



# **Gateshead**

## **Homelessness Review Report**

**July 2021**

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# 1. Introduction

## 1.1 Purpose

- 1.1.1 In order to inform Gateshead's Homelessness and Rough Sleeping Strategy, a homelessness review was carried out between May and July 2021. This Homelessness Review report has drawn together all the data gathered through the homelessness review process.
- 1.1.2 Engagement with a range of partners has taken place to increase the Council's understanding around local pressures and how services could work better together to prevent and reduce homelessness.
- 1.1.3 A survey of housing and support providers was carried out to understand the needs that are being met by their services and the flow through the services annually and the outcomes achieved.
- 1.1.4 Engagement has also taken place with people with lived experience of services and their feedback is summarised in this report
- 1.1.5 The homeless review provides the evidence base for the new Gateshead Homelessness and Rough Sleeping Strategy 2022-2027, which will be published alongside this Homelessness Review report.
- 1.1.6 A Gateshead Homelessness Charter has also been produced. The purpose of the charter is for health and other public sector bodies, charities, faith groups, businesses and other organisations to adopt the charter's values and pledges and to implement it through improved working practices.

## 1.2 Homelessness Act 2002 and purpose of homelessness reviews

- 1.2.1 The Homelessness Act 2002 requires local housing authorities to carry out a homelessness review to provide an accurate portrayal of homelessness in their area. The purpose of a homelessness review is to assess the extent to which the population in the Borough is homeless or at risk of becoming homeless and to identify what is currently being done, and identify what resources are available, to prevent and tackle homelessness.
- 1.2.2 There are a number of stages required for a homelessness review which are:
- Level of homelessness
  - Activities for preventing homelessness
  - Securing accommodation for people who are homeless or threatened with homelessness
  - The support available for people who are homeless or threatened with homelessness, or were previously homeless
  - The resources available to tackle homelessness
- 1.2.3 A homelessness review provides the evidence for the housing authorities to develop a homelessness strategy. The Homelessness Act 2002 requires housing authorities to

publish a new homelessness strategy, based on the results of a further homelessness review, within 5 years of the publication of their last homelessness strategy.

### **1.3 Homelessness Reduction Act 2017**

1.3.1 The Homelessness Reduction Act 2017 places duties on local authorities to intervene at earlier stages to prevent homelessness in their areas. It also requires housing authorities to provide homelessness services to all those affected, not just those who have 'priority need'. These duties include:

- A duty to prevent. This means that housing authorities are required to work with people to prevent homelessness at an earlier stage; and
- A duty to relieve homelessness. This duty is for those who are already homeless so that housing authorities will support households for 56 days to relieve their homelessness by helping them to secure accommodation.

### **1.4 Domestic Abuse Act 2021**

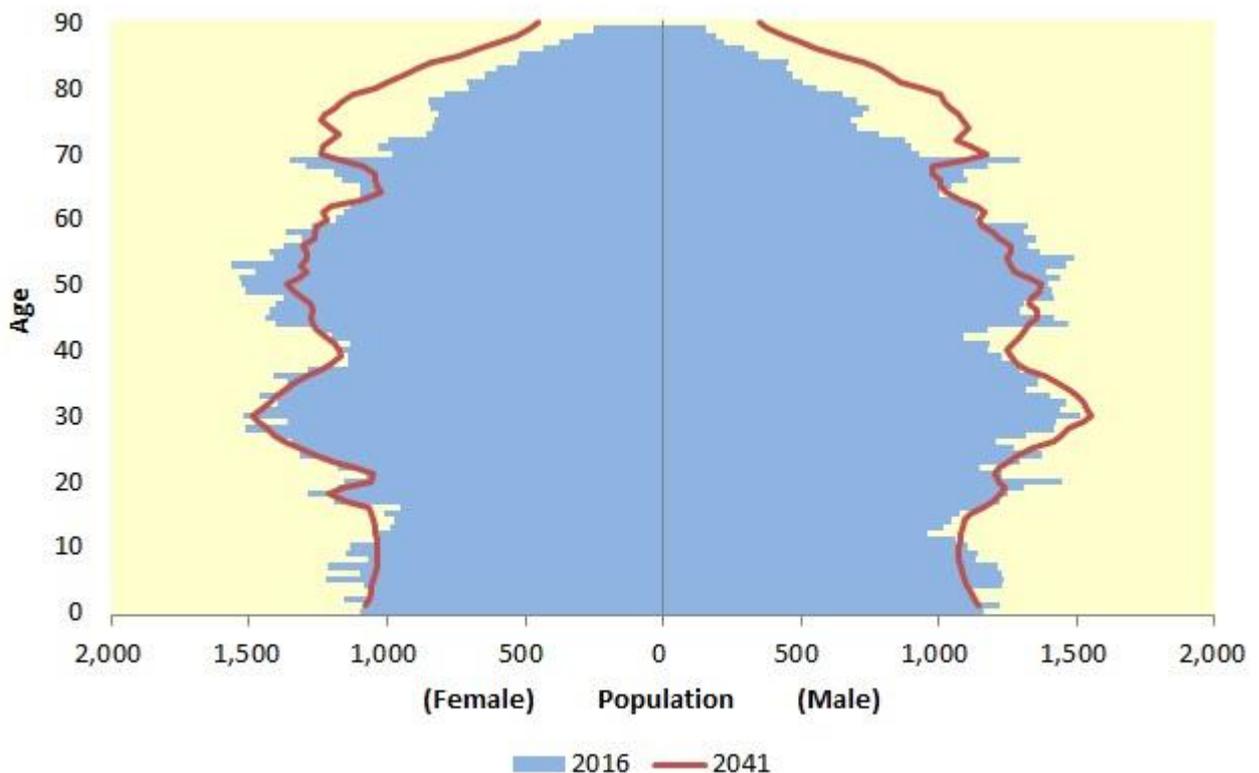
1.4.1 The Domestic Abuse Act 2021 amends the 1996 Housing Act to strengthen the support available to victims of domestic abuse. The Act extends priority need to all eligible victims of domestic abuse who are homeless as a result of being a victim of domestic abuse. The 2021 Act brings in a new definition of domestic abuse which housing authorities must follow to assess whether an applicant is homeless as a result of being a victim of domestic abuse.

## 2. Context for Gateshead

### 2.1 Population of Gateshead

2.1.1 Gateshead has a population of around 202,000 people, which is projected to increase by 8,300 (4.1%) between 2016 and 2041 to 211,000<sup>1</sup>.

2.1.2 The population is ageing: it is projected that by 2041 there will be an additional 12,100 people aged 65 or older, an increase of 31%. There will also be a slight decrease in the number of children and young people aged 0-15 of around 1,100 or 3.2%. This is illustrated in the diagram below.



2.1.3 Although the working age population is set to grow by 3,355 or 2.7% by 2041, this is due to the increase in retirement age. Without this, the working age population would be projected to decline by 2.1%. Currently those aged over 60 are far less likely to be economically active (e.g. only 41% of those aged 60-64 are economically active compared to 80% of those aged under 60)<sup>2</sup>. The JSNA states that it is not clear whether these rates will change significantly in future.

2.1.4 It is estimated that in 2016 there were 90,688 households in Gateshead and that in just over 20 years there will be an additional 9,307 households bringing the total to 99,995 by 2039<sup>3</sup>. This will have implications for housing supply.

<sup>1</sup> ONS 2016 based sub-national population projections, 2016 (ONS website)

<sup>2</sup> ONS Census, 2011 (ONS website)

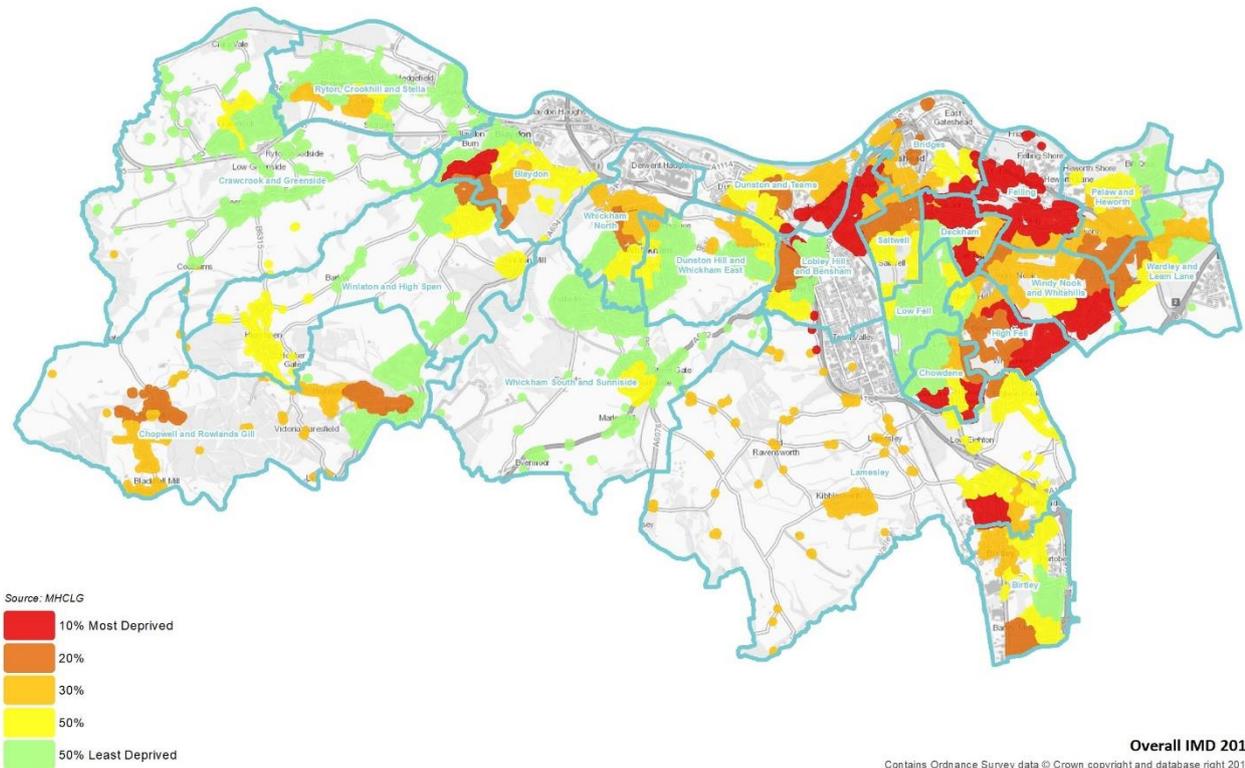
<sup>3</sup> DCLG Household Projections, 2014 (GOV.uk website)

2.1.5 It is estimated that around 3.7% (7,500) of the population are from a black or minority ethnic (BME) group<sup>4</sup>. The BME population has increased from around 1.6% in 2001. This does not include Gateshead's orthodox Jewish community; over 3000 people stated that their religion is Jewish, although this also includes the non-orthodox Jewish population.

## 2.2 Deprivation

2.2.1 The Index of Multiple Deprivation (IMD) measures multiple deprivation for each local authority area<sup>5</sup>. The index is made up of seven themed Domains or groupings of deprivation indicators including income, employment, health and disability, education skills and training, barriers to housing and services, crime and the living environment.

2.2.2 The map below shows the IMD for Gateshead in 2019.



2.2.3 Overall, Gateshead is the 47th most deprived local authority in England, out of 317 local authorities. Around 32,700 (16%) people in Gateshead live in one of the 10% most deprived areas of England. Extending that range further, nearly 62,600 (31%) live in the 20% most deprived areas.

<sup>4</sup> Census, ONS 2011 (ONS website)

<sup>5</sup> Index of Multiple Deprivation, DCLG 2019

## 2.3 Gateshead's Strategic Vision

- 2.3.1 The strategic vision for Gateshead - *A Place Where Everyone Thrives* - is targeted at reducing inequality and in better enabling the 50% of households recognised as 'just coping' or being in a vulnerable situation. However, operating with limited resources and with increasingly unsustainable levels of demand for, and expectations of services, it is recognised that Gateshead cannot continue to offer and deliver services in the way they have been.
- 2.3.2 Moving forward, the role of the Council will increasingly become that of a facilitator, partner and co-producer, working to ensure that prevention and early intervention strategies reduce the level of demand and dependency on critical services, and the need for intensive, high-cost specialist interventions.
- 2.3.3 Everyone Thrives has identified that over 3,000 people need support and advice to

**'Over 3,000 people need support and advice to prevent or deal with homelessness in Gateshead.'** (Everyone Thrives Strategy)

prevent or deal with homelessness in Gateshead.

## 2.4 Health and Well Being

- 2.4.1 Gateshead's Health and Wellbeing Strategy sets out an ambition to reduce health and social inequalities in the community. Within achieving this broader vision of good employment, homes and health, sits the need to tackle homelessness. The strategy sets out a clear commitment to "prevent homelessness and better

**'Our vision for health and wellbeing in Gateshead: Good jobs, homes, health and friends.'** (Gateshead Health and Wellbeing Strategy, 2020)

understand the root causes".

- 2.4.2 In delivering improved health and well being Gateshead will adopt a whole systems approach. This will include the following:
- Civic led interventions across a range of functions led by public sector organisations including planning, broadband, water, housing, road infrastructure and schools
  - Service based interventions by a range of public services, for example the NHS
  - Community centred interventions in recognition of the vital contribution that the community themselves make to health and well being.
- 2.4.3 Gateshead's Joint Strategic Needs Assessment (JSNA) incorporates the Health and Wellbeing Strategy as well as providing an analysis of behaviour and lifestyle, illness and death, housing, crime, poverty and other factors.

## 2.5 Employment, Income and Poverty

- 2.5.1 The number (and rate) of working age people claiming out of work benefits had been steadily decreasing over the last decade both locally and nationally. However, the last few years saw the beginning of an upward trend which has been exacerbated by Covid-19, with the number of claimants rising by more than 4,000 within just one quarter of 2020.
- 2.5.2 As at November 2020, the number of out of work benefits claimants in Gateshead was 22,689. This equates to 17.8% of the working age population and compares with the England average of 14.1%.
- 2.5.3 In Gateshead 49.7% of those owed a homelessness duty were registered as unemployed during the year 19/20. This is substantially higher compared to 30.5% nationally during 19/20. The table below shows the most recent registered unemployment figures for those owed a duty for the quarter October-December 2020, which takes account of the impact of Covid.

	<b>Employment status of main applicants owed a duty – Registered unemployed Oct -Dec 2020</b>
<b>Gateshead</b>	58.2%
<b>England</b>	39.2%
<b>North East</b>	48.8%
<b>Darlington</b>	37.1%
<b>North Tyneside</b>	51.3%
<b>South Tyneside</b>	58.7%

- 2.5.4 With more than half of those owed a duty registered as unemployed the LioN map was used to search for areas in Gateshead with the most need for employment, high out of work benefit claimants and areas with income poverty to identify specific locations where there may be more people registered as unemployed who could be at greater risk of homelessness.
- 2.5.5 The LioN map identified the following areas as most in need in terms of employment or income support:

	<b>Out of Work Benefits Claimants (% Households)</b>	<b>Council Tax Arrears (% Households)</b>
Winlaton East	18%	21%
Deckham East	20%	23%
Sheriff Hill	20%	20%
Springwell Estate	26%	26%
Seven Stars	22%	13%
Elisabethville/Birtley Industrial	20%	19%
Chopwell North	23%	22%
Derwentwater West/ Racecourse Estate	22%	14%

Felling Falla Park	25%	14%
Beacon Lough East	25%	26%
Old Fold/Nest Estates	24%	17%

2.5.6 More recently there has been a surge of employment opportunities due to the reduction in Covid related restrictions. The recovery is going well at an entry level to employment such as warehousing, a new conference venue and leisure facilities. The Council has a partnership known as Working Gateshead which strong links with the National Career Service and DWP. There is also an Adult Learning Service in the Council that can provide access to new skills.

2.5.7 The JSNA found that there has been an increase in the use of food banks in Gateshead in recent years. Over the year April 2014 - March 2015, 1,811 vouchers were given out for Gateshead's foodbank, compared with 1,698 in more than 3 years previously (Jan 2011 to March 2014)<sup>6</sup>. The main reasons that adults used a food bank during the year 14/15 were benefits delays (28%); low income (15%); benefits changes (13%), debt (13%), and child holiday meals (13%). More recently the use food bank has significantly increased due to Covid.

