Homelessness is an increasing and more acute form of the housing crisis, with significant financial and health impacts for households impacted by it. Since the last Strategy, it has become an increasingly visible problem in Redbridge, with a continuing high level of households in temporary accommodation, and amongst the highest number of rough sleepers in London.

The Strategy sets out the broad strategic vision, and overarching priorities that inform the approach to tackling homelessness in Redbridge.

This Strategy sets out the background of the extent of homelessness (evidence base) in the Borough, what are the key issues the range of partners working together to eliminate or reduce homelessness, and draft priorities for action.

We are developing the Strategy based on the evidence we have, and through informal consultation with key partners – internal and external to the authority to inform the Strategy – set out what we will do next.

**What is a Homelessness Strategy?**

Under the Homelessness Act 2002, the Council must have in place a homelessness strategy based on a review of all forms of homelessness in their district.

This draft strategy must set out the Council’s plans for the prevention of homelessness and for securing that sufficient accommodation and support are or will be available for people who become homeless or who are at risk of becoming so.

Since publication of the last Strategy, there have been many changes in the economic, legal and political climate.

2016 saw the election of a new Mayor of London. Housing was the number one priority issue during the election.

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 Homelessness Reduction Act was implemented in April 2018. The Act 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’. This is a significant change in both the law and the process Redbridge Council work to. Earlier changes implemented via the Housing & Planning Act 2016 have largely been suspended by the current Government in a reversal of housing policy approach.

Welfare reform was being implemented at the time of the last Strategy, and the impact for many has been dramatic. Universal credit is still being rolled out. However, the impact of earlier changes in the
benefits system, combined with changes in the Localism Act 2011 continue to have a profound impact for the Council’s abilities to prevent homelessness and alleviate the issues. This is set against a backdrop of continued high prices in the housing market – both for ownership and rent, whilst the overall number of affordable homes being built have reduced.

In 2017, the Council agreed a new Housing strategy and this draft Homelessness Strategy conform with that. That Strategy contained four key themes:

1. Increasing Housing Supply
2. Meeting Housing Need
3. Working with Landlords to improve the Private Rented Sector
4. Actions Being an Excellent Landlord

AIMS AND PRIORITIES

Our aim for the Homelessness Strategy is to work in 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. This is allied to the Council’s priority to end street homelessness.

STRATEGY AIM/VISION –

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

The Council has identified key priorities for focus in the Homelessness Strategy. An Action Plan will be completed following consultation to accompany this Strategy, prior to implementation.

1. Ending rough sleeping in Redbridge
2. Strengthen our early intervention and prevention services
3. Build more affordable homes
4. Support our most vulnerable residents
Defining Homelessness

Crisis defines Homelessness as follows:

“Homelessness is about more than rooflessness. A home is not just a physical space; it also has a legal and social dimension. A home provides roots, identity, a sense of belonging and a place of emotional wellbeing. Homelessness is about the loss of all of these. It is an isolating and destructive experience and homeless people are some of the most vulnerable and socially excluded in our society”.

However, not all households will be found to be statutorily homeless.

Statutory Homelessness

If an individual or household is accepted by the local authority as meeting the criteria set out in the Housing Act 1996, they will be considered to be statutorily homeless. Statutory homelessness may apply to people who have no access to housing of any type, or who have access to housing which is unsuitable for their needs. If the applicant is also considered to be in priority need, the local authority has a duty to provide them with accommodation. If they are not in priority need, the local authority. Households who are subject to immigration controls are not eligible within this legislation and will not be considered statutorily

Understanding the wider context of homelessness

In Redbridge we know the scale of homelessness is far greater than those identified in the official P1E statistics collated by central Government. During the course of this strategy, many partners have set out the impact of street homelessness, the problems faced by people with mental health problems; households found intentionally homeless with children; young people found to be sofa surfing, and the many with no recourse to public funds – an issue that has come to much prominence nationally during the summer of 2018.
Homelessness is in a more challenging state than it has been for over a decade and has shot to prominence on the regional and national political agenda. 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.

Since 2009/10 annual homelessness acceptances have increased by 19,000 across England and now stand at 59,000, some 48% above the 2009/10 low point. Most of the recently recorded increase in statutory homelessness is due to the sharp rise in numbers made homeless from the private rented sector – an increase from less than 5000 to over 18000 in this period. As a proportion of all statutory homelessness acceptances, homelessness from the private rented sector rose from 11% to 31% from 2009/10 to 2016/17. 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.

Since bottoming out in 2010/11, homelessness placements in temporary accommodation have risen at twice the rate of homelessness acceptances. The overall national total has risen by 61% on the total six years earlier and a continuation of this trend would see placements topping 100,000 by 2020.

The national and London trends have been reflected at local level in Redbridge as the data will show.

There have been significant changes in the housing policy landscape since 2010, with the introduction of the Localism Act 2011, welfare reform which is still continuing, and a lengthy period of austerity which continues to impact on local government and other public services and their ability to provide services to those in need as well as meeting new challenges.

Since the 2015 General election, there have been two significant pieces of housing legislation. The changes intended by the Housing & Planning Act 2016 have largely been put on hold and suspended, as the Government is making time in Parliament to implement the referendum decision to withdraw from the European Union. However, the Homelessness Reduction Act did become law in 2017, and has been implemented since April 2018. This presents major challenges for the council as we highlight below.

A Social Housing Green Paper was published in August 2018 alongside the Government’s Rough Sleeper Strategy.

**Challenges since 2010**

**Localism Act 2011**

The Localism Act 2011 introduced important changes affecting social housing and homelessness, enabling councils to permanently discharge their homelessness duty by making use of suitable accommodation in the private rented sector. The Act also changed the statutory succession rights of new tenants, restricting the right to the partner of the deceased tenant.
Housing & Planning Act 2016
This was the most significant change since the Localism Act to affect social housing. The implications of the changes have been set out in the Council’s Housing Strategy. However the launch of the social housing green paper has meant some of the provisions around councils selling off high value council homes and the end of lifetime tenancies have been shelved.

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 housing and homelessness include:

- Local Housing Allowance (LHA) reductions including total LHA caps and the limiting of LHA to the 30th percentile of market rents. 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.

- Removal of the “Spare Room Subsidy” (known as the ‘Bedroom Tax’) reducing housing benefit entitlement to social housing tenants considered to be under occupying their homes. This provision has not been removed in recent housing papers.

- Transfer of responsibility for Social Fund payments to local authorities and to Council budgets.

- Disability Benefit changes and the replacement of Council Tax Benefit with local Council Tax support, reducing benefit income to a wide range of working age adults.

- Universal Credit will provide a single stream-lined benefit paid to residents directly rather than to their landlords.

- Single Person Households under-35 may also have the amount of benefit capped to the LHA rate for the shared room rate. This restriction is currently affects private sector tenants only as the Government dropped plans to extend LHA to the social housing sector.

Supported Housing Reform and Funding Plans
Supported housing covers a range of different housing types, including group homes, hostels, refuges, supported living complexes and sheltered housing. Rent levels in supported housing tend to be higher than those charged for similar accommodation in the private sector.

There have been various proposals to reform the financing of supported housing since 2010. This has included proposals to reduce the rents in social housing by 1% annually but exemptions have been provided for supported housing providers following opposition.
In October 2017, the government dropped plans to apply local housing allowance to supported housing and launched a new fresh consultation on delivering new funding arrangements from April 2020. In August the Government said that, having listened to views from providers, stakeholders and councils, a decision had been made to keep Housing Benefit in place to fund supported housing rather than devolve it to local authorities.

**Homelessness Reduction Act 2017**

The Homeless 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. The funding allocated to London councils to help with implementation was low given this is where the pressures are. Some of the key provisions are set out in the Appendix to this Strategy.

**Rough Sleeping**

Rough sleeping is the most visible form of homelessness and the most damaging. It causes significant harm to individual physical and mental health, general wellbeing and 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), and deaths have also been reported on the streets in Redbridge.

The statistics collected by the CHAIN system show rough sleeping in London has more than doubled since 2010, with the overall figure having reduced slightly since 2015. This decrease is mostly due to a sharp reduction in rough sleepers from Central and East European and other non-UK origin. However, rough sleeping among UK nationals has continued to increase very slightly in this period. The figures for Redbridge show an increase in rough sleeping.

In August 2018, the Government published its long-term Rough Sleeping Strategy that will set out a plan to halve rough sleeping by 2022 and eliminate it entirely by 2027 by ensuring those sleeping rough have appropriate routes away from the streets – and prevent them from sleeping rough in the first place. The paper is built on three principles: prevent, intervene and recover.


There are a number of expectations for the Council set out in the Rough Sleeping Strategy. The Rough Sleeping Strategy commits MHCLG to working with the Local Government Association (LGA) and local authorities so that by winter 2019:

- all local authorities update their strategies and rebadge them as homelessness and rough sleeping strategies;
- strategies are made available online and submitted to MHCLG.
- local authorities report progress in delivering these strategies and publish annual action plans.
The Mayor of London published his Housing Strategy in June 2018 that set out the vision for tackling the housing crisis in London. This is still subject to formal adoption by the GLA and Government.


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

To support the final priority, the Mayor has set out more detail policies.

1) Preventing homelessness in all its forms should be a key priority, and those who become homeless should be supported into sustainable accommodation (policy 7.1).

2) Rough sleepers should be supported off the streets as quickly and sustainably as possible. The Mayor’s central aim will be to ensure there is a route off the streets for every single rough sleeper in London (policy 7.2)

The Mayor’s aim, set out in his London Housing Strategy, is to ensure ‘a route off the streets for everyone who sleeps rough in London’

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

1. PREVENTING ROUGH SLEEPING - is better than dealing with the impact of rough sleeping and the challenge of securing accommodation once it occurs.

2. AN IMMEDIATE ROUTE OFF THE STREETS - rapid interventions combined with assertive outreach are highly successful at helping people to exit rough sleeping quickly and sustainably. This not only greatly benefits the people using these services, but also reduces the costs to the public purse arising from entrenched rough sleeping

3. SUSTAINABLE ACCOMMODATION AND SOLUTIONS
   Ensuring a realistic and achievable pathway away from the streets is essential. Any offer must include sustainable accommodation, with support wherever it is needed, and - where their prospects would be far better and safer if they did so - assistance to those rough sleepers from outside London to return to their home area and receive the services they need.

4. THE SUPPORT PEOPLE NEED TO REBUILD THEIR LIVES
To ensure a truly long-lasting solution there needs to be adequate access to appropriate support at the right time to enable people to move on with their lives.

Details can be found here: https://www.london.gov.uk/what-we-do/housing-and-land/homelessness/rough-sleeping-plan-action

The Rough Sleeper Action Plan acknowledges the following:

The very large increase in rough sleeping since 2008 means that boroughs with previously very low levels now have significant numbers of people sleeping rough on their streets. Increases are particularly concentrated in outer London, which as a result now also have higher proportions of London’s rough sleepers than they did in the past (see Figure 2 above). 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.

The Plan also sets out that the Mayor will no longer use the Government street count arranged in November as a benchmark for measuring the success or otherwise of the numbers sleeping rough on the streets. It is anticipated that there may be a short term increase due to the measures being implemented through the plan.

No First Night Out (NFNO) involves the early identification of people who are at imminent risk of rough sleeping and specialists embedded within the service to rapidly assess and provide solutions to their homelessness.

