



HILLINGDON
LONDON

Hillingdon
Homelessness Prevention and Rough
Sleeping Review and Strategy
2019 to 2024

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Abbreviations

ARCH	Addiction, Recovery, Community, Hillingdon Service
AST	Assured Shorthold Tenancy
B&B	Bed and Breakfast
BMRA	Broad Market Rental Areas
CEE	Central and Eastern European (A8 and A2 European Union accession countries)
CHAIN	Combined Homelessness and Information Network
CNWL	Central and North West London NHS Foundation Trust
DA	Domestic Abuse
DASH	Disablement Association Hillingdon
DfE	Department for Education
DHP	Discretionary Housing Payment
DWP	Department for Work and Pensions
GLA	Greater London Authority
HB	Housing Benefit
H-CLIC	Homelessness Case Level Information Collection
HIDVA	Hillingdon Independent Domestic Violence Advocacy
HRA	Homelessness Reduction Act
IPS	Individual Placement and Support Services
JCP	Jobcentre Plus
LHA	Local Housing Allowance
LTP	NHS Long-Term Plan
LTU	Long-term Unemployed
MHCLG	Ministry of Housing, Communities and Local Government
NHS	National Health Service
NRPF	No Recourse to Public Funds
PCM	Per calendar month
PHE	Public Health England
PHOF	Public Health Outcomes Framework
PRS	Private Rented Sector
RLA	Residential Landlords Association
RRP	Rapid Rehousing Pathway
REAP	Refugees in effective and Active Partnership
RSI	Rough Sleeper Initiative
RSS	Rough Sleeper Strategy
TA	Temporary Accommodation
UASC	Unaccompanied Asylum-Seeking Children
UC	Universal Credit

Foreword

The impact of homelessness can be devastating for families and individuals. It can affect both their physical and mental health, their educational and employment opportunities and the consequences can be long-term for those affected. A failure to deal with homelessness early can have a significant impact on the severity of people's support needs and make it harder for them to move on with their life. For this reason, our aim is to get involved earlier to prevent homelessness from occurring.

The presence of Heathrow Airport in the borough has meant that there are more rough sleepers in Hillingdon than would otherwise be expected. Rough sleeping at the airport and in other parts of the borough is being tackled through a multi-agency team that is benefitting from funding for a number of short term projects including via the Ministry for Housing, Communities and Local Government, under the Rough Sleeper Initiative and the Rapid Rehousing Pathway. The challenge is to make inroads into persistently high levels of rough sleeping at the airport and to be able to work with the airport to sustain this once the current projects end. We are also learning more about rough sleeping at the airport and how its nature differs from rough sleeping generally, including, that there are more women rough sleepers and that part of the rough sleeping population is in work.

The Homelessness Reduction Act has now been in force for well over a year and services in Hillingdon have adapted well to the new legislation. With investment in staff, IT and training the council has been equipped to deliver the more person centred requirements of the legislation and increased focus on single people. The Homelessness Prevention Team have further rolled out training on the new Act to a variety of other council services and external delivery partners, so that the council and its partners are able to provide a coordinated response. The greater depth of data collection required alongside the introduction of the Act is better informing the way that the services work with potentially homeless and homeless clients.

The causes of homelessness include a variety of vulnerabilities. The council's response is shaping services to deliver a targeted advice offer and pathways for particular client groups. However, by far the most common reason for approaching the council in relation to homelessness is the loss of a private rented sector tenancy. Almost 60% of those approaching do not have any support needs and their potential homelessness is a result of their inability to access housing that is affordable in the local area.

The average Hillingdon resident earns in the region of £30,000¹ and now needs 13 times their annual salary to be able to buy an averagely priced home at around

¹ Annual survey of hours and earnings, median full time, place of residence 2018

£390,000². The cost of renting in the private sector continues to climb and the gap between rental costs and Local Housing Allowance rates makes private renting unaffordable for an increasing number of households. Half of all two bedroomed homes to rent in West Drayton in August 2019 were in excess of £1,313 per calendar month to rent. This is £257 more than the Local Housing Allowance rates. The shortfall is even more for three bedroomed properties: half rent at more than £1,625, which is £409 a month more than Local Housing Allowance.

The number of people housed in temporary accommodation and in particular, bed and breakfast accommodation continues to be a challenge. While numbers in Hillingdon are a lot less than they are in many other London boroughs, they continue to be higher than we would like. This is unsatisfactory for those housed and is costly to the council. Ideally, temporary accommodation would only be used on a short-term basis while homelessness investigations are ongoing.

Difficulty accessing suitable accommodation for potentially homeless and homeless households, is exacerbated by competition in the market. Other boroughs continue to source accommodation in Hillingdon, as do agents acting on behalf of the Home Office to house asylum seekers. Our priority is to ensure that the scarce resources available are prioritised for Hillingdon residents and we will use our influence where possible to ensure that this happens.

This strategy sets out the actions that the council will take with its partners to address these challenges. Hillingdon is fortunate in having some very good partners working with us to tackle homelessness. Over the next year, we will be looking to bring greater structure to our relationships with those partners to drive delivery of the strategy and to make sure that co-ordination of activity takes place across a wider range of partners to maximise the impact for those threatened with homelessness in Hillingdon.

We will also look at the opportunities available to improve the employment prospects of homeless people and to join up services and make opportunities for improved health outcomes.

Councillor Philip Corthorne MCIPD

Cabinet Member for Social Services, Housing, Health and Wellbeing

² Land registry UK House Price Index June 2019

1. Introduction

This draft Homelessness Prevention and Rough Sleeping Review and Strategy sets out Hillingdