

Active Inclusion Newcastle

Newcastle Homelessness Prevention Briefing 2017-18 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 council house 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:

- Crisis: rough sleeping: finding residents who are on the streets
- Secondary prevention: residents presenting to us at risk
- Primary prevention: upstream responses to residents at risk

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. We will look in more detail at the valuable learning from this, in section 4 of this briefing. 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 responses.

2. Homelessness Review Data – 2017-18

The emphasis of our Homelessness Strategy 2014-19 was to maximise the value of our resources to prevent homelessness. To aid our analysis we created five groupings of homelessness:

- **people owed a 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**

Whilst the prevention of homelessness remains our aim these groupings are less reflective now of the true picture of homelessness in the city than in 2014 when we completed our last strategy. Included below is the homeless review data for 2017-18 which will be the last full year of the information segmented in this way. In section 3 of this briefing we set out how we will present our information from 2018-19 in the context of the Homelessness Reduction Act 2017, which provides opportunities to focus more on the people affected by homelessness than the process.

2.a People owed the full homeless duty

Table 1 – People owed the full homeless duty - household types and social needs

Total households	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Households owed the full duty	182	42	66	46	63	217
Household type (top 3)						
Lone parent with dependent child	91	27	33	28	22	110
Couple with dependent children	43	10	14	9	15	48
Single person household aged 18+	32	4	15	7	17	43
Social needs (confirmed)						
Mental health	49	10	19	11	14	54
Physical health	51	10	20	8	9	47
Persons from abroad	10	7	6	4	6	23

Table 1 (above) shows a 19% rise in the numbers of households for whom the full homelessness duty was owed in 2017-18 and that there was a rise (34%) in the numbers of single person households who were accepted.

Table 2 (below) shows only a small increase in the numbers of households accepted under this duty after leaving Home Office (asylum support) accommodation. From April 2018 there was a change in the way notifications were received by the authority and we are no longer provided with any longer lead in time about the change in a household's immigration status despite the pressure this can place on our homelessness provision. In May 2018 this resulted in cases where, with two large families, we have had to seek costly temporary solutions to avoid homelessness. This issue has been raised via the Council's Cross Council Migration Group and it was agreed that the Council would seek information on any large families currently being supported by asylum accommodation providers, and request notification being given again of future families being dispersed in to the area.

Table 2 – People owed the full homeless duty - causes of homelessness and outcomes

Causes of homelessness	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Loss of private rented	70	22	19	13	15	69
Parents asked to leave	20	3	8	3	11	28
Violent relationship breakdown	21	5	8	7	6	26
Required to leave Home Office (asylum support) accommodation	10	2	3	2	6	13
Relatives / friends asked to leave	16	4	6	8	7	25
Outcomes						
Rehoused by YHN	120	45	21	42	32	140
Rehoused by housing association	14	1	0	3	6	10
Rehoused by private rented	4	0	0	3	2	5
Refused offer	1	0	1	3	4	8

Table 2 (above) shows the loss of private rented continues to be the biggest-cause of homelessness for those households accepted under the full duty, with no change on the previous year. This continues to mirror the national position and reflects the lack of security in this tenure. As noted in the [Crisis Homelessness Monitor \(2018\)](#)

“The vast bulk of the recently recorded increase in statutory homelessness is attributable to the sharply rising numbers made homeless from the private rented sector, with relevant cases having quadrupled over the period – from less than 5,000 per year to over 18,000.....With homelessness acceptances prompted by mortgage repossessions or by social sector rent arrears remaining at historically low levels, it is beyond doubt that statutory homelessness is now far more closely associated with ejection from the private rented sector than from either of the other two major tenures.”

In response to the Homelessness Reduction Act (HRA) we have developed an offer to assist private landlords and tenants to prevent homeless and increase access, this includes;

- providing budgeting support to tenants to enable them to prioritise their rent payments
- arranging realistic and sustainable repayment arrangements for any rent arrears
- acting as a gateway into other services from which tenants may benefit, such as the Employment Support service to help and support find the right training or employment, and our specialist Welfare Rights Service for help with benefit issues

- liaising directly with our with dedicated contacts at Jobcentre Plus to help resolve issues caused by benefit delays and, more recently, by the implementation of the Universal Credit housing element that is replacing housing benefit. We can help tenants request the Managed Payment to Landlord to enable rent payments to be paid to you directly
- working with landlords and tenants in bringing tenancies to an end in a planned manner in those situations where it is no longer affordable or sustainable.
- liaison with other council services such as Social Care and Revenues and Benefits
- dedicated consultancy line for landlords to access the service
- the Fairer Housing Unit to secure access to an additional 200 private tenancies that meet the Suitability Order 2012 standard and they have relaunched their accreditation offer, this includes: discounted training, free property advertising, access to Empty Homes Grants and Loans and the Rent Deposit Scheme

Table 3 (below) shows the number of people for whom we owed a statutory duty to provide temporary accommodation and the provision used to discharge that duty. There has been a 17% increase in admits to Cherry Tree View since 2016/17 with the majority being non-statutory admits. The majority of admits where a statutory duty has been owed have been accommodated in alternative commissioned accommodation.