## 2.6 Crime and ASB

2.6.1 Levels of recorded crime have remained relatively steady in the last three years. Overall, recorded crime in Gateshead increased by 4% in the 12 months to March 2019, with an additional 863 crimes recorded<sup>7</sup>.

2.6.2 In the last three years, the number of anti-social behaviour (ASB) incidents reported to the Northumbria Police has fallen considerably. A breakdown of types of ASB show that the vast majority of incidents (76%) are classed as non-youth related. Anti-social behaviour linked to alcohol continues to fall and is a factor in only 6% of ASB incidents reported to police, reducing year-on-year. The proportion of incidents that are classed as hate-related has also fallen and accounts for less than 1% of ASB reported to police.

2.6.3 For reporting purposes, domestic abuse and hate crime are classed as ASB by the Council's Neighbourhood Relations Team. The number of ASB cases opened by the team had increased in the 12 months to March 2019. There have been 1,412 cases opened, 272 more than in 2017/18. The top three types of ASB reported to the team were as follows:<sup>8</sup>

- Noise nuisance (30% of cases)
- Domestic abuse (17% of cases)
- Animal nuisance (7% of cases)

## 2.7 Housing Stock

<sup>6</sup> Foodbank vouchers reports: Jan 2011 to Mar 2014; and Apr 2014 to Mar 2015, Gateshead Council

<sup>7</sup> Northumbria Police, iBase and iQuanta, 2018/19

<sup>8</sup> The Gateshead Housing Company, 2018/19

- 2.7.1 Gateshead has a total housing stock of approximately 95,200<sup>9</sup>. This stock is occupied by approximately 90,700 households. The total housing stock can be broken down into the following tenures: Owner occupied 49%; Council rented 21%; Private rented 25%; Housing Association/Registered Social Landlords 5%.
- 2.7.2 The Gateshead Housing Company was a non-profit organisation responsible for the day-to-day management of approximately 19,000 homes. In April 2021, Gateshead Council integrated the management and maintenance of its housing stock and The Gateshead Housing Company ceased to exist.
- 2.7.3 As shown in the table below, estimates of owner occupation is lower in Gateshead than is recorded in the North East and England<sup>10</sup>. Conversely, renting from the Council is much higher in Gateshead.

Tenure Breakdown	Gateshead	England	North East	Tyne and Wear
Private rented sector	25%	19%	17%	17%
Registered Social Landlord	5%	11%	15%	12%
Council rented	21%	7%	7%	14%
Owner Occupied	49%	64%	61%	57%

- 2.7.4 Whilst the condition of Gateshead's housing stock overall has been improving, it is estimated that 8% of the total stock is likely to fail the Housing Health & Rating System (HHSRS)<sup>11</sup>. Private rented stock is most likely to fail (11%) followed by owner occupied (10%) and then social rented (7%). By far the most prevalent reasons for homes failing the HHSRS in Gateshead, are excess cold and presence of hazards likely to cause falls.
- 2.7.5 The private rented sector (PRS) has grown significantly over the last ten years and is playing an increasingly important role in meeting Gateshead's housing demand and needs. In 2021 approximately 23,400 (25%) of the Borough's homes were in the private rented sector<sup>12</sup>. In Gateshead this sector grew by 70% between 2001 and 2011 (much higher than the national rate of growth), but this rate of growth has since slowed<sup>13</sup>. The main reasons for the significant increase in this sector were an increase in buy to let as investment and the decline in people's ability to afford to own their own home.
- 2.7.6 In 2021 approximately 23,490 (26%) of the Borough's homes were in the social rented sector. This is made up of 18,790 Council owned properties and approximately 4,700 Housing Association/Registered Social Landlord properties<sup>14</sup>. In addition, the Council

<sup>9</sup> Gateshead Council Local Land and Property Gazetteer, Council Tax Records, The Gateshead Housing Company Stock, June 2021

<sup>10</sup> Owner occupied and private rented: Subnational dwelling stock by tenure estimates, England, 2012 to 2019

<sup>11</sup> Dwelling level housing stock modelling for Gateshead Council, 2013 and 2018

<sup>12</sup> Gateshead Council Local Land and Property Gazetteer, Council Tax Records, The Gateshead Housing Company Stock, June 2021

<sup>13</sup> ONS Census 2011 (ONS website)

<sup>14</sup> Gateshead Council Local Land and Property Gazetteer, Council Tax Records, The Gateshead Housing Company Stock, June 2021

own 931 leasehold properties. Whilst there has been some recent growth in the housing stock of Registered Social Providers there continues to be a reduction in Council stock, primarily due to the continuation of Right-to-buy and estate regeneration.

- 2.7.7 There is a significant level of under-occupation within the borough's housing stock. It is estimated that 64,900 (73%) households in Gateshead are under-occupying properties; defined as having at least one more room than the statutory standards require<sup>15</sup>. Whilst this is a matter of choice and affordability, the release of under-occupied properties to the market from those downsizing can help to meet the overall need for homes for families.
- 2.7.8 The Local Plan set out the requirement for new housing developments to provide a range and choice of housing, including the provision of Lifetime Homes and Wheelchair-Accessible homes. There is a need for more family sized homes in Gateshead, together with a range of affordable and intermediate market housing, and greater choice to meet the needs of older people, including a mix of bungalow and high quality apartment provision.
- 2.7.9 There is also a need to develop new specialist housing to meet the requirements of specific groups, including older people, people with disabilities, children requiring care, young people leaving care, and people with mental ill-health and multiple and complex needs. The Council continues to keep under review the need for specialist and supported accommodation, and the current assessment is summarised in its Market Position Statement 2019-2020.

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<sup>15</sup> Newcastle and Gateshead Strategic Housing Market Assessment 2017

## 3. Overall Housing Needs

### 3.1 Homeless Applications and Acceptances

- 3.1.1 The Homelessness Reduction Act (HRA) 2017 legally obliges all local housing authorities to assess and provide more meaningful assistance to all people who are eligible and homeless or threatened with homelessness, irrespective of their priority need status.
- 3.1.2 The focus of the Act is on prevention and places a duty on local authorities to intervene early and attempt to prevent homelessness. Where homelessness cannot be prevented a new duty requires local authorities to relieve homelessness. This means that the local authority must help an individual find suitable accommodation with at least a 6 months tenancy.
- 3.1.3 The review has involved analysing the Homelessness Case Level Collection (H-CLIC) data submitted by local authorities to the Ministry for Housing Communities and Local Government. Other data has also been analysed including supply data on housing and support services in Gateshead.
- 3.1.4 The table below shows that in 2019/20, Gateshead assessed nearly a third more households for their homelessness circumstances compared to the previous year, of which 91.3% were assessed as owed a duty. This is a 37% increase compared to 2018/19, meaning the Council had a duty to 566 more households in 2019/20.

Initial assessments of statutory homelessness duties owed	2018/2019		2019 /2020	
	Total number of households assessed	1,861		2,275
Total households assessed as owed a duty	1,511	81.2%	2,077	91.3%
Threatened with homelessness - Prevention duty owed	854	45.9%	1,609	70.7%
Homeless - Relief duty owed	657	35.3%	468	20.6%

- 3.1.5 In 2019/20, the Council assessed that over three times as many households were owed a prevention duty than a relief duty. Households owed a relief duty fell from 657 in 2018/19 to 468 in 2019/20. The decrease in the relief duty and the increase in prevention duty does suggest that households threatened with homelessness were able to successfully access help from Gateshead Council before actually becoming homeless.
- 3.1.6 Similar to Gateshead the nationwide average and regional average both show an increase in people coming through the homelessness route in 2019/20 compared to 2018/19, as shown in the table below. However the percentage increase for total households assessed for Gateshead was far greater (22%) than the average in England (4%) and the North East (0.8%).

	Gateshead		England		North East	
Initial assessments of statutory homelessness duties owed	2018/2019	2019/2020	2018/2019	2019/2020	2018/2019	2019/2020
Total number of households assessed	1,861	2,275	292,690	304,290	17,470	17,610
Total households assessed as owed a duty	81.2%	91.3%	92.1%	94.8%	84.9%	93.4%
Threatened with homelessness - Prevention duty owed	45.9%	70.7%	50.5%	48.9%	47.3%	47.9%
<i>Of which: due to service of valid Section 21 Notice</i>	3.8%	2.5%	6.6%	6.0%	2.9%	2.3%
Homeless - Relief duty owed	35.3%	20.6%	41.6%	45.9%	37.7%	45.5%

### Reason for loss, or threat of loss, of last settled home

3.1.7 The table sets out the main reasons for loss or threat of loss of accommodation.

Reason for loss, or threat of loss, of last settled home 19/20	Prevention duty	%	Owed a Relief duty	%
End of assured shorthold (AST)	<b>241</b>	15.0%	<b>31</b>	6.6%
End of private rented tenancy - non AST	<b>8</b>	0.5%	<b>2</b>	0.4%
Family/friends no longer willing/able to accommodate	<b>248</b>	15.4%	<b>97</b>	20.7%
Non-violent relationship breakdown	<b>132</b>	8.2%	<b>39</b>	8.3%
Domestic abuse	<b>380</b>	23.6%	<b>95</b>	20.3%
Other violence or harassment	<b>74</b>	4.6%	<b>37</b>	7.9%
End of social rented tenancy	<b>33</b>	2.1%	<b>16</b>	3.4%
Eviction from supported housing	<b>15</b>	0.9%	<b>30</b>	6.4%
Left institution with no accommodation	<b>22</b>	1.4%	<b>16</b>	3.4%
Required to leave Home Office accommodation	<b>96</b>	6.0%	<b>22</b>	4.7%
Other reasons / not known	<b>360</b>	22.4%	<b>83</b>	17.7%

3.1.8 Domestic abuse is the most common reason for loss or threat of loss of last settled home in Gateshead. In 2019/20, 475 households were owed a duty due to experiencing domestic abuse.

3.1.9 The second most frequently occurring reason for loss/threat of loss of settled home was due to family or friends being no longer willing or able to accommodate. A total of 345 households were owed a duty for this reason.

3.1.10 Gateshead's proportion of households coming to the Council due to family or friends no longer willing or able to accommodate was consistently lower than the national and regional averages across the four quarters. In Gateshead, this reason was given by 18.5% of households on average in each quarter compared to 29.3% nationally as shown in the table below.

	Reason for loss, or threat of loss, of last settled home - Family or friends no longer willing or able to accommodate <sup>16</sup>							
	Oct-Dec 2019		Jan - Mar 2020		Apr-Jun 2020		Jul-Sept 2020	
<b>Gateshead</b>	73	15.7%	107	16.9%	73	19.7%	110	22%
<b>England</b>	16,990	25.3%	19,780	26.3%	20,710	32.6%	22,550	33%
<b>North East</b>	940	24.5%	1,060	25.1%	990	29.2%	1,240	31%
<b>Darlington</b>	43	26.2%	56	29.2%	63	32.1%	45	28%
<b>North Tyneside</b>	34	19.2%	42	22.3%	51	29.1%	79	41%
<b>South Tyneside</b>	105	33.8%	79	26.8%	..	..	76	29%

3.1.11 The other most significant reasons were the end of an AST (272 households) and relationship breakup (171 households).

3.1.12 Other violence or harassment was significantly higher in Gateshead across the four quarters than the national average as shown in the table below. The national average remained between 2-3% across the four quarters for duties owed due to violence or harassment. In comparison, Gateshead saw a gradual rise in households due to violence or harassment which peaked at 10% in Jul-Sept 2020.

	Reason for loss, or threat of loss, of last settled home - Other violence or harassment							
	Oct-Dec 2019		Jan - Mar 2020		Apr-Jun 2020		Jul-Sept 2020	
<b>Gateshead</b>	25	5.4%	4	0.6%	29	7.8%	51	10%
<b>England</b>	1,550	2.3%	1,680	2.2%	1,760	2.8%	2,290	3%
<b>North East</b>	140	3.7%	50	1.2%	150	4.4%	230	6%
<b>Darlington</b>	0	0.0%	9	4.7%	6	3.1%	5	3%
<b>North Tyneside</b>	2	1.1%	7	3.7%	4	2.3%	6	3%
<b>South Tyneside</b>	11	3.5%	3	1.0%	..	..	14	5%

### Priority Need

3.1.13 The table below shows the priority need group for those accepted under the main duty. The largest group is those with dependent children.

Priority need of households owned a main duty	Gateshead	%	England	%	North East	%
Dependent Children	<b>27</b>	<b>44.3%</b>	24,280	<b>60.7%</b>	120	<b>41.4%</b>
Mental Health problems	<b>9</b>	<b>14.8%</b>	4,450	<b>11.1%</b>	30	<b>10.3%</b>
Physical Disability/Ill health	<b>5</b>	<b>8.2%</b>	4,180	<b>10.4%</b>	30	<b>10.3%</b>
Pregnant	<b>1</b>	<b>1.6%</b>	1,870	<b>4.7%</b>	10	<b>3.4%</b>
Domestic Abuse	<b>6</b>	<b>9.8%</b>	1,020	<b>2.5%</b>	40	<b>13.8%</b>
Young Person	<b>1</b>	<b>1.6%</b>	620	<b>1.5%</b>	0	<b>0.0%</b>
Old Age	<b>0</b>	<b>0.0%</b>	440	<b>1.1%</b>	0	<b>0.0%</b>
Homeless Emergency	<b>0</b>	<b>0.0%</b>	130	<b>0.3%</b>	0	<b>0.0%</b>
Other	<b>9</b>	<b>14.8%</b>	1,700	<b>4.2%</b>	40	<b>13.8%</b>
Vulnerable with children	<b>3</b>	<b>4.9%</b>	1,390	<b>3.5%</b>	30	<b>10.3%</b>

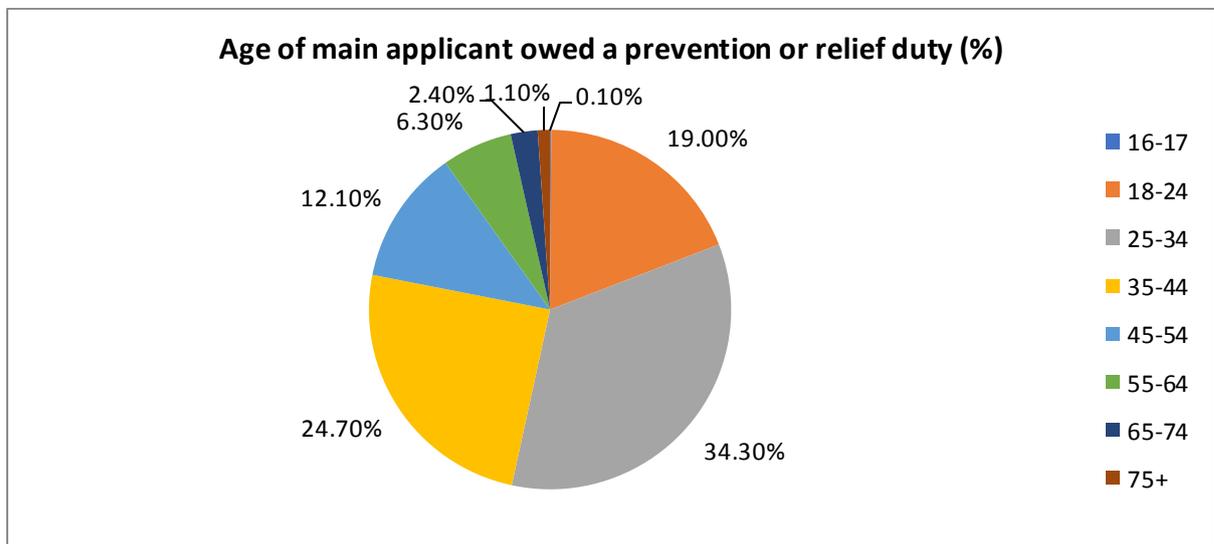
<sup>16</sup> Combined prevention and relief data

3.1.14 There are some differences when compared with the whole of England, in particular the percentage of those accepted with dependent children is higher across England, while the percentage of those accepted as a result of domestic abuse is higher in Gateshead.

