

HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2018-23



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FOREWORD



Tackling the causes of homelessness and ending rough sleeping are the top priorities for Redbridge Council.

Whether a vulnerable adult sleeping rough, a child living in a hostel room, or a young person sofa surfing, all experience a huge toll on their physical, mental and financial health when faced with homelessness and the lack of secure housing.

In Redbridge we have seen an increase in the numbers of people living on the streets which mirrors the terrible rise in rough sleeping across London. At the same time, despite making much progress, we continue to house hundreds of people including children in temporary accommodation.

Welfare reform, the lack of new affordable homes, austerity for local government have all combined to lead to the housing crisis we are facing today. However, we are determined to do something about it.

We are working with the Mayor of London and housing partners to build the genuinely-affordable homes local people need. A step change in delivery will see 1000 new affordable homes built by 2022.

When a family or individual turns up at the council offices because they have nowhere to sleep or are about to be evicted, we know the system has failed them. Therefore, an important step in tackling homelessness is to prevent it happening in the first place. We are re-designing our homelessness services to enable us to focus more energy on early intervention and support people to stay within their homes.

Working with landlords to prevent evictions is crucial to this Strategy, whilst at the same time we are taking action to improve conditions within private rented homes as well looking to improve the management of homes.

We've already made great progress in terms of helping people off our streets and into accommodation. We will continue to work with our voluntary and community sector partners, as well as public sector agencies to end rough sleeping in our borough for once and for all.

We will continue to lobby central Government to end austerity in local government.

I thank everyone who has contributed to the development of this Strategy. The conversation doesn't end here, it will continue as only together can we end homelessness.

Councillor Farah Hussain

Cabinet Member for Housing & Homelessness

INTRODUCTION



The ongoing London-wide housing crisis has led to a sharp rise in homelessness in Redbridge. Many of our residents find themselves in temporary accommodation, which can have a detrimental effect on their wellbeing and their children's education. At the same time street homelessness has become increasingly visible, particularly in Ilford.

This Strategy sets out the strategic priorities that will inform our approach to preventing and tackling homelessness in Redbridge together with a detailed delivery plan. It sets out the Council's plans for the prevention of homelessness and for securing sufficient accommodation and support for people who are homeless, or who are at risk of becoming homeless.

Strategic Aims and Priorities

The aim of the Homelessness and Rough Sleeping Strategy is to work closely with our partners to both prevent and resolve the problems faced by households at risk of homeless and to find long term sustainable and affordable housing solutions for those who are homeless. It also enshrines our aim to end street homelessness by 2022. Our strategic aim is to see:

The council and its partners working collaboratively to prevent and reduce homelessness and to proactively end rough sleeping.

The Council has identified three strategic priorities to tackle homelessness and rough sleeping in the borough.

- 1 End rough sleeping in Redbridge
- 2 Support our most vulnerable residents through our early intervention and prevention services
- 3 Increase the supply of affordable housing to prevent homelessness and to reduce the use of temporary housing

A delivery plan has been developed following consultation with our voluntary and public-sector partners to ensure that our priorities are delivered.



BACKGROUND

Since the last Strategy was published in 2013, there have been many changes in the economic, legal and political climate.

In 2014, a new political administration was elected in Redbridge with a mandate to increase affordable housing supply. In 2018 the administration was re-elected along with a pledge to end street homelessness.

The 2015 General election saw the end of the Coalition Government, followed by the EU referendum and a general election in 2017 which returned a minority government. The uncertainty caused by Brexit has further destabilised the housing market.

A new Mayor of London was elected in 2016 who made the delivery of affordable housing a key priority and has provided over £3 billion of housing funds for London

The Homelessness Reduction Act was implemented in April 2018 which places a duty on councils to intervene at earlier stages to prevent homelessness in their areas and provide homelessness services to all those affected, not just those who have 'priority need'. The Homelessness Reduction Act has increased pressures on the council, with insufficient funding allocated by Government from the start.

The impact of welfare reform, which was being implemented at the time of the last Strategy, has been dramatic. Those earlier changes in the benefits system, combined with changes in the Localism Act 2011 continue to have a profound impact on the Council's ability to prevent homelessness and alleviate the issues it causes many families and individuals. Universal credit is still being rolled out and is a major concern for residents; but also challenges housing providers as they try to manage direct and delayed payments'

All this must be set against the backdrop of the Grenfell fire tragedy which has led to a fundamental rethink about the purpose and nature of social housing and a re-evaluation of the safety of housing stock.

At the same time prices in the housing market – both for ownership and rent, remain high whilst the overall number of affordable homes being built have reduced.

Public finances remain challenging so it is difficult for both the council and its partners to deliver high quality services to help people avoid losing their homes and improve their lives. Prevention of homelessness is crucial to this strategy. Working with people to prevent them from becoming homeless in the first place is the most effective way of reducing the financial, health and personal costs. It is difficult to intervene in a planned and effective way if families or individuals do not approach the council until they are already homeless; it creates a sense of crisis management making it a difficult situation for the customer, their advocates and housing staff.

In Redbridge we know the scale of homelessness is far greater than those identified in the official statistics published by central Government. During the course of developing this strategy, many partners set out the impact of street homelessness, the problems faced by people with mental health problems; households with children found intentionally homeless; young people found to be sofa surfing, and the many with no recourse to public funds – an issue that came to much prominence nationally in 2018.

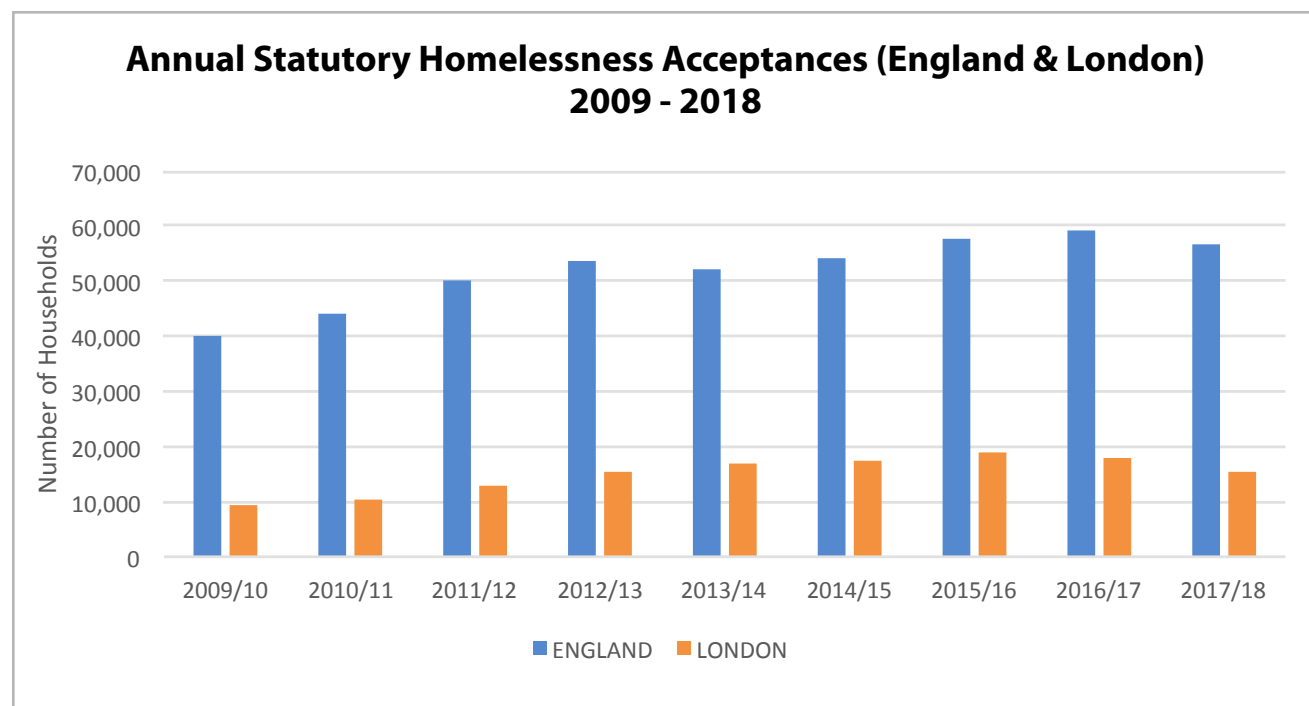
The Council will continue to explore all potential opportunities to implement innovative and better ways of working to prevent homelessness however it arises.

NATIONAL AND REGIONAL CONTEXT



Preventing homelessness is increasingly challenging now and the period since 2010 has seen sustained growth in the number of households accepted as statutory homelessness, and the number of rough sleepers has grown following years of sustained reductions.

- The number of annual statutory homelessness acceptances were 41% higher in 2017/18 than in 2009/10, whilst in London they were 64% higher having peaked at much higher rates in earlier years.



Most of the recently recorded increase in statutory homelessness is attributable to the sharp rise in numbers made homeless from the private rented sector.

- As a proportion of all statutory homelessness acceptances, homelessness from the private rented sector rose from 11% in 2009/10 to 27% in 2017/18. Parental evictions have reduced as a proportion from 22% to 15% as a reason for homelessness.

All available evidence points to Local Housing Allowance and wider welfare reforms as a major driver of this association between loss of private tenancies and homelessness. These reforms have also demonstrably restricted lower-income households' access to the private rented sector and this has impacted particularly in London combined with the continued shortfall in new affordable housing

- There were over 82,000 households placed in temporary accommodation at the end of March 2018 and included over 123,000 children.

These national and London trends have been reflected at local level in Redbridge as our data shows.

NATIONAL CONTEXT

Homelessness Reduction Act 2017

The Homelessness Reduction Act is a significant legislative change that creates a statutory duty to act to prevent homelessness and impacts on the way the Council operates its process in relation to prevention of homelessness for households and individuals at risk.

Welfare Reform

There are increasing pressures on low income families following welfare changes that have both affected their incomes and limited the amount of benefit payable towards housing costs. Welfare reforms with the most significant implications for homelessness include:

- Local Housing Allowance (LHA) reductions including total LHA caps and the limiting of LHA to the 30th percentile of market rents. However, the Government has frozen increases in LHA Rates for 4 years from April 2016 meaning fewer properties are available within these rates.
- 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. This has been reduced further and is up to a maximum of £442 per week for couples or £297 for single people.
- 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.
- Universal Credit provides a single stream-lined benefit paid to residents directly rather than to their landlords.

Rough Sleeping Strategy

The Government's Rough Sleeping Strategy published in August 2018 pledged:

- To halve rough sleeping by 2022 and to end it by 2027
- £100M of funding and a three-pronged approach to ending rough sleeping through prevention, intervention and recovery
- A wider review of homelessness and rough sleeping legislation, including the Vagrancy Act

www.gov.uk/government/publications/the-rough-sleeping-strategy



LONDON CONTEXT

London Housing Strategy

The Mayor of London published his Housing Strategy in June 2018 that set out the vision for tackling the housing crisis in London.

www.london.gov.uk/what-we-do/housing-and-land/tackling-londons-housing-crisis

The Strategy has five key priorities:

- 1 Building more homes for Londoners
- 2 Delivering genuinely affordable homes
- 3 High-quality homes and inclusive neighbourhoods
- 4 A fairer deal for private renters and leaseholders
- 5 Tackling homelessness and helping rough sleepers

Affordable Housing and Viability Supplementary Planning Guidance (SPG)

The Mayor of London published his Affordable Housing and Viability Supplementary Planning Guidance in August 2017 which is designed to increase the amount of affordable housing delivered through the planning system and embedding the requirement for affordable housing into land values.

www.london.gov.uk/sites/default/files/ah_viability_spg_20170816.pdf

Rough Sleeping Plan of Action

In July 2018, the Mayor of London published his Rough Sleeping Plan of Action. It is based around four priority areas that build on the Housing Strategy:

- 1 Preventing rough sleeping – better than dealing with the impact
- 2 An immediate route off the streets - rapid interventions combined with assertive outreach
- 3 Sustainable accommodation and solutions - Ensuring a realistic and achievable pathway away from the streets.
- 4 The support people need to rebuild their lives - ensure adequate access to appropriate support at the right time to enable people to move on with their lives.

www.london.gov.uk/what-we-do/housing-and-land/homelessness/rough-sleeping-plan-action

EAST LONDON CONTEXT

Redbridge is part of the East London Housing Partnership which is an alliance between the eight east London local authorities and registered social landlords which work in east London with the aim being to work collaboratively to address housing need at a sub-regional level.

The East London Housing Partnership launched its sub-regional Homelessness and Lettings Strategy and Action plan in January 2015 after extensive consultation with partners from across the sector. The strategy sets out how the Partnership will work collaboratively to foster innovation and share good practice in lettings and in preventing and mitigating homelessness.

<http://newsite.elhp.org.uk/homelessness/homelessness-and-lettings-strategy/>

LOCAL CONTEXT

Borough Plan and Strategic Delivery Plan 'A Great Place to Live'

The Council has adopted the Borough Plan with Partners and its own Strategic Delivery Plan.

This has five themes which provide the overarching strategic direction for everything we do:

- Regenerate the borough to benefit our residents and integrate new communities
- Keep the borough clean and safe
- Be a great place to live as a family
- Tackle the root causes of social challenges
- Build a brilliant council

Housing Strategy

The Council published its Housing Strategy in 2017 which had four central themes:

- Increasing housing supply
- Meeting housing need
- Working with landlords to improve private sector standards
- Being an excellent landlord

This document has several themes which impact on homelessness:

- Increasing numbers of numbers of homeless households, especially those losing their homes as a result of being evicted from the private rented sector
- Rising numbers on the housing register
- Difficulty securing temporary accommodation locally and at affordable levels
- Increases in rough sleeping around Ilford Town Centre,
- Impact of the financial burdens from the new Homelessness Reduction Act

Housing Allocations Scheme

A new scheme was agreed in March 2018 and is due for implementation in 2019.

Tenancy Strategy

A new Tenancy Strategy was agreed in March 2018 but will not be implemented in full as the Government has dropped the requirement to introduce fixed term tenancies.



The Housing Register

At the start of January 2019 there were just over 5,300 households on the housing register looking for affordable housing to rent. The largest need groups on the register are overcrowded households and those who are homeless.

All households face significant periods of wait, often more than 10 years depending on property needs, before they can hope to move. There have been less than 300 social lets in each of the last two municipal years and the overall trend has been consistently downwards.

	STUDIO	1 BEDROOM	2 BEDROOMS	3 BEDROOMS	4 BEDROOMS	5 BEDROOMS
Average wait 2017/2018	3 years 6 months	7 years 4 months	8 years 10 months	14 years 9 months	14 years 7 months	-
Average wait 2016/2017	6 years 3 months	9 years 10 months	9 years 7 months	13 years 1 month	-	-
Average wait 2015/2016	5 years 3 months	8 years 5 months	9 years 8 months	13 years 7 months	16 years 3 months	-



Key Headline Data

Statutory Homelessness

- Increase in homeless acceptance rates in 2017/18 to 50% (43% previous year)
- 497 households accepted as homeless in 2017/18
- 79% of homelessness acceptances are families with dependent children or pregnant women
- Homelessness Acceptances by vulnerable groups – 8% mental health; 7% physical health; 1% old age
- 48% of households accepted as homeless are headed by lone parents
- 42% of accepted households were homeless because they were evicted from an assured shorthold tenancy
- 10% homelessness acceptances are because of leaving an institution

Temporary Accommodation –

- March 2018, there were 2270 households living in temporary accommodation
- 46% of these living outside the Borough boundaries
- 86% of households in temporary accommodation were housed in private rented homes -either leased through the council or housing associations, or provided independently;

Homelessness Prevention and relief

- 1754 households able to remain in their existing home last year through our prevention work
- Across London, Redbridge had the third highest figure for the number of successful prevention cases

Rough Sleeping –

- There has been a sharp increase in the number of rough sleepers seen on the streets in Redbridge and the overall figures for 2017/18 represented a 188% increase on five years earlier
- The last verified count in November 2018 saw a reduction to 26 rough sleepers, down on the 65 identified in 2017 which was then the 11th highest in England. This is a snapshot and excludes those who were in temporary shelters that night.

