

Homelessness and Rough Sleeping Strategy

2019-2021

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1. Executive Summary

The proposed Homelessness and Rough Sleeping Strategy is the London Borough of Newham's (LBN) first in nearly a decade and this interim two-year strategy will cover the period of December 2019 to December 2021.

Key Facts

- Newham has the highest number of households in temporary accommodation in England. This equates to 40.57 per 1,000 households.
- The increases in rough sleeping in Newham have been significantly higher than the comparable increases in London with levels increasing by 135% during the same period, (as highlighted below London was 9%).
- The levels of Rough Sleeping in Newham are now the third highest in London, behind Camden and Westminster.
- Females are more likely to present as homeless, with more than half of homeless residents are aged over 35.
- Men are far more likely to present as rough sleepers. Many rough sleepers appear to have a criminal justice pathway and more likely to come out with no fixed accommodation. There are high levels of mental health, drugs and alcohol addiction. The largest cohort age group is between 36 – 45 years old.

Local authorities are required by law to publish a homelessness strategy and this strategy sets out how the Council will respond to the problems of homelessness over the next two years and describe the work that will be undertaken to produce a further and updated five year strategy from September 2021.

Since 2018, under the new political administration, Newham has undertaken a significant amount of work to address to Homelessness and Rough Sleeping, but the Council recognises that there is much more to be done in this area in partnership with stakeholder across all sectors. There is a need to create the foundation on which to build a more comprehensive strategy, whilst at the same time fulfilling Newham's statutory duties with care and compassion.

This strategy therefore, describes the historical and statutory context and the key priorities for the next two years to enable the Council to be in a position to deliver a realistic and robust long term strategy.

The strategy priorities are therefore split between those that can be interim (1 – 9) and long term (10 – 11) strategic priorities:

Interim

1. Preventing homelessness
2. Relieving homelessness (including rough sleeping)
3. Establish a new approach to assessment for low, medium and high risk needs rough sleepers
4. Accommodating and supporting rough sleepers towards independence

5. Providing support to those in need to prevent reoccurring homelessness in order to maintain independence
6. Improve data collection and analysis
7. Establish a rough sleeping pathway
8. Developing services for young people, single people (18-34) and couples without dependent children
9. Establish a Stratford specific plan

Longer term

10. Reduce the use of temporary accommodation
11. Increasing supply of affordable housing
12. Incorporating where appropriate Council policies on tackling the Climate change emergency and Community Wealth Building

How the Council will deliver the priority commitments outlined below over the next two years will be clearly articulated within an accompanying Strategy Action and Delivery Plan. The Plan will be presented to Cabinet for approval two months after the ratification of this Strategy.

2. Introduction

Homelessness has a wide definition that goes beyond the visible rough sleeping. The wider definition includes anyone who does not have access to suitable accommodation such as people staying with family and friends, people living in squats and those in temporary accommodation provided by the Council or those threatened with Homelessness within 56 days with no alternative suitable accommodation to live in.

This is the London Borough of Newham first Homelessness and Rough Sleeping Strategy in nearly a decade. The interim two-year Homelessness and Rough Sleeper Strategy covers the period December 2019 to December 2021. This strategy sets out how the Council will respond to the problems of Homelessness and Rough Sleeping over the next two years and the work that will be undertaken to produce a further and updated strategy from December 2021.

Since 2018, under the new political administration, the London Borough of Newham has prioritised Homelessness and Rough Sleeping and in particular the need to engage better with Stakeholders, improve transparency and build trust. A significant amount of work to address Homelessness and Rough Sleeping has taken place over the last 18 months. This includes:

- Implementation of the Homelessness Reduction Act 2017
- Establishing the:
 - Mayoral Rough Sleeping Taskforce
 - Co-production Forum, Newham Homelessness Action Group
- Adopting a care and compassionate approach to Rough Sleeping and Homelessness
- Initiating a public health approach to Rough Sleeping and Homelessness to the development of the borough's first Homelessness and Rough Sleeping strategy in 10 years.
- Launching a new temporary assessment hub for rough sleepers, including those with No Recourse to Public Funds
- Developing a Rough Sleepers needs assessment, in order to develop this strategy

The Council recognises that there is still much more to be done in this area. Despite the above, homelessness has continued to rise, with the Council's resources and systems being unable to meet need in line with our ambitions. Furthermore, developing a holistic approach to homelessness cannot be achieved by the Council alone and requires a partnership approach, including Health, Community, Voluntary and faith-based sectors. Finally, the Council acknowledges and appreciates the

extensive current and historical efforts from the community, voluntary and faith sectors in maintaining support for rough sleepers.

The historical approach to Homelessness and Rough Sleeping within the borough has resulted in an offer far below the new administrations aspirations and a perceived lack of trust from the public and stakeholders. Therefore, there is an urgent need to create the foundation on which to build a more comprehensive strategy, whilst at the same time fulfilling Newham's statutory duties.

This strategy is by necessity and design, interim in nature and focuses on the most pressing issues such as the collection and analysis of data to inform the development of timely, measurable and specific targets. This will prepare the way for the development of an over-arching corporate approach that is fully accountable for aligning cross organisational functions and directing corporate resources to deliver the London Borough of Newham's ultimate ambition of preventing homelessness and ending rough sleeping.

How the council will deliver the priority commitments set out in this Strategy, will be clearly articulated within an accompanying Strategy Action and Delivery Plan. The Plan will be presented to Cabinet for approval two months after the ratification of this Strategy.

3. The Scale of the Problem

Homelessness

The Councils strategy has been developed within the context of national policy legislative developments, as well as local needs.

Homelessness is defined by the Housing Act (1996) as:

(1) A person is homeless if he has no accommodation available for his occupation, in the United Kingdom or elsewhere, which he—

(a) is entitled to occupy by virtue of an interest in it or by virtue of an order of a court,

(b) has an express or implied license to occupy, or

(c) occupies as a residence by virtue of any enactment or rule of law giving him the right to remain in occupation or restricting the right of another person to recover possession.

(2) A person is also homeless if he has accommodation but—

(a) he cannot secure entry to it, or

(b) it consists of a moveable structure, vehicle or vessel designed or adapted for human habitation and there is no place where he is entitled or permitted both to place it and to reside in it.

(3) A person shall not be treated as having accommodation unless it is accommodation which it would be reasonable for him to continue to occupy.

(4) A person is threatened with homelessness if it is likely that he will become homeless within 56 days.

(5) A person is also threatened with homelessness if—

(a) a valid notice has been given to the person under section 21 of the Housing Act 1988 (orders for possession on expiry or termination of assured shorthold tenancy) in respect of the only accommodation the person has that is available for the person's occupation, and

(b) that notice will expire within 56 days.

There are a wide range of factors that can lead people into homelessness, which include:

- Being evicted from the private sector
- Splitting up with a partner
- Being evicted by family or friends

- Domestic violence or abuse
- Lack of affordable housing
- Poor mental/physical health
- Harassment
- A disaster such as flooding or fire
- Loss of income

These factors, often in combination, can lead to an inability to sustain or secure suitable accommodation.

Nationally homelessness is on the increase. At the end of 2018 Shelter estimated that there were 320,000 homeless households in Great Britain Shelter estimated that Newham had the highest number of homeless households, with 1 in 24 are homeless¹. The Council therefore faces a major challenge to resolve the local homelessness crisis.

Temporary Accommodation

Newham has the highest number of households in temporary accommodation in England. As at 30 June 2018² Newham had 4,949³ households in temporary accommodation. This equates to 40.57 per 1,000 households.

To place this into context of the boroughs neighbouring Newham and London as a whole:

Borough	Total number in TA	Number per 1,000 households
Barking and Dagenham	1857	23.51
Hackney	3026	25.64
Newham	4,949	40.57
Redbridge	2295	20.49
Tower Hamlets	2210	17.13
Waltham Forest	2269	21.01
London	1768 (average)	15.49

¹ Shelter Homelessness in Great Britain—the numbers behind the story
https://england.shelter.org.uk/_data/assets/pdf_file/0020/1620236/Homelessness_in_Great_Britain_-_the_numbers_behind_the_story_V2.pdf

² The most recent full figures available

³ Figures are taken from Live Tables on Homelessness: <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

As the Council has a housing stock of about 17,015 homes. There are an additional 31% of households in temporary accommodation above the number of Council tenants.

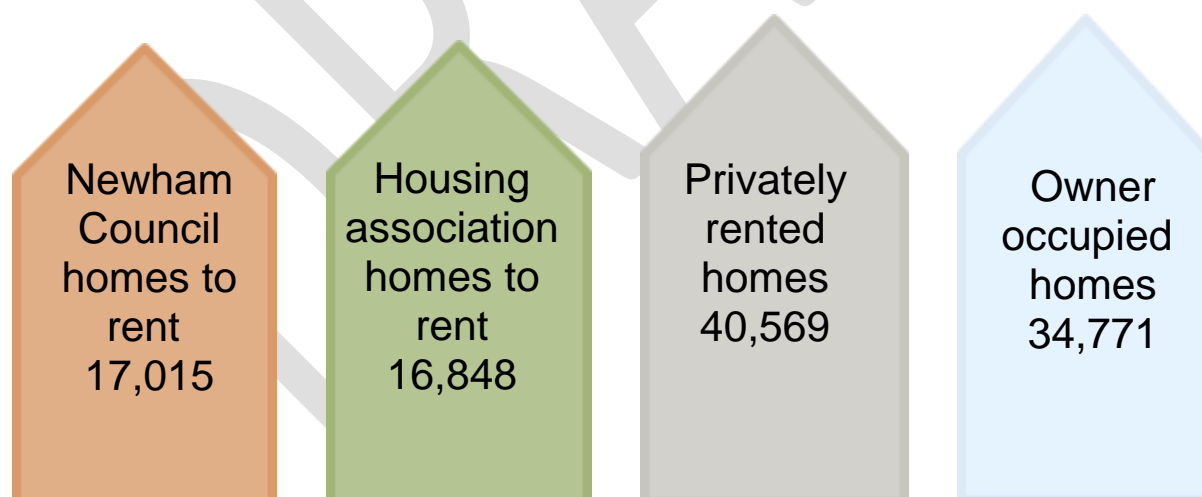
The Cost

Temporary accommodation is provided at a huge cost to the Borough, with the annual average rent loss forecast as £5,515,647. This is money that could clearly be better deployed preventing and relieving homelessness, in the first instance. The amount of subsidy depends on the type of temporary accommodation⁴.

The subsidy to temporary accommodation consumes over 90% of the Discretionary Housing Payment (DHP) budget. This means that very little DHP is available for prevention and relief and the numbers of households in temporary accommodation is a barrier to both prevention and relief of homelessness.

Housing Stock

There are approximately 109,203 dwellings in Newham. By January 2019 33,152 licences for private property lettings had been issued. Newham has the highest number of persons per dwelling in London, an average of 3.17, with around a quarter of the borough's 100,000 households living in an overcrowded property. The breakdown of the housing stock is:



Newham Council's social housing stock has been declining over the recent years. In 2017/18, there were 356 Council and 248 Housing Association properties available for re-letting (604 in total). As at 1st March 2019, there are c. 27,000 households waiting for a social housing property. 3,515 people have been on a council house waiting list for 10 years, the highest number in Britain.