A third of the 30 per cent of new rough sleepers who attended the No Second Night Out (NSNO) hubs in 2016/17 had approached a local authority Housing Options service for support in the
previous 12 months. New rough sleepers with mental health issues appear to be more likely than other new rough sleepers to have previously sought help from a local authority. In 2016/17, 62 per cent of people who had sought assistance from Housing Options prior to rough sleeping had a mental health support need, compared with 51 per cent of the people who had not.

**Hidden Homelessness**
The London Assembly published a report into hidden homelessness in Sept 2017. There is no definition of hidden homeless, but they published a working one:

- either have no right to live in a fixed place (through tenancy or ownership), or cannot stay in a fixed place where they might have a right (due, for example, to fear of abuse or violence)
- are not receiving formal homelessness support from a local authority or specialist support service
- have not made a formal homelessness application since they have become homeless
- are not living with a parent or guardian
- do not have the resources or financial means to avoid their current situation

Hidden Homelessness 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
**East London Housing Partnership**

The East London Housing Partnership is an alliance between the eight East London local authorities and East London registered social landlords 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.


**Current Projects:**

1. New Leaf delivers upstream (pre-notice) homelessness prevention for clients at risk of losing their tenancy in the private rented sector (PRS). The project provides early interventions to priority and non-priority households to avoid losing the tenancy, for example when a crisis occurs for the household that poses a risk to the tenancy.

2. New Routes (NLNR) and works with couples and single people with low support needs who do not fall under the local authority duty to provide accommodation, providing assistance to procure accommodation in the private rented sector, with a focus on preventing rough sleeping. New Routes provides shared accommodation or a deposit up to a maximum of £1800 to assist in securing accommodation. Emerging data has shown to date: 23% of people referred are rough sleeping at the point of referral; 22% have a mental health issue and 8% have a history of substance use. A high proportion are in work of some kind.

3. East London Womens Project (ELWP) provides shared, supported accommodation for female survivors of domestic abuse or other forms of gender-based violence, who have multiple disadvantage. Women are accommodated under license and assisted with gender specific support and interventions. Women who do not meet the local authority duty to provide accommodation are assisted to access the private rented sector with a rent deposit and resettlement. Emerging data has shown to date: All of the women referred have experienced violence. 39% of women referred have substance use issues; 24% have mental health issue; 15% have no recourse to public funds. A number of women in the project report having engaged in transactional sex in order to get roof over their head for a night. Several women have a diagnosed physical health issue.
More on the overall policy context can be found in the 2017 Housing Strategy. A number of issues relating to homelessness were raised during the consultation for that Strategy including:

- A continuing pressure in terms 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, dominated by those in housing need as a result of homelessness and those living in overcrowded conditions
- Difficulty securing temporary accommodation locally and at affordable levels, placing pressure on families and on the Council’s budgets
- Increases in rough sleeping around Ilford Town Centre, including significant numbers of those with no recourse to public funds or European nationals who are not exercising treaty rights
- Concerns that new burdens from the new Homelessness Reduction Act will not be adequately funded by central government placing further pressure on hard pressed Council resources and available affordable housing supply in the social and private sector

Four central themes were identified in the housing strategy:

1. Increasing housing supply
2. Meeting housing need
3. Working with landlords to improve private sector standards
4. Being an excellent landlord

This Homelessness Strategy will be in conformity with the Housing Strategy, reflecting the aims and objectives for it.

**Housing Allocations Scheme**

A new scheme was agreed in March 2018. The main change was a new policy based on ‘housing needs bands’ rather than categories of reasonable, multiple and additional preference.

Other differences include:

- priority new approach to assessing critical medical or welfare needs
- A revised approach to overcrowding
- New panels for prioritising vulnerable households, for example moving on from supported housing or care leavers
- Changes to the rules relating to ‘local connection’. A local connection is when you work or have relatives in Redbridge.
- Changes to the eligibility for size and type of accommodation
- Limits on numbers of offers for certain group
- Includes a reduced priority bottom band for applicants who have a housing need but don’t meet the residence qualification criteria (who previously did not qualify)
- Council tenants who want to transfer but with no housing need no longer qualify
Tenancy Strategy
A new Strategy was agreed in March 2018 in response to the likely implementation of the Housing & Planning Act changes relating to fixed term tenancies. Consultation in Redbridge recommended the new policy was not implemented until the Housing & Planning Act provisions were enacted. However, following publication of the social housing green paper “A new deal for Social Housing” in August 2018, this will not be implemented as the Government has recognised the value of lifetime tenancies within communities.

The Housing Register
At the start of April 2018, there were just over 5,500 households on the housing register looking for affordable housing to rent. This is a reduction over recent years but follows from previous policy changes to qualification rules and a refresh of the register following the allocations policy review which included contacting everyone on the register and removing those households who had not previously notified the council of changes of circumstances which affected their eligibility. The largest need groups on the register are overcrowded households and those who are homeless but there are also significant other groups including medical and welfare needs, under occupying social housing tenants, care leavers, sheltered housing need and council tenants needing to transfer.

All households face significant periods of wait, often in excess of 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. The council and its partners are working intensively to secure the development of more permanent homes for rent but that will not fully meet overall demand on its own.

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.

This was refreshed by the Council’s cabinet in June 2018. Rough sleeping is not illegal and the council does not aim to criminalise individuals for sleeping on the street.

In the Appendix attached to this strategy we set out the some of the key projects and partners. To highlight some key ones here:

Winter Night Shelter
The shelter started seven winters ago (2018 will be eight year) and operates from Dec to March. It provides 28 beds a night in one location only. This ensures practical elements (facilities and insurance) are resolved.
The organisers report a change in the background of clients – more with no recourse to public funds – reflecting the trends seen in CHAIN data. The concern is that the same people are seen on regular basis. This has led to the concept of the Project Malachi.

**Rough Sleeper Initiative**

Redbridge has been allocated just under £0.5M in 2018 (with another £0.5M due in 2019/20) through the Government’s Rough Sleeper Initiative launched in 2018. We are allocating that funding to help achieve a reduction in rough sleeping. SHP will use

SHP will use the funding to recruit additional outreach workers; expand the housing first pilot and identify suitable housing pathways

Ramfel have used the funding to recruit an immigration advisor; whilst the Welcome Centre have recruited an EU reconnections worker with Barka.

The Salvation Army will open up the winter shelter earlier (at the end of October), and keep it open until Project Malachi opens).

**Redbridge Together**

This is a crowd funding initiatives by local business and the voluntary sector to provided much needed funds to support rough sleepers with no recourse to public funds . The initial aim is to fundraise £50,000 to support rough sleepers, although the main target is to raise £500,000. The money raised will be donated to The Salvation Army and The Welcome Centre to support a long-term solution to help people off the streets and the short-term needs people face today.

**Project Malachi**

This is a significant project being developed in partnership between the Council and the Salvation Army that will make a difference to the rough sleeping evidenced in Redbridge. It is a innovative solution that will make a difference to the outcomes for individuals.

The idea emerged from the winter shelter at Clements Road and the recycling project on site and volunteer’s frustrations about seeing the same people return each year because their recourse issues could not be resolved.

Council land close to the to the Cineworld complex in Ilford has been offered to the Salvation Army on a peppercorn rent for five years. Planning permission has been granted in April. It will seek to build 42 containers for single use. 10 will be for NRPF clients, the rest to the council who will rent for £28 per night. This will save on Bed and breakfast costs. It will need just £1.9M funding and that target is still to be reached.

It will be a partnership project, and RAMFEL will be engaged to work with NRPF clients.

The funding from Redbridge Together will be used to support eight containers for the clients with no access to public funds.
In the Appendix attached to this draft Strategy, we have set out more fully three key sections that provide greater context to the priorities that follow:

1. Evidence Base - some headlines set out below
2. Partnership and projects
3. Vulnerable Groups and Households

**Key Headline Data**

**Housing Market**
- Housing Tenure - 63% owned; 10% local authority / housing association; 28% private rented. More recent data suggests the number of homes rented privately could be nearer to 49%.
- Housing Affordability – there has been 53% increase in the average house price over the last 10 years. The current mean average prices for all property types in Redbridge in March 2018 was £422,551
- Private Sector median rents, are 7th lowest in London and below the outer London average, though average rents have increased by 21% over the past five years

**Statutory Homelessness**
- Increase in homeless acceptance rates in 2017/18 to 50% (43% previous year). The total number was 497 households 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 single parents
- 42% of accepted households were homeless because they were evicted from an assured shorthold tenancy
- There has been an increase in homelessness as a result of leaving an institution (10%)

**Temporary Accommodation** – At the end of March 2018, there were 2270 households residing temporary accommodation, including 46% outside the Borough boundaries. 86% of households in temporary accommodation were housed in private rented homes -either leased though the council or housing associations, or provided independently;

Homelessness Prevention and relief – 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

**Rough Sleeping** - 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. 65 rough sleepers identified in last count - 11th highest in England.
Use of Temporary Accommodation

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

Despite having one of the lowest homelessness acceptance rates in London, temporary accommodation use has continued to rise in Redbridge, by 89 in 2015/16 and by 156 in 2016/17 but in 2017/18 it reduced by 38, partly as a result of the 193 households who were found accommodation in the private rented sector to discharge the homelessness duty.

The use of accommodation outside the borough rose by 1% with 1,055 households (46%) located outside of the borough boundaries at 30.06.18. Most of these households are located in boroughs close to Redbridge, with a relatively small group situated further away, but this remains challenging, especially in light of the benefit cap and issues of affordability.

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 in a position to be able to afford to pay the costs themselves, many reliant upon benefit.

Over recent years, the supply of private rented accommodation for these purposes has decreased as landlords were receiving less through the benefits system, and able to secure more on the open private rented market, and due to competing demands of other Boroughs offering incentives. The Council finds it difficult to secure enough supply and households find rent levels too high and increasingly they can no longer afford accommodation if they need LHA to help pay their rent. The link between market rents and LHA was broken in April 2012 and LHA rents will be frozen until April 2020. Whilst the Council, and therefore council tax payers, can and do cover the difference between Government subsidy and the cost of leasing private rented accommodation, the ability to do so is limited.

In 2017/18, the borough had some success in securing good quality supply (though not all in Redbridge) which also had a positive impact on numbers in temporary accommodation and the cost of that accommodation

In February 2018 the number of families with dependent women children and pregnant women in bed & breakfast more than 6 weeks was reduced to zero. This has been sustained, alongside an overall reduction in the use of bed & breakfast accommodation of more than 200 households.

The service was also successful in securing nearly 200 homes in the private rented sector to discharge the homeless duty (PRSO’s) alongside 130 to prevent homelessness. Schemes were secured in Redbridge, Harlow, Uxbridge and Basildon through the council’s leasing schemes which represented good quality and good value.
Our procurement policy outlines the approach to securing adequate levels of supply and the different approaches to doing that which fall into three main strands.

1. Emergency accommodation – bed and breakfast and existing hostel supply
2. Existing solutions for nightly let and leased accommodation through the Council’s dynamic purchasing system provided by “adam” and the WREN cross-borough arrangements (Waltham Forest, Redbridge, Enfield and Newham).
3. New supply initiatives to enhance existing sources of provision including creation of new hostel supply, the purchase programme, longer term leasing options and provision of modular supply on meanwhile sites.

