	447	100	144	111	109	497
• Supported accommodation	763	210	170	128	160	621
• Emergency beds	186	55	35	37	48	160
Total number of individuals	1,036	296	280	233	262	829
Reason for admission (crisis)						
Not recorded / not known	28	8	5	4	1	18
Move from another hostel	171	63	39	31	35	168
Relationship breakdown	129	45	42	31	41	159
Discharge from institution	106	31	28	37	29	125
Reason for admission (supported)						
Not recorded / not known	30	5	3	2	3	13
Moved from another hostel (planned)	145	57	53	42	48	200
Relationship breakdown	136	29	26	14	68	137
Discharge from institutions	52	13	16	10	24	63

Table 10 (below) shows the measures used to report on the Supported Housing Move On Protocol.

The figures for the number of assessments completed and the RAG rating fluctuate over the year and the figures given here are a snapshot of those assessments completed as of the last day of each quarter.

3b. Table 10 – Supported Housing Move On Protocol

Move on assessments completed in the quarter	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Total assessments added		473	534	636	459	
• Number of 'red' (likely to require long-term support)		83	92	148	117	
• Number of 'amber' (further support required)		278	352	372	275	
• Number of 'green' (ready to move to independent living)		112	90	116	67	
Tyne and Wear Homes applications submitted in the quarter						
Total applications submitted		25	69	29	26	
• Number of 'qualifying'		13	16	6	5	
• Number of 'non qualifying'		0	8	3	1	
• Awaiting decision		12	25	14	16	
• Information not given		0	20	6	4	
Move on destination						
Total number of discharges	1,313	362	332	302	319	1,315
• Supported accommodation	365	109	107	103	135	454
• Friends and family	246	61	73	34	40	208
• Independent tenancy	261	59	43	59	63	224

Table 10 shows that the number of discharges over a year has remained static with 2015-16.

Table 10 shows that there was a 24% increase in the numbers of people whose move was to another supported accommodation placement, as we noted earlier some of these will be positive, i.e. a move from crisis accommodation to a lower level of support but we need to look in more detail at those moves that are between provision of a similar level of support and why that move was necessary and not a move out of supported accommodation and to independence. As table 10 also shows that when compared to 2015-16 there was a 14% fall in the numbers of people who moved to an independent tenancy this year.

Table 11 (below) reports on the measures used to monitor the Prevention of Eviction from Supported Housing Protocol. It shows that the numbers of evictions continue to decrease with a 24% decrease in 2016-17 compared to the previous year.

Table 11 also shows that the majority of evictions (70%) continue to be from crisis accommodation and that in the main, violence or disruptive behaviour was the reason given. Where there has been an eviction for violence without notice being given we would continue to expect that such incidents were reported to the police and that in instances where there has been a pattern of disruptive behaviour we would still expect a degree of notice to have been given to the client and there not to have been an immediate eviction without notice.

3c. Table 11 – Prevention of Eviction from Supported Housing Protocol

	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Total number of evictions	251	57	50	40	44	191
• Evictions from crisis accommodation		28	34	26	31	119
• Evictions from supported accommodation		16	11	9	7	43
• Evictions from accommodation for young people		13	5	5	6	29
Total number of Notice to Quits (NTQ) issued		65	64	86	51	266
• NTQs resulting in eviction		17	19	13	14	63
• NTQs issued and client still in accommodation		48	45	73	37	203
Reason for eviction (served NTQ)						
• Violence to staff or other residents		24 (2)	18 (4)	9 (3)	11(1)	62
• Disruptive behaviour		10 (2)	13 (4)	13 (5)	18 (7)	54
• Drug / alcohol abuse		2 (0)	3 (0)	6 (0)	2 (0)	13
• Rent arrears		9 (7)	6 (6)	7 (4)	6(5)	28
• Theft		3 (2)	6 (1)	2 (1)	2(0)	13
• Other		9 (4)	4 (4)	3 (0)	5(1)	21
Move on destination						
• Crisis or supported accommodation		4	3	4	2	13
• No forwarding address		37	40	23	32	132
• Friends and family		10	7	8	5	30

Table 11 (above) shows that 266 NTQs were issued with 24% of those resulting in the eviction of the client, but in the majority of cases where an NTQ was served the client remained in that accommodation within the recording quarter.