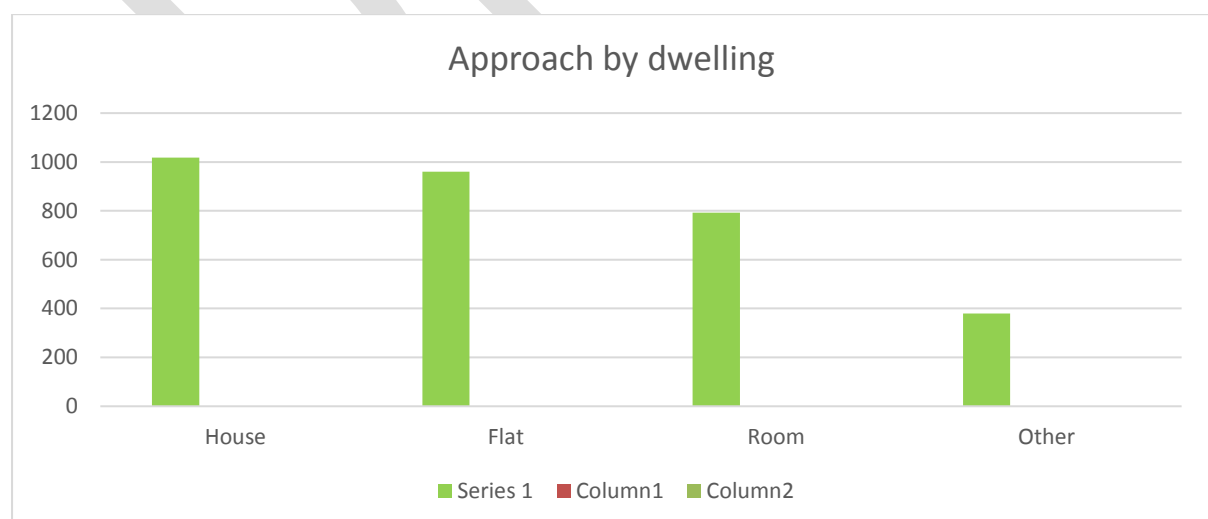
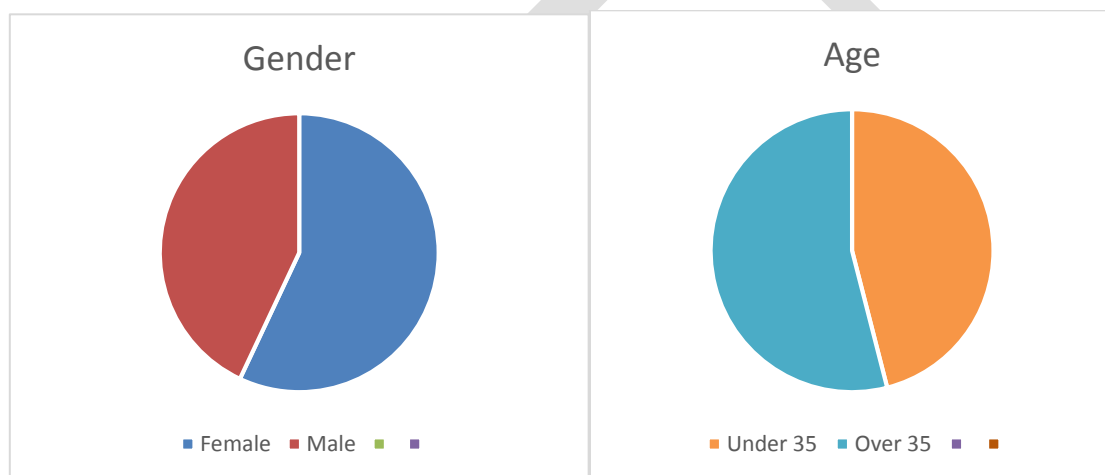
⁴ London Borough of Newham: Temporary Accommodation: Use and Need Updated Technical Annex August 2018

Newham has one of the youngest populations in the country, which means that demand for housing will continue to increase. This highlights the need for improved early intervention and prevention strategies across the wider housing agenda

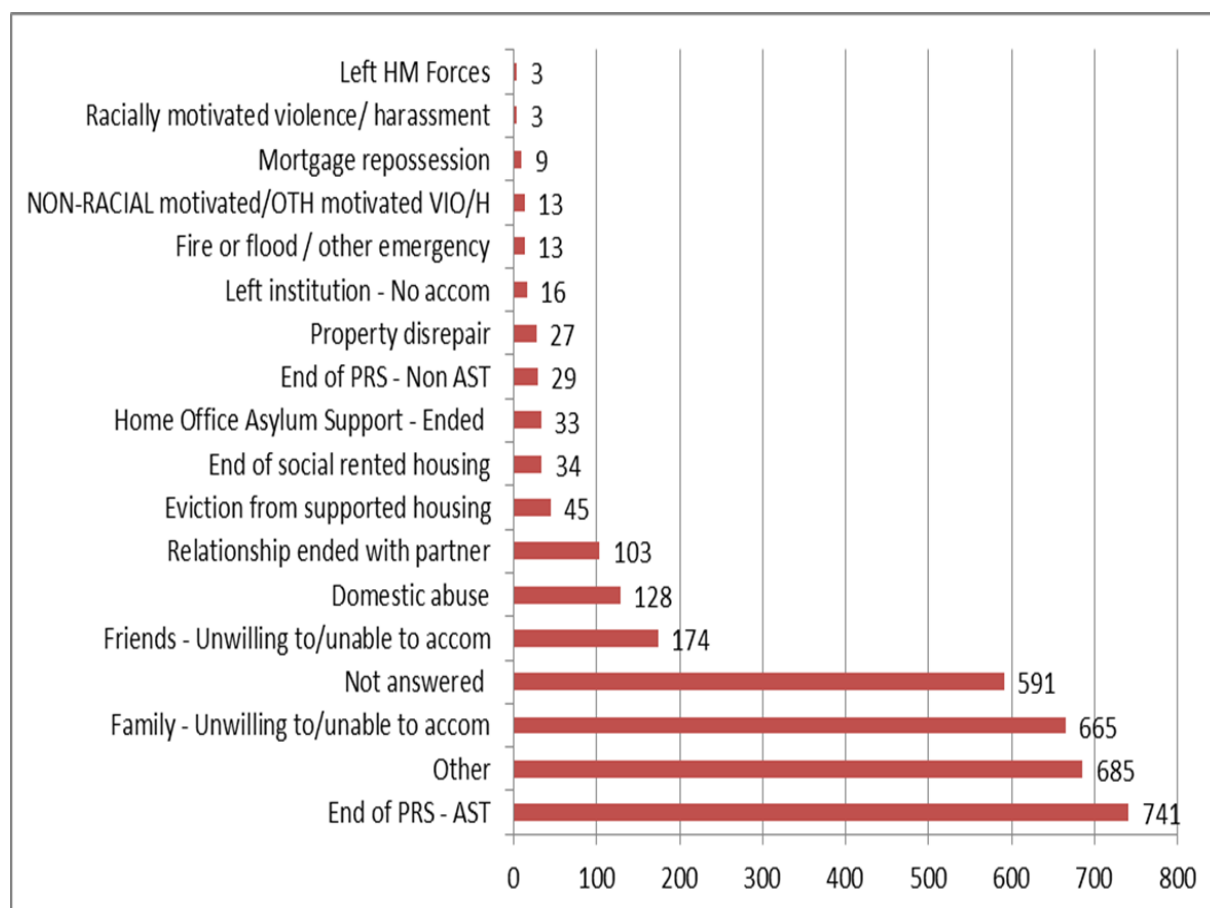
Assessing Current and Future levels of Homelessness

The Council acknowledges that there isn't sufficient robust data analysis to assess the current and future levels of homelessness in the borough. The gathering of data is a key target of this strategy.

A snap shot for the period 1st April 2018 to 1st March 2019 shows a total of 3,150 housing applications were received (approximately 80 per week). The data analysis demonstrates that the, majority of homelessness applications were from females.



In line with national trends, the ending of an assured shorthold tenancy is the most common reason for approaches. This clearly demonstrates the urgent need for a proactive early intervention approach to be adopted by the Council, that ensures that support is available to both tenant and landlord with a focus on sustaining tenancies and ensuring that people are safely housed and mutual obligations are robustly monitored and maintained, by the Council, throughout the tenancy.



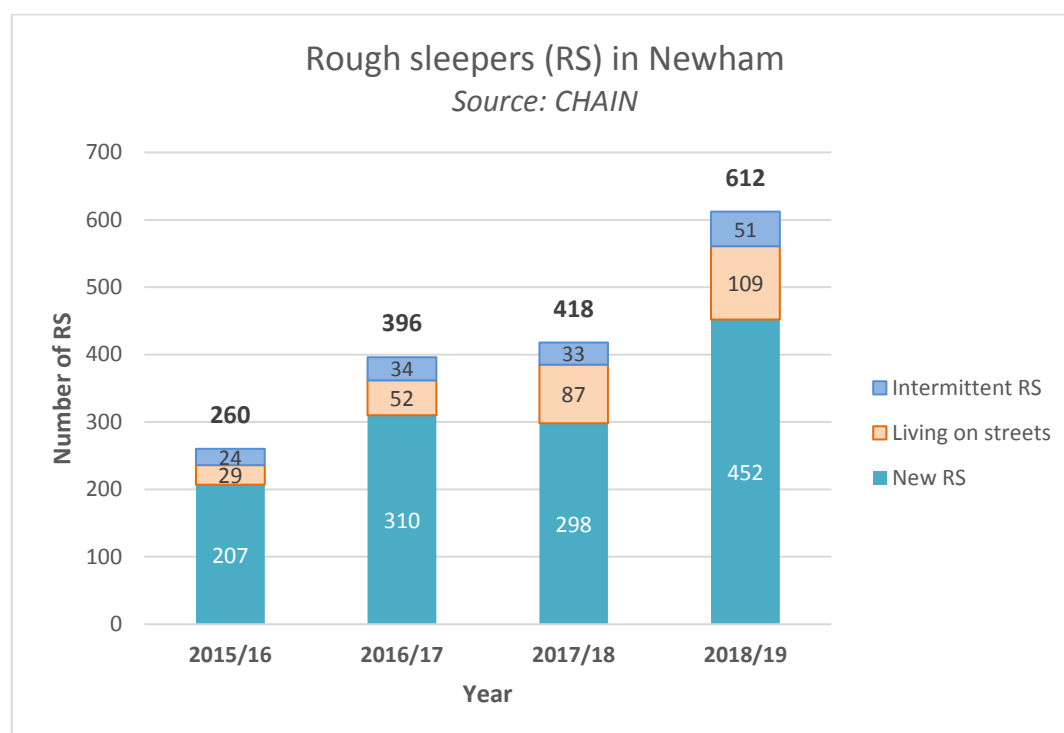
Newham Rough Sleeper Need Assessment

The Council has recently undertaken a needs assessment on rough sleeping, which is currently in draft form. This section provides a few highlights from the needs assessment.

The levels of rough sleeping in England have increased rapidly in recent years and rough sleeping in London has increased by 9% between 2015/16 and 2018/19. The increases in rough sleeping in Newham have been significantly higher than the comparable increases in London with levels increasing by 135% during the same period, (as highlighted below London was 9%) and 612 individuals were identified Rough Sleeping in Newham in 2018/19. The levels in Newham are now the third highest in London, behind Camden and Westminster. The table below shows the levels of rough sleepers in the Borough over the four-year period.

The table below shows that Newham has a high level of new rough sleepers moving through the Borough and that there are around 109 people rough sleeping regularly on the streets, particularly in Stratford.