KEY LOCAL ISSUES

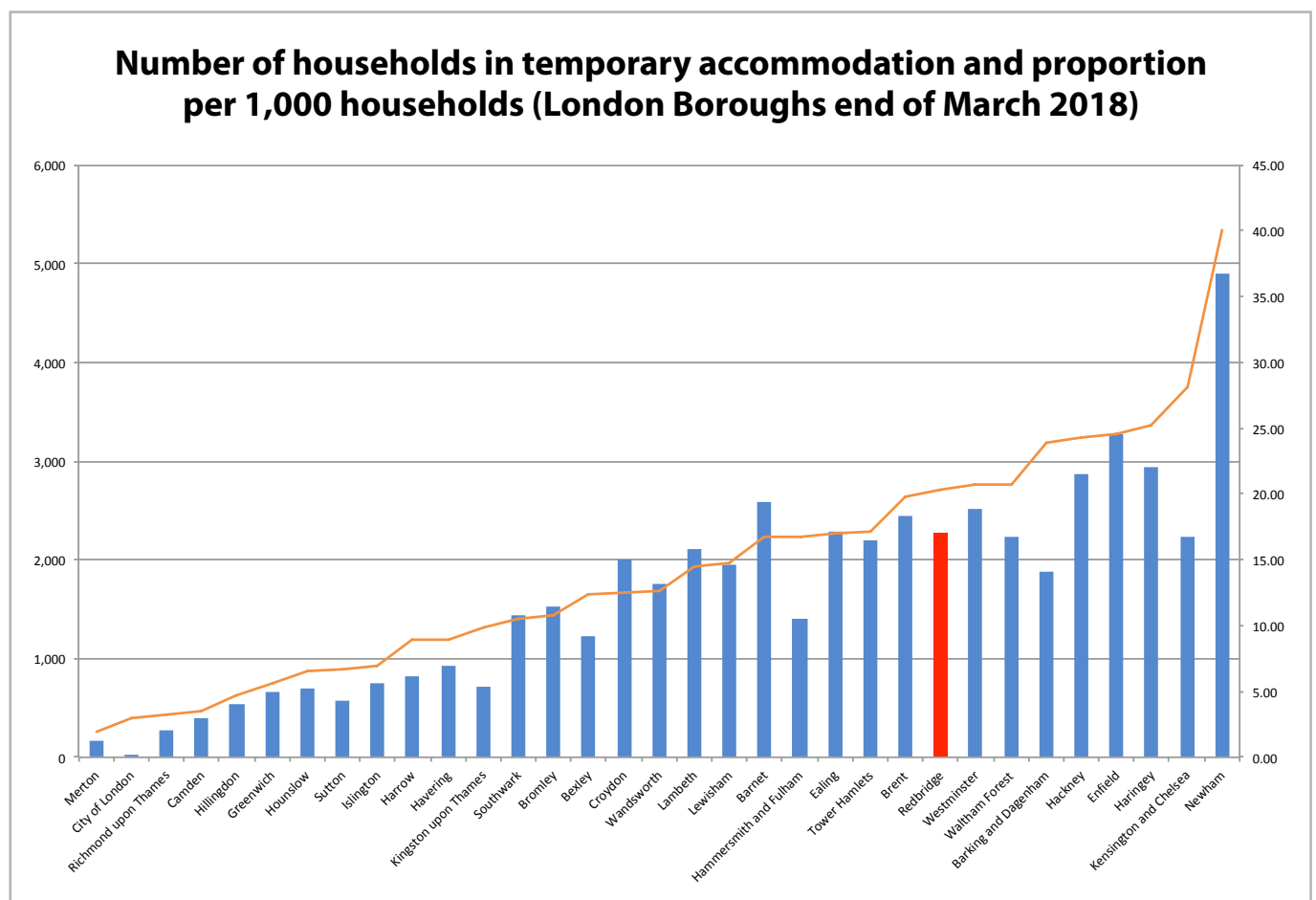


HOMELESSNESS AND FAMILIES

Use of Temporary Accommodation (TA)

Temporary accommodation includes Bed and Breakfast accommodation, hostels with shared facilities, self-contained nightly lets or private sector leased housing. Aside from the Council's own hostels, all other forms of temporary accommodation are sourced from private landlords and letting agents.

At the end of March 2018, there were 2270 households residing in temporary accommodation. 86% of households in temporary accommodation were housed in private rented homes - either leased through the Council or housing associations, or provided independently.



At the end of June 2018, 46% of households (1055) were housed outside of the borough boundaries. Most of these households are located in boroughs close to Redbridge, with a relatively small group situated further away.

Providing temporary accommodation costs the Council over £4 million each year (net). This is because the actual cost of providing accommodation is not covered by the subsidy provided through central government's subsidy formula and households are not always able to afford to pay the costs themselves, many being reliant on welfare benefits.

Over recent years, the supply of private rented accommodation for these purposes has decreased for several reasons:

- Changes to the private sector housing market which have led to landlords increasingly renting their properties to the privately rented market rather than to the Council
- Changes to local housing allowance and the introduction of the benefit cap, with fewer properties being affordable. The link between market rents and LHA was broken in April 2012 and LHA rents will be frozen until April 2020.

In February 2018 the number of families with dependent children and pregnant women housed by Redbridge in bed & breakfast accommodation for more than 6 weeks was reduced to zero. This has been sustained, alongside an overall reduction in the use of bed & breakfast accommodation.

Households in Temporary Accommodation

Many families in temporary accommodation include working people. They aspire for a better future which include housing options including eventual home ownership. Securing sustainable housing options is crucial to reducing their stay in TA.

For other families in TA, especially those away from their usual networks, the perception of their lives being on hold can be acute. They must make difficult choices about employment, schooling and as to whether they can put down roots.

Other families in TA will be economically disadvantaged, unable to work and reliant upon benefits. For them, and especially if they were accepted as homeless prior to the Localism Act 2011, they face a long wait in TA due to the shortage of social housing.

There will also be families in TA with specific health and social care needs due to disabilities and long-term health conditions and those receiving support packages from social care. There will be a lack of suitable housing options for many of these households.

There are also larger families (sometimes multi-generational) who require housing of sizes that are just not available.

Housing Affordability

The data shows that over the past ten years there has been an increase in the costs of renting privately as well as purchasing properties, putting home ownership out of the reach of many.

The mean average price for all property types in Redbridge in March 2018 was £422,551, this is a 53% increase on the average price paid ten years previously. The 2018 figure is higher than in Havering, Barking and Dagenham and Newham. The average price for starter homes, traditionally flats and maisonettes, has increased by 43% in the same period at just over £300,000.



Housing Supply

Government cuts to affordable housing programmes have seen a massive reduction in the building of new affordable homes leading to the crisis we have today across the country.

Redbridge historically has the second smallest social housing stock in London. With the right to buy having reduced council housing stock only a small number of social housing properties become available to let.

The Council plans to deliver 1000 new affordable homes over next five years. And in 2018, the Council secured £20 million from the Mayor of London to build 200 new council homes, alongside 400 homes funded by right to buy receipts.

Private Rented Sector

The private rented sector has grown significantly over the last decade. This growth, and the low level of affordable housing in the borough means that for many of our residents, it is the only tenure of housing they can access.

The Council has evidenced that high levels of privately-rented accommodation is associated with increased anti-social behaviour such as noise nuisance, fly tipping and untidy front gardens. This is especially the case with Houses in Multiple Occupation (HMOs), the lack of housing and the high rents are pushing many vulnerable residents into overcrowded, poor quality, poorly managed and often dangerous housing.

Property Licensing has been introduced in Redbridge to tackle these issues and to deal with the criminal landlords operating in the borough.

There are many good landlords in the Borough contributing to the number of properties available to Redbridge to house homeless applicants and increasing this form of supply is a priority for the Council. A new Private Sector Housing Strategy has been agreed in 2019.

Some homes in the private sector may not be suitable for occupants with disabilities. Financial assistance is available to adapt these properties and the demand for these grants is likely to increase as the population lives longer with complex needs. One of the challenges for the future is to work with landlords willing to adapt properties to make them more suitable for people with disabilities and in housing need.



ROUGH SLEEPING

Rough sleeping is the most visible form of homelessness and arguably the most damaging. It causes significant harm to individual physical and mental health, general wellbeing and leads to reduced life expectancy. A woman sleeping on the streets has a life expectancy of 43 years and a man, 47 years. Between 2010 and 2016 in London alone, an average of one person a fortnight died while rough sleeping, or within a year of rough sleeping (Source: St Mungos Report, Nowhere Safe to Stay). It has been reported around ten known rough sleepers in Redbridge died during 2018.

Rough sleepers are entitled to register with GPs even without a fixed address, they do have rights to access health care when it is needed but often they do so only when it becomes urgent. The lack of suitable housing options results in poorer health and ultimately higher costs for housing, health and social care services

In contrast, some of the most visible members of the street population who are present on the streets to beg or drink, may in fact have a home but face other problems.

A high percentage of the rough sleeping population consists of those with no recourse to public funds and EU migrants not exercising their treaty rights. Specific services are needed for these groups in line with their entitlement to support.

Hidden Homelessness

There are an unknown number of single individuals who routinely 'sofa surf', moving among friends and family and spending a night or two with various acquaintances. This situation continues for months or even years until they have exhausted the good will of their hosts, ultimately leading to individuals ending up on the streets. This means they are only one step away from being street homeless; they do not have a settled home; they are homeless, but hidden. They do not engage with services because they believe they cannot get assistance, or have already been found not in priority need of homelessness assistance. They are often not identified as being at risk of becoming street homeless until it is too late.

The London Assembly published a report into hidden homelessness in Sept 2017. There is no standard definition of hidden homeless, but it manifests itself in several ways including sofa surfing, living in overcrowded homes and concealed households.

Groups likely to be affected include:

- Those who aren't eligible for homelessness support from local authorities but cannot afford housing – young, single people without dependent children, especially young LGBT people
- Those who are eligible for homelessness support under local authorities' duty but who don't apply, or whose applications are turned down because they can't prove their eligibility – primarily victims of domestic violence and abuse, often women or households who have been found intentionally homeless
- Those with no recourse to public funds, especially asylum seekers
- Young people are over represented among the hidden homeless and only one in five young people aged between 16 to 24 seek help from the council. Those that do present often fail to be recognised as vulnerable, despite being in danger.



Extent of Rough Sleeping

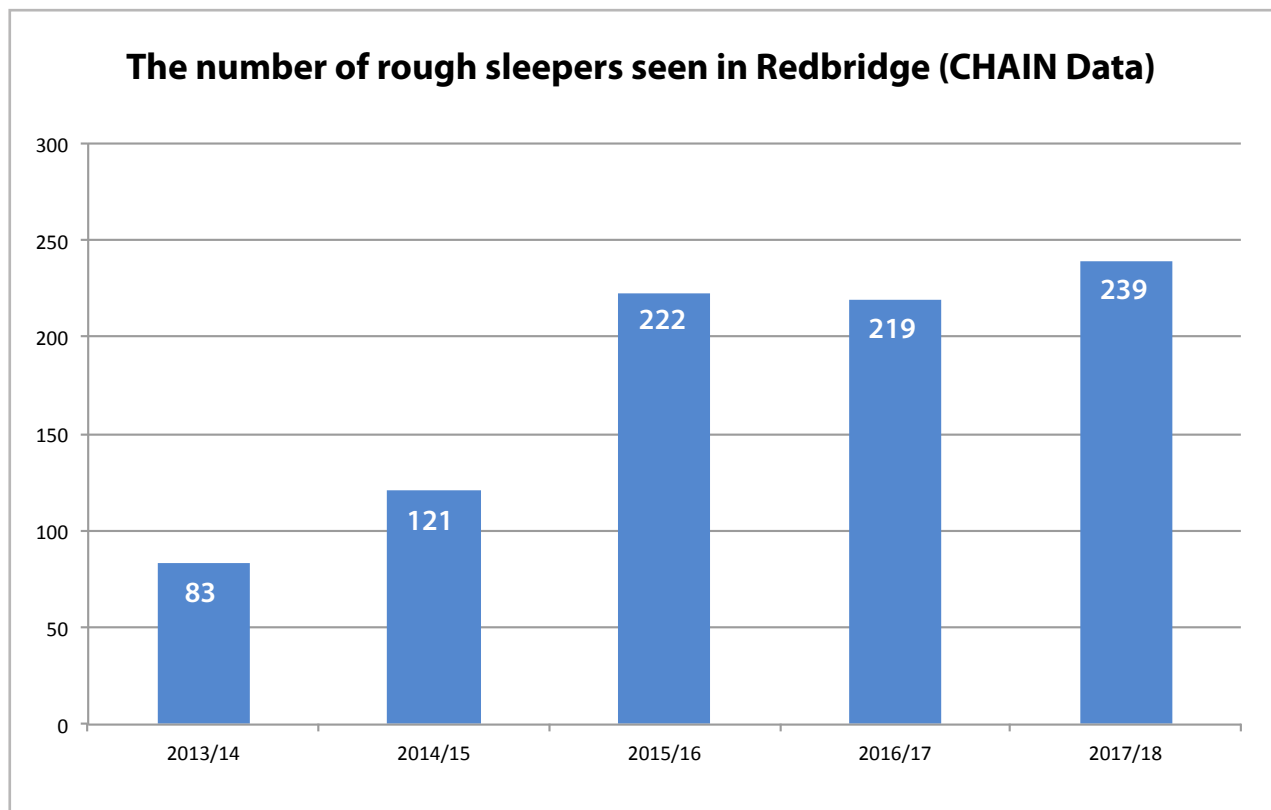
Two main sources of data are used in relation to the number of rough sleepers.

The annual Redbridge count in November 2018 showed a reduction to 26 from the previous year's high of 65 which was one of the highest in London. However, the Council is not complacent as at the time of the count a winter night shelter was open, with its 28 beds fully occupied.

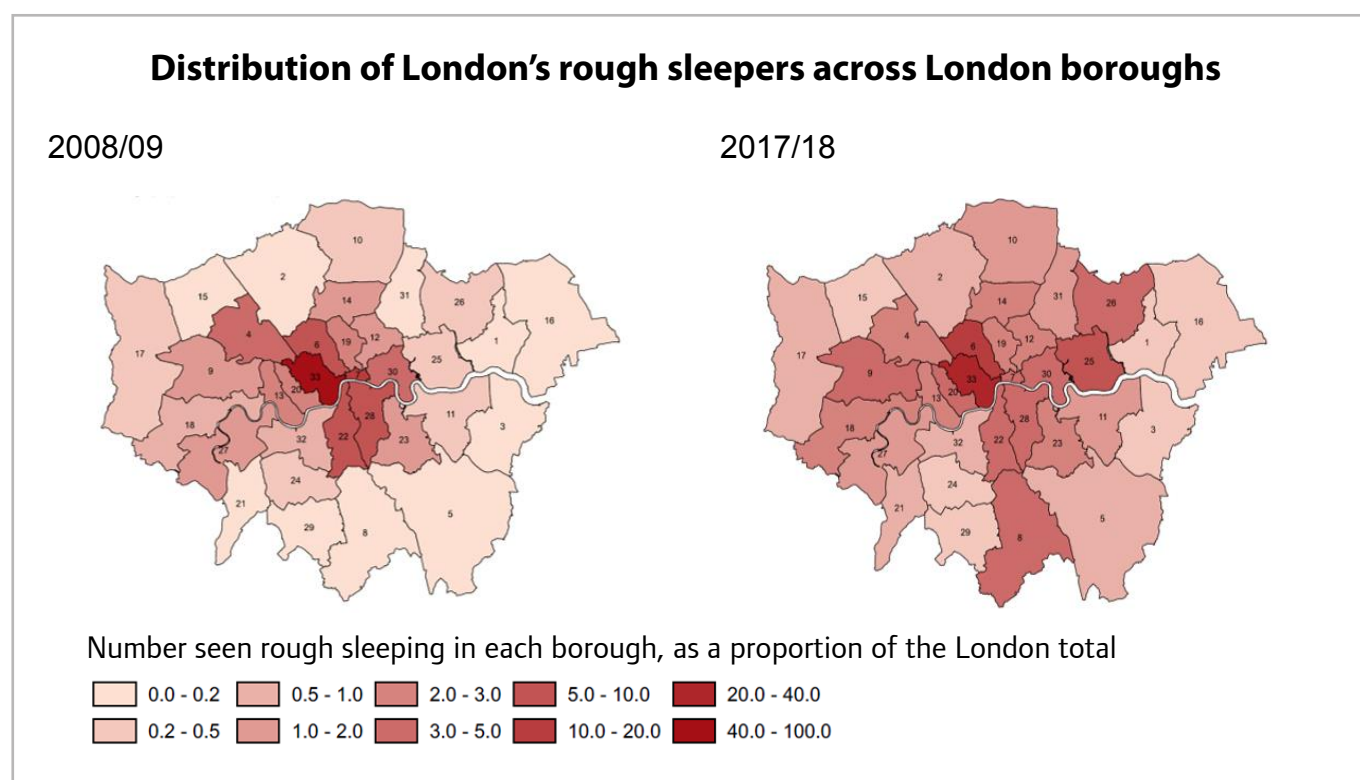
These counts will not pick up the hidden homeless, and are often undertaken the same night as other Boroughs to avoid double counting of people who cross between boroughs.

YEAR	2013	2014	2015	2016	2017	2018
REDBRIDGE	17	19	43	60	65	26
% change from previous year	21	12	126	40	8	-60
LONDON	543	742	940	964	1,137	1283
% change from previous year	-3	37	27	3	18	13

The CHAIN data is collated by Single Homeless Project (SHP) outreach services in Redbridge and the figures show a sharp increase in the number of rough sleepers seen on the streets in Redbridge; the figures for 2017/18 represent a 188% increase on those five years earlier.



Analysis by the London Mayor's office showed the very large increase in rough sleeping since 2008 meant that boroughs with previously very low levels now had significant numbers of people sleeping rough on their streets. Increases were particularly concentrated in outer London, which as a result now have higher proportions of London's rough sleepers than they did in the past (see maps below). The provision of services has not kept pace with these increases and spatial changes. This is partly because funding – in particular, local authorities' Homelessness Prevention Grant - is largely allocated on the basis of historic patterns of need. These historic patterns also mean that services such as day centres and hostels are concentrated in central and inner London, while other areas that now have high levels of need lack the services and funding they need to adequately address their local issues.



Source: Mayor of London, Rough Sleeping Action Plan, June 2018

Severe Weather Emergency Provision

The Council is responsible for ensuring the safety of people sleeping rough during a period of extreme cold weather when the temperature drops to zero or below for one night or more. In the past year, the Mayor of London has issued orders to operate it on a London wide basis. Redbridge Council operates a Severe Weather Shelter policy which aims to protect rough sleepers in the event of extreme hot weather. This was initiated during the intensive heat of summer 2018 in which rough sleepers were provided bed and breakfast accommodation and water bottle supplies.

PRIORITIES FOR ACTION



Our aim for this Strategy is:

“The council and its partners working collaboratively to prevent and reduce homelessness and to proactively end rough sleeping.”

The Council has identified three priorities to meet this aim. We will continue to deliver services and projects that are making a difference and form part of our overall strategy approach.

The Delivery Plan details the actions which will be implemented over the next four years to achieve our key priorities.

Our Priorities for action are:

- 1 End rough sleeping in Redbridge
- 2 Support our most vulnerable residents through our early intervention and prevention services
- 3 Increase the supply of affordable housing to prevent homelessness and to reduce the use of temporary housing

There is no one size fits all approach and we will be working with our partners to ensure the most effective use of available resources can be used to meet our objectives. This will be ongoing throughout the lifetime of this Strategy and we will seek to maximise our efforts jointly to prevent and reduce homelessness.

The Council will collaborate with the international Institute of Global Homelessness (IGH) to develop an agreement to take steps to end homelessness, and move forward on joining the next cohort of vanguard cities following on Manchester and Glasgow.



PRIORITY: END ROUGH SLEEPING IN REDBRIDGE

The Council's aim is to end rough sleeping in Redbridge by 2022. We intend to reduce the number of rough sleepers on the streets of Redbridge over the next four years to ensure no one needs to sleep on the streets of the Redbridge by 2022. This will be achieved by a mix of engagement and enforcement where necessary as there will be sufficient places for all known rough sleepers.

- We will continue to seek and secure additional resources to reduce the number of people with no choice except to sleep on the streets especially where they have no recourse to public funds.
- We will work with the Government's Rough Sleeper Strategy and Action Plan and identify opportunities to access funding, and resolve issues impacting certain groups such as ex-offenders, victims of domestic abuse and modern slavery.
- We will spend the resources from the Rough Sleeper Initiative wisely and effectively to meet our overall objectives
- We will work in line with the GLA's objective to ensure there is a route off the streets for every single rough sleeper in London so that they are supported through to safe and secure accommodation as quickly and sustainably as possible. This includes support for the No Second Night Out programme.

Current Initiatives and Programmes

Rough Sleeper Initiative 2018

In advance of the publication of the national Rough Sleeping Strategy, the Council received additional funding from Government as one of the areas with high levels of rough sleeping.

Redbridge was allocated just under £1M over two years to 2020. We are working with local partners to achieve a reduction in rough sleeping, and several organisations have also been funded from this grant.

- The Council recruited a Rough Sleeping Co-ordinator to lead and co-ordinate all rough sleeping work
- The Council has opened second night shelter with 32 bed spaces this ensures there are spaces for every known rough sleeper at November 2018
- The Salvation Army opened the winter shelter earlier than usual (at the end of October), and will keep it open until Project Malachi opens in winter 2019
- Single Homeless Project (SHP) recruited two additional outreach workers (now 3 in total)
- SHP also extended its Housing First work and sourced additional move on accommodation
- The Refugee and Migrant Forum Of Essex & London (RAMFEL) is a local charity that supports vulnerable migrants and has recruited an immigration adviser
- Welcome Centre recruited BARKA UK to provide an EU reconnections service.



Rough Sleeper Protocol

In 2014, agreement was reached between the Council, voluntary sector partners and the Redbridge police relating to situations where rough sleepers may be impacted by the need for enforcement activity or other community safety campaigns.

The purpose of the protocol is to achieve better outcomes for rough sleepers through more effective joint working between statutory agencies and voluntary sector partners; and to acknowledge the sensitivity of the issue and improve communication between agencies when planning operations that may affect rough sleepers.

A refreshed version was agreed by the Council's cabinet in June 2018.

Project Malachi

This project is a partnership between the Council and the Salvation Army.

A pop-up hostel will be constructed by the Council on Council owned land in Ilford. Planning permission has been granted to build 42 rooms for single persons. The hostel will be managed by the Salvation Army who will fund all the running costs for the next 5 years.

The hostel will include bed spaces for rough sleepers with no recourse to public funds.

The aim of the project is to allow long term work with rough sleepers to help them to address the issues that led to them rough sleeping and get them off the streets for good.

Voluntary Sector / Community Groups

There are several faith groups, community groups and volunteers that have set up, particularly in Ilford and neighbouring areas, to provide warm food and clothing and food for people sleeping rough and vulnerable people at risk of homelessness. These are community led projects engaging volunteers that care passionately about resolving the homelessness crisis. During consultation it was clear many people want to help but are unsure how to do so.

The Council is committed to working with these groups to promote the welfare of rough sleepers and other homeless people.

Prevention

- We will use regular street counts to get a clear estimate of the numbers sleeping rough on the streets of Redbridge using the Government methodology. CHAIN will continue to be used as an approach to register rough sleepers.
- We will work with the Institute of Global Homelessness to research best practice in other major cities
- We will conduct research with current and ex rough sleepers to identify the circumstances and events that lead them to the streets. This will help identify where they have had contacts with agencies in their journey, so we can change practices to ensure that the correct interventions are made at critical points.

Support/Outreach

- We will continue to commission outreach support – currently provided by SHP
- We will continue to fund the supported housing and floating support schemes and we will review the effectiveness of the Housing First pilot that provides the shelter first and intensive support.
- Until Project Malachi opens its doors, we will ensure that two night shelters remain open to provide enough beds for all rough sleepers in the borough.
- Rough sleepers often have complex needs (e.g. people with a dual or triple diagnosis and/or a serious forensic history). Our public health service will roll out an assertive outreach project that seeks to deliver the necessary health referrals for rough sleepers.
- We will continue to support funding for accommodation services including hostels that provide for a range of needs, as well as the floating support service.

Partnerships and Enforcement

- We will continue to build on the partnerships and relationships in place with the voluntary sector to mitigate the impact for those sleeping rough
- We will facilitate the Homelessness Forum which brings public and voluntary sector organisations together
- We will facilitate the multi- agency rough sleeping partnership group to make sure that we have person centred plans for working with rough sleepers
- We will look to develop a protocol / code of practice for community groups in their engagement with rough sleepers, to make the most effective use of volunteers to end street homelessness. This could mean training volunteers or community groups in how to signpost people and provide basic information.
- We will refresh annual our current Rough Sleeper Protocol to ensure we adequately and appropriately handle situations where enforcement action against rough sleepers is necessary to reduce levels of anti-social behaviour that impact on the local community. Our primary approach is to secure accommodation and support for rough sleepers, and to protect the wider community from anti-social behaviour, this means that sometimes enforcement action will be necessary.
- We will provide regular updates on the Rough Sleeper Action Plan to Councillors and the MHCLG to ensure scrutiny of our work



PRIORITY: STRENGTHEN OUR EARLY INTERVENTION AND PREVENTION SERVICES

Many of the people who approach the Council will also be facing other difficulties in their life – including physical and mental health, unemployment and debt. This means it is not possible to provide a one size fits all solution. It requires working in partnership with homeless households to deliver a better outcome to meeting their housing needs.

Our approach to prevention and intervention aims to empower households to make informed choices about their housing options and to improve outcomes for groups more at risk of homelessness.

The Homelessness Reduction Act brought in new duties to support vulnerable persons to secure independent accommodation. We will ensure our processes deliver a multi-agency approach to assessment:

- Early intervention
- Tenancy sustainment
- Mitigating the causes of homelessness

Early Intervention

Early intervention means recognising people at risk of homelessness and taking steps to prevent a setback turning into homelessness. This can be advice on bills, benefits, employment; accessing child care support; or alternative cheaper accommodation. Crucial to this will be gathering information from partner organisations including social workers and GPs about families that may be struggling and at risk of homelessness.

- We will ensure we provide clear signposting advice to people that need housing advice. This will include alternative methods of communications including social media to raise awareness and provide accessible advice through the voluntary sector as well.
- We will continue to work with schools, health services and other public services to set out the realities of homelessness.
- We will develop an online resource of information for housing staff and once complete make it more widely available to partners.

Tenancy Sustainment

Ensuring people can remain in their homes is crucial to avoid disrupting their lives.

Housing providers including Redbridge Council have an important role in ensuring tenants can maintain their tenancies despite potential adverse impacts of welfare reform. Tenancy sustainment teams are crucial in this area to advise tenants on their options when they face uncertainty due to a reduction in household income. This includes advice on helping tenants manage their household income to ensure bills get paid, and employment opportunities are sought wherever possible.

- We will encourage housing providers to ensure people with mental health problems are supported appropriately to avoid putting their tenancies at risk
- We will provide a single point of contact for private landlords for the accommodation the council uses for homeless families
- We will embed a robust duty to refer process to make it simple for public sector organisations to ensure clients are able to engage with the council at an earlier stage
- We will encourage all our housing associations partners to sign up to the NHF's voluntary commitment to refer
- We will work proactively with private landlords to develop positive relationships and help to identify tenants at risk of losing their tenancies. There are mutual benefits for landlords to have stable rental incomes
- Following the launch of The Private Sector Housing Strategy 2019 we will ensure tenants understand their rights, and landlords their responsibilities.
- Work Redbridge will continue to work with clients in temporary accommodation and those furthest away from the labour market
- We will continue to improve our service design to improve customer service experiences of those facing (or at risk of) homelessness to develop services that work better within the resources available.
- We will use the Homelessness Forum to share best practice amongst our voluntary and community sector partners and other public agencies.





Mitigating the risk of homelessness amongst vulnerable groups

Victims / Survivors of Domestic Abuse

- The Council will be publishing a new Violence Against Women and Girls Strategy in 2019 that will conform with national and London wide Strategies
- We will continue to support and access the East London Women's Project, a service that works with women suffering from multiple disadvantage
- We will work with housing management and housing providers to ensure our interventions can help spot the signs of domestic abuse
- We will encourage our Registered Provider partners to sign up to the Domestic Abuse Housing Alliance
- We will support the Mayor of London in his request for Government to secure victims of violence entitlement to financial support and safe accommodation in order to leave an abusive relationship, irrespective of their immigrations status

Young People and care leavers

- We will develop a joint protocol between Housing and Children's Services to develop a pathway for care leavers
- We don't have sufficient social housing to accommodate the housing needs of care leavers and we will work with care leaver groups to ensure we can secure housing that is appropriate and supports the care leaver without the risk of losing their homes.
- We will explore the feasibility of short term accommodation options for young people such as crash pads, and promote greater use of mediation service in the event of family breakdowns

LGBT+ Homelessness

With little data collected around sexuality, a key area will be to understand the extent of homelessness impacting people due to their sexuality (being forced to leave home) or their vulnerability due to transitioning. This leaves many open to exploitation and risk of harm to their physical and mental health.

- We will work with key specialist agencies and providers to gather more information and to identify options for better housing outcomes including how our services operate.
- We welcome the Government's Rough Sleeper Strategy as it is seeking to understand the issues around LGBT+ homelessness in an early refresh of the Strategy and we will use this to build on our work in this area

PRIORITY: INCREASE THE SUPPLY OF AFFORDABLE HOUSING TO PREVENT HOMELESSNESS AND TO REDUCE THE USE OF TEMPORARY HOUSING

This priority has two aims:

- Using supply to prevent homelessness
- Using supply to reduce the overall use of housing as temporary accommodation

Increasing the supply of affordable, safe and secure housing is essential to tackling the housing crisis. The Council will deliver 1000 new affordable homes by 2022 across all tenures. This will include using existing council land and sites to explore the potential for new homes

This is a significant increase of the number built in previous years. With Crossrail due to operate through the Borough, developers are already seeking opportunities to build in the Borough and we will looking to secure from developers a minimum 35% affordable housing on all large schemes.