## 4. Prevention and Relief of Homelessness

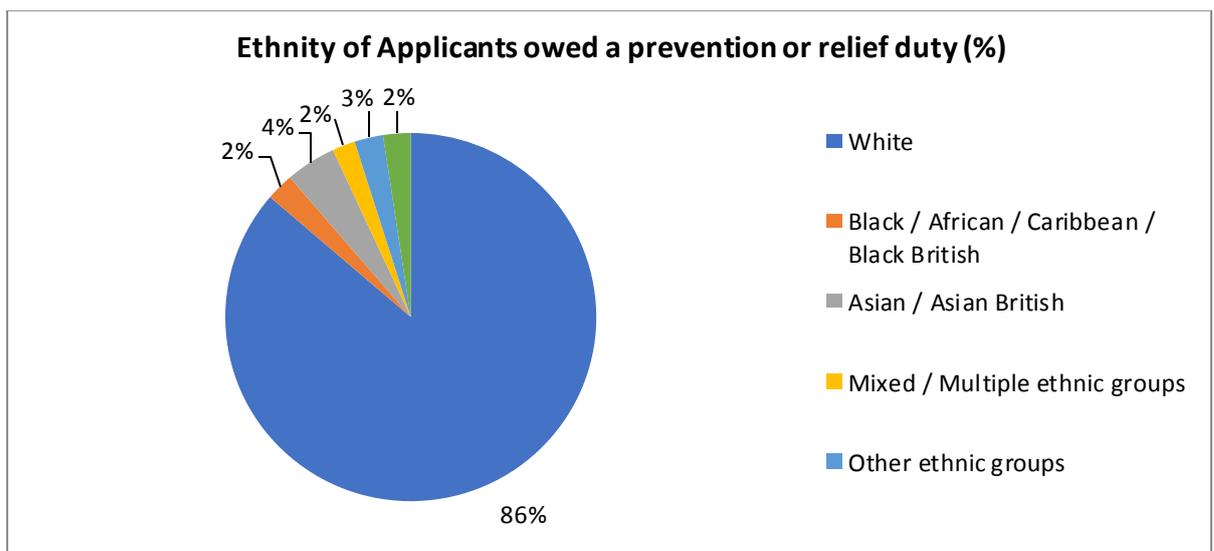
### 4.1 Profile of Applicants owned a Prevention or Relief duty

4.1.1 The following chart shows the age of main applicants owned a prevention or relief duty in Gateshead.

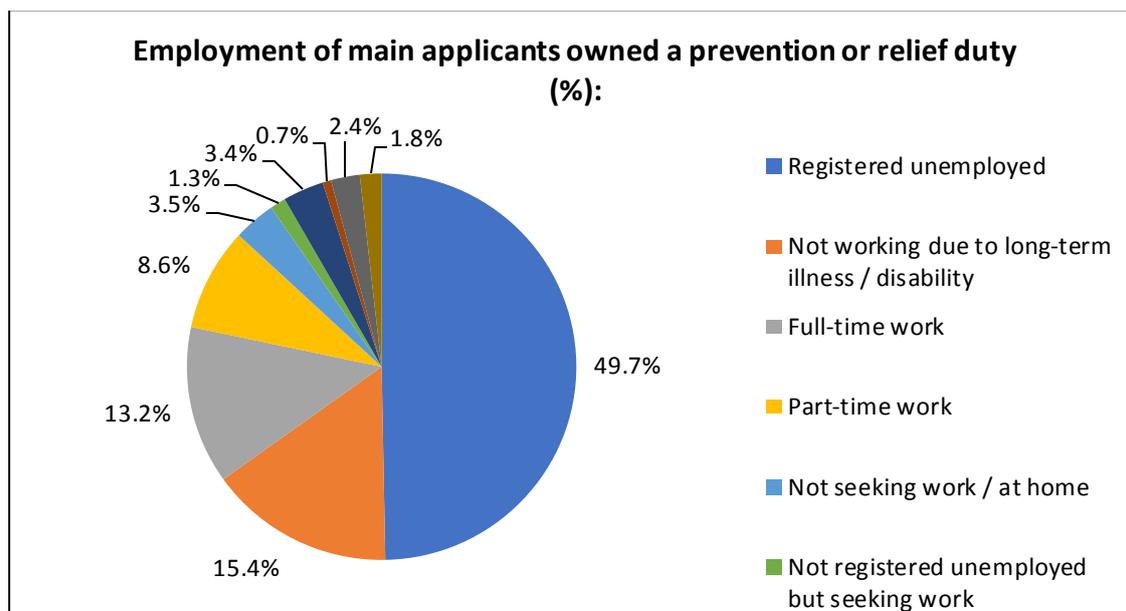


4.1.2 About 53% of those owed a prevention or relief duty were under the age of 35 (1,109 applicants), while there were much fewer (71) over the age of 65. Only two people were aged 16 to 17 and this is because the Council has a separate process for dealing with homelessness amongst this age group. There is significant cohort aged 35 to 55 who are owed a duty (897 applicants) which form 43% of the total.

4.1.3 The following chart shows the ethnicity of main applicants owed a prevention or relief duty in Gateshead.



4.1.4 The vast majority of applicants were white (1,792). In relation to nationality the vast majority were UK nationals apart from 750 Irish nationals and 229 non-UK nationals.



4.1.5 Nearly 50% (1,033 applicants) were registered unemployed, while about 22% were in full time or part time work. About 15% (320) were not working due to illness or disability.

## 4.2 Duty to Refer

4.2.1 The 'Duty to Refer' under the HRA Act places a duty on specified public authorities to refer individuals who they think may be homeless or threatened with homelessness to the local housing authority. The intention is to ensure that services work together effectively to prevent homelessness by ensuring that peoples' housing needs are considered when they come into contact with public authorities.

4.2.2 The table below shows the number of households that have been referred to Gateshead under the Duty to Refer, compared with England and the North East.

Households assessed as a result of a referral including under Duty to Refer	Gateshead	%	England	%	North East	%
Total households assessed as a result of a referral	559	100.0%	28,050	100.0%	1,850	100.0%
Total households referred under the Duty to Refer	304	54.4%	16,120	57.5%	1,180	63.8%
Prison	12	2.1%	1,830	6.5%	120	6.5%
Youth Custody	1	0.2%	30	0.1%	0	0.0%
National Probation Service	44	7.9%	3,190	11.4%	280	15.1%
Community Rehabilitation Company	40	7.2%	480	1.7%	110	5.9%
Hospital A&E, or in-patient care	19	3.4%	1,980	7.1%	90	4.9%
Mental Health in-patient care	17	3.0%	610	2.2%	30	1.6%
Jobcentre Plus	8	1.4%	1,590	5.7%	120	6.5%
Adult Social Services	22	3.9%	1,250	4.5%	70	3.8%

Children's Social Services	13	2.3%	1,710	6.1%	100	5.4%
Nil Recourse Team	0	0.0%	190	0.7%	0	0.0%
Secretary of State for defence in relation to members of the armed forces	0	0.0%	20	0.1%	0	0.0%
Other / not known	128	22.9%	3,250	11.6%	260	14.1%
Households referred by an agency (not subject to the Duty to Refer)	249	44.5%	10,940	39.0%	640	34.6%
Households referred by another local authority	6	1.1%	990	3.5%	30	1.6%

4.2.3 The table shows that compared with England and the North East, a lower proportion of households are referred under the Duty to Refer to Gateshead. A significant number of offenders are referred to Gateshead by the Probation Service/CRC comprising 15% of the total number of households referred.

### 4.3 Prevention of Homelessness

4.3.1 The following table provides an analysis of household type that were owned a prevention duty.

Household type - prevention	Gateshead	%	England	%	North East	%
Single parent with dependent children - Male	42	2.6%	4,160	2.8%	280	3.3%
- Female	392	24.4%	41,840	28.1%	1,830	21.7%
- Other / gender NK	0	0.0%	310	0.2%	0	0.0%
Single adult - Male	574	35.7%	41,170	27.7%	3,020	35.8%
- Female	406	25.2%	31,720	21.3%	2,120	25.1%
- Other / gender NK	7	0.4%	630	0.4%	10	0.1%
Couple with dependent children	91	5.7%	15,210	10.2%	500	5.9%
Couple / two adults without dependent children	77	4.8%	9,470	6.4%	490	5.8%
Three or more adults with dependent children	7	0.4%	2,130	1.4%	70	0.8%
Three or more adults without dependent children	13	0.8%	1,910	1.3%	110	1.3%
Not known	0	0.0%	40	0.0%	0	0.0%

4.3.2 The predominant household types are single adult male and female households and single female parents with dependent children.

## 4.4 Relief of Homelessness

4.4.1 The table below shows the household composition of those owned a relief duty.

Household type - relief	Gateshead	%	England	%	N.E	%
Single parent with dependent children - Male	11	2.4%	3,060	2.2%	160	2.0%
- Female	40	8.5%	23,410	16.7%	680	8.5%
- Other / gender NK	1	0.2%	410	0.3%	0	0.0%
Single adult - Male	295	63.0%	68,000	48.6%	4,970	62.0%
- Female	93	19.9%	30,840	22.1%	1,770	22.1%
- Other / gender NK	1	0.2%	1,070	0.8%	0	0.0%
Couple with dependent children	12	2.6%	6,010	4.3%	130	1.6%
Couple / two adults without dependent children	14	3.0%	5,710	4.1%	230	2.9%
Three or more adults with dependent children	0	0.0%	640	0.5%	20	0.2%
Three or more adults without dependent children	1	0.2%	560	0.4%	50	0.6%
Not known	0	0.0%	40	0.0%	0	0.0%

4.4.2 The table shows the majority of households owned a relief duty were single males.

4.4.3 The table below shows the accommodation that households were living in at the time of their application for those owned a relief duty.

Accommodation at time of application for relief duty	Gateshead	%	England	%	North East	%
Private rented sector	31	6.6%	16,210	11.6%	650	8.1%
Living with family	67	14.3%	30,090	21.5%	1700	21.2%
No fixed abode	182	38.9%	33,550	24.0%	2180	27.2%
Social rented sector	47	10.0%	11,140	8.0%	700	8.7%
Living with friends	37	7.9%	14,700	10.5%	1180	14.7%
Homeless on departure from institution	21	4.5%	7,490	5.4%	500	6.2%
Rough sleeping	20	4.3%	8,260	5.9%	400	5.0%
Owner-occupier / shared ownership	6	1.3%	1,340	1.0%	80	1.0%
Temporary accommodation	8	1.7%	3,350	2.4%	100	1.2%
NASS accommodation	16	3.4%	2,690	1.9%	160	2.0%
Refuge	5	1.1%	2,280	1.6%	90	1.1%
Other / not known	28	6.0%	8,730	6.2%	260	3.2%

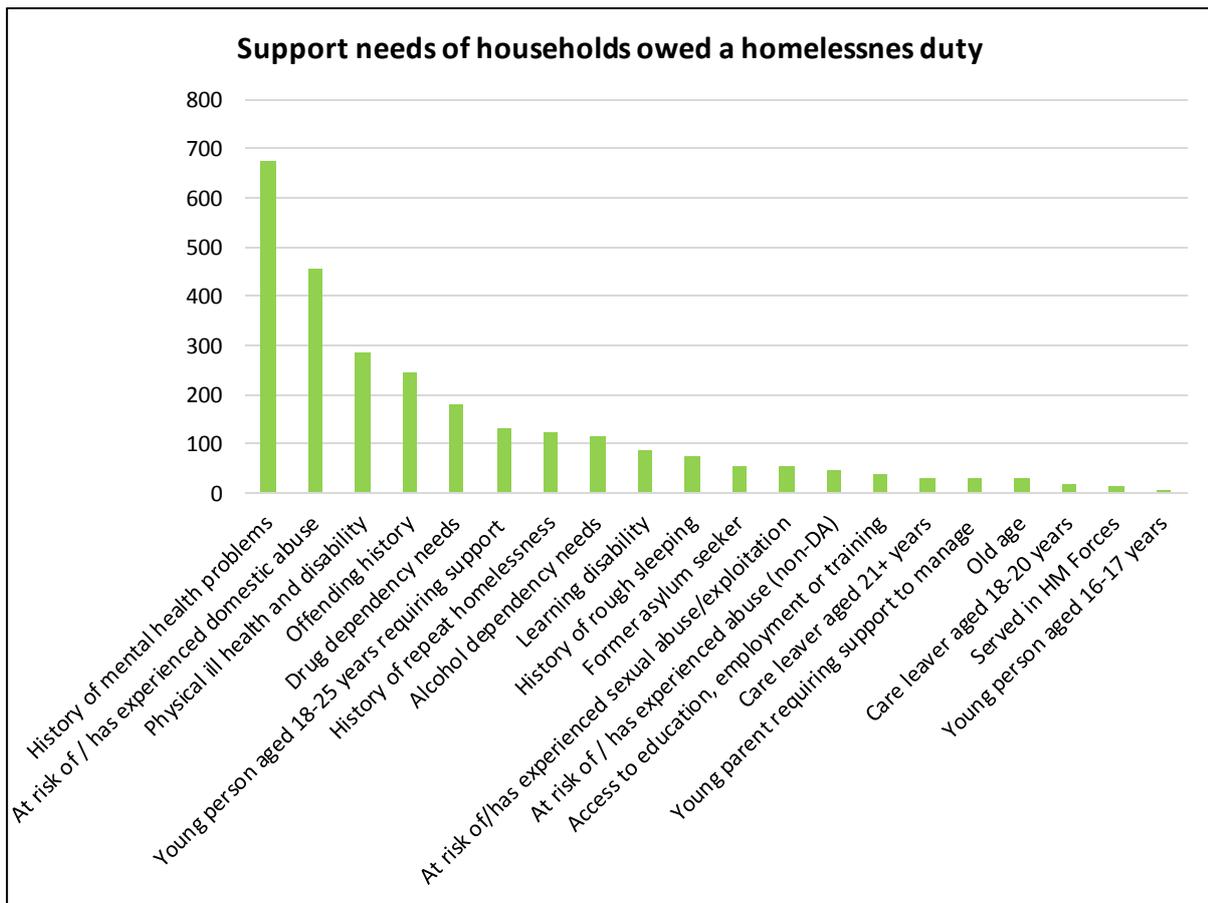
- 4.4.4 Most of those who are shown as No Fixed Abode (182) were likely to be sofa surfing, with many living with friends and families. Taken together the categories of NFA and living with family and friends make the largest group of people at 61% of the total who are owed a relief duty. The number of people who are rough sleepers is 20 which is line with the numbers reported by stakeholders in Gateshead.
- 4.4.5 Those who are shown as living in the social rented sector in Gateshead at the time of application were mainly Council tenants (28) with a significant number living in supported housing (14).

## 5. Households with Support Needs

### 5.1 Support Needs

5.1.1 There were **1,283** households with one or more support needs who were owed a homelessness duty during 19/20 and **794** households who did not have any support needs, or their support needs were unknown. This means **61.8%** of those who were owed a duty had support needs.

5.1.2 The table below shows support needs of the households owned a homelessness duty for the annual period 2019-2020



5.1.3 The table below shows that many of the households had more than one support need.

	Number of households
<b>Total households with support need(s) owed a duty</b>	<b>1,283</b>
<b>Total number of support needs for those owed a duty<sup>5</sup></b>	<b>2,694</b>

5.1.4 **366** households who were owned a duty had three or more support needs.

5.1.5 The most significant support needs of households were as follows:

Support Needs	Number	Percentage of households owned a duty
History of mental health problems	676	32.5%
At risk of / has experienced domestic abuse	458	22.1%
Physical ill health and disability	286	13.8%
Offending history	247	11.9%

5.1.6 The total proportion of households with support needs owed a duty is higher in Gateshead (average 68% each quarter) than the average in England (49%) and the North East (59%) as shown in the table below.

	Total households with support need(s) owed a duty							
	Oct-Dec 2019		Jan - Mar2020		Apr-Jun 2020		Jul-Sept 2020	
Gateshead	311	66.9%	436	68.9%	266	71.7%	333	65.9%
England	32,140	47.8%	35,720	47.5%	31,770	50.0%	34,280	49.9%
North East	2,070	54.0%	2,490	58.9%	2,120	62.5%	2,470	62.5%
Darlington	79	48.2%	100	52.1%	116	59.2%	130	81.8%
North Tyneside	88	49.7%	99	52.7%	86	49.1%	101	51.8%
South Tyneside	152	48.9%	155	52.5%	..	..	118	45.4%

5.1.7 Gateshead also had a higher proportion of households with support needs compared to Darlington (average 60%), North Tyneside (average 51%) and South Tyneside (average 49%). Therefore, Gateshead Council is faced with a greater proportion of households owed a duty with support needs, which may be a contributing factor to adverse outcomes for maintaining housing.

5.1.8 Gateshead recognises that existing approaches to preventing and relieving homelessness are not always centred around people's needs and as such may not provide sustainable outcomes. What can appear as a lack of support for individuals is too often characterised by the involvement of a range of services and touchpoints, with multiple providers from the Council and partners.

