

Homelessness Review 2021

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Defining homelessness

Homelessness does not only describe the condition of people visibly sleeping rough; it also includes those households to whom a homelessness duty has been accepted by a local authority. This wider definition includes those with no 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.

Statutory framework

Part 7 of the Housing Act (1996) sets out the definition of homelessness, and the duties that local authorities owe to applicants who are accepted as being homeless or threatened with homelessness.

The Council has a duty to provide accommodation if there is reason to believe that an applicant may be eligible, homeless and in priority need. If these criteria are met, interim accommodation is arranged for the applicant until a decision has been reached on their application. If the Council decides that it owes the ‘main homelessness duty’ to an applicant, they will be offered temporary accommodation until they find their own accommodation or are made a final offer of accommodation, or the duty ends in another way. The Homelessness Act 2002 and the Homelessness (Priority Need for Accommodation) requires a homelessness strategy for every housing authority district, to be renewed at least every five years and consulted upon by other local or public authorities or voluntary organisations.

In 2018 the Government published its Rough Sleeping Strategy delivery plan which stated that all local authorities must update their homelessness strategies and rename them as homelessness and rough sleeping strategies. The Strategies must be made available online and submitted to the Ministry for Housing, Communities and Local Government. Local authorities must report progress in delivering these strategies and publish annual action plans.

The Homelessness Reduction Act (2017) made significant changes to the Housing Act (1996) and placed a number of new duties upon local authorities. These include:

- To assess the cause of homelessness, circumstances and needs of all household members, including children.
- To develop and agree with applicants a personalised plan of the steps that will be taken to prevent or relieve homelessness.
- Extending the period a household is threatened with homelessness from 28 days to 56 days, meaning that local authorities have a duty to prevent homelessness from an earlier stage.
- New duties to assess all eligible applicants (not just those unintentionally homeless and in priority need), and new duties to take reasonable steps to prevent and relieve homelessness.
- A duty on public authorities to refer service users who may be homeless or threatened with homelessness to the housing authority (with the consent of the individual)
- Services must be designed to meet the needs of specific groups including care leavers, people leaving hospital / prison and victims of domestic violence.

The Localism Act (2011) also amended the 1996 Housing Act by allowing local authorities to discharge their homelessness duty by arranging a suitable offer of accommodation in the private rented sector.

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 emphasises three aspects of its approach: Prevention, Intervention and Recovery.

The Domestic Abuse Act, which was signed into law in April 2021 places a duty on local authorities in England to provide support to victims of domestic abuse and their children. It makes provision that all eligible homeless victims of domestic abuse automatically have 'priority need' status for homelessness assistance.

In London, The Mayor's London Housing Strategy (2018) set out its approach to preventing homelessness and tackling rough sleeping in policies 7.1 and 7.2. While the powers of the GLA are limited in tackling homelessness, the strategy included the following commitments, focussed on funding, boosting collaboration, and supporting boroughs and third-sector organisations:

- Support for councils to implement the Homelessness Reduction Act, including calling on Government to ensure councils have adequate funding to deliver their new duties
- Coordinating and leading the No Nights Sleeping Rough taskforce to bring together key partners involved in supporting rough sleepers off the street Improving data collection on why and how people end up sleeping rough
- Allocate around £8.5 million per year to fund a range of pan-London services that work alongside borough services to identify rough sleepers and intervene rapidly to support them off the street
- Working with councils to take a significantly more collaborative approach to securing private rented accommodation for homeless households
- Work with Government, boroughs and refuge providers to explore the scope for London-wide refuge provision for victims of domestic abuse, and of other violence against women and girls

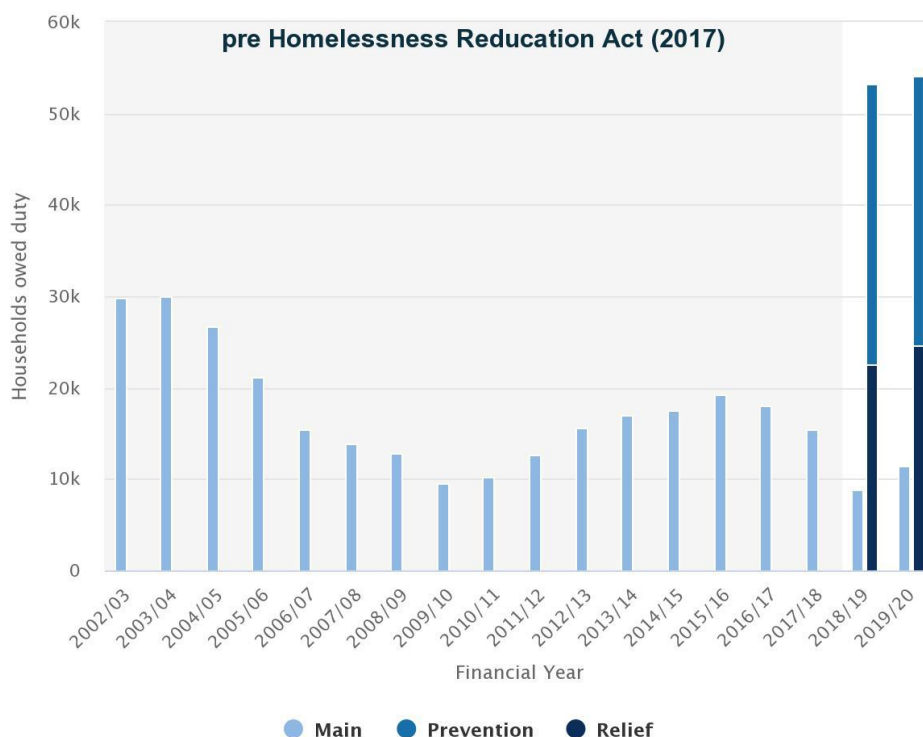
- Work with councils to ensure they meet the obligations to veterans who are homeless, or at risk of becoming so

Impact of policy changes

In recent years, the number of people who can seek support due to homelessness has risen. The Homelessness Reduction Act, which came into force in 2018, increased the scope of duties owed by Councils. Whereas before 2018, Councils only had statutory duties to support households in priority need, they now also have additional prevention and relief duties.

Number of households London boroughs owe homelessness duties to by type of duty (2003/04 - 2019/20)

Data source: Initial assessments of statutory homelessness duties owed, MHCLG



London's Poverty Profile 2020

Newham's policy context

Homelessness and Rough Sleeping Strategy 2019

A two-year homelessness and rough sleeping strategy was introduced in December 2019, the borough's first in almost a decade. The strategy set out how the Council intended to respond to the problems of Homelessness and Rough Sleeping two years and the work that will be undertaken to produce a further and updated strategy from December 2021. An accompanying action plan was agreed by cabinet in July 2020, having been postponed from April due to the Covid-19 crisis.

Well Newham: 50 Steps to a Healthier Borough Health and Wellbeing Strategy 2020-2023

In November 2020, the Council published its Health and Wellbeing Strategy. This sets out 12 priorities and 50 actions to improving health and wellbeing in the borough, using a broad

definition of health and wellbeing, and recognising the links to equity, transport and public realm, poverty and housing. Priority 11 focuses on housing, with the following actions specifically tackling homelessness:

Step 45: Reduce levels of homelessness and rough sleeping in Newham

Step 46: Reduce the numbers of children living in temporary accommodation (family homelessness)

The strategy takes a collaborative approach to these two actions, involving the voluntary, community and faith sector, private landlords, and departments across the Council beyond housing.

Homes for People: Newham's Housing Delivery Strategy 2021

The Housing Delivery Strategy built upon the Council's Homelessness and Rough Sleeping Strategy to identify the following actions in tackling homelessness and rough sleeping:

- Prevention of homelessness through joint working
- Early intervention where homelessness cannot be prevented
- Developing pathways for complex cases
- Developing the existing pathways for people sleeping rough
- Creating a long-term plan to reduce rough sleeping in Stratford
- Developing alternatives to nightly-paid accommodation
- Reducing the numbers of households in temporary accommodation
- Improving the quality of temporary accommodation

It also committed the Council to a resident-first approach to service delivery with joint working between departments and reaffirmed the Council's commitment to a caring and compassionate approach to homelessness and rough sleeping. The strategy was open for 12 weeks of public consultation, and the final agreed version was amended following feedback from members of the public and local stakeholder groups.

Towards a Better Newham Covid-19 Recovery Strategy 2020

Newham's Covid recovery strategy sets out the Council's plans for recovery over 2020 and 2021, and longer-term reorientation of the Borough's economy. The reorientation seeks to fundamentally shift the local economy towards one that is inclusive, that addresses inequalities such as race and gender, and that tackles poverty and deprivation.

In order to reach this radical shift, the recovery is organised around eight pillars, relating to health and wellbeing, support to access work, safety and wellbeing of under-25s, inclusive neighbourhoods, greening the local economy, good housing, and inward investment. Of these, Pillar 7 sets out the Council's aim to deliver genuinely high-quality and affordable homes for Newham and keep homelessness and rough sleeping services under review.

Newham's population

Newham's population is young and growing rapidly; it is projected to reach 480,000 by 2050, more than doubling the population of the 1980s. The delivery of new homes has not kept up with this growth, with the number of homes increasing by 14% in the period 2008-2018, and the population growing by 25%.

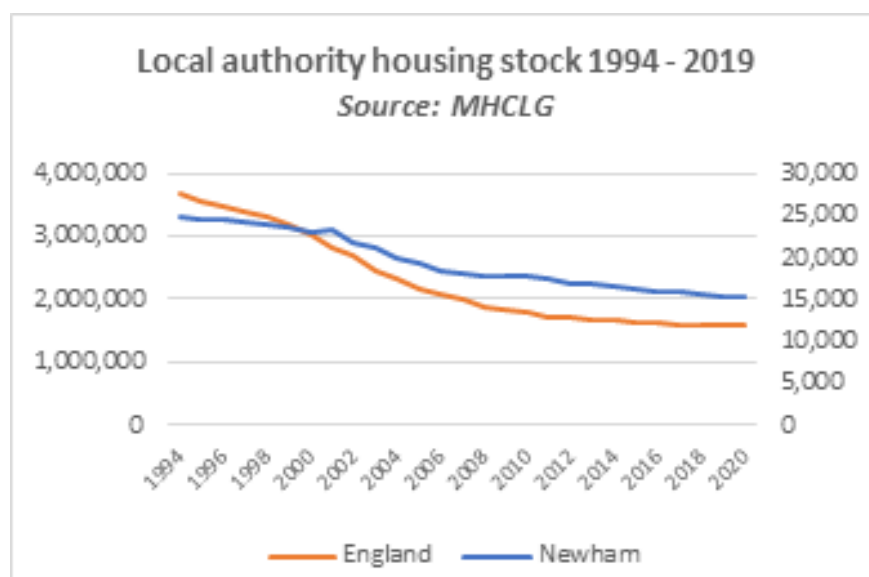
Newham has the lowest average wages in London. 27% of employees in the borough are paid under the national statutory minimum wage and more than half of Newham residents (55%) are paid less than the London Living wage. The high cost of housing compounds the disadvantages faced by those on low incomes, and 49% of Newham residents are in poverty after housing costs are considered.

Newham is the most diverse local authority in the UK. Just over 72% of Newham's residents are from a minority ethnicity, compared with 43.5% in London overall. No single ethnic group predominates in Newham, contributing to its unique and hyper-diverse demographic character.

The private rented sector

A declining social housing supply, and an expanding private rented sector

Since the 1980s, the number of new Council and social-rented properties has been steadily declining. This is the result of two processes: fewer new homes being built, and existing Council homes being sold through the Right to Buy. This means that large numbers of low-income households have been unable to access low-cost housing and have instead found homes in the private rented sector.



The lack of security of tenure in the private rented sector make low-income tenants vulnerable to eviction. In particular, Section 21 'no-fault' evictions allow landlords to end an assured shorthold tenancy without needing to give a reason. The Government has committed to ending this practice but has not yet introduced legislation to do so.

The growth of the private rented sector is an important trend related to homelessness. The end of a private rented sector tenancy is a leading trigger for homelessness applications. Nationally, over a fifth of applicants in 2019/20 judged homeless or threatened with homelessness were in this position due the loss of an existing tenancy in the private rented sector (22%).¹

In line with trends across the country, the provision of social-rented housing in Newham has failed to keep pace with need, and private sector delivery has proven inadequate. In addition, the Right to Buy, which offers substantial discounts on the sale of Council

¹ Crisis, *The Homelessness Monitor: England 2021* (London: Crisis, 2021), p47 <https://www.crisis.org.uk/media/244702/crisis-england-monitor-2021.pdf>

properties, has proven to be particularly lucrative in Newham due to high property values in London and this has further reduced the supply of social rented accommodation. 47% of Council homes sold under right to buy in Newham are not occupied by former council tenants, as the properties are 'flipped' to be rented out in the private sector. In the last 25 years the council's housing stock has fallen by 35% with a loss of 9000 homes.

As a result of this undersupply, Newham has one of the longest Housing Registers in London at over 28,000 applicants, with only around 600 properties becoming available each year. Limited access to Council properties means many are forced to occupy properties in the private rented sector despite being on low wages or having a recognised housing need. The average waiting time for a three-bed property, for a household with a housing need, is over 13 years.

Reduced affordability of housing in the private sector over the long term

Private sector housing costs are taking up an increasing share of incomes, as incomes fail to keep pace with rising rents. This trend is particularly apparent in London, where the cost of housing is particularly high. In London, someone on the median pre-tax pay in London would need to spend 46.4% of their income on an average one-bedroom house or flat on the private market. This contrasts with the rest of England, where only 24.1% of median pre-tax pay would need to be spent on an average one-bedroom house or flat on the private market.²

Rent levels are determined by the market, and are not subject to caps or controls. As noted above, LHA rates and incomes are not rising at the same rate as rents, but due to a lack of regulation, Councils are unable to take action against this rising cost of housing.

Newham is no exception to the rising rents across London. Wages have failed to keep pace with this rise; between 2011 and 2020:

- rents in Newham increased by 55%;
- house prices increased by 87%; but
- wages only rose by 37%.