Table 3 – Use of temporary accommodation

Statutory use of temporary accommodation	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Cherry Tree View (CTV)	109	28	34	21	34	117
Other accommodation	154	42	32	54	47	175
Domestic violence refuges	5	1	1	0	0	2
Total	268	71	67	75	81	294
Other CTV placements	131	35	46	41	31	153

The role of CTV in upstream homelessness prevention is shown in table 4 (below) which shows us the admits to the Preventative Outreach Service. There has been a 50% fall in the number of admits to this service in 2017-18. This includes a 60% fall in Sustaining Tenancies referrals made to the service. This fall is a result of improved targeting of referrals. The change to the referral process was part of a review of the Sustaining Tenancies Guidance and has meant that referrals sent through to CTV whilst a lower number are more efficient and likely to benefit from the support on offer.

Table 4 (below) shows that Sustaining Tenancies referrals still account for the highest number of referrals to the service. A high number of referrals to this service are also for households who have had a placement in CTV and need some additional help when moving on to tenancy that is suitable and sustainable

Table 4 - Admits to Cherry Tree View preventative outreach

CTV preventative outreach clients – admits and reason for admit	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Total admits to service	270	46	39	28	20	133
• CTV move on cases	71	16	14	14	9	53
• Homelessness prevention	40	6	2	4	5	17
• Sustaining tenancies referrals	159	24	23	10	6	63

Table 5 (below) shows a 9% fall in the numbers discharged in 2017-18. There is a high level of successful outcomes for this service with 75% of households discharged with a positive outcome. The challenge in the coming year will be to maintain this performance but also to learn from the interventions which are successful and which will support the development of the service to reach more at risk households.

Table 5 - Discharges from Cherry Tree View preventative outreach

CTV preventative outreach clients – Discharges	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Total discharges from service	151	47	74	12	5	138
• Client sustaining tenancy	99	35	53	11	4	104
• Client failed to engage	27	7	19	1	1	28
• Rehoused to supported accommodation	2	0	0	0	0	0
• Evicted – no further contact	8	4	2	0	0	6

2.b People at risk of homelessness

Table 6 (below) shows that there has been little change in 2017-18 in the number of emergency out of hours calls received but there has been an increase in both First Point contact cases and in HAC casework which has seen a 11% rise.

Table 6 shows that in 2017-18 there was 9% increase in single person households who presented at risk of homelessness, whilst households with dependent children rose by 17% Table 7 shows that there was a 14% fall in 2017-18 in those households presenting because of losing or fear of loss of private rented and the biggest reason for presentations in this group are those where relatives or friends have asked to leave. This fall goes against the national trend which is seeing a rise in the people seeking assistance. Following the new monitoring that accompanies the HRAct the potential for this split is reduced as there is a tighter statutory definition on the reasons for presenting.

Table 6 – People at risk of homelessness contacting the Housing Advice Centre (HAC)

People at risk of homelessness	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Emergency out of hours calls	700	157	165	168	185	675
General HAC calls	2,365	635	655	430	355	2,075
First point advice	1,051	328	388	327	328	1,371
HAC casework	1,815	496	534	479	505	2,017
Household type – Casework clients (top 3)						
Single male aged 18+	900	227	246	234	256	963
Household with dependent children	391	108	119	107	125	459
Single female aged 18+	279	86	99	71	63	319

There was a rise in 2017-18 of people being assisted to find alternative independent housing, again this correlates with the rise of people sofa surfing with family and friends as they would be given advice on obtaining their own tenancies in the main as opposed to HAC negotiating for them to remain in living arrangements that were prone to breaking down.

Table 7 – Causes of homelessness and outcomes for people at risk of homelessness receiving casework interventions at the Housing Advice Centre

Reasons for presenting (top 3)	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Loss or fear of loss of private rented	235	45	47	41	32	207
Relatives / friends asked to leave	222	45	73	56	70	244
Parents asked to leave	172	44	38	41	49	172
Outcomes						
Advice – remain in accommodation	502	111	121	100	101	433
Rehoused to supported housing	294	100	80	80	71	331
Rehoused to independent tenancy	286	93	111	114	97	415

