

Homelessness Prevention and Rough Sleeping Strategy 2020 - 2025

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## Foreword



Having secure and affordable accommodation is a key foundation for living well. Losing a home is a traumatic experience which has a real and lasting impact on every member of the household. Each year, around 1,200 households in Redcar and Cleveland approach the Council or other agencies for advice and support to prevent them becoming homeless. This equates to around 2% of all households

in the Borough, but the impact of homelessness affects a much greater number of people: families, friends and others in the community who work to offer support. It also impacts on other public services, particularly the health and criminal justice services. Homelessness affects employment, education and the quality of life.

The context for homelessness has changed significantly since our last strategy (2014/19). The Homelessness Reduction Act 2017 introduced new statutory duties to prevent and relieve homelessness for every household threatened with becoming homeless. It also encouraged partnership working with a new statutory duty to refer for many public sector organisations. At the same time, continuing public sector austerity has resulted in fewer support services for vulnerable households. Changes in working practices and welfare benefits have impacted on the ability of many households to pay their rent.

The Council is already effective in preventing homelessness for a significant proportion of households. The new duties bring an increased focus on earlier prevention and a more proactive approach. This strategy sets out our key objectives, priorities and actions. We recognise the need to work with key partners in the statutory and voluntary sectors to prevent and tackle homelessness effectively. The strategy has been developed in consultation with key partners.

The full impact of the COVID19 crisis on homelessness is yet to be realised, however, with an expected increase in lawful evictions, coupled with an increase of those in financial difficulty, we anticipate more households will find themselves in housing need.

**Cllr Steve Kay** Cabinet member for Health, Housing and Welfare

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It is a statutory requirement that every local authority has a strategy for preventing homelessness and rough sleeping. This strategy has been drawn up from a robust evidence base which looks at patterns and trends in homeless, the personal and structural factors that lead to people becoming homeless, and the effectiveness of different interventions in preventing homelessness. The evidence base is published alongside this strategy.

This strategy has been developed to reflect and conform to statutory requirements, including the updated Homelessness code of guidance for local authorities.

Since the previous homelessness strategy (2014/19) was drawn up, new statutory duties have been introduced by the Homelessness Reduction Act 2017 (HRA). These include a requirement to provide advice and support to prevent or relieve homelessness for everyone at risk of becoming homeless within the next 56 days, regardless of whether they would be considered 'priority need' under the previous legislation.

#### The ethos of the HRA is to:

- Prevent more people from becoming homeless in the first place by identifying people at risk and intervening earlier;
- Intervene rapidly if a homelessness crisis occurs, so it is brief and non-recurrent; and
- Help more people to recover from and exit homelessness by getting them back on their feet.

This strategy reflects the requirements of the HRA, our experience to date, and the recognised need to continue to intervene at the earliest possible stage to prevent homelessness.

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# **Rey Challenges**

In order to prevent homelessness effectively, the strategy needs to tackle the root causes. These are many and often complex; ranging from financial issues and employment challenges to broader lifestyle issues which might impact on tenancy sustainment. The Council and its partners are working to ensure that everyone in Redcar and Cleveland has secure and affordable housing, access to employment, and support where needed.

#### The evidence base highlights some key challenges including:

- The number of people, particularly young people, being asked to leave by family and friends. Many of these have never held a tenancy in their own right;
- The number of households with debt and financial challenges affecting their ability to pay their current rent;
- The number of households threatened with homelessness when their private sector tenancy is ended;
- The number of people threatened with homelessness as a result of a relationship breakdown, many involving domestic abuse;
- Encouraging those threatened with homelessness to make early contact with the service in order to resolve the situation and prevent homelessness;
- Increasing the proportion of households where homelessness can be prevented either by retaining the existing tenancy or making a planned move;
- Reducing rough sleeping to zero as part of the government's on-going work to halve rough sleeping by 2022 and eliminate it by 2024;
- Continuing to manage temporary accommodation tightly; minimise the use of B&B type accommodation; and ensure move-on from temporary accommodation at the earliest possible opportunity to affordable, sustainable, settled accommodation; and
- Ensuring appropriate support is available for vulnerable households, with a particular focus on mental health needs.

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Redcar and Cleveland Borough Council is already successful at preventing homelessness for the majority of households who approach for advice and support when threatened with homelessness.

In the first year since the introduction of the HRA (2018/19) 890 households approached, of which 519 were able to resolve their housing issue with one-off advice and information or were not threatened with homelessness in the next 56 days. Of the 371 households who needed further advice and support, homelessness was prevented in over 100 cases. Prevention can include remaining in the existing accommodation or making a planned move – the majority of prevention cases secured alternative accommodation. A further 182 cases proceeded to the relief duty – where homelessness cannot be prevented but alternative accommodation can be secured to allow a planned move. Around 80% of these secured alternative accommodation with support from the Council. Only a small number of households required a 'main duty' homelessness assessment.

In addition, around 200 households approached other agencies and organisations and were either helped by them or referred onto the Council as appropriate. These included households threatened with Domestic Abuse who were supported to remain in their homes under the Sanctuary scheme and households in financial difficulties referred by mortgage lenders or Registered Providers.

The reasons for approach included people/households being asked to leave by family and friends, households with debt and/or arrears, people fleeing Domestic Abuse and those where a private sector tenancy was being ended.