The council has secured £20 million from the Mayor of London to help build 200 new council homes, as well as the use of right to buy receipts for a further 400. This is in addition to our existing pipeline programme and schemes being developed by our Housing Association partners.

We will bring more private sector empty homes back into use. This will be achieved by various measures including offering advice and assistance to owners of empty homes, or provide access to grants in return for lease arrangements in which the council can rehouse homeless households.

We will also encourage work with partners to deliver supported housing schemes that will enable access for groups at risk of homelessness such as young people and those with drug/alcohol issues

Reducing Use of Temporary Accommodation

The Council is committed to providing financially sustainable accommodation to families towards whom it owes a housing duty whilst at the same time seeking to reduce the number of households in temporary accommodation. Using our prevention approach, we want to secure more homes before families become homeless, and make more use of a permanent discharge through the private rented sector.

The Council's preferred approach to temporary accommodation is to provide accommodation within Redbridge where households are close to employment, education and support networks. However, the lack of affordable supply means that opportunities outside the borough that deliver value for money will continue to be explored.

A reduction in the number of temporary homes used are reliant on available supply as landlords may seek a return of properties at the end of the current lease period.

- We will increase the number of permanent offers to homeless households allied to managing expectation of households on securing council housing.
- We will refresh the TA acquisition policies on an annual basis. This sets out how the council will meet the accommodation requirements in line with projected demand.
- We will fund new capital schemes to deliver units in 2019 that will enable a reduction in the use of bed and breakfast accommodation further whilst the modular schemes and conversions will increase the number of self-contained units in the Borough



- We will decant the Hyleford hostel to make way for new permanent housing
- We will invest in the purchase of 300 homes to rent as private sector tenancies
- We will participate in the pan-London Capital Letters programme to provide properties for those families and other households most in need of accommodation
- We will develop a joint procurement process to acquire temporary accommodation with Children's Services to house families found intentionally homeless

Working with private landlords is crucial to both help prevent homelessness and for discharging our homelessness duty. The Council helps large numbers of households to find alternative accommodation in the private rented sector to prevent homelessness when they are at risk of eviction. There is a benefit for landlords in providing stable accommodation options, and we want to ensure we can obtain suitable accommodation that is affordable for many households who may be reliant upon benefits including people with disabilities.

- We will launch a recruitment campaign to increase the number of landlords who lease their homes through the council or via affordable housing providers.
- We will try to convert some properties currently used as temporary accommodation into normal assured shorthold tenancies

Households in Temporary Accommodation (TA)

The current shortage of affordable housing looks set to continue so we will need to have more informed discussions with applicants about identifying realistic and sustainable rehousing options.

- We will continue to operate our TA service user group that seeks to get better understanding of resident issues.
- We will continue to consult with residents in TA to get information about their needs and identify ways we can improve our services appropriate to their needs. This is especially important for households living in TA out of borough, and some distance away from their social and family networks.
- We will eliminate the use of Bed and Breakfast accommodation other than in exceptional circumstances
- We will reduce the amount of time all households will spend in hostel accommodation.
- We will implement a maximum 26-week target for families with dependent children staying in hostel accommodation from April 2019.
- We will review the hostel stay target on an annual basis subject to having available supply of alternative accommodation
- We will work intensively with families in hostel accommodation, including advice on maintaining good physical and mental health and Work Redbridge advising on employment and training and housing benefit to ensure the maximum financial support is secured.
- We will provide access to Wi-Fi in hostels
- We will provide lockable cabinets in communal hostel kitchens

IMPLEMENTING THE NEW STRATEGY AND NEXT STEPS

For this strategy to succeed a number of key behaviours will be needed:

- 1 **Strategic Leadership and partnership** - The Council has made ending homelessness a key priority. It will provide the leadership to deal with the problems through a combination of policy options that increase housing supply, and tackle some of the root causes of homelessness. At the same time, the council cannot act alone. We will need effective partnerships to deliver the outcomes we want.
- 2 **Prevention and early intervention** – the best way to tackle homelessness is to prevent it taking place in the first place. The new Homelessness Reduction Act whilst challenging, means the council must establish systems that work for more people than we used to support. As welfare reform continues to make life difficult we will continue to provide support for households to move on from situations that put them at risk of homelessness. We will also work with our partners to emphasise the importance of prevention in their daily work.
- 3 **Valuing the role of the community** – the key assets to tackling homelessness remains our residents and the community at large. This is about enabling individuals and communities to develop the resilience necessary to survive and become less dependent on services provided by the public sector.
- 4 **Resource management** - How we prevent and manage homelessness in the borough must reflect economic and budget realities. The reduction of welfare support and the continuing difficulties in the economy means increasing pressure on the ability of services to respond to growing needs. At the same time, the severe cuts in Government funding to local authorities provides major challenges in how the council priorities services and delivering efficiency savings.

There is a significant cost in dealing with homelessness. Across the country it is estimated the cost is over £1 billion per year. The National Audit Office (NAO) published a report on Homelessness in September 2017 in which it observed that of the £1.1bn spent by English local authorities in 2015-16, £845 million was spent on temporary accommodation

The costs of providing temporary accommodation have grown over recent years. It is estimated over £3.87 billion was spent on providing TA in the five years to 2017/18.

The cost of providing temporary housing for Redbridge in 2017/18 amounted to over £34million, an increase of a third over five years (see table below).

YEAR	AMOUNT SPENT	% CHANGE
2013/14	£25,662,000.00	
2014/15	£28,010,000.00	9%
2015/16	£30,374,000.00	18%
2016/17	£34,075,000.00	33%
2017/18	£34,343,000.00	34%



The new flexible homelessness support grant replaced the Department for Work and Pensions' temporary accommodation management fee from April 1st. Redbridge was allocated £5.509M in 2017/18, and £5.280M in 2018/19. However, this was not enough to cover the costs of providing temporary accommodation, and the shortfall in housing benefits meant the Borough further subsidised the cost by £4million from its general budget.

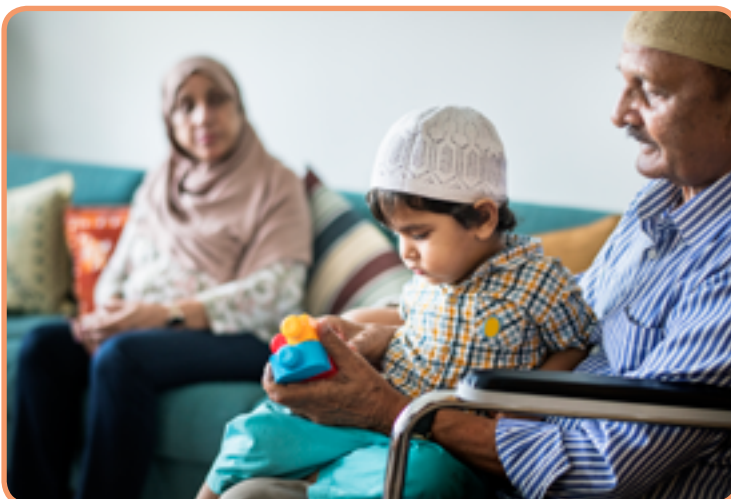
The Council has also been provided New Burdens Funding in relation to the Homelessness Reduction Act. In 2017, we were allocated £320,462, and in 2018/19, a further £285,114

Discretionary Housing Payments (DHPs) can be made by the council to people experiencing financial difficulty with housing costs who qualify for Housing Benefit or the housing costs element of Universal Credit. It often helps prevent homelessness and fill the gap. In 2017/18, Redbridge spent £1,075,283, over its allocation, of which almost half was spent on helping with rental costs. In 2018/19, the Government allocation has reduced to £898,267.

Next Steps

This Strategy provides a broad framework for current projects around temporary accommodation, the rough sleeping initiatives and the developing work around the Homelessness Reduction Act. The Government and the Mayor of London have produced strategies relating to homelessness and rough sleeping in recent months and this Strategy will seek to identify opportunities that will help us achieve our priorities.

An annual report on progress against the Delivery Plan will be presented to Members.



DELIVERY PLAN

PRIORITY: END ROUGH SLEEPING IN REDBRIDGE

ACTIONS TO MEET OUTCOMES	LEAD PARTNER / WHO	TIMESCALES
EXPECTED OUTCOME	REDUCTION IN THE NUMBER OF ROUGH SLEEPERS	
Conduct an annual rough sleeper count	LBR Housing Needs (Rough Sleeping Lead) / Homeless Link	Annual - Autumn
Conduct regular bi monthly light touch counts	LBR Housing Needs (Rough Sleeping Lead)	Bi - monthly
Monitor CHAIN data on the rough sleeper trends	SHP / LBR Housing Needs (Rough Sleeping Lead & Housing Policy)	Quarterly
Establish Redbridge No first night out approach – develop early intervention model and referral pathway for those at risk of rough sleeping	LBR Housing Needs (Rough Sleeping Lead & Housing Policy)	April 2019
Undertake research into rough sleepers' journeys	LBR Housing Needs (Rough Sleeping Lead) / Voluntary Sector Partners	March 2020
Maintain multi agency meeting with voluntary sector partners to identify gaps in service provisions prior to sleeping rough	LBR R Housing Needs (Rough Sleeping Lead) / Voluntary Sector Partners	March 2020
Working with agencies and organisations to prevent rough sleeping amongst vulnerable clients Set clear pathways for vulnerable groups including those with mental health issues, care leavers, other young people and ex-offenders; and LGBT clients	LBR Housing Needs (Housing Advice & Rough Sleeping Lead)	Ongoing with timetable to be agreed with partners
EXPECTED OUTCOME	NO ONE SLEEPING ROUGH	
Fund supported housing schemes for people sleeping rough	LBR Housing Needs (Operational Head) / SHP	Ongoing Contracts
Provide move on opportunities for households from the single homeless pathway hostel schemes freeing up bed-spaces for those requiring supported hostel provision	SHP/LBR Housing Needs	From August 2018 Achieve 12 moves into Private rented and other opportunities in 2018/19 2019/20 target TBC
Deliver Housing First provision for rough sleepers Set up since Sept 2018 Sustain accommodation for households moved via Housing First	SHP / LBR Housing Needs	Deliver 9 moves in 2018-19 12 moves in 2019/20
Opening of Winter Shelter 2018 incl Salvation Army and second council winter shelter with bedspaces for rough sleepers To remain open until Project Malachi opens	Salvation Army / LBR Housing Needs	Opening October 2018 28 bedspaces Salvation Army 32 bedspaces in Ryedale



PRIORITY: END ROUGH SLEEPING IN REDBRIDGE *continued*

ACTIONS TO MEET OUTCOMES	LEAD PARTNER / WHO	TIMESCALES
EXPECTED OUTCOME	NO ONE SLEEPING ROUGH	
Project Malachi Opens Provide support to resolve long term position for NRPF cases and move them on	Salvation Army / LBR Housing Needs (Service Transformation Manager)	Opening October 2019 Delivering 15 units for NRPF cases at any one time
Ensure SWEP operates in times of extreme hot or cold weather	LBR Housing Needs (Rough Sleeping Lead) / Mayor of London	Operates when required
Improving health of rough sleepers through a Public Health assertiveness project	LBR Public Health & Housing Needs (Rough Sleeping Lead)	Commenced Autumn 2018 and evaluated October 2019
Provide an immigration advice service to resolve status issues for NRPF rough sleeping Work with 25 rough sleepers to agree a pathway and move them off the street – reconnection, status and service offer Set up since Sept 2018	LBR Housing Needs (Operational Head) / RAMFEL	Achieve 6 successful interventions in 2018-19 and 8 in 2019/20
Provide a service for EU nationals rough sleeping to enable effective reconnections Set up since Sept 2018	Welcome Centre / BARKA / LBR Housing Needs (Rough Sleeping Lead)	Deliver successful reconnections – 25 interventions, 15 rough sleeping relieved
EXPECTED OUTCOME	BETTER PARTNERSHIP WORKING TO PREVENT AND REDUCE ROUGH SLEEPING	
Refer deaths of rough sleepers to Adults Safeguarding Board to learn any lessons	LBR Housing Needs (Operational Head)	Commenced October 2018
Maintain Rough Sleeper protocol to ensure it meets the requirements to strike a balance between tackling ASB and protecting vulnerable people on the streets	LBR Housing Needs (Rough Sleeping Lead) / Community Safety / Neighbourhoods	Annual refresh (Date to be determined)
Maintain Homelessness Forum	LBR Housing Needs (Operational Head & Rough Sleeping Lead)	3 meetings per year
Establishing relationships with voluntary and community groups working with rough sleepers to develop good practice	LBR Housing Needs (Rough Sleeping Lead) / Voluntary Sector Partners	September 2019
Regular communication updates of rough sleeping work and how to help: Members and staff briefings Online information	LBR Housing Needs (Rough Sleeping Lead)	Quarterly

PRIORITY: SUPPORT OUR MOST VULNERABLE RESIDENTS THROUGH OUR EARLY INTERVENTION AND PREVENTION SERVICES

ACTIONS TO MEET OUTCOMES	LEAD PARTNER / WHO	TIMESCALES
EXPECTED OUTCOME	REDUCTION IN THE NUMBER OF HOMELESSNESS ACCEPTANCES AND MORE PREVENTION WORK	
Develop a flag system to work with agencies on identify families at risk	LBR Housing Needs (Operational Head)	Dec 2019
Review and maintain clear online advice around housing and homelessness	LBR Housing Needs (Operational Head / Service Transformation)	Sept 2019 and then annual updates
Developing a FAQ on homelessness for other council departments and public-sector agencies	LBR Housing Needs (Operational Head / Service Transformation)	Sept 2019
Develop and update online resource of information for housing staff to be rolled out to partners and voluntary sector	(Operational Head / Service Transformation)	Dec 2019
Establish programme of advice training for voluntary sector partners on Homelessness Reduction Act and prevention of homelessness	(Operational Head / Service Transformation) / Voluntary Sector	December 2019
EXPECTED OUTCOME	MORE PEOPLE ABLE TO REMAIN IN EXISTING HOMES (TENANCY SUSTAINMENT)	
Identifying single point of contact for universal credit queries from tenants and residents and promote debt advice work	DWP / LBR Housing Needs (Housing Options)	March 2019
Working with resident panels to ensure tenancy sustainment process and policies are robust	LBR Housing Needs (Tenancy Sustainment)	ONGOING
Working with private landlords to develop good practice to prevent homelessness	LBR Housing Needs	Oct 2019
Maintain robust "Duty to refer" process for public sector agencies and contact HA partners to sign up to NHF Commitment to refer in relation to the Homelessness Reduction Act In place since October 2018	LBR Housing Needs (Housing Options) / Statutory Agencies / Housing Associations	April 2019
Promote Work Redbridge through our communications with tenants and residents in temporary accommodation	LBR Housing Needs (Hostel Manager) / Work Redbridge	ONGOING Quarterly Communication