5.1.9 The HNA<sup>17</sup> highlighted that services are currently planned, commissioned and delivered in silos which rarely address all the issues an individual may be experiencing. Those homeless people with multiple complex needs are required to navigate a complex system and multiple professionals who are working with the same individuals.

## 5.2 Domestic Abuse

5.2.1 The table below shows that across the four quarters, Gateshead had the highest proportion of households who were homeless due to domestic abuse. The level is consistently higher in Gateshead than the average in England and the North East. Similarly, the proportion of households owed a duty with support needs due to domestic abuse was also higher in Gateshead than any other area.

<sup>17</sup> Gateshead Homelessness and Multiple Complex Needs Housing Needs Assessment. 2017

<b>Households owed a duty by reason of Domestic abuse</b>				
	<b>Oct-Dec 2019</b>	<b>Jan - Mar 2020</b>	<b>Apr-Jun 2020</b>	<b>July-Sept 2020</b>
Gateshead	26.0%	23.1%	28.6%	22%
England	9.3%	9.1%	11.3%	12%
North East	12.5%	13.2%	15.3%	14%
Darlington	6.1%	8.9%	9.7%	15%
North Tyneside	9.6%	9.0%	8.6%	12%
South Tyneside	11.9%	16.6%	..	12%

<b>Support need : At risk of / has experienced domestic abuse</b>				
	<b>Oct-Dec 2019</b>	<b>Jan - Mar 2020</b>	<b>Apr-Jun 2020</b>	<b>July-Sept 2020</b>
Gateshead	23.2%	25.3%	28.3%	21.2%
England	9.6%	9.2%	10.5%	10.9%
North East	13.3%	14.9%	16.2%	15.4%
Darlington	3.7%	10.4%	13.1%	17.0%
North Tyneside	10.2%	14.4%	13.1%	16.9%
South Tyneside	12.5%	13.6%	..	12.7%

5.2.2 A LloN map was used to identify areas with high reports of domestic abuse. Targeted and increased support provision in these areas could ensure earlier identification to help prevent households from homelessness.

	<b>Domestic Related Crimes</b>	<b>Domestic Abuse Incidents Affecting Children</b>	<b>Domestic Abuse – High Risk Victims</b>
Birtley/Birtley Industrial	32	31	57
Chopwell North	33	31	29
Harlow Green East	38	43	36
Felling Falla Park	29	31	43
Beacon Lough East	48	26	37

## 5.3 Young People

### 18-25 year olds

5.3.1 During 19/20 there were 395 young people aged 18-25 who were owed a prevention or relief duty, which was 19% of the total owed a duty. Of these 131 required support to manage independently.

Young person aged 18-25 <sup>18</sup> years owned a prevention or relief duty	395
Young person aged 18-25 years requiring support to manage independently	131

5.3.2 SAILS (Support and Independent Living Service) is a suite of commissioned supported housing provision for Young People aged 18 to 25 years who are homeless or

<sup>18</sup> Up to 25 years of age but not including those aged 25

threatened with homelessness, have a Gateshead local connection and require support to live independently. The SAILS pathway was commissioned in 2018.

- 5.3.3 Where young people in Gateshead are unable to return to their family home then they are referred to a SAILS commissioned assessment centre which is currently provided by Changing Lives. Gateshead has exclusive nomination rights to the assessment centre.
- 5.3.4 Once a young person has been assessed then a panel of professionals make a decision about their next move. Gateshead has commissioned a number of housing and support services for young people, which include 24 hour cover, semi-independent accommodation, dispersed accommodation and floating support.

### **16-17 Year Olds**

- 5.3.5 There were only two 16-17 years who were owed a duty during 19/20. This reflects the fact that most referrals are made to the Integrated Referral and Assessment team (IRAT), which is a first point of contact for referrals who are in need of protection or support to live safely within their family. IRAT includes a homelessness prevention worker for 16-17 year olds who become homeless due to a breakdown in their relationship with their family.
- 5.3.6 IRAT first try to support 16-17 year olds to return to their family and arrange for various professionals to provide support. This can include mediation services provided by the Council, where appropriate.
- 5.3.7 Where the 16-17 year old is unable to return to their family home then they can be referred to the SAILS commissioned assessment centre, which also assesses 16-17 year olds. Once assessed a panel of professionals make a decision about their next move. There is specific supported accommodation for young women, including a scheme for 16-17 year olds who are pregnant to which Gateshead has referral rights. Others who have turned 18 often prefer to move to a general needs tenancy.
- 5.3.8 It was reported that the homeless pathway for 16-17 year olds works well. The main gaps identified in relation to 16-17 year olds is accommodation for those who have been convicted of a sexual assault, or have been alleged to have committed a sexual assault. The other gap identified is for young people who present as a couple. Those couples who have a child can be given a licence in Council accommodation, provided that they are ready for independent living.

### **Young People Leaving Care**

- 5.3.9 During 19/20 there were a total of 50 care leavers who were owed a prevention or relief duty. This can be broken down as follows:

Care leaver aged 21+ years	31
Care leaver aged 18-20	19

- 5.3.10 It is likely that this data has not been correctly recorded on H-CLIC, or some of these individuals may have been in receipt of care services but not in the care of the local authority itself. This data is at odds with a Gateshead report<sup>19</sup> which explained that an

<sup>19</sup> Families Overview and Scrutiny Committee. June 2018

Ofsted visit in March 2018 found provision for care leavers to be good, stating “The council provides an impressive range of accommodation options, and this provides choice for young people. Most young people are in suitable accommodation, with those not provided with accommodation accounted for by four young people being in custody and one young person being of no fixed abode.”

## 5.4 Ex-Offenders

- 5.4.1 During 19/20 a total of 97 offenders were referred to Gateshead under the Duty to Refer by the National Probation Service, Prison, Youth custody and Crime Rehabilitation Company, and owed a homelessness duty. Altogether 247 people with an offending history were owed a duty.
- 5.4.2 Currently the Probation Service is going through a transition as two different organisations have come together into one new service. In six months time every prisoner will be allocated to a probation practitioner who will complete a needs assessment prior to release and will be responsible for all pre-release work.
- 5.4.3 Low and medium risk offenders are normally subject to a pre-release assessment at 12 weeks prior to release and those identified as homeless are referred to the local authority under the Duty to Refer. Local authorities are expected to complete their own assessments prior to release, however this has not happened because of Covid. Some local authorities in the North East region have made provision for remote assessments but others expect offenders to report to Housing Options on the day of release.
- 5.4.4 The Duty to Refer process is exactly the same for MAPPA cases, although the Probation Service can refer offenders who are homeless to Approved Premises. These premises are intended to provide short term accommodation for high risk offenders, although MAPPA cases often have their length of stay extended due to lack of move on options.
- 5.4.5 There are huge difficulties in getting MAPPA clients into generic supported housing. Some cannot be housed in specific areas because of their history of offending. MAPPA meetings include local housing authority representatives, and this process can result in accommodating individuals who would normally be refused housing.
- 5.4.6 The Probation Service reported that there is an ongoing willingness to address the high risk MAPPA cohort across the North East region and some local authorities have embedded these needs in their Homelessness and Rough Sleepers strategies.

## 5.5 Mental Health and/or Substance Misuse

- 5.5.1 During 19/20 a total of **676** households had a history of mental health problems who were owed a prevention or relief duty. This is the most significant support need identified. There were also a significant number of households with drugs dependency needs (**179**) and alcohol dependence needs (**117**).
- 5.5.2 In Gateshead, every quarter on average 33% of those owed a duty had a history of mental health problems, as shown in the table below. This proportion was higher

in Gateshead than the national average (average 24% every quarter) as well as higher than the North East average and for three neighbouring local authorities.

	History of mental health problems							
	Oct-Dec 2019		Jan-Mar 2020		Apr-Jun 2020		Jul-Sept 2020	
<b>Gateshead</b>	149	32.0%	233	36.8%	117	31.5%	160	31.7%
<b>England</b>	15,680	23.3%	17,490	23.3%	15,400	24.2%	16,880	24.6%
<b>North East</b>	1,110	29.0%	1,370	32.4%	1,090	32.2%	1,310	33.2%
<b>Darlington</b>	37	22.6%	50	26.0%	46	26.3%	61	38.4%
<b>North Tyneside</b>	40	22.6%	49	26.1%	46	26.3%	48	24.6%
<b>South Tyneside</b>	60	19.3%	54	18.3%	..	..	43	16.5%

5.5.3 It was reported that the health service is looking at how to transform the delivery of mental health services in Gateshead.

## 5.6 Rough Sleepers

5.6.1 Gateshead's broad strategic aim is to reduce homelessness and end rough sleeping. To achieve this, Gateshead has developed a number of pathways and multi-disciplinary teams around offending, drug and alcohol use, hospital discharge from both physical and mental health hospital, domestic abuse and young people. In identifying some of the groups more likely to be at risk of rough sleeping Gateshead aims to stem the flow and create pathways that proactively work with these client groups and intervene at the earliest possible stage.

5.6.2 The number of rough sleepers that were subject to the duty to relieve homelessness during 19/20 was **20**, although the number with history of rough sleeping was 73. The table below shows the quarterly figures those with a history of rough sleeping for the quarter from October 2019 to September 2020, compared to England and the NE.

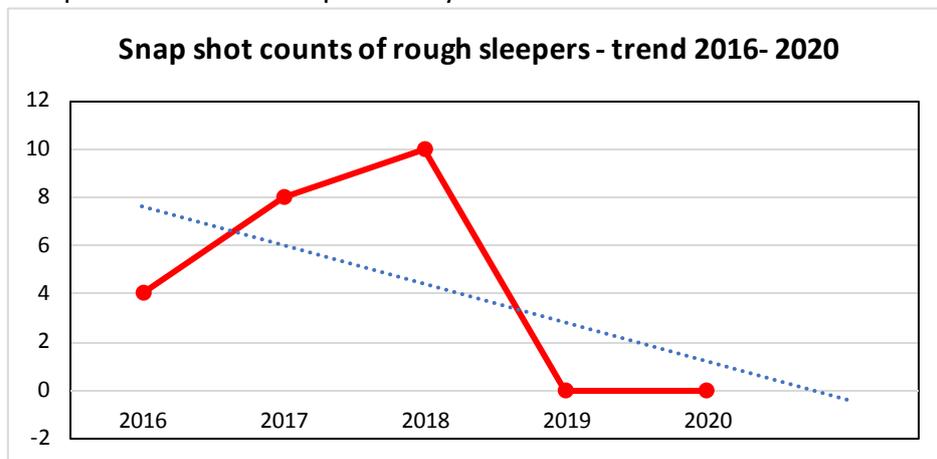
	History of rough sleeping							
	Oct-Dec 2019		Jan – Mar 2020		Apr- Jun 2020		Jul-Sept 2020	
<b>Gateshead</b>	16	3.4%	23	3.6%	30	8.1%	24	4.8%
<b>England</b>	3,740	5.6%	4,220	5.6%	4,950	7.8%	3,960	5.8%
<b>North East</b>	230	6.0%	300	7.1%	260	7.7%	210	5.3%
<b>Darlington</b>	8	4.9%	8	4.2%	19	10.9%	13	8.2%
<b>North Tyneside</b>	13	7.3%	20	10.6%	19	10.9%	22	11.3%
<b>South Tyneside</b>	11	3.5%	11	3.7%	..	..	5	1.9%

5.6.3 It has been reported that many of the street homelessness population are sofa surfing and living in insecure circumstances, with only a small number of people who end up rough sleeping. This population has significant problems related to drug and alcohol and mental health.

5.6.4 Since March 2020 the 'Everyone In' programme has involved accommodating over **300** single people who were either rough sleepers, or are part of the street population, in short term accommodation such as hotels. Subsequently all those picked up through 'Everyone In' have been accommodated in council housing, although they do not have

the wrap around support needed to sustain independent living and as a result some of these tenancies may fail.

- 5.6.5 The annual rough sleeping snapshot provides information about the estimated number of people sleeping rough on a single night between 1 October and 30 November each year. The table below shows the trend in for Gateshead from 2016, with no rough sleepers counted in the past two years.



- 5.6.6 The police work closely with the Oasis hub that provides a drop in centre for those who are a rough sleeping or at risk of rough sleeping. The main problem identified by the police, and other stakeholders, is lack of access to mental health services as these individuals do not keep appointments for an assessment. The police identified a lack of out of hours support for people who have mental health problems – they consider that mental health outreach services are required.

- 5.6.7 Gateshead is working towards a Connected Services Model (see next paragraph for a detailed explanation) to delivering housing and homelessness services, in response to a recent report on multiple complex needs. This is an innovative approach that connects the council and partner agencies, working collaboratively across housing, homelessness and linked support services to build positive outcomes for residents in Gateshead. To support this approach in relation to rough sleeping and those at risk of rough sleeping a partnership approach has been developed to the hub that includes;

- Oasis Community Housing (hub drop in centre)
- Housing and Homelessness Services – 2 homelessness officers
- Northumbria Police
- Nurse Practitioner
- Mental health link worker (part funded by Housing)
- Link to DWP

- 5.6.8 The Connected Service Model includes five core elements. Each of these elements will help Gateshead move from a reactive to proactive provider, focused on prevention and collaborative working with other services, partner agencies, the third sector and other housing providers in Gateshead. The 5 core elements of the Connected Services Model are as follows and illustrated in the diagram below:

1. **Multidisciplinary working in localities** - Embedding strong joint working between housing workers, colleagues from Health and Adult Social Care Services and wider partners the council is aiming to reduce handoffs and create a more collaborative approach when providing support on individual cases.
2. **Multi-agency strategy group** - Establishing a forum for leaders across services and partner organisations that meets regularly, so that together they can address collective challenges using data and insights and discuss strategic priorities that will help people in need and inform the long-term strategy.
3. **Holistic Advice, Homelessness and allocations Service** – Ensuring that frontline teams work as an integrated delivery team, to assess people’s situations in a holistic way, providing advice and bringing them into contact with the right support services. Including the development of joint support plans. The council is aiming to pull on services and support, not refer.
4. **Insights, Innovation & Partnership** - Collecting qualitative and quantitative data about people’s needs in Gateshead so that the council can work at all levels from predicting tenancy sustainment to modelling future housing and support needs in Gateshead.
5. **A Single Gateway that oversees access to emergency and short term temporary accommodation as well as commissioned supported housing in Gateshead** – with the Housing Options service overseeing access, eligibility and move on activity linking with the range of housing and support providers operating in Gateshead in order to deliver sustainable housing and support solutions.



5.6.9 This new approach will introduce more flexible ways of working and solutions that will make better use of data and information sharing across services, freeing up time and budget to ultimately put less demand and pressure on employees, services and organisations.

5.6.10 For residents, Gateshead will be building a more joined-up, holistic and tailored service experience that is designed to create better interactions that are more meaningful for residents. Gateshead will be able to provide better access to services for those people with complex needs.

5.6.11 Through this work, Gateshead wants to continue developing the approach and share the learning. Gateshead will be sharing updates on its homelessness work via the Multi Agency Strategy Group

## 5.7 Multiple Complex Needs

5.7.1 The definition of multiple complex needs for the homeless population usually involves a combination of homelessness, mental health and/or substance misuse problems and/or a history of offending. The number who are owed a homelessness duty during 19/20 and who have these support needs is as follows:

History of mental health problems	676
Drug dependency needs	179
Alcohol dependence needs	117
Offending history	247

5.7.2 Some stakeholders reported that many of those referred to supported housing providers were not accepted, due to the complexity of their needs. This cohort includes both MAPPA clients as well as others with multiple complex needs. The housing department has ended up accommodating people with complex needs in general needs tenancies, where instances of anti-social behaviour has caused problems and placed these tenancies at risk. The police reported that a lot of these individuals do not have to life skills to live independently.

5.7.3 In 2017 Gateshead Health and Wellbeing Board requested a Health Needs Assessment (HNA)<sup>20</sup> of vulnerable homeless adults who had enduring and multiple complex needs. This assessment encompassed those who are rough sleeping, living in supported accommodation, receiving floating support or living in insecure accommodation such as sofa surfing. The main findings of the HNA which are relevant to the homelessness review are as follows:

- Homelessness is rarely a housing issue alone. There is a strong overlap between homelessness and other support needs such as substance misuse, physical and mental health cycles of emotional physical and emotional abuse and involvement with the criminal justice system.
- Based on the national Hard Edges report it was estimated that there are about **3,325** people facing any one of the three problems of homelessness, substance misuse and crime in Gateshead. The number of people experiencing all three problems was estimated at **245** and for this group alone that equates to an annual public spending cost of £5,576,895.