This is a particular problem given that around one in three residents live in the private rented sector (compared with one in four across London), with almost 50,000 private rented homes. This proportion has risen steeply over the last twenty years, with only 17% of residents in the private rented sector in 2001.

The private rented sector is the largest tenure in Newham's housing sector, but is also the most unstable, and because of high costs and low rights in this sector, residents can find their housing to be especially vulnerable to changes in their economic circumstances. Newham also has the highest rate of evictions of any London borough, at 3.2 per 1,000 households compared to 1.7 for London overall.³

The affordability of homes for sale has also been falling over recent years. Newham has seen the largest rise in house prices anywhere in the UK between 1999 and 2019, according

² Trust for London, "London rent as a percentage of gross pay", <https://www.trustforlondon.org.uk/data/rent-affordability-borough/> [accessed 24.05.21]

³ Trust for London, "Newham" <https://www.trustforlondon.org.uk/data/boroughs/newham-poverty-and-inequality-indicators/> [accessed 24.05.21]

to data from Halifax. Newham's average house prices rose by 429.0% over a 20-year period, from £75,762 to £400,574.⁴

Changes to the welfare system

Over recent years, homelessness has been rising nationally, with the number of households accepted as statutory homeless in 2019 being 42% higher than the low point in 2009⁵. At the end of 2020 Crisis estimated that there were 200,000 'core' homeless households in Great Britain. This is down slightly from the previous year's figure of 220,000 due to the emergency measures put in place in response to the Covid-19 pandemic⁶. These measures included income protection programmes such as the rise in Local Housing Allowance, a moratorium on evictions, and the 'everyone in' directive which instructed local authorities to find temporary housing for all rough sleepers.

However, despite these successes, the economic impacts of Covid-19 are likely to contribute to greater financial and social precarity. Unless met with sufficient welfare and housing interventions from central Government, this is likely to drive up rates of homelessness.

While the causes of homelessness for individual households vary, there are a few agreed economic reasons for the long-term national rise:

Failure of Local Housing Allowance to keep pace with rents

The Local Housing Allowance (LHA) rate is the maximum amount of housing benefit a private renter can claim to help them pay their rent. When first introduced in 2008, the rate was calculated to cover rent for the cheapest 50% of the housing market in a household's local area, known as 'Broad Rental Market Area'. Since 2011, the rate has been reduced to cover only the bottom 30% of the local housing market, reducing the pool of properties available. In 2013, the link between LHA rates and actual rent increases was broken, resulting in a two-year 1% rise and a four-year freeze from April 2016, during which time actual rents continued to rise rapidly, particularly in London.

Analysis by London Councils has shown that on average, only 8% of the housing rental market across all of London is affordable on LHA. In the Outer East London Broad Rental Market Area, which covers Newham, less than 2% of one-bedroom properties, less than 5% of two-bedroom and four-bedroom properties, and less than 10% of three-bedroom properties are affordable on the 2019/20 LHA rates⁷. This means that many households have been forced to rent properties where LHA doesn't cover the rent, and make up the shortfall themselves.

In response to the Covid-19 pandemic the Government realigned LHA rates with the 30% percentile, however it has since announced that the rate will be frozen again. If rents continue to rise, this will reopen the gap between LHA and actual rents. As a London

⁴ Collinson, P, "Newham in east London has steepest house price rises of the century", *The Guardian*, 28th December 2019, <https://www.theguardian.com/money/2019/dec/28/newham-price-rise-steepest-century-property-newry-northern-ireland> [accessed 24.05.21]

⁵ Crisis, *The Homelessness Monitor: England 2019* (London: Crisis, 2019), p. xvii <https://www.crisis.org.uk/ending-homelessness/homelessness-knowledge-hub/homelessness-monitor/england/the-homelessness-monitor-england-2019/>

⁶ Crisis, *The Homelessness Monitor: England 2021* (London: Crisis, 2021), p. xvii <https://www.crisis.org.uk/media/244702/crisis-england-monitor-2021.pdf>

⁷ London Councils, "Local Housing Allowance", <https://www.londoncouncils.gov.uk/our-key-themes/tracking-welfare-reforms/local-housing-allowance> [accessed 24.05.21]

Borough where rents tend to rise rapidly year on year, Newham is particularly vulnerable to this dynamic.

Benefit cap and Universal Credit

The benefit cap was introduced in 2013 at £26,000 per year (£500 per week) which was the average family income in the UK – the aim was to both reduce Government spending and tackle perverse incentives that meant that in some cases, benefits paid better than paid employment. This has since been reduced, and the current benefit cap in London is £23,000 a year (£20,000 outside London). As a result, many households have seen their benefits effectively cut, especially in London where Housing Benefit claims are particularly high as a result of high rents.

The number of households subject to the benefit cap rose 8% between May and November 2020, mainly as a result of Covid-19.⁸ This is due to a range of factors across households, including furlough or a loss of working hours reducing their monthly earnings, so that they are no longer exempt from the cap, or losing their job altogether. Some households found themselves newly capped because of the increases in Universal Credit and LHA rate meaning their benefit income now exceeds the cap.

Universal Credit was introduced in 2013, with the aim of simplifying the benefits system, rolling a number of different benefits including Housing Benefit and Jobseeker's Allowance into one monthly payment. Rollout has been gradual but will be complete by 2022. New claimants for Universal Credit must wait five weeks for their first payment potentially compounding existing problems with debt and rent arrears, as many claimants do not have savings to support them during this waiting time. People also need to have a bank account and be able to use a computer or smartphone, which can exclude some of the most vulnerable groups from accessing benefits.

Charities have also noted that some claimants who had previously had Housing Benefit paid directly to their landlord, are now responsible for paying rent from a monthly budget under Universal Credit. This change has led to some households falling into arrears, raising concerns about eviction and homelessness.⁹

Impact of Covid-19

The economic impact of Covid-19, including furlough, job losses and loss of income for self-employed workers has resulted in income losses for many households, and this can affect their ability to afford housing costs. A study from LSE in May 2021 estimates that some 10% of private tenants may be unemployed, about double the average rate.¹⁰ Given projections of

⁸ Child Poverty Action Group, "170,000 Households Hit By Benefit Cap", 26th November 2020 <https://cpag.org.uk/news-blogs/news-listings/170000-households-hit-benefit-cap#:~:text=At%20a%20minimum%20the%20cap,children's%20basic%20needs.%E2%80%9D&text=The%20level%20of%20the%20cap,lone%20parents%20outside%20the%20capital> [accessed 24.05.21]

⁹ Crisis, "Universal Credit" <https://www.crisis.org.uk/ending-homelessness/benefits-and-employment/universal-credit/> [accessed 25.05.21]

¹⁰ Whitehead, C. et al, *Homelessness and rough sleeping in the time of Covid-19* (London: LSE, 2021), p4, <https://blogsmedia.lse.ac.uk/blogs.dir/119/files/2021/05/homelessness-reportfinal-1.pdf> [accessed 24.05.21]

unemployment and the relationship between unemployment and rent arrears, over 400,000 tenant households might be expected to be in significant arrears at the end of 2021.¹¹

It is estimated that over 750,000 families nationwide were behind with their housing payments in January 2021, 300,000 of which contained dependent children¹². The LSE study estimates that around 6 – 7% of tenants appear to be in arrears– around twice the ‘normal’ proportion before the Covid-19 pandemic. It also notes that the longer tenants remain in accommodation where they are unable to afford the rent, the higher their future debts will be and the greater difficulties facing both tenant and landlord.¹³

The effect of this economic impact is predicted to create a rise in homelessness as the temporary ban on evictions is lifted.

Newham has been hit hard by the Covid-19 pandemic and has seen the greatest number of excess deaths between March 2020 and January 2021 of anywhere in the UK. The excess deaths during this period is 54% higher than the five-year average, compared with a 19.6% increase across the UK as a whole.¹⁴ This aligned with a national trend which saw the areas with the highest rates of poverty and deprivation also experience high case numbers and deaths from Covid-19.

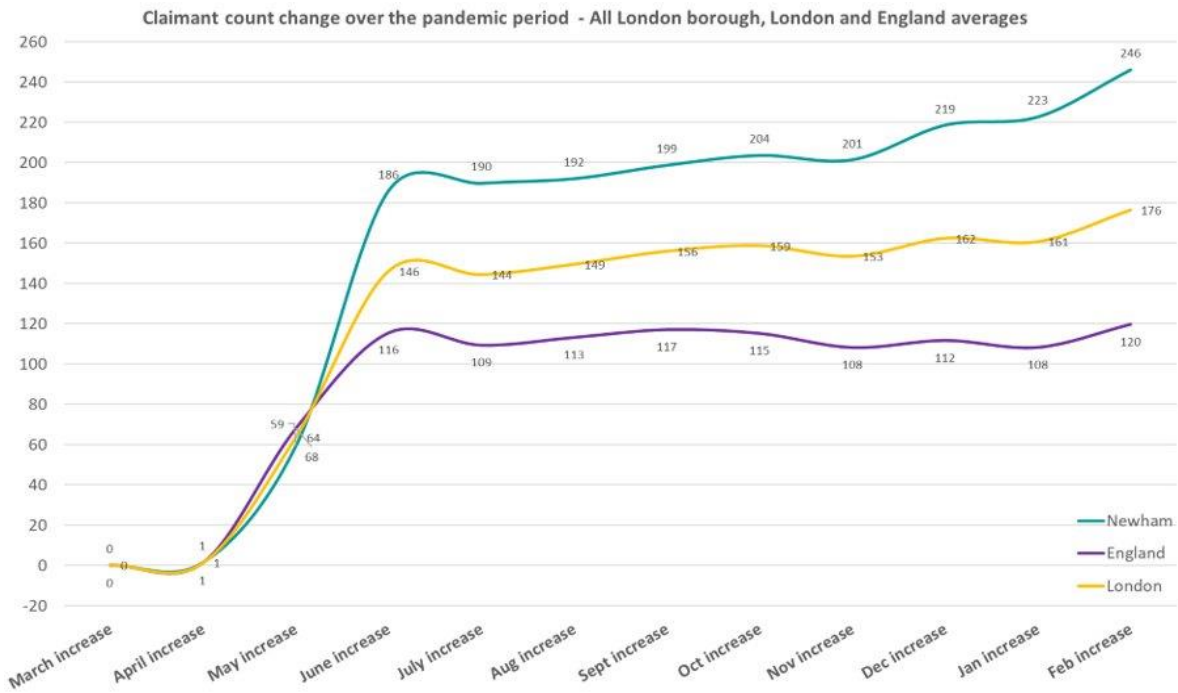
Newham has seen the numbers of residents claiming unemployment benefits dramatically increase during the first Covid lockdown in March 2020, and the rate has been rising again since December 2020. Overall, between February 2020 and February 2021, Newham saw the highest increase in claimants in London, at 246%, compared with the London average of 176%, and England average of 120%.

¹¹ Whitehead, C. et al, *Homelessness and rough sleeping in the time of Covid-19* (London: LSE, 2021), p4, <https://blogsmedia.lse.ac.uk/blogs.dir/119/files/2021/05/homelessness-reportfinal-1.pdf> [accessed 24.05.21]

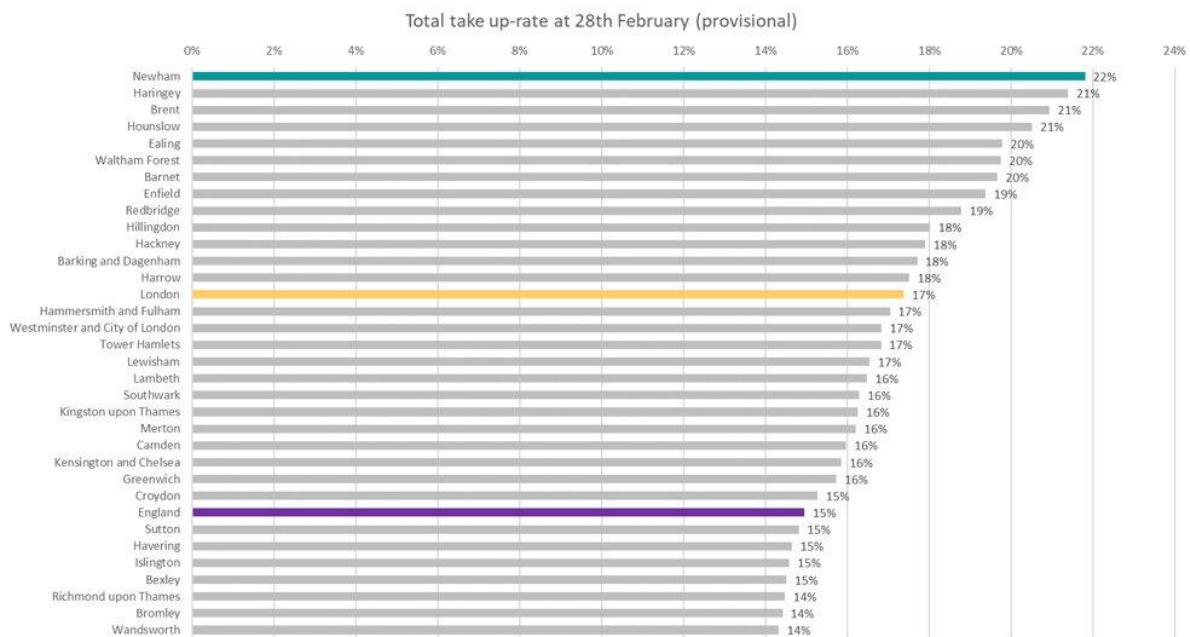
¹² Judge, L. “A loan scheme for renters could stop tenants from being made homeless”, Resolution Foundation, blog post published 18th February 2021, <https://www.resolutionfoundation.org/comment/loan-scheme-for-renters/> [accessed 24.05.21]

¹³ Whitehead, C. et al, *Homelessness and rough sleeping in the time of Covid-19* (London: LSE, 2021), p4, <https://blogsmedia.lse.ac.uk/blogs.dir/119/files/2021/05/homelessness-reportfinal-1.pdf> [accessed 24.05.21]

¹⁴ Hill, D. “London boroughs have seen the ten highest ‘excess death’ rates in Britain during Covid pandemic” *On London*, 27th January 2021, <https://www.onlondon.co.uk/london-boroughs-have-seen-the-ten-highest-excess-death-rates-in-britain-during-covid-pandemic/> [accessed 24.05.21]



Newham has had the highest rate of take-up of the job retention scheme during the Covid-19 of any London Borough, and second highest of any local authority nationally. In February 2021, 22% of the eligible population had taken furlough, around 35,600 workers.