Rough Sleepers in Newham



SOURCE: CHAIN

** It is worth highlighting here that there are limitations and potential duplications with the of data and the quality is very much down to the levels of trust achieved in those interventions, the transitional nature of this population and their complex needs do make providing an accurate picture very challenging.*

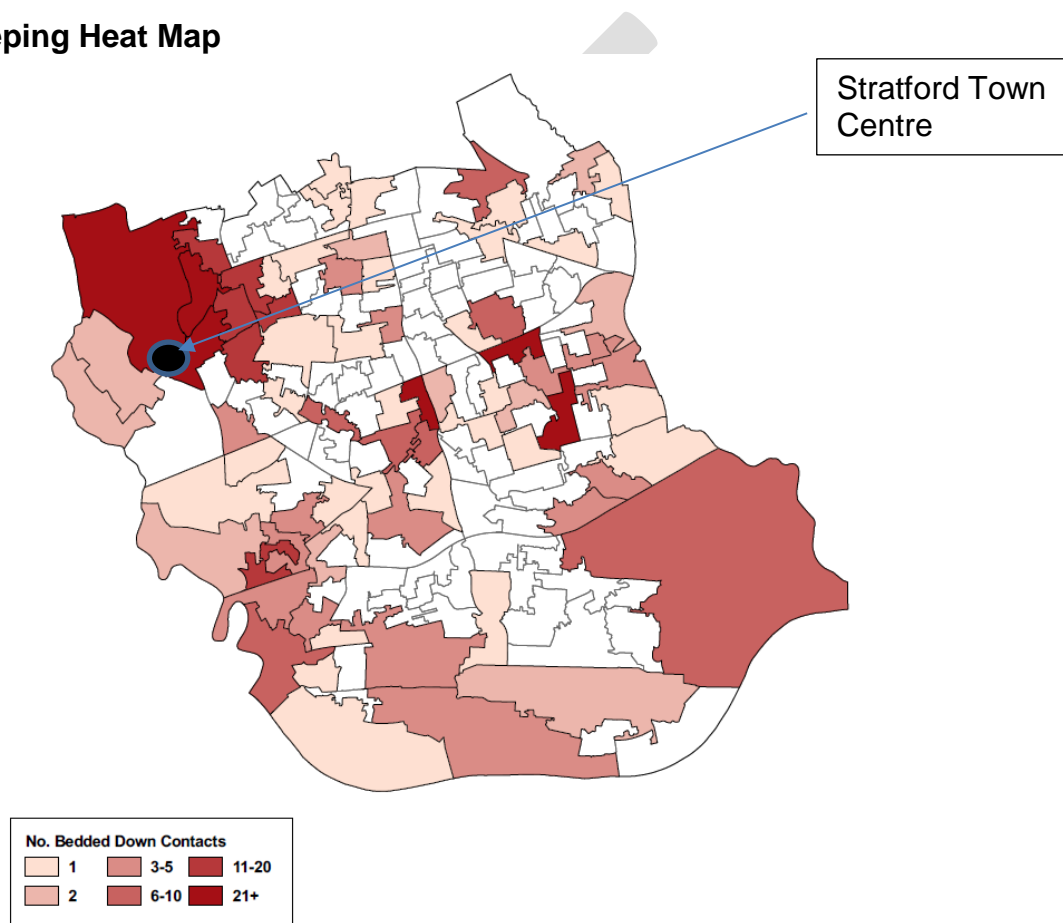
As highlighted above the levels of rough sleeping in Newham have increased significantly by 135% since 2015/16 and 612 reports of rough sleeping were identified by the outreach teams in 2018/19.

The graph above shows 275% increase in the number of reports of rough sleepers living regularly on the streets in Newham with an increase from 29 to 109 over this four-year period. The number of new rough sleepers recorded in the Borough has increased by 118% from 207 to 452. The level of intermittent rough sleepers has increased by 116% from 24 to 51 this number is significant as all 51 will be verified and will be an actual number. The following information describes the total number of reported instances of 612 accounts of rough sleepers identified in 18/19, and then also describes and compares this detail with the core of 109 people rough sleeping regularly that have all been validated, therefore, no duplication in the numbers (stock) in Newham over the same period.

There is a particular concentration of rough sleepers in and around the Stratford Centre. The availability of shelter, food and warmth, 24 hours a day 7 days a week, has contributed to this becoming one of the largest rough sleeping hotspots in London. Some 30 to 50 people are seen sleeping in and around the mall each night. However, there are people sleeping rough throughout the borough.

The map below shows the location of the 612 reports of rough sleepers discovered in the Borough in 18/19, and highlights the hot spots of Stratford, East Ham and Upton Park.

Rough Sleeping Heat Map



All rough sleepers seen throughout London (in all 33 boroughs) are recorded onto a system called Combined Homelessness and Information Network (CHAIN) database. The database is checked and updated by outreach workers once they identify and verify a person is sleeping rough. It is also used to record basic information about the individual to determine if they are 'Flow', 'Stock' or 'Returner'; which is then used to decide the most appropriate action for them.

The flow, stock and returner model⁵ categorises people seen rough sleeping in the year according to whether they have also been seen rough sleeping in previous periods:

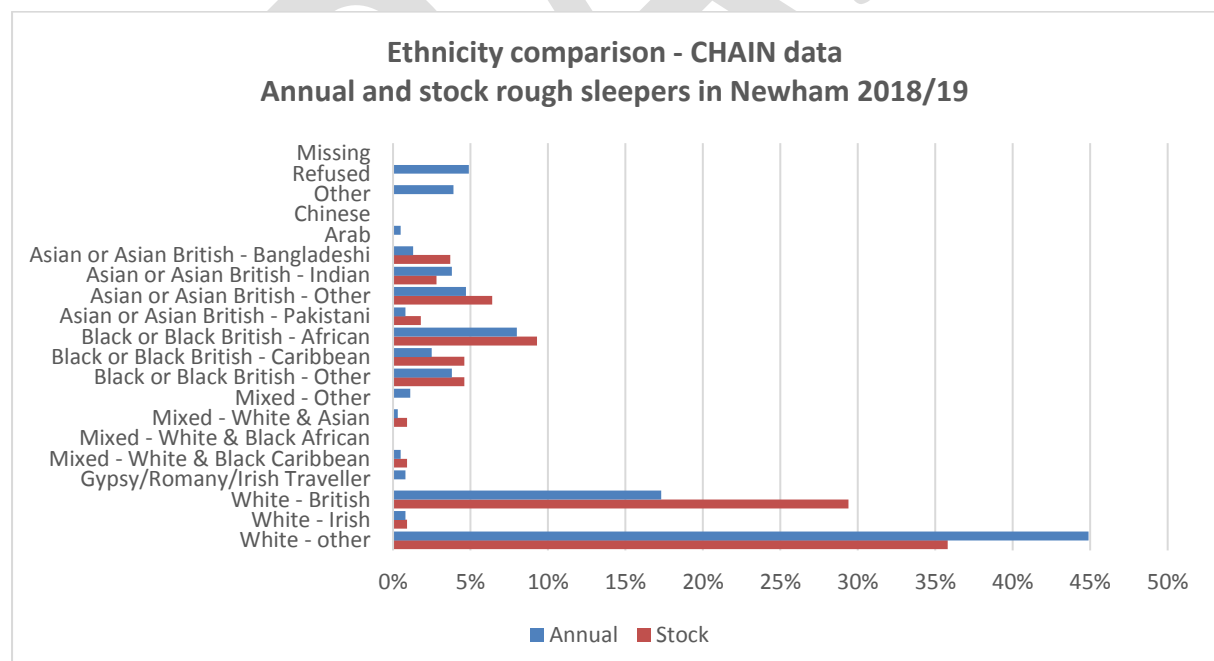
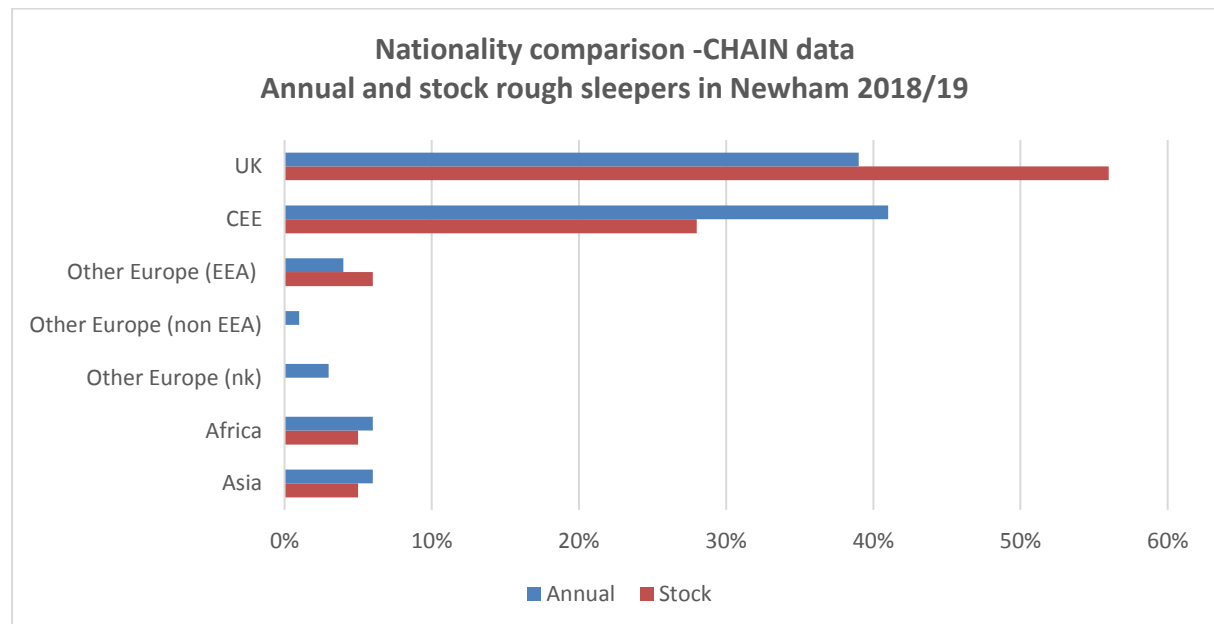
⁵ <https://www.theguardian.com/society/2019/jun/19/london-rough-sleeping-hits-record-high-with-18-rise-in-2018-19>

- In 2018/19, 74% of people seen rough sleeping in the borough during the year were new rough sleepers (flow), while 18% fell into the 'stock' category, and 8% were returners.
- The data highlights, that despite of the ongoing work most of the rough sleepers are new (flow).
- 51% of new rough sleepers had lost long term accommodation and 7.1% short or medium term accommodation.
- Of all new rough sleepers, 38.1% were asked to leave or evicted and 31% had lost jobs and/or were seeking work.
- 33% had been in prison, 6% in care and 5% in the Armed Forces at some time in their lives (based on 294 people where institutional histories were recorded).
- 109 rough sleepers were referred from the Borough to No Second Night Out (NSNO) service.

To put the issue in context:

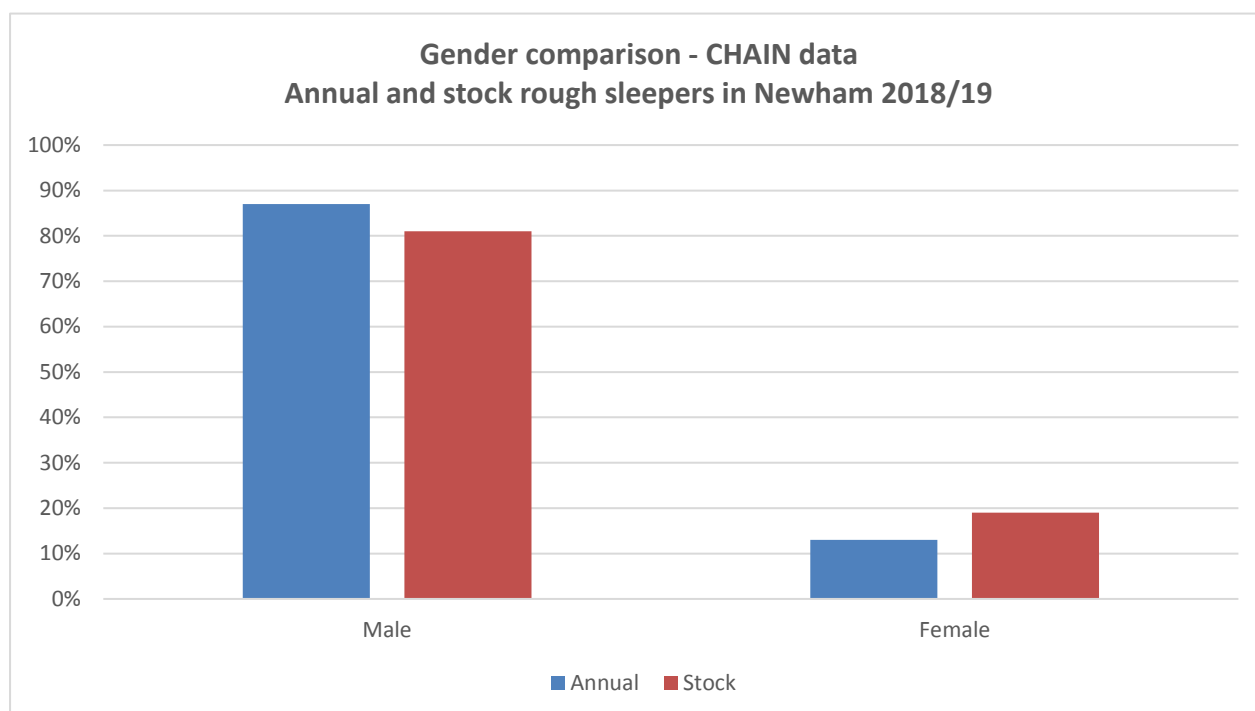
Local authority	2013/14	2014/15	2015/16	2016/17	Percentage change 2013 to 2017
Westminster City Council	2197	2570	2857	2767	+25.94%
London Borough of Camden	501	563	641	702	+40.11%
London Borough Tower Hamlets	324	377	395	445	+37.34%
London Borough of Newham	202	221	260	396	+96.03%
City of London Corporation	317	373	440	379	+19.55%
London Borough of Lambeth	427	468	445	355	-16.86%

Nationality and Ethnicity



The statistics show UK nationals make up 56 per cent of the regular rough sleeping group, Eastern Europeans make up the second highest group. The figures underline that services need to be designed to meet the needs of these distinct different groups, particularly those with no recourse to public funds and those for whom English is not their first language.