Table 8 Homelessness preventions

Homelessness prevention	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Total homelessness preventions	4,164	1,374	1,298	1,063	1,141	4,876
Homelessness prevented	3,975	1,342	1,254	1,019	1,110	4,725
Homelessness relieved	189	32	44	44	31	151
Prevention activities (top 3)						
Resolving rent / service charge arrears	1,057	382	312	300	569	1,263
Rehoused to supported accommodation	1,169	293	334	251	297	1,175
Resolving Housing Benefit problems	759	195	230	176	176	777
Use of Discretionary Housing Payments (DHP)						
DHP awards	28	18	6	5	17	46
Social housing evictions						
YHN evictions	58	19	19	19	4	61
Partner homeless preventions						
Crisis		50	86	114	107	357
Shelter		40	50	48	68	206

Table 8 (above) shows that there has been a 17% rise in 2017-18 in homelessness preventions. Resolving rent / service charge arrears has risen this year partly as result of a change in how the YHN Advice and Support team recorded outcomes and includes cases which would previously have been listed under debt advice. Under the changes introduced by the HRAct we will still be recording our homelessness preventions but the breakdown will be different. Our model of homelessness prevention is based on the earliest possible intervention and that the prevention of homelessness should be everyone's business and not just a crisis response therefore our recording will seek to record all interventions including those outside the 56 days that the new national monitoring system doesn't account for. There is more information on this in section 3.

Of the 107 preventions reported by Crisis this quarter, 36 were cases where a client was supported to remain in their existing accommodations whilst 71 clients were assisted to find accommodation in the main this was through a supported accommodation placement or assistance to secure a private rented property. There may be some crossover with this number in to the clients seen at HAC and referred via the Gateway by other services and we will work with Crisis to improve our understanding of who is at risk of homelessness, the causes and the effectiveness of our responses, to minimise double counting and confusion.

For those supported by Crisis to remain in their accommodation a range of interventions were deployed including applications to the Supporting Independence Scheme and negotiating for alternative payment arrangements for those in receipt of Universal Credit. They also reported a rise in people approaching for assistance with energy costs and referrals to foodbanks

For Shelter, the 68 homelessness preventions for Newcastle residents were due to advice to remain in accommodation and of these 32 had been supported to retain their accommodation.

Table 10 (below) shows a rise in the numbers of referrals received from the hospitals in 2017-18 with the notice received directly from the hospitals. The establishment of a relationship with the discharge facilitators (particularly those within NTW) has opened far better channels of communication than were previously available and has contributed to this rise. Again, in all cases an offer of accommodation or reconnection has been made.

Table 10 – Hospital discharge referrals (direct from hospital)

Hospital discharge referrals	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Total number of referrals	65	22	18	21	19	80
General (RVI and Freeman)	39	12	10	12	9	43
Mental health	26	10	8	9	10	37
Outcomes						
Accommodation secured	27	15	7	10	11	43
Returned to friends and family	1	1	0	0	1	2
Returned to own tenancy	7	2	1	2	1	6
Admitted to CTV	4	0	0	0	0	0
Homelessness presentation – no notice	1	0	0	0	0	0
Out of area case – referred back	16	2	7	4	2	15
Advance notice – not yet ready for discharge	8	2	4	5	4	15

We will build on the [Hospital Discharge Protocol](#) to develop the duty to refer introduced with the HRAct, which will be effective from October 2018. We are working with the Tyne and Wear and Northumberland Homelessness Operational Group to develop a similar approach to the management of discharges from prison and to assist prisons and Probation with the duty to refer.

Table 9 (below) shows little change in the number of clients presenting to HAC from custody. As ever these figures come with the caveat that they relate to those where leaving prison is the direct reason for their presentation, in all cases an offer of accommodation was made.

Table 9 – Prison release referrals

Prison release referrals	2016-17	17-18	17-18	17-18	17-18	2017-18
		Q1	Q2	Q3	Q4	
Number of referrals to HAC	44	11	10	13	12	46
Outcomes						
Accommodation secured	36	9	6	10	9	34
Out of area case – referred back	2	2	2	1	2	7
Refused accommodation offer	4	0	1	2	1	4
Recalled to prison	1	0	0	0	0	0
Returned to previous accommodation	1	0	1	0	0	1

Outside of presentations to HAC from those in custody, there were an additional 19 placements into supported accommodation via Gateway for clients leaving custody where their referral was made by probation or Shelter resettlement teams within the prison

2.c People living with housing support

Table 11 (below) shows us that there has been a 14% fall in 2017-18 in the number of admits to supported accommodation and an 8% fall in the number of individuals that this relates to. There was a rise in admits to all forms of accommodation including crisis provision and the 5 emergency beds. (this review covers the period to the end of April 2018, the additional 6 emergency beds became available from the beginning of May)