These figures emphasise that large proportions of Newham's working population saw their incomes reduced over 2020/21, which increases their financial vulnerability, and therefore their risk of homelessness.

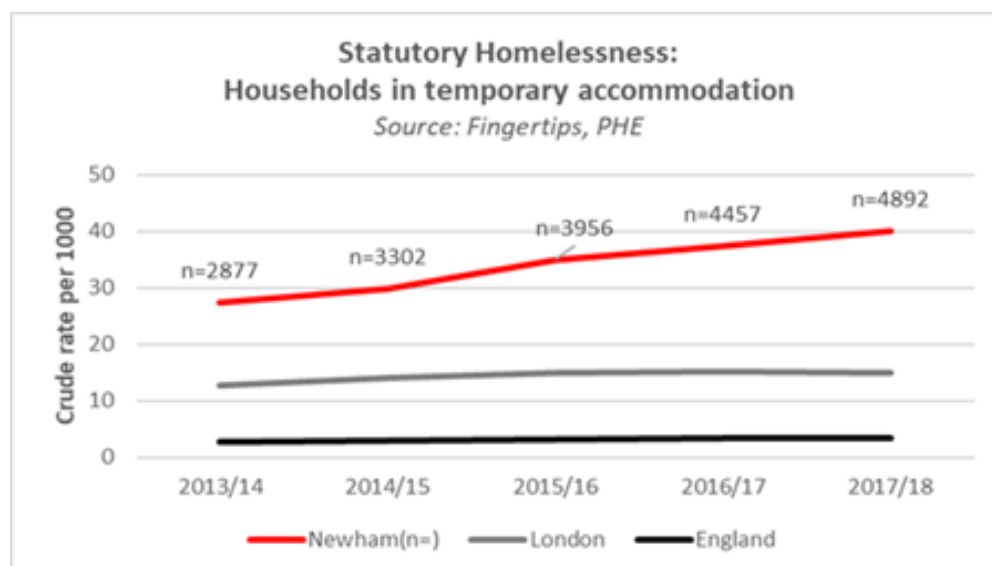
A survey of 419 Newham landlords conducted in December 2020 found that the most common impact of the pandemic has been reduced rental income, which has affected 61% of survey respondents. In common with national trends outlined above, a significant minority of tenants have had trouble paying their rent: 39% of landlords said their tenants had

requested a rent reduction, and 33% had had to delay a rent payment. Twenty-nine per cent of landlords had tenants in rent arrears. Half of these landlords had one or two tenants in arrears.¹⁵ This suggests that a significant proportion of tenants in Newham’s private rented sector may face eviction when the ban is lifted.

Temporary accommodation

Statutory homelessness figures for London are at a 15-year high, with 62,670 households living in temporary accommodation..¹⁶ More than two-thirds (68%) of all homeless people living in temporary accommodation are in London – this equates to 1 every 52 people living in the capital¹⁷. Crisis’ projection model indicates that if policy continues along pre-Covid lines, core homelessness will continue to rise, with London seeing the largest increase (91%) over 2012-41¹⁸. A key factor in London’s high rate of homelessness is the high cost of housing when compared with other areas of the UK.

The rate of households in temporary accommodation in Newham is the highest in London with 48 per 1,000 contrasting against 17 per 1,000 in London overall.¹⁹ Between 2011 and 2018 the number of Newham households in temporary accommodation rose by more than 120%, a far steeper increase than across London or in England.



This reliance on temporary accommodation presents a considerable cost to the council. Much of the temporary accommodation used to house homeless households is nightly booked accommodation which is insecure, and particularly costly for the Council. Currently, the share of nightly-paid temporary accommodation is just under 60% of the Council’s total

¹⁵ London Borough of Newham, *Rapid landlord survey: impact of Covid-19*, December 2020

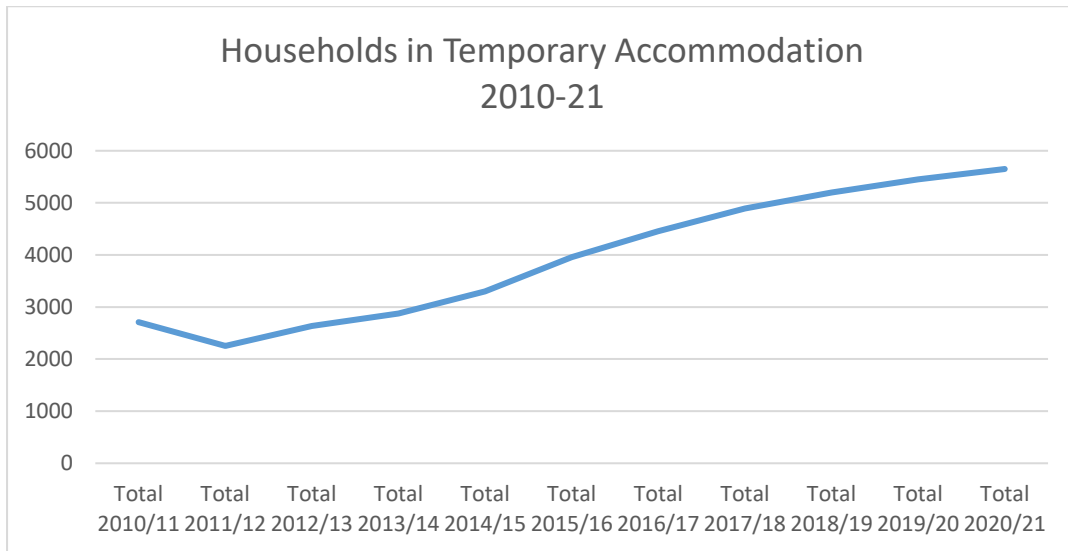
¹⁶ Barker, N. “London homelessness pressures reaching ‘worst-ever levels’, councils warn”, *Inside Housing*, 14th December 2020, <https://www.insidehousing.co.uk/news/news/london-homelessness-pressures-reaching-worst-ever-levels-councils-warn-69004> [accessed 24.05.21]

¹⁷ Shelter, *Homeless and Forgotten: Surviving lockdown in temporary accommodation* (London: Shelter, 2020), p7
https://england.shelter.org.uk/_data/assets/pdf_file/0004/2036803/TA_report_FINAL_PDF.pdf [accessed 24.05.21]

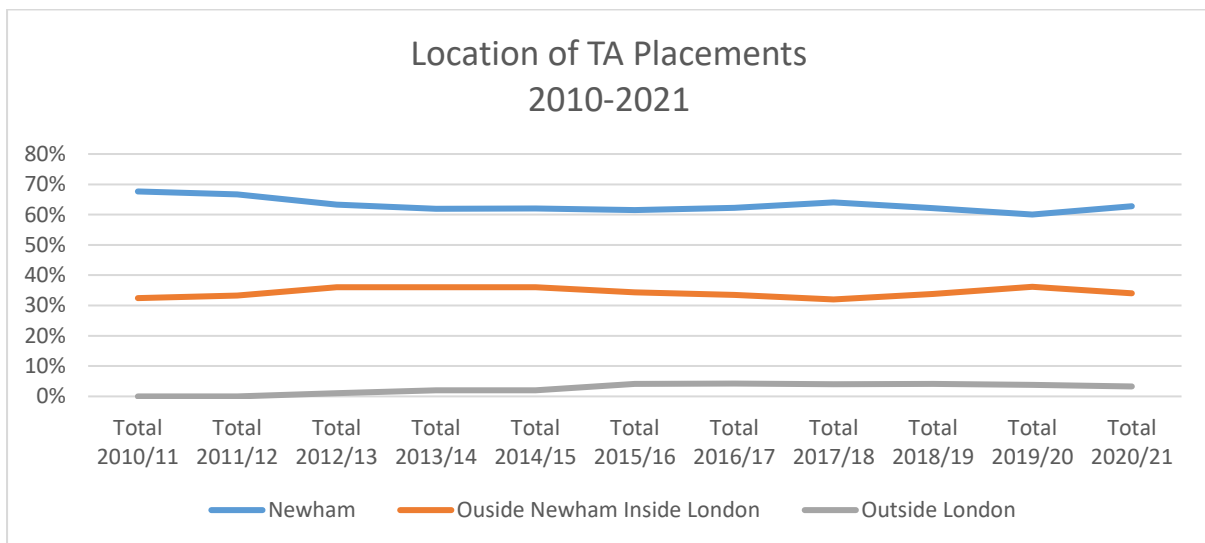
¹⁸ Crisis, *The Homelessness Monitor: England 2021* (London: Crisis, 2021), p75
<https://www.crisis.org.uk/media/244702/crisis-england-monitor-2021.pdf>

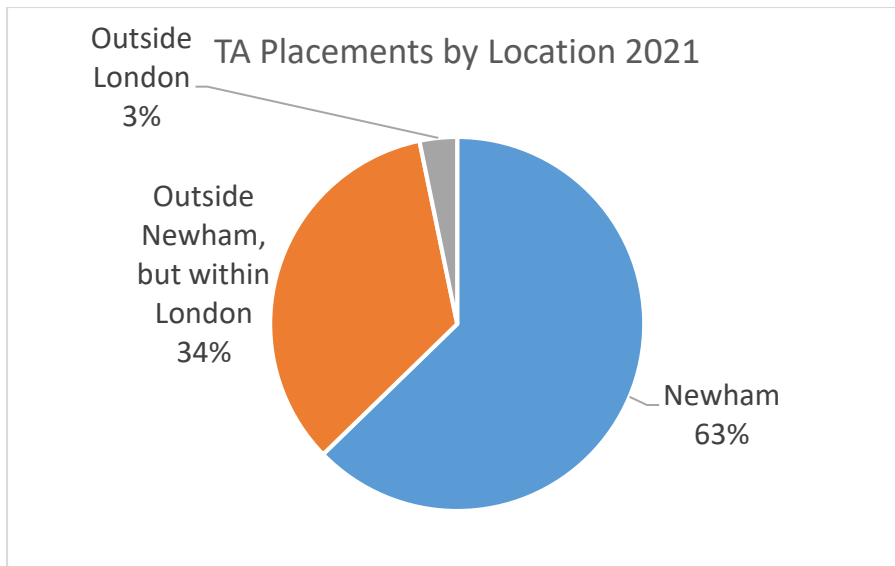
¹⁹ Trust for London, “Newham” <https://www.trustforlondon.org.uk/data/boroughs/newham-poverty-and-inequality-indicators/> [accessed 24.05.21]

temporary accommodation, and we are committed to reducing this share over the coming years.



The majority of Newham’s temporary accommodation placements are made within the Borough. Currently, 63% of placements are in Newham, 34% of placements are made in another London borough, and 3% are made outside London. The Council’s approach to in-borough and out-of-borough placements is set out in the Council’s Placements Policy.





Rough sleeping

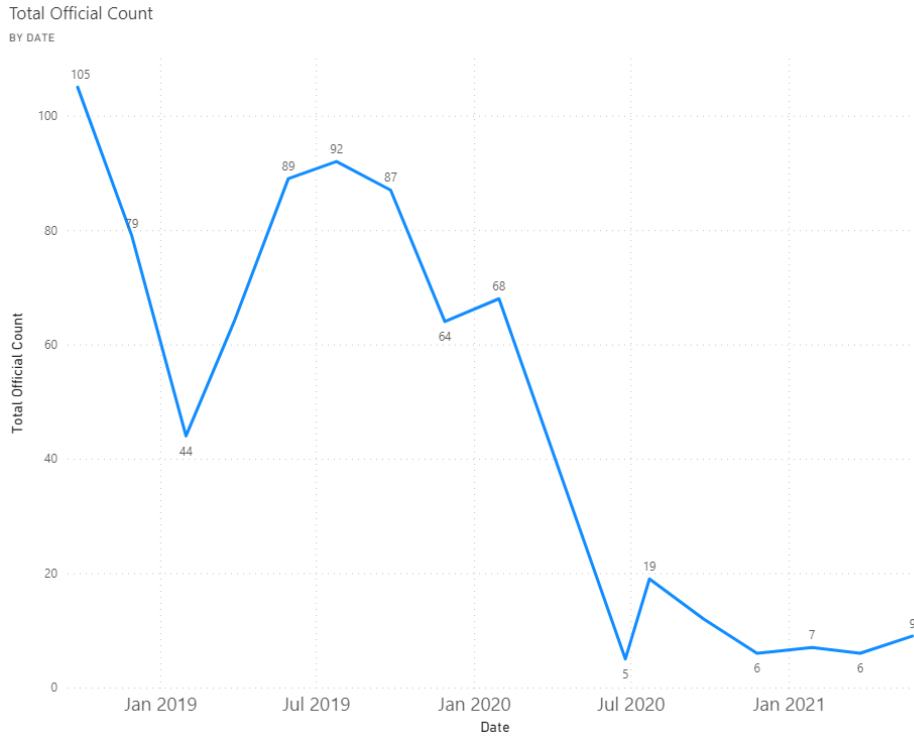
A total of 2,688 rough sleepers nationally were recorded in autumn 2020, of whom 44% were in London and the southeast.²⁰ This represented a 37% decrease on the previous year, however it is notable that the ‘everyone in’ directive was still in place at the time of the study. The London rough sleeper population climbed year-on-year from 2017/18, and it is likely that the decrease experienced in 2020/21 was greatly affected by ‘everyone in’.

At the start of 2020, Newham had the second highest rough sleeping population in London. This was largely due to a number of well-known ‘hotspots’ in the borough, including the Stratford Mall. A Rough Sleeping Taskforce was launched in June 2019 with an agenda to end rough sleeping in Newham, with care and compassion at the heart of the approach.

Since 2019, the Council has adopted a public health and intelligence –led approach to tackling rough sleeping, and our focus has been to develop and deliver the first fully commissioned Rough Sleeper service within the borough for several years. The COVID-19 pandemic accelerated the delivery of our action plan to tackle rough sleeping, and we have brought about a significant reduction in our street population. In response to the ‘everyone in’ directive, the Council supported 610 rough sleepers between March 2020 and March 2021.