For 69% of those evicted in 2016-17 no forwarding address was given, and in the two week period immediately following the eviction, in both Q3 and Q4 only 2 people were reported as found by the street outreach team. As we shall see later a high proportion of those who are found sleeping rough do give either eviction or abandonment of supported accommodation as their reason and we need to seek a more sophisticated way of tracking the outcomes for some of the most complex of clients.

4. Young people at risk of homelessness

Table 14 (below) shows a 30% decrease in the number of 16 and 17 year olds presenting in housing need in 2016-17 compared to the previous year. The analysis from YHN Young Peoples Service (YPS) who provide this service is that welfare reform has led to a decrease in the numbers of 16 and 17 year olds who are asked to leave the family home. They also suggested that publicity around the welfare reform changes aimed at 18-21 year olds has also had an impact in deterring young people from seeking accommodation outside the family home.

There was anecdotal evidence presented by YPS that young people didn't want to present or seek advice at the Housing Advice Centre and indeed presentations at HAC from this age group have fallen by 45% over the year. YPS have also noted that young people may be seeking other sources of advice and that they have been made aware through visiting [Space 2 Youth project](#) that they have a number of young people 'sofa surfing' so they are now doing a drop in to advise young people of the routes into accommodation and have been briefing staff too. This should ensure that young people are provided with appropriate advice and information on youth homelessness

4a. Table 12 – 16 and 17 year olds in housing need (YHN's Young People's Service)

Young people in housing need	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Total referrals to service	270	55	54	36	45	191
Total admits to service		56	51	30	41	178
Presentation source						
Application to Tyne and Wear Homes	101	18	17	6	15	56
Housing Advice Centre	92	17	24	10	17	68
Referrals from 16+ team	77	21	10	14	13	58
Outcomes (case closed in the quarter)						
Remained in existing accommodation	59	18	10	9	11	48
Referred to supported accommodation	38	7	8	8	7	30
Non-engagement – no further contact	50	1	2	7	7	17
Under 18 year old care leaver – floating support	41	11	4	4	4	23
Statutory homelessness	0	0	0	0	0	0

Table 13 (below) shows a rise this quarter in admits to provision expressly commissioned for 16 to 24 year olds but a fall of 17% in total over the year. It shows that relationship breakdown accounts for 48% of admissions, with 19% of clients moving from another supported accommodation setting.

4b. Table 13 – Admits to supported housing (16 to 24 year olds)

Admits to supported housing (16 to 24 year olds)	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Total number of admits	271	54	57	52	62	225
Reasons for admit (top 3)						
Relationship breakdown (parents / family)	151	23	23	21	41	108
Moving from another support setting	38	10	15	8	9	42
Crisis	29	13	7	3	4	27

Table 14 (below) shows that the main outcome in Q4 was a move to another supported accommodation. With this also being the highest outcome over the year.

c. Table 14 – Discharges and outcomes from supported housing (16 to 24 year olds)

Outcomes from supported housing (16 to 24 year olds)	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Total number of discharges	246	64	62	50	50	226
Move on destination						
No forwarding address	32	14	11	6	6	37
Family or friends	84	18	24	13	9	64
Other supported accommodation	82	21	14	16	25	76
Independent tenancy:	46	8	2	10	6	26
• YHN	27	5	1	6	2	14
• Private rented	10	2	0	2	1	5
• Housing association	9	1	1	2	2	6

The case study below is an example of the work done by the Young Peoples Service in supporting clients

Case study – YPS Homelessness prevention

17 year old female was living in supported accommodation had been served a notice to quit on her placement due to drug misuse.

- As part of the Prevention from Eviction in Supported Housing protocol YHN YPS homeless prevention became involved in the case & secured the young person alternative accommodation away from the client's previous peer group While in new placement the drug use reduced
- Client was supported to access the correct benefits & to attend college through which they were subsequently successful in obtaining an apprenticeship in hairdressing
- Supported to make housing application with YHN, bid and secure tenancy. Successful application for essential items made through Supporting Independence Scheme
- Supported to set up utility bills, payment plans, meet with tenancy housing officer & become familiar with all aspects of independent living. Applied to charities for extra funding where appropriate & supported client with supervised spends
- Has been living independently for 6 months & is sustaining tenancy without issue

Table 15 (below) shows the discharges from YHN's Young People Service's floating support provision, showing that 92% of those discharged were maintaining their independent tenancy when support ended.

