

Active Inclusion Newcastle

Newcastle Homelessness Prevention Briefing 2018-19 Q2

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:

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

Risk timescale		
At risk	Over 57 days 	Residents identified through our “upstream” prevention projects and those who we identify using predictive data & 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	Already homeless 	Residents presenting in crisis to statutory services having become, or are already, homeless.

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

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

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

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

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

Multidisciplinary team

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

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

The multidisciplinary team have so far approached 244 household's residents from five different 'routes':

Households identified with Energy Services	6
Single YHN tenants in the 'Sustaining Tenancies' process	26
Private rented tenants identified using predictive analytics	79
YHN tenants affected by the "bedroom tax"	72
YHN Tenants affected by the benefit cap	61

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

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

- Finding sustainable solutions requires time and effort to unpick the often complex and interconnected problems residents face and to support them to understand and adapt to the changes happening to them, often because of government policy. The longest time so far, a case has remained open before a household's position was stabilised was 311 days.

The learning captured through the multidisciplinary team's quarterly review process is already being used to inform future service and system design from 2019 onwards. The learning which has been captured, analysed, disseminated and discussed on a formative basis through the course of the pilot will be drawn into a summative form towards the end of the pilot, identified key learning for policy and practice that can be implemented on both a local and national level

Newcastle Homelessness Prevention Pilot with Jobcentre Plus

Referrals received from JCP by partners (5 June 2017 – 30 September 2018)	
Newcastle City Council	212
Crisis Skylight	229
Your Homes Newcastle	42
Total	483

YHN referrals are lower than other partners due to their collocation and early interventions for tenants transferring to Universal Credit.

Below are some case study examples of the referrals and outcomes obtained through the pilot.

- a pregnant 20-year-old resident was referred to NCC after being asked to leave by her family. Supported accommodation was secured to meet her immediate need and she was then helped to move in to her own YHN tenancy ahead of the birth of her child.
- a refugee was referred to NCC due to concerns about affordability of a private rented tenancy. She had been due to share with a friend, but the friend moved to London leaving the resident liable for the full rent. She was assisted to end the tenancy and supported accommodation was provided by the North of England Refugee Service.
- a YHN 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 income. As an interim measure the resident was provided with a Crisis Support Scheme voucher for a food parcel to mitigate their immediate difficulty whilst the changes took place.

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

We believe this is a positive achievement and we will build on this by:

- continue to engage the Active Inclusion Newcastle partnership to maximise partnership working with JCP and to support residents with complex needs

- strengthening our evidence gathering, monitoring and review process to improve the identification of the risk of homelessness and the alignment with our responses to and to better understand the obstacles to a stable life that residents face
- align the pilot to the Homelessness Prevention Trailblazer multidisciplinary team to improve our understanding of what will work better to support residents who are at risk of homelessness due to worklessness, e.g. those in receipt of Discretionary Housing Payments and those struggling to transition to the welfare reforms
- continue workforce development to raise awareness, train and embed understanding of the identification of the risk of homelessness and pathways available to respond
- improve our understanding of the “underlying issues” that lead to homelessness and improving the alignment with health and social care to better respond to residents facing addiction and mental health issues
- support the aims of the [Reimagine Debt](#) pilot which aims to redefine support for people who are experiencing, or are close to financial crisis as a result of public sector debt. Newcastle are one of three local authorities piloting the first phase of this project
- work with Crisis in the spirit of the Homelessness Reduction Act 2017 to make the prevention of homelessness the norm and crisis responses the exception
- contribute to the welfare reforms “test and learn” approach and using the opportunity of residents’ presentations to support them to overcome their obstacles to a stable life
- support the alignment of the claimant commitments and housing support plans

Sustaining Tenancies and YHN prevention of homelessness

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

YHN homelessness preventions	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Housing related support to sustain accommodation	295	236			531
Resolved benefit problems	258	142			400
Debt advice	58	30			88
Negotiation/mediation work to secure return to family or friend	3	0			3

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

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

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

The table below shows us that there has been a fall this quarter in the evictions from YHN and continues to be a testament to the work by the YHN Support and Progressions service as covered above and other partners in the city to support tenants.

	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Evictions from YHN	61	18	10			28

The role of Cherry Tree View in upstream homelessness prevention is shown in the table below which shows us the admits to the Preventative Outreach Service and subsequent discharge information. We can already see that this year will see a rise in admits to this service compared to those admitted in 2017-18. Sustaining Tenancies referrals still account for the highest number of referrals to the service and as part of an ongoing review of the outreach service we will be looking in more detail at those referrals and whether the outreach service is picking up referrals at the correct stage in the process to be able to intervene.

Admits to Cherry Tree View preventative outreach	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Total admits	133	79	42			121
• Sustaining Tenancies referral	63	56	30			86
• CTV move on	53	16	6			22
• HAC homelessness prevention cases	17	7	6			13
Discharges from preventative outreach	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Total discharges in the quarter	138	30	21			51
• Tenancy sustained / YHN engaging with client	107	23	17			40
• Service failed to engage with client	28	4	2			6
• Evicted – no further contact	6	2	2			4
• Rehoused to supported accommodation	0	1	0			1

We can also see from above that in most of cases referred, the outreach service is able to close their involvement at a point where the client is able to sustain their tenancy, or they have begun to re-engage with another support provider. Again, part of the review of this service will look at the definitions used for the closure of cases and to ensure consistency in reporting.

The case study that follows gives an example of the work carried out by the Preventative Outreach Service following a Sustaining Tenancies Guidance referral.

Cherry Tree Preventative Outreach case study



Single female with 3 dependent sons was referred to Cherry Tree Preventative Outreach for support after failing to attend a Sustaining Tenancies meeting with YHN



The resident rented a property from YHN and was in employment receiving Universal Credit and Child Benefit. Client subsequently cancelled her Universal Credit claim despite receiving advice not to, then lost her job and became unable to claim Housing Benefit



Work done



CTV preventative outreach negotiated with YHN to put a hold on proceedings until benefit issues were resolved
Assisted with application to Crisis Support Scheme for food parcel and assistance with gas & electric
Referral made to Money Matters to look at a Debt Relief Order
Assisted with application to Licensed Trade Charity (resident had worked in that industry) – awarded grant for replacement household items and they also made a payment to clear residents rent arrears
Assisted resident with Housing Benefit application once 6 months had elapsed since Universal Credit claim

Outcome

- Housing Benefit awarded
- Resident agreed a repayment plan with YHN to cover the shortfall in her rent
- Possession proceedings were suspended, and resident remains in her property

What are we doing (Homelessness Review actions)

- We will capture in a document the partnership work with YHN and the city council to ensure consistency with how other partnership work is described and to better demonstrate its value
- YHN Support and Progression developing joint working framework with Karbon Homes (to seek to include Byker Community Trust) which will include workforce development, and shared training and induction programme
- We recognise the importance of intervening early with private rented tenants as a way of reducing crisis presentations from that tenure. We will explore whether there is a way of using information from Discretionary Housing Payments applications to identify tenants at risk
- Undertaking a review of the Sustaining Tenancies Guidance

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

Within this category we will cover those people presenting to the Housing Advice Centre (HAC) at risk of homeless, but also information on those people accessing accommodation commissioned by the council to respond to homelessness.

With the introduction of the Homelessness Reduction Act 2017 (HRAct) which came in to operation on 3 April, a new reporting system (H-CLIC) was also introduced by the Ministry of Housing, Communities and Local Government (MHCLG). The changes within this new recording system include standardised options imposed as a part of the H-CLIC requirements which have not captured the issues experienced locally. Further improvements are being made to capture more locally relevant data in conjunction with the national requirement. Last quarter due to changes in the reporting process we couldn't include the full data regarding presentations to HAC.

From this quarter we have started to include information on both homelessness prevention and homelessness relief cases (below) and the presentation of this information will develop over the year. Since the introduction of the HRAct in April 2018 there has been an increase in all forms of presentations to HAC, the table below shows the rise, particularly in emergency out of hours calls in the first two quarters of this year and both general contacts and HAC casework numbers are on course to outstrip the figures for 2017-18. Anecdotal evidence from homelessness prevention officers also stresses that the detail of casework has changed since the introduction of the Act and has increased the time taken with clients with the extension to 56 days

Volume	2017-18	18-19	18-19	18-19	18-19	2018-19
		Q1	Q2	Q3	Q4	
Emergency out of hours calls	675	204	221			425
General HAC contacts	2,075	555	747			1,302
HAC casework	2,017	658	602			1,260
Support needs (top 3)						
Mental health	934	289	290			579
Physical health	618	215	231			446
Offending history	782	220	214			434

Under the HRAct local authorities have two main duties,

- The prevention duty: In cases of threatened homelessness the local authority must take 'reasonable steps' to help them avoid becoming homeless
- The relief duty: In cases where the resident is actually homeless the local authority must take 'reasonable steps' – to help applicants to secure accommodation for at least six months

The table below shows the number of cases where the prevention duty was owed and the reasons why the resident presented to HAC

	2017-18	18-19	18-19	18-19	18-19	2018-19
		Q1	Q2	Q3	Q4	
Prevention duties owed		208	147			355
Top 5 reasons for presenting						
End of private rented tenancy		65	47			112
Other		43	25			68
Family no longer willing or able to accommodate		30	15			45
Relationship with partner ended (non-violent)		18	15			32
Violence or harassment (non-racially motivated)		7	8			15

We can see from the table above that as with presentations under the old legislation the end of a private rented tenancy continues to be the biggest reason for presentations, almost double the next reason for presentations. The category 'other' is included in the table above as under the H-CLIC reporting schedule several situations that were listed separately and in more detail under the previous reporting schedule are now grouped in to 'other' These include people who are living in student accommodation and those returning from abroad. The number though remains higher than we would expect even taking that in to account and as the new reporting system becomes more familiar to people we would expect that number to continue to fall.

	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Prevention duties ended		62	116			178
Top 5 prevention activities						
Advice and information provided		23	55			78
Accommodation secured		14	36			50
Mediation with friends / family		6	6			12
Negotiation / mediation / advocacy to prevent eviction		8	5			13
Supported housing provided		3	4			7
Top 5 outcomes						
Alternative accommodation secured for 12 months or more		12	27			39
Contact lost		5	30			35
Prevention duty failed		22	10			32
Alternative accommodation secured for 6 months or more		9	20			29
Secured existing accommodation		7	12			19

The table above shows the number of cases where the prevention duty was ended in the quarter and both the activity carried out and the outcomes. In 51% of cases the prevention duty was ended with the resident either able to remain in their existing accommodation or able to move to other suitable and sustainable accommodation without the need for a crisis response.

The 10 cases marked above as "prevention duty failed" all moved to become relief duty cases as below and the outcome in those cases was alternative accommodation was found for them

	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Relief duties owed		346	254			600
Top 5 reasons for presenting						
Family no longer willing or able to accommodate		68	63			131
Other		50	40			90
Relationship with partner ended (non-violent)		42	24			66
Eviction from supported housing		32	23			55
End of private rented tenancy		37	17			54

The table above shows that the main reason people presented to us already homeless and in need of the 'relief' duty was because of family no longer being able to accommodate. We have explained above the limitations of the reason being given as "other"

The table below shows that the outcome for 60% of people under the relief duty was the securing of accommodation for at least 6 months (the minimum requirement under the Act) It is of concern that contact lost accounts for 22% of the outcomes and we will continue to look at ways that we can better engage with residents presenting to us.

	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Relief duties ended		96	238			334
Top 5 relief activities						
Supported housing provided		45	113			158
No activity / advice and information provided		17	58			75
Accommodation secured		18	44			62
Other activity through which accommodation secured		12	10			22
Negotiation / mediation to secure return to friends / family		2	8			10
Top 5 outcomes						
Secured accommodation for 6 months		49	96			145
Contact lost		9	66			75
Secured accommodation for 12 months or more		10	47			57
Local connection referral accepted by other LA		16	10			26
Withdrew application / applicant deceased		10	10			20

We will within this section also include information about those people accessing our commissioned homeless accommodation. The table below shows us the number of admits in to services for Q1 2018-19, broken down by crisis, supported and emergency accommodation and the reason for admission to crisis and supported accommodation. Of concern is the rising level of "not recorded / not known" being given as a reason for admit, this is being addressed through the regular liaison meetings with the contract providers and commissioning.

Supported accommodation admits, reason for admission and social needs

Supported accommodation admissions	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Total number of admits	1,307	377	382			759
• Emergency beds	160	121	108			229
• Crisis accommodation	497	110	121			231
• Supported accommodation	621	146	153			299
Total number of individuals	829	280	288			

Reason for admission (crisis)	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Not recorded / not known	61	26	41			67
Move from another hostel	151	25	26			51
Relationship breakdown	57	14	18			32
Discharge from institution	64	18	12			30
Reason for admission (supported)	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Not recorded / not known	50	10	18			28
Moved from another hostel (planned)	200	50	49			99
Relationship breakdown	128	47	45			92
Discharge from institutions	80	12	16			28

We can see from the table above a fall in the number of placements made this quarter in to the emergency beds. Under the new provisions of the HRAct we have sought to relieve homelessness in all cases where someone has presented to us as literally homeless and this helps to account for the rise in the admits overall this year to the emergency beds. There will be degree of double counting with the admits to the crisis and supported accommodation on the basis that there will have been a subsequent admit in to crisis or supported accommodation in that quarter and we have included more detail on the emergency bed admits in section 3 of this briefing.

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

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

The service improvement lead is daily engagement with Changing Lives and Home Group contract managers by the service improvement lead, with a focus on move-on from crisis accommodation and a quick turnaround of beds once vacated to ensure availability.

We are also using spot purchasing to ensure that where an additional need has been identified around support required to maintain someone in accommodation that we would look to fund that additional support until a more sustainable solution could be found.

The table below shows us the measures recorded under the Supported Housing Move On protocol and shows that there has been a rise in the numbers of discharges accompanied with a slight rise in the numbers of people moving to independence.

Move on assessments completed in the quarter		17-18 Q4	18-19 Q1	18-19 Q2	18-19 Q3	
Total assessments added		508	545	568		
• Number of 'red' (likely to require long-term support)		135	129	118		
• Number of 'amber' (further support required)		279	308	343		
• Number of 'green' (ready to move to independent living)		94	108	107		
Tyne and Wear Homes applications submitted in the quarter		17-18 Q4	18-19 Q1	18-19 Q2	18-19 Q3	
Total applications submitted		28	20	24		
• Number of 'qualifying'		6	6	8		
• Number of 'non-qualifying'		1	4	2		
• Awaiting decision		15	9	12		
• Information not given		6	1	2		
Move on destination	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Total number of discharges	1,118	369	414			783
• Supported accommodation	302	135	138			273
• Friends and family	141	38	46			84
• Independent tenancy	201	52	56			108

In relation to move on this will mean building on the initial work undertaken by Social Finance earlier this year to change how readiness for move on is recorded on Gateway so we can see better the challenges that clients are facing, and the actions being taken to address these. We are holding internal review sessions to identify key requirements from the move-on panel and process, and success dependencies throughout September and before the end of the year we will have begun a co-production approach to review of panel and move-on process with both accommodation providers and YHN who are integral to this process as both a landlord and provider of the additional support through their Pathways team to assist people to move to independence.

	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Total number of evictions	187	44	63			107
• Evictions from crisis accommodation	118	28	45			73
• Evictions from supported accommodation	67	13	15			28
• Evictions from accommodation for young people	14	3	3			6
Total number of Notice to Quits (NTQ) issued	166	42	82			124
• NTQs resulting in eviction	56	21	28			49
• Evictions without NTQ	156	23	37			60

Reason for eviction						
• Violence to staff or other residents	66	11	19			30
• Disruptive behaviour	50	15	22			37
• Drug / alcohol abuse	16	3	5			8
• Rent arrears	25	4	1			5
• Theft	3	1	1			2
• Other	28	10	15			25
Move on destination						
• Crisis or supported accommodation	17	2	1			3
• No forwarding address	146	33	44			77
• Friends and family	11	0	6			6

The table below covers the measures recorded as part of the Prevention of Eviction from Supported Housing Protocol and shows us that there has been a rise this quarter in the numbers of people being evicted. The biggest rise coming from Crisis accommodation

Violence and disruptive behaviour again accounts for the most evictions, 65% this quarter. This quarter we examined in more detail the 15 evictions categorised as “other” in all cases the eviction could have been classified as either violence to staff or residents or disruptive behaviour, there isn’t one specific provider that this relates to and will feed in to Gateway development looking at removing the option for “other” in this instance.

As we have noted in previous briefings the Service Improvement Lead was undertaking a review of evictions with one of the commissioned providers and they are now almost 6 months in to piloting an “Alternative Response Checklist” at one of the crisis accommodation hostels as attempt to prevent incidents from escalating into a potential eviction, the checklist follows Homeless Link principles and gives guidance and clarity as to what level of behaviour is to be expected and what the likely response will be to unacceptable behaviour. This will inform the review and ‘relaunch’ of the Prevention of Eviction from Supported Housing Protocol

What we are doing (Homelessness Review actions)

- Newcastle will develop its own measure locally outside of the H-CLIC reporting to ensure “reason for homelessness: other” is reported more fully
- We will continue to expand the ranges of services available on and using Gateway as their case management resource to contribute to our aim of seamless progression for residents and as an aid to the sharing of support planning between multiple services
- We will include floating support services in future review reporting
- Review of the Supported Housing Move On Protocol and to increase the focus on the actions being done to facilitate move on by providers
- We will strength the Prevention of Eviction from Supported Housing Protocol and the notice to quit process by requiring written confirmation of each eviction and the actions taken to address the behaviour.

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

This section will cover information on residents presenting in crisis to statutory services having become, or are already, homeless.

The table below shows the number of admits to Chery Tree View temporary accommodation. We have split the admits showing those that came via the Housing Advice Centre and after an assessment under the Homelessness Reduction Act and those that were placements outside of this duty and include temporary moves requested by YHN and placements in an emergency by social care. In most cases these placements were of a short-term nature to help agencies facilitate a more permanent placement elsewhere. Although only accounting for 17% of admits it does demonstrate the important role Cherry Tree plays as a wider resource in the city.

Admits to Cherry Tree View temporary accommodation	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Total admits		65	73			138
• HRAct admits		55	60			115
• Non HRAct admits		10	13			23

We are now including in this section the NIDAS refuge (Newcastle Integrated Domestic Abuse Service) and the table below shows the admits to the service so far this year and has broken down where those admits came from a referral at the Housing Advice Centre, and where the admits was an out of area placement.

The nature of the resource makes it inevitable that several admits every quarter will be out of area or direct emergency placements made outside of a presentation to the Housing Advice Centre

Admits to NIDAS refuge	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Total admits		12	8			20
• Admits via HAC		2	2			4
• Out of area admits		5	1			6

As we have already noted in section 2 there has been an increase in 2018-19 in the use of emergency beds as part of our response to the HRAct. The table below gives some more detail on their use in terms of the discharges from the emergency beds and where people moved on to. 27% abandoned their placement and these correspond in part with those noted above where there was contact lost with relief cases.

Admits to emergency beds	2017-18	18-19 Q1	18-19 Q2	18-19 Q3	18-19 Q4	2018-19
Total admits	146	121	108			229
Outcomes						
Total discharges in quarter		116	109			225
• Moved to crisis accommodation		41	29			70
• Moved to supported accommodation		33	35			68
• Abandoned placement		29	29			58

Most people moved on to another placement in either crisis or supported accommodation with the 85% of placements in the emergency beds lasting less than 7 days. We have used the emergency to meet our aim of offering interim accommodation to all those who are eligible who present as literally homeless and our desire that an offer is made available to all who present in crisis. For those presenting without a local connection our offer would be support and reconnection back to the area of their connection.

The table below shows us that there has been fall in quarter 2 in both the number of individuals found but also in the average number of people found per night. Although these numbers represent a relatively small percentage of the overall homeless population, they are by far the most visible, often the most complex, and can present with the greatest risks to both themselves and to the community. Evidence shows that people sleep rough because of a complex mix of health and social issues and not simply because of a shortage of accommodation. A newly appointed Senior Active Inclusion Officer aligned to Entrenched Rough Sleeping Social Impact Bond (SIB) project will be undertaking a learning review to help us understand the approaches most likely to be successful in addressing this issue in the future

People sleeping rough	2017-18	18-19	18-19	18-19	18-19	2018-19
		Q1	Q2	Q3	Q4	
Average found per night	6	6	4			10
Individuals:	254	77	68			
• Stock	121	47	39			86
• Flow	110	20	21			41
• Return	28	10	8			18

As the table below shows, this quarter “unknown” for the reason for rough sleeping was the highest reported whilst this does demonstrate some of the complexity of engaging with those found on the daily outreach it does also limit our understanding of the issues being faced and what we can do to address them. The biggest reason for sleeping rough in Newcastle in 2017-18 was eviction from a hostel, and we know that Newcastle needs to move from a hostel by default model, to a housing by default model, to move people into settled accommodation as rapidly as possible and move on from homelessness and a life on the streets

Reasons for rough sleeping	2017-18	18-19	18-19	18-19	18-19	2018-19
		Q1	Q2	Q3	Q4	
Unknown	68	25	28			53
Evicted / abandoned accommodation	84	32	15			47
Relationship breakdown	39	14	16			30
Discharge from institutions	12	3	6			9

Information about people rough sleeping in Newcastle is recorded on the Newcastle Gateway and the main source of the information is from Newcastle’s street outreach service based on their daily contacts with people who are found in the city centre and surrounding areas. This has limitations and might not capture everyone that is rough sleeping. However, it does provide a good indication based on verified contacts with people who are bedded down as opposed to self-reports. Alerts from members of the public are also received via a dedicated email address (roughsleeping@newcastle.gov.uk) and telephone number (0191 278 3899) if there are concerns that a person might be sleeping rough. A newly appointed Rough Sleeper Co-Ordinator will take up post in December to lead the work in this area.