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# What the data review

# Vision and Priorities

### Our vision is:

Everyone has a secure and affordable place to live; advice and support is available for those threatened with homelessness; effective early intervention means that no-one becomes homeless or has to sleep rough



## **Our priorities are:**

- Continue to work to prevent homelessness wherever possible, and to respond effectively to homeless households; households from losing their home and enable those who have to move to do so in a planned way.
- Work with partners to tackle underlying causes of homelessness, including sustainment of tenancies across private and social sectors; More households will be able to retain their existing accommodation; support will be or other lifestyle issues which might impact on their ability to sustain the tenancy.
- Increase housing options for under 35s, including young people leaving care; All younger single people will be able to access affordable, sustainable and settled accommodation.

End rough sleeping;

No-one will have to sleep rough in Redcar and Cleveland; appropriate accommodation and support will be available to enable a transition from the streets into settled accommodation.

Make best use of resources.

Through partnership working we will maximise the impact of our joint resources.

Early identification of potential homelessness and faster intervention will prevent more

provided for those who need to tackle issues relating to debt and money management,

#### How we will measure success

We will agree a set of indicators and performance measures which we will share with our partners and stakeholders. These are likely to include (but are not limited to):

- The number of people approaching the Council or its partners or being referred to the Council under the Duty to Refer, who are concerned about their housing, whether threatened with imminent homelessness or not. We will also continue to monitor the reason for approach so that we can identify patterns and trends and respond accordingly;
- A year on year increase in the proportion of people for whom homelessness can be prevented; this will include those who are not owed a duty under the HRA. As the proportion is already high, the year on year increase may be 1 – 2%;
- Establishing a baseline for the number of people who are at risk of being homeless more than once within a two year period and reducing this number year on year;
- Maintaining the proportion of people for whom homelessness is relieved;
- Reducing the average number of nights spent in Temporary Accommodation (TA) by homeless households; reducing use of B&B to zero;
- Increasing the number of young people who undertake some form of pre-tenancy preparation or training;
- Ensuring that all those in the refuge as a result of domestic abuse achieve a planned move to long-term accommodation within an agreed timescale;
- Increasing the number of households who are able to sustain their private or social housing tenancy for at least two years;
- Reducing the number of rough sleepers to zero; and,
- Return empty homes to use for those who are vulnerable (five per annum)



#### Action plan

Key to the delivery of this strategy is the collaborative work across the council and its partners in the public and voluntary sectors. We recognise that we need to strengthen these relationships both operationally and strategically. We are committed to improve and build on existing partnership working to support people to stay in their properties or to find lasting and affordable housing options.

The strategy is underpinned by an action plan, which is flexible and will allow us to respond to emerging needs, trends and policy changes. Partners will be asked to make specific commitments to their contribution to the strategy.

Priority One: Continue to work to prevent homelessness wherever possible, and to respond effectively to homeless households

Ref	Action	Target/outcome	Lead
1.1	Reaffirm Corporate commitment to preventing homelessness;	Evidenced corporate commitment by adoption of new strategy. Q2 -2020/21	Housing advice and information team
1.2	Review accessibility of Discretionary Housing Payments (DHP)	Maximise use of DHP to prevent homelessness. Q1 - 2021/22	Housing advice and information team / Financial support team
1.3	Shift service to more proactive approach including greater outreach where needed	Greater proportion of cases dealt with on approach or at prevention stage. Q4 - 2021/22	Housing advice and information team
1.4	Continue and develop emphasis on strengths- based approach to personal housing plans ie using strengths and resources of applicant to help resolve their homelessness	Greater evidence of client activity in Personal Housing Plans. Q3 - 2020/21	Housing advice and information team
1.5	Review and develop available housing options information to support strengths-based approach and increase customer confidence in their ability to resolve their own issues	Wider range of information available on-line (self-serve). Q4 - 2020/21	Housing advice and information team
1.6	Develop longer-term monitoring of outcomes to identify and respond to repeat homelessness	Establish baseline for repeat homelessness then set target to reduce. Q4 - 2020/21	Housing advice and information team and partners/ stakeholders
1.7	Ensure service responds to different needs profiles in different parts of the Borough	Everyone able to access services regardless of where they live. Q2 - 2021/22	Housing advice and information team and partners/ stakeholders
1.8	Regularly review training needs of team in response to changing legislation, practice and customer needs	All officers up to date and confident in dealing with wide range of queries. Q4 - 2020/21	Housing advice and information team
1.9	Create small pot of prevention money which can be used to purchase higher levels of support where required; explore options for funding with social care and other partners; explore best ways of providing this support	Customers with higher support needs are offered appropriate support. Q4 - 2021/22	Housing advice and information team and partners/ stakeholders
1.10	Continue to monitor impact of welfare reform and mitigate negative impacts where possible	Reduce number of households becoming homeless due to debt/arrears issues. Q3 - 2021/22	Corporate Financial Inclusion Partnership
1.11	Consider alternate ways of getting the homelessness prevention message to clients	Earlier intervention leading to reduced numbers becoming threatened with homelessness. Q4 - 2021/22	Housing advice and information team

Q = Quarter. Action plan is subject to annual review and dates may be subject to change.