However, there are a number of combining supply and demand factors which mean that the council is unable to secure sufficient supply of local accommodation and self-contained to meet the demands on its services. These include:

- increased demands for homelessness services
- 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, resulting fewer properties being affordable resulting
- the second smallest social housing stock in London and fewer social housing lets being made

Other initiatives to increase TA provision have included:

- Leased 210 family-sized homes from a private provider on former Ministry of Defence land in Canterbury on a 30-year lease giving homeless households the opportunity to move out of Redbridge to a good quality self-contained house with a garden.
- Leased 76 self-contained flats, including studios, 1 and 2-bedroom flats, within a town centre conversion at Ley Street for three years enabling homeless households to move from expensive B&B or nightly lets, many of which were outside the borough, to more affordable directly managed temporary accommodation
- Leased 72 self-contained studio flats on the site of the former Redbridge Foyer from East Thames Group for two years making meantime use of a site that has been identified for a comprehensive regeneration scheme within Ilford Housing Zone.
- Appointed and retained a private sector local agent to search for suitable sites on the open market

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 extent of the supply deficit means that opportunities outside the borough that deliver value for money will continue to be explored. Initiatives that will continue to be used include

- Converting existing council-owned buildings to residential use
- Purchasing property on the open market single dwellings, existing hostels/hotels, buildings with potential for conversion and sites for development
• Using modular building solutions to provide temporary accommodation on council-owned sites as a meantime use
• Continuing to lease accommodation through a joint procurement partnership with Waltham Forest, Enfield and Newham (WREN)

The Council has already agreed to supplement supply, largely through the following methods

• Acquiring properties through an allocation of capital resources. This includes individual street properties, blocks and small estates, hotels and hostel opportunities
• Identifying buildings in the Council’s own stock which would suit conversion either into hostels or self-contained units
• Making use of “meanwhile” plots on development sites and deploying modular housing as temporary accommodation
• Pursuing longer term lease options made available by owners and developers

Housing Affordability
As data shows, 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 prevention and relief of homelessness requires the availability of different housing options as more people seek help from the council. The Mayor of London is opening up new options including London Living rent as well as other intermediate options. These will not come on stream early enough to make a difference, and the challenge here is too ensure good quality advice about income maximisation and benefits as well as housing. That includes working with homeless households to help them find employment where it helps the overall situation.

Housing Supply

Redbridge is committed to delivering new housing for its residents, including affordable housing. Government cuts in the housing programme have seen a massive reduction in the building of new homes leading the crisis we have today across the country. The Mayor of London made Housing his top priority when elected in 2016.

The current 2016 London Plan set a minimum housing target for Redbridge of 1,123 dwellings per annum. Redbridge Council also wants to increase the amount of affordable housing. The current administration intends to deliver 1000 new affordable homes over next five years.

Due to historic decisions, the level of social housing in Redbridge remain low.

Rough Sleeping
The increase in rough sleeping is detailed in the numbers shown later. It has become the most visible sign of homelessness in the Borough, and is particularity high in the Ilford town centre area. The Housing Strategy has highlighted this and of concern is that many of those on the streets have no recourse to public funds or are EU national not exercising treaty rights.

The Council has received additional funding from Government (Rough Sleeper Initiative) as one of the areas with high levels of rough sleeping. There has been a shift from central London to outer London boroughs not witnessed for many years (outlined earlier)

The council also has to consider its options in how it balances the needs of those without any accommodation, and how we ensure they remains safe, whilst ensuring there is little anti-social behaviour that relates to the general street population.

Generally rough sleepers are single individuals who often face barriers to obtaining housing support due to being considered not in priority need or being subject to immigration controls affecting their rights to housing. This means they are not generally owed a statutory housing duty by local authorities and cannot access temporary accommodation. Many have issues with mental and physical health, substance misuse, and face a lack of move on accommodation from emergency hostels and night shelters where there are able to access them. (Often referred to as complex needs).

Studies have shown the average life expectancy for a rough sleeper is 47 years. We also know that rough sleeping negatively impacts on the local community in various ways.

It is important to highlight the difference between those who are sleeping rough, those who are homeless (and at risk of sleeping rough) but not on the streets, and those who residents view as street homeless but who are actually securely housed.

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 mean 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 had not been found in priority need of homelessness assistance. They are often not identified as being at risk of becoming street homeless until it’s too late.

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 be securely housed but facing other problems.

The Government in August released its long awaited Rough Sleeper Strategy with its emphasis upon Prevention, intervention and recovery. We will explore the opportunities in that Strategy we progress through the lifetime of this Strategy

**Private Rented Sector**
The evidence has identified that this sector has changed significantly during the last decade with the speed of change increasing. In particular the private rental sector has grown and is the only tenure available to people who want to live in Redbridge.

The increase in the PRS, alongside high inward migration, has resulted in issue such as crime and anti-social behaviour being found in areas where this tenure is concentrated. This may relate to transient communities who do not have any stake in their local environment but is also associated with poorly managed housing which fails to address issues arising in the stock and local area. 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 and often dangerous housing.

Property Licensing has been introduced to tackle these issues and to deal with the criminal landlords operating in the borough. Contributing to the number of properties available to Redbridge to house their homeless applicants is a priority for the empty homes work. A new Private Sector Housing Strategy is being presented to Cabinet in January 2019.

Our evidence also shows that some homes in the private sector are not 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 that often landlords do not want their property altered usually because of the repayment clause.
CONSULTATION

During the development of this draft strategy, we took the opportunity to consult informally with our internal and external partners. Formal consultation will involve the public, service users, members and partners.

The main approach to consultation took the form of a consultation survey and individual meetings. Internal staff have been consulted upon at various points to gather their input into the process.

The Strategy draft and priorities had been developed by building upon knowledge and experiences of the current issues and service needs and the draft priorities reflected this knowledge.

We therefore focused on the seeking views on:
- The priorities for the strategy
- What service gaps there were
- What actions would help to address the draft strategic priorities?

The feedback received through the consultation process has been used to inform the final Strategy, and suggestions will be worked into the development of an action plan to support our priorities for action.

It is important to acknowledge the contributions made by organisations and individual who are passionate, and vocal about the problems faced by homeless persons in Redbridge.

We identified early some working priorities during the consultation process:

1) Reducing Rough sleeping
2) Focus on prevention and early intervention focus
3) Review of our accommodation options/supply for prevention and discharge of homelessness duty
4) Reducing evictions in the Private rented sector – reversing the trend as the single biggest reason for homelessness
5) Greater focus on vulnerable groups and the links between homelessness and health
6) Greater focus on supporting vulnerable households at risk of homelessness

The feedback we received from partners suggested these priorities reflected their concerns. In terms of issues raised, a number of recurring themes were identified:

1. Prevention and Tenancy sustainment – the ability to maintain tenancies from those starting new, or due to changes in the benefit system
2. Improved pathways for care leavers as some were unable to secure sustainable accommodation
3. Better support and provision for people with mental health
4. Tackling the problems faced by people with No Recourse to Public Funds
5. Better joined up procurement between departments and providers for housing supply
6. Tackling problems in the private rented sector that lead to short term insecure and poorly managed dwellings
7. Better housing provisions for victims of violence and vulnerable persons
8. More awareness of immigration issues that may impact on the housing situation
9. Better links between housing and health
10. Leadership and strategic approach to tackling rough sleeping
11. Improved partnership working especially with community groups
12. More housing that enable people to move on from accommodation
As stated at the beginning, our aim is for:

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

The Council has identified key priorities for focus in the homelessness strategy. An Action Plan will be completed following consultation to accompany this Strategy prior to implementation.

Priorities:

1. Ending rough sleeping in Redbridge
2. Strengthen our early intervention and prevention services
3. Build more affordable homes
4. Support our most vulnerable residents

Different households require different solutions (whether individual or families) with different needs and support requirements. In developing the action plan over the next three months we will seek to work with our partners to identify how available resources and services could be used to meet our objectives. This will be ongoing throughout the lifetime of this Strategy.

The evidence outlined earlier details the current situation around housing and homelessness in Redbridge. The council is constrained by resources and legal limitations in what it can achieve alone but we will seek to maximise our efforts jointly to prevent and reduce homelessness. The work with partners is crucial to achieving our aims. It is essential we maintain and develop fruitful partnerships and honest dialogue with many partners.

The Council have a commitment to work with the Institute of Global Homelessness (IGH) to take steps to end homelessness. We will be liaising with counterparts in Greater Manchester which is one of IGH’s five vanguard cities across the world on ideas that could be used in Redbridge.

Potential actions to meeting our aims and priorities will be developed through the next stage of consultation, and will be discussed through partnership forums.
PRIORITY: ENDING ROUGH SLEEPING IN REDBRIDGE

It is a political priority for Redbridge Council to reduce the levels and incidences of rough sleeping with a commitment to achieve zero rough sleeping. We want to ensure those currently sleeping rough have access to support and advice to get them off the streets safely and into sustainable accommodation.

 Whilst we welcome the Government’s target to end rough sleeping by 2027, we don’t feel this is early enough and our target will be to reduce the number of people with no choice but to sleep on the streets if we are able to access the resources and achieve the necessary changes required at national level.

 Going forward the Council will build on the partnerships and relationships already in place with the voluntary sector to mitigate this. We have already developed good partnerships locally and established Redbridge Together with key local business and voluntary sector organisations in Ilford. (See earlier section).

 We will consider the details of the Government’s Rough Sleeper Action Plan more closely for opportunities to access funding, and resolve issues impacting certain groups such as ex-offenders.

 We welcome the focus and promise to review LGBT+ homelessness issues as part of the early refresh and we will work with LGBT+ organisations to help us develop our service offer to those in need of support.

 We welcome the high-profile focus for the mayor’s office on rough sleeping. The council will seek to 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.

 We have been allocated funding from the Government’s Rough Sleeper Initiative for two years in recognition of the high levels of rough sleepers we have in the Borough. As outlined earlier, that funding is being shared with partners to initiate or expand several projects and we will evaluate those projects in line with our objective.

 We have published a Rough Sleeper Protocol which has been updated and will continue to be refreshed to ensure we handle situation where enforcement against rough sleepers is necessary to reduce levels of anti-social behaviour that impact on the local community.

 We value the work of community groups and volunteers that have set up, particularly in Ilford and stretching from Stratford, that seek to provide warm food and clothing for people sleeping rough and vulnerable people at risk of homelessness. We will seek to obtain their views and ideas on how their work can be utilised constructively as partners that ultimately benefit people living on the streets. This could mean training volunteers or community groups in how to signpost people.

 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 seek to establish an assertive outreach project that seeks to deliver the necessary health referrals for rough sleepers as we see the impact of poor health. We will need to investigate whether health support can be improved including access to GPs.
and health advice. Information about services may not be getting through to people on the streets perhaps due to language difficulties.

Prevention is crucial to stop people sleeping rough. We will work with the IGH and with the Centre for Homelessness Studies and Groundswell to learn more lessons that may help prevent this further.

We will conduct some work with rough sleepers we assist to identify the triggers that lead them to the streets rather than seek alternatives in the first place. We want to identify where they have had contacts with agencies in their journey, so we identify if the right interventions are made at critical points. We want to work in collaboration with our partners to ensure every single contact made with someone sleeping rough in Redbridge is meaningful.