Table 11 – Supported accommodation admits, reason for admission and social needs

Supported accommodation admissions	2016-17	17-18	17-18	17-18	17-18	2017-18
		Q1	Q2	Q3	Q4	
Total number of admits	1,307	292	241	290	307	1,123
• Emergency beds	160	37	28	43	38	146
• Crisis accommodation	497	101	86	100	114	401
• Supported accommodation	621	154	127	147	155	576
Total number of individuals	829	242	207	235	263	760
Reason for admission (crisis)						
Not recorded / not known	18	2	9	24	26	61
Move from another hostel	168	33	48	41	32	154
Relationship breakdown	159	23	13	5	16	57
Discharge from institution	125	23	13	11	17	64
Reason for admission (supported)						
Not recorded / not known	13	6	7	28	13	50
Moved from another hostel (planned)	200	54	38	44	66	162
Relationship breakdown	137	46	31	38	36	128
Discharge from institutions	63	15	14	19	24	80

On the advice of Ministry of Housing, Communities and Local Government and to meet our duty to relieve homelessness, from the 1 May 2018 all assessments added to Gateway where the referral agent identifies a need for crisis or supported accommodation have been highlighted to the Housing Advice Centre so that the housing need and local connection can be assessed and allows them to approve the use of commissioned accommodation.

Table 11 shows an 8% fall in the admissions to the emergency beds. As part of our response to the HRAct and to prepare for a possible increase in the numbers of people for whom we will need to seek to prevent homelessness we increased the number of emergency beds available in the city from the current 5 to 11. In April 2018 there were 10 days where there were no voids available. Table 11 shows an increase of over 200% in the number of admits where the reason given for admission was not recorded / not known. Q3 was the first quarter where the Active Inclusion Unit didn't run a second stage data cleansing process on this figure and the rise in the last two quarters of 2017-18 in this figure shows the impact this change has had. This will be addressed through the regular contract meetings that Commissioning hold with the relevant contract managers.

A move from another hostel continues to remain the highest reason for admission for both Crisis and Supported accommodation (Table 11) and this taken with a fall in the number of individuals overall being admitted leads to a concern of people being moved around a system rather than being supported to move out.

Table 12 shows that there has been a 14% fall in 2017-18 in the number of discharges and a 10% fall in the numbers of people who move out to an independent tenancy. Table 12 shows that providers have assessed 94 clients in Q4 of this year as being ready and capable of managing independent living. We need to address the apparent disconnect between those apparently ready to live independently and those that do. As part of the adaptive management approach to commissioning we will be looking to revise the Supported Housing Move on Protocol and taking a fresh look at the move on panel meetings and revising its purpose and terms of reference.

Table 12 – Supported Housing Move on Protocol

Move on assessments completed in the quarter	2016-17	16-17 Q4	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4
Total assessments added		459	632	531	508	
• Number of 'red' (likely to require long-term support)		117	158	141	135	
• Number of 'amber' (further support required)		275	356	295	279	
• Number of 'green' (ready to move to independent living)		67	118	95	94	
Tyne and Wear Homes applications submitted in the quarter						
Total applications submitted		26	37	41	28	106
• Number of 'qualifying'		5	8	8	6	22
• Number of 'non-qualifying'		1	0	1	1	2
• Awaiting decision		16	26	30	15	71
• Information not given		4	3	1	6	10

Move on destination	2016-17	17-18	17-18	17-18	17-18	2017-18
		Q1	Q2	Q3	Q4	
Total number of discharges	1,315	275	293	288	303	1,118
• Supported accommodation	454	91	62	70	80	302
• Friends and family	208	34	39	32	36	141
• Independent tenancy	224	44	49	54	55	201

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Table 13 (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 fall in 2017-18 compared to the previous year and a 25% fall on the numbers in 2015-16.

We can see that most evictions (62%) continue to be for violence to staff or other residents or for disruptive behaviour and that they are mostly (63%) from crisis accommodation.

Table 13 does show a significant fall (38%) in the numbers of Notice to Quits being issued. Where there has been an eviction for violence without notice being given we would expect that such incidents were reported to the police and that in instances where there has been a pattern of disruptive behaviour we would expect a notice to have been given to the client about addressing their behaviour and there not to have been an immediate eviction without notice. [The Prevention of Eviction from Supported Housing protocol](#) is clear that other than in instances of violence or a serious threat to staff or other resident's clients should not be asked to leave the provision without a notice being served and be given an opportunity to adapt behaviour accordingly.