4d. Table 15 – Discharges and outcomes from floating support (16 to 24 year olds)

Outcomes from floating support (16 to 24 year olds)	2015-16	16-17 Q1	16-17 Q2	16-17 Q3	16-17 Q4	2016-17
Total number of discharges	193	53	54	52	54	161
Outcome						
Maintain independent tenancy	90	31	48	37	32	148
Move to other supported housing	24	5	1	4	6	16
Family / friends	28	7	5	9	11	32
Custody	2	0	0	0	0	0
No forwarding address given	25	1	0	0	5	6
Other	6	5	0	0	0	5

YHN Young Peoples Service have been responding to the changes in Welfare Reform impacting on 18-21 year olds who no longer have automatic right to have their housing costs paid for through housing benefit. They have assessed and contacted all young people who are live and able to bid on property through Tyne & Wear Homes to see if they fit the exempt criteria set by Government and the early indicators are that the majority of applicants are exempt, mainly as they have a child, are care leavers or have already lived in a hostel. There are a smaller number who are working and can afford to maintain a tenancy. The smaller number who are not in the exempt category have been advised of the changes and their application either closed with their agreement or left pending until their circumstances change due to employment and affordability.

5. Multiple exclusion and rough sleeping

Table 16 shows us that there has been a steady decrease in the numbers of individuals found sleeping rough each night, with a 14% fall in the numbers over the full year. There has been a rise in numbers of people who return to sleeping rough over the year but both the stock and flow of rough sleepers have seen a decrease and that over year we have met our No Second Night Out commitment.

5a. Table 16 – People sleeping rough and social needs

Rough sleepers	2015-16	16-17	16-17	16-17	16-17	2016-17
		Q1	Q2	Q3	Q4	
Average found per night	6	6	5	3	4	5
Individuals:	302	100	72	46	42	260
• Stock	158	51	28	24	18	122
• Flow	125	39	36	16	19	110
• Return	17	10	7	6	5	28
No Second Night Out eligible / compliant	9/9	2/2	2/2	4/4	2/2	10/10
Social needs (confirmed)						
Drugs	153	49	38	28	24	139
Alcohol	77	28	24	20	12	84
Mental health	48	15	12	14	5	46
Offending	113	42	32	24	20	118

The high level of confirmed needs shown in Table 16 (above) is indicative of a complex client group and the case study below demonstrates the difficulties in engagement and relapse over a period that can be typical with the entrenched rough sleeper

Case study – Rough sleeping

Dave 27 year old male:

- History of poly drug use, poor mental health & offending
- Contact with homelessness services from 20 years old
- 15 placements in emergency or supported accommodation
 - Ask to leave on 9 occasions (rent arrears, threatening behaviour, drug use)
 - Abandoned on 1 occasion
 - Moved on 5 times
- 3 periods of contact with MET
- Excluded from Harm Reduction & MET Drop-In, Police called to services twice in last week due to aggressive and threatening behaviour
- Limited housing options due to history & current behaviour

Shelter have again noted an increase in the number of people that they have seen this quarter who are self-reporting as sleeping rough. Whilst a number of presentations relate to clients with a connection elsewhere because they are a regional office, they reported 48 clients in Q4 (compared to 29 in Q2, and 31 in Q3) who were street homeless. It is likely that a number (if not all) of those clients are included in the individuals counted in table 16.

5b. Table 17 – Reasons for rough sleeping and outcomes

Reasons for rough sleeping	2015-16	16-17	16-17	16-17	16-17	2016-17
		Q1	Q2	Q3	Q4	
Evicted / abandoned accommodation	153	29	30	16	16	91
Unknown	198	44	27	11	8	90
Relationship breakdown	39	19	14	15	7	55
Discharge from institutions	21	7	6	0	5	18
Outcomes (top 3)						
Accommodation secured	67	12	11	9	4	50
No further contact / disappeared	49	33	44	20	20	131
Returned to existing accommodation	6	8	9	1	0	18

Table 17 shows us that for a majority of those found the engagement ended with no further contact / disappeared. This reflects in a small part the transient nature of some of those found, but is also reflective of a difficult and challenging client group. Our ambition however must be to find a way to engage with this group in way that increases the positive outcomes. The development of the rough sleeping social impact bond is one of the approaches being developed. At a recent round table in Newcastle on how to tackle rough sleeping chaired by Professor Suzanne Fitzpatrick (Heriot Watt University) there was an acknowledgement of the existing good practice in Newcastle to tackle this issue but also an understanding of the challenges faced and that it is not an issue that housing agencies alone can tackle.