Gender



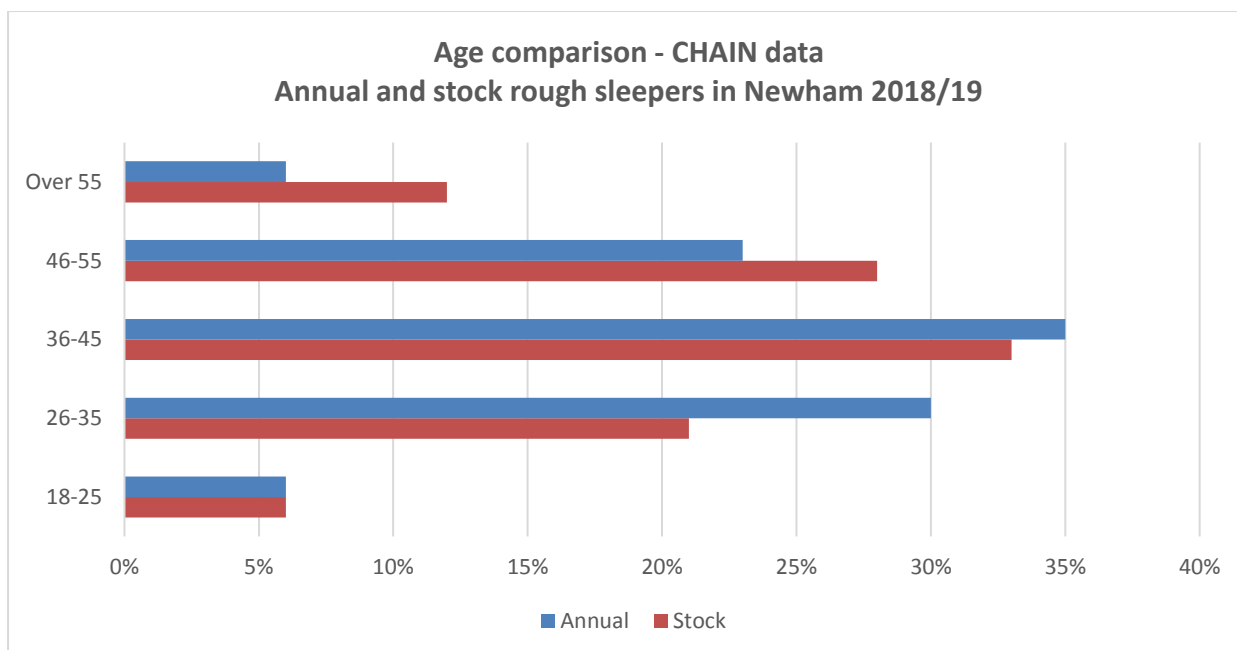
Overall, the data shows that women are more likely to present as homeless, with men more likely to present as rough sleepers. As is the case nationally, the rough sleeping population is predominantly a male population, however, the information indicates that there were approximately 60 women spotted rough sleeping in Newham in 2019/20, of these approximately 20 are regular rough sleepers.

These factors needed to be considered when developing services for rough sleepers.

Age

The comparisons of age between the regular rough sleepers and the wider group are similar. The largest cohort is between 36 – 45. Further work is needed to understand:

- The levels of care leavers that go on to become homeless/rough sleepers.
- The impact of rough sleeping on the older age groups.

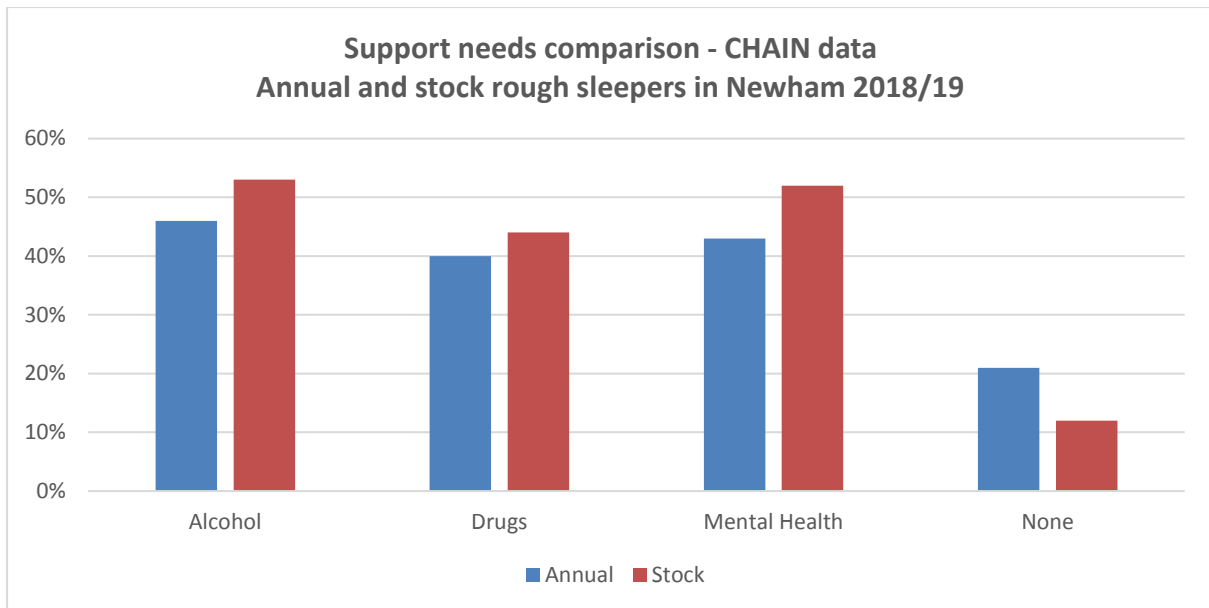


Health Needs

Research has established the multiple and related vulnerabilities and needs of the homeless and rough sleepers, and the significant health inequalities experienced by this population. Homelessness on the street causes significant harm to health. According to government and third sector statistics, the average age of death for a rough sleeping man is 47 years old and 43 years old for women, this compares to an average of age of 77 years for the general population.

The assessments carried out by the outreach teams do consider health needs however this data is particularly limited in the wider population. In 2018/19, only 52% of 'flow' rough sleepers in Newham had an assessment made of their health needs, this level is much higher, 95%, in the regular 'stock' rough sleepers. The quality of the assessment is built up over time and depends on regular contact with the service.

The tables below relate to the health needs of the whole rough sleeping population in 2018/19 and again compares this with the regular rough sleepers.

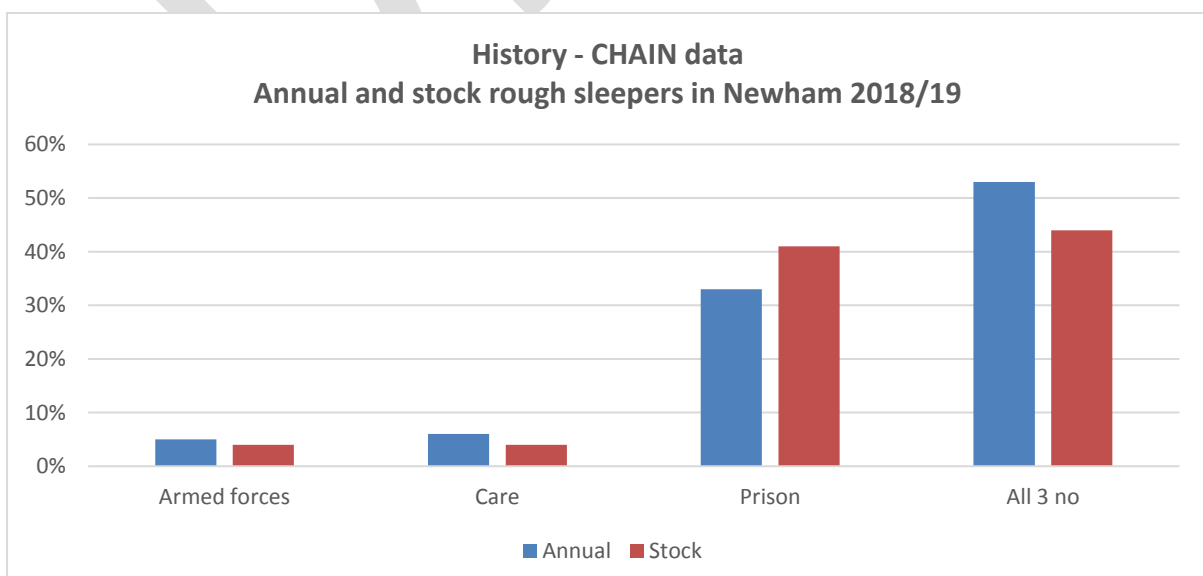


It is evident that the regular rough sleepers have much more complex health needs and poor mental wellbeing, including alcohol and substance misuse.

More work is needed to understand the wider health impacts for Rough Sleepers, including physical health.

What are the Risk Factors?

The information below shows the risk factors indicated by the rough sleepers. A high proportion (40%) of regular rough sleepers in Newham have at some point in their lives been in prison, which has led the service to explore further work locally with the probation service to consider the support needs around discharge and supported accommodation. The research also shows rough sleepers are more likely to reoffend as a result of a life on the streets than those with no previous history of offending prior to rough sleeping.



Of the rough sleepers identified in the Borough in 2018/19, 51% had previously lived in long term accommodation and 7% from short or medium term accommodation. 38% had been asked to leave their accommodation or had been evicted and 31% had lost their jobs and/or were seeking work. This highlights a significant opportunity for early prevention and support.

Equality Analysis

It is clear from the data that certain populations are more impacted by homelessness than others.

The Council does not at this time have access to the full range of data that would be required to complete a comprehensive equality analysis. This is one of the reasons the strategy is interim, allowing data capture mechanisms to be developed and implemented. Improving data and analysis has been identified as a priority for this strategy.

The purpose of the strategy is to reduce homelessness and therefore its impact on equality will also be designed to be positive. Based on the data we have collected to date we know:

- In Newham, females are more likely to present as homeless.
- More than half of homeless residents are aged over 35.

More work is needed to understand the link between the hidden homeless and:

- Children leaving care and youth offending.
- Sexuality.
- Health.
- Income.

In Newham, men are far more likely to present as rough sleepers. Many rough sleepers appear to have a history of criminal justice and more likely to come out with no fixed accommodation. There are high levels of mental health, drugs and alcohol addiction. The largest cohort age group is between 36 – 45 years old.

More work is needed to understand the link between rough sleepers and:

- Children leaving care and youth offending.
- Sexuality.
- Wider health issues.
- Income.

The action plan for delivering this strategy will show how equality and diversity issues will be considered and addressed.

The action plan for delivering this strategy will show how equity will be addressed.

Homelessness Taskforce: Expert stakeholder engagement response summary

A questionnaire was sent out in October 2019 to expert stakeholders with local knowledge of rough sleeping in Newham. Members of the Homelessness Taskforce, external to the Council, and members of the Newham Homelessness Action Group were invited to take part, including those with lived experience of homelessness.