Table 13– Prevention of Eviction from Supported Housing Protocol

	2016-17	17-18	17-18	17-18	17-18	2017-18
		Q1	Q2	Q3	Q4	
Total number of evictions	191	44	39	56	53	187
• Evictions from crisis accommodation	119	23	21	35	39	118
• Evictions from supported accommodation	43	16	13	19	14	67
• Evictions from accommodation for young people	29	5	5	2	0	14
Total number of Notice to Quits (NTQ) issued	266	53	59	42	20	166
• NTQs resulting in eviction	63	9	18	21	8	56
• Evictions without NTQ	128	35	41	35	45	156
• NTQs issued and client still in accommodation	203	44	23	21	12	100

Reason for eviction						
• Violence to staff or other residents	62	19	13	14	20	66
• Disruptive behaviour	54	11	13	11	15	50
• Drug / alcohol abuse	13	1	4	8	3	16
• Rent arrears	28	4	4	10	7	25
• Theft	13	1	0	1	1	3
• Other	21	3	5	12	8	28
Move on destination						
• Crisis or supported accommodation	13	3	2	5	5	17
• No forwarding address	132	30	29	44	43	146
• Friends and family	30	5	4	1	1	11

For 78% of those evicted in 2017-18 no forwarding address was given, but for the two-week period immediately following the eviction only 15% of those evicted were reported as found by the street outreach team either sleeping rough or begging.

At the last Newcastle Homelessness Prevention Forum (March 2018) it was agreed that the Outcome Focused Commissioning, Service Improvement Lead would undertake a piece of work with one of the providers of crisis accommodation to look in more detail at the evictions from that provision to see if there were any commonalities or patterns within the evictions that may help us to better target our interventions. We will report back on this work through future reviews and at the September Homelessness Prevention Forum. There is more information on the Outcome Focused Commissioning approach in section 4.

2.d Young people at risk of homelessness

Table 14 (below) shows there has been a fall (15%) in 2017-18 in 16 and 17-year olds presenting in housing need.

Table 14 – 16 and 17-year olds in housing need (YHN's Young People's Service)

Young people in housing need	2016-17	17-18	17-18	17-18	17-18	2017-18
		Q1	Q2	Q3	Q4	
Total referrals to service	191	42	42	36	41	161
Total admits to service	178	38	36	32	30	136
Presentation source						
Application to Tyne and Wear Homes	56	19	12	6	15	52
Housing Advice Centre	68	14	14	14	7	49
Referrals from 16+ team	58	5	10	12	8	35
Outcomes (case closed in the quarter)						
Remained in existing accommodation	48	14	15	8	5	32
Referred to supported accommodation	30	8	5	4	10	27
Non-engagement – no further contact	17	4	6	6	1	17
Floating support	23	4	8	4	8	24
Statutory homelessness	0	0	0	0	0	0

Previous 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.

Table 15 – Admits to supported housing (accommodation and support commissioned for 16 to 24-year olds)

Admits to supported housing (16 to 24 year olds)	2016-17	17-18	17-18	17-18	17-18	2017-18
		Q1	Q2	Q3	Q4	
Total number of admits	225	54	45	48	58	205
Admits for 16-17 yr olds	39	3	4	14	10	31
Reasons for admit (top 3)						
Relationship breakdown (parents / family)	108	28	17	25	26	96
Moving from another support setting	42	10	10	12	15	47
Crisis	27	7	9	5	2	23

Table 15 (above) shows that in 2017-18 there has been a fall in the admits to supported housing commissioned specifically for 16 to 24-year olds but there is no change that the biggest reason for referral remains relationship breakdown with the other top 2 reasons for presenting also remaining unchanged this year, though this last quarter has seen the lowest number of admits following a crisis presentation. Within table 15 we can also see that within the cohort of 16-24 years being admitted to accommodation 16 and 17 years made up 15% of the admits this year.

Table 16 – Discharges and outcomes from supported housing (accommodation and support commissioned for 16 to 24-year olds)

Outcomes from supported housing (16 to 24 year olds)	2016-17	17-18	17-18	17-18	17-18	2017-18
		Q1	Q2	Q3	Q4	
Total number of discharges	226	51	50	49	54	204
Move on destination						
No forwarding address	37	13	17	11	6	51
Family or friends	64	12	10	10	13	45
Other supported accommodation	76	17	10	17	15	55
Independent tenancy:	26	5	11	6	15	36

Table 16 (above) shows a fall in discharges from supported accommodation but a rise in young people moving to an independent tenancy. This provides learning opportunities for the wider supported accommodation sector.

2.e Multiple exclusion and rough sleeping

Table 17 (below) shows that there was a 10% fall in individuals who would rough sleeping this year, though the average per night this year was 6, a rise from the 5 in 2016-18

Table 17 – People sleeping rough

	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Average found per night	5	7	6	7	5	6
Individuals:	260	95	47	77	35	254
• Stock	121	47	21	33	15	116
• Flow	110	34	16	26	9	85
• Return	28	14	10	18	11	53

Table 17 shows that the ‘stock’ rough sleepers make up 48% of the individuals found this year, stock referring to individuals who were also found in the previous year. This would support the view that there is a core group of multiply excluded individuals who spend time in hostels and time rough sleeping

Table 18 – Reasons for rough sleeping and outcomes

Reasons for rough sleeping	2016-17	17-18 Q1	17-18 Q2	17-18 Q3	17-18 Q4	2017-18
Evicted / abandoned accommodation	91	33	23	18	10	84
Unknown	90	22	12	23	11	68
Relationship breakdown	55	13	3	13	10	39
Discharge from institutions	18	5	3	1	3	12
Outcomes						
Accommodation secured	50	15	7	14	4	40
No further contact / disappeared	131	38	23	10	5	76
Returned to existing accommodation	18	15	7	4	4	30
Reconnection	9	1	1	25	2	29




Table 18 (above) shows that the primary reason for rough sleeping is being evicted or abandoning accommodation. This is almost exclusively from supported accommodation as opposed to independent tenancies.

The Entrenched Rough Sleeping Social Impact Bond (SIB) started working with clients in February 2018. The purpose of the SIB is to work across Newcastle and Gateshead with an identified cohort of single adults who are homeless and who have a history of rough sleeping or have been interacting with hostel services over the last 3 years or more. They are currently working intensively with 50 clients to achieve

- entry into & sustained accommodation
- better managed needs & improved health & wellbeing through engagement with treatment providers
- improved entry into education, training & access to employment opportunities

3. System change. Homelessness Reduction Act 2017

As noted we will be moving away from the 5 original groupings of residents that we used since our Homelessness Strategy 2014-19. In doing so we aim to better capture a whole system response to the prevention of homelessness whilst still capturing the information required to show our responses to residents at whichever point they enter our ‘system’

New categorisation	Pre-HRA categorisation	Risk timescale	
At risk	people living with housing support people at risk of homelessness young people at risk of homelessness	Over 57 days 	Residents identified through our “upstream” prevention projects and those who we identify using predictive data & 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 & partner agencies. These will be residents where without intervention homelessness is likely to occur within 56 days. .
Crisis	people facing multiple exclusion and rough sleepers	Already homeless 	Residents presenting in crisis to statutory services having become, or are already, homeless.
Final Duties	people owed the full homelessness duty		Some residents where the authority was unable to secure accommodation will still be owed further duties to secure suitable and sustainable accommodation

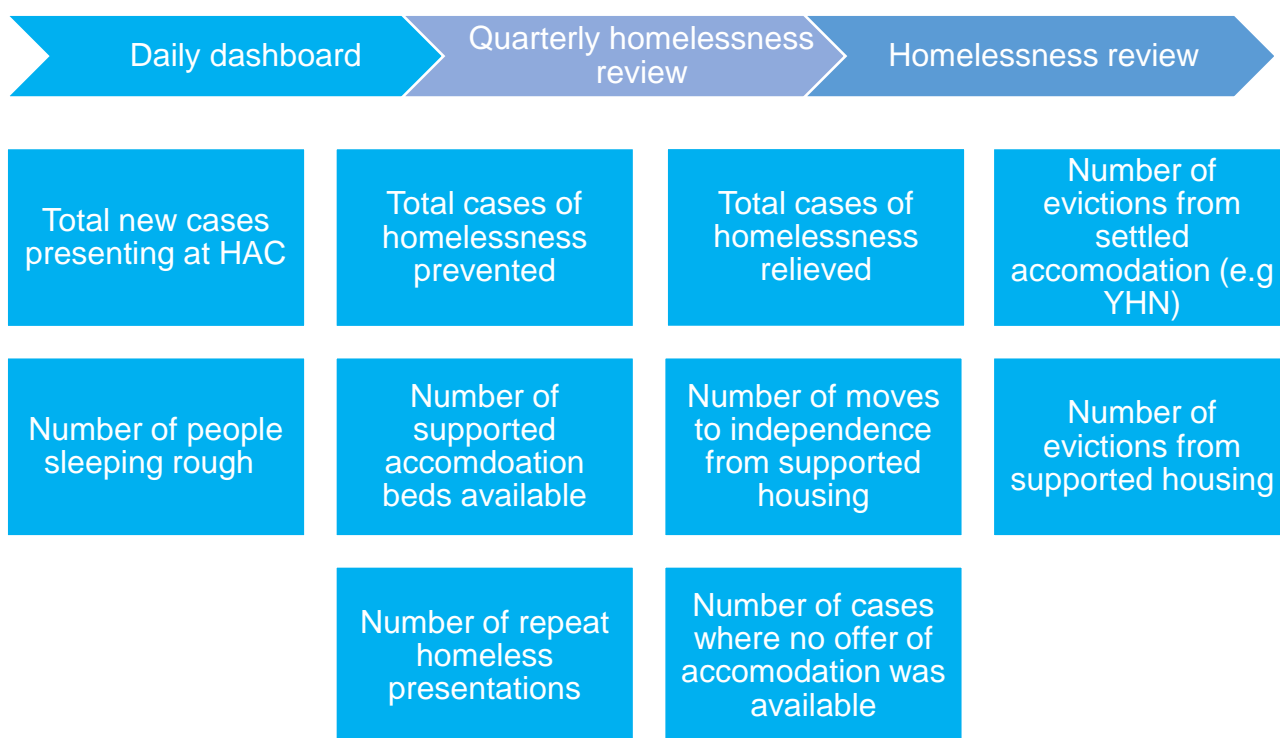
Our approach to recording our interactions with residents will cover the statutory ask of the Ministry Housing Communities and Local Government (MHCLG) for their understanding of the HRA Act but also go beyond that and demonstrate the benefit of intervening at a pre-crisis presentation stage. We know that waiting to offer support until a statutory threshold is triggered will mean more people are closer to a crisis in their lives. We aim to proactively support those households who are more likely to experience crisis.