Through the Homelessness Prevention Trailblazer (see section 6 below) we will seek to strengthen our evidence and understanding of this client group through the use of 'real time' data to help us with identifying opportunities for prevention and reducing the flow of rough sleepers through targeted interventions by identifying those at risk due to welfare reform, the use of adaptive commissioning and cost benefit analysis of individual cases.

Table 18 – Housing First admits – reason for admission and social needs

Housing First admissions	2015-16	16-17	16-17	16-17	16-17	2016-17
		Q1	Q2	Q3	Q4	
Admissions to Housing First	30	0	5	0	0	5
Clients in prep work at the end of Q2		11	11	11	2	
Clients in tenancy at the end of Q2		34	31	31	29	
Reason for admission						
Not known / not recorded	9	0	0	0	0	0
Moving from a hostel	11	0	0	0	0	0
Crisis / rough sleeping	7	0	5	0	0	5
Relationship breakdown	5	0	0	0	0	0
Social needs						
Offending	15	0	3	0	0	3
Alcohol	6	0	0	0	0	2
Drugs	13	0	2	0	0	2
Mental health	6	0	1	0	0	1

Table 18 shows that no new clients were admitted to the Housing First service in Q4. 24 referrals were made to the service in Q4 with 12 refused for not meeting the criteria for the service. Of the other clients who were accepted they weren't admitted to the service in Q4.

6. What we are doing

Previously we have listed ongoing actions and responses under each grouping above. In order to show the cross-cutting nature of many of our interventions and to move away from a grouped silo response to issues, we are highlighting the main interventions here. All of our ongoing actions to address the issues raised in these quarterly briefings, at the Homelessness Prevention Forum and from ongoing consultation with partners are all detailed in our Homelessness Strategy [action plan](#).

Longer-term prevention

- [Homelessness Prevention Trailblazer](#) – Newcastle's approach was agreed by the Newcastle City Council's Cabinet on [13 February 2017](#). This programme will run for two years from January 2017 with £936k of government funding to strengthen our citywide culture to make the prevention of homelessness everyone's business and homelessness crisis the exception. This includes:
 - Inclusion plans – based on our Universal Credit Triage Trial (agreed by Cabinet in September 2014), to support a citywide approach to creating the foundations for a stable life by routinely identifying the risk of homelessness and promoting early intervention to mitigate the risk. This work has begun and updates will be given as it develops at future Newcastle Homelessness Prevention Forums
 - Workforce development – to support implementing the Inclusion Plans
 - A multi-disciplinary team – to support the embedding of integrated casework on housing, financial and employment issues. Recruitment for this team is ongoing
 - Governance arrangements – to integrate services, with an Inclusion Board involving senior level representatives of all relevant organisations
 - Analytics, cost benefit analysis and exception reporting – to strengthen evidence and feedback loops to enable us to identify opportunities for prevention and to develop consensual monitoring
 - Outcomes based commissioning – leading to payment by results
 - Mandate from the Ministerial Working Group on Homelessness for Newcastle City Council and Jobcentres to run a pilot intended to identify clients earlier with a risk of homelessness related to the benefit administration and unemployment
- The [Homelessness Reduction Act 2017](#) received Royal Assent on 27 April 2017 and will be implemented next year. Act will increase local authorities' duties to prevent and respond to homelessness, including for single people currently defined as not being in statutory need. This will require local authorities to take comprehensive and proactive approaches to preventing homelessness, based on understanding the needs of their residents and developing proportionate responses to reduce risk. Newcastle already works in this way and we are well placed to meet these challenges. However, we must do this in the context of reducing resources and likely increased demand.
- We have reviewed the [Sustaining Tenancies Guidance](#) and extended the guidance to Byker Community Trust including a partnership response with Shelter to offer advice and assistance to affected tenants.
- Developing wider homelessness prevention measures for non-commissioned partners. This quarter we have included information on homelessness prevention work carried out by Crisis. This work is still in a formative stage. We will continue to work with partners to refine the information collected and this will develop with work being done to implement the Homelessness Prevention Trailblazer. We have included figures from Crisis in this quarters briefing.