The questionnaire aimed to help understand the risks, impact and drivers of rough sleeping in Newham and identify any gaps in provision. It also aimed to identify what, if anything, made rough sleeping in the Stratford Centre and surrounding area unique. There were 23 responses to the questionnaire, 12 responded on behalf of a voluntary sector organisation, eight on behalf of a public service, two on behalf of a business and one did not specify. In summary the findings show:

- Mental health and substance misuse present the greatest health related risks and impacts for people rough sleeping in Newham.
- The risk of violence and abuse was the most commonly mentioned risk outside of health.
- The lack of availability of appropriate housing options was the largest theme in the responses
- Respondents were asked why the Stratford Centre and the surrounding area have particularly high instances of rough sleeping compared to the rest of Newham. The three most common themes were that the Stratford Centre is open throughout the night, that it therefore provides shelter and that support for basic needs was provided within the Stratford Centre by community and voluntary stakeholders.
- 12 of the 23 respondents said that the rough sleeping the Stratford Centre and the surrounding area requires a different response to rough sleeping in the rest of the borough. This was mainly due to the fact that the Stratford Centre is accessible at night and provides a considerable degree for shelter and that a local response should remove the attraction of the centre as a location for rough sleeping, generally by closing the centre at night and restricting the provision of free food in the area.
- 11 of the 23 respondents said that they were aware of modern slavery in Newham. The main action suggested by respondents to minimise modern slavery in the borough was a dedicated communications strategy that would raise awareness among rough sleepers, organisations that are in contact and provide services to people who sleep rough, and the general public.

Rough Sleepers Qualitative Insight

The Newham Street Life Survey (Bridges Report) was commissioned by the London Borough of Newham in 2018, and the findings are still very relevant. A total of 63 people took part in detailed surveys concerning their backgrounds, attitudes and needs, and 16 in depth interviews were conducted and recorded on video, the content

of which confirms the outcomes and recommendations made from the questionnaire. The recommendations of the Bridges report relate particularly to:

1. Improving early intervention to prevent homelessness by supporting those at risk, and involving service users in the design
2. Improving access to basic hygiene and secure storage facilities to support individual's dignity, and enhance self-respect, provision of a recognised postal address service
3. Improved resourcing of advice services, clearer information, and signposting with simplified access and or training for gate keepers, improved coordination and case working across agencies. Attention to the role of libraries and faith based centres and greater sensitivity and focus on communication with vulnerable street active individuals.
4. Rethinking barriers; recognition and strategic support for individuals with no recourse to public funds, improved access to rehab services for substance misuse. Sensitive coordination with drug crime prevention agencies, enhance language tuition and support, improved outreach targeting individuals from the Eastern Europe especially.

Recommendations

The needs assessment has made the following recommendations:

1. There is evidence locally and nationally that rough sleeping numbers will continue to increase therefore we need to be prepared for this
2. Need to continue to work across the partnership to improve the data relating to this population, and ensure that quality assessments can take place in a safe environment
3. Need to consider different services/pathways for the different types of rough sleepers, so clearly those who are just passing through Newham need a light touch service based on support, information and advice i.e. employment, housing advice and rights, language, no recourse, move on etc.
4. "Core" (people seen bedded down over two or more consecutive years) rough sleepers have much more complex needs, are generally older and need much more of a wraparound service dealing with health, temporary housing into sustaining tenancies, effective assessment, ongoing support etc.
5. Need to develop step pathway of accommodation with support to ensure move through to more permanent accommodation, with a flexible and tapered support (i.e. Floating Support) as people gain more independence
6. Work with colleagues across the system locally and in North East London around Health and Social care to develop health pathway model
7. Need to explore jointly commissioned mental health and alcohol pathway further to ensure that assessments and support services are timely
8. Use the feedback from rough sleepers to think about how we support wider wellbeing?
9. 19% of core rough sleepers are women. This needs to be built into future service models.
10. Review offender and hospital discharge support to accommodation pathways

11. The Stratford Centre environment needs attention in terms of risk and safeguarding responsibilities
12. Develop consistent enforcement and public realm policies to ensure a caring and supportive approach that also ensures the environment is managed properly.
13. Take a whole system approach, ensuring that dealing with rough sleeping is everyone's business and cross organisational accountability is firmly embedded via effective corporate oversight, training of services, partners etc.

4. Statutory Framework

National Context

There are a number of national policy and legislative developments which impact upon the formulation of a strategy. This section outlines the main drivers.

Homelessness Legislation

In April 2018 the Homelessness Reduction Act 2017 (HRA) came into force⁶. The HRA has three key aims:

- To prevent homelessness
- To relieve homelessness
- To prevent recurring homelessness

The HRA introduced a number of new duties and led many local authorities, Newham included, to review their service. The key duties are:

- Conducting an assessment where anyone including young people is homeless or threatened with homelessness.
- Producing and agreeing with the applicant a personalised housing plan (PHP) when they are homeless or threatened with homelessness and eligible.
- Preventing homelessness.
- Relieving homelessness.
- Developing accessible information, Advice and Guidance for all service users

The legislation was welcomed as progressive in principle but came with insufficient additional grant funding and an uphill struggle to find affordable accommodation given the impacts of welfare reform and benefit caps.

Nationally the volume of statutory homeless applications have increased. Time pressure on frontline staff has increased with each household (with new personal housing plans for each household) and the data inputting task has also expanded with the Government's new Homelessness Case Level Information Collection system experiencing teething problems.

⁶ Except the public body duty to refer which has been in force since 1 October 2018.

The Localism Act 2011 introduced significant changes to the Housing Act 1996⁷. The stated policy objective was to enable local authorities to better manage housing demand and access to housing within the context of local circumstances.

The key changes introduced by the Localism Act were:

- Local authorities are given the power to end their homelessness duty with an offer of accommodation in the private rented sector
- Social housing tenure reform to allow social landlords to grant fixed term tenancies with limited security of tenure
- The requirement for local authorities to set out their approach and response in a Tenancy Strategy
- Social Housing allocation reform which allows local authorities to set allocation policies appropriate to the local area.

The Homelessness (Suitability of Accommodation) (England) Order 2012 was enacted in response to concerns about the standards of accommodation that may be used by local authorities as temporary accommodation and private sector accommodation to end the homelessness duty. The regulations include requirements about the quality of accommodation and of landlords, as well as the suitability of the location for a household's needs and circumstances.

The Homelessness Act 2002 provides local authorities the power to carry out a homelessness review for their district and formulate and publish a homelessness strategy based on the results of the review. Section 1(4) requires local authorities to publish a new homelessness strategy, based on the results of a further homelessness review, within the period of 5 years beginning with the day on which their last homelessness strategy was published.

The new Homelessness Code of Guidance⁸ for local authorities provides guidance on the formulation of a homelessness strategy:

Local authorities must identify:

- The levels/future levels of homelessness
- The activities for:
 - Preventing homelessness
 - Securing that accommodation is or will be available;
 - Providing support for people who are homeless or at risk of homelessness or who have been homeless and need support to prevent them becoming homeless again;
 - The resources available locally

⁷ Homelessness (Priority Need for Accommodation)(England) Order 2002 SI 2002/2051
Allocation of Housing and Homelessness (Amendment) Regulations 2004 SI 2004/1235.
Homelessness (Suitability of Accommodation) Order 1996 SI 1996/3204.

Homelessness (Suitability of Accommodation) (England) Order 2003 2003/3326

Homelessness (Decisions on Referrals) Order 1998 1998/1578

Homelessness (Review Procedure etc.) Regulations 2018. 2018/223

Allocation of Housing and Homelessness (Miscellaneous Provisions) (England) Regulations 2006 SI 2006/2527

⁸ <https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities>

Elements of a strategy should include:

- Advice and information
- Early identification
- Pre-crisis intervention
- Preventing recurring homelessness
- Partnership arrangements⁹

Each local authority has a legal duty under the Health and Social Care Act 2012 to take such steps as it considers appropriate for improving the health of the people in its area. This includes people experiencing homelessness or at risk of homelessness. Local authorities should ensure that their homelessness strategy is co-ordinated with the Health and Wellbeing Strategy, and that their review of homelessness informs and is informed by the Joint Strategic Needs Assessment.

Local authorities must consider the needs of all groups of people in their district who are homeless or likely to become homeless, including Gypsies and Travellers. The periodical review of housing needs under section 8 of the Housing Act 1985 is a statutory requirement on housing authorities. This requires housing authorities to assess and understand the accommodation needs of people residing or resorting to their district. Under section 124 of the Housing and Planning Act 2016, which amends section 8 of the Housing Act 1985, housing authorities have a statutory duty to consider the needs of people residing in or resorting to their district with respect to sites for caravans and the mooring of houseboats.

The homelessness strategy should include objectives to work toward eliminating rough sleeping. The Ministry for Housing, Communities and Local Government (MHCLG) has made a commitment to work with the Local Government Association and local authorities so that by winter 2019:

- All local authorities update their strategies and rebadge them as homelessness and rough sleeping strategies;
- Strategies are made available online and submitted to MHCLG; and
- Local authorities report progress in delivering these strategies and publish annual action plans¹⁰.

Policy Initiatives

A strategy for rough sleeping was set out by a Ministerial working group in a 'Vision to end rough sleeping: No Second Night Out Nationwide' (NSNO), was published in July 2011. NSNO contained five standards:

1. New rough sleepers can be identified and helped off the streets immediately
2. The public can alert services if they see anyone sleeping rough so they get help

⁹ Chapter 2 <https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities/chapter-2-homelessness-strategies-and-reviews>

¹⁰ MHCLG Rough Sleeping Strategy, August 2018

3. Rough sleepers can go to a place of safety, where their needs can be assessed and they can get help
4. Rough sleepers are able to get emergency accommodation and other services they need
5. Rough sleepers from outside their area can be reconnected with their community.

The follow up report to a 'NSNO', was 'Making Every Contact Count: A joint approach to preventing homelessness', published in August 2012, which set out the Government's approach 'To tackle the complex causes of homelessness focusing on prevention and early intervention and on locally designed integrated services that step in when things go wrong, to give people another chance.' This steers local authorities and partners to adopt a cross-cutting approach, promoting joint working across services and partners which prevent homelessness for households in their locality. Making Every Contact Count contains five Government commitments:

1. Tackling troubled childhoods and adolescence
2. Improving health
3. Reducing Involvement in crime
4. Improving access to financial advice, skills and employment services
5. Pioneering innovative social funding mechanisms for homelessness.

The National Rough Sleeping Strategy, published August 2018, sets out the Government target of halving rough sleeping by 2022 eradicating all street homelessness by 2027. It is backed by £100m of funding and takes a three-pronged approach to ending rough sleeping:

- Prevention;
- Intervention; and
- Recovery.

The strategy sets out the complexity of rough sleeping and people's needs, and pledges more for women, non-UK nationals, and LGBT people.

Welfare Reform

Welfare Reform has affected access to housing, particularly in London and the South East. Welfare reforms with the most significant implications for housing and homelessness include:

- Local Housing Allowance (LHA) reductions including total LHA caps and the limiting of LHA to the 30th percentile of market rents.
- The Total Benefit Cap limiting maximum benefits that a family can receive to £500 per week, with the benefit removed from housing benefit payment towards rent.
- Spare Room Subsidy (popularly known as 'Bedroom Tax') reducing housing benefit entitlement to social housing tenants considered to be under occupying their homes.
- The Single Accommodation Rate limit applied to young people up to the age of 35.

- Transfer of responsibility for Social Fund payments to local authorities and to Council budgets.
- Disability Benefit changes and the replacement of Council Tax Benefit with local Council Tax support, reducing benefit income to a wide range of working age adults.
- Introduction of the Universal Credit to provide a single stream-lined benefit paid to residents directly rather than to their landlords
- A range of sanctions imposed upon claimants for non-compliance.

No Recourse to Public Funds

Newham is restricted by legislation in what it can provide in terms of assistance and support for all the categories of people outlined in the previous section.

Under Section 54 of the Nationality, Immigration and Asylum Act 2002, families who fall under categories a. to d. are not eligible for support from the local authority under Sections 17, 23C, 24A or 24B of the Children Act 1989. They are also not eligible for adult social care support under the Care Act 2014 or accommodation under homelessness legislation.

However, the local authority still has the following duties towards all children, young people and families regardless of their status:

- To carry out a Child in Need Assessment for all children under 18 years old who are in families, where there may be concerns about a child/children's welfare and/or safety under the Children Act 1989 (including any issues that may indicate that the child is or has been trafficked or a victim of compulsory labour, servitude and slavery);
- To carry out a Child in Need Assessment for all 'separated' children under the age of 18 and to provide them with services in line with needs identified under the Children Act 1989;
- To carry out an assessment of an adult for community care services under the Care Act 2014 where the adult's need for such services have not arisen solely due to destitution and/or to avoid a breach of the adult's human rights which would otherwise occur if no services were provided.