In addition to what we know we are also building on existing strategic and collaborative processes (i.e. DHP and aligning support) to make homelessness prevention “everyone’s business”. Some of the examples around our case finding and targeted partnerships are;

- Homelessness Prevention Trailblazer (in partnership with DWP, Jobcentre Plus, Crisis and YHN)
- Multi-disciplinary Team (case finding team targeting those impacted hardest by welfare reform)
- Alignment of DHP conditionality and support
- Sustaining Tenancies Process

We are developing a daily dashboard (see below) which will help us to see in real time the interventions across the system and outcomes available. This daily count of interventions will form part of our overall review process with the aim of widening it out to include information from partners across the city supporting our aim of making the prevention of homelessness everyone's business.

This real-time collection of data should allow us to see those cases where we are collectively unable to resolve a resident's risk of homeless, where there is no solution available in some acute cases this maybe because all options have been exhausted and the person is excluded from accommodation due to risk. In seeing these things daily will allow us to develop our collective response of the needs within the city and build a real-time picture of unmet need.



Through our review process, we routinely seek to identify the causes of homelessness and the effectiveness of our responses to prevent homelessness at the earliest opportunity and, where we fail to prevent, to relieve homelessness through providing suitable and sustainable accommodation. Reviewing the data helps us to see what works and what doesn't at what stage and supports our facilitation of a citywide homelessness prevention system that aligns our resources to preventing homelessness. We use our reviews to better understand the:

- Individual, systemic and structural causes of homelessness in Newcastle
- Residents' life course and when their needs related to the risk of homelessness arise
- The 'pathways' to advice and support to prevent homelessness and create stability
- Effect of our, and partners', advice, support and accommodation responses

We will use the insights and findings from quarterly reviews to inform our 5-year Homelessness Review and strategy in 2019.

4. What we are doing – building on our Active Inclusion Newcastle Partnership

Our approach to preventing homelessness and, therefore, to reducing the human and financial costs, is to intervene early to try and stop a problem like debt becoming a crisis like homelessness.

This means building on the value of a secure council house as a foundation for a stable life, aligning our systems to improve the identification of the risk of homelessness and the effectiveness of our responses by consolidating upstream interventions.

The value of this approach is shown in the reduction of evictions from council housing. In 2007 we developed [sustaining tenancies guidance](#) with YHN to reduce evictions by intervening with advice and support when tenants are at risk of eviction rather than relying on a legal-based threats process. This approach has been the main factor in reducing evictions by 72%. In addition to this Newcastle is one of ten participating local authorities helping with research the Local Government Association has commissioned from the Centre for Responsible Credit on how financial support services are strategically positioned in different authorities, how support is currently being provided, and the opportunities and barriers that exist regarding further integration of support. The aim is to showcase existing good practice, identify possible new approaches that could be trialled in 2018-19, and help to form recommendations for the Government concerning new flexibilities that local authorities may need. The project covers Discretionary Housing Payment (DHP) and is specifically considering:

- whether DHP recipients are linked to other forms of support, including advice on debt and money issues or the local welfare scheme
- whether the impact of DHP is evaluated in respect of other services that the local authority provides, including the impact of DHPs on the prevention of homelessness
- whether any data sharing is in place which allows DHP to be targeted and / or its impact evaluated, and whether there are any data sharing arrangements that would assist the local authority to target DHP more effectively, aid the evaluation of the impact of DHP, or reduce the administrative burden on local authorities to deliver it

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.

Multidisciplinary team

The team started working in October 2017 and began approaching residents in November 2017, they adopted a 'case finding' approach, using data to identify residents who may be at risk of homelessness in the future. To this point, the team have targeted YHN tenants affected by the 'benefit cap' and identified as the most challenging to engage, as well as YHN tenants most affected by the 'bedroom tax' in the Outer West. By April 2018, the team had approached 123 residents and had 66 'active' cases from these two routes.

This month the team will begin to approach residents who may at risk of homelessness living in private rented tenancies using predictive data developed with Policy in Practice. The team will also begin approaching residents at the 'pre- court' and 'post court' stages of the 'Sustaining Tenancies' process.