We will investigate how and whether thematic serious case reviews on rough sleeping deaths can be incorporated as part of the work of the Adults Safeguarding Board.

With continued austerity for local government, the council will continue to fight for more resources. We recognise the importance of supported housing and floating support options. Our Housing First pilot is designed to assess the value of such an approach. And if successful, we will consider what additional options there. We will ensure we set out clear pathways for vulnerable groups including those with mental health issues, care leavers, other young people and ex-offenders.

Redbridge has a high number of asylum seekers seeking support as a result of NASS accommodation being in the Borough. We will work with the Home Office to ensure an equitable level of funding is provided to reduce the burden on our housing services. We are particularly concerns that those given leave to remain may not be able to access housing on the grounds they have insufficient income.

We will ensure Project Malachi is open and ready before winter 2019. This will provide the accommodation to ensure entrenched rough sleepers who have difficulties accessing support and will have somewhere to stay whilst their immigration issues get resolved.

The Council will also lobby the Government to ensure there is better outcomes for people with no recourse to public funds.

We have set up a refreshed Homelessness Forum which works with stakeholders. We will have also re-established and renewed our rough sleeping partnership groups to ensure they are most effective. This group focusses specifically on rough sleeping issues involving multi-agency partners.

We will also ensure that Redbridge undertakes a regular street count at least every two years (and an estimate where a count is not conducted).

We will want to evaluate the effectiveness of programmes in place and will seek to provide an Annual Rough Sleeper Action Plan update following the agreement of the first plan.

**PRIORITY: STRENGTHEN OUR EARLY INTERVENTION AND PREVENTION SERVICES**
Austerity continues making it a challenge for both the council and its partners to deliver high quality services to help people avoid losing their homes and improve their lives. The Homelessness Reduction Act has brought new pressures on the council, with limited funding. However, the Council will continue to explore the potential opportunities to achieve innovative and/or better ways of working to prevent homelessness.

Prevention of homelessness is crucial to our strategy. Working with people to prevent them from becoming homeless in the first place is the most effective way of saving financial, health and personal costs. Approaching the council once a family is homeless makes it difficult to intervene in a planned and effective way. The sense of urgency that is derived makes it a difficult situation for the customer, their advocates and housing staff.

Early intervention is about understanding and recognising people at risk at an earlier stage and to take measure to prevent a crisis turning into homelessness. This can be advice on bills, employment; accessing child care support; alternative cheaper accommodation.

We set out earlier the current work through the housing department and through other partners engaged in preventing homelessness occurring. A lot of progress has been made and we will continue to review we can do more.

Our approach to prevention and intervention has to be three pronged with the aim being empower households to make informed choices about their housing options:

- Providing quality, timely and accessible information and advice
- Supporting people to remain in their homes
- Addressing the root causes of homelessness

We will work with our partners on how we can understand better the customer service experiences of those facing (or at risk of) homelessness to develop services that work better within the resources available. The new customer service centre in Lynton House enables us to learn lessons.

The council and its partners will seek to ensure we provide clear signposting advice to people that need it. The Council and partners should also look at alternative methods of communications including social media.

We need to consider ways in which we can identify early those most at risk of homelessness and ensure they receive support and advise at an earlier stage rather than at the point of crisis.

Welfare reform has had a big impact on household incomes for social housing tenants and the council together with its partners have undertaken a lot of work to ensure households do not fall into arrears.

Housing providers including Redbridge Council have an important role in ensuring tenants can maintain their tenancies despite the impact of welfare reform. Tenancy sustainment teams are crucial in this area to advise tenants on the options they have when faced with uncertainty due to a drop in incomes, or may be effected by changes such as the bedroom tax. This includes advice on helping tenants to manage their household income to ensure bills get paid, and employment opportunities sought where this helps.
As more information about the impact of Universal Credit is released, the work here will be crucial.

And the Council, through Work Redbridge will seek to deliver more collaborative working to support households already in temporary accommodation and those impacted by welfare reform.

The HRA and the emphasis upon personal housing plans enables staff to move towards a relationship with families and households rather than a gatekeeping approach given the inadequate supply of housing.

There is a need to ensure other services fully understand the sense of housing crisis that exists. We need to work alongside schools, health services and other public services to understand that social housing in itself is not a solution to wider problems especially if the waiting time in temporary accommodation can be a long time.

Redbridge Council is committed to continuing to issues “lifetime” social tenancies and welcome the fact that some major RPs are to revert back to lifetime tenancies. We would encourage all social housing providers to do the same. This brings about stability for households on the margins and better able to work with tenancy services.

We also need to raise clear awareness of the realities of homelessness, the responsibilities and consequences of not maintaining tenancies. The issue of intensive up-front support has been raised by the consultation. That new tenants understand what it takes to maintain a tenancy.

Although the main case of homelessness is now private rented sector evictions, we will seek to 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.

A new Private sector housing strategy in 2019 will set out the issues facing parts of the Borough, we do need to ensure effective management is taking place in the sector. Insecure housing often results in incidents of homelessness, and we will ensure tenants understand their rights, and landlords their responsibilities.

Across the capital, there are concerns about the impact of the new disruptive technologies. Concerns have been raised about the impact of services like AirBnB on local housing markets, and whilst this has been most acute in tourist areas, the closeness of Crossrail and time to central London may see an increase in the use of these short term lets.

Given the diversity of applicants who apply for housing support, and who are accepted as homelessness, the council and its partners should explore how we can maintain access to effective translation services where needed.

We will seek to develop and enhance our links with health and employment services including public health and DWP to improve strategic approaches to service delivery. Our Work Redbridge service are aimed at clients in TA and those furthest away from the labour market. Getting them equipped with the skills and experience to be able to enter the labour market is crucial to be able to end their homelessness.

**PRIORITY: INCREASE THE SUPPLY OF AFFORDABLE HOUSING TO PREVENT HOMELESSNESS AND TO REDUCE THE USE OF TEMPORARY HOUSING**
New Housing Supply

Increasing the supply of affordable, safe and secure housing is essential to tackling the housing crisis. Redbridge does not have the same levels of social or affordable housing as other London Boroughs. Only 288 social homes became available for letting in 2017/18 of which only 50% were family sized accommodation of two bedrooms or more. 115 homes or 40% of lets were allocated to applicants owed a homeless duty (48% of general needs homes, excluding sheltered).

Theme One of our 2017 Housing Strategy sets out our plans to increase the supply of affordable housing as part of a drive to increase the number of homes across all tenures. This will include using existing council land and sites to explore the potential for new homes.

The Council’s administration is committed to delivering 1000 new affordable homes by 2022. This is an ambitious target and with Crossrail due to run through the Borough, developers are seeking opportunities to build in the Borough. We will be seeking from developers a minimum 35% affordable housing on all large schemes.

The council is committed to building its own affordable homes. The Government in October 2018 announced it will lift the borrowing ceiling on the Housing Revenue Account although welcome, that in itself will not produce new council home on a massive scale. We will work alongside our housing association partners to help achieve our ambition.

We will look to do more proactive work in reducing the number of empty properties, most of it in the private sector. This can range from 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.

Temporary Accommodation

There were 2,270 households in temporary accommodation at year end. Temporary accommodation costs the Council over £4 million each year (net). This is because the actual cost of providing accommodation for 2,300 homeless households is not covered by the subsidy provided through central government’s subsidy formula.

The Council is committed to providing suitable accommodation to families towards whom it owes a housing duty. We aim to provide accommodation within the borough as far as it is reasonably practicable to do so, and if it is not, to provide accommodation as close as possible. We also recognise the importance of providing settled self-contained accommodation and look to offer such accommodation as quickly as possible.

Targets have been set to reduce the level of temporary accommodation we use and meet the duties to more households through prevention into the private rented sector and discharge of the homeless duty into the private sector (PRSO’s). However, it is unlikely the use of temporary accommodation will fall below 2,200 units in the current period especially with some landlords seeking the return of properties at the end of a lease period.

The Council will refresh its TA Acquisition policies on an annual basis. This sets out how the council will meet the accommodation requirements in line with projected demand.
Whilst the priority to provide accommodation in the Borough, given this level of demand it will be necessary to procure properties in a range of areas outside the borough. All properties acquired under the policy will be as close to the borough as is reasonably practicable, given the financial constraints within which the service operates and the practical difficulties which can prevent units being made available.

The capital schemes due to deliver units in 2019 will enable a reduction in the use of B&B whilst the modular schemes and the conversion of Loxford hall will increase the number of self-contained units in the Borough. The hostel at Hyleford will be decanted to make way for new housing thus reducing temporary supply in the short term.

However, we will explore the feasibility of a purchase programme for units to discharge our homelessness duty whilst a number of other options are currently being investigated which will contribute to supply including modular construction schemes commissioned by Redbridge as well as part of a pan London scheme and some opportunities provided by the private sector.

One area we will explore is the capacity and feasibility of a joint procurement process for temporary accommodation with other services such as Children’s Services who may need to house families found intentionally homeless by the housing department but will pick up the responsibility under the Children’s Act.

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 quid pro quo for landlords in providing stable accommodation options, and we want to ensure we can obtain a suitable accommodation that is affordable for many households who may be reliant upon benefits.

**Households in Temporary Accommodation**

Although the council is aiming to increase the number of affordable homes in Redbridge, this will not come quick enough for homeless households and therefore more informed discussions will need to take place about identifying realistic rehousing options.

We outlined earlier the difficulties faced by families living in TA. We will seek to consult with residents in TA to get more information about their needs and identify and offer better options appropriate to their needs. This is especially for households living in out of Borough TA, and some distance away from their social and family networks. What advice and support can be offered?

Following on from our success in eliminating the number of families in B&B over six weeks, we will be seeking to reduce the amount of time all households will spend in first stage hostel accommodation. We will examine the feasibility of how this can be achieved through the next stage of consultation on this strategy including a maximum target and / or average stay time.

Any maximum or average stay will seek to prioritise families with children first who would send the least time possible in hostel accommodation.
This will mean working intensively with families in hostel accommodation, encouraging them to consider all options combined with our ability to procure sufficient accommodation using the process outlined above.

We will also seek to encourage other council services to work with hostel residents for the time they spend there. This could include public health partners, to offer advice on maintaining good physical and mental health despite the pressures of the environment they reside in; Work Redbridge for advice on employment and training and housing benefit to ensure the maximum financial support is secured.

We outlined earlier the average waiting times for households waiting for permanent rehousing into social housing. It is nearly nine years for a two-bedroom property, and as long as 15 years for 3 bedrooms or more. That information will need to be communicated more to households to inform discussions we hold with families.

We will seek to work with households to build greater economic and personal resilience. Work Redbridge will work families in TA to develop the skills to secure employment, gain better debt management advice and benefits maximisations. The transition to universal credit will need to be managed in light of recent statements from government on how some families could be worse off.

The Housing Service will work more closely with social care and health providers services so they understand the extent of waiting times and difficulties obtaining suitable accommodation with specific health and social care needs. Our relationships with other housing provides will be intended to deliver more specialist accommodation as part of the aim to increase affordable housing supply.

**PRIORITY: SUPPORT OUR MOST VULNERABLE RESIDENTS**

We highlighted earlier some of the issues that have been identified through consultation. Whilst the Council is focused on providing generic housing services, this is by no means a one size fits all approach.