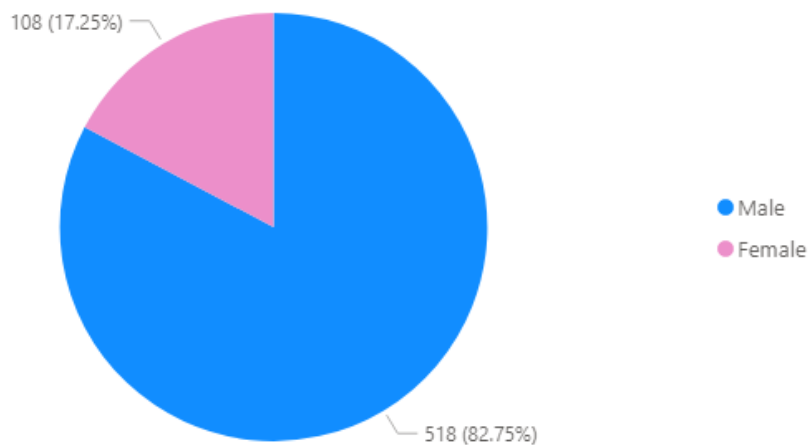
The graph below highlights the progress made in reducing Rough Sleeping numbers over 2020/21:

²⁰ Wilson, W. and Barton, C. *Rough Sleeping (England)* [Briefing Paper] London: House of Commons Library, 2021), p4 <https://researchbriefings.files.parliament.uk/documents/SN02007/SN02007.pdf> [accessed 24.05.21]

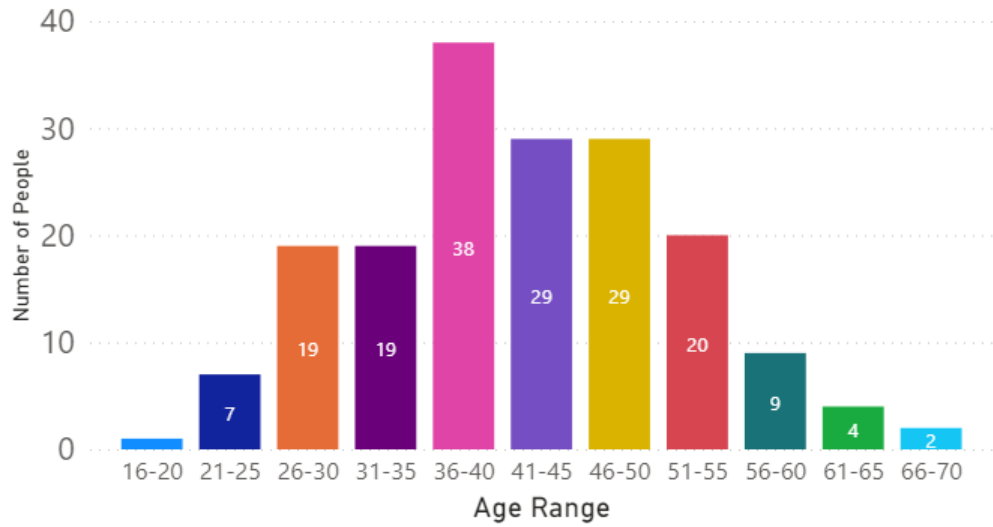


However, it is crucial that we do not become complacent, and instead build on this success to develop sustainable pathways out of rough sleeping. The level of funding available during the pandemic is no longer guaranteed and we must manage services according to existing resources, maximising funding opportunities wherever possible.

Count of Gender

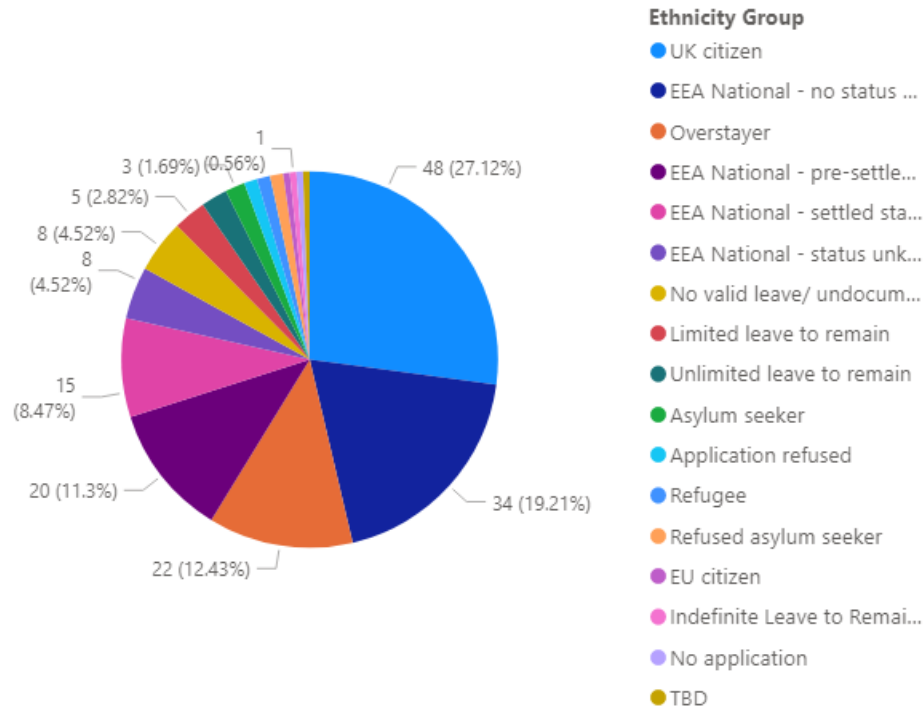


Number of People in each Age Category

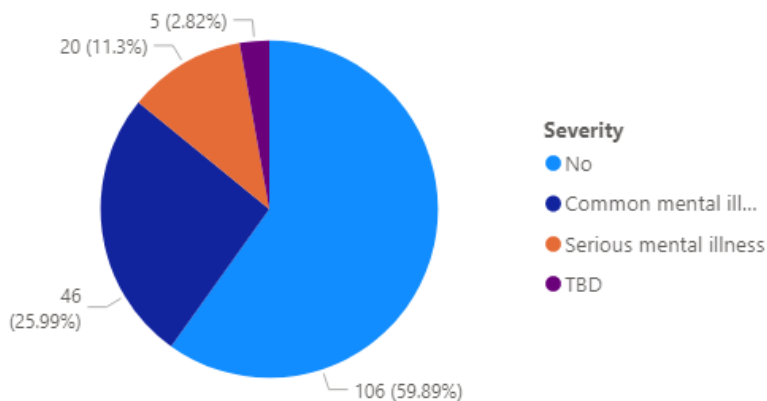


In parallel with the 'everyone in' directive, the Council established a new data collection and analysis system, build around the use of the strengths and assets-based CHAOS index. This has provided us with a new understanding of the profile of people sleeping rough who are receiving support from the Council. This covers overarching demographic characteristics like age and gender, as shown in the graphs above, but also provides useful information about the needs and vulnerabilities of clients, equipping the Council to determine the appropriate support.

Immigration Status by Ethnicity Group



Mental Health Condition by Severity

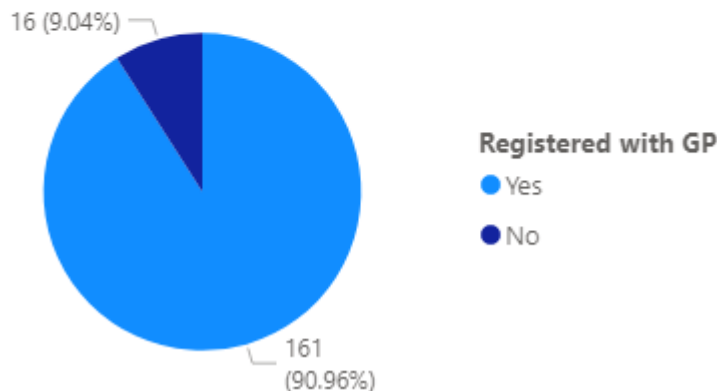


Key findings from the dashboard include:

- Men make up the overwhelming majority of people sleeping rough
- Immigration status is a vulnerability for many people sleeping rough
- Mental illness is a problem for a significant share of people sleeping rough, but those with serious mental illnesses only make up 11% of the cohort currently being supported

One of the key successes of the work to implement the 'everyone in' directive is the drive to boost GP registration – just under 91% of rough sleepers are now registered with a GP.

Registered with GP



CHAOS Scores and Outcomes Star

CHAOS Index and Outcomes Stars are tools that allow commissioners and providers to understand someone's needs, complexity and journey in a more nuanced and objective way.

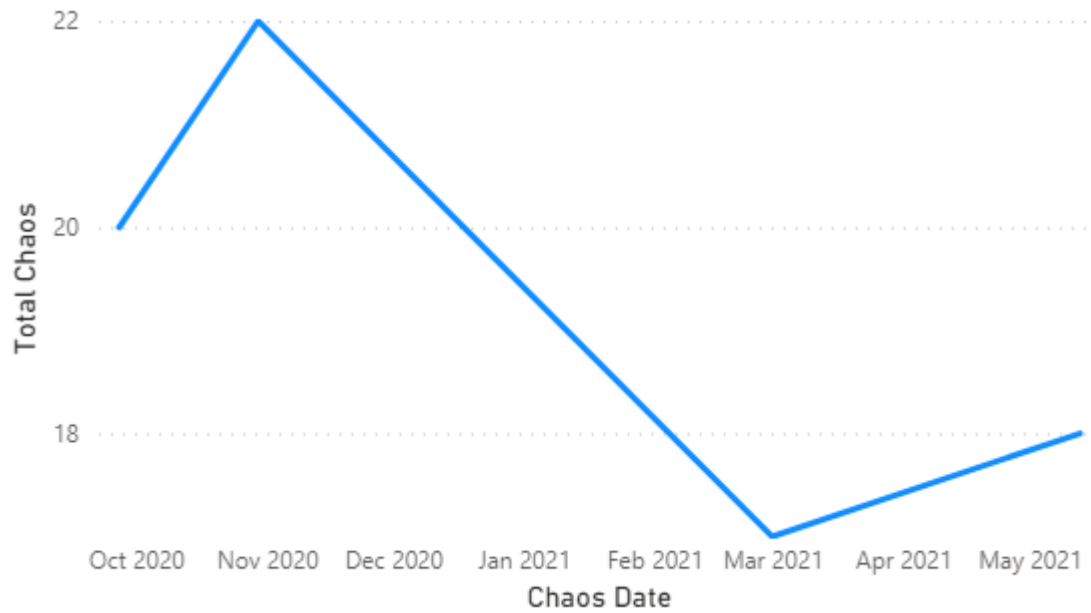
The CHAOS Index is normative tool that captures the reflections from a professional view. The Outcomes Star is co-produced with rough sleepers, with the support worker facilitating the completion and providing challenge where required. There are many benefits from this approach, not least the ability to stimulate reflection, goal setting and a platform to recognise and harness success. From a commissioning point of view, the intelligence provides insights into types of need, which can be stratified and segmented. Furthermore, it can highlight areas of success, which are indirect highlights for more formal outcomes, such as the reducing complexity of need.

The Council will be embarking on a review of the data contained within the Rough Sleeping Minimum Dataset (collected since March 2020). The ambition is to better understand need and develop new insights into areas of focus, trends and outcomes. There may be patterns that exist that are not initially obvious, which could lead to new strategies and approaches within on dynamically commissioned system.

Case Study

The graphs below are from a case study. The first graph highlights that between the first and second CHOAS score there was an increase (increases reflective higher levels of complexity and need). Anecdotally, support workers often highlight the importance of the trust relationship; the more they get to know someone, the more they open up. While this often leads a CHAOS score increasing, as the rough sleeper progresses over time there is a significant reduction in their CHOAS score. This is illustrated in Graph A of the case study below.

Graph A: Total CHAOS Score over Time

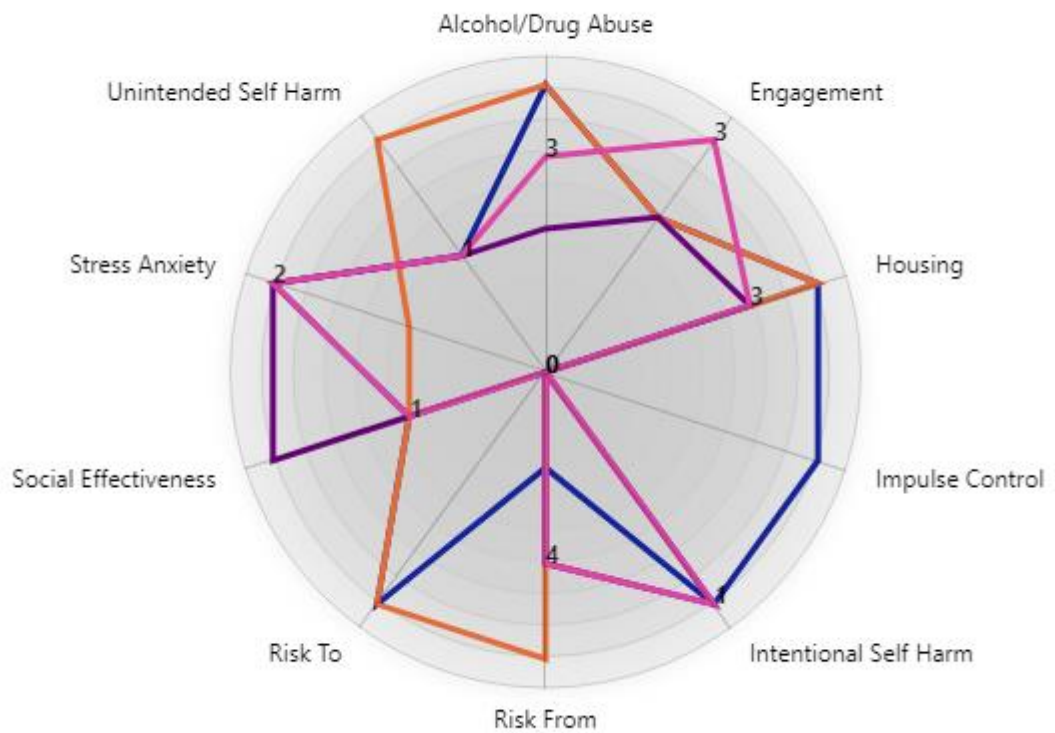


The CHAOS Index also aims to ascertain the nuance of needs for that individual. These vary from person to person; for example some may be more of risk to themselves, others may be more of risk to others. However, the aim is to see reductions across all metrics over time.