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<sup>20</sup> Gateshead Homelessness and Multiple Complex Needs HNA. 2017

- Spending on homelessness and multiple complex needs in Gateshead is still largely reactive rather than preventative.
- The prevalence of problematic childhood experiences among those with multiple and complex needs requires more targeted work with children who are experiencing issues that may relate to later homelessness.
- The way in which services are funded commissioned and monitored often requires homeless, vulnerable individuals with multiple and complex needs to navigate a complex system engaging with different agencies
- The presence of vulnerabilities such as a history of anti-social behaviour, substance misuse and criminal activity can act as a barrier to accessing a suitable stable home.

5.7.4 The HNA was followed up by ‘People at the Heart’ report<sup>21</sup>. This report found that Gateshead’s system of support for people with multiple complex needs is built primarily around professional concerns, which means that people are segmented according to the issues or themes they present. This results in a system that is not structured around people who have more than one need. The report recommended that Gateshead’s system commit to doing what is necessary to transform itself into a system that is structured around people.

## 5.8 Repeat Homelessness

5.8.1 The proportion of those owed a duty with support needs due to a history of repeat homelessness remained low in Gateshead, as show in the table below for the quarters during the period October 2019 to September 2020. The average across the four quarters in Gateshead was the same as the national average at 7%; it was also lower than the North East average (11.4%).

	History of repeat homelessness							
	Oct-Dec 2019		Jan - Mar 2020		Apr- Jun 2020		Jul-Sept 2020	
<b>Gateshead</b>	26	5.6%	47	7.4%	40	10.8%	26	5.1%
<b>England</b>	4,430	6.6%	4,990	6.6%	5,310	8.4%	4,830	7.0%
<b>North East</b>	370	9.7%	510	12.1%	420	12.4%	450	11.4%
<b>Darlington</b>	11	6.7%	17	8.9%	19	10.9%	33	20.8%
<b>North Tyneside</b>	16	9.0%	23	12.2%	19	10.9%	22	11.3%
<b>South Tyneside</b>	24	7.7%	17	5.8%	..	..	13	5.0%

5.8.2 In comparison to the comparator local authorities, Gateshead consistently had a lower proportion of support needs for repeat homelessness, in the last quarter this was 5.1% of households compared to 20.8% in Darlington and 11.3% in North Tyneside.

5.8.3 However, South Tyneside had a similar proportion to Gateshead across the four quarters, with only 0.1 percentage point difference in proportion of households in July to September.

<sup>21</sup> People at Heart

5.8.4 Overall, Gateshead had a lower than average number of people experiencing repeat homelessness, and this may suggest that the Council was successful in securing accommodation that was sustainable for households owed a duty, as well as providing floating support to help sustain those tenancies.

## 5.9 Other Needs

### Gypsies and Travellers

- 5.9.1 Friends, Families and Travellers (FFT), a national charity, has highlighted evidence to show that Gypsies and Travellers have the worst life outcomes of any ethnic group in the UK, with life expectancy 10-25 years lower than average, the poorest educational outcomes at GCSE, adult literacy below 40 per cent and the highest experience of prejudice.
- 5.9.2 A study was carried out into the accommodation needs of Gypsies and Travellers in Gateshead and Newcastle upon Tyne<sup>22</sup>. The study found that in the Gateshead there was one public site with planning permission for 20 pitches, no private sites with permanent or temporary planning permission, no unauthorised sites and no Travelling Showpeople yards. The study found a need for up to 2 additional pitches in Gateshead to accommodate new household formation and 5 pitches for other households.
- 5.9.3 As with other mainstream services, Gypsies and Travellers are reluctant to access housing and homelessness services directly because of a fear of prejudice.

## 5.10 Summary of Needs from Snapshot Survey

- 5.10.1 A snapshot survey<sup>23</sup> was carried out of the needs of those living in support housing and floating support services in Gateshead, to understand the types and level of needs being met by these services. Although data on non-commissioned supported housing units were included within the survey returns, it was not possible analyse commissioned and non-commissioned units separately as the vast majority were jointly managed. Therefore, the survey results provide an overview across commissioned, non-commissioned and in-house provision.
- 5.10.2 The following types of services were asked to complete a survey on the needs of all their service users that were being provided with a service on June 29<sup>th</sup> 2021
- Supported housing services
  - Floating support services
  - Temporary accommodation providers (assuming that the residents were judged to have support needs)
  - Domestic abuse specialist service providers
- 5.10.3 Returns were received in relation to 537 separate service users. This was broken down according to the service received as follows:

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<sup>22</sup> Opinion Research Services. Gateshead and Newcastle upon Tyne Gypsy and Traveller Accommodation Assessment. 2017

<sup>23</sup> Data report. Housing and Support Services. Campbell Tickell 2021

Type of Service	Number of service users
Supported Housing	221
Floating Support	185
Temporary Accommodation	50
Domestic Abuse Specialist Services	81

5.10.4 The main findings from the snapshot survey are as follows

- Overall services appear to have a good gender balance (with a number of female-only services).
- **69%** of support service users have some form of disability or long-term health condition.
- About **10%** of support service users could be categorised as having complex needs. 38 of those were in supported housing, which means that **17%** of those in supported housing could be categorised as having complex needs.
- High numbers of people resident in supported housing present a significant risk to others- 102 individuals – representing **46%** of the total supported housing population.
- Up to **64%** of support service users have a mental health need, but just under half of them are currently engaging well with services and receiving the treatment that they need.
- In terms of support needs, achieving housing goals and assistance with finance management are the primary areas where assistance is required, regardless of which service type people are in.
- The level of input required in supported housing is much higher than in floating support, as should be the case. This suggests that the majority of people in supported housing do need that level of service.
- Domestic abuse specialist services are very focussed on enabling people to achieve their housing goals in relation to securing safe accommodation.
- Vulnerable young people who the local authority have a duty to assist are the subgroup requiring the highest level of input.
- Overall people seem to be staying in supported housing longer than would be expected. A third of service users had been in residence for over 2 years.
- In Floating Support services **61%** of service users have been receiving the service for less than 6 months.

5.10.5 The data report concludes that due mostly to the high levels of risk/need (and to some extent high levels of vulnerability) a significant number of people in supported housing need to be housed in a dispersed supported housing model (including Housing First), with approximately a third of current users needing dispersed housing.

## 5.11 People with Lived Experience of Homelessness

5.11.1 A survey was carried out to gather views and experiences from currently homeless people that could inform the homelessness review and strategy and the Homelessness Charter. A survey form was provided to four of the main homelessness providers, including the local refuge. The full findings of this survey is shown in **Appendix 2**.

5.11.2 The survey could be completed online or on paper – with the latter responses either scanned by providers and emailed back or sent by post to a designated address. Altogether 35 surveys were returned.

5.11.3 The main findings were as follows:

#### **Experience of Homelessness**

- For the majority of those responding (67%), this was their first experience of homelessness.
- A small minority (7% of the sample) had been homeless more than ten times. Both of these respondents were male.

#### **Reasons for Homelessness**

- Family and relationship breakdown were by far the most prevalent reasons cited for homelessness.
- Violence at home was cited by all the respondents living in the refuge, but this reason was also cited by four other respondents.
- 19% cited rent arrears and debt being a factor in homelessness. A prison stay, and having nowhere to go on discharge, was a determining factor in 19% of returns (6 people, all male).

#### **Prevention of homelessness**

- A significant proportion (41% including four of the five women in the refuge) suggested that their homelessness might have been prevented if they had been given a temporary place to stay while things settled down at home.
- Access advice at the right time was cited as a preventable factor by 14% of respondents.

#### **Exiting Homelessness**

- In terms of exiting homelessness 66% wanted their own flat in Gateshead and 34% wanted supported accommodation.
- A significant minority of people (21%) suggested they would benefit from a move to accommodation outside Gateshead. This did not correlate with respondents living in the refuge as might be expected
- Almost all the respondents choose the Council as the most important organisation that should contribute to ending homelessness in Gateshead.

#### **Main concerns**

- A significant minority of respondents had concerns about successfully managing their tenancy and bills, feeling lonely or isolated, or losing the support they are currently receiving when they are housed. Safety (of self, and of children) also featured multiple times.
- A fifth of respondents cited worries about having their health needs met once they are rehoused. The health needs reported included Parkinson's disease, ADHD, asthma/eczema/allergies, mobility issues, and having a learning disability.



## 6. Securing Accommodation

### 6.1 Temporary Accommodation and B&B

6.1.1 The table below shows the number of households in Temporary Accommodation as a snapshot at the end of each quarter for the period Oct '19 to Sept '20. At the end of the last quarter in this period, the total number of households in Temporary Accommodation (TA) peaked at 74 households.

	Type of Temporary Accommodation provided							
	Gateshead							
	Oct-Dec 2019		Jan-Mar 2020		Apr-Jun 2020		Jul-Sep 2020	
Private sector accommodation leased by authority or by a registered provider	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Nightly paid, privately managed accommodation, self-contained	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Local authority or Housing association (LA/HA) stock	24	64.9%	24	61.5%	19	73.1%	55	74.3%
Bed and breakfast hotels (including shared annexes)	1	2.7%	4	10.3%	0	0.0%	8	10.8%
Hostels (including reception centres, emergency units and refuges)	3	8.1%	3	7.7%	1	3.8%	4	5.4%
Any other type of temporary accommodation (including private landlord and not known)	9	24.3%	8	20.5%	6	23.1%	7	9.5%
In TA in another local authority district	2	5.4%	2	5.1%	0	0.0%	8	10.8%
Duty owed, no accommodation secured <sup>3</sup>	34		33		33		34	

6.1.2 As the H-CLIC data in the table above only provides a snapshot, the Gateshead's annual report for 2019/20 shows the following in relation to the use of Temporary Accommodation over an annual period:

- 218 households in Gateshead's own TA (LA)
- 455 placements into B&B
- 93 placements into private hostels
- 19 placements into refuges

#### TA in Local Authority or Housing Association stock

6.1.3 The majority of placements in Temporary Accommodation across all four quarters were made to local authority (LA) stock at an average of 68%. Housing Association stock is not used for Temporary Accommodation.

6.1.4 The proportion of households placed by Gateshead in LA stock used as TA was on average 68% every quarter, compared to 22% for the national average for England. Similarly, the North East (32% on average every quarter) also had a lower proportion of

households placed in LA/HA stock when compared to Gateshead. This is shown in the table below:

	<b>Type of temporary accommodation provided – Local authority or Housing association (LA/HA) stock</b>							
	<b>Oct-Dec 2019</b>		<b>Jan-Mar 2020</b>		<b>Apr-Jun 2020</b>		<b>Jul-Sep 2020</b>	
<b>Gateshead</b>	24	64.9%	24	61.5%	19	73.1%	55	74.3%
<b>England</b>	19,830	22.4%	20570	22.1%	21,870	22.2%	21,530	23.0%
<b>North East</b>	110	42.3%	110	29.7%	120	26.1%	140	31.8%
<b>Darlington</b>	7	31.8%	8	29.6%	9	20.0%	11	44.0%
<b>North Tyneside</b>	21	58.3%	23	42.6%	28	44.4%	25	46.3%
<b>South Tyneside</b>	11	84.6%	13	68.4%	..	..	10	50.0%

6.1.5 In comparison to Darlington (average 31%) and North Tyneside (48%) and South Tyneside (67%), Gateshead had a higher percentage proportion of households placed in LA or HA stock.

6.1.6 The H-CLIC data shows the Council’s use of bed and breakfast (B&B) hotels and hostels remained low at the end of each quarter. It should be noted that this is snapshot in time and that the use of B&B over the whole of 19/20 involved 455 placements.

6.1.7 The table below shows that for Gateshead the proportion of households requiring TA and living in B&B hotels at the end of each quarter was lower than the national and regional averages.

	<b>Bed and breakfast hotels (including shared annexes)</b>							
	<b>Oct-Dec2019</b>		<b>Jan-Mar 2020</b>		<b>Apr-Jun 2020</b>		<b>Jul-Sep 2020</b>	
<b>Gateshead</b>	1	2.7%	4	10.3%	0	0.0%	8	10.8%
<b>England</b>	7330	8.3%	8180	8.8%	11360	11.6%	10330	11.0%
<b>North East</b>	60	23.1%	150	40.5%	180	39.1%	160	36.4%
<b>Darlington</b>	15	68.2%	19	70.4%	35	77.8%	13	52.0%
<b>North Tyneside</b>	1	2.8%	10	18.5%	15	23.8%	7	13.0%
<b>South Tyneside</b>	1	7.7%	4	21.1%	..	..	9	45.0%

6.1.8 Government guidance requires housing authorities not to use B&B to accommodate families with children or pregnant women except where there is no alternative available, and then for a maximum period not exceeding 6 weeks.

6.1.9 Similarly, the H-CLIC data shows that Gateshead’s use of private hostels or other emergency accommodation remained low at the end of each quarters in comparison with the North east - from 3.8% to 8.1% - see table below. Again it should be noted that the H-CLIC data provides a snapshot and Gateshead’s 19/20 annual report shows 93 placements in private hostels and 19 in refuges.

	Hostels (including reception centres, emergency units and refuges)							
	Oct-Dec 2019		Jan-Mar 2020		Apr-Jun 2020		Jul-Sep 2020	
Gateshead	3	8.1%	3	7.7%	1	3.8%	4	5.4%
England	6680	7.6%	6940	7.5%	5820	5.9%	5660	6.1%
North East	40	15.4%	50	13.5%	100	21.7%	80	18.2%

## 6.2 Types of accommodation secured

### Secured accommodation for 6+ months

6.2.1 The table below shows Gateshead's ability to secure accommodation for 6 months or more across a two year period for those owed a duty.

Secured accommodation for 6+ months	Gateshead		England		North East	
	2018/2019	2019/2020	2018/2019	2019/2020	2018/2019	2019/2020
Reason for households' prevention duty ending:	51.4%	58.2%	57.8%	58.5%	59.3%	61.5%
Reason for households' relief duty ending:	29.9%	45.2%	42.5%	40.0%	59.0%	57.4%

6.2.2 In 2019/20, Gateshead secured accommodation for 6 months or more for 58.2% of households owed a prevention duty. This was similar to the national average of 58.5% and was slightly lower compared to the regional average at 61.5%.

6.2.3 In 2019/20, Gateshead improved its ability to secure accommodation for 6 months plus for homeless households owned a relief duty from 29.9% to 45.2%. This improvement meant that in 2019/20 Gateshead was above the nationwide average (40%).

### Rented accommodation

6.2.4 Overall, the majority of those owed a prevention and relief duty were placed in accommodation in the local authority (LA) rented sector as shown in the tables below.

	Type of accommodation secured for households at end of duty - Prevention duty							
	Gateshead							
	Oct-Dec 2019		Jan-Mar 2020		Apr-Jun 2020		Jul-Sep 2020	
LA rented sector	136	63.8%	164	66.1%	60	61.2%	181	66.8%
Private rented sector	59	27.7%	51	20.6%	27	27.6%	67	24.7%

	Type of accommodation secured for households at end of duty - Relief duty							
	Gateshead							
	Oct-Dec 2019		Jan-Mar 2020		Apr-Jun 2020		Jul-Sep 2020	
LA rented sector	21	32.8%	29	29.9%	10	9.9%	11	13.6%
Private rented sector	2	3.1%	5	5.2%	1	1.0%	2	2.5%

- 6.2.5 In total the Council placed **612** households, threatened with or already homeless, into housing from the local authority rented sector between October 2019 and September 2020. In comparison only **214** placements were made to the private rented sector. This is a positive outcome for the majority of households as the local authority rented sector is more affordable and regulated.
- 6.2.6 More households owed a prevention duty were placed in local authority rented accommodation than those owed a relief duty, and this is likely due to a higher number of total households assessed as owed a prevention duty. On average in each quarter 64% owed a prevention duty were provided with local authority rented housing compared to 22% of those owed a relief duty.
- 6.2.7 Furthermore, in Gateshead the private rented sector was used very minimally to relieve homelessness, this was only 10 households in total from October 2019 to September 2020.
- 6.2.8 During 19/20 about 11% of those owed a relief duty were placed in supported housing – a total of **60** households.