Newcastle Homelessness Prevention Pilot with Jobcentre Plus

The pilot helped us to prepare for the Homelessness Reduction Act 2017 and build on our aim of using our collective resources to make preventing homelessness everyone's business by identifying the potential causes of homelessness at the earliest opportunity and to improve the alignment of our services to respond to these causes. The referrals from JCP help identify potential homelessness further upstream and enable positive early interventions and is contributing to the DWP's approach to the duty for public agencies to identify and refer clients at risk of homelessness to the local housing authority

The pilot (5 June 2017 to 31 March 2018) received 339 referrals by JCP staff where a risk of homelessness had been identified and support was needed to prevent or relieve homelessness with most of the referrals being made to either HAC (47%) or Crisis (44%) A smaller number of referrals were made to YHN (9%) who take referrals where there is an issue for one of their existing tenants. Outcome definitions are being reviewed to align them across partners and with the reporting introduced through the Homeless Reduction Act 2017 but a couple of examples of the work of the pilot are given below

- A refugee who was referred to the Housing Advice Centre due to concerns about affordability of a private rented tenancy. She had been due to share with a friend but the friend opted to move to London leaving the resident liable for the full rent. She was given assistance in extricating herself from the private rented tenancy and accepted an offer of supported accommodation through the North of England Refugee Service
- A Your Homes Newcastle tenant who was struggling financially was referred for budgeting advice and was helped to claim Discretionary Housing Payment. The resident was also assisted in restructuring deductions from Universal Credit to maximise their available income. As an interim measure the resident was provided with a voucher for a food parcel to resolve their immediate difficulty whilst the changes took place

Outcome focussed commissioning

A Service Improvement Lead has been funded by the Homelessness Prevention Trailblazer programme 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. To support this, an additional 6 emergency beds have been funded to provide an immediate response to people who are homeless. This means that the council pays supported accommodation providers to keep beds empty enable us to respond to crisis. Awareness raising sessions have also been held with the Crisis Response contract managers to brief them on process changes and setting out clear expectations that support how Newcastle will respond to the HRAct.

Following discussion at the March 2018 Homelessness Prevention Forum and actions raised there one of the priorities for the lead will be to review the Preventing Evictions from Supported Housing Protocol. As a first step they have asked one provider to carry out a 'deep dive' analysis into evictions covering the period Sept 17 – Dec 17 with the aim of using learning from this to inform the review. Being clear on the triggers that lead to evictions, and to put in place a more collaborative approach to responding to evictions. This work will be completed by the end of July 2018 and will be reported to September 2018's Forum. The other priority is to improve the move on process, by reviewing the effectiveness of the move on panel and how we can develop Gateway, and working practices by being clear on what is preventing people from moving on into suitable and sustainable accommodation, including people who have been supported for longer periods of time, so that we can improve outcomes for people using our services. This work will also help to inform our recommissioning activity to enable our accommodation and support offer to be better aligned to our local need.

5. Engagement with partners and the learning framework culture.

With support from the Local Government Association, we have commissioned Professor Suzanne Fitzpatrick and Professor Glen Bramley from [I-SPHERE](#) at Heriot Watt University to conduct a piece of research that explores the changing role of local authorities in preventing homelessness within the context of a reduced welfare state.

As the national state reduces financial support for residents by an estimated £129m of welfare benefits by 2022/23, the council must find new ways of working to reduce the risks of homelessness and destitution. These challenges are faced in the context of an estimated £283m cut in the council's funding by 2020. The consequences of residents becoming homeless falls on councils. Therefore, there are cost pressures to either fund what the resident has lost, develop the partnership responses required to mitigate the risks of homelessness, or to create the jobs that can meet the income gap.

The research will look at how Newcastle has responded to these transformational requirements of the local state by considering three key questions:

- How have the welfare reforms contributed to the risk of homelessness in Newcastle?
- What are the key challenges of developing an 'upstream' approach to preventing homelessness in the context of austerity? and how effective has our current partnership approach to preventing homelessness been?
- What are the future opportunities for local authorities to improve the outcomes for residents affected by a reduced welfare state?

We will also be working with Newcastle University to bring together their ethnographic and creative writing skills to help frontline workers who support disadvantaged people explore how they ask residents for their stories and then identify opportunities to prevent crisis. This project aims to help workers that make decisions based on people's stories to better identify:

- The causes of crisis from an empathetic rather than investigative perspective
- Service co-dependencies – who has been involved and how can we improve our feedback loops to identify where the crisis could have been prevented earlier
- Opportunities to prevent crisis – if we better understand what causes crisis and who has been involved, then it may help us to find opportunities to prevent future crisis

6. 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 13 June 2018 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 2018