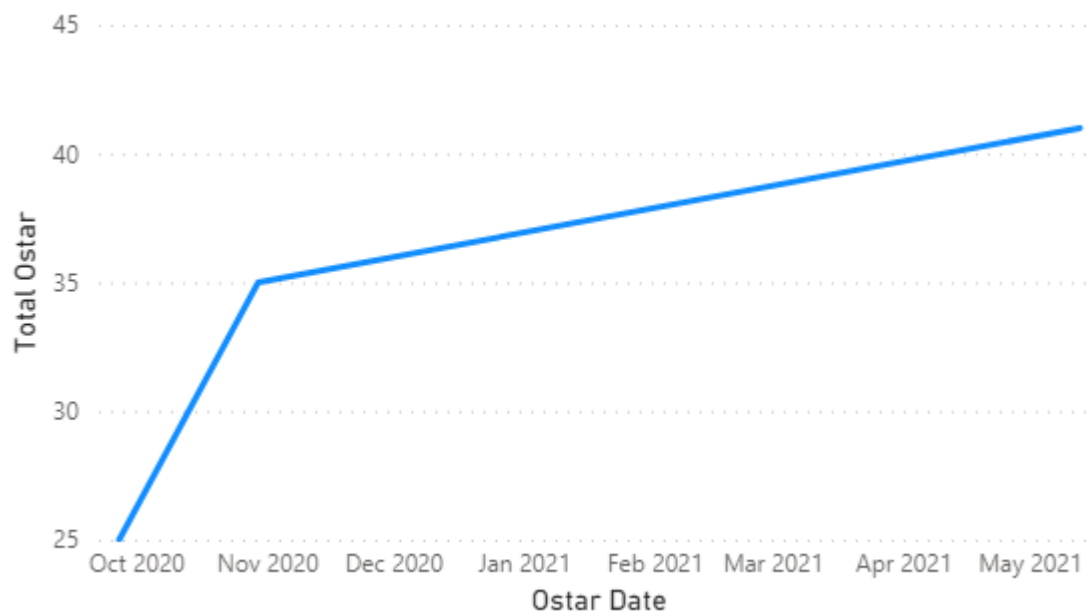
Graph B below relates to the same individual. Initially, the rough sleeper had challenges around impulse control, drugs and alcohol, social effectiveness, risk to others, stress and anxiety and obviously housing. Over time some of these metrics have seen huge improvements, but some metrics started to improve quicker than others.

Graph B: CHOAS Score by Category over Time

Chaos Date ● (Blank) ● 27 Septemb... ● 30 October ... ● 01 March 20... ● 13 M

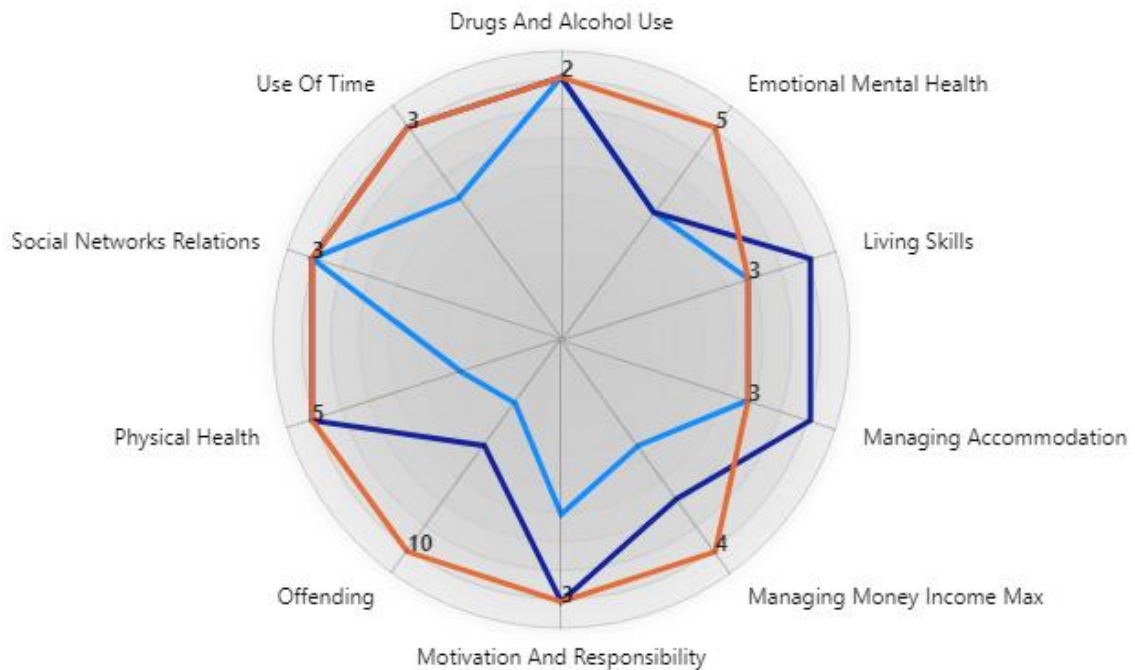


The Outcomes Star scale works in the other direction, with improvements highlight by scoring increases. The significant improvement shown below not only reflects that the rough sleeper is feeling they are improving in certain areas of their life.



The Outcomes Star below shows a similar trend to the CHAOS Index. The rough sleeper has improved in several areas, most notably offending and emotional health.

Ostar Date ● 27 September 2020 ● 30 October 2020 ● 13 May 2021

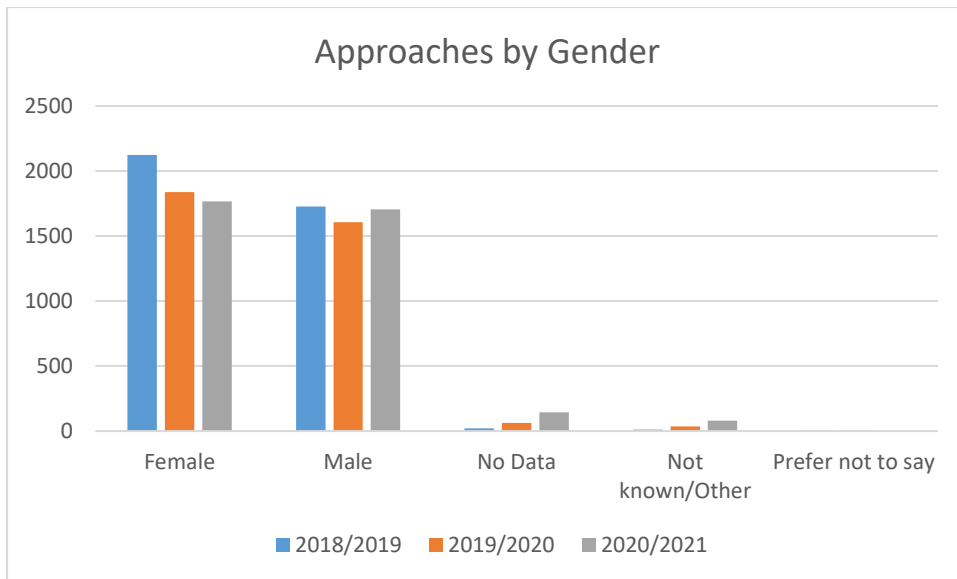


The aforementioned review of the Minimum Dataset will look to answer the following research questions

- Is the data being accurately inputted into the MDS?
- Is there a training need for staff to improve the quality and frequency of data submission?
- Are there any trends in the longitudinal data that provides useful insight for commissioning or operations?
- Are there trends in the Outcome Star or CHAOS Index categories for which there are commissioning gaps?
- Are there demographic trends aligned to the outcomes tools?
- Are there components missing from the MDS? Or improvements that can be made to the questions posed?

The profile of homelessness approaches in Newham

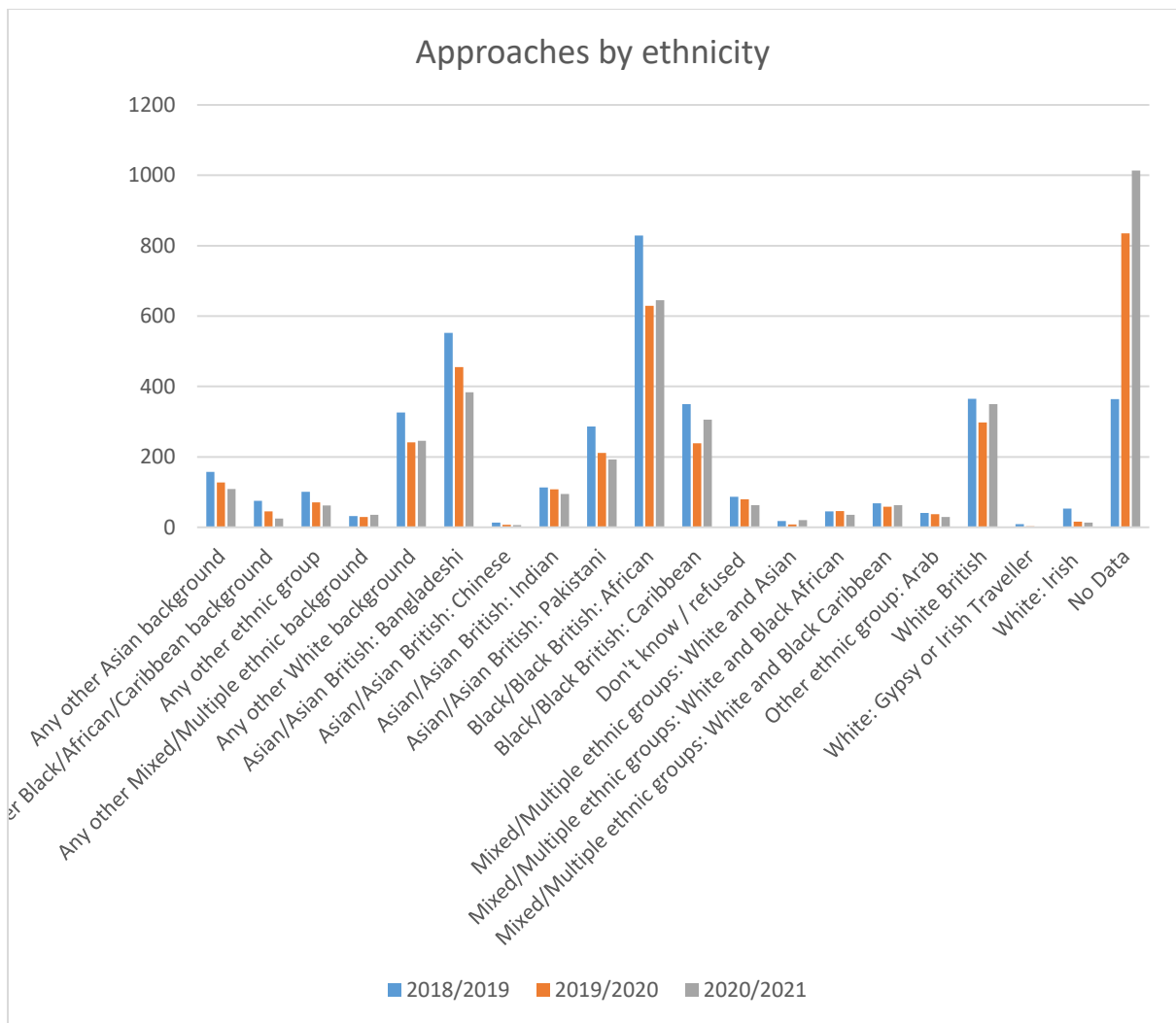
Since 2018, the age group most likely to approach the Council for homelessness support has been those aged 25-44 years. Women have made up a larger share of approaches over the same period, although in 2020/21 the gap has narrowed.



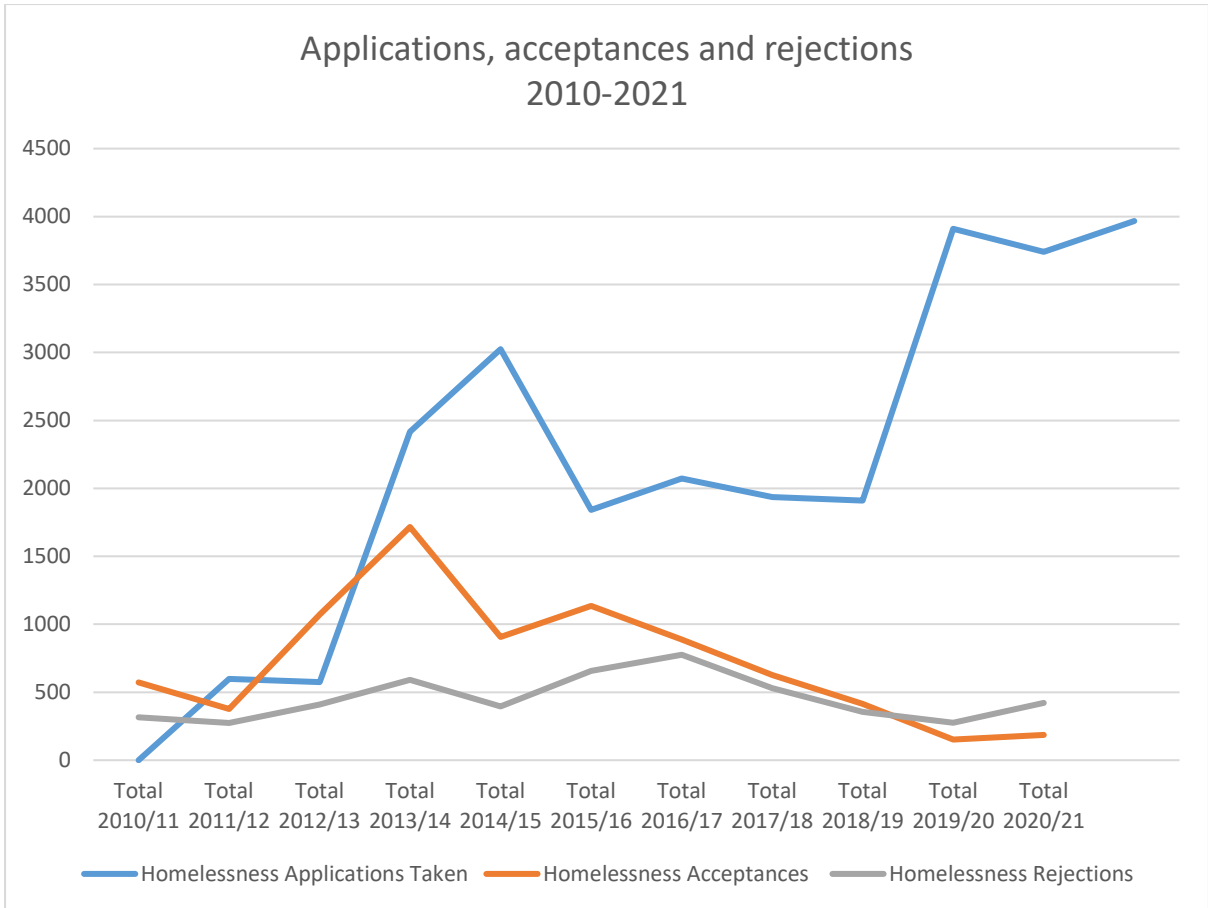
While there have been problems collecting data on ethnicity in the past, evidenced by the high proportion of “no data” results in the graph below, it is clear that people from Black African and Black Caribbean groups have made up a large share of the homelessness approaches, 17% and 8% respectively in 2020/21. This is significant given that they make up a relatively small proportion of Newham’s overall population, with Black African residents at 11.1% of the population and Black Caribbean making up 4.1% of the population²¹.