#### Social rented housing: Gateshead compared to other areas

- 6.2.9 In Gateshead the social rented sector was used to secure housing for an average of 64% of those owed a prevention duty, this was significantly higher than the average in England at 39% and the North East at 55%.

	Type of accommodation secured for households at end of duty - Social rented sector (Prevention duty)							
	Oct-Dec 2019		Jan-Mar 2020		Apr-Jun 2020		Jul-Sep 2020	
<b>Gateshead</b>	136	63.8%	164	66.1%	60	61.2%	181	66.8%
<b>England</b>	8820	42.9%	8560	41.8%	5020	32.9%	7010	39.6%
<b>North East</b>	730	58.9%	730	58.4%	310	44.9%	740	59.2%
<b>Darlington</b>	27	69.2%	21	61.8%	9	56.3%	27	71.1%
<b>North Tyneside</b>	31	53.4%	30	78.9%	12	54.5%	27	64.3%
<b>South Tyneside</b>	106	81.5%	68	82.9%	..	..	77	86.5%

- 6.2.10 The proportion of households owed a prevention duty placed in the social rented sector in Gateshead was similar to Darlington and North Tyneside. However, while proportions fluctuated more in North Tyneside (e.g., 53.4% in October to 78.9% in January to 54.5% in April), Gateshead remained consistent in its use of the social rented sector across the four quarters.
- 6.2.11 In comparison South Tyneside had an even higher proportion of households threatened with homelessness placed into social rental accommodation at an average of 84%.
- 6.2.12 Gateshead had a significantly lower proportion of households owed a relief duty placed into the social rented sector compared to the national and regional average and compared to Darlington, North Tyneside and South Tyneside. This likely results from the high proportion of households where the type of accommodation secured was recorded as 'Not known'.

	Type of accommodation secured for households at end of duty - Social rented sector (Relief duty)							
	Oct-Dec 2019		Jan-Mar 2020		Apr-Jun 2020		Jul-Sep 2020	
Gateshead	21	32.8%	29	29.9%	10	9.9%	11	13.6%
England	8220	51.7%	8010	51.0%	6280	42.5%	8380	47.9%
North East	870	70.7%	860	72.3%	580	61.1%	740	66.7%
Darlington	41	56.9%	43	63.2%	25	54.3%	49	65.3%
North Tyneside	25	71.4%	30	73.2%	15	44.1%	19	59.4%
South Tyneside	87	76.3%	70	78.7%	..	..	80	80.0%

### Private rented housing: Gateshead compared to other areas

6.2.13 The proportion of households owed a prevention duty placed in the private rented sector in Gateshead (average 24%) was lower than the national (42%) and regional average (35%), as shown in the table below.

	Type of accommodation secured for households at end of duty Private rented sector (Prevention duty)							
	Oct-Dec 2019		Jan-Mar 2020		Apr-Jun 2020		Jul-Sep 2020	
Gateshead	59	27.7%	51	20.6%	27	27.6%	67	24.7%
England	8160	39.7%	8260	40.3%	7040	46.1%	7210	40.8%
North East	430	34.7%	400	32.0%	310	44.9%	350	28.0%
Darlington	10	25.6%	12	35.3%	7	43.8%	8	21.1%
North Tyneside	21	36.2%	5	13.2%	6	27.3%	8	19.0%
South Tyneside	16	12.3%	13	15.9%	..	..	8	9.0%

6.2.14 The proportion of households owed a prevention duty placed into the private rented sector in Gateshead (average 24%) was lower than the national (42%) and regional averages (35%), as shown in the table below.

	Type of accommodation secured for households at end of duty – Private rented sector (Relief duty)							
	Oct-Dec 2019		Jan-Mar 2020		Apr-Jun 2020		Jul-Sep 2020	
Gateshead	2	3.1%	5	5.2%	1	1.0%	2	2.5%
England	4540	28.6%	4710	30.0%	5210	35.2%	5440	31.1%
North East	250	20.3%	200	16.8%	200	21.1%	210	18.9%
Darlington	25	34.7%	13	19.1%	18	39.1%	19	25.3%
North Tyneside	8	22.9%	7	17.1%	8	23.5%	7	21.9%
South Tyneside	21	18.4%	14	15.7%	..	..	14	14.0%

## 6.3 Gateshead's Housing Register

6.3.1 Gateshead's housing register is managed through Tyne and Wear Homes (TWH). Gateshead has been a full partner in Tyne and Wear Homes (TWH) since its launch in 2012, along with Newcastle, North Tyneside and South Tyneside Councils.

- 6.3.2 TWH provides lettings services for the 100,000 homes of the four partners and for those of over twenty Registered Providers (RPs). Each local authority currently maintains its own allocations policy, but there is a common waiting list, with Gateshead applicants comprising 30% of the list.
- 6.3.3 A Choice Based Lettings (CBL) Portal enables applicants to register and bid for available homes across the four local authority areas. There is a banding system for prioritising applicants, with statutorily homeless applicants and applicants threatened with homelessness receiving a high priority.

### **Review of Allocations and Lettings**

- 6.3.4 Gateshead Council is aiming to reshape its housing services to better align with and support delivery of its *Everybody Thrives* objectives, against a backdrop of significant local challenges and with limited resources. In particular a review has been carried out of the following:
- Allocations and Lettings policy and supporting processes, including a review of the Choice Based Lettings Scheme delivered through the Tyne and Wear Homes Partnership;
  - Strategic Tenancy Policy with a view to developing a new, broader tenancy strategy in collaboration with local strategic housing partners.
- 6.3.5 The review has set out a prioritised road map which includes
- Complete a systematic re-drafting of the Allocations and Strategic Tenancy policies, based on the findings of the review, aligned with parallel reviews of homelessness and specialist housing solutions, to create a holistic and sustainable housing offer;
  - Map the provision of housing and related support solutions across Gateshead from which to develop a universal access pathway, coordinated housing and support needs assessments around an individual or family, and shared oversight of their delivery;
  - Develop a business case for withdrawal from the TWH partnership, creating a Gateshead CBL scheme, with RPs as full partners, operating within a Common Housing Register;
  - Develop a blueprint for the full implementation and reengineering of processes within Northgate, to deliver compliance assurance and digitally driven efficiency.
  - Launch a digital *Housing Marketplace* through which all Gateshead residents can resolve their housing needs;
  - Develop partnership arrangements with RPs and commissioners that will deliver seamless support solutions.
  - Deliver specialist and move-on accommodation solutions that provide a stepping-stone and maximise independence.

## 7. Housing with Support

### 7.1 Supply of Housing and Support

- 7.1.1 Gateshead has a portfolio of supported housing and floating support services, which includes commissioned, non-commissioned and in-house services.
- 7.1.2 Gateshead’s homelessness service only has a limited referral route to commissioned accommodation through an existing Supported Housing Referral Portal, with the portal not providing a route to any of Council’s internal provision. There is an opportunity for Gateshead’s homeless services to secure greater access to supported accommodation through the commissioning process.
- 7.1.3 Commissioned services are mainly provided in supported housing, but also include some floating support services. Non-commissioned services involve the delivery of intensive housing management services funded through housing benefit and are provided in supported housing. The in-house services provided by Gateshead are mainly floating support services, although there are also some supported housing units.
- 7.1.4 The total capacity of all supported housing in Gateshead is **278** units and the capacity of commissioned floating support is **76** service users. In addition, there are **81** units of Temporary Accommodation provided by Gateshead for statutory homeless households, as well as in house floating support.
- 7.1.5 The types of supported housing and floating support services in Gateshead are summarised in the tables below.

Client Group	Type	Commissioned	Non Commissioned	In-house
Young People	Supported Housing	45		
Young People	Dispersed	17		30
Generic	Supported Housing	54	20	
Generic	Dispersed	12	54	
Mental Health	Supported Housing	20	6	
Domestic Abuse	Refuge	6		
Domestic Abuse	Dispersed		2	
Rough Sleepers	Dispersed			15
Ex-Offenders	Dispersed	3		4
Temporary Accom	Dispersed			81
<b>Total</b>		<b>159</b>	<b>80</b>	<b>130</b>

Client Group	Type	Commissioned	In-house
Armed Forces	Floating Support		No limit
Domestic Abuse	Floating Support		60-80 pm
Offenders Housing Suppt	Floating Support		NK
Temporary Accom & B&B	Floating Support		NK
Under 25 Young Persons	Floating Support		No limit
Housing Support over 25	Floating Support		NK
Complex MH	Floating Support	50	
Complex MH	Floating Support	16	
Mental Health	Floating Support	10	
<b>Total</b>		<b>76</b>	<b>NK</b>

7.1.6 In addition, support is provided by Gateshead to homeless individuals, or those at risk of homelessness, through Housing Options, the Leaving Care Team, the Homeless Prevention Officer for 16-17 year olds and the Private Rented Sector enforcement officers, where individuals fall under a statutory duty.

## 7.2 Survey of Housing and Support Services

7.2.1 A survey<sup>24</sup> was carried out on housing related support services provided in Gateshead. This involved the collection of information on referrals, placements and outcomes directly from the housing and support providers

7.2.2 The results of the survey are summarised in the sections below.

### Supported Housing Referrals

7.2.3 A total of **1089** referrals were received for supported housing in 2019/20.

7.2.4 66% of these were received through the Supported Housing portal, but most of the remaining 34% were received by non-commissioned services. The vast majority of referrals to commissioned services went through the portal.

7.2.5 Only **254** new service users actually moved in – which represents 23% of referrals.

7.2.6 The summary of reasons as to why referrals did not proceed was as follows:

Referral refused because no place available	Referral refused because needs too high	Referral refused because no need	Lost Contact or Application Withdrawn
81	138	45	328

7.2.7 This indicates that for 30% of referrals the reason the referral did not proceed was that contact was lost or the application was withdrawn. A further 14% were refused because needs were considered too high.

<sup>24</sup> Data Report. Housing and Support. Campbell Tickell. 2021

7.2.8 Taking into account the number of people who were in residence in supported housing at the beginning of the year, a total of **418** people received a supported housing service during the year.

### Supported Housing Outcomes

7.2.9 A total of **220** people moved out of supported housing during the year, but 46 of these (21%) moved from one supported housing address to another. Of the remainder 111 people moved into settled housing, while 63 left for some other form of temporary accommodation or for a destination unknown.

7.2.10 This means that 53% of people receiving a supported housing service during the year were able to secure settled housing.

7.2.11 A total of 39 people with a history of domestic abuse moved out during the year. A summary of their destinations was as follows:

Moved to settled housing	Moved to other supported housing	Moved to other temporary accommodation
15	18	5

7.2.12 This implies that people who experience domestic abuse are more likely to use any specific supported housing project as a stepping-stone to other temporary solutions.

### Floating Support Referrals

7.2.13 A total of **1127** referrals were received for floating support services in 2019/20.

7.2.14 A total of **776** new cases were opened, which means that the success rate for referrals was 69% (much higher than for supported housing.)

7.2.15 The summary of reasons as to why referrals did not proceed was as follows:

No capacity	Referral refused because no need	Lost Contact or Application Withdrawn	Unknown
8	35	84	183

7.2.16 No referrals were turned down because their needs were perceived as too high. A total of 342 of the referrals to floating support services had experience of domestic abuse, and 340 of those became an open case. This represents 44% of new cases in the year.

### Floating Support Outcomes

7.2.17 A total of **676** floating support cases were closed during the year.

7.2.18 The outcomes for floating support were as follows

Cases closed having sustained accommodation	Case closed having found alternative accommodation	Case closed because moved into supported housing	Case closed because the household disengaged from support
413	103	2	149

### 7.3 Gateway for Housing and Support

- 7.3.1 The review highlights that there is need to strengthen the links between Housing Options and access to supported housing and floating support services.
- 7.3.2 One of the considerations for the Homelessness Review is a new Gateway model to replace the current Supported Housing portal. The Supported Housing portal does have its limitations in terms of the data that is gathered as well as how it operates. There also needs to be a more joined up process with the homelessness assessments that are undertaken under the HRA.
- 7.3.3 A new Gateway model can involve ‘referral rights’ to recommissioned supported housing and floating support services to ensure that homelessness referrals are prioritised. The Gateway could be extended to internal provision as well as non-commissioned services. Such an approach could be adopted from the outset, although the ability of the Borough to make referrals to non-commissioned services would need to be agreed with those providers (and possibly set out in a service agreement).

#### Supported Housing Portal

- 7.3.4 Referrals to commissioned supported accommodation in Gateshead are made via the Supported Housing Portal. The portal acts as a single point of contact for all referrals and distributes the referrals to the appropriate schemes. In addition to this the portal collates basic data on all referrals to produce reports and assist in informing future provision.
- 7.3.5 The Supported Housing portal operates separately from the Housing Options process for assessing whether a prevention or relief duty is owed. This means that many referrals made through the portal do not have a duty owed to them under the HRA, as referrals are made directly to the portal from a variety of referral agents.

#### Gateway Proposals

- 7.3.6 As housing need increases, and demand for supported housing grows, it is increasingly important that Councils treat supported housing as the valuable resource. Gateshead’s investment in supported housing is sizeable, but the absence of a fully functioning supported housing pathway means that resources are not being utilised effectively, nor meeting the Council’s strategic objectives.
- 7.3.7 A successful supported housing pathway (whether managed through an online or offline gateway process) has several key features, which need to be in place as set out in the table below:

KEY FEATURES	GATESHEAD POSITION
<p>There is a clear understanding of the need for supported housing and floating support i.e.: number of clients needing to be accommodated, their support needs, the number and type of schemes and/or units, the type of support required (visiting, on-site, 24 hour), the length of stay, etc.</p>	<p>Much of this information is being gathered through the homelessness review work. It may need to be revisited/augmented with narrative discussions with Housing Options staff, stakeholders and supported housing providers to provide the full picture needed to underpin a commissioning strategy.</p>
<p>There are a set of services that have been commissioned to meet the identified need, with providers clear on expected activities and outcomes, services staying true to the specifications they were given, and costs being transparent, and funding fairly applied in relation to the amount and complexity of support provided.</p>	<p>It is acknowledged that services have not been recently reviewed, respecified or recommissioned so as to meet changing needs, and there is a concern that many services have drifted away from their original intended model and client group. The homelessness review will enable an understanding of the extent of this and provide data to underpin a recommissioning exercise.</p>
<p>There is a straightforward and easily navigable entry point into supported housing and floating support – ideally with a single front door, standardised referral and assessment form, and the concomitant ability to respond quickly to need and to fill vacancies. The process and pathway is well understood, with standardised processes used where it makes sense and separate arrangements in place where there are interdependencies around assessments for some client groups (e.g: with social care, health).</p>	<p>Gateshead has a supported housing portal, but it is acknowledged it does not function in a way that supports this need. A new gateway process is being designed/proposed that will support the pathway operating more effectively. A first step is to determine, with relevant partners, the individual intended pathway maps for each of the client groups intended to be served by the council's supported housing provision.</p>
<p>There is an ability to insist that supported housing providers manage referrals, waiting lists, vacancies, admissions, sideways moves through a single gateway system so as to prevent a multiplicity of confusing access points, varying referral arrangements, competition for access and/or people being able to cycle in and out of, and between, projects without any visibility of that movement.</p>	<p>Gateshead supported housing providers do not use a single system and it is unclear how vacancies are filled and what movement there is between and out of schemes. Unmet need is not understood, data about outcomes is unclear. Plans are underway to remedy this via the development of a new gateway service.</p>
<p>A trusted assessor approach is adopted</p>	<p>A trusted assessor approach has not been</p>

<p>to minimise the need for re-assessments at each stage of the pathway. A model would need to be developed, which either requires providers trusting the Council's assessments or providers carrying out a detailed assessment that is trusted by other providers.</p>	<p>attempted locally and requiring this will be an important part of the respecifying and standardising of processes when services are recommissioned.</p>
<p>There are sufficient resources and an appropriate platform (ideally an online gateway) to manage and support the operation of the pathway as described above so that vacancies/moves are managed and filled effectively, efficiently and in line with intended service specifications.</p>	<p>Resources exist but it is not yet clear where they are being applied, whether they are being applied in the right places, where gaps and pressures exist in the system and what resources would be needed to operate a new system as described.</p>
<p>There is an easy to use and easy to interrogate outcomes monitoring/data capturing platform that providers submit performance data to, which enables the pathway's operation to be analysed across all component parts.</p>	<p>Although the supported housing portal can provide reports on activity and outcomes, it does not appear that outcomes/performance information is not routinely collected. Retrospective performance information around move on has been captured as part of the data survey but an agreed set of core KPIs will need to be developed and included in the revised service specifications. Data capture could be developed as part of the gateway or operate outside of it.</p>

7.3.8 Successful housing and support pathways are a mix of an appropriately designed system and sufficient on-the-ground staffing resource. A gateway system will require – especially in the first period of operation – a good deal of oversight and those seeking to assure compliance with pathway requirements need the tools to be able to both support providers to operate in accordance with intended processes and hold providers to account when they fail to comply.