PRIORITY: SUPPORT OUR MOST VULNERABLE RESIDENTS THROUGH OUR EARLY INTERVENTION AND PREVENTION SERVICES *continued*

ACTIONS TO MEET OUTCOMES	LEAD PARTNER / WHO	TIMESCALES
EXPECTED OUTCOME	BETTER UNDERSTANDING OF ISSUES AND PATHWAYS TO HOUSING FOR VULNERABLE GROUPS	
Publish new Violence Against Women and Girls Strategy	LBR Civic Pride & Enforcement	Sept 2019
Request Housing Association partners sign up to Domestic Abuse Housing Alliance	LBR Housing Needs (Operational Head)	June 2019
Develop joint protocol for a care leavers pathway	LBR Housing Needs (Operational Head)	Sept 2019
Explore options for short term / crash pads as alternatives to B&B for young people	LBR Housing Needs (Operational Head)	Dec 2019
Work with London CRC (Probation) to identify housing pathways for ex-offenders	LBR LBR Housing Needs (Service Transformation)	Jan 2020
Increase use of mediation services to reduce incidence of family breakdowns which lead to homelessness	LBR Housing Needs (Operational Head)	Ongoing
Work with LGBT organisations to identify key issues that lead to homelessness	LBR Housing Needs / GLA / EHLP / MHCLG	Dec 2019
Develop appropriate measures and approaches to reduce the risk of homelessness amongst people with mental health problems	LBR Housing Needs (Operational Head) & Public Health / NHS / CCG / NELFT	Jan 2020
Analyse available data to better understand causes and risk factors of homelessness for people with mental health issues	LBR Housing Needs (Service Transformation) / Public Health	Dec 2019



PRIORITY: INCREASE THE SUPPLY OF AFFORDABLE HOUSING TO PREVENT HOMELESSNESS AND TO REDUCE THE USE OF TEMPORARY HOUSING

ACTIONS TO MEET OUTCOMES	LEAD PARTNER / WHO	TIMESCALES
EXPECTED OUTCOME	1000 NEW AFFORDABLE HOMES BY 2022	
GLA / LBR Building Council Homes Programme	LBR Place (Needs and Regen & Property)	GLA / LBR Programme 2019-2022 600 units
Capital and HRA sites programme	LBR Housing (Asset Management)	LBR Programme 2019 - 2022
Work with Housing Associations to build permanent affordable and secure homes Liaise with RP partners to develop new schemes	HA / LBR Place (Needs and Regen & Property)	Ongoing
EXPECTED OUTCOME	INCREASED SUPPLY OF CURRENT HOUSING STOCK	
Bringing existing empty homes back into use	LBR Civic Pride & Housing Policy	Ongoing
Develop publicity campaign to secure new homes in the private rented sector	LBR Housing Needs / Consumer Protection	March 2020
Develop joint procurement approach with Children's services to secure suitable housing for families	LBR Housing Needs / Children's Services (CPAT & MASH)	Dec 2019
Sign up to the Capital Letters programme to secure temporary accommodation supply	LBR Housing Needs (Operational Head)	Jan 2019
EXPECTED OUTCOME	REDUCTION IN THE AMOUNT OF TA HOMES USED	
Set target to discharge permanent duty into PRS based on annual review	LBR Housing Needs	April 2019 Annual Target set
Review current processes to procure temporary accommodation	LBR	Sept 2019
EXPECTED OUTCOME	IMPROVED HOSTEL LIVING ENVIRONMENT FOR RESIDENTS	
Identify relevant orgs – health, employment; financial – who can present and advice residents on improving their wellbeing	LBR Housing Needs / Work Redbridge / Public Health	April 2019
Invite services to offer residents in hostel accommodation to improve overall wellbeing	LBR Housing Needs (Accommodation / Hostels Manager)	June 2019 and ongoing
Reduction in time families spend in hostel accommodation with target to be reviewed annually subject to supply	LBR Housing Needs (Operational Head) / Operational Director	Target of 26 weeks for 2019/20 Review – March of each year
Install and provide access Wi-Fi for hostel residents	LBR Housing Needs (Hostels Manager)	April 2019
Explore feasibility of adding study and storage space into hostels	LBR Housing Needs (Hostels Manager and Accommodation Manager)	December 2019

EVIDENCE BASE FOR

**HOMELESSNESS
AND ROUGH SLEEPING
STRATEGY 2018-23**



EVIDENCE BASE FOR HOMELESSNESS AND ROUGH SLEEPING STRATEGY

Borough Profile (Demographics, Economic and Population)

Redbridge is home to over 304,000 people (GLA estimates 2017), and over 110,000 households. The population has grown by nearly 20,000 people since 2011 and is predicted to continue to grow at the fourth fastest rate in the country. Population projections suggest growth to over 341,000 by 2026, and 401,600 by 2037.

Redbridge has a diverse population, with a wide range of ethnic backgrounds and religions. The 2011 Census showed that Redbridge was the 4th most ethnically diverse Borough in England and Wales. 42% of the population identified as Asian / Asian British. The overall Black, Asian and Minority Ethnic (BAME) residential population is around 66% (excluding white British only).

ETHNICITY	2011 NUMBER	%
White	118,646	43%
Mixed/multiple ethnic groups	11,456	4%
Asian/Asian British	116,503	42%
Black/African/Caribbean/Black British	24,845	9%
Other ethnic group	7,520	3%
TOTAL POPULATION	278,970	

It was estimated that around 6000 households in Redbridge were identified as workless, a rate of around 7% below the London average of 12.9%.

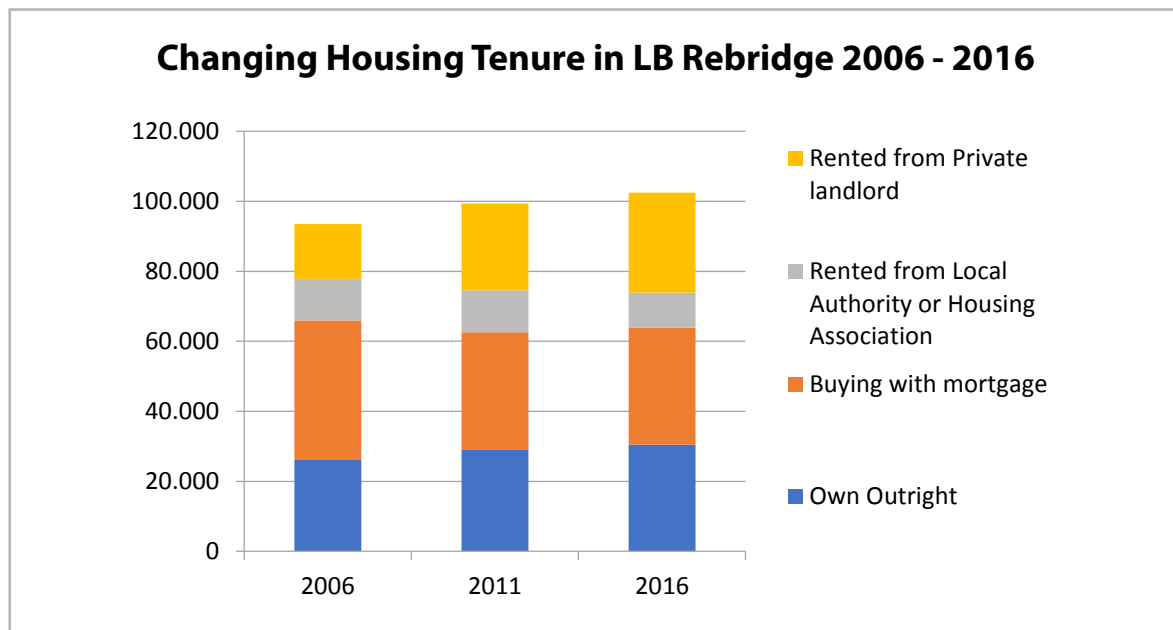
www.nomisweb.co.uk/reports/lmp/la/1946157275/printable.aspx





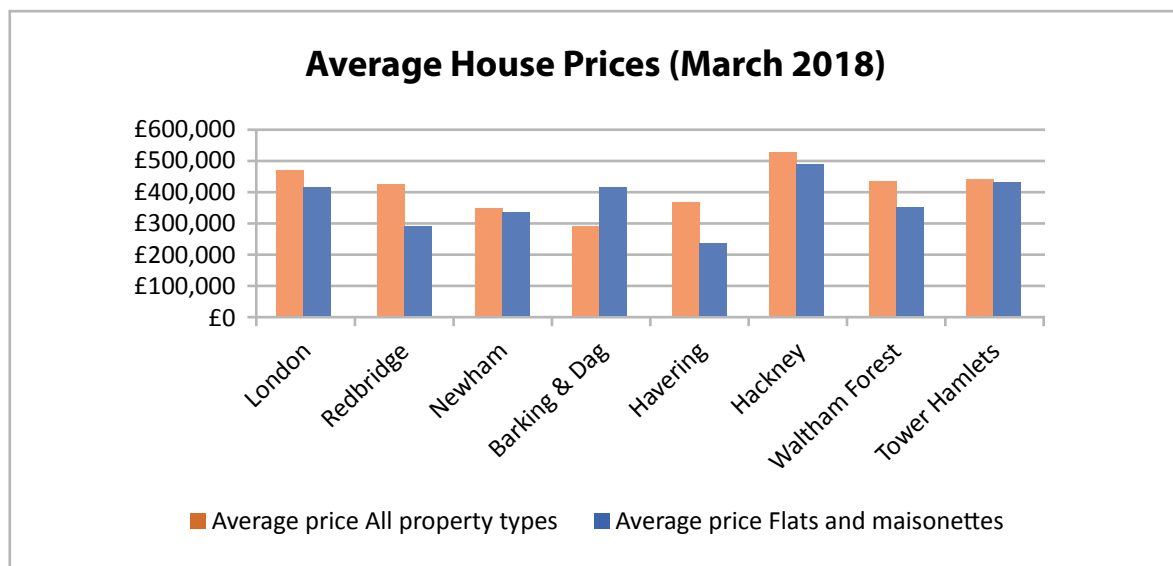
Housing Market Data

The main changes in housing tenure like most of London and the south east has been the growth of the private rented sector. More recent data from the Council's Private sector team suggests 49% of properties in the Borough could be privately rented which is far greater levels than the data suggested below (28%).



House Prices

There has been a significant increase in house prices over the course of the last ten years although there have been fluctuations during that time. The current mean average prices for all property types in Redbridge in March 2018 was £422,551, this is a 53% increase on the average prices paid ten years previously. The mean average house price at March 2018 was higher than in Havering, Barking and Dagenham and Newham. The average price for starter homes – traditionally flats and maisonettes have increased by 43% in the same period at just over £300,000.



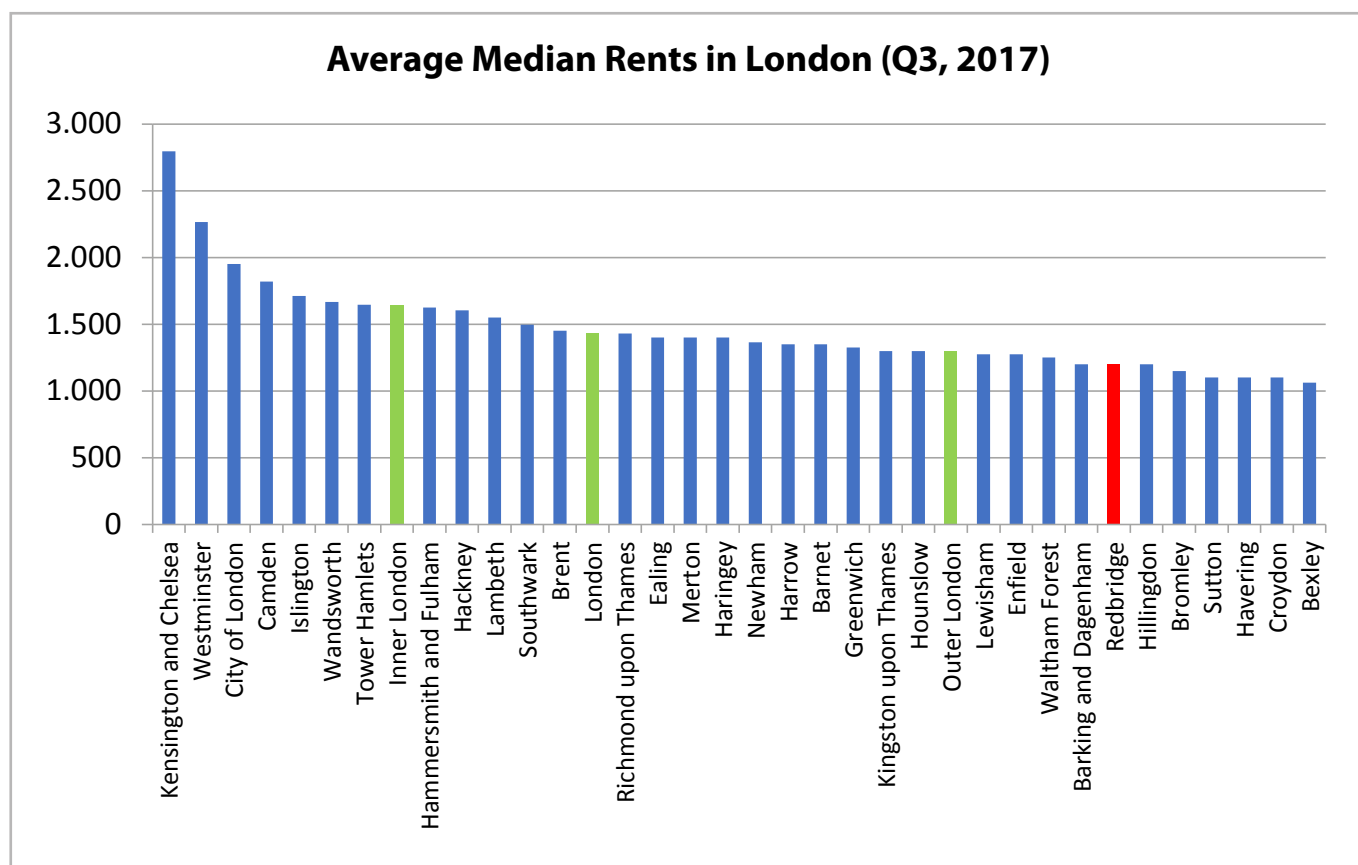
During the same period, average earnings for Redbridge residents have not increased to anywhere near the same level – 6% in the five years to Sept 2017. This means the ratio of earnings to average house prices for lower quartiles stood at 13.04, up from 9.5 five years previously.

With Redbridge on the Crossrail route, this has the potential to increase the demand for housing in the Borough in the years to come.

Private Rent Levels

Redbridge average rents currently feature amongst the lower end of London Boroughs (seventh lowest),

Such rental rates makes it attractive to other London Boroughs who may seek to discharge their homelessness duties as it also below the outer London average.