## Priority two: Work with partners to tackle underlying causes of homelessness, including sustainment of tenancies across private and social sectors

Ref	Action	Target/outcome	Lead
2.1	Increase the number of early referrals to the service; continue to promote Duty to Refer with statutory partners	Increased number of referrals under Duty to Refer. Q3 - 2020/21	Housing advice and information team
2.2	Re-establish homelessness forum; share data to monitor trends and outcomes; work with partners to flex services in response to changing need	Greater understanding of underlying causes of homelessness and current trends. Q4 - 2020/21	Housing advice and information team and partners/ stakeholders
2.3	Develop agreed indicators of early signs of potential homelessness to promote and encourage early referrals to service	Short set of agreed indicators used by all relevant agencies/ partners. Q2 - 2021/22	Housing advice and information team and partners/ stakeholders
2.4	Explore options for shared assessment both of risk of homelessness and of support needs, especially complex support needs	Agreed criteria for risk of homelessness and support needs, used by all relevant agencies/partners. Q4 - 2021/22	Housing advice and information team and partners/ stakeholders/Socia Care
2.5	Work with partners to identify clear pathways out of homelessness for different household types and needs	Greater understanding of pathways and how partners contribute. Q1 - 2021/22	Housing advice and information team and partners/ stakeholders
2.6	Develop a broader support offer for people in debt in partnership with Citizens Advice, Financial Support team & Social Landlords	Reduced number of households threatened with homelessness because of debt/arrears. Q3 - 2020/21	Housing advice and information team and partners/ stakeholders
2.7	Continue to work with Registered Providers (RPs) to minimise evictions from social housing and ensure best use of social housing resources	Reduced number of households evicted from social housing. Q4 - 2020/21	Housing advice and information team and RPs
2.8	With RPs and other partners, develop a 'tenancy ready' approach which incentivises those who have not had a previous tenancy, or whose previous tenancy failed, to undertake appropriate preparatory work for their tenancy; explore funding sources including RPs themselves and other external sources	Fewer tenancies failing in first two years. Q4 - 2021/22	Housing advice and information team and RPs
2.9	Work with RPs to ensure affordability checks are used to identify those who need support, not to exclude. Explore potential incentive schemes RPs could be offering tenants to reduce arrears	Fewer households refused social housing because of low income or previous debt; fewer households evicted because of arrears. Q4 - 2021/22	Housing advice and information team and RPs
2.10	Implement actions included in housing strategy delivery plan in relation to private rented sector	More households able to access a tenancy in the private rented sector; improved management and stock conditions in private rented sector. Q4 - 2023/24	Housing advice and information team and RPs

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#### Priority two continued

2.11	Ensure on-going availability of advice and support including money advice, welfare benefits; explore options for housing officers to access income and expenditure and benefits calculators	Earlier intervention for those with financial issues; fewer households becoming homeless because of debt/arrears. Q3 - 2020/21	Housing advice and information team and partners/ stakeholders
2.12	Contribute to the work of Redcar and Cleveland's financial inclusion group and ensure impact of Universal Credit is monitored and appropriate responses put into place	Earlier intervention for those with financial issues; fewer households becoming homeless because of debt/arrears. Q3 - 2021/22	Redcar and Cleveland Financial Inclusion group
2.13	Work with health partners to maximise impact of social prescribing and other initiatives in support of homelessness prevention	Support created for households with low level mental health issues including isolation Q4 - 2021/22	Housing advice and information team, partners and stakeholders
2.14	Contribute to the development of the supported housing strategy to ensure it meets the needs of households at risk of being homeless	Supported housing strategy which reflects needs to homeless households. Q2 2024/25	Adult social care/ housing options

#### Priority three: Increase housing options for under 35s, including young people leaving care

Ref	Action	Target/outcome	Lead
3.1	Work with RPs and other partners to increase supply of smaller accommodation suitable for young people; consider whether any existing stock can be used differently to meet this need	Increased supply of social housing suitable for younger single people. Q4 - 2023/24	Housing advice and information team and RPs
3.2	Explore opportunities to provide supported accommodation and/or floating support for young people with a higher level of housing need	Greater availability of supported accommodation and/or floating support for young people. Q4 - 2021/22	Children's services, housing options and partners/ stakeholders
3.3	Explore whether private landlords would provide more shared accommodation for young single people and how support can be provided to sustain the tenancy	Increased availability of accommodation for young single people; increased tenancy sustainment. Q4 - 2021/22	Children's services, housing options, private landlords and other partners
3.4	Review mediation offer and refresh service as necessary to ensure it remains an appropriate option	Mediation used where appropriate to increase number of young people able to remain at home. Q4 - 2021/22	Children's services, housing options and partners/ stakeholders
3.5	Continue outreach work with Target Leaving Care team; manage expectations of Care Leavers	All young people leaving care can access appropriate accommodation. Q2 - 2022/23	Housing options, Children's services and partners/ stakeholders
3.6	Update the Joint Protocol for young people and establish a Multi-Agency panel for young people not yet in settled accommodation	Greater shared understanding of needs of young people not yet in settled accommodation; clarity on role of various agencies. Q2 - 2021/22	Children's services, housing options and partners/ stakeholders

#### Priority four: End rough sleeping

Ref	Action	Target/outcome	Lead
4.1	Conduct head counts of rough sleepers at least bi-annually; in between use outreach work focused on hot spots to ensure good information on numbers who are sleeping rough	Early identification of those sleeping rough to enable effective early intervention. Q4 - 2020/21	Housing advice and information team and partners/ stakeholders
4.2	Work with neighbouring local authorities to ensure appropriate provision of emergency and other supported accommodation for rough sleepers; evaluate Housing First pilot and agree way forward	Accommodation available for every rough sleeper at appropriate time. Q4 - 2020/21	Housing advice and information team and partners/ stakeholders
4.3	Continue No Second Night Out (NSNO) approach, encourage public to report rough sleepers and proactively engage with those at risk of sleeping rough	Reduced numbers sleeping rough; everyone who is rough sleeping is approached and encouraged off the streets. Q3 - 2020/21	Housing advice and information team and partners/ stakeholders