7.3.9 A gateway system would typically be achieved through co-design of forms, processes, KPIs, specifications, etc with providers (and training once the new model is operational) and ensuring provider participation would be achieved through robustly drawn up specifications and contracts and an ability and willingness to take action when non-compliance occurs.

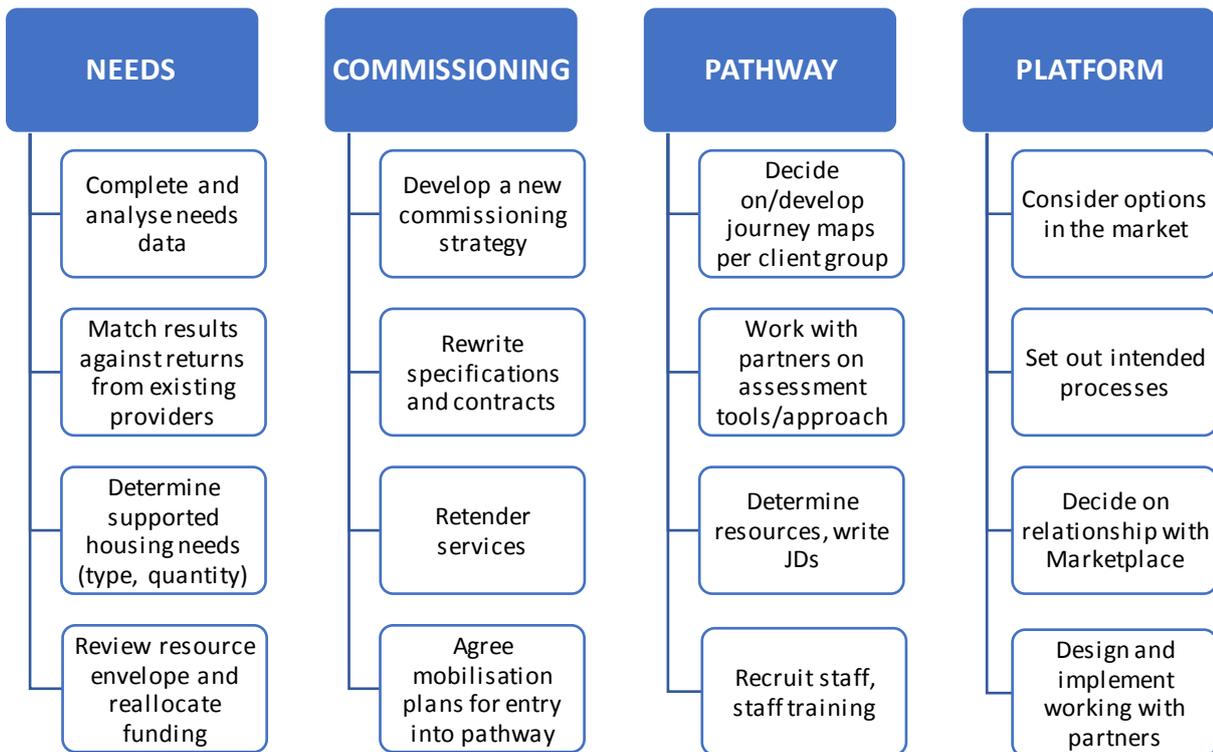
7.3.10 In terms of resources, what is needed will depend on the scope of the pathway in terms of the end to end processes (i.e. does it include the management of move on or is this left with providers) and the client groups which are included.

7.3.11 One or more Pathway Co-ordinators could be engaged to manage the front end of the pathway – managing/overseeing referrals, vacancy management, waiting lists, admissions and moves between schemes. One or more Move On Co-ordinators could be engaged to manage moves out of the pathway – linking providers to available housing options, prioritising access to move on, promoting opportunities with providers, and generally ensuring that move on targets are being met.

7.3.12 Linking the supported housing gateway to any general needs housing marketplace would give supported housing residents and providers the opportunity to utilise what is made available through the marketplace and could promote improved throughput.

7.3.13 Different models exist. Some authorities have invested heavily in the IT/portal that sits at the front end of a supported housing pathway, others have invested more heavily in providing sufficient staff to manage the process while relying on simpler administrative platforms. The most successful have invested in both.

7.3.14 The introduction of a new Gateway needs to be part of a wider process involving a needs analysis and commissioning strategy. This is illustrated in the diagram below.



## 8. Resources

### 8.1 Externally Commissioned Resources

8.1.1 Gateshead commissions supported housing and floating support services from external providers. The total amounts commissioned are shown in the table below:

Type	Commissioned Amount
Supported Housing	£1,494,376
Floating Support	£154,126
<b>Total</b>	<b>£1,648,502</b>

8.1.2 The commissioned services meet a range of needs including services for young people, Domestic Abuse services and generic homelessness services.

### 8.2 Internal Resources

8.2.1 The following provides a summary of the internal resources deployed to homelessness services.

Area	Cost Centre	Amount
Statutory Homelessness - TA	Displaced Temporary Accommodation	£169,236
Housing Options Officers	Housing Options	£735,222
Housing Options Officers	General Fund - Housing Options	£117,182
Homelessness Support	Homeless Support	£281,170
Debt Advice	Debt Advice	£49,464
Armed Forces Veterans	Armed Forces Veterans	£26,647
Armed Forces Veterans	General Fund - Armed Forces Veterans	£199,301
Homelessness Prevention	General Fund - Homeless Prevention	£77,591
Bed and Breakfast Accommodation	Bed/Breakfast Accommodation	£40,000
Domestic Abuse Housing Outreach	DCLG Domestic Abuse Funding	£65,664
Ex Offenders	Ex Offenders Properties	£65,386
Young Persons Support Service	Young Persons Support Service	£149,206
Housing & Independent Living	Housing & Independent Living	£221,623
Supported Housing – Manag't costs	Supported Housing	£237,318
	<b>Total Housing Services</b>	<b>£2,435,009</b>
Private Sector Housing Homelessness Lead	Homeless Prevention	£42,192
HOST Ex Offenders		£38,000
	<b>Grand Total</b>	<b>£2,515,201</b>

8.2.2 The total homelessness grant available for 21/22 is summarised in the table below.

Grants	Amount
Homelessness Prevention Grant Funding	£520,118
Emergency Accommodation Funding	£130,000
NSAP	£70,000
Homelessness Domestic Abuse new burdens	£9,670
<b>Total Grant allocations 2021/22</b>	<b>£729,788</b>
<b>Total Grant Carried Forward</b>	<b>£372,989</b>
<b>Total Homelessness Grant available 2021/22</b>	<b>£ 1,102,777</b>

8.2.3 The total Domestic Abuse grant available for 21/22 is summarised in the table below.

Domestic Abuse Funding	Amount
<b>Carried Forward (est)</b>	£50,000
<b>2021/22 Funding Allocation</b>	£459,609
<b>Total Grant</b>	<b>£509,609</b>

8.2.4 Gateshead has also received an allocation of about £66,700 from the MHCLG for an accommodation project for ex-offenders. This will fund a post for 12 months to support homeless ex-offenders access the private rented sector.

8.2.5 A Northumbria-wide bid into the Changing Futures fund has been successful. The regional programme will be implemented over the next three years to learn how to better support adults with multiple and complex needs. The Gateshead project will help those that are homeless, or at risk of being homeless. The concept is that each of the four projects across the region learns from its own work, and that of the three others, all of which are focused on adults with multiple and complex needs.

### 8.3 Non Commissioned Services

8.3.1 Most non-commissioned supported housing is funded through an Intensive Housing Management (IHM) service charge that is eligible for housing benefit. There are complex eligibility criteria for an IHM service charge and services are normally provided by a Registered Provider or a charitable body. The level of support provided through IHM is quite low.

8.3.2 As these services are not commissioned local authorities have very little control over how they are delivered and the routes into services. As most non-commissioned services in Gateshead are provided by commissioned providers the Borough can enter into an agreement with these providers about how these services can meet their strategic objectives and the referrals routes in.

8.3.3 Non-commissioned supported housing can also be funded by charitable funding, particularly where individuals have no recourse to public funding.

## 8.4 In-House Services

8.4.1 Although in-house services are not commissioned they can be remodelled by Gateshead to meet its strategic objectives. Such a process will enable greater alignment with those services that are recommissioned, as well as across council departments (e.g. Children’s Services). A recent report from Gateshead on allocations and lettings found that internal pathways are disjointed and services are siloed.

## 8.5 Good Practice for Commissioning

### Commissioning Plan

8.5.1 Good practice in relation to commissioning primarily involves the development of a strategic commissioning plan. A strategic commissioning plan needs to consider the following:

- The local authority’s strategic objectives
- A needs analysis of the relevant population
- Resources including the local authority’s commissioning resources and other local and national resources
- Engagement with relevant stakeholders
- Co-production of the commissioning plan with people with lived experience of homelessness
- Service models – to deliver services to meet needs
- Pathways into services
- Timeline for implementation of the plan

8.5.2 The Homelessness Review and the related surveys that have been carried out provide a considerable amount of information and intelligence for a commissioning strategy.

8.5.3 Good practice in commissioning housing and support services has identified a number of models that could be applied to Gateshead. These models are summarised as follows:

<b>24/7 Supported Housing</b>	This model should only be commissioned for people with multiple needs who require staff on site at night due to the complexity of their needs. Hostel type accommodation can exacerbate problems and create a chaotic environment. Therefore, the accommodation itself should be provided in self contained units as far as possible, although with some communal space. A ‘concierge service’ can be provided at night and this would be an eligible housing benefit service charge. Food may also need to be provided and/or areas for residents to be taught how to prepare and cook food. The service should be focused on supporting residents to become ‘tenancy ready’. The support is ‘shared’ by a number of residents which makes the service more cost
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	effective
<b>9-5 Supported Housing</b>	This model is for people who have multiple complex needs but do not require 24/7 cover, but require staff on site during the day. A call out response service can be provided in the event of an emergency. The accommodation should be provided in self contained units as far as possible, although with some communal space, including areas for residents to be taught how to prepare and cook food. The service should be focused on supporting residents to become 'tenancy ready'. The support is 'shared' by a number of residents which makes the service more cost effective.
<b>Dispersed supported housing</b>	This model involves providing dispersed supported in independent accommodation with staff providing visiting support. The supported accommodation is not intended to be long stay and the service user moves as soon as they are 'tenancy ready'. The model is preferred by many vulnerable people as they are not in a shared environment, but still receive support.
<b>Floating Support</b>	This model involves providing flexible support to individuals who move into their own independent accommodation, or who are already living in this accommodation. The main advantage is that the service user does not have to move when they no longer require support. The model is effective for those who move on from supported housing, as well as preventing tenancy breakdown for those already living in independent accommodation.
<b>Housing First</b>	Housing First is a model for people with complex needs and a history of rough sleeping who have not successfully been rehoused through a supported housing pathway. The model involves accessing independent accommodation with a long term tenancy and providing wrap around support. The support provided is intensive and other services are involved in providing interventions e.g. CPNs. Housing First is a costly model and should be targeted on those with complex needs who require an alternative approach.

8.5.4 Move on accommodation is essential to make a supported housing pathway work and it is good practice to develop Move on Protocols. Gateway already has a Move on Protocol in place. Access to move on accommodation is not a significant issue in Gateshead, although the accommodation available is mainly in high rise blocks. The main issue with move on accommodation from supported housing is tenancy sustainment.

### **Service Specifications**

8.5.5 Good practice for supported housing for those who are homeless or at risk of homelessness involves producing a service specification that requires a person centred approach to be adopted and delivering a Psychologically Informed Environment (PIE), particularly for those with more complex needs.

8.5.6 The PIE way of working set out a number of principles which include the following:

- Relationships is central to the PIE way of working.
- Reflective practice is central to the PIE way of working.
- Support workers’ competencies and confidence are developed in working with complex trauma.
- All support workers share an understanding of complex trauma and personality disorder.
- Insights and principles from psychological approaches to working with complex needs are introduced.
- A non-institutional, safe and welcoming service that facilitates interaction between support workers and service users.
- The concept of ‘elastic tolerance’ is applied e.g. de-escalating situations such as breaches of the occupancy agreement.

## 8.6 Good Practice for Procurement

### Procurement

8.6.1 The procurement of supported housing and support contracts will under the PCR 2015 “Light Touch Regime” (LTR). The LTR was introduced with the aim of reducing the procurement requirements for certain services, such as social and health services, and removing arbitrary rules which discourage SME participation.

8.6.2 The government has issued a Green Paper on procurement. The Green Paper proposes the removal of the LTR on the basis that all the procurement procedures will become much more flexible. The proposals set out in Green Paper may or may not come to fruition.

8.6.3 Local authority good practice around procurement has involved using the LTR flexibilities creatively to develop arrangements with providers, in particular:

#### ‘Open’ Framework Agreements

Framework Agreements involve tendering for an approved list of suppliers. This is usually carried out in ‘Lots’. Once an approved list of suppliers has been selected, the authority can ‘call off’ services either through a mini-competition or by direct award.

Under the LTR a framework agreement can be ‘open’ which means that providers can be added to one or more ‘Lots’ if the authority requires additional capacity. This would require an advert to be placed on the procurement portal and in Contracts Finder and any new providers evaluated using the same criteria.

Authorities can cap the number of providers on a framework to manage the market. The authority can also reserve the

	<p>right to increase the cap should the framework be reopened and can set a new cap if it wishes to do so.</p> <p>The normal term of a framework agreement is restricted to four years but under the LTR it can be longer, with local authorities frequently entering into 10 year framework agreements.</p>
<b>Dynamic Purchasing Systems</b>	<p>A Dynamic Purchasing System involves providers being added as approved providers to a DPS on a continuous basis, provided they meet the evaluation criteria. Under the LTR local authorities can 'close' the DPS at their sole discretion, where they have sufficient suppliers.</p> <p>The authority can call off services, either through a mini-competition or by direct award, from those providers that have secured a place on a DPS.</p>

- 8.6.4 LTR Framework Agreements are preferred by local authorities for working with a limited number of providers, so that they can manage the market. DPSs under the LTR tend to be developed for volumes services, where a large number of suppliers are required to meet demand e.g. care homes.
- 8.6.5 For the homelessness sector an 'open' Framework Agreement is usually more appropriate and the evaluation criteria can be developed to ensure a balance of providers that can deliver locally, as well as bring in the expertise required.
- 8.6.6 The way in which to manage the procurement of homelessness services is to develop 'Lots'. The following provides some illustrative Lots based on those developed by other authorities.