Our data analysis shows average rents have increased by 21% over the past five years; 38% for those in lower quartile range and 33% for median levels rents (those at the 50% level). According to the London Poverty profile for 2017 this placed Redbridge the sixth highest in London in terms of affordability in that households could expect to pay 55% of their income on rent.

www.trustforlondon.org.uk/data/boroughs/redbridge-poverty-and-inequality-indicators/

	AVERAGE (£)	LOWER QUARTILE (£)	MEDIAN (£)	UPPER QUARTILE (£)
Redbridge	1,260	1,000	1,200	1,450

Local Housing Allowance (LHA) Rates 2018-19

	BRMA 1 (OUTER EAST)		BRMA 2 (OUTER NORTH EAST)	
	POSTCODES	E11 3, E12	POSTCODES	E11 1, E11 2, E18, IG1, IG2, IG3, IG4, IG5, IG6, IG7, IG8, IG9, IG11, RM5, RM6, RM8
	£ Per Week	£ Per Month	£ Per Week	£ Per Month
Shared rate *	81.23	352	77.4	335.4
One Bedroom	187.25	811.42	160.24	694.37
Two Bedroom	236.47	1024.7	198.4	859.73
Three Bedroom	295.59	1280.89	249.67	1081.9
Four Bedroom	351.81	1524.51	322.15	1395.98

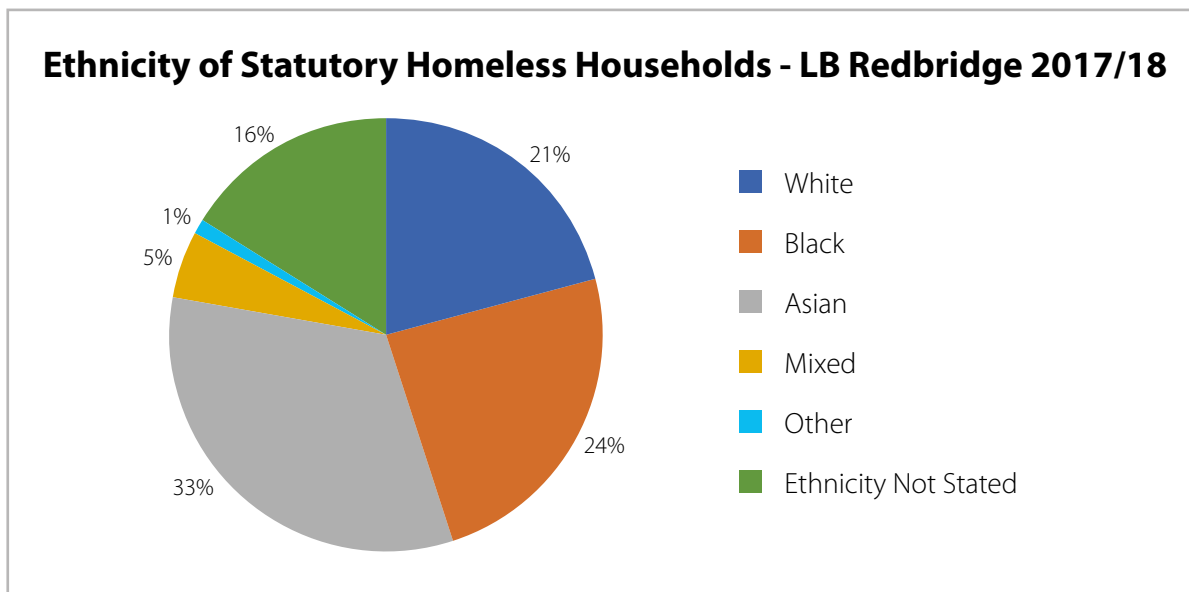
It is quite clear given the changes in the benefits system, that the LHA rates clearly would not cover the average rents charged in the private rented sector.

Homelessness Data (based on P1E returns)

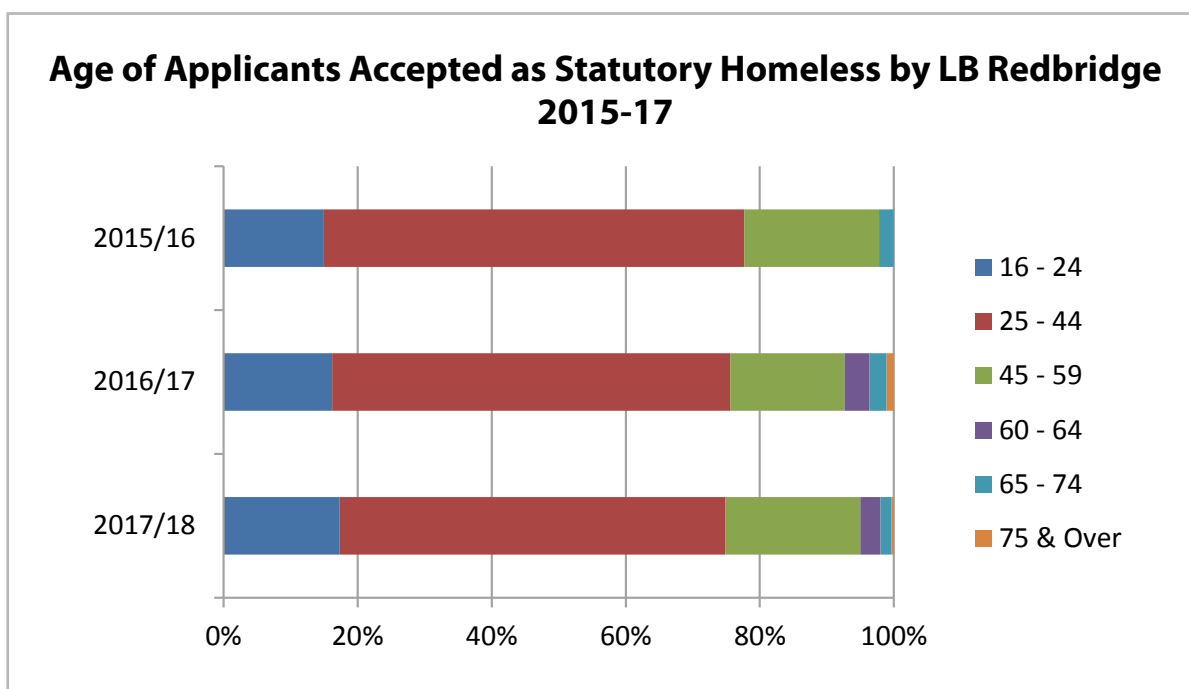
As the table below shows, in 2017/18 the levels of statutory acceptances rose above 50% of all homeless applicants which was up from 43% the previous year.

HOMELESSNESS DECISION	2013-14	2014-15	2015-16	2016-17	2017-18
Eligible, homeless and in priority need, but intentionally	127	154	130	111	64
Eligible, homeless but not in priority need	176	198	188	198	165
Eligible, but not homeless	334	319	305	306	235
ACCEPTED AS BEING HOMELESS AND IN PRIORITY NEED	444	447	508	464	497
Ineligible	65	55	37	33	32
Total decisions (incl acceptances)	1146	1173	1168	1112	993

Given the ethnic demography of the Borough, the pie chart below shows the ethnicity of households accepted as homeless. As across most of London, the number of Black households accepted as homelessness are disproportionate to the population locally. Asian households made up the largest ethnic category of households accepted, although figures for particular groups within the general category are not collated. The proportions have been consistent over five years.



In terms of age, most applicants accepted as homeless are aged 25 to 44, representing 58% of all households in 2017/18. The number of young people aged 16 – 24 accepted as homeless increased to 17%.





The proportion of households accepted as statutory homeless due to their disability being a factor has been consistent at around 13 – 15% of all accepted households for the last three years.

PRIORITY NEED REASON FOR PERSONS VULNERABILITY – P1E DATA

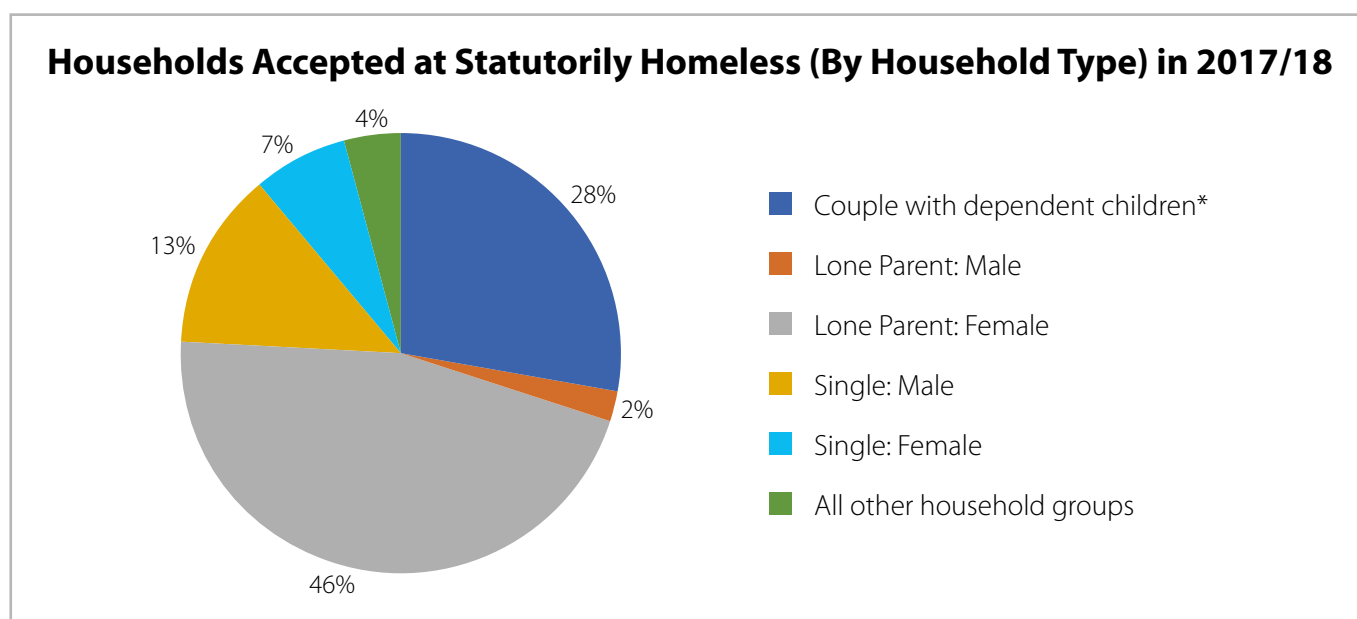
Applicant, or a member of their household is vulnerable as a result of:	2015/16		2016/17		2017/18	
	Count	Percentage	Count	Percentage	Count	Percentage
Old age	5	1%	12	3%	7	1%
Physical disability	34	7%	38	8%	34	7%
Mental illness or disability	29	6%	31	7%	42	8%
Total Acceptances	508	100%	464	100%	497	100%

What these figures don't reveal is the extent to which people's disability makes them vulnerable to homelessness.



GENDER

Lone parents households with a female parent make up the largest group of households accepted as homeless. This is typical of most London Boroughs reflecting a mix of race, class and poverty. In 2017/18, 20% of all households accepted as homeless were single persons. This would reflect a number of issues around vulnerability.



Reasons for homelessness

The main reason for homelessness amongst households accepted is the loss of an assured shorthold tenancy. This accounted for 42% of all accepted cases in 2017/18, a slight reduction on the previous two years, when over half of all cases were due to the loss of an AST. Whilst most AST loss were the result of a no fault eviction, a significant number (7%) are on the basis for other reasons.

HOMELESS REASON	2017/18	2016/17	2015/16	2014/15
Parents no longer willing or able to accommodate	67	50	59	54
Other relatives or friends no longer willing or able to accommodate	85	68	76	73
Loss rental or tied accommodation: Termination of assured shorthold tenancy	173	196	211	157
Loss rental or tied accommodation: Reasons other than termination of assured shorthold tenancy	34	38	46	40
Required to leave accommodation by Home Office as asylum support	28	27	5	8
Left other institution or LA care	50	24	11	6
Other reason for loss of last settled home	29	20	34	45
All Reasons	497	464	508	447



A significant 10% (50) of households were accepted as result of leaving an institution other than prison or hospital. whilst around 30% were due to the result of a family or parental eviction. An increasing number of people were accepted due to leaving home office accommodation, a situation we are monitoring give Redbridge has the most asylum seekers of any London Borough. The Home Office provider has currently procured around 111 units of housing in the Borough.

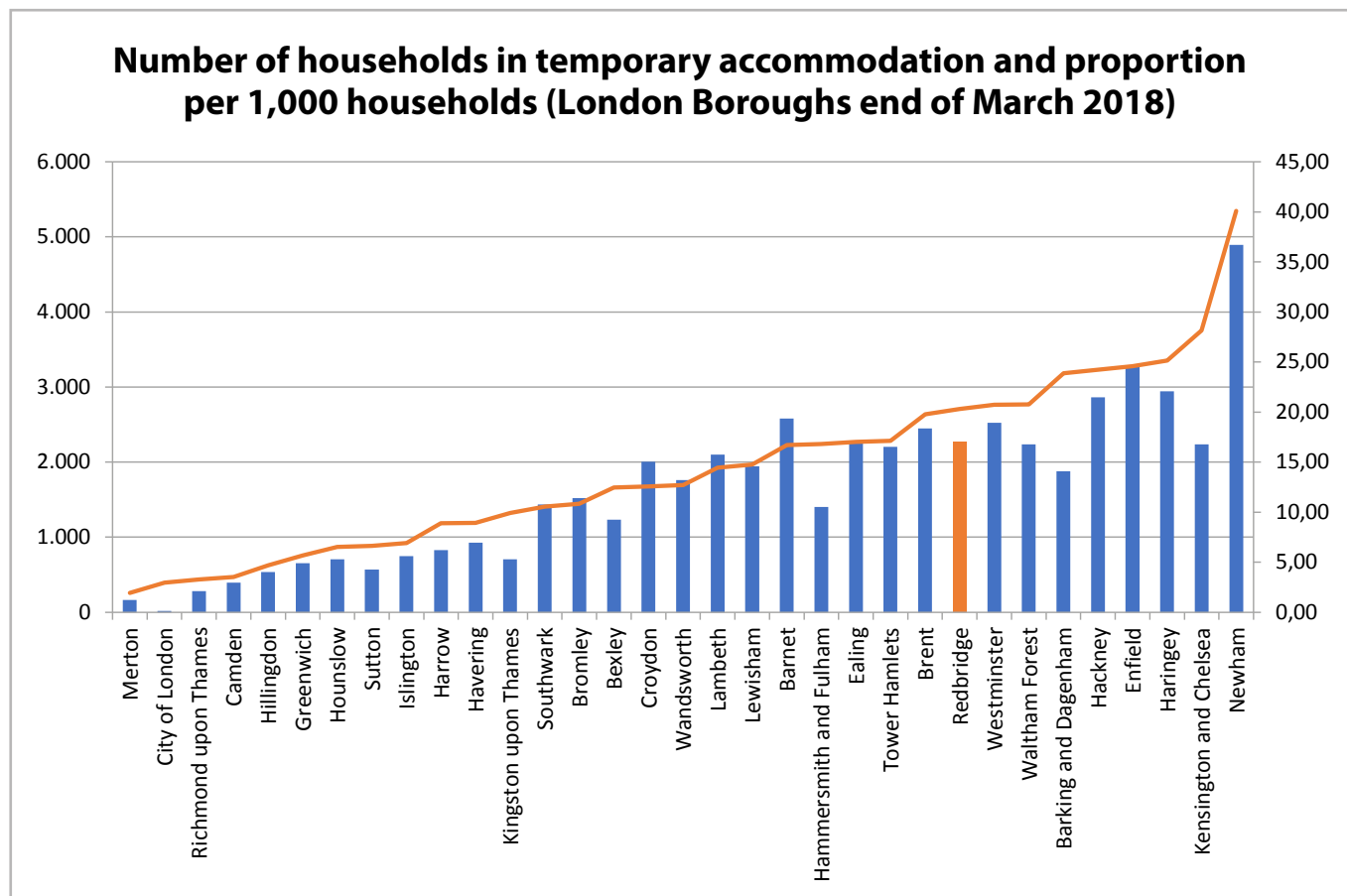
Priority Need reasons

Different groups of people qualify for different levels of help and assistance as defined under the legislation. The figures for those households accepted as homeless show the main priority need reason for the last two years is due to the households having dependent children.