Crisis responses

- Consolidating [Preventing Evictions from Supported Housing and Supported Housing Move On Protocols](#) – we are developing a reporting framework of measurable outcomes for each protocol that links to contract compliance and accountability
- [Entrenched Rough Sleeping Social Impact Bond](#) – on 21 December 2016 the DCLG announced £1.5m of funding for Newcastle for an Entrenched Rough Sleeping Social Impact Bond, which will complement our Homelessness Prevention Trailblazer programme.

Welfare reform, austerity and destitution

- Introduction of lower benefit cap – The lower benefit cap for newly affected households was implemented in Newcastle from 26 December 2016. Before the implementation the families on the DWP's estimated list of those who would be affected were offered support to improve their financial situation from the Council's Active Inclusion Service (private and Registered Social Landlord (RSL) tenants) and YHN (their own tenants). This coordinated citywide approach to support has included checking for exemptions, providing budgeting and debt advice (including liaising with landlords) and providing employment support. Both the Active Inclusion Service and YHN are continuing to support affected households
- Proposal for joint homelessness prevention initiative with the DCLG and the DWP – Our response to Universal Credit includes providing Personal Budgeting Support and access to digital support to help residents to make and maintain online claims, and collocating 3 YHN workers in the jobcentres. As part of the Homelessness Prevention Trailblazer programme we are working with the DCLG and the DWP to develop Universal Support, such as improving the alignment of the Claimant Commitment (the agreement that the DWP has with claimants) with our local support planning arrangements
- Newcastle Employment Support Compact – In May 2016 we established this compact with the DWP and employment support providers in the city to:
 - Identify the interconnected barriers to employment and support residents affected by the welfare reforms to access employment support at the earliest opportunity to prevent crisis
 - Improve the referral system to access benefit, budgeting, debt and housing- related support using an integrated assessment process to match residents' needs to support provision
 - Monitor and review employment support service provision

7. Consultation

This document formed the basis of discussions at the Newcastle Homelessness Prevention Forum on the 7 June and there was broad agreement on the issues raised and actions listed within the action plan. The table discussions also focused on the questions below

- What works in Newcastle for preventing homelessness?
- What would you like to change?

The forum was presented with examples of both and asked to think of their own ideas, we have listed below the ideas and evidence for each.

What works	Evidence
Active Inclusion Newcastle's homelessness prevention system & the Newcastle Gateway	Increased homelessness preventions Reduced rough sleeping No B&B
Council housing, Sustaining Tenancies Protocol & YHN prevention work	2,418 homelessness preventions in 2016-17 56 evictions from YHN in 2016-17
HAC case work & colocation of debt advisors	502 residents supported to remain in their home, 286 supported to move to a new home in 2016-17 63% engagement with lower benefit cap clients, 28% supported "off" the cap
CTV outreach	270 admits to preventative outreach in 2016-17, Q4 73% of cases with positive outcome
Active Inclusion Newcastle training	595 people trained in 2016 -17
Supporting Independence Scheme	685 awards in 2016-17, 95% sustaining tenancy after 3 months
Hospital Discharge Protocol	No discharges from hospital into homelessness

What could change	Evidence
Repeat presentations – residents with a life in crisis	229 2+ placements in to supported accommodation in 2016-17
Large hostels	Low move on rates – 224 moves to an independent tenancy in 2016-17 High evictions – 191 in 2016-17 Negative client feedback
Alignment of drug, alcohol & mental health support Begging & destitution Homeless Bill of Rights Address "underlying issues" Alignment with employment support	Drug related deaths / Unmet mental health needs High correlation with rough sleeping Negative front line feed back Risk related to work related conditionality
Housing First	Reduced capacity 60 to 35 units Concerns from Regulatory Services Academic evidence that it can work
Current system encourages crisis presentations – rather than person centred approaches	296 supported accommodation residents in 2016-17 with 2+ confirmed support needs
Disconnected systems & information sharing: Inclusion Plans	Overlapping – assessments, support plans, commissioning
Early identification of people living in private rented accommodation at risk of homelessness	38% of statutory homeless cases due to loss of private rented in 2016-17, 31% nationally

You can 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 by contacting activeinclusion@newcastle.gov.uk and copies of the action plan and the protocols and our governance arrangements can be found [here](#).

8. How to 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, the protocols and our governance arrangements are available online [here](#).

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 2017