Other groups making up larger shares of the homelessness approaches since 2018 are of White British, Bangladeshi, and Other White ethnicities, however these are both slightly lower than might be expected, given the size of these ethnic groups in the Borough. While White British people made up 13.2% of Newham’s population in 2020, they made up 9% of the homelessness approaches over 2020/21. Similarly, British Bangladeshis were 12.4% of the Borough’s population in 2020 but only 10% of homelessness approaches. Other White ethnicities made up 13.7% of Newham’s 2020 population but 7% of homelessness approaches in 2020/21.

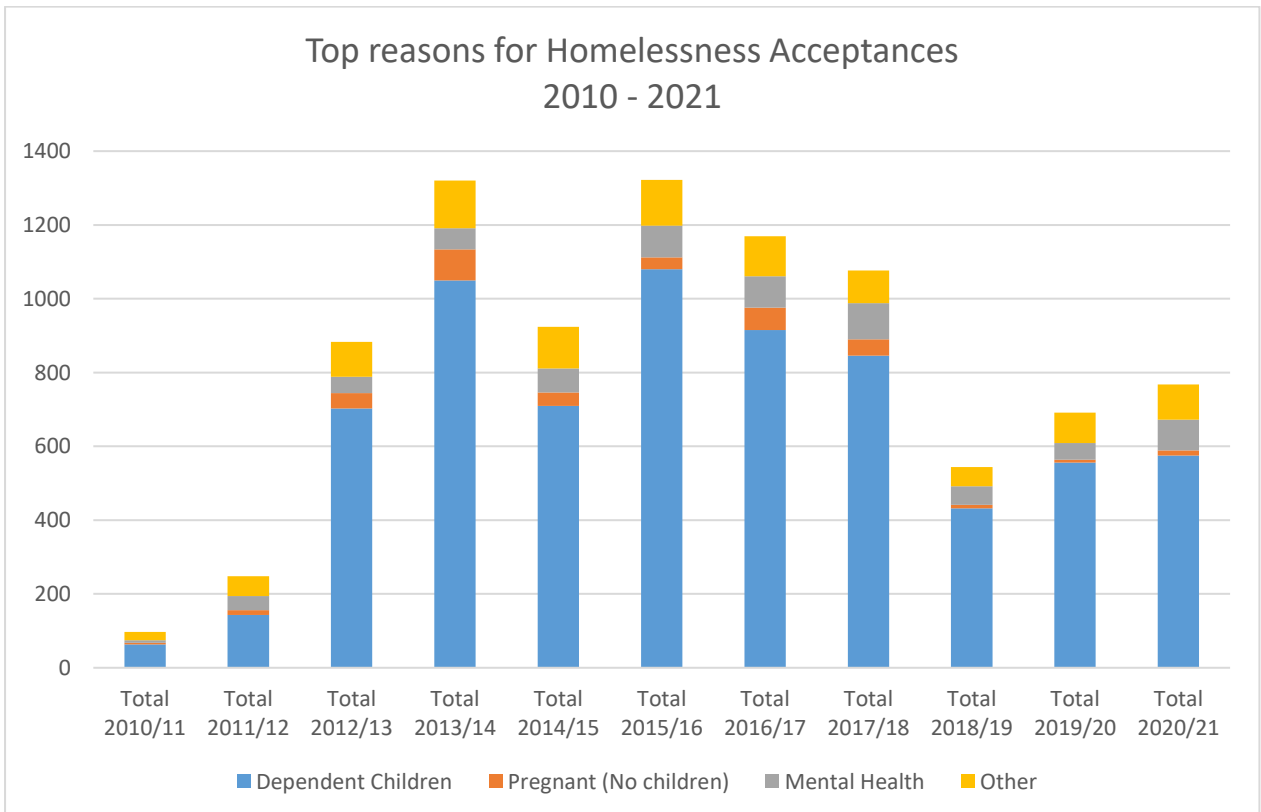
²¹ GLA 2020 Population Data, via <https://www.newham.info/population/> [accessed 07.06.21]



The following graph shows the number of homelessness applications, acceptance and rejections. Following the implementation of the 2017 Homelessness Reduction Act, the rate of applications increased steeply.



A household having dependent children has been consistently the main reason for homelessness acceptances over the past ten years, as shown below.



Appendix 1: Homelessness and Rough Sleeping Action Plan 2019

The below action plan was agreed by cabinet in July 2020, and accompanied the 2019 Homelessness and Rough Sleeping Strategy. It was due to be presented to cabinet in May 2020 but paused due to the COVID emergency. The 'Status June 2021' column has been added to provide an update on the status of each of the actions.

1. Preventing Homelessness

Lead: Strategic Head of Homelessness Prevention and Advice Service

Aims	Target/Outcome	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
To actively promote and provide housing advice through accessible and varied channels (social media, leaflets, face to face, posters) and make referrals or signpost to specialist advice where appropriate.	<ul style="list-style-type: none"> To increase successful prevention for those at risk with information that signposts them to the Homelessness Prevention and Advice Service and other universal services To empower residence with information of their rights and the avenues to address the situation themselves 	<ul style="list-style-type: none"> Review the online information to ensure it is providing the information needed Information will be continually updated to provide clear information needed based on the main reasons for homelessness Review of content complete August 2020 Review of content - ongoing 	Strategic Head of Homelessness Prevention and Advice Service	<ul style="list-style-type: none"> Staff Training IT (website) Partnerships 	Completed Aug 2020
Intervene early (before the 56 day period) whenever possible by targeting those groups most at risk of homelessness	<ul style="list-style-type: none"> To have outreach surgeries located in other departments, statutory and voluntary organisation across Newham to give advice to residents before they reach crisis point 	<ul style="list-style-type: none"> Expand the Early Intervention Team: Recruit 3 Early Intervention Project officers 1x Children's Services/ 1 X Hospitals / 1 X 	Early Intervention Team Leader	<ul style="list-style-type: none"> 3x Specialist roles: <ul style="list-style-type: none"> Children Services Newham Hospital Vulnerable adults complex needs/ offenders) 	Completed Feb 2020

		<ul style="list-style-type: none"> Vulnerable Adults) Move the visiting officers to this team to increase the resource to this area of work Completed February 2020 		<ul style="list-style-type: none"> Outreach surgeries Joint working protocols Regularly review (including mystery shopping) Feedback and complaints mechanisms 	
Encourage homeless people in need to approach us for housing advice and assistance at the earliest possible opportunity and to manage expectations.	<ul style="list-style-type: none"> To carry out briefings/ attend meetings with internal and external stakeholders on why early intervention is important for them and the health and wellbeing of Newham residents. To set out clearly the likely service which could be provided, or the limited service, to manage clients and stakeholder expectations. 	<ul style="list-style-type: none"> Provide prevention of homelessness workshops for statutory and voluntary organisations so that they identify and recognise those at risk earlier to prevent and likely outcomes Update the online information encouraging early intervention and have simple tracking of outcomes Advertise the outreach surgeries Article for the Newham Mag to be published on a quarterly basis Commence August 2020 - ongoing 	Strategic Head of Homelessness Prevention and Advice Service	<ul style="list-style-type: none"> Advertising and promoting the service Outreach Feedback/ Complaints / regular review of outcomes and impact for continuous development 	Ongoing
Establish a dedicated	<ul style="list-style-type: none"> To reduce the numbers that 	<ul style="list-style-type: none"> Set up a team using 	Senior Manager	<ul style="list-style-type: none"> More officers 	Completed

<p>private sector team to specialise in preventing homelessness from the private sector</p>	<p>become homeless from the private sector</p>	<p>existing resources and additional resources</p> <ul style="list-style-type: none"> • Provide specific section 21 training for these officers • Attend court to represent residents who have been issued with notices • Completed March 2020 	<p>Homeless Prevention and Advice</p>	<ul style="list-style-type: none"> • additional training • Grant Funding 	<p>Mar 2020</p>
<p>Introduce a triage system to ensure the frontline service is targeted on a daily basis to prevent homelessness</p>	<ul style="list-style-type: none"> • To ensure that those attending the office are directed to the appropriate team as quickly as possible 	<ul style="list-style-type: none"> • Include this duty in the rota • Complete and in place February 2020 	<p>Senior Manager Homeless Prevention and Advice</p>	<ul style="list-style-type: none"> • Additional staff • Clear Guidance and Pathway documents and training on these. • Feedback review and outcomes monitoring. 	<p>Completed Feb 2020</p>
<p>In every case we will work collaboratively with the homeless applicant to try to prevent homelessness</p>	<ul style="list-style-type: none"> • All of those with an application will have been actively engaged in developing their own personal housing plan. • 100% of Customers issued a Personalised Housing Plan which they have been actively engaged in creating. 	<ul style="list-style-type: none"> • Regular contact to check the Personal Housing Plan actions are suitable, realistic, and helpful to the client. • The resident is issued with a tailored and targeted letter to look for their own private sector accommodation. • In place and active from February 2020 	<p>Senior Manager Homeless Prevention and Advice</p>	<ul style="list-style-type: none"> • Staff • Case Supervisions • Spot Checks • Referral Review, monitoring and analysis of both what happened when plans are actioned, and reasons for non-engagement and inaction by client. • Review and analysis of outcomes in terms of movement to a PR tenancy including the co-operation of 	<p>Completed Feb 2020</p>

				landlord in this work.	
In responding to new applicants presenting as homeless, we will develop plans to vary the proportion and focus of spend on prevention to inform the following five year strategy	<ul style="list-style-type: none"> We will carry out an analysis of reasons for homelessness from this point forward so that we can identify drivers, trends and trigger points to enable more effective prevention work to be planned, commissioned and delivered. 	<ul style="list-style-type: none"> Performance meeting to look at emerging trends on a monthly basis Check point overview to review current processes and procedures in line with consolidated finding from each strand Review current processes and procedures in line with findings Structured and proactive engagement with partner agencies in these reviews. Dates TBC 	Strategic Head of Homelessness Prevention and Advice Service	<ul style="list-style-type: none"> Staff Training Consolidation of regular review and outcome information from each strand above Engagement of frontline Newham staff in reviewing successes and failure including from data and from structured feedback from frontline officers 	Completed Apr 2020
To work collaboratively with landlords when an issue arises with tenant behaviour ahead of them starting eviction proceedings	<ul style="list-style-type: none"> Reduction in PRS evictions 	<ul style="list-style-type: none"> April 2021 	Head of Temporary Accommodation and Supply Initiatives	PRS Tenancy sustainment team	Ongoing
In every case where a person has somewhere to live we make a rapid assessment as to whether the accommodation is suitable in either (or both)	These cases will be picked up at triage.	<ul style="list-style-type: none"> Complete February 2020 	Strategic Head of Homelessness Prevention and Advice Service	Additional staff Training	Completed Feb 2020

the short and long term					
Create and host a regular Homelessness Prevention forum within which will meet once a quarter.	<ul style="list-style-type: none"> To exchange knowledge and information about developments homeless trends and good practice to invite comments on proposed changes Mechanisms for structured feedback from the frontline and from managers in Newham and the third sector, to inform SWOT analysis of key issues. 	<ul style="list-style-type: none"> September 2020 	Head of the Homelessness Prevention and Advice service	<ul style="list-style-type: none"> Staff time 	Ongoing
We will work with local housing providers to seek to prevent homelessness	Protocol with registered providers	<ul style="list-style-type: none"> September 2020 	Strategic Head of Homelessness Prevention and Advice Service Head of Commissioning – Housing	Staff Membership of the Pan London G15 Taskforce on Prevention	Completed Sep 2020

2. Relieving Homelessness (Including Rough Sleeping)

Lead: Strategic Head of Homelessness Prevention and Advice Service

Aims	Target/Outcome	Action milestones completion dates	Lead / Supporting holders	Resources needed	Status
To actively promote and provide housing advice through accessible and varied channels (social media, leaflets, face to face, posters) and make referrals or signpost to	<ul style="list-style-type: none"> To increase successful prevention for those at risk with information that signposts them to the Homelessness Prevention and Advice Service and other universal services 	<ul style="list-style-type: none"> Review the online information to ensure it is providing the information needed Information will be 	Strategic Head of Homelessness Prevention and Advice Service	<ul style="list-style-type: none"> Staff Training IT (website) Partnerships 	Completed Jun 2020