PRIORITY NEED REASON	2017/18		2016/17	
	Count	Percentage	Count	Percentage
Emergency	0		0	
Dependent Children	344	71%	338	73%
Pregnant	37	8%	28	6%
Applicant 16/17	1	0%	0	0%
Former care leaver aged 18 - 20	6	1%	0	0%
Vulnerable: Old Age	7	1%	12	3%
Vulnerable: Physical disability	34	7%	38	8%
Vulnerable: Mental Illness	42	9%	31	7%
Substance misuse	0	0%	0	0%
Vulnerability: in care	12	2%	5	1%
Vulnerability: Armed Forces	0	0%	0	0%
Vulnerability: Custody / remand	3	1%	0	0%
Vulnerability: Violence (Threat of)	1	0%	0	0%
TOTAL ACCEPTANCES	487		464	

TEMPORARY ACCOMMODATION

At the end of March 2018, there were 2270 households residing temporary accommodation, including 46% outside the Borough boundaries. These figures are a slight improvement on the previous year.



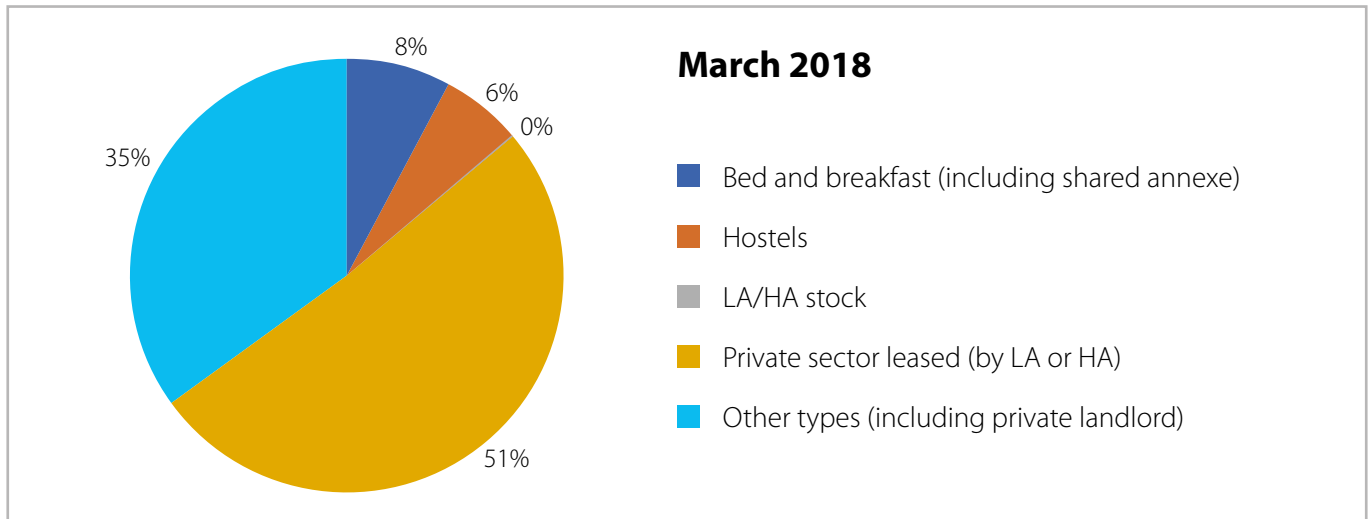
The increased demand and favourable conditions for landlords has made the procurement of private rented housing to discharge the homelessness duty and provide temporary accommodation very challenging. This has meant the Borough has had to look beyond the Borough boundaries for temporary accommodation.

Just under a third of households in TA are residing in other London Boroughs; 7% in Essex Boroughs and 6% in former barracks accommodation in Canterbury.

TOTAL IN TA	2270
In Redbridge	1227
Out of Borough	1043
Other London Boroughs	728
Essex Boroughs	153
Surrey	5
Canterbury	145

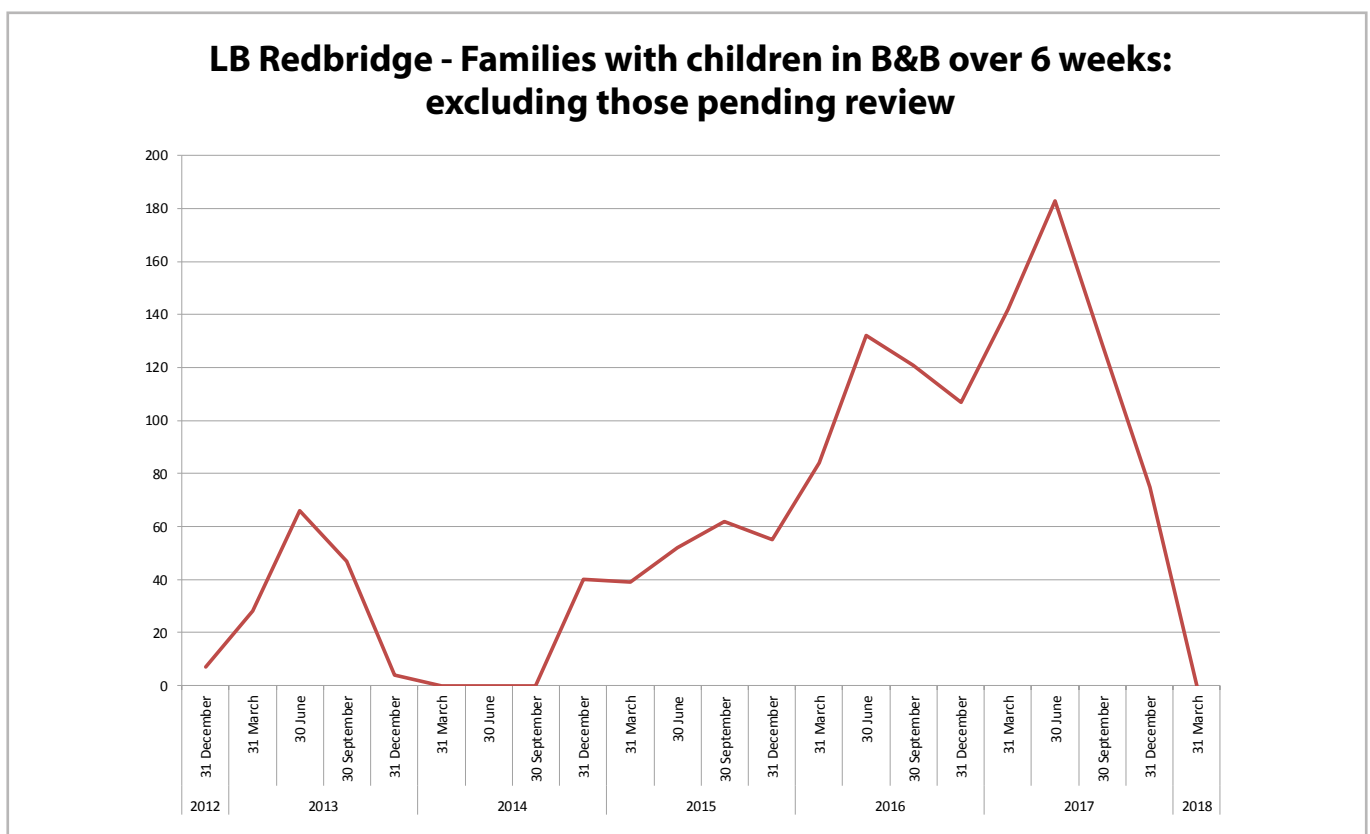


At the end of March 2018, 86% of households in temporary accommodation were housed in private rented homes –either leased through the council or a housing associations, or provided independently. The Council currently provides directly managed hostel accommodation providing accommodation for 97 homeless households. In 2017/18, 128 households (families) were placed into the Council’s hostels awaiting rehousing.



8% of households (189) were placed into Bed and Breakfast accommodation at the end of March, and a further 6% (128) were in hostel accommodation.

A key priority for the council has been to reduce the use of B&B for families and to have none over six weeks. This target was met at the end of March 2018 and efforts continue to ensure this is not breached.



Ethnicity of Households in Temporary Accommodation

The table below shows the main ethnic background of households currently placed in temporary accommodation by Redbridge Council as at October 2018. The proportions are not wholly dissimilar to the households accepted as homeless seen earlier.

ETHNIC CATEGORY	TOTAL NUMBER	% OF TOTAL
White	544	19%
Mixed	88	3%
Asian	789	28%
Black	737	26%
Other	32	1%
Unspecified	620	22%

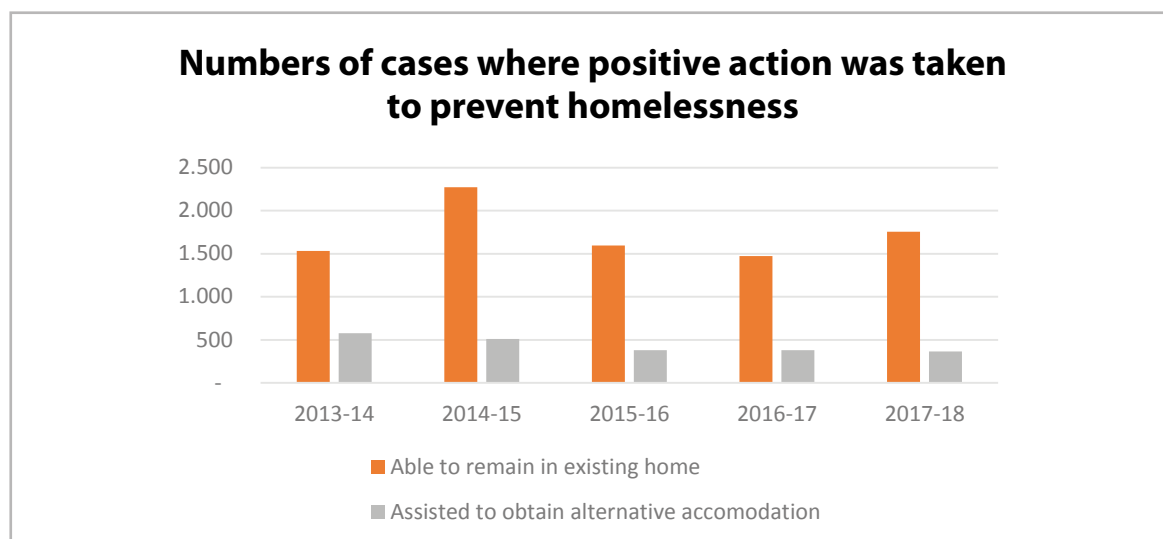
PREVENTION AND RELIEF

'Homelessness prevention' means providing people with the ways and means to address their housing and other needs to avoid homelessness.

'Homelessness relief' is where an authority has been unable to prevent homelessness but helps someone to secure accommodation, even though the authority is under no statutory obligation to do so.

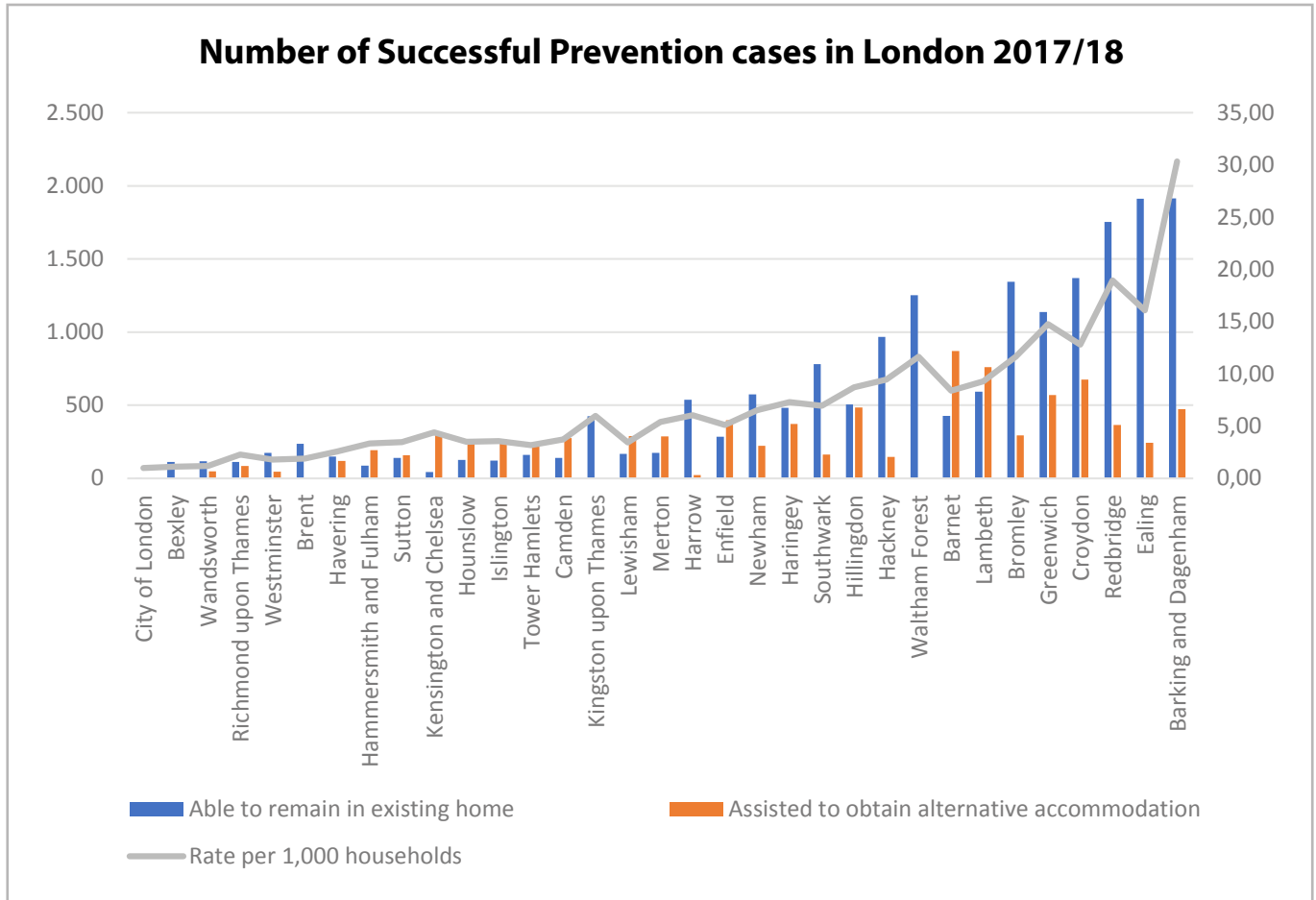
Since 2003, the emphasis has been upon prevention of homelessness. The central aim of this strategy is to prevent homelessness occurring despite the difficulties outlined above with austerity and welfare reform. The new Homelessness Reduction Act (HRA) of course places increasing emphasis upon this and is a challenge we will take up as we progress further. The data below is prior to the introduction of the HRA.

1754 households were able to remain in their existing home last year through our prevention work.





Across London, Redbridge had the third highest figure for the number of successful prevention cases – see chart below.