#### Priority five: Make best use of resources

Ref	Action	Target/outcome	Lead
5.1	Review housing advice and information team to ensure an appropriate level of resource and make best use of resources	Greater capacity for more proactive work and work with partners. Q1 - 2021/22	Housing advice and information team and partners/ stakeholders
5.2	Continue to maximise external funding, exploring opportunities to bid for funding as they become available	Maintain external funding at current levels where possible. Q4 - 2024/25	Sub-regional partnership, Housing advice and information team and partners/ stakeholders, housing strategy team
5.3	Work with partners to review existing social housing to ensure it continues to reflect the needs profile of the housing register	Fewer properties let to those with no identified housing need. Q4 - 2024/25	Housing advice and information team and RPs
5.4	End use of B&B ensure households spend minimum time in Temporary Accommodation (TA) compatible with preparation for an independent tenancy; more proactive monitoring of length of time spent	Reduce average number of nights in TA; reduce use of B&B to zero. Q4 - 2024/25	Housing advice and information team
5.5	Continue work to return empty homes to use for households with a high housing need	Set target for number of empty homes which are brought back into use. Q4 - 2024/25	Housing advice and information team and Voluntary and Community Sector
5.6	Continue development of key worker model to ensure support for households with more complex needs is joined-up and that resources are maximised	Fewer households with complex needs becoming homeless. Q2 - 2022/23.	Housing advice and information team and partners/ stakeholders

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INDICATOR	PERFORMANCE
The number of people approaching the Council, or its partners, or being referred to the Council under the Duty to Refer, who are concerned about their housing, whether threatened with imminent homelessness or not. We will also continue to monitor the reason for approach.	<ul> <li>Establish a baseline position</li> <li>Monitor number of approaches</li> <li>Monitor reasons for approach</li> <li>Identify patterns and trends</li> <li>Respond accordingly</li> </ul>
The proportion of people for whom homelessness can be prevented, including those who are not owed a duty under the HRA	<ul> <li>Establish a baseline position</li> <li>Year on year increase in the number of cases where homelessness is prevented</li> </ul>
The number of people who are at risk of being homeless more than once within a two-year period	<ul> <li>Establish a baseline position</li> <li>Year on year reduction in the number of repeat homelessness cases</li> </ul>
The proportion of people for whom homelessness is relieved	<ul> <li>Establish a baseline position</li> <li>Ensure that the percentage of cases where homelessness is relieved does not decrease</li> </ul>
The average number of nights spent in Temporary Accommodation (TA) by homeless households	<ul> <li>Establish a baseline position</li> <li>Year on year reduction in average number of nights spent in TA</li> <li>Reduce use of B&amp;B to zero</li> </ul>
The number of young people who undertake some form of pre-tenancy preparation or training	<ul> <li>Establish a baseline position</li> <li>Year on year increase in the number of young people undertaking pre-tenancy preparation or training</li> </ul>
All those in the refuge as a result of domestic abuse achieve a planned move to long-term accommodation within an agreed timescale.	<ul> <li>Review working practice of commissioned refuge service, implement change, monitor and review</li> <li>Establish a baseline position</li> <li>Year on year increase in the number of clients who achieve a planned move</li> </ul>
The number of households who are able to sustain their private or social housing tenancy for at least two years	<ul> <li>Establish a baseline position.</li> <li>Develop suitable measure, recording tool and frequency period</li> <li>Increase in the number of households sustaining a tenancy for at least two years</li> </ul>
The number of rough sleepers	<ul> <li>Year on year decrease in the number of rough sleepers</li> <li>Zero rough sleepers per annum by 2024</li> </ul>
Return empty homes to use for those who are vulnerable	<ul> <li>Five homes returned to use per annum</li> </ul>

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# Appendix 2 -Homelessness Review (extract)

In order to consider trends in homelessness in Redcar and Cleveland, it is necessary to look across two sources of data. For 2016/17 and 2017/18 prior to the introduction of the Homelessness Reduction Act 2017, the Council maintained information on homeless prevention and reported homelessness data to the government through a P1E statistical return. The introduction of the Homelessness Reduction Act (HRA) in April 2018 brought new duties to provide housing advice and support through a new prevention duty triggered when households were deemed to be 'threatened with homelessness within 56 days'. A new government reporting system for Homelessness Case Level Information Collection known as H-CLIC was also introduced. These changes mean that data collected pre and post-HRA is not comparable, though overall trends and patterns can still be seen.

Redcar and Cleveland collects core information on all approaches to the service, including the reasons why people are seeking advice. H-CLIC data includes detailed information on any cases where the 56-day threat of homelessness threshold is met. Both datasets have been used below in order to provide a full picture.

Tables one to nine below show the position prior to the introduction of the HRA. Tables ten to fifteen show the position post-HRA.

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## **Reason for approach**

Family/friend eviction
Debt/arrears
Domestic abuse/Sanctuary Scheme
Ending of AST
Leaving institution or supported housing
Harassment
Other
Total

Table one above shows the number of households approaching the Council in general for advice and assistance where there is a risk of homelessness. The main reasons for approaches during these two years were:

• Family/friend eviction • Debt/arrears • Domestic abuse • Ending of an assured shorthold tenancy.

This largely reflects the national picture as shown in Table two below.