Many of the people who approach the Council will also be facing other difficulties in their life – including physical and mental health, unemployment, debt. It means working in partnership to deliver a better outcome to meeting their housing needs.

**Vulnerable Adults**

The HRA brings new duties towards supporting vulnerable to secure independent accommodation. We will look at our processes to deliver a multi-agency approach to assessment as often other agencies will be involved.

This would include probation services who work with ex-offenders to secure accommodation on release from prison.

We have concerns about the number of asylum seekers who are directed to Redbridge due to the volume of NAASS units procured in the Borough. This places an unfair burden on our resources, and we will discuss with the Home office a more equitable approach to providing housing advice and support for those who are entitled to remain in the country.
Victims / Survivors of Domestic Abuse

Redbridge Council will be publishing a new Violence Against Women and Girls Strategy that conforms with the national and London wide Strategies. Housing will input in the new strategy.

We will continue to support and access the East London Women’s Project outlined earlier to enable the provide of safe spaces.

We will work with housing management and housing providers to ensure our interventions can help spot the signs of domestic abuse. We would encourage our RP partners to sign up to the Domestic Abuse Housing Alliance. We will also 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 immigration status.

People with No Recourse to Public Funds

The Strategy has outlined the difficulties faced by persons with No recourse to public funds. We will continue to lobby the Government for more resources to avoid adults having to face a life of destitution before they can be helped.

We will lobby the Home Office to ensure an equitable level of funding is provided to reduce the burden on our housing services. We are particularly concerned that those given leave to remain may not be able to access housing on the grounds they have insufficient income.

Young People and care leavers

We are working with Children’s Services to develop protocols to secure 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.

It is difficult to quantify the extent of youth homelessness and few will seek help from the council. We will explore the feasibility of short term accommodation options for young people, and ensure the effective 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 personal physical and mental health.

It is area of housing clear under researched at all levels of government, and 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 note the Government’s own Rough
Sleeper Strategy is seeking to understand the issues around LGBT homelessness in an early refresh of the Strategy and we will try and feed it into this to help us deliver better services.
IMPLEMENTING THE NEW STRATEGY AND NEXT STEPS

A number of principles will apply in ensuring this strategy will succeed:

1. **Strategic Leadership and partnership** - The Council has made ending homelessness a key part of administration’s outcomes. 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 has to establish systems that work for a lot more people than we used to support previously. 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, as well as our partners. This is less about rooting out problems as enabling individuals and communities to develop the resilience necessary to survive and become less dependent on services that are stretched in a continued age of austerity.

4. **Resource management** - How we prevent and manage homelessness in the borough has to 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 costs is over £1billion 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).

<table>
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<th>YEAR</th>
<th>AMOUNT SPENT</th>
<th>% Change</th>
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<tr>
<td>2017/18</td>
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</table>
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 costs of providing the Homelessness service from the General Fund is £525K for 2018/19. This includes funding from the Homelessness Prevention Grant which is no longer ring fenced.

The Council has also been provided New Burdens Funding in relation to the Homelessness Reduction Act. In 2017, Redbridge was 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 draft is being presented to Cabinet for approval to consult and will now move forward for wider engagement with partners and stakeholders to formulate a robust action plan that will set out key actions, timeframes, and lead organisations responsible for delivering them. Redbridge Council will not be able to deliver on its own, and during the consultation we will try and be clear on what resources are available to achieve the actions.

This Strategy needs to be seen alongside existing work around temporary accommodation, the rough sleeping initiative and the developing work around the Homelessness Reduction Act. This Strategy provides a broader framework for that work to evolve. The Government and the Mayor of London have produced Actions plans and strategies relating to homelessness and rough sleeping in recent months and this Strategy will seek to identify avenues that may help us achieve our priorities.

Following consultation and further approval in March 2019, the Lead Member for Housing and Homelessness will provide the strategic overview and report to the Place Scrutiny Panel with regular updates on the Action Plan.
APPENDICES

Definitions

Legal Duties for Local Authorities in relation to Homelessness

1. The Housing (Homeless Persons) Act 1977 requires local authorities to prevent as well as respond to homelessness and assist people under imminent threat of homelessness (and classed as “in priority need”) by taking reasonable steps to prevent them from losing their existing accommodation.
2. Part VII of the Housing Act 1996, as amended by the Homelessness Act 2002, sets out the duties owed by local housing authorities to someone who is homeless or threatened with homelessness.
3. The Homelessness Act 2002 places a specific requirement for Local Authorities to produce and implement a Homelessness Strategy.
4. The Localism Act 2011 enables councils to discharge their duty permanently by making use of suitable accommodation in the private rented sector.
5. The Homelessness Reduction Act 2017 (HRA 2017) places a duty on local authorities to intervene earlier (within 56 days) with advice and support to prevent homelessness in their areas, and take reasonable steps to prevent and relieve homelessness for all eligible applicants, not just those that have priority need under the Act. It also requires some public bodies to refer (with the persons consent) anyone they consider to be homeless or threatened with homelessness.
6. Homelessness Code of Guidance for Local Authorities 2018 - This statutory code of guidance code provides guidance on how housing authorities should exercise their functions relating to homelessness and threatened homelessness and apply the statutory duties in practice. This code replaces earlier versions following the implementation of the HRA 2017.

Statutory Homelessness

If an individual or household is accepted by the local authority as meeting the criteria set out in the Housing Act 1996, they will be considered to be statutorily homeless. Statutory homelessness may apply to people who have no access to housing of any type, or who have access to housing which is unsuitable for their needs. If the applicant is also considered to be in priority need, the local authority has a duty to provide them with accommodation. If they are not in priority need, the local authority. Households who are subject to immigration controls are not eligible within this legislation and will not be considered statutorily

Priority Need

A household or person is likely to be considered in priority need if:

- Children live with them
- They are pregnant
- They are aged 16-17 and do not qualify for housing from social services
- They are a care-leaver aged 18-21.
- They are homeless through disaster such as flood or fire
• They are vulnerable as a result of age, ill health or other factors

Threatened Homelessness

Threatened homelessness applies to those who are at risk of losing their access to housing within 56 days. They are entitled to the same services as somebody who is statutorily homeless. The ‘at risk’ period was increased through the Homelessness (Reduction Act) 2017 from 28 to 56 days.

Hidden Homelessness

The hidden homeless are those who do not have access to suitable housing, but may be staying with friends or family or living in squats, and are not known to services. This group may also include recent migrants, and those without recourse to public funds.

Rough Sleeping

Rough sleepers are those who sleep or live on the street. This is often the most visible manifestation of homelessness.


Threatened with Homelessness

Previously a person is defined as being threatened with homelessness if it is likely that they will become homeless within 28 days. The Homelessness Reduction Act 2017 increases the definition of a person being threatened with homelessness if it is likely that they will become homeless from 28 to 56 days, including those who have been served with a valid Section 21 notice for possession of an assure shorthold tenancy.

Duty to provide Advisory Services (s179 HA 1996)

The new Act will require a more robust approach to ensure advice and information around homelessness and preventing homelessness is available free of charge to everyone in their district with the need to provide information and advice on:
- Preventing homelessness
- Securing accommodation if homeless
- The rights of people who are homeless or threatened with homelessness, and
- Any other support (provided by the local authority or any other local organisations) that is available for people who are homeless and likely to become homeless and also how to access that help.

Duty to assess all eligible applicants & agree a personalised housing plan

The council is required to carry out an assessment in all cases where an eligible applicant is homeless, or at risk of becoming homeless. Following this assessment the council must work with the person who has applied for help, to agree the actions to be taken by both parties to ensure the person has and is able to retain suitable accommodation.
Duty to prevent homelessness
This duty can end by the applicant becoming homeless, ceasing to be eligible (relating to immigration status), securing suitable accommodation for at least 6 months or unreasonably refusing to co-operate having been advised that the council is minded to reach that decision.

Relief Duty
Under the Homelessness Reduction Act 2017, the council will have a duty to help all eligible homeless applicants to secure accommodation for a period of at least 6 months within 56 days, regardless of whether they are ‘intentionally homeless’ or in priority need. Those in priority need however, will be provided with interim accommodation whilst steps are taken to help secure future accommodation.

Failure to Co-operate
This new provision within the Act will place a requirement on all applicants to co-operate with the council’s attempts to prevent or relieve their homelessness.

Right to Review
The Homelessness Reduction Act 2017 gives applicants the right to request a review of any decision made by the council (in addition to those laid down in current legislation) regarding

- Steps set out in assessment plans
- Giving notice to withdraw prevention or relief duties
- Suitability of accommodation offered.

Public Authority Duty to Refer
Under the Homelessness Reduction Act 2017, “specified public authorities” will be required to refer details of people who they consider being homeless or threatened with homelessness to any local authority (if the person agrees to the notification being made). This duty is expected to commence in October 2018.

Public authorities that fall under the duty include prisons; youth offending teams and institutions; secure training centres and colleges; probation services and rehabilitation companies; Job Centre Plus; social services; emergency and urgent treatment centres; hospitals providing in patient care and the armed forces.
All Party Parliamentary Group on Ending Homelessness

The All Party Parliamentary Group on Ending Homelessness was set up in 2016, and its two most recent reports have focused on a number of key vulnerable groups. During the development of this Redbridge strategy it has not been possible engage with all relevant organisations and in some cases throughout we have used national information.

The first year it focused on Preventing homelessness specifically looking at cohorts which are most at risk: care leavers, prison leavers, and survivors of domestic violence.

Research found that one third of care leavers become homeless in the first two years immediately after they leave care and 25% of all homeless people have been in care at some point in their lives.

In 2016, 90% of women in refuges were reported to have housing needs and in 2015/16, 6,550 people became homeless because of a violent relationship breakdown, accounting for 11% of all homeless acceptances. In 2015, 35% of female rough sleepers left their homes due to domestic violence.

20% of prisoners surveyed in 2014 said they had no accommodation to go to on release and there are many barriers which can make finding accommodation on release difficult.

For the second year, the APPG moved on to consider what happens when prevention fails. Prolonged exposure to homelessness has a significant negative effect on adults and children. It can make it harder to find and maintain employment and can exacerbate or lead to drug and alcohol problems, mental health problems and physical health problems. The average age of death among rough sleepers is 47 compared to 77 for the general population. In April 2018, research published by the Bureau of Investigative Journalism found that an average of three people has died every week on UK streets since October 2017.

The APPG also looked at groups who face significant practical barriers to exiting homelessness – migrants and young people – and rapid rehousing approaches that can be used to support those with low-level needs to exit homelessness quickly.

East London Housing Partnership Homelessness and Lettings Strategy

The objectives of the revised sub-regional Homelessness and Lettings Strategy are to:

- Focus on Homelessness prevention to reduce the number of homeless people in East London.
- Better understand and plan for the impact of Welfare Reform and Universal Credit on the efficient and effective letting of social housing and prevention of homelessness.
- Promote collaboration and the sharing of good practice between boroughs, non statutory sector partners and registered providers in East London to prevent homelessness, promote lettings good practice and lobby for improved provision.
- Foster innovation and collaboration to address the needs of single people deemed to be not in priority need.
- Reduce and prevent homelessness that is caused by domestic violence and violence against women and girls.
- Adopt a No Night Out approach to rough sleeping, intervening at an early stage to actively prevent homelessness occurring
PARTNERSHIP AND PROJECTS

VOLUNTARY SECTOR

Welcome Centre

The Welcome Centre building was a creation of the Places of Change national programme. It provides facilities for rough sleepers including laundry and washing, and an IT suite. Upstairs includes a medium sized room for meetings, and up to 12 units of accommodation managed by SHP (independently of the Welcome Centre)

The centre is the only of its kind locally, so can attract people from nearby Boroughs. Clients are primarily eastern European and south Asian, over 90% are men. Services are not advertised, more known through word of mouth. Over 90% are estimated to be NRPF clients.