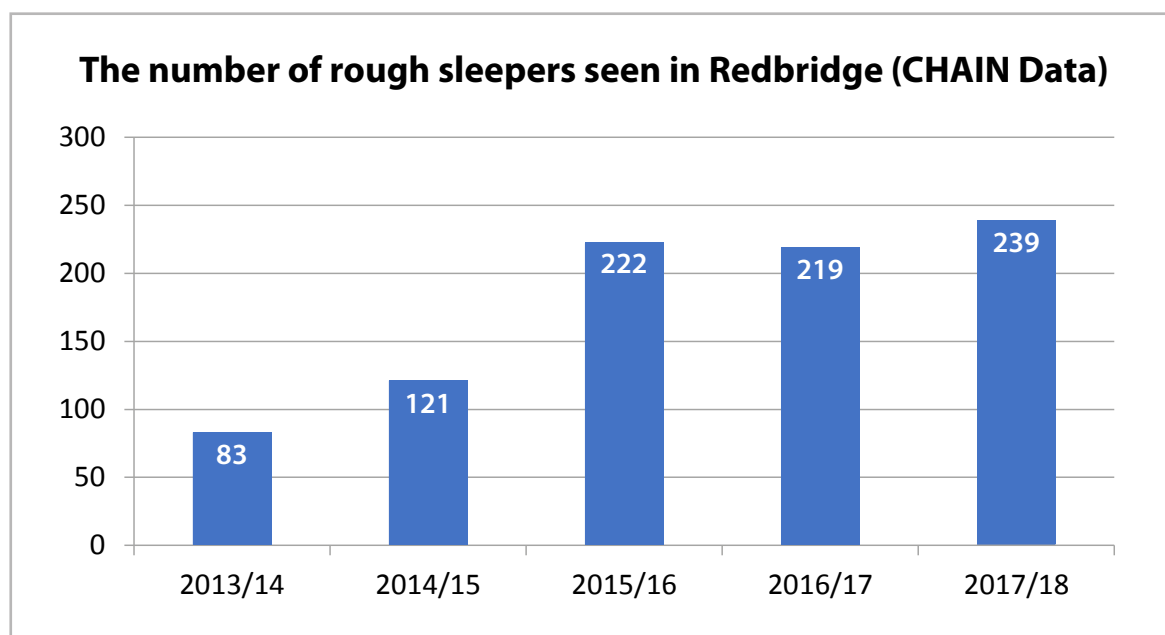
ROUGH SLEEPING

Rough sleeping has grown significantly both within the Borough and across London over the past five years. The council uses the Combined Homelessness and Information Network (CHAIN) to monitor and verify numbers of rough sleepers in the borough during the course of the year.

A total of 7,484 people were seen rough sleeping by outreach workers in London during 2017/18 an 8% decrease compared to the total of 8,108 people seen in 2016/17 although it is still over twice the number seen ten years ago. Of these, 4,456 people (60% of the total) were seen sleeping rough for the first time in London in 2017/18

The CHAIN research is collated by Single Homeless Project (SHP) outreach services in Redbridge.

There has been a sharp increase in the number of rough sleepers seen on the streets in Redbridge and the figures for 2017/18 represent a 188% increase on those five years earlier.



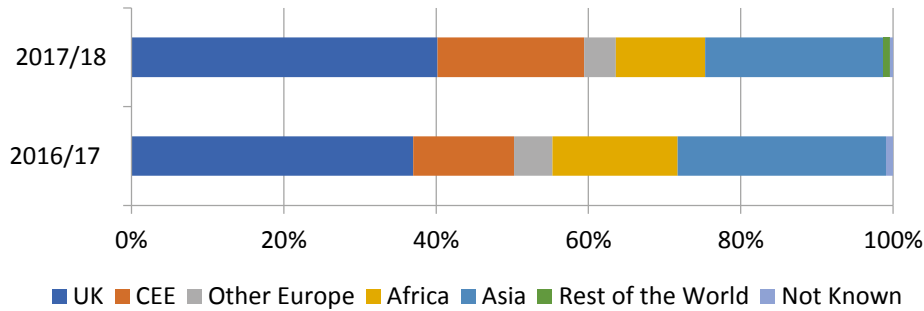
Of the 239 seen bedded down in Redbridge, 148 were identified as “flow” being new to the streets; 66 were identified as “stock”, essentially regularly living on the streets; whilst a further 25 had returned to the streets.

33 were seen bedded down five or more times during the course of the year, whilst 145 were seen just one night.

In terms of nationality, the highest proportion are UK nationals, whilst a significant number prevail from Asia (presumed Indian sub continent). The number of Eastern European nationals have increased in the past year.

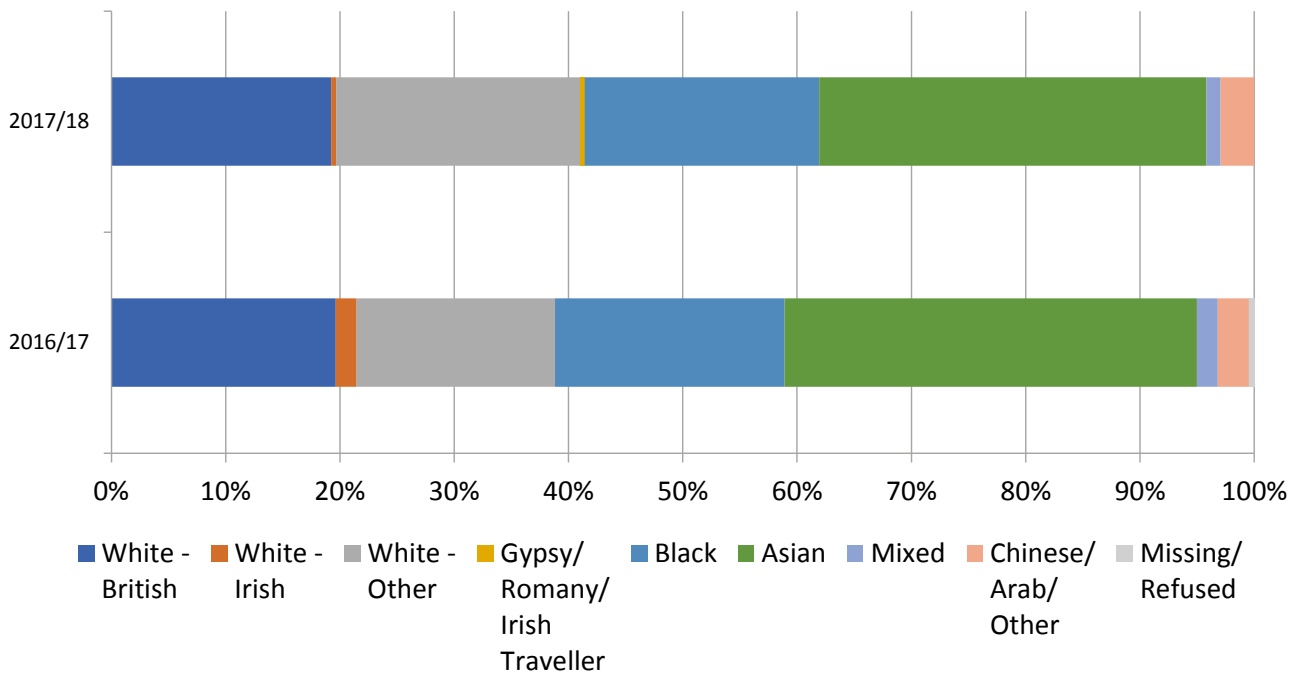


Nationality of Rough Sleepers in Redbridge



In terms of ethnicity, the largest group seen rough sleeping are those of Asian heritage which would overlap with nationality, and also include UK nationals.

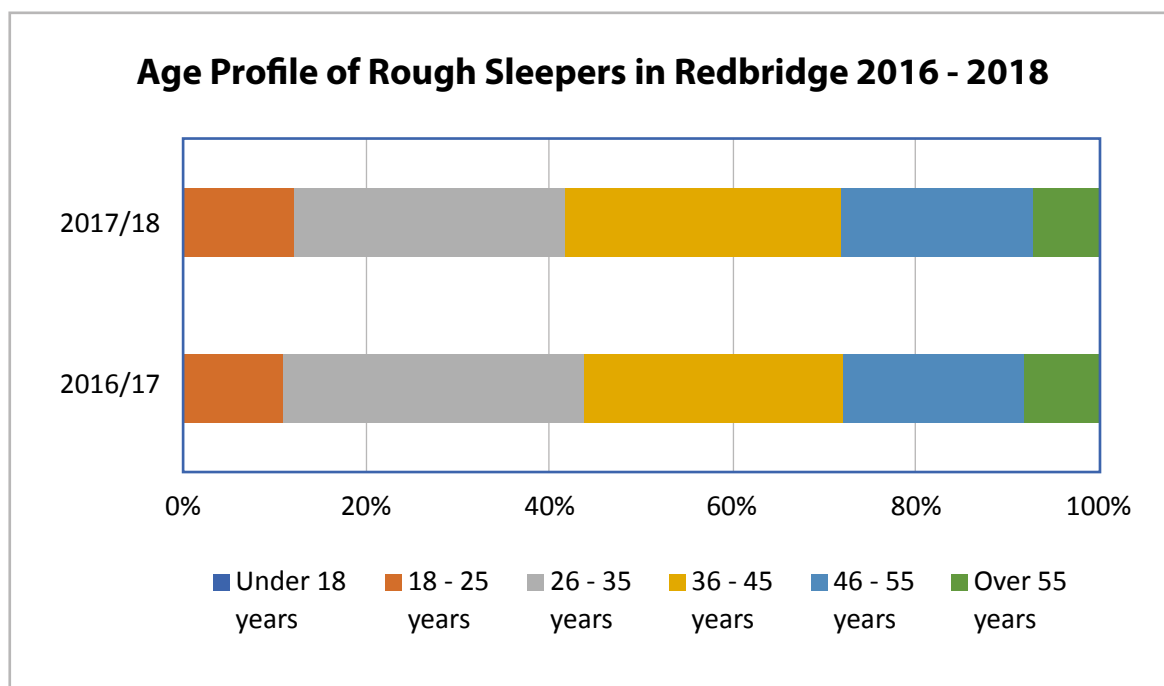
Ethnicity Profile of Rough Sleepers in Redbridge



82% of rough sleepers in 2017/18 were identified as male, whilst there has been an increase in the proportion of female rough sleepers on the previous year.

In terms of the age profile, 81% of rough sleepers seen in Redbridge in 2017/18 were aged between 26 and 55 as seen from the chart below. There were no rough sleepers recorded under the age of 18. However, from anecdotal evidence a number of agencies have expressed concern that some children have been rough sleeping as part of a family although no official data has been able to record that.

Age Profile of Rough Sleepers in Redbridge 2016 - 2018



People living on the streets are known to have a range of problems associated with rough sleeping and outreach services can only record those needs whilst referring to relevant services. Of the 216 rough sleepers who were assessed last year, 77 were assessed as having alcohol problems, 59 with drugs and substance misuse issues and 89 with mental health concerns. Within those numbers, individuals could well have had more than one support need.

An important dataset contained in the CHAIN data, shows that 60 of the rough sleepers in Redbridge have spent time in prison. They may have just come straight out of prison, or had served time recently, whilst a further 12 had been in the armed forces, and seven had been in care. This is something Redbridge will need to discuss with the relevant probation services which themselves have undergone and due to undergo a further restructuring.

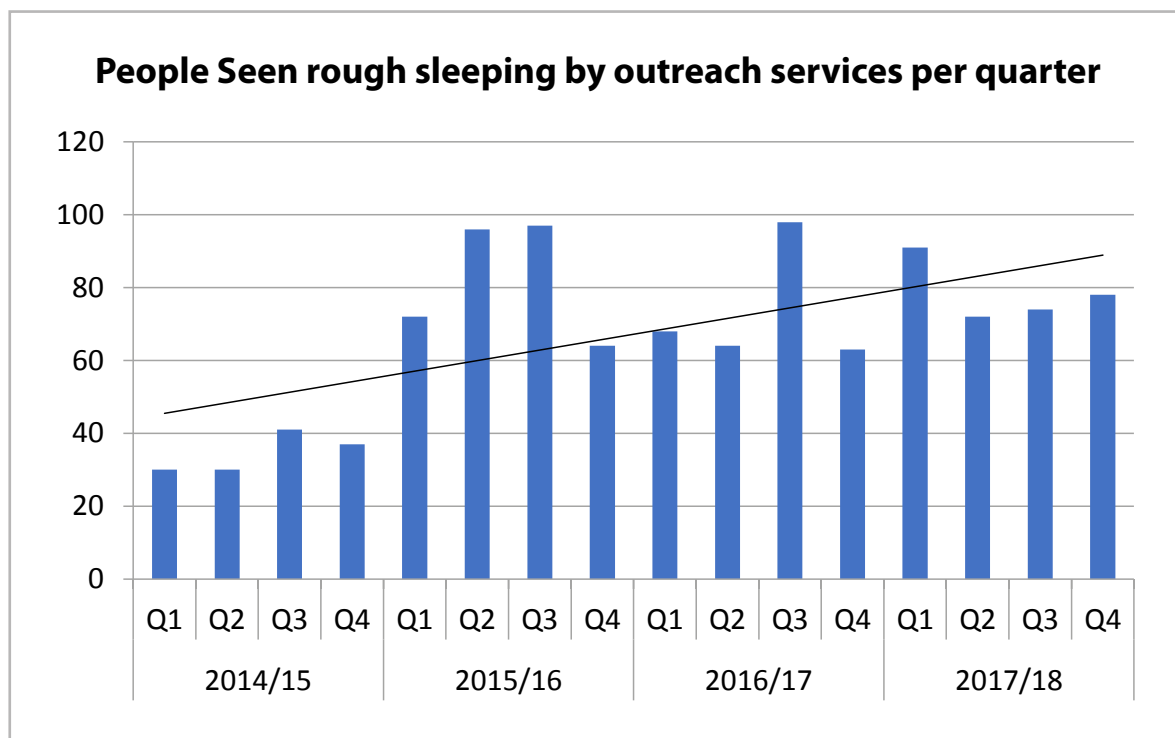
The annual data above provides an overview of the characteristics of the rough sleepers, whilst the quarterly data provides an ongoing picture of typical averages. The below graph who's the trend has increased in recent years.



Additional information from SHP shows:

Approximately 66% of known rough sleepers in Redbridge are from migrant groups, predominantly from India and Eastern Europe. The majority of these groups are No recourse to public funds (NRPF), either due to being illegal entrants, over stayers or EU migrants with no prospect of employment. Being unable to claim public funds or find employment makes the majority of this group ineligible for traditional accommodation options such as hostels or private rented sector.

The remaining 33% of known rough sleepers are predominantly UK nationals. Despite being eligible for public assistance, most of this group are entrenched rough sleepers due to non engagement, substance dependency, mental ill health or a combination of complex needs.



Annual Rough Sleeper Count

In addition, most London council's partake in annual count or provide an estimate of the number of homeless persons known to be sleeping out on a "typical night" between 1st October to 30th November each year. These are collated by central Government and published the following February of each year.

These counts will not pick up the hidden homeless, and it often undertaken the same night as other Borough to avoid double counting of people who cross between Boroughs.

The annual Redbridge count in November 2018 showed a reduction to 26 from the previous year's high of 65 which was one of the highest in London. However, the Council is not complacent as at the time of the count a winter night shelter was open, with its 28 beds fully occupied.

YEAR	2013	2014	2015	2016	2017	2018
REDBRIDGE	17	19	43	60	65	26
% change from previous year	21	12	126	40	8	-60
LONDON	543	742	940	964	1,137	1283
% change from previous year	-3	37	27	3	18	13



HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2018-23