Table two: Homelessness Prevention – all enquiries – nation

#### Reason for loss of last settled home for households owed duty:

Family or friends no longer willing or able to accommoda End of private rented tenancy - assured shorthold Domestic abuse Non-violent relationship breakdown with partner End of social rented tenancy Eviction from supported housing End of private rented tenancy - not assured shorthold Other violence or harrassment Left institution with no accommodation available Required to leave accommodation provided by Home O asylum support Other reasons / not known

Source: H-CLIC data

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2016/17	2017/18
310	303
312	290
269	312
135	122
22	27
32	31
190	163
1,270	1,248

nal	picture	(2017/18)
		(=•••••)

e	Apr- Jun	Jul- Sep	Oct- Dec	Jan- Mar
ate	13,820	17,170	15,620	18,150
	14,910	14,890	12,900	14,700
	4,820	6,210	5,560	6,000
	4,350	5,640	5,170	5,770
	2,480	3,040	3,380	3,580
	1,650	1,970	2,180	2,400
	1,300	1,530	1,420	1,550
	1,150	1,520	1,350	1,380
	690	1,180	1,280	1,310
Office as	630	920	850	880
	15,830	13,970	13,910	14,710

Table three shows that approximately half of households approaching the Council were assisted through the provision of one-off advice. This might be, for example, help with a Housing Benefit application, a query relating to a housing register application or signposting to other services. This early up-front help can be crucial to securing the best outcome in terms of homeless prevention, and evidences that the Council is willing to engage with all those seeking advice, as required by the HRA. In our experience this is a similar picture to many other local authorities, although it is difficult to evidence this as the data is not collected nationally.

Table three: Prevention outcomes – all enquiries – pre-HRA

Prevention outcome	2016/17	2017/18
Homeless prevented 6 months	492	427
One off advice	571	639
Request withdrawn	56	37
Lost contact	151	145
Total	1,270	1,248

Source: MHCLG data

#### Table four: Household type – all enquiries – Pre HRA

Household type	2016/17	2017/18
Single male	342	351
Single female	236	240
Couple/joint household	61	42
Single parent with children/pregnant	338	398
Couple with children/pregnant	66	81
Unknown	227	136
Total	1,270	1,248

Source: MHCLG data

It is helpful to also look at the types of household who are most in need of advice with housing issues. Table four above clearly demonstrates that nearly half are single people or couples without children and half families with children. There does not seem to be any type of household that was not able to access the housing service.

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Table five: Prevention outcome - prevention achieved - prevention

Successful prevention solution
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Remain in existing home - financial advice and support

Remain in existing home - Sanctuary Scheme

Remain in existing home - other advice or support

Alternative accommodation – social housing

Alternative accommodation - private tenancy

Alternative accommodation - hostel, HMO or supported housing

Alternative accommodation – family or friends

#### Total

Source: MHCLG data

Table five shows that the greatest need during this period was for financial, debt and welfare benefits advice as nearly 20% of cases have been resolved through this solution. In addition, the high proportion of over 40% of clients accessing social housing demonstrates that the Allocations Policy is complementing the homeless prevention agenda. It may also reflect the availability of social housing, with much lower waiting times than in areas of higher housing pressure.

Table six: Total homeless application decisions - pre HRA

	2016/17	2017/18
Accepted full duty	38	37
Ineligible	0	0
Eligible but not homeless	12	14
Eligible, homeless but not in priority need	8	8
Eligible, homeless and in priority need but intentionally homeless	4	6
Total	62	65
Source: MHCLG data		

Table six above shows the number of homeless 'full duty' decisions made across the two years before the HRA came into force. Although the Council would still have been working to prevent homelessness, the prevention and relief duties were not in place. Table six shows cases where a statutory homelessness application was made, and the outcome.

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e-	H	R/	4

	2016/17	2017/18
t	100	65
	57	77
	32	20
	207	196
	40	32
ł	52	35
	4	2
	492	427

Table seven: Cause of Homelessness – Accepted cases – pre-HRA

Cause of homelessness	2016/17	2017/18
Violent breakdown of relationship	21	19
Loss of Assured Shorthold tenancy	6	4
Eviction by family or friends	5	2
Harassment/other violence	2	4
Non-violent relationship breakdown	1	2
Other	3	6
Total	38	37

Source: MHCLG data

Table seven shows a slightly different picture to the reason for initial approach with domestic abuse the highest cause of homelessness in accepted cases. This reflects practice at the time which took a 'victim centred' approach of accepting a statutory homeless duty for almost all women going into the refuge. By definition, women in the refuge have already left their home and therefore prevention was not really considered as an option.

Table eight below shows the reason for priority need for cases accepted as homeless prior to the introduction of the HRA. The majority of cases accepted were families with children, as would be expected, as these come into an automatic priority need category. For households without dependent children who were deemed to be vulnerable, the most common reasons were as a result of violence or threats of violence and through having mental health issues or a learning disability.

Table eight: Priority need of accepted homeless cases pre-HRA

x	2016/1	17 2017/18	
Dependent children	18	20	
Pregnancy	1	1	
Formerly in care 18-21	2	0	
Physical disability	5	4	
Mental Health/Learning disability	5	3	
Violence/threats of violence	6	5	
Emergency (fire, flood, etc)	1	0	
Other	0	4	
Total	38	37	
Source: MHCLG data			

Table nine below can be compared with table four above which shows household types for all enquiries. A smaller proportion of single men had a duty accepted when compared to single women. The largest single household type for both approaches and acceptances were single parents.

Table nine: Household type of accepted cases pre-HRA

x	2016/	17 2017/18
Single male	6	6
Single female	11	10
Couple/other joint	3	0
Single parent with children/pregnant	16	21
Couple with children/pregnant	2	0
Total	38	37
Source: MHCLG data		

Post-HRA H-CLIC data does not include the number of approaches resolved through one-off advice where there is no threat of homelessness within 56 days and therefore no prevention or relief duty. Table 10 below includes locally held data which shows the total number of approaches to the service. This shows that the numbers approaching for advice remain at similar levels to previous years. This is in line with national data.

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Table ten: All direct approaches to Council – post-HRA

	Total cases	2018/19	2018/19
Reason for approach	2018/19	Prevention or relief duty cases	Not threatened with homelessness
Family/friend eviction	171	89	82
Affordability/debt/arrears	43	12	31
Domestic abuse	137	60	77
Ending of AST	134	59	75
Leaving institution or supported housing	52	19	33
Harassment/ASB	49	18	31
Repossession cases – approaching Council	13	6	7
Other	291	108	183
Total	890	371	519

Source: Data provided by R&CBC

Table ten above shows that of the 890 approaches to the Council for advice and support, 371 were assessed as owed a prevention or relief duty. This indicates that households are approaching the service at an early stage and cases are being resolved through early advice and assistance. The pattern is fairly consistent whatever the reason for approach. For example, 171 households approached for advice and support when facing being asked to leave by family or friends. Just under half of these were resolved without progressing to a formal assessment. 89 of these households required a formal assessment under the HRA. Note that these figures do not tally with H-CLIC data as they are based on date of approach.

These figures do not include those who were referred to the Sanctuary scheme.

Table Eleven - Referrals to Sanctuary Scheme and outcomes (2018/19)

Numbers referred to scheme	
112	75
Source: data provided by R&C	
The figures also exclude those initial referrals fro	om n

mortgage lenders and registered providers for their clients/tenants for advice and support on repossession or eviction because of arrears.

Table Twelve – referrals from mortgage lenders and registered providers (2018/19)

Owner occupiers	Private sector tenants	Social housing tenants	Not known	Total
71	9	146	9	235

Source: data provided by R&C

Table thirteen below shows the outcomes for households owed a prevention duty. The numbers in Tables ten and thirteen do not match as some cases will not be resolved within the same financial year, therefore their outcomes will be carried forward into the figures for the following year.

Table thirteen: Reason for ending prevention duty – post-HRA (2018/19)

Reason for duty ending
Secured accommodation for six + months
Homeless (including intentionally homeless)
Contact lost
56 days elapsed and no further action
Withdrew application/applicant deceased
No longer eligible
Refused suitable accommodation offer
Total
Source: H-CLIC data

Number of properties given improved security (target hardened)

No.	Percentage
90	77
5	4
5	4
6	5
2	2
7	6
2	2
117	

For the vast majority of prevention cases dealt with by the authority, the outcome is to secure accommodation for more than six months through the efforts of the housing advice and information team, with a minority securing their own accommodation with or without financial assistance from the authority. Of the 90 housed, most went into social housing, with a smaller number going into the private rented sector. The remainder found accommodation with family or friends. This is a significant number of the initial number owed a duty who have had their homelessness prevented through securing alternative accommodation.

Where homelessness cannot be prevented within 56 days, local authorities are then required to support the household through a relief duty. The total number of households who were owed a relief duty in 2018/19 was 182. During the relief stage, the authority is required to continue to seek prevention options for the client, but, at the end of the 56 days if they are still homeless. then a decision should be made whether to accept a full homeless duty. It is only at this stage that consideration should be given as to whether a household is in priority need. For those 182 households where a relief duty was owed (where homelessness couldn't be prevented) and subsequently ended, the following outcomes are recorded.

Table fourteen: Reason for ending relief duty – post-HRA (2018/19)

Reason for relief duty ending	No.	percentage
Secured accommodation for six + months	113	80
56 days elapsed (and duty ended)	9	6
Contact lost	7	5
Withdrew application/applicant deceased	10	7
Refused final accommodation offer	1	1
Intentionally homeless from accommodation provided	1	1
Total	141	

Source: H-CLIC data

As with the prevention duty, the majority of relief cases are ended where accommodation has been secured. For most households this will be in social housing; a smaller number are accommodated in private rented housing. Again, a mix of practical and financial support has been provided by the authority in order to secure these positive outcomes.

Table fifteen: Provision of temporary accommodation – last three years (pre and post-HRA)

Type of TA	31/03/16	31/03/17	31/03/18	31/03/19
B&B (inc nightly paid)	0	1	8	7
Hostel	6	0	0	1
Registered Provider stock	0	7	6	1
Private Sector Leasing	6	9	8	2
Other	1	4	3	1
Total	13	20	23	12

Source: MHCLG, H-CLIC and local data; figures are a snapshot at year end

The numbers placed in temporary accommodation (TA) by the local authority are often indicative of the scale of the homelessness problem in a borough. The numbers shown are relatively low in comparison with other local authorities. Reducing the numbers following a high of 23 in March 2018 demonstrates effective prevention and management of TA. Although the figures do not yet reflect this, officers believe that the number of households going into TA is increasing; this is being monitored closely, as is the length of time that households are spending in TA.

Although B&B use has increased slightly in the last two years, the increase is not as significant as the figures suggest. B&B use is closely monitored, and numbers remain relatively low.

Table Sixteen: Support needs of those owed a prevention or relief duty (2018/19)

Support need	No.
History of mental health problems	108
Physical ill health and disability	58
At risk of/has experienced domestic abuse	70
Offending history	17
History of repeat homelessness	13
Drug dependency needs	24
History of rough sleeping	6
Alcohol dependency needs	11
Learning disability	14
Young person 18-25 requiring support to manage independently	20
Access to education, employment or training	7
At risk of/has experienced abuse (non-domestic abuse)	9
At risk or/has experienced sexual abuse	1
Old age	5
Care leaver	2
Young person 16-17 years	1
Young parent requiring support to manage independently	4
Former asylum-seeker	4
Served in HM forces	5
Total support needs	379

Source: H-CLIC data

The new reporting system records the support needs of people owed a prevention or relief duty. Of those owed either a prevention or a relief duty, 223 households contained a person who had an identified support need. Table sixteen above shows the total needs identified (N.B. Many people have more than one support need).