They operate a referral pathway to services as long as the users are CHAIN registered. Basic health assessments are carried out with encouragement given to register with GPs; Life skills training is also offered including how to look after their mental health; and employment help with CVs.

The Centre is linked up with Baraka who offer a reconnections programme back to eastern European countries, with the idea of a job at the other end, which is important to avoid humiliation for those returning home.

The centre also coordinates the winter night shelter in conjunction with the Salvation Army who operates from December to March each year in Ilford.

Winter Night Shelter

The shelter started seven winters ago (2018 will be eight year) and operates from Dec to March. It provides 28 beds a night in one location only. This ensures practical elements (facilities and insurance) are resolved.

The organisers report a change in the background of clients – more with no recourse to public funds – reflecting the trends seen in CHAIN data. The concern is that the same people are seen on regular basis. This has led to the concept of the Project Malachi.

Rough Sleeper Initiative

Redbridge has been allocated just under £0.5M in 2018 (with another £0.5M due in 2019/20) through the Government’s Rough Sleeper Initiative launched in 2018. We are allocating that funding to help achieve a reduction in rough sleeping. SHP will use

SHP will use the funding to recruit additional outreach workers; expand the housing first pilot and identify suitable housing pathways

Ramfel have used the funding to recruit an immigration advisor; whilst the Welcome Centre have recruited an EU reconnections worker with Barka.

The Salvation Army will open up the winter shelter earlier (at the end of October), and keep it open until Project Malachi opens.)
Redbridge Together

This is a crowd funding initiatives by local business and the voluntary sector to provided much needed funds to support rough sleepers with no recourse to public funds. The initial aim is to fundraise £50,000 to support rough sleepers, although the main target is to raise £500,000. The money raised will be donated to The Salvation Army and The Welcome Centre to support a long-term solution to help people off the streets and the short-term needs people face today.

Project Malachi

The idea emanated from the night shelter and the recycling project on site and seeing the same people return after nine months. So apart from the time in the shelter, they basically end up on the streets again.

Council land close to the to the Cineworld complex in Ilford has been offered to the SA on a peppercorn rent for five years. Planning permission has been granted in April. It will seek to build 42 containers for single use. 10 will be for NRPF clients, the rest to the council who will rent for £28 per night. This will save on Bed and breakfast costs. It will need just £1.9M funding and that target is still to be reached.

It will be a partnership project, and RAMFEL will be engaged to work with NRPF clients.

The funding from Redbridge Together will be used to support eight containers for the clients with no access to public funds.

Single Homeless Partnership (SHP) are contracted by the council to provide the following services:

1. Redbridge accommodation services.
   - Jason Lee House – assessment centre / med- high needs hostel
   - Green Lane – second stage low – med needs hostel
   - Well House – low support self contained flats

2. Redbridge floating support
   - Redbridge generic floating support – tenancy sustainment, brief interventions, engagement with rough sleepers
   - Redbridge Housing First – provides more intensive casework for rough sleepers with higher support needs and On street engagement with rough sleepers, accommodation sourcing and tenancy sustainment.

3. Redbridge Street Outreach.
   - Focuses on supporting rough sleepers across the whole borough through on-street support. Supports rough sleepers by referring them to emergency accommodation and through making referrals to longer term accommodation. Also supports rough sleepers around reconnection / repatriation and through referring to local services.
   - Redbridge street outreach works within the No Second Night Out framework to engage with rough sleepers where they sleep. We take referrals for rough sleepers via Streetlink or direct referral. The outreach worker makes 3 attempts to locate the new rough sleeper. If they are
found, they may be offered immediate shelter or will be referred to support services and other accommodation options in the longer term.

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. During the intensive heat of summer 2018, we also took action to protect rough sleepers from the extreme heat.

Pan London Housing Options

The GLA fund a number of pan-London projects and services for rough sleepers. The council is committed to working in partnership with the GLA to support and utilise these services including: the No Second Night Out Hubs, Routes Home service for non-UK nationals, pan-London Severe Weather Emergency Provision for out of borough clients, pan-London Safe Connections (which ensures rough sleepers without a local connection to Redbridge have a safe place to go) and the Pan-London Accommodation Network.

St Mungos Clearing House

https://www.mungos.org/our-services/clearing-house/

The lack of Move on accommodation is a problem for rough sleepers and clients in supported housing as the costs of private rented housing are beyond what is paid for through LHA. The London wide move on option for rough sleepers is the GLA funded Clearing House managed by St Mungo’s. The Clearing House matches referrals from rough sleepers with ring fenced RSL properties anywhere in London. The accommodation is provided for two years with an option of continuing the tenancy if the client is not ready to move into the private rented sector. Tenancy Sustainment support is provided to clients.

Aside from the council’s own hostels, all other forms of temporary accommodation is sourced from private landlords and letting agents. They are crucial in providing the housing we need for homeless households.

Statutory and other Partners

1. Housing Benefits

The Housing Benefit caseload in Redbridge is around is 17,800 households. In 2017/18 we assisted over 500 households with discretionary payments to top up their Housing Benefit

2. DWP Outreach Worker

The DWP currently provide a service to the Welcome centre offering Benefits and Job brokering service, as well helping with debt housing, courts Probation, anything that a homeless person would find as a barrier in getting back to some form of normality. There is also a DWP team dedicated to helping families with specific issues. He usually see between 4-6 people per session on a Tuesday morning
3. Joint Meeting with Adults and Children’s Services –

There are regular meetings with Housing and Children’s Services managers. For Adult services, there is a mental health accommodation panel.

4. Children’s Services Children with Disabilities and Fostering and Adoption

The role of the CWD around housing centres on the following issues

- Families with no recourse to public funds
- Families who are homeless
- Families who are awaiting adaptations and are in-between properties

As legislation governing housing is different to that for Children’s; there are sometimes situations when a family not accepted as homelessness, may find themselves in temporary accommodation provided by Children’s Services. One the difficulties that we are aware of is that the departments itself could be chasing the same accommodation. At the very least, a recommendation for a single procurement contract would benefit the council.

Early Intervention & Family Support Service (EI&FSS)

The Early Intervention & Family Support Service (EI&FSS) is a service within the Children’s Trust and delivers three main services and functions:

- Parenting Programmes
- Family Support
- Support to practitioners who are using the Common Assessment Framework

The EI&FSS also administrate the multi-agency Early Intervention Panel which manages referrals for early help and additional support.

LB Redbridge – Housing

In addition to being a provider of council housing and leasehold services, the Housing management service also employs dedicated tenancy sustainment officer who works alongside our Housing Officer team. The role is largely to offer specialist advice and primarily to lever in support from statutory agencies.

Other parts of the Council that work with housing are crucial partners including the teams that work on reducing empty properties; the private sector housing team who deal with all aspects of the sector including complaints and landlord licensing.

Housing Association and Registered Providers

We have many providers in the Borough who provide affordable housing for residents. Whilst the ambition s for the Council to increase the number of new affordable homes, it is imperative our RP parents also look after the tenants they house. Like council tenants many of them will also have been impacted by the changes in welfare reform. Some of the larger ones have has finance skills teams in place and engaged in community investment work to encourage tenants to explore job opportunities to escape the benefit caps. Prevention of homeless in these cases are important as the costs of dealing with homelessness can be greater in human and fininals terms.
Institute of Global Homelessness

The IGH is a research based organisation that is encouraging best practice, and seeking to obtain a usable definition of homelessness on a worldwide basis to make genuine comparison on the scale of the problems. Their advisory committee chair is Dame Louise Casey and were founded in 2014.

The primary aim is to work through partnerships and exchanging information for others to develops tool and good practice – it is not an organisation that comes in to fix a problem as different areas require different solutions.

They have five key themes:

1. Exchanging knowledge
2. Creating a global infrastructure – the IGH framework which helps set tools and clear understanding of definitions to be working with
3. Supporting leadership – helping to develop the leadership skills
4. Advocating for change – to raise awareness at major institutions like the UN of the issues around homelessness which they feel can get lost in debates about refugees
5. Place to call home – initiatives to work with cities

Manchester is one of their first five Vanguard cities, and Redbridge has made contact with a view to engaging for the next round of 25 cities that seek to end street homelessness by 2025.

National Asylum Seeker Accommodation Service

The Home Office is responsible for ensuring adequate support for asylum seekers who qualify for such support. Accommodation support is provided under contract by Clearsprings. to support asylum applicants whilst their claim for asylum is under consideration.

Once an asylum claim is decided the applicant is provided with a notice period after which support from the Home Office will cease. Two different notice periods (also referred to as grace period) apply depending on the type of decision. For a positive decision the applicant is given 28 days to vacate their asylum accommodation. Successful applicants are also provided with advice on how to access the mainstream support system as allowed under current legislation. For a negative decision the applicant has 21 days to vacate their premises.

Unsuccessful applicants normally need to make arrangements to leave the country or where applicable lodge an appeal against the negative decision whereupon their support will continue till all applicable avenues for challenge is exhausted.

Clearsprings currently manages a total of 111 accommodations in the Redbridge LA area - a reduction from 120 properties in April 2017. Most of these are HMO’s and contain over 400 households.

In the case of Redbridge, applicants with a positive decision are also advised to contact the Housing Advice Centre in the first instance and informed of significant pressures on accommodation resources.
Information brought to the Council’s attention is the lack of planning with the provider, Clearsprings, and concerns expressed by partners about the quality of the accommodation on offer. The council has also raised concerns about the lack of information provided to persons given the status to remain which adds to pressure to the housing advice team’s workload. Persons given the status being allowed to remain are entitled to the same support as anyone else, and the figures outlined in this strategy show the additional pressures there are.

Work Redbridge

Work Redbridge is a council financed service.

Based in Ilford central Library are four employment advisors and an employment engagement officer, along with external partners including the welcome centre. They see about 600/700 clients a year. The service is aimed at gaining work experience for clients, and volunteering opportunities to develop the skills for those furthest away from labour market.

The service seeks to work with people in temporary accommodation, those impacted by welfare reform; care leavers; and troubled families. Individuals get access to a dedicated support worker for 12 months.

Additional funding has also been secured for one year from the DWP to support people living in TA, or those at risk of homelessness. This project in partnership with Business in the community (BITC) and the welcome centre has £99K funding for one year. The target is to secure 15 people into work and 50 people into training courses. Is operating as a pilot to test it out so likely to be some of those already seen by the service to gain results. Will develop local links with employers such as M&S and Debenhams, and secure opportunities with construction firms.

Community Groups

There are a number of community led groups that provide some support to rough sleepers in particular largely centred around the main population areas in Ilford. They provide advice and supported, and hot meals. Local places of worship also offer practical support for rough sleepers including washing. The difficulty this presents is how to reconcile the humanitarian approach of volunteers and the reality that rough sleepers will not then engage (even when most do not have access to public services). The reality is the homeless person on the streets will encounter terrible health risks with low life expectancy, develop mental health problems and likely be engaged in substance misuse.