Local authorities do have discretionary powers to provide housing and financial support to a person with NRPF who is not eligible for care and support, including accommodation, under the Care Act 2014. Section 19(1) of the Care Act and section 1 of the Localism Act 2011 may be used to prevent a breach of human rights or to manage a situation where failing to meet a person's needs could have serious long term consequences for the individual and local authority.

The Care Act 2014 requires local authorities to consider using the section 19(1) power when a person does not have eligible care and support needs. Failure to consider this and document reasons why the power is not engaged will be unlawful.

Support under section 19(1) of the Care Act may only be provided to a person who is in a group excluded by Schedule 3 of the Nationality, Immigration and Asylum Act

2002. When return is not possible, or where a person requesting assistance is not in an excluded group, then the local authority must determine whether their circumstances are such that refusing to provide accommodation under section 19(1) would result in a breach of their human rights.

The National Assistance Act 1948, which preceded the Care Act 2014, contained a power for local authorities to provide care and support to expectant and nursing mothers who do not have care needs in addition to those associated with pregnancy. There was no requirement for the pregnancy to be at a particular stage in order for this support to be provided. When the government consulted on the Care Act eligibility regulations, responders, including local authorities, confirmed that no one who would have been provided with accommodation under the previous legislation would fall out of scope of the Care Act.

When an expectant mother with NRPF, who has no children in her care, requests assistance with housing, then the local authority should therefore consider using the general power under section 19(1) of the Care Act to provide support, and may also provide interim accommodation under section 19(3) to prevent homelessness before a needs assessment has been concluded.

Where a person does not have eligible care and support needs and the local authority has decided not to use section 19(1) of the Care Act 2014 to meet non-eligible needs, it should consider whether to use its general power of competence under section 1 of the Localism Act 2011. This gives the local authority a power to do anything that an individual generally may do, and may exercise this power in any way, including for the benefit of residents. An example of when this power may be used is when victims of trafficking, modern day slavery or domestic violence may require assistance due to the gaps in the support available to them.

On 3 April 2018, the Homelessness Reduction Act 2017 came into force in England. Although those with NRPF are still excluded from an allocation of social housing from the local authority or homelessness assistance under the Housing Act 1996, local authorities do have a duty to provide advice and information about homelessness prevention and alternative options to everyone. This should include details of how people can access support from social services, Home Office asylum support, welfare benefits advice, immigration advice and local voluntary services. Those who make a homelessness application and are found to be ineligible for assistance should be referred to any appropriate service for which they may be eligible.

To comply with the Homelessness Reduction Act 2017 and cooperation duties set out in the Care Act 2014 and Children Act 2004, homelessness teams and social services should establish systems to work effectively together to assist those with NRPF.

As noted above, the provision of social services assistance to EEA citizens and their family members is usually subject to a human rights assessment to determine whether any EU Treaty rights would be breached if the family were to leave the UK. However, the UK government has committed to protect the rights of EU nationals and their family members in the UK to remain in the UK and maintain their rights through the application of the EU Settlement Scheme. In light of this, the NRPF Network recommends that local authorities should be “cautious in applying the exclusion to

social services' support, and should seek further advice from their legal teams if there is any uncertainty about how to determine an application for support."

DRAFT

5. Mayoral Priorities

The Council's core principles have been embedded within the development of the Homelessness and Rough Sleeping strategy, namely:

- People at the heart of everything we do
- Openness and transparency
- Efficient delivery and value for money
- Working in partnership
- Inclusion

This includes the Mayoral commitment to community wealth building to keep wealth in the local economy with benefits shared more equally. This will include recognising the vital contribution that the local voluntary and charitable sector has historically made around homelessness and rough sleeping in Newham.

The strategy helps the Council meet the following Corporate Plan (2019/20) priorities:

PRIORITY 2: Building Communities - a housing offer for residents that delivers more genuinely affordable homes in well-designed neighbourhoods

- Ensure homeless households are housed in the borough wherever possible
- Reduce the number of people living on the streets and ensure they are treated with compassion
- Build on the Council's Private Landlord Licensing scheme to pursue rogue private landlords more vigorously

PRIORITY 5: Quality of life - improving our health and social care system so it works for Newham residents

- Improve health outcomes in Newham
- Improve access to and quality of services and facilitate the mental wellbeing of residents
- Improve quality and accessibility of local services
- Ensure adult safeguarding practices are embedded across Council services

PRIORITY 6: An efficient and effective Council: making Newham Council work better for everyone

- Increase openness and transparency, and improve local democracy to genuinely involve residents in decision making
- Adopt a robust and comprehensive approach to equality and diversity

6. Newham Two Year Homelessness and Rough Sleeping Strategy

There is a need to create the foundation on which to build a more comprehensive and longer term strategy whilst at the same time fulfilling Newham's statutory duties. Newham's two-year homelessness and rough sleeping strategy is therefore by necessity and design limited in scope to tackle the most pressing issues, to prepare the way for more strategic work.

The strategy aims are:

- Develop and implement interventions to reduce rough sleeping in Newham.
- Improve the response to homelessness in Newham by working in partnership with:
 - other statutory services;
 - the voluntary sector;
 - the faith-based sector; and
 - homeless people
- Improve accessibility to everyone in need of housing advice.
- Ensure the Newham resident is at the heart of the Councils approach to homelessness.
- Develop and implement interventions that look to reduce the use of temporary accommodation by Newham Council to free up resources to prevent homelessness
- Place a renewed focus on preventing homelessness.
- Develop a longer term strategy to achieve the Councils homelessness ambitions.

The Council will adopt a public health approach to tackling homelessness and rough sleeping. This includes:

- Being aware that homelessness is a consequence of a complex interplay between a person's individual circumstances and vulnerabilities and adverse structural factors that requires different levels of intervention.
- Knowing and understanding the needs of individuals, communities and populations and know who else in the local 'system' has a responsibility for or an interest in meeting these needs.
- Understanding the signs that someone is homeless, at risk of homelessness or otherwise vulnerably housed and adhere to the duty to refer to the local housing authority if working in the relevant health settings covered by the Homelessness Reduction Act 2017.
- Considering how they may be able to support individual's personalised housing plans.

- Considering the resources available in health and wellbeing, social care, housing, criminal justice ‘systems’, including the strengths and assets individuals and communities bring.
- Taking a pro-active and holistic approach to supporting individuals.
- Taking initiative to familiarise themselves with colleagues and processes (for example referral pathways) in relevant departments (for example housing, social care).
- Understanding the range of interventions which can prevent, protect, and promote health for people at risk of becoming homeless, and what is in place locally.

Key Priorities

This is the first Homelessness and Rough Sleeping strategy in a decade. The historical approach to Homelessness and Rough Sleeping within the borough has resulted in an offer far below the new administrations aspirations. The actions required to achieve the aspirations are wide ranging. The Council acknowledges that not all of these priorities can be delivered in full within the confines of a two-year strategy, with a number commencing within this strategy but rolling into the next strategy from December 2021.

The priorities are therefore split between those that can be interim (1 – 9) and long term (10 – 11) strategic priorities:

Interim

1. Preventing homelessness
2. Relieving homelessness (including rough sleeping)
3. Establishing a new approach to assessment for low, medium and high risk needs rough sleepers
4. Accommodating and supporting rough sleepers towards independence
5. Providing support to those in need to prevent reoccurring homelessness in order to maintain independence
6. Improving data collection and analysis
7. Establishing a rough sleeping pathway
8. Developing services for young people, single people (18-34) and couples without dependent children
9. Establishing a Stratford specific plan

Longer term

10. Reduce the use of temporary accommodation
11. Increasing supply of affordable housing
12. Incorporating where appropriate Council policies on tackling the Climate change emergency and Community Wealth Building

Underpinning the delivery of each priority will be the Council's commitment a) to transparency and b) partnership working with the community, voluntary and faith sector. These fundamental principles are central to the delivery of the Council's ambitions, short and long term.

How the council will deliver the priority commitments outlined below over the next two years will be clearly articulated within an accompanying Strategy Action and Delivery Plan. The Plan will be presented to Cabinet for approval two months after the ratification of this Strategy.

Preventing Homelessness

The Council will seek to prevent homelessness using the following methods:

- The provision of good quality advice, a quality experience and information available through the website, in face to face appointments, via leaflets and in partnership with other organisations.
- By offering everyone threatened with homelessness an appointment for a face to face assessment either within 7 days of being contacted or 7 days before the date of homelessness, whichever is the earlier.
- By promptly acting on the assessment by contacting the landlord or host and considering the underlying cause of homelessness.
- By issuing a personalised housing plan within 7 days of the date of the assessment.
- By seeking to identify at an earlier stage people at risk of homelessness and by putting into place interventions to prevent them from being threatened with or becoming homeless.
- Develop or strengthen joint working arrangements with environmental health services, children's services, court duty advice service and social housing providers so that we can pro-actively intervene where a household may be at risk of homelessness in the future.
- Use analysis of local data to identify applicants most at risk of repeat homelessness and to inform decisions about allocation of resources.
- Work with partners in the new partnerships that we are forging to identify the scope for joint working.
- Develop joint protocols within the Council to strengthen collaboration, integrated pathways and outcomes.

Relieving Homelessness

Where homelessness cannot be prevented the Council will seek to relieve homelessness, using the following methods:

- The provision of good quality advice and information available through the website, in face to face appointments, via leaflets and in partnership with other organisations.
- By offering everyone who is homeless an appointment for a face to face interview within 72 working hours that they contact our Service or, where the contact is at the weekend or on a bank holiday, on the first working day after.
- By issuing a personalised housing plan within 7 days of the date of the assessment.
- An assessment will be completed including an affordability assessment by issuing a personalised housing plan within 7 days of the date of the assessment.
- Where temporary accommodation is needed all households that meet the priority need threshold will be assisted.
- By working actively with applicants to find suitable accommodation.
- Through the provision where appropriate of rent deposit schemes.
- By working with local landlords to secure a supply of suitable accommodation.

Establish a New Approach to Assessment for Low, Medium and High Risk Needs

The Council will seek to:

- Establish appropriate off street provision for rough sleepers that is flexible and responsive to need, including for those with no recourse for public funds.
- Ensure there is a single assessment process.
- Create tailored personalised service for individuals that will meet their needs.
- Invest in the development of the above.

Accommodating and Supporting Rough Sleepers towards Independence

The Council will seek to:

- Review and redesign rough sleeping temporary and emergency accommodation and support services, with a view to establish a sustainable and quality provision that prioritises the development of independence.
- Review the current Housing First initiative, with a view to establish a future approach that will work best for Newham.
- Consider a role for day services within the Newham rough sleeping system
- Build on existing relationship with the community and voluntary sector.
- Continue the provision of Immigration Advice and Support to those with No Recourse to Public Funds.
- Develop services to ensure that individuals have access to the best advice available regarding their legal status and the options available.
- Ensure that the instance of Homelessness and Rough Sleeping resulting due

to a lack of joined up working between Health, Social Care, Criminal Justice, Housing and Rough Sleeping functions are addressed via the development of robust Service Level Agreements, pooled budgets and joint commissioning initiatives, as necessary.

- Assist EEA nationals to exercise treaty rights through access to work and the right to stay.

Providing Support to those in need to Prevent Reoccurring Homelessness in Order to Maintain Independence

The Council will seek to:

- Develop more supported housing, in particular to provide options for relieving homelessness and to provide a more compassionate and cost effective alternative to nightly paid and temporary accommodation
- Improve partnership working by engagement with the voluntary and faith based sectors to enable us to look at the issue of homelessness in the wider context of the problems that people face locally.
- Work with partners to review existing entry routes into rough sleeping i.e. prison, health, armed forces, with a view to redesigning the pathway.