The overwhelming need is for support for mental health issues, followed by domestic abuse and physical ill health and disability. Young people are also presenting with support needs. Closer analysis of the number of support needs shows that around 50% of households with a support need have only one need while a further 40% have two or three needs. A minority of 10% have four or five needs and present with extremely complex support needs which are proving harder to meet.

The loss of Supporting People funding has meant that there are fewer support services available to do 'early help' preventative work.

#### Rough sleepers

One of the indicators of acute housing need is rough sleeping. The number of people sleeping rough in Redcar and Cleveland is relatively low and those who are on the streets tend to be recent rough sleepers and not those who are more entrenched.

Table Seventeen: Rough sleepers

	2016/17	2017/18	2018/19	2019/20 (to Dec)
Number of rough sleepers*	7	8	17	21
Of which assisted into accommodation	5	5	11	11

Source: locally held data

\*these are whole year figures i.e. during the whole year, X people were found to be rough sleeping.

Note in Table Seventeen above, the number of rough sleepers shown is the total number found during the year, they are not a snapshot; the snapshot figure would be much lower. During each of the financial years 2016/17 to 2018/19, snapshot figures based on a desktop count show nobody sleeping rough. The Council is now carrying out bi-monthly actual counts in line with conditions for funding for Rough Sleeper initiative and Rapid Rehousing Pathway, secured by the North-East region. A count held in September 2019 found 1 person sleeping rough. The official annual count undertaken in November 2019 was verified by Homeless Link and found no-one sleeping rough.

Where a report is received that somebody is sleeping rough, officers will go out to verify the information and to offer support and reconnection options where appropriate. In 2019/2020 the North East Region was successful in securing £1 581 958 of government funding from the Rough Sleeper Initiative and Rapid Rehousing Pathway. The aim of the project is to reduce rough sleeping across the North East using a wide range of tools & interventions by:

- Supporting each local authority to implement initiatives to end rough sleeping
- Improve links and services to rough sleepers, especially for those leaving prisons and hospitals
- Enable those in unregulated hostels to access the correct support needed to sustain tenancies
- Strategic overview of rough sleeping in the North East
- Work with Key Partners across the North East

Interventions vary from across authorities, in order to build on existing provision but include the employment of 2 Rough Sleeper Coordinators to support Local Authorities, Housing First, Tenancy Sustainment, Somewhere Safe to Stay hubs, Outreach provision and dedicated Rough Sleeper Substance Misuse Workers.

#### Duty to refer

As noted above, the HRA legislation brought in a new Duty to Refer which requires prescribed public sector bodies to identify and refer on those who are homeless or considered to be at risk of homelessness. The prescribed bodies include prisons, probation service, care services (both adult and children's) and emergency/urgent health care. The Duty to Refer opens up opportunities for more joint working, better communication and a more joined-up service for the client.

Table eighteen below shows the number of referrals made to Redcar and Cleveland housing advice and information team since the introduction of the HRA.

Table Eighteen: Duty to refer numbers

	2018/19	2019/20 YTD
Probation	26	27
Job Centre Plus	22	21
Prisons	15	26
NHS	9	14
Social Services	4	3
Total	76	91
Source: locally held data		

The increase in numbers for the current year (all information for 2019/20 is to end November, if current levels of referral continue through to March then in total there will be over 120 approaches) is not untypical for local authorities across England and reflects the bedding in of the new duty. The pattern of referrals is also consistent with what we have seen in other local authorities, although data for England as a whole is not yet available.

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Table Nineteen: Duty to refer initial outcomes

	2018/19	2019/20 YTD
No engagement from client	60	29
Client engagement	14	40
No local connection	2	11
Awaiting response from client	0	11
Total	76	91

Source: locally held data

The high numbers of clients who failed to engage with the service in 2018/19 is also consistent with what we have seen elsewhere. The increase in engagement during 2019/20 may indicate an increased proportion of appropriate referrals as staff are now more familiar with the duty.

Table Twenty: Duty to refer – accommodation outcomes for those who engaged with service

	2018/19	2019/20 YTD
Secured private rented sector tenancy	3	2
Accommodated with family/friends	1	5
Secured social sector tenancy	9	1

Source: locally held data

Table twenty above shows the outcomes for those clients who did engage with the service and for whom an outcome was secured.

#### **Choice-based lettings**

The choice-based lettings scheme has recently been reviewed and each authority in the Tees Valley have approved the outcomes of the review. This is a Common Allocations Policy across the Tees Valley, ie, five Local Authorities (Darlington, Hartlepool, Middlesbrough, Stockton on Tees and R&C) and three RPs (Beyond, Home Group and North Star). Thirteen are currently members but have announced they will be leaving before April 2020. The scheme is based on bands. Redcar and Cleveland and Beyond Housing (to whom the council housing was transferred years ago) use a quota system which increases the opportunities for those in lower bands to access social housing. As of October 2019, there were 2,861 households on the register in R&C, of which 1,998 have little or no housing need (band 4).