Partners working with Undocumented Migrants / No Recourse to Public Funds

The issue of undocumented migrants has come into the wider public domain in summer 2018 with the coverage given over the Windrush migrants.

RAMFAEL was founded from the original Redbridge Refugee Forum, and now operates across east London and parts of Essex. It currently has six part time staff, with a full time immigration adviser to be recruited. It operates foodbanks (in conjunction with Trussell Trust), drop in advice services and immigration advice work. It relies upon the public sector for funding.
90% of asylum seekers use section 95 status to stay with family and friends which means around 80 (approx 10%) reside in NASS housing in Redbridge, which RAMFEL have often intervened in concerning standards. They feel the quality of accommodation is poor. (Refer to email from Home Office about checks).

RAMFEL believe 99% of people with NRPF status should not be classified that way. They are granted leave to remain under human rights legislation which provides NRPF status unless they can prove they will be destitute, or would hinder child development. To change this status needs legal advice to change circumstances which is not affordable. The consequence is that the burden of costs for providing support falls on the council not the benefits system.

Praxis manage three houses in Redbridge for families with low level needs. This includes mums with children, and a single room for an adult with no children. Older children cannot be accommodated. The project has been developed through a partnership with Commonweal Housing.

In running this project Praxis work closely with the council who refer destitute families in need of support under Section 17 of the Children Act 1989 - which establishes that local authorities have to provide accommodation to migrant families where children would otherwise become homeless.

The income received enables Praxis to then provide a smaller number of free bed spaces to destitute migrant women with no recourse to public funds, thus protecting them from rough sleeping and homelessness.

**London Councils Grants**

London Councils provides £25M in grants funds for projects covering:

- Homelessness – offering people various support to prevent them from becoming homeless as well as targeted intervention for those who have become homeless, including rough sleepers.
- Sexual and domestic violence – helping people at risk of harm as well as those who have been subjected to violence.

Traditionally these have tended to be central London focussed but Redbridge and other outer London Boroughs can access services.
VULNERABLE GROUPS & HOUSEHOLDS

Households in Temporary Accommodation

Significant numbers of households in temporary accommodation will contain working members. They will have aspirations for a better future and other housing options including home ownership and a more certain future. Securing sustainable housing options is crucial to reducing their stay in TA.

For other households in TA, especially those away from their usual networks, the perception of their lives being on hold can be acute. Choices have to be made about work, schooling and as to whether they can put down roots. This is particularly so for those housed in boroughs some distance from Redbridge.

There will also be some households in TA who 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 as the availability of social housing is increasingly scarce especially in a Borough with low levels of affordable supply. Their situation may be further exacerbated by benefit caps and therefore reliant on top ups from DHP. There are concerns about the full impact of Universal Credit will fuel a great risk of arrears and debt problems occurring.

There will also be households in TA with specific health and social care needs due to disabilities and long term conditions and also receiving support packages from social services. There will be a lack of suitable housing options, whilst in other cases there may be larger families (sometimes multi generational) who require housing of sizes that just are not available.

The table below shows the average waiting times for homeless households

<table>
<thead>
<tr>
<th></th>
<th>Studio</th>
<th>1 Bedroom</th>
<th>2 Bedrooms</th>
<th>3 Bedrooms</th>
<th>4 Bedrooms</th>
<th>5 Bedrooms</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average wait 2017/2018</td>
<td>3 years 6 months</td>
<td>7 years 4 months</td>
<td>8 years 10 months</td>
<td>14 years 9 months</td>
<td>14 years 7 months</td>
<td>-</td>
</tr>
<tr>
<td>Average wait 2016/2017</td>
<td>6 years 3 months</td>
<td>9 years 10 months</td>
<td>9 years 7 months</td>
<td>13 years 1 month</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Average wait 2015/2016</td>
<td>5 years 3 months</td>
<td>8 years 5 months</td>
<td>9 years 8 months</td>
<td>13 years 7 months</td>
<td>16 years 3 months</td>
<td>-</td>
</tr>
</tbody>
</table>

Migrant Homelessness

The issue of undocumented migrants and those with no recourse to public funds and EU migrants not exercising their treaty rights is a key feature of the concerns raised by stakeholders especially in relation to rough sleepers.

The concern has been the difficulties of agencies to be able to assist people given the status of NRPF. They form many of the entrenched rough sleepers within the Borough; and it impacts housing, health and social care services. The lack of suitable housing results in poorer health and inevitable costs are higher
It should be acknowledged that people do have rights to access health care when it is needed. However, it is not known how many will access health care, and only contacting service when it becomes urgent. The Welcome Centre do provide initial health awareness session, and rough sleepers are entitled to register with GPs even without a fixed address.

The APPG report into ending homelessness highlighted the delays, errors and poor decision making that exacerbated difficulties faced by migrants.

“Whilst immigration cases remain unresolved most migrants are unable to work or access statutory support, making it harder to move out of homelessness. Individuals are left facing ongoing destitution, homelessness and risk of exploitation. Single adults who are not considered vulnerable are ineligible for any support and left reliant on family and friends for support, or support from the voluntary sector and local faith groups”

Redbridge like most councils will fund support for destitute migrant families.

Over £500K was spent last year by the children’s and families service to support approx. 40 families. They will be supported for as long as it takes to resolve immigration status, which can range from weeks to months. Referrals are made by social workers under Section 17 of the Children Act (1989) places a safeguarding duty on local authorities to the children of migrants with no recourse to public funds.

Clients can be people here unlawfully, or lawfully with NRPF condition attached, or be EU8 citizens not exercising their treaty rights

Support is not automatic and the team will consider what support is available from family and friends and existing networks. Money can pay for accommodation or other support, where it involves a child (who is British) eg could be for school uniform.

Local connection is not as strict an issue as in housing. It is where the child is at the time and at risk though and assessed on the child’s needs.

The families are housed in homes or accommodation procured with private landlords. They also have access to three homes that Praxis lease in the Borough. An outstanding Fairness Commission recommendation was to procure homes jointly with housing.

If a case remains unresolved after 1000 days, then there is a protocol under which the Home Office must expedite their procedures to obtain a resolution to a case.

The policy of creating a ‘hostile environment’ for illegal immigrants has had unintended consequences for migrants with a lawful right to be in the UK who have been caught up in the system. These include UK and EU nationals and non-EU nationals with valid leave. The recent ‘Windrush Scandal’ has highlighted the human impact of mistakes made pursuing this approach.

There have also been an increase in secondary immigration control, through which private citizens and public bodies have effectively been made responsible for immigration enforcement.

The Right to Rent scheme requires private landlords and letting agents to check that tenants have a right to rent for any tenancies starting after 1 February 2016. Evidence of a pilot in Birmingham
found that it was causing homelessness and making it more difficult for people without documentation to access private rented accommodation.

There is evidence of the Right to Rent and bank checks introduced through the Immigration Act (2014) and the Immigration Act (2016) forcing migrants underground and causing homelessness.

The Immigration Act (2014) requires banks and building societies to carry out status checks for any person opening a new current account. The Immigration Act (2016) takes this further by requiring banks and building societies to check the identity of every current account holder against a Home Office supplied database.

This presents further barriers for homeless persons in providing the proof of ID and address history.

**Vulnerable Women**

A new Violence against Women’s and Girls Strategy will be launched in 2018. The details are beyond the scope of this Homelessness Strategy but there are concerns about vulnerable women’s who remain at risk due to activities.

Trafficking is an increasing concern in London. Hestia is working with Redbridge in a project to provide safe houses for those freed from modern slavery. Redbridge is participating in a pilot on developing a National Referral mechanism for trafficked persons.

Ilford has been recognised as an area facing high levels of prostitution. Whilst many of the women are not known to be local, it is the availability of short term lets (Mainly HMO rooms) which exacerbate the proliferation of activity.

11 cases (about 2%) of homelessness were recorded in 2017/18 for the main response being violent breakdown of a relationship. That doesn’t mean violence against the person wasn’t a reason in all other cases but is the main reason recorded on the application. Nationally the figure is round 11%.

Safe Lives cited research by St Mungos that Domestic abuse is a contributory factor for many women who end up homeless or rough sleeping. The report also cited research that showed 21 per cent of housing repair costs in the UK could be attributed to domestic abuse.

There are no women’s refuges in the Borough. London Councils is seeking to streamline funding towards the sector.

There is a sanctuary scheme in place in the borough though a small number of homeless preventions result from it.

Redbridge is signed up to the Pan-London Housing Reciprocal that aims to increase options for people with a social housing tenancy in London, who are at high risk of harm and need to move to a safe area of London. In doing so, the reciprocal supports individuals and families to avoid homelessness, makes better use of housing stock, and ensures that those at risk do not lose their tenure. However this is a voluntary agreement with no statutory enforcement and only applies to existing social housing tenants. It also applies to families need to move away due to gang violence.
The Domestic Abuse Housing Alliance is an accreditation process for housing association to identify people at risk of domestic abuse. We would encourage our partners to sign up to this process.

Domestic Violence Case Panel – this is a multi agency case panel including Housing for those at most significant risk of harm. Multi layered as different agencies may have different information or more information from the same clients.

The no recourse to public funds restriction is also a major cause of poverty, destitution and homelessness amongst migrant women facing domestic abuse. Victims of domestic abuse are also often financially dependent on their partners, preventing them from leaving. When they do decide to leave, they often find they have no recourse to public funds and can’t apply for Housing Benefit. As a result, they face a choice between homelessness and returning to perpetrators.

The issues raised here are relevant in that they have the potential to increase demand for housing services.

Probation / Ex offenders

Nationally, probation services have been split into two: National Probation services – that supervises high risk offenders back into the community, and community rehabilitation companies with 21 across the country for low and medium risk offenders. The service is undergoing another restructuring. It is a concern for Redbridge given the high numbers of rough sleepers that had spent time in prison.

London CRC work with people aged 18 years and upwards, all of which would have a criminal conviction. During 2017/2018 London CRC identified 102 Service Users in the London Borough of Redbridge that had an identified need around accommodation including some who were homeless or at risk of becoming homeless. The CRC works with St Mungos as a referral pathway.

Care Leavers

The APPG on EH: found that one third of care leavers become homeless in the first two years immediately after they leave care and 25% of all homeless people had been in care at some point in their lives. The Committee was concern that the housing needs can often be overlooked

There has been a significant increase in the number of people who were found to be statutory homelessness as a result of leaving an institution or local authority care. This accounted for 10% of all acceptances in 2017/18. These are a mix of 6 Redbridge care leavers and a number of care leavers placed in the borough by other authorities as a care placement at an earlier stage who then approach the Housing Service. approaching for assistance later in life() The APPG on EH: found:

“There is insufficient information held on where care leavers move to after leaving care and that insufficient account is taken of the background that leaves care leavers at risk of not sustaining tenancies and being presented with unsuitable housing options, usually in the private rented sector.”

Youth Homeless

The recent Young and Homeless 2018 report found:
• While youth homelessness is difficult to quantify, the respondents report that the situation has not improved and current levels have either increased or remained the same.
• Around 40% of local authorities reported that the scale of youth homelessness had increased.
• Over half (55%) of responding homelessness services reported an increase in demand.
• 45% of providers and local authorities believed there had been an increase in young men sleeping rough in their local area.
• Respondents identified a lack of affordable housing, a lack of supported accommodation, and welfare benefit reform as causing increases in youth homelessness.