Improve Data Collection and Analysis

The Council acknowledge there is a need for a more intelligent and strategic approach to data. Currently there is a lack of sufficient data to identify homelessness trigger points, full assess equity impact and to predict future trends in homelessness locally. The Council will:

- Review the current data being collected by commissioned services and the Council delivered services.
- Develop a consistent format for data collection
- Scope a new analytical resource to provide insight into system performance
- Make effective use of historic data to better understand the drivers of homelessness and use this to inform the targeting of resources at groups and individuals at risk of homelessness.
- Collect data over a six-month period to understand who is approaching the service, what the key drivers of homelessness are, what the underlying issues are, how homelessness can and is being prevented and relieved. In addition, the Council will also seek to identify who is not using the service and understand why this is and how the service can be structured to reach groups that are not currently receiving service.
- Collect data over a six-month period to understand who is sleeping rough, what the key drivers of rough sleeping are, what the underlying issues are, how rough sleeping can be prevented, tackled, relieved and ended.
- After the six-month collection of data we will analyse the data and public the findings. We will also continue with data collection and use the analysis of the data to inform the five-year homelessness strategy to be published in

December 2021.

- Widen the Rough Sleeping Needs Assessment to include Homelessness. Furthermore repeating the analysis when more data is available.
- Further understand the health inequity for homeless and rough sleepers

Establish a Rough Sleeping Pathway

The Council will:

- The Mayoral Taskforce will complete the ongoing work to develop a rough sleeper pathway.
- The recommendations will be implemented through commissioning and changes to internally delivered Council services.
- Continue to maximise grant funding.
- Review the quality of each intervention and ensure that there are contractual processes in place to ensure high quality service delivery, make necessary changes to achieve this and reduce rough sleeping.
- Work with key partners and stakeholders to ensure that there is an adequate joined up approach to both the prevention and relief of Rough Sleeping, in Newham.
- Continue to work with and develop the goodwill of the local third sector and faith based charities community that enables us to achieve the common aim of ensuring that rough sleepers are treated with dignity, respect and are holistically supported to make the necessary lifestyle changes to end their rough sleeping.
- To continue to engage with partners and review local and national best practice across the sector, adopting a 'what works' approach that enhances the borough's learning and expertise in ending rough sleeping.
- To energetically pursue funding opportunities that enable the Council to enhance existing provision and develop innovative solutions and initiatives to end rough sleeping.
- Ensure new pathways respond to the issues raised through improved equity analysis.

Developing Services for Young and Single People

The Council are however concerned about lack of accommodation. There is insufficient accommodation to meet the needs of single or young aged 18-34 people, who are subject to the single room rate and often have specific support needs.

The Council will therefore work with planning to ensure that houses of multiple accommodation to meet the needs of this particular client group.

Establish a Stratford Specific Plan

The Council recognises that Stratford requires a focussed and tailored approach to Rough Sleeping that address a number of specific and unique challenges. The

Council will continue to utilise the Mayoral Taskforce to develop and implement the stand-alone Rough Sleeping plan for Stratford to prevent further new rough sleepers to the area and assist those currently rough sleeping into support services.

All stakeholders will continue to be included in the development of the detail for the Stratford Plan and key outcomes and deliverables with identified dates will be presented in the Strategy Action Plan in February 2020.

Whilst significant Outreach Work is taking place to divert people into more appropriate accommodation options, the Stratford Plan will include realistic options to reduce the numbers of Rough Sleepers specifically to the Stratford Centre

Reducing the use of Temporary Accommodation

The Council recognises that the current level of temporary accommodation use is unsustainable. It is a barrier to the implementation of the Homelessness Reduction Act 2017, as it does not allow us to use resources effectively to prevent and reduce homelessness. The projected increase would be very difficult for the Council to even source, yet alone fund. A key aim is therefore the need to reduce the number of households in temporary accommodation.

We will do this in a number of ways:

- Convert existing temporary accommodation into private sector lettings discharging the homelessness duty we owe to the current occupiers. This will also avoid the disruptive upheaval of households having to move. All properties will be inspected for suitability, checked for affordability and wherever possible we will provide 2 year tenancies.
- Work with Local Space Ltd, our partner registered provider to acquire and supply accommodation for a Private Rented Sector Offer in discharge of the main homelessness duty
- Identify opportunities for the acquisition of accommodation through the Councils Affordable Housing Company, Future New Homes for a Private Rented Sector Offer in discharge of the main homelessness duty.
- Seek to prevent homelessness for everyone seeking homelessness assistance. Where homelessness cannot be prevented and we will seek to relieve homelessness, through the private rented sector.

Increasing Supply of Affordable Housing

The Council will:

- Plan for 40,000 more homes in the borough between 2011 and 2027. We will build some of these, housing associations and private developers will also build homes to rent or buy. Our planning policy states that:
 - 39 per cent of those new homes will have three or more bedrooms
 - Between 35 per cent and 50 per cent of all housing developments of ten or more homes will have to be affordable housing.
- Start building 100 new council homes to be let at social rents with a target for a minimum of 1,000 homes over four years, including homes for those with

disabilities.

- Consult with residents about producing a resident-led Masterplan for the future of the Carpenters Estate with a target of 50% of homes at social rents.

More information relating to the current service offer is available in appendix A and B.

7. Implementing the Strategy

Activities the Council will undertake to Achieve our Priorities

- Establish a Homelessness Strategy Steering Group/Board within 1 month of the date of this strategy to meet monthly.
- Establish and present to cabinet specific, timely and measurable action plan within 2 months of the date of this strategy.
- Collect data over a six-month period to understand better the users of the service and what we need to do to meet their needs.
- We will draw up and implement a staff structure over the next 12 months to meet the needs of the service.
- Initiate a series of reviews into existing provision, in order to re-shape the system
- Involving present and future residents to develop our services

Governance Mechanisms

The Homelessness Strategy Steering Group/Board will be headed by the Corporate Director of Adults and Health and Director of Housing.

The day to day implementation of the strategy will be within the remit of the Head of Commissioning Homelessness and Rough Sleeping and the Head of Homelessness Prevention and Advice Service.

Promoting and Communicating the Strategy

The Council will seek to:

- Publish this strategy on the Council's website.
- Hold events with key stakeholders and partners to explain the strategy.
- Brief Members on the strategy.

- Provide training to all staff in the Homelessness Prevention and Advice Service and those that work closely with the Homelessness Prevention and Advice Service on the strategy.
- Develop and deliver free of charge every month a half-day course on homelessness prevention and rough sleeping for all council staff, local health staff and the local voluntary sector.
- Provide updates on progress on this strategy and on developing a longer term strategy through the Homelessness Forum.
- Be open and candid with our partners and residents about our successes and failures and we will identify where we need help in delivering the strategy.
- Publish a stand-alone Stratford Strategy with associated Action Plan

8. Monitoring and Reviewing the Strategy

The Corporate Director of Adults and Health and Director of Housing is responsible for monitoring the implementation of the strategy.

The Head of Commissioning Homelessness and Rough Sleeping will work with the Homelessness Strategy Steering Group/Board and Newham Homelessness Action Group to finalise the strategy action plan.

The Head of Commissioning Homelessness and Rough Sleeping and Head of Homelessness Prevention and Advice Service will provide a monthly written report detailing progress on the implementation of the strategy to the Homelessness Strategy Steering Group/Board. The Homelessness Strategy Steering Group/Board will consider the report and make recommendations about any changes to service delivery that are required to implement the strategy.

The Head of Commissioning Homelessness and Rough Sleeping and Head of Homelessness Prevention and Advice Service will provide a written report detailing progress on the implementation of the strategy to each meeting of the Homelessness Forum and invite feedback on progress.

9. Consultation

To develop this strategy, we contracted *Shelter Evaluation Services* to conduct consultation and provide an initial draft strategy.

- The Newham Homelessness Action Group (NHAG)
- Margaret Gates – LB Newham Strategic Head of Homelessness Prevention and Advice Service
- A cross section of representatives from other LB Newham departments and teams including Safeguarding, Adult Social Care, Children, Benefits, Housing Rents & Supply, Housing Commissioners & Rough Sleeping
- A cross section of staff working in the Homelessness Prevention and Advice Service
- Service users (through the LB Newham Co-Production Information Service)
- Shelter also invited the following external partners to attend consultation events:
 - 1 Unity Aid Hope 4 Newham
 - Aaanchal Domestic Violence Just Homes and First fruits
 - Amy's Space London Renters Union
 - Stonewall housing Muslim Aid
 - Bonny Downs Community
 - Association/Greenhill Cumberland Group Newham Shelter London
 - Bridges Homeless support in Newham. Newham Street Pastors
 - Carpenters café Newham Transition Practice - ELFT
 - CGL NeWway project
 - Change, Grow, Live - CGL Canning Town Of the grid-bridges
 - Citizens Advice East End Renewal Hotel
 - Courtney Hotel Renewal Programme
 - EASL – Enablement Assessment Service
 - London (not council) River Christian Centre/River Church
 - Founder of Lola's Homeless Salvation Army
 - Four Square Chapel Senior Leader of School 21
 - Franciscan Friars Canning Town Service User Rep/Recovery Team
 - H.A.R.P (Homeless active rescue plans) Single Homeless Project
 - Healthwatch Skills Enterprise
 - Homelessness and Refugee discharge at
 - Newham Hospital

- Caritas Anchor House

10. Glossary

Verified Rough sleeper; who has been seen bedded down on the streets and recorded on CHAIN this can include;

- **New Rough Sleepers;** those who had not been contacted by outreach teams rough sleeping before the period
- **Living on the Streets;** Those who have had a high number of contacts over 3 weeks or more which suggests they are living on the streets
- **Intermittent Rough Sleepers;** People who were seen rough sleeping before the period began at some point, and contacted in the period - but not regularly enough to be 'living on the streets'

Hidden Homeless; people are those without a place to call home, but who are hidden from official statistics and not receiving support. They can find themselves in precarious situations, including, sofa surfing, sleeping rough, squatting and sleeping on public transport

Complex Trauma; refers to the psychological problems and linked patterns of thoughts, feelings and behaviours which result from prolonged exposure to traumatic experience.

No Recourse to Public Funds; Foreign nationals who don't have recourse to public funds are sometimes ineligible for services available to other rough sleepers.

Single Service Offer; is the clear message that will be given to individual rough sleepers. It should be credible and realistic, based on assessment and include the support required to ensure that the individual will not sleep rough in your area or elsewhere. It can include a reconnection (an offer of accommodation elsewhere, not simply a ticket home) or an offer of accommodation locally and must be reiterated across agencies

Hard to reach/entrenched rough sleeper; refers to individuals who continually refuse to engage with offers of support and services that can assist with their needs.

Flow: People who had never been seen rough sleeping prior to being recorded on CHAIN (i.e. new rough sleepers);

Stock: People who were seen rough sleeping for a minimum of two consecutive years (i.e. those that are entrenched rough sleepers and have not been successfully supported into accommodation for at least a year);

Returner: People who were first seen rough sleeping in previous period but not in current period (i.e. those who have had a gap in their rough sleeping history).

Core rough sleepers: seen bedded down over two or more consecutive years.

Intermittent: seen bedded down for one year, not seen the following year, but seen the year after that

CHAIN: Combined Homelessness and Information Network a multi-agency database recording information about rough sleepers and the wider street population in London. CHAIN, which is commissioned and funded by the Greater London Authority (GLA) and managed by St Mungo's, represents the UK's most detailed and comprehensive source of information about rough sleeping.

Services that record information on CHAIN include outreach teams, accommodation projects, day centres and specialist projects

NSNO hubs: No Second Night Out is a service delivered in partnership with St Mungo's and commissioned by the Greater London Authority. It focuses on helping those who find themselves sleeping rough on the streets of London for the first time.

HPAS: Homelessness Prevention and Advice Service help can include:

- mediation between you and the person who has asked you to leave with the aim to keeping you in your home
- advising you on your rights of occupation
- referring you to someone who can give you work, debt and benefits advice
- advising you on how to find somewhere else to live
- assessment against statutory duties owed by the local authority in accordance with the Homelessness Reduction Act 2017

Severe Weather Emergency Protocol (SWEP): Newham operates a SWEP to provide emergency accommodation to rough sleepers to prevent deaths on the streets caused by severe weather conditions that will last for 3 days. The SWEP is activated when the Met Office predicts one night of temperatures below 0 degrees anywhere in London.