<p>specialist advice where appropriate.</p>	<p>To empower residence with information of their rights and the avenues to address the situation themselves</p>	<p>continually updated to provide clear information needed based on the main reasons for homelessness</p> <ul style="list-style-type: none"> • Review of content complete June 2020 • Review of content - ongoing 			
<p>Intervene early (before the 56 day period) whenever possible by targeting those groups most at risk of homelessness</p>	<ul style="list-style-type: none"> • To have outreach surgeries located in other departments, statutory and voluntary organisation across Newham to give advice to residents before they reach crisis point 	<ul style="list-style-type: none"> • Expand the Early Intervention Team: Recruit 3 Early Intervention Project officers 1x Children's Services/ 1 X Hospitals / 1 X Vulnerable Adults) • Move the visiting officers to this team to increase the resource to this area of work • Completed February 2020 	<p>Early Intervention Team Leader</p>	<ul style="list-style-type: none"> • 3x Specialist roles: <ul style="list-style-type: none"> • Children Services • Newham Hospital • Vulnerable adults complex needs/ offenders) • Outreach surgeries • Joint working protocols • Regularly review (including mystery shopping) <p>Feedback and complaints mechanisms</p>	<p>Completed Feb 2020</p>
<p>Encourage homeless people in need to approach us for housing advice and assistance at the earliest possible opportunity and to manage expectations.</p>	<ul style="list-style-type: none"> • To carry out briefings/ attend meetings with internal and external stakeholders on why early intervention is important for them and the health and wellbeing of Newham residents. 	<ul style="list-style-type: none"> • Provide prevention of homelessness workshops for statutory and voluntary organisations so that they identify 	<p>Strategic Head of Homelessness Prevention and Advice Service</p>	<ul style="list-style-type: none"> • Advertising and promoting the service • Outreach 	<p>Ongoing</p>

	<ul style="list-style-type: none"> To set out clearly the likely service which could be provided, or the limited service, to manage clients and stakeholder expectations. 	<ul style="list-style-type: none"> and recognise those at risk earlier to prevent and likely outcomes Update the online information encouraging early intervention and have simple tracking of outcomes Advertise the outreach surgeries Article for the Newham Mag to be published on a quarterly basis Commence April 2020 - ongoing 		Feedback/ Complaints / regular review of outcomes and impact for continuous development	
Establish a dedicated private sector team to specialise in preventing homelessness from the private sector	<ul style="list-style-type: none"> To reduce the numbers that become homeless from the private sector 	<ul style="list-style-type: none"> Set up a team using existing resources and additional resources Provide specific section 21 training for these officers Attend court to represent residents who have been issued with notices March 2020 	Senior Manager Homeless Prevention and Advice	<ul style="list-style-type: none"> More officers additional training Grant Funding	Completed Mar 2020
Introduce a triage system to ensure the frontline service is targeted on a	<ul style="list-style-type: none"> To ensure that those attending the office are directed to the 	<ul style="list-style-type: none"> Include this duty in the rota 	Senior Manager Homeless	<ul style="list-style-type: none"> Additional staff Clear Guidance and 	Completed Feb 2020

<p>daily basis to prevent homelessness</p>	<p>appropriate team as quickly as possible</p>	<ul style="list-style-type: none"> • February 2020 	<p>Prevention and Advice</p>	<p>Pathway documents and training on these. Feedback review and outcomes monitoring.</p>	
<p>In every case we will work collaboratively with the homeless applicant to try to prevent homelessness</p>	<ul style="list-style-type: none"> • All of those with an application will have been actively engaged in developing their own personal housing plan. • 100% of Customers issued a Personalised Housing Plan which they have been actively engaged in creating. 	<ul style="list-style-type: none"> • Regular contact to check the Personal Housing Plan actions are suitable, realistic, and helpful to the client. • The resident is issued with a tailored and targeted letter to look for their own private sector accommodation. • In place and active from February 2020 	<p>Senior Manager Homeless Prevention and Advice</p>	<ul style="list-style-type: none"> • Staff • Case Supervisions • Spot Checks • Referral Review, monitoring and analysis of both what happened when plans are actioned, and reasons for non-engagement and inaction by client. <p>Review and analysis of outcomes in terms of movement to a PR tenancy including the co-operation of landlord in this work.</p>	<p>Completed Feb 2020</p>
<p>In responding to new applicants presenting as homeless, we will develop plans to vary the proportion and focus of spend on prevention to inform the following five year strategy</p>	<ul style="list-style-type: none"> • We will carry out an analysis of reasons for homelessness from this point forward so that we can identify drivers, trends and trigger points to enable more effective prevention work to be planned, commissioned and delivered. 	<ul style="list-style-type: none"> • Performance meeting to look at emerging trends on a monthly basis • Check point overview to review current processes and procedures in line with consolidated finding from each strand 	<p>Strategic Head of Homelessness Prevention and Advice Service</p>	<ul style="list-style-type: none"> • Staff • Training • Consolidation of regular review and outcome information from each strand above • Engagement of frontline Newham staff in reviewing successes and failure including from 	<p>Ongoing</p>

		<ul style="list-style-type: none"> Review current processes and procedures in line with findings Structured and proactive engagement with partner agencies in these reviews. Dates TBC 		data and from structured feedback from frontline officers	
To work collaboratively with landlords when an issue arises with tenant behaviour ahead of them starting eviction proceedings	<ul style="list-style-type: none"> Reduction in PRS evictions 	<ul style="list-style-type: none"> April 2021 	Head of Temporary Accommodation and Supply Initiatives	PRS Tenancy sustainment team	Completed Feb 2020
In every case where a person has somewhere to live we make a rapid assessment as to whether the accommodation is suitable in either (or both) the short and long term	<ul style="list-style-type: none"> These cases will be picked up at triage. 	<ul style="list-style-type: none"> In place February 2020 	Strategic Head of Homelessness Prevention and Advice Service	Additional staff Training	Completed Feb 2020
Create and host a regular Homelessness Prevention forum within which will meet once a quarter.	<ul style="list-style-type: none"> To exchange knowledge and information about developments homeless trends and good practice to invite comments on proposed changes Mechanisms for structured feedback from the frontline and from managers in Newham and the third sector, to inform SWOT analysis of key issues. 	<ul style="list-style-type: none"> September 2020 	Head of the Homelessness Prevention and Advice service	<ul style="list-style-type: none"> Staff time 	Ongoing

<p>We will work with local housing providers to seek to prevent homelessness</p>	<ul style="list-style-type: none"> • Protocol with registered providers 	<ul style="list-style-type: none"> • July 2020 	<p>Strategic Head of Homelessness Prevention and Advice Service</p> <p>Head of Commissioning – Housing</p>	<p>Staff</p> <p>Membership of the Pan London G15 Taskforce on Prevention</p>	<p>Completed Jul 2020</p>
<p>To identify a long term model for delivery of outreach services</p>	<ul style="list-style-type: none"> • Service specification created for the outreach model • Consistency and approach to rough sleeping that can be monitored 	<ul style="list-style-type: none"> • Detailed commissioning intentions - May 2020 • Contract awarded with KPIs – November 2020 • Service launched – December 2020 • 	<p>Head of Commissioning - Rough Sleeping</p>	<p>To be funded through the growth bid and existing grant funding</p>	<p>Completed December 2020</p>
<p>In every case where homelessness cannot be prevented we will seek to relieve homelessness by either assisting households to find their own accommodation or finding accommodation for them.</p>	<ul style="list-style-type: none"> • The cases will be referred to the Private Sector Support team and other providers of accommodation 	<ul style="list-style-type: none"> • March 2020 	<p>Strategic Head of Homelessness Prevention and Advice Service and Head of Temporary and Supply Initiatives</p>	<p>Staff</p> <p>Homelessness Prevention Fund DHPs</p>	<p>Completed Mar 2020</p>
<p>Increase awareness of the appropriate referral processes for rough sleepers to access support</p>	<ul style="list-style-type: none"> • Reduce the chances of remote rough sleepers not getting access to support services 	<ul style="list-style-type: none"> • Create and deliver communication and training strategy: April 2020 	<p>Head of Commissioning - Rough Sleeping</p>	<p>No additional resources</p>	<p>Ongoing</p>

<p>Provide a centre that offers day opportunities for rough sleepers focused on breaking the cycle of homelessness and moving away from the streets.</p>	<ul style="list-style-type: none"> • Reduction in rough sleeping • Place to offer rough sleepers dignity when being assessed • Increase in engagement from rough sleepers • Visible place to signpost those in need of support. 	<ul style="list-style-type: none"> • July 2020 	<p>Head of Commissioning - Rough Sleeping</p>	<p>To be determined through the development process</p>	<p>Development work paused due to social distancing guidance provided during COVID</p>
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3. Establishing a New Approach to Assessment for Low, Medium and High Needs Rough Sleepers

Lead: Head of Commissioning - Rough Sleeping

Aims	Target/Outcome	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
<p>Develop and implement a suite of overarching policies, procedures and protocols that:</p> <ul style="list-style-type: none"> • Are tailored to levels of complexity • focus on building independence and resilience • embed care and compassion 	<ul style="list-style-type: none"> • Criteria for Low, Medium and High needs established • Criteria for High Risk • Single Potable Assessment Form • Approach for High Risk individuals • HPAS and Rough Sleeping Protocol <p>The following policies and protocols are still to be developed:</p> <ul style="list-style-type: none"> • Data Processing Agreement • No Recourse to Public Funds including those falling under failed asylum seekers and overstayers. • Rough Sleepers who decline/ 	<ul style="list-style-type: none"> • Criteria Agreed by – April 2020 • Pathway protocols agreed by – July 2020 • Assessment for implemented by – December 2020 <p>July - December 2020</p>	<p>Head of Commissioning - Rough Sleeping</p>	<p>To be funded through the growth bid and existing grant funding</p>	<p>Complete Dec 2020</p>

	<ul style="list-style-type: none"> refuse support • Reconnection • Cases include children and pregnant women • Rough Sleepers and Temporary Accommodation Protocol • Safeguarding • Health Pathways • Property services –allocation and review of quota • Abandoned property protocol 				
<p>Commission an assessment hub that offers:</p> <ul style="list-style-type: none"> • temporary short-term accommodation • a universal and holistic assessment against all relevant legislation • access to multidisciplinary relevant services (e.g. Mental Health, Adult Social Care, Housing, Substance Misuse) • signposting to other community services 	<ul style="list-style-type: none"> • 90% of bed spaces occupied at all times • 90% of occupants assessed by relevant multi-disciplinary professionals • 90% of rough sleepers complete the assessment process • 75% accept an offer of accommodation • 45% engage actively with specialist support services (CGL, Mental Health, Health) • Streamlined pathways for rough sleepers ensuring care, wellbeing, support and housing needs are considered • Develop a Rough Sleeping Sustainable Accommodation Plan • Review and revise the health pathway for rough sleepers 	<ul style="list-style-type: none"> • Detailed commissioning intentions - August 2020 • Contract awarded with KPIs – December 2020 • Commissioned Service launched – April 2021 <p>August 2020</p> <p>August 2020</p>	Head of Commissioning - Rough Sleeping	<ul style="list-style-type: none"> • To be funded through the growth bid and existing grant funding • Capital funding for buildings and refurbishments • Redeployment of resources into alternative provision is required. 	<p>Agreed Dec 2020, hub to be launched by Sep 2021</p>

4. Accommodating and Supporting Rough Sleepers Towards Independence

Lead: Head of Commissioning - Rough Sleeping

Aims	Target/Outcome	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
<p>Develop a multi-disciplinary approach which provides specialist tailored support services to rough sleepers.</p>	<ul style="list-style-type: none"> • Number of substance misuse treatments started and completed • Number of mental health assessments completed, and plans prepared • HPAS assessments completed and decisions made • Number of Care Act assessments completed, and decisions made • Number of people taking up into supported accommodation (non HPAS TA) • Number of rough sleepers registered with the ELFT traditional practice • Reduction in number of rough to returning to the streets • Develop, where possible, accommodation in line with Psychological Informed Environment principles <p>Outcomes: Client specific tracking of:</p> <ul style="list-style-type: none"> • Outcomes for substance misuse clients including harm reduction and rehousing • Outcomes for mental health 	<p>December 2020</p>	<p>Head of Commissioning - Rough Sleeping</p>	<p>To be funded through the growth bid and existing grant funding</p>	<p>Complete Dec 2020</p>

	<p>clients including readmissions and rehousing</p> <ul style="list-style-type: none"> • Outcomes of HPAS cases (monitored via H-CLIC) • Outcomes, longer term, for clients in supported housing also linked outcomes for clients above 				
<p>Commission accommodation to facilitate fast and effective move on from temporary accommodation provision.</p>	<ul style="list-style-type: none"> • Gap in accommodation requirements identified • Accommodation is available to meet individual needs • Reduced trauma on rough sleepers by securing longer term accommodation earlier • Maximum 2 days waiting time for an assessment bed once willing to engage (Excludes those eligible for NSNO) • Rent deposit schemes • Develop a sustainable accommodation model to be developed that provides an enhanced approach responding to the individuals needs and maximises the opportunity for improved outcomes 	<ul style="list-style-type: none"> • Sustainable Accommodation plan August 2020 • Sustainable Accommodation plan August 2020 	<p>Head of Commissioning - Rough Sleeping Head of Commissioning – Housing Head of Temporary Accommodation and Supply Initiatives</p>		<p>Complete Aug 2021</p>
<p>Support night shelter provision for low need rough sleepers during winter months</p>	<ul style="list-style-type: none"> • Night shelter provided within the borough during winter months 	<p>Ongoing</p>	<p>Head of Commissioning - Rough Sleeping</p>	<p>No additional resource required</p>	<p>Night shelter work currently paused due to COVID social</p>

					distancing guidelines
Effective referral of appropriate rough sleepers to specialist immigration advice	<ul style="list-style-type: none"> 100% of individuals supported with appropriate advice to resolve their status 	Ongoing	Head of Commissioning - Rough Sleeping	To be funded through the growth bid and existing grant funding	Complete Aug 2021
Review the current Housing First model with a view to maintain/increase current capacity based on the outcomes of London School of Economics review	<ul style="list-style-type: none"> Additional Council accommodation explored for suitability, for appropriate clients, if this appears cost effective 	December 2020	Head of Commissioning - Rough Sleeping	To be funded through the growth bid and existing grant funding	Complete Dec 2020
Maximise effectiveness of partnership working with commissioned and non-commissioned partner agencies	<ul style="list-style-type: none"> Ensure a holistic and inclusive approach to complex issues Build greater capacity within existing resources to address the issues Build partnerships to maximise opportunities 	Ongoing	Head of Commissioning - Rough Sleeping	No additional resource required	Ongoing