The Council works with a range of partners throughout the year not just during periods of cold weather to prevent individuals from sleeping rough in the first place and provide support to

help individuals move away from a life on the streets where we have prevented a crisis from occurring. This has culminated in 2018, with partners in Newcastle coming together to create Street Zero. A movement for Newcastle to become a city where no one has to sleep rough and which seeks to bring together the city's collective investment, commitment and resources and to make it everyone's business to end rough sleeping by 2022. A Street Zero Partnership Board has been established providing an opportunity for these partners to provide the place-based leadership to improve our collective understanding of the causes of rough sleeping and ensure that all our investments respond to these causes.

Since our last briefing there have been a number of proposed developments to Street Zero, there will be an opportunity to hear more about these at the December Homelessness Prevention Forum but we have summarised a number below

- MHCLG private rented funding – we are developing a bid to this fund to improve access to move-on accommodation
- Severe weather protocol will be updated for 2018-19 so that all services are aware of the provision and response available in the bad weather over winter
- We have created a new post in the local authority to lead on developing a learning framework for rough sleeping so we have a case based learning approach to better understand why people sleep rough and how we use our understanding of what works to improve our future solutions, particularly looking at the impact of financial incentives
- Informed by Crisis' composed Frameworks Institute study we are preparing for the launch of the Street Zero website and Street Zero Fund

What we are doing (Homelessness Review actions)

- Development of Street Zero (as above)
- Appointment of new Rough Sleeper Co-ordinator, who as part of role will look at re-establishing contact with 4th sector / charity groups that operate in the city
- We will strengthen the flow of information between the outreach reports of those sleeping rough and the response from HAC to get one figure of those literally homeless regardless of the reporting route
- Examine in more detail what happened to those where reconnection was offered, and it was refused. Did they continue to sleep rough? Do we have a better offer for these clients?

5. Consultation at the Homelessness Prevention Forum (12 December 2018)

At the December Homelessness Prevention Forum we posed the following questions for discussion with those attending

1. Street Zero 2022 – how can we improve our collective responses to people who sleep rough?
2. How can we use your understanding of people affected by the risk of homelessness – your information & in-depth case reviews
3. Do you have any other comments on what you have heard today?

All thought that Street Zero provided a Street Zero provides a good framework to tackle tough sleeping and were pleased that there is a recognition that rough sleeping is more than just a housing issue It was thought positive that there would be an attempt through to better

understand why people chose to sleep rough or return to the streets and the Groundswell research was a useful tool to help inform this. It was felt by several partners that there may be key partners missing from the Street Zero partnership such as health (particularly mental health) and were keen that links be forged through the representation of the Clinical Commissioning Group (CCG) on the board.

Several Forum members expressed that it was important that there was engagement with clients and service users and not just professionals and we have acknowledged in previous briefings that the lack of a service user in our reviews has been a weakness. To determine the best ways to embed resident participation in our partnership approach, the Active Inclusion Service have commissioned Groundswell to undertake a six-month project called 'Newcastle Voices', starting in January 2019. The project will:

- Map current service user involvement and participation activities across the Active Inclusion Newcastle partnership and identify how well they gather, include and respond to views of residents with experience of homelessness (and the risk of homelessness)
- Identify good practice participatory approaches that already exist in Newcastle and around the UK to inform this project
- Recruit, train and support a team of peer researchers in Newcastle who will carry out research with residents who have been at risk of or who have experienced homelessness in Newcastle
- Co-produce a model for participation of residents with experience of homelessness (or the risk of homelessness) in Newcastle

This model of participation will be embedded in the review structures that support the work of organisations across the Active Inclusion Newcastle partnership. We will keep you updated on the progress of this project through our Homelessness Prevention Forums.

There was also a commitment from several partners present to provide case studies on prevention work by all partners represented ahead of next Forum, and a further suggestion made that a practitioner group to discuss key issues informally be set up, potentially something akin to the Advice Compact but for housing and homelessness issues.

There was an acknowledgement that that the information that Newcastle produces is good and better than many other local authority areas, but it was felt that along with increasing the service user voice we should continue to encourage partners to share any trends they were witnessing on the ground. Some in attendance also thought that it would be good to not just focus on good news stories as sometimes cases with less positive outcomes could provide a useful learning framework for future work.

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 12 December 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.

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