Crisis definition of ending homelessness:

- No one sleeping rough
- No one forced to live in transient or dangerous accommodation such as tents, squats and non-residential buildings

- No one living in emergency accommodation such as shelters and hostels without a plan for rapid rehousing into affordable, secure and decent accommodation
- No one homeless because of leaving a state institution such as prison or the care system
- Everyone at immediate risk of homelessness gets the help they need to prevent it happening

Rough Sleeping is defined by the Government as 'people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); people in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats, stations or 'bashes' (makeshift shelters))'.

Appendix A – Current Homelessness Services

Mon	Tues	Weds	Thurs	Fri	Sat	Sun
Bridges at Community Memorial Baptist Church 9am-12pm: 389-395 Barking Road, Plaistow E13 8AL Life skills alongside tea, coffee plus shower & shave facilities.	St Fidelis Friary 10.30am-1pm: Killip Close, Canning Town E16 1LX Drop-in cooked lunch and dinner. Tea, coffee and cold drinks, snacks.	St Francis Friary 9.30am-11.30am: The Grove, Stratford, E15 Takeaway cheese sandwich and a hot drink	Emmanuel Parish Church 8.30am-11am Junction of Upton Lane & Romford Road, Forest Gate E7 8BD Drop in cooked breakfast and access to NHS Nurse Ring Abel Samuels on 07904 715566	St Francis Friary 9.30am-11.30am: The Grove, Stratford, E15 Takeaway cheese sandwich and a hot drink	Community Memorial Baptist Church 8am-12pm: 389-395 Barking Road, Plaistow E13 8AL Drop in cooked Breakfast, shower and shaving facilities. Clean clothes (limited supply). NHS Nurse on alternate weeks.	Four Square Gospel Church 2pm – 3.30pm: 525 - 529 Barking Road, (Greengate junction) Plaistow E13 9EZ Lunch only on 3rd Sunday of the month
St Francis Friary / Church 9.30am-11.30am: The Grove, Stratford, E15 Takeaway cheese sandwich and	St Francis Friary 9.30am-11.30am: The Grove, Stratford, E15 Takeaway cheese	Bonny Downs' Church 12pm – 2pm: Flanders Road, East Ham E6 6BT Drop in food bank and community	Woodgrange Baptist 1pm - 3pm: 345 Romford Road Forest Gate, E7 8AA Food bank with referral voucher from GP, school	Helping Hands 9am-5pm: 42 Balaam Street, Plaistow, E13 8AQ Drop in sandwiches	Salvation Army 10am-12pm: 15 Clements Road, Ilford IG1 1BH Drop in for brunch	TREM Church Heritage Hub 10am to 1pm: Old Bow County Court building, 96 Romford Road Stratford E15 4EG Drop in food

a hot drink	sandwich and a hot drink	lunch with hot food, clothes and chat.	etc.			
Helping Hands 9am-5pm: 42 Balaam Street, Plaistow E13 8AQ Drop in sandwiches	St Paul's church 9am to 11am: 65 Maryland Road E15 1JL Food bank with voucher	All Nations Baptist Church 6pm-7pm: Corner of Walton Rd and Church Road. Opposite Little Ilford Park. E12 5RL. Prayers, soup and a main meal	St Francis Friary 9.30am-11.30am: The Grove, Stratford, E15 Takeaway cheese sandwich and a hot drink	Woodgrange Baptist 12pm – 4pm: 345 Romford Road Forest Gate, E7 8AA Soup and a roll	Rehoboth 11am to 2pm: 478 Barking Road E13 8QB Foodbank, please call in for a referral voucher	
Pitstop in Barking 12pm – 2:30pm: The Source, 37A Vicarage Field Shopping Centre, Ripple Road, IG11 8DH Buffet lunch	RAMP, The Renewal Programme 10am to 2pm: 395 High Street North, Manor Park, London E12 6PG Referral is via	Helping Hands 9am-5pm: 42 Balaam Street, Plaistow, E13 8AQ Drop in sandwiches	St Fidelis Friary 10.30am-1pm: Killip Close Canning Town E16 1LX Drop-in cooked lunch and dinner with snacks, tea, coffee and cold drinks.	Pitstop in Barking 12pm – 2pm: The Source, 37A Vicarage Field Shopping Centre, Ripple Road, IG11 8DH Buffet lunch	East Ham Baptist Church 236 Plashet Grove, East Ham, London E6 1DA Drop in hot meal on 3rd Saturday of the month	Four Square Gospel Church 2pm – 3.30pm: 525 - 529 Barking Road, (Greengate junction) Plaistow E13 9EZ Lunch only on 3rd Sunday of the month

	RAMP's advocacy team: Weekly fruit and vegetables. Emergency food and clothing store for refugee families with no income					
Abundant Life 9am to 5pm: 9 Campbell Road Stratford London E15 1SY Call or email Isaac on 0208 534 2194 / 0208 534 2316 or info@abundantlifehousing.co.uk to get an appointment	Helping Hands 9am-5pm: 42 Balaam Street, Plaistow E13 8AQ Drop in sandwiches	St Fidelis Friary 11am to 1pm: Killip Close Canning Town E16 1LX Shower and shaving facilities. Also offer haircuts and a limited supply of clean clothes Access to NHS Nurse.	Helping Hands 9am-5pm: 42 Balaam Street, Plaistow, E13 8AQ Drop in sandwiches	Abundant Life 9am to 5pm: 9 Campbell Road Stratford London E15 1SY Call or email Isaac on 0208 534 2194 / 0208 534 2316 or info@abundantlifehousing.co.uk to get an appointment	Abundant Life Housing Services Ltd. 2pm to 5pm: 9 Campbell Road, Stratford, E15 1SY Drop in food and accommodation advice.	TREM Church Heritage Hub 10am to 1pm: Old Bow County Court building, 96 Romford Road Stratford E15 4EG Drop in food
NEWday Centre	House of Faith	Woodgrange Baptist Church	Abundant Life 9am to 5pm: 9		Outside Central Baptist Church	

8.30am – 2.30pm: Salvation Army, 1 Paul Street, Stratford E15 4QB Focused time of support for move on, getting ID, status, job search, and help to find accommodation	church 12pm: Elim Way E13 0EH Food distribution in informal food bank	October onwards 6pm – 8pm: 345 Romford Road, Forest Gate, E7 8AA Winter Food Kitchen with vegetarian meal to either stay or take away.	Campbell Road Stratford London E15 1SY Call or email Isaac on Call or email Isaac on 0208 534 2194 / 0208 534 2316 or info@abundantlifehousing.co.uk to get an appointment		9pm: The Grove, Stratford E15 1EN Drop in hot drink and food (Run by Teen Challenge)	
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Appendix B – Current Homeless Prevention Services

Housing Support

Name	Information	Contact
Housing Related Support (LB Newham)	Time limited, lower level support, aimed at helping vulnerable people regain, maintain or achieve independent living which can be delivered in a supported accommodation setting (accommodation based support) or in a person's own home, (floating support).	0208 430 2000 Option 2
Newham Flexible Support Services (Community Options)	Newham Flexible Support Services provides a housing related support service offering personalised practical and emotional support based on individual need to people with mental health needs who are living in the community.	0208 502 3933
Caritas Anchor House	Caritas Anchor House works with vulnerable groups including those affected by homelessness, unemployment, mental health, substance misuse, domestic abuse and offending.	020 7476 6062

Money and Debt

Newham Community and Crisis Support	Newham Community and Crisis Support replaced crisis loans and community care grants.	020 3373 1180
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(LB Newham)	The scheme is a last resort after all other available options have been explored. It is a loan which must be paid back.	
Moneyworks Debt Advice Surgery	A drop in service on the last Thursday in every month, for residents who want face-to-face advice on dealing with debt problems. The service runs from 10am to 4pm	020 8430 2041
Community Links: Barking Road	See advice below	
Canning Town Jobcentre Plus	197 Freemasons Road London E16 3PD	0845 604 3719
East Ham Jobcentre Plus	473 Barking Road, London E6 2LL	0345 608 3719
Plaistow Jobcentre Plus	3-9 Balaam Street, London E13 8EB	0345 608 3719
Stratford Jobcentre Plus	1 Tramway Avenue, Stratford, London E15 4PN	0845 604 3719

Advice (legal and general)

Stratford Advice Arcade	Advice and information centre, with 10 organisations based at the site (including Newham Carers Network) offering advice and counselling services. Subjects covered include benefits, money and debt, employment and training, health, housing rights, and accessing other local statutory and voluntary agencies.	020 8221 1995
Citizens Advice Newham	free, confidential and impartial advice on Housing, Employment, Money advice, debt and financial inclusion and Welfare benefits	020 8525 6379

Community Links: Barking Road	Community Links provides a comprehensive, wraparound service delivering debt, welfare, housing, legal advice, water debt, money management support and new kitchen white goods through the Thames Water programme.	0207 473 2270
Shelter London - Newham	A wide range of help and advice on all housing and homelessness issues, including a team of advisers and solicitors	Under 25 years old: 0330 053 6091 25 years or over: 0344 515 1540
Harold Road Centre	Community centre offering information, advice and services for the local community, including refugees, asylum seekers and migrants.	020 8472 2805
Tamil Welfare Association	Information and advice on a range of issues, including housing, welfare benefits, community care and employment, for Tamil speaking people. Specialist help in immigration.	020 84780577

Domestic Violence

Newham Community Based Domestic and Sexual Violence (LB Newham)	Free and confidential support available for domestic or sexual violence.	0808 196 1482
East London Rape Crisis Service	The Rape Crisis Service provides free, confidential specialist help for women and girls who have been raped or experienced any other form of sexual violence.	0800 160 1036
London Black Women's Project	LBWP has 7 refuges with 51 bed spaces spread across East and North London and offers support and free legal advice.	020 8472 0528
ELBWO	Information and counselling. Domestic violence project for African and African Caribbean women and families.	020 8534 7545
Newham Asian Women's Project	Resource centre offering advice on domestic violence and related issues for Asian women.	020 84720528

Mental Health

Mental health support services (LB Newham)	The Adult Mental Health Access and Assessment Team (MHAAT) is the single point of access for all referrals to Mental Health Social Care.	0208 430 2000 option 2
Mental Health Support Services (Mind)	Mind offer a wide range of mental health support services within Tower Hamlets and Newham. With a strong focus on recovery and building resilience, we enable people to remain in their homes, get back into work and get back on their feet.	020 7510 1081

Substance misuse

Adfam	Adfam provide support for families affected by substance misuse issues	020 3817 9410
Newham Rise (LB Newham)	Newham Rise, is the drug and alcohol service for Newham Residents. It offers a wide range of free, confidential treatment and recovery services for individuals, families and carers affected by drug and alcohol issues.	0800 652 3879
Change Grow Live (Newham Young People Substance Misuse Service)	An open access service that covers: <ul style="list-style-type: none"> • Drug and Alcohol • Health and Wellbeing • 1- 2-1 Key working & Group working • Family support Including M-PACT Family therapy • ITEP mapping • Hidden Harm- children affected by substance misusing parents 	07741 196424
Barking Road Hostel (Newham Community Renewal Programme)	Barking Road Hostel provides accommodation for 31 homeless people with alcohol and substance misuse issues and housing management.	Referral only from the Homelessness Prevention and Advice Service

Gambling addiction

GaM-S Hub - East London (Betknowmore UK)	Working in partnership with the Bonny Downs Community Association, focusing on grassroots community support. Outreach support programme called GOALS is provided to the local residents, giving them an expert and rapid service to address gambling concerns.	0800 066 4827
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Refugees and Migrants

Roma Support Group	Services for Roma refugees and migrants. Advocacy to assist people in accessing services.	02075118245
Renewal Refugee and Migrant Project (Newham Community Renewal Programme)	Advice and support for refugees, asylum seekers and migrants on benefits and housing. Support for people with no recourse to public funds, including food parcels and second hand clothes.	0208 471 6954

Food and Furniture

Newham Foodbank	Foodbank	020 7474 3060
Homestore (Quakers)	As a member you can buy affordable, good quality re-use furniture from our retail store in Stratford. We also sell new, low cost beds, mattresses and white goods.	020 8519 6264
Reclaim At The Lane (L&Q)	To provide residents in our communities on low incomes access to good quality furniture at low prices, coffee morning and weekly surplus food give away.	020 8522 2330