Research presented to the GLA suggested one in five young people in the UK had sofa surfed at some point in the previous year. It found 225,000 young people in London had stayed in an unsafe place because they had nowhere safe to call home.

Young people are overrepresented 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.

The most common reason for a young person losing secure accommodation was they had been asked to leave home exacerbated by other structural factors such as overcrowding or changes in household income.

In recent years the Government has sought to reduce the availability of benefits to young people. It has restored the availability of housing benefit to young persons aged 18 to 21. However, the shared accommodation rate introduced in 2012 restricted housing benefit for single persons under 35. Although there are exceptions, this has reduced access to affordable housing particularly for groups who may find it difficult to obtain suitable shared housing such as ex offenders or LGBT persons.

In the Homeless Link report, 80% of providers and local authorities surveyed thought that the Shared Accommodation Rate was having an impact on young people’s ability to access and sustain accommodation.

**LGBT+ Homelessness**

Very little data is collated around the sexual orientation of homelessness applicants and was not collated as part of the Government’s P1E returns.

There are a number of organisations involved in tackling homelessness within LGBT+ communities. The Albert Kennedy Trust estimates 24% of homeless young people identify as LGBT and that 150,000 were homeless or at risk of homelessness as a result of intolerance across England.

More than 10,000 young LGBT+ people aged 16 to 25 were made homeless in 2017 alone. Of this group, 69% end up sofa-surfing or sleeping on the streets because their parents have rejected them over their sexuality or gender identity, the charity claims. Almost two-thirds (62%) have experienced violence and aggression at the hands of their own family.

Their study found that the main reasons were parental rejection, abuse within the family or being exposed to aggression and violence. Among the most prevalent outcomes of LGBT people becoming
homeless were sexual exploitation and mental health issues, alongside homophobic bullying and alcohol abuse.

Stonewall Housing who are based in north London say that two thirds of young people who access their services state their housing problem is directly related to their sexual orientation or gender identity.

**Mental Health**

The impact of mental health and the lack of provision was an issue that was raised in the informal consultation we undertook. Whilst access to mental health services is beyond the scope of this Strategy, it was concern at the ability of people to sustain tenancies that was of concern most.

With rough sleepers facing complex problems, mental health is but one issue that impacts their ability to get off the streets, alongside substance misuse.
EVIDENCE BASE

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).

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>2011 Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>118,646</td>
<td>43%</td>
</tr>
<tr>
<td>Mixed/multiple ethnic groups</td>
<td>11,456</td>
<td>4%</td>
</tr>
<tr>
<td>Asian/Asian British</td>
<td>116,503</td>
<td>42%</td>
</tr>
<tr>
<td>Black/African/Caribbean/Black British</td>
<td>24,845</td>
<td>9%</td>
</tr>
<tr>
<td>Other ethnic group</td>
<td>7,520</td>
<td>3%</td>
</tr>
<tr>
<td>TOTAL POPULATION</td>
<td>278,970</td>
<td></td>
</tr>
</tbody>
</table>

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%. (http://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 that 49% of properties in the Borough could be privately rented which is far greater levels than the data suggested below (28%).

![Changing Housing Tenure in LB Rebridge 2006 - 2016](image-url)
**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 £300K.

![Average House Prices (March 2018)](image)

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 now means the ratio of earnings to average house prices for lower quartiles stood at 13.04, up from 9.5 five years previously.

With Ilford 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 that average rents have increased by 21% over the past five years; 38% for those in lower quartile range and 33% for median level 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.

(https://www.trustforlondon.org.uk/data/boroughs/redbridge-poverty-and-inequality-indicators/)

<table>
<thead>
<tr>
<th></th>
<th>Average (£)</th>
<th>Lower quartile (£)</th>
<th>Median (£)</th>
<th>Upper quartile (£)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Redbridge</td>
<td>1,260</td>
<td>1,000</td>
<td>1,200</td>
<td>1,450</td>
</tr>
</tbody>
</table>

Local Housing Allowance Rates 2018-19

<table>
<thead>
<tr>
<th>Postcodes</th>
<th>£ Per Week</th>
<th>£ Per Month</th>
<th>£ Per Week</th>
<th>£ Per Month</th>
</tr>
</thead>
<tbody>
<tr>
<td>BRMA 1 (Outer East)</td>
<td>E11 3, E12</td>
<td>81.23</td>
<td>352</td>
<td>77.4</td>
</tr>
<tr>
<td>BRMA 2 (Outer North East)</td>
<td>E11 1, E11 2, E18, IG1, IG2, IG3, IG4, IG5, IG6, IG7, IG8, IG9, IG11, RM5, RM6, RM8</td>
<td>187.25</td>
<td>811.42</td>
<td>160.24</td>
</tr>
<tr>
<td>Two Bedroom</td>
<td>236.47</td>
<td>1024.7</td>
<td>198.4</td>
<td>859.73</td>
</tr>
<tr>
<td>Three Bedroom</td>
<td>295.59</td>
<td>1280.89</td>
<td>249.67</td>
<td>1081.9</td>
</tr>
<tr>
<td>Four Bedroom</td>
<td>351.81</td>
<td>1524.51</td>
<td>322.15</td>
<td>1395.98</td>
</tr>
</tbody>
</table>

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)

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.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Eligible, homeless and in priority need, but intentionally</td>
<td>127</td>
<td>154</td>
<td>130</td>
<td>111</td>
<td>64</td>
</tr>
<tr>
<td>Eligible, homeless but not in priority need</td>
<td>176</td>
<td>198</td>
<td>188</td>
<td>198</td>
<td>165</td>
</tr>
<tr>
<td>Eligible, but not homeless</td>
<td>334</td>
<td>319</td>
<td>305</td>
<td>306</td>
<td>235</td>
</tr>
<tr>
<td>Accepted as being homeless and in priority need</td>
<td>444</td>
<td>447</td>
<td>508</td>
<td>464</td>
<td>497</td>
</tr>
<tr>
<td>Ineligible</td>
<td>65</td>
<td>55</td>
<td>37</td>
<td>33</td>
<td>32</td>
</tr>
<tr>
<td>Total decisions (incl acceptances)</td>
<td>1146</td>
<td>1173</td>
<td>1168</td>
<td>1112</td>
<td>993</td>
</tr>
</tbody>
</table>

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.

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>21%</td>
</tr>
<tr>
<td>Black</td>
<td>24%</td>
</tr>
<tr>
<td>Asian</td>
<td>33%</td>
</tr>
<tr>
<td>Mixed</td>
<td>5%</td>
</tr>
<tr>
<td>Other</td>
<td>1%</td>
</tr>
<tr>
<td>Ethnicity Not Stated</td>
<td>16%</td>
</tr>
</tbody>
</table>

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.

<table>
<thead>
<tr>
<th>Priority Need Reason for Persons Vulnerability – P1E Data</th>
<th>2015/16</th>
<th>2016/17</th>
<th>2017/18</th>
</tr>
</thead>
<tbody>
<tr>
<td>Applicant, or a member of their household is vulnerable as a result of:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Old age</td>
<td>5</td>
<td>1%</td>
<td>12</td>
</tr>
<tr>
<td>Physical disability</td>
<td>34</td>
<td>7%</td>
<td>38</td>
</tr>
<tr>
<td>Mental illness or disability</td>
<td>29</td>
<td>6%</td>
<td>31</td>
</tr>
<tr>
<td>Total Acceptances</td>
<td>508</td>
<td>100%</td>
<td>464</td>
</tr>
</tbody>
</table>

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.

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

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.

<table>
<thead>
<tr>
<th>PRIORITY NEED REASON</th>
<th>2017/18</th>
<th>2016/17</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emergency</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Dependent Children</td>
<td>344</td>
<td>338</td>
</tr>
<tr>
<td>Pregnant</td>
<td>37</td>
<td>28</td>
</tr>
<tr>
<td>Applicant 16/17</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Former care leaver aged 18 - 20</td>
<td>6</td>
<td>0</td>
</tr>
<tr>
<td>Vulnerable: Old Age</td>
<td>7</td>
<td>12</td>
</tr>
<tr>
<td>Vulnerable: Physical disability</td>
<td>34</td>
<td>38</td>
</tr>
<tr>
<td>Vulnerable: Mental Illness</td>
<td>42</td>
<td>31</td>
</tr>
<tr>
<td>Substance misuse</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Vulnerability: in care</td>
<td>12</td>
<td>5</td>
</tr>
<tr>
<td>Vulnerability: Armed Forces</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Vulnerability: Custody / remand</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Vulnerability: Violence (Threat of)</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>TOTAL ACCEPTANCES</td>
<td>487</td>
<td>464</td>
</tr>
</tbody>
</table>

**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 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.

<table>
<thead>
<tr>
<th>ETHNIC CATEGORY</th>
<th>TOTAL NUMBER</th>
<th>% OF TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>WHITE</td>
<td>544</td>
<td>19%</td>
</tr>
<tr>
<td>MIXED</td>
<td>88</td>
<td>3%</td>
</tr>
<tr>
<td>ASIAN</td>
<td>789</td>
<td>28%</td>
</tr>
<tr>
<td>BLACK</td>
<td>737</td>
<td>26%</td>
</tr>
<tr>
<td>OTHER</td>
<td>32</td>
<td>1%</td>
</tr>
<tr>
<td>UNSPECIFIED</td>
<td>620</td>
<td>22%</td>
</tr>
</tbody>
</table>

PREVENTION & 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 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 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 SHP outreach services in Redbridge and the figures have identified the following:

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.
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.

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 exposed concern that some children have been rough sleeping as part of a family although no official data has been able to record that.
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 needs.

The other important dataset contained in the CHAIN data, shows that 60 of the rough sleepers in Redbridge had been 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 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 count / estimates confirms the growth in rough sleeping and the CLG published figures placed Redbridge with the 11th highest recorded figures for the annual count in 2017 for England.

<table>
<thead>
<tr>
<th>Year</th>
<th>Quarter</th>
<th>REDBRIDGE</th>
<th>% change from previous year</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>Q1</td>
<td>17</td>
<td>21</td>
</tr>
<tr>
<td></td>
<td>Q2</td>
<td>19</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td>Q3</td>
<td>43</td>
<td>126</td>
</tr>
<tr>
<td></td>
<td>Q4</td>
<td>60</td>
<td>40</td>
</tr>
<tr>
<td>2014</td>
<td>Q1</td>
<td>65</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>Q2</td>
<td>19</td>
<td>37</td>
</tr>
<tr>
<td></td>
<td>Q3</td>
<td>43</td>
<td>27</td>
</tr>
<tr>
<td></td>
<td>Q4</td>
<td>60</td>
<td>3</td>
</tr>
<tr>
<td>2015</td>
<td>Q1</td>
<td>65</td>
<td>18</td>
</tr>
<tr>
<td></td>
<td>Q2</td>
<td>19</td>
<td>37</td>
</tr>
<tr>
<td></td>
<td>Q3</td>
<td>43</td>
<td>27</td>
</tr>
<tr>
<td></td>
<td>Q4</td>
<td>60</td>
<td>3</td>
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The above table and graph shows the number of people seen rough sleeping by outreach services per quarter from 2014/15 to 2017/18.