5. Establishing a Stratford Specific Plan

Lead: Head of Commissioning – Rough Sleeping

Aims	Target/Outcome	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
<p>Develop an options appraisal to reduce rough sleeping in the Stratford area, with specific consideration to the Stratford Mall.</p>	<ul style="list-style-type: none"> • Understand the attraction to Stratford • Develop options for cabinet consideration • Risk assessment completed for each option • EQIA completed 	<p>Options appraisal for consideration at Cabinet for September 2020</p>	<p>Head of Commissioning – Rough Sleeping</p>	<p>Legal advice Public health Advice</p>	<p>The Stratford Mall remains closed during the evening through the granting of a number of s80 Closure order of which the last was 10th June 2021. This will last 3 months, with the options to extend for a further 3 months. It has been agreed that a long-term solution should be in progress within this 6-month period An options appraisal lead by LBN Legal Officers will be presented to Cabinet to illustrate all</p>

					available options for the longer-term highlighting the advantages and risks of all possible approaches.
To reduce the number of instances of Anti-social behaviour to and by rough sleepers	<ul style="list-style-type: none"> • Establish and formalise the escalation process • Reduction in ASB in the borough • Increase in engagement from hard to reach rough sleepers • Improved resident and local business satisfaction with the area 	<p>February 2020</p> <p>October 2020</p>	Head of Commissioning - Rough Sleeping	To be funded through the growth bid and existing grant funding	Antisocial behaviour protocol developed and implemented. Regular liaison meeting with local Police Sergeant Increased patrols via Police and Council Community Safety Team to high needs hotels and accommodation Increased security presence at all hotels procured during COVID-19 pandemic

					Antisocial behaviour has reduced due to temporary nighttime closure of the Mall
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6. Providing Support to Those in Need to Prevent Reoccurring Homelessness in Order to Maintain Independence

Lead: Head of Commissioning - Rough Sleeping & Strategic Head of Homelessness Prevention and Advice Service

Aims	Target/Outcome	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
Full and effective engagement of the voluntary and faith based sectors to tackle homelessness	<ul style="list-style-type: none"> Communications and liaison framework to improve trust and regular communications Align as far as possible the voluntary group priorities to the Newham strategic priorities Reduce duplication Increase capacity to address the issues 	Ongoing	Strategic Head of Homelessness Prevention and Advice Service / Head of Commissioning – Rough Sleepers	No additional resources	Ongoing

<p>Develop a floating support offer in order to support people to maintain independence and prevent reoccurrence of homelessness</p>	<ul style="list-style-type: none"> Maintained tenancy Prevention of homelessness and return to streets <p>Review the Integrated Floating Support and Outreach service with a view to informing commissioning intentions</p>	<p>July 2020</p> <p>August 2020</p>	<p>Head of Commissioning – Rough Sleepers</p>	<p>A commissioned resource</p>	<p>Complete Jul 2020</p>
<p>Commission more units of supported housing for relief of Rough Sleeping</p>	<ul style="list-style-type: none"> Understand need / future volume requirements Outline gap analysis between need and sustainable funding available Review opportunities Explore a rapid procurement process with corporate finance <ul style="list-style-type: none"> Sustainable Accommodation Plan to be developed Review complex needs supported accommodation model Develop an intelligence led approach to commissioning flexible accommodation based on need Review Single Service Offer to align with accommodation/ reconnection pathway 	<p>August 2020</p> <p>August 2020</p> <p>August 2020</p> <p>July 2020</p> <p>August 2020</p>	<p>Head of Commissioning – Rough Sleepers</p>	<p>Capital Finance</p>	<p>Complete Aug 2020</p>

<p>To provide an appropriate location for voluntary groups and charities to offer support services in an appropriate setting</p>	<p>Reduce complaints of noise and litter pertaining to rough sleepers by 60%</p> <ul style="list-style-type: none"> Greater engagement from rough sleepers into support services 	<p>July 2020</p>	<p>Head of Commissioning - Rough Sleeping</p>	<p>Building Capital Funds Revenue Funds Agreement from voluntary groups Policy on street based voluntary groups only providing services in appropriate settings</p>	<p>Complete Aug 2020</p>
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7. Improving Data Collection and Analysis

Lead: Head of Commissioning - Rough Sleeping, Strategic Head of Homelessness Prevention and Advice Service & Public Health

Aims	Target/Outcome	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
<p>Improve Rough Sleeper data collection and sharing with partners. Enhancing the intelligence available for commissioners</p>	<p>Establish permanent data collection and evidence review group</p> <p>Improve richness of information re health, wellbeing and risk factors</p> <p>Develop a multi-stakeholder platform for intelligence</p>	<p>Group in place</p> <p>Quarterly/annual reports</p> <p>Health Needs Audit Spring 21</p>	<p>Head of Commissioning – Rough Sleeping, Public Health, Health Partners, Partners</p>	<p>Staff</p> <p>Need to commission Health Needs Audit £15k</p>	<p>Complete Apr 2021</p>

	<p>Develop an intelligence and insights work plan</p> <p>Implement an intelligence and insight approach to commissioning flexible accommodation based on Rough Sleeper needs</p> <p>Develop Power Bi analysis report to:</p> <ul style="list-style-type: none"> Track the longer-term outcomes and follow up Track longer-term finance aligned to outcomes Track provider KPIs Track progress outcomes through CHAOS index and Outcomes Star Track move on outcomes at 3 and 6 months <p>Develop a primary research work plan</p> <p>Explore external grant funding for specific research projects</p>	<p>June 2020</p> <p>August 2020</p> <p>July 2020</p> <p>August 2020</p> <p>July 2020</p>			
During the 6 months starting in April 2020, we will collate full data on all homelessness applicants.	Review commences	April 2020	Strategic Head of Homelessness Prevention and Advice Service	Staff	Complete Mar 2020
In October 2020 we will analyse that data and publish the results.	Analysis commences	October 2020	Strategic Head of Homelessness Prevention and Advice Service	Specialist staff	Complete Oct 2020
During the 6 months starting in April	Mapping commences	April 2021	Strategic Head of Homelessness	Staff / Change Manager	Complete Apr 2021

2020 we will map the journey for homelessness applicants across different sized households and differing causes of homelessness.			Prevention and Advice Service		
Ensure that services being commissioned or in place now can be tracked in to monitor progress and inform action from now on	<p>The new data plan will look to monitor</p> <ul style="list-style-type: none"> - Length of stay within rough sleeper accommodation - Move on - Outcomes up to 6 month post move-on - Legal status post support <p>The new data plan will be integrated with the pathways, protocols, and commissioned services outlined above</p>	<p>Plan developed by April 2020</p> <p>Retrospectively applied to current arrangements May 2020</p> <p>Prospectively included within new contracts from November 2020</p>			Complete Nov 2020
Repeat the rough sleeper needs assessment to inform the new strategy	Understand rough sleeper needs prior to the development of the new strategy	Initiate April 2021			Scheduled for November 2021. Data triangulation has started

8. Establishing a Rough Sleeping Pathway

Lead: Head of Commissioning - Rough Sleeping

Aims	Target/Outcome	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
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Review the existing Rough Sleeper pathway contracts and establish commissioning intentions	Commissioning intentions Cabinet	August 2020 September 2020	Head of Commissioning - Rough Sleeping	No extra resources for the review	Complete Dec 2020
Review accommodation based services	Commissioning intentions Cabinet	August 2020 September 2020	Head of Commissioning - Rough Sleeping	No extra resources for the review	Complete Dec 2020
To reduce situations where discharge from an institution to the streets occurs e.g. A prison, hospital or the Army	Understand current discharge pathway from <ul style="list-style-type: none"> • Hospital • Prison • Army Look to reduce activity once a baseline has been established	Develop protocols by November 2020 Make use of specialist voluntary agencies providing support and accommodation	Head of Commissioning - Rough Sleeping	To be explored as a part of developing the protocol	Complete Dec 2020
Review the discharge pathway from Newham University Hospital, Newham Community Foundation for Mental Health and in the community	<ul style="list-style-type: none"> • Improved communication and coordination between services. • Improved referral and assessment • Reduction in length of stay in hospital and reduction in unplanned return to hospital • Improved support and health care for people who are homeless 	November 2020	Public Health, Newham CCG, Transitional Practice. Head of Commissioning - Rough Sleeping	No additional resources in the initial review phase	Complete Nov 2020
Establish the Rough Sleeping and Mental Health Project	<ul style="list-style-type: none"> • Number of Rough Sleepers seen for assessments in accommodation and on the streets • Number of Rough Sleepers having a care plan • Rough Sleepers registration with a GP 	April 2020	Head of Commissioning - Rough Sleeping ELFT, Barts, CCG, Primary Care	GLA funded	Complete Apr 2020

Evaluate the Rough Sleeper and Mental Health Project	Evaluation complete	November 2021	Imperial and UCLP	No additional funding required	To be complete Nov 2021
Improve substance misuse service connectivity with appropriate Rough Sleepers	<ul style="list-style-type: none"> Substance misuse worker co-located with outreach Number of assessments completed 	April 2020	Head of Commissioning – Rough Sleeping Head of Commissioning – Public Health	No additional funding required	Complete Jun 2020
Review current Rough Sleeper health coordination and management to ensure person centred approach	<ul style="list-style-type: none"> Review completed Options explored by Newham Wellbeing Partnership Proposal agreed for new approach 	May 2020	Head of Commissioning - Rough Sleeping ELFT, Barts, CCG, Primary Care	No additional funding for the review	Complete May 2020
Improve effective interventions for all health conditions including communicable diseases, (i.e. TB, Hepatitis C, Sexual Health) routine screening and review at point of assessment	<p>Reduce number of cases within the rough sleeping community</p> <p>Improve Medication management and self-care</p>	June 2020	Public Health, Newham CCG, Transitional Practice,		Complete Jul 2020
Develop an external quality assurance process to understand improve service users experiences i.e. mystery shopping, feedback	<p>Understand the quality of the provision</p> <p>Improve the quality of provision</p> <p>Feeling of safety</p>	Regular ongoing process to commence in 2020	Head of Commissioning - Rough Sleeping Head of HPAS	No additional resources	To be complete Sep 2021

Where there is a voluntary desire to return then we will assist, working through Chain and with the relevant voluntary sector agencies	Numbers who return home	Ongoing	Street Population Manager	Staff	Ongoing
Improve support for rough sleepers wellbeing and reduce social isolation in the community	<p>Improve access to basic hygiene, secure storage, recognised postal address etc.</p> <p>Attention to the role of libraries, community centres, faith centres</p> <p>Enhance language tuition and support particularly relating to Eastern European.</p> <p>To increase tenancy sustainment and break the cycle of repeat homelessness</p> <p>Develop links with Well Newham and other community groups</p>	March 2021	Head of Commissioning - Rough Sleeping	Resources	Ongoing

9. Developing Services for Young People, Single People (18-34) and Couples without Dependent Children (*More work required)

Lead: Strategic Head of Homelessness Prevention and Advice Service

Aims	Target/Outcome (be specific with targets)	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
We will target the	Develop a young person's pathway	June 2020	Strategic Head of	Specialist officer based	Complete Jun

Homelessness Prevention and Advice Service at young people through advertising, the use of social media and outreach services.			Homelessness Prevention and Advice Service	in Children's	2020
We will develop accommodation specifically to meet the needs of young people, who are subject to the single room rate and often have specific support needs.			Commissioning Team	Capital Finance	Complete Jun 2020
Include the needs of care leavers and homeless as part of the review of the local plan	Ensure the needs have been consideration as part of the local plan	April 2020	Director of Planning Director of Children's Services	No additional resource needed	Complete Apr 2020

10.Reduce the Use of Temporary Accommodation

Lead: Head of Temporary Accommodation and Supply Initiatives

Aims	Target/Outcome	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
We will work towards reducing the number of households in temporary	<ul style="list-style-type: none"> 10% reduction in temporary accommodation 	Annual	Head of Temporary Accommodation and Supply Initiatives	Staff	Ongoing

accommodation by 10% for each year of this strategy					
We will assess all the current occupiers of temporary accommodation as a pilot and consider whether duty can be discharged into the property currently occupied	<ul style="list-style-type: none"> Initial cohort 120 occupiers 	April 2020	Head of Temporary Accommodation and Supply Initiatives	Staff	Complete Oct 2020
We will work with local landlords and agents to secure the supply of PRS accommodation for homelessness relief	<ul style="list-style-type: none"> Increase the number of accredited landlords 	Ongoing	Head of Temporary Accommodation and Supply Initiatives	Staff	Ongoing

11. Increasing Supply of Affordable Housing

Lead: Head of Temporary Accommodation and Supply Initiatives

Aims	Target/Outcome	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
Continue to work in partnership with Local Space who aim to increase in their stock by approximately 800 homes	Increased 800 homes	April 2021	Director of Housing/ Head of Temporary Accommodation and Supply Initiatives	None	Completed Dec 2020
Revise the allocation	New policy in place	XX	Director of	No additional	Completed Dec

policy social housing			Housing	requirements	2020
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12. Incorporating where appropriate Council policies on tackling the Climate change emergency and Community

Wealth Building

Lead: Head of Commissioning - Rough Sleeping, Strategic Head of Homelessness Prevention and Advice Service & Public Health

Aims	Target/Outcome	Action milestones and completion dates	Lead / Supporting stakeholders	Resources needed	Status June 2021
The Council's Policies on tackling the Climate Change Emergency and Community Wealth Building will be considered as part of all decision making required to deliver the Action Plan	Evidence that all key decisions taken as part of delivering the Action Plan have considered these policies	Ongoing	Head of Commissioning - Rough Sleeping, Strategic Head of Homelessness Prevention and Advice Service Public Health	TBC	Ongoing