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Table Twenty-one: Numbers on register by band (October

Current banding	Number of households
Band one+	0
Band one	289
Band two	367
Band three	207
Band four	1,998

Table twenty-one shows that the shortest waiting times are for those in the highest bands – a little over three months for Band one and around four months for Band two. This means that a move to social housing is a realistic prospect for many homeless households. Those for whom a duty has been accepted are given one reasonable offer, in line with legislation.

Table Twenty-one: Numbers on register by band (October 2019)

Banding	Average number o
Band one	102 days
Band two	119 days
Band three	295 days
Band four	2,308 days

Source: locally held data

All homeless households will in future be placed in Band one, whether owed a full homelessness duty, or prevention or relief duty. Domestic abuse cases and those leaving armed forces will also be categorised as Band one. All other housing need is categorised as high, medium or low and banded accordingly (two, three, four).

Very few households in Redcar and Cleveland will be affected by the changes. One advantage of the amended policy is suspension of cases with lower levels of debt or mid-level ASB, with clear reasons and clarity on steps to address. Previously, these cases could be 'overlooked' which led to confusion and a lack of clarity.

During 2020/21, there will be new branding and a new website for the scheme (to be renamed Tees Valley Home Finder). There will be nomination rights to some Thirteen properties, and these will be advertised and let through CBL.

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#### of days to tenancy commencement date

Sub-market area	No properties	No on register	No on register in Bands 1 – 3	Bands 1 - 3 as %age of those on register in that area	Band 1 – 3 as %age of properties in that area
Greater Eston North	11,749	670	186	28	1.6
Greater Eston South	6,165	273	88	32	1.4
Guisborough	8,774	244	64	26	0.7
Redcar	17,522	936	293	31	1.7
Marske/New Marske	5,487	138	29	21	0.5
Saltburn	3,263	101	28	27	0.8
Skelton/Brotton CP	6,001	221	58	26	1
Lockwood CP	1,669	67	18	27	1.1
Loftus CP	3,938	143	38	26	1
Out of borough		176	37	21	
Total	64,568	2,969	839		

Table Twenty-three: Geographic analysis – numbers on register (1)

Source: locally held data

Table twenty-three above looks at the number of households on the housing register by location. The nine areas shown above are the nine housing market sub-areas identified in the recent Strategic Housing Market Assessment. The first column of figures shows the number of properties in each area, and the second the number of current applicants on the housing register. The third column shows only those cases which are in Bands 1 to 3, as Band 4 cases generally have no recognised housing need. The fourth column of figures shows the percentage of cases in that area falling in Bands 1 - 3. 32% of households on the housing register in Greater Eston South and 31% of households on the housing register in Redcar, for example, fall into Bands 1 - 3, while only 21% of cases in Maske/New Maske are in Bands 1 - 3. The final column shows the cases in Bands 1 - 3 in those areas as a percentage of all properties in that area. For example, 1.7% of households in Redcar and 1.6% of households in Greater Eston North are on the housing register with a recognised housing need, whereas only 0.5% of households in Maske/New Maske and 0.7% of households in Guisborough are on the register with a recognised housing need.



This may indicate higher levels of housing need in Redcar, and Greater Eston North and South, though it is only an indication. There may be households who would have a recognised housing need who don't come forward to register.

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Table twenty-five below shows the geographic location of those approaching the service for advice and support around potential homelessness.

Table Twenty-five: Geographic analysis – approaches to ho

Sub-market area	No on register	No approaches	No approaches as %age all properties
Greater Eston North	11,749	135	1.15
Greater Eston South	6,165	44	0.7
Guisborough	8,774	62	0.7
Redcar	17,522	294	1.7
Marske/New Marske	5,487	28	0.5
Saltburn	3,263	22	0.7
Skelton/Brotton CP	6,001	46	0.8
Lockwood CP	1,669	10	0.6
Loftus CP	3,938	27	0.7
Out of borough		88	-
NFA/Sofa surfing		73	-
Total	64,568	829	-

Source: locally held data, percentages may not sum due to rounding

This shows a similar pattern – the greatest percentage of approaches (number of approaches divided by the number of properties in the area) come from Redcar and from Greater Eston North. This may also reflect the location of advice services and organisations which will refer people on to the Council.

#### Audit of homelessness services

An audit of homelessness services was carried out by Tees Valley Audit and Assurance Services in 2019. The audit concluded that appropriate preparations had been made to enable the Council to respond to the HRA. In addition, the audit found a strong control environment, and made only three minor recommendations to which the service has already responded.

#### Table Twenty-four: Geographic analysis – number on register (2)

Sub-market area	No on register	No on register as %age of all those on register	No on register in Bands 1 – 3	No on register in Bands 1 – 3 as %age of all on register in Bands 1 - 3
Greater Eston North	670	22	186	22
Greater Eston South	273	9	88	10
Guisborough	244	8	64	7
Redcar	936	31	293	35
Marske/New Marske	138	5	29	3
Saltburn	101	3	28	3
Skelton/Brotton CP	221	7	58	7
Lockwood CP	67	2	18	2
Loftus CP	143	5	38	4
Out of borough	176	6	37	4
Total	2,969		839	

Source: locally held data, percentages may not sum due to rounding

Table twenty-four also looks at the geographic breakdown of the numbers on the register; this table shows the proportion of all cases from each area. It also shows the same information for Band 1 – 3 cases. Almost a third of all applicants are currently living in Redcar; the proportion rises to over a third for those in Bands 1 - 3. 22% of applicants are currently living in Greater Eston North. Applicants from those two areas make up over half of the applications on the register, although it must be noted that the number of properties in those two areas make up almost half of the total properties in the Borough.

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