<b>Lots</b>		
1.	<b>Outreach, navigator services</b>	<ul style="list-style-type: none"> <li>• Ensuring linkage to statutory assessment</li> <li>• Involvement in assessment of needs and circumstances of individual people sleeping rough or at risk of rough sleeping</li> <li>• Assistance to access and engage in support to resolve issues relating to rough sleeping (e.g. mental / physical health services, substance misuse treatment, immigration support, etc)</li> <li>• Development and facilitation of delivery of plans to promote sustainment</li> <li>• Liaison between related services and role as case manager for individual service users</li> <li>• Assistance to resettle and sustain settled accommodation</li> <li>• Collaborative working across the system of services with other providers, including steps to coordinate input from other services</li> </ul>
2.	<b>Specialist navigators and</b>	<ul style="list-style-type: none"> <li>• Specialist navigator roles to assist rough</li> </ul>

	<b>other specialist support</b>	<p>sleepers and those at risk of rough sleeping within specific settings (e.g. hospital discharge, mental health, prisons, etc) or with specific issues (e.g. assistance for people with No Recourse to Public Funds).</p> <ul style="list-style-type: none"> <li>• Focused work with other agencies to identify people in institutional settings (e.g. hospital or prison) who require assistance to prevent rough sleeping/homelessness</li> <li>• Facilitation of a plan for discharge / release to manage access to appropriate accommodation and access to appropriate support</li> <li>• Input to resolve particular issues likely to increase risk of further rough sleeping/homelessness according to specialism</li> <li>• Providing support in a Housing First setting</li> </ul>
3.	<b>Accommodation with support</b>	<p>Co-located accommodation and support services for people moving on from sleeping rough or who are homeless</p> <ul style="list-style-type: none"> <li>• Emergency shelter with support</li> <li>• Emergency supported accommodation provision</li> <li>• Short-term and long term supported accommodation for people moving on from sleeping rough or who are homeless</li> <li>• Assessment of needs and circumstances of individuals accessing the service</li> <li>• Development and facilitation of delivery of plans to promote sustainment and being 'tenancy ready'</li> <li>• Liaison between related services and role as case manager for individual people supported by the service</li> <li>• Assistance to identify and access longer term or more appropriate supported and/or independent accommodation</li> <li>• Assistance to access and engage in support to resolve issues that increase the risk of homelessness/rough sleeping (e.g. mental / physical health services, substance misuse treatment, immigration support, etc)</li> </ul>
4.	<b>Floating Support</b>	<p>Flexible support to those who move into a tenancy or are already living in a tenancy.</p> <ul style="list-style-type: none"> <li>• Assessment of needs and circumstances of individuals accessing the service</li> <li>• Development and facilitation of delivery of</li> </ul>

		<p>plans to promote sustainment</p> <ul style="list-style-type: none"> <li>• Liaison between related services and role as case manager for individual people supported by the service</li> <li>• Providing support for as long as the individual requires support and develop an exit plan where support is no longer required.</li> </ul>
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### **Contracts and Contract Monitoring**

8.6.7 New contracts will need to be issued as part of a procurement process and this will provide an opportunity for Gateshead to include the following in a contract:

- The pathway into services
- Participation in the new Gateway process
- Referral rights for Gateshead
- The service specification
- KPIs and the contract monitoring process

## 9. Conclusions

9.1.1 In summary the main conclusions arising from the Homelessness Review are as follows:

- Homelessness is not just about housing and the majority of households that are owned a prevention or relief duty have support needs, with many having three or more needs.
- Gateshead recognises that services for homeless people need to be more connected and aims to develop a Connected Services model. Currently there is a prototype model established that involves a nurse practitioner working alongside homelessness officers in a drop in hub for homeless people and those at risk of homelessness.
- There is a significant cohort of homeless people with multiple complex needs. Most of these individuals are sofa surfing and moving from one insecure homeless situation to another. These individuals have complex needs related to substance misuse and mental health problems.
- Gateshead should recommission the homelessness pathway so that it more effectively meets the needs of homeless people with multiple complex needs.
- The accommodation and support options for domestic abuse should be reviewed as domestic abuse is the most common reason for loss, or threat of loss, of last settled home in Gateshead.
- The young persons' pathway was recommissioned in 2018 and should be reviewed to ensure that it complements the homelessness pathway, including how this provision is accessed by young people who are owned a duty under the HRA.
- The homelessness pathway should present individuals with a number of options including moving directly into independent accommodation with wrap around support and for those who are subject to domestic abuse remaining in their own homes with additional security.
- A commissioning strategy should be developed which uses the data gathered by the homelessness review on the needs of households who are homeless, or threatened with homelessness, and which maps out the types of provision required.
- Supported housing and floating support services should be re-specified so that they can more effectively meet the needs that have been identified.
- The concept of 'tenancy ready' should be incorporated into a new service specification so that individuals move from supported housing when they are ready to move to independence. This will provide a more person centred approach.
- Internal supported housing and floating support services should be remodelled, where appropriate, to ensure greater alignment with any commissioned models and a joined up approach to the homelessness pathway.
- A new Gateway should be developed that can provide an effective method for matching homeless households to vacancies in commissioned supported and

floating support services, with referrals rights for Gateshead. The new Gateway could be extended from the outset to in-house services and non-commissioned services, where appropriate.

- The data system for the new Gateway will need to work together with other data systems to improve the customer journey and ensure a consistent approach.
- Links should be established with Working Gateshead to enable people who have previously been homeless to access employment opportunities and other opportunities to develop new skills.
- Linkages should be established to any changes that result to Gateshead's allocations and lettings process as a consequence of a recent review.
- Appropriate protocols should be developed in relation to transitions that may result in homelessness, for example in relation to the release of offenders, discharge from hospital, as well as transitions from children to adult services. Where such protocols are already in place, they should be promoted to ensure greater awareness.

## Appendix 1 – Supplementary Tables

Age of main applicants owed a prevention or relief duty:		
16-17	2	0.1%
18-24	395	19.0%
25-34	712	34.3%
35-44	514	24.7%
45-54	252	12.1%
55-64	131	6.3%
65-74	49	2.4%
75+	22	1.1%
Not known <sup>8</sup>	0	0.0%

Employment status of main applicants owed a duty:		
Registered unemployed	1,033	49.7%
Not working due to long-term illness / disability	320	15.4%
Full-time work	275	13.2%
Part-time work	178	8.6%
Not seeking work / at home	73	3.5%
Not registered unemployed but seeking work	26	1.3%
Retired	70	3.4%
Student / training	14	0.7%
Other	50	2.4%
Not known <sup>8</sup>	38	1.8%

Support needs of households owed a prevention or relief duty:		
History of mental health problems	676	32.5%
Physical ill health and disability	286	13.8%
At risk of / has experienced domestic abuse	458	22.1%
Offending history	247	11.9%
History of repeat homelessness	122	5.9%

Drug dependency needs	179	8.6%
History of rough sleeping	73	3.5%
Alcohol dependency needs	117	5.6%
Learning disability	89	4.3%
Young person aged 18-25 years requiring support to manage independently	131	6.3%
Access to education, employment or training	37	1.8%
At risk of / has experienced abuse (non-domestic abuse)	46	2.2%
At risk of / has experienced sexual abuse / exploitation	53	2.6%
Old age	30	1.4%
Care leaver aged 21+ years	31	1.5%
Care leaver aged 18-20 years	19	0.9%
Young person aged 16-17 years	1	0.0%
Young parent requiring support to manage independently	31	1.5%
Former asylum seeker	56	2.7%
Served in HM Forces	12	0.6%

## Appendix 2

### People with Lived Experience of Homelessness

#### Demographics and current living situation of respondents

1.1.1 The following characteristics of the respondents should be noted:

Gender		
Male	11	39%
Female	17	61%

Age		
18-24	13	46%
25-39	7	25%
40-55	5	18%
55+	3	11%

Ethnicity		
White	28	100%
Black	0	0%
Other	0	0%

1.1.2 The survey asked about the living situation of those who are homeless.

Where have you mainly lived since becoming homeless?		
Living in hostels	6	20%
Living in other temporary accommodation	15	50%
Living with family	0	0%
Living with friends	3	10%
Rough sleeping	1	3%
Refuge	5	17%
Other	0	0%

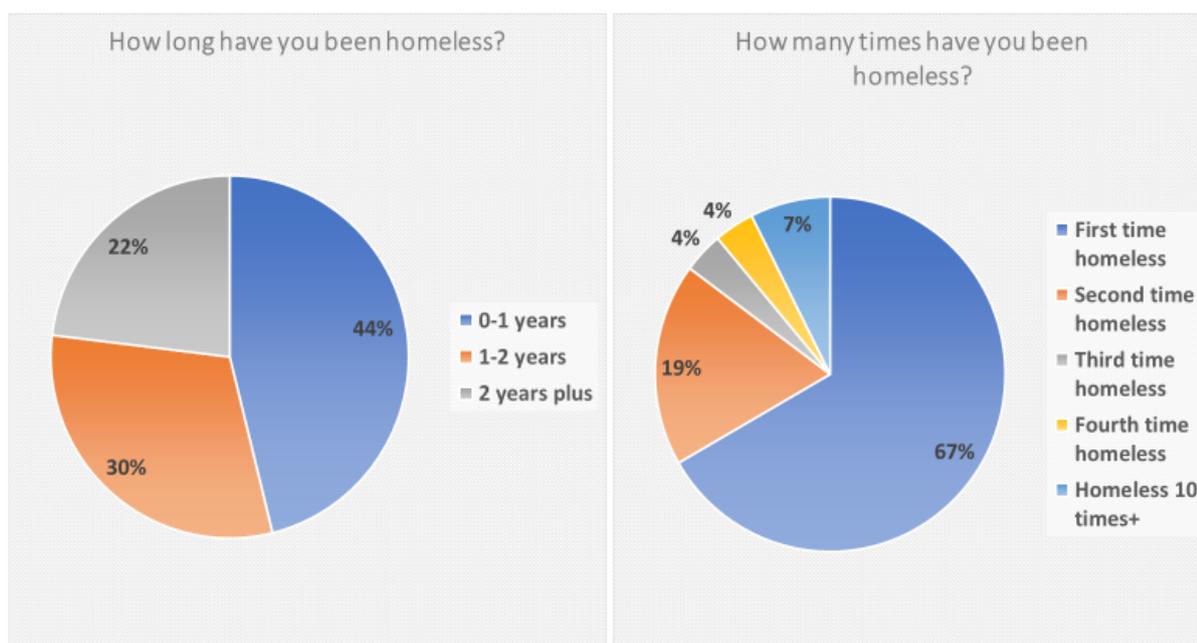
1.1.3 The responses included just one person who had slept rough, though that person had been living with friends on and off also.

1.1.4 The temporary accommodation option includes supported housing, and the high number reflects the fact that most of respondents had mainly been living in supported housing since becoming homeless.

#### Experience of homelessness

1.1.5 Respondents were asked to identify whether this was their first time being homeless, and – if not – how many other times they had experienced homelessness. They were also asked about what they thought had led to their homelessness.

1.1.6 The findings were as follows:



1.1.7 Over three quarters of respondents had spent less than two years being homeless in this current episode of homelessness, though three male respondents indicated they had been homeless for more than 5 years. For the majority of those responding (67%), this was their first experience of homelessness. A small minority (2 or 7% of the sample) had been homeless more than ten times. Both of these respondents were male. The female respondents tended to be younger on average and therefore less likely to have had lengthy or multiple episodes of homelessness.

Reasons for current homelessness		
Relationship breakdown	14	50%
Parental dispute	14	54%
Violence at home	9	32%
Rent arrears/debt	6	19%
Left prison	6	19%
Landlord action	1	4%
Mental health/physical health needs	4	14%
Substance misuse (own)	1	4%
Hospital discharge	0	0%
Other: Left foster care	1	4%
Other: Pregnancy	2	7%
Other: Substance misuse (other people's)	2	7%

1.1.8 Respondents could choose as many reasons for homelessness as applied to them. Family and relationship breakdown were by far the most prevalent reasons cited for homelessness. Unsurprisingly, violence at home was cited by all the respondents living in the refuge, but this reason was also cited by four other respondents. This was linked on two occasions with other people in the home having a substance misuse problem. Two young women cited pregnancy as the reason underpinning parental dispute and having to leave home.

- 1.1.9 Respondents could choose as many reasons for homelessness as applied to them. Family and relationship breakdown were by far the most prevalent reasons cited for homelessness. Unsurprisingly, violence at home was cited by all the respondents living in the refuge, but this reason was also cited by four other respondents. This was linked on two occasions with other people in the home having a substance misuse problem. Two young women cited pregnancy as the reason underpinning parental dispute and having to leave home.
- 1.1.10 Only one person cited landlord action (ie: eviction or end of tenancy) as a reason for their current episode of homelessness – though 19% cited rent arrears and debt being a factor. A prison stay, and having nowhere to go on discharge, was a determining factor in 19% of returns (6 people, all male). Though often this was not the sole determining factor, most often co-occurring with relationship breakdown and/or parental dispute.

What would have helped prevent your homelessness?		
Nothing could have prevented it	8	28%
Help finding alternative accommodation when I needed it	10	34%
Advice about my rights at the time	4	14%
Some help with debt/arrears	1	3%
A temporary place to go while things settled down	12	41%
Mediation within the family	1	3%
Mediation with a landlord	0	0%
Other: not being ignored when I asked for support	1	3%
Other: domestic violence support/education	1	3%
Other: if I had listened and stayed quiet	1	3%

- 1.1.11 Respondents could choose as many answers as applied to them in relation to preventing their homelessness. A significant minority of respondents (28%), mainly male, suggested nothing could have prevented their homelessness.
- 1.1.12 A significant proportion (41%, 12 respondents, including four of the five women in the refuge) suggested that their homelessness might have been prevented if they had been given a temporary place to stay while things settled down at home. Only one person suggested that family mediation would have been useful, suggesting that most of the issues around violence in the home and relationship breakdown were not felt to be solvable. This is supported by the fact that a third of respondents felt that providing alternative accommodation was the only way their homelessness could have been avoided.
- 1.1.13 Access advice at the right time was cited as a preventable factor by 14% of respondents. Only 1 person suggested that help with debt/arrears might have made a difference, despite 5 people stating this was a factor in causing homelessness. It is possible that those people who chose the advice option would have expected debt/arrears advice to be part of that selection.
- 1.1.14 Landlord mediation was not considered something useful by any of the respondents. This correlates with the fact that landlord action was not a reason for anyone's current episode of homelessness.

## Exiting homelessness

- 1.1.15 Respondents were asked to identify what accommodation and/or support they might need to end their current period of homelessness and what worries they might have about this. They were also asked which agencies/organisations they felt had the most important role in supporting them to exit homelessness.

What accommodation/support do you need to end your homelessness?		
Own flat/house in Gateshead	19	66%
Supported housing in Gateshead	10	34%
Help to move outside Gateshead	6	21%
Help with my drug or alcohol problem	0	0%
Help with my mental health	6	21%
Help with finding work	5	17%
Help to manage my tenancy/bills when I get a flat	6	21%
Help to be reunited with my children	3	10%
Help to be reunited with my family/partner	2	7%
Other: Taster flat	1	3%

- 1.1.16 The survey allowed for people to choose as many categories as they wished. 6 of the 19 respondents who suggested they needed their own flat or house in Gateshead also selected supported housing, which suggests that they may need this type of accommodation before moving into an independent tenancy.
- 1.1.17 A small number of younger female respondents asked for support around being reunited with children and/or their family, and younger female respondents were also more likely to suggest a need for support with their mental health. Interestingly, no-one in the sample suggested that support with a substance misuse problem was required. This correlates with this barely featuring as a reason for homelessness.
- 1.1.18 A significant minority of people (6, 21%) suggested they would benefit from a move to accommodation outside Gateshead. This did not correlate with respondents living in the refuge as might be expected – only two of these women requested accommodation out of area – suggesting that there are reasons other than a fear of violence why people may want to leave the area.

Who is most important in ending homelessness?		
Council	29	97%
Housing associations	23	77%
DWP/Job Centre Plus	14	47%
Private landlords	16	53%
Police/Probation	7	23%
MH support agencies	13	43%
SM support agencies	3	10%
Local charities	11	37%
Homelessness providers	18	60%
Employers	3	10%
Businesses	2	7%
Faith groups	1	3%

- 1.1.19 Respondents were asked to choose who they felt were the five most important agencies/organisations who should contribute to ending homelessness in Gateshead. Unsurprisingly, all but one respondent selected the council. Other housing providers (ie: housing associations, private landlords, homelessness providers) were also selected with high regularity – though the fact that more than half of respondents think that private landlords have an important role to play is perhaps interesting.
- 1.1.20 Employers and businesses did not feature particularly often, though around half of respondents did select Job Centre Plus and the DWP as important stakeholders. This might suggest that respondents were more focused on the importance of maintaining their benefit claims than on actively seeking employment at this time.
- 1.1.21 Although a smaller proportion of respondents identified mental health needs/support as an issue for them personally, almost half suggested that mental health agencies had a big role to play in ending homelessness. The small number of people who thought the Police and/or Probation had an important role to play correlated with those leaving prison and/or experiencing violence in the home.

Main worries		
Affordability/paying bills	6	21%
Feeling isolated/lonely	4	14%
Safety of self/children	4	14%
Health needs being met	6	21%
Losing support once housed	1	4%
Finding work	1	4%
Getting visa	1	4%
Tenancy failing	1	4%
No worries	3	11%
Left blank	6	21%

- 1.1.22 The responses were perhaps unsurprising, with a significant minority of respondents choosing concerns about successfully managing their tenancy and bills, feeling lonely or isolated, or losing the support they are receiving when they are housed. Safety (of self, and of children) also featured multiple times.
- 1.1.23 Most significantly, a fifth of respondents cited worries about having their health needs met once they are rehoused. The health needs reported included Parkinson’s disease, ADHD, asthma/eczema/allergies, mobility issues, and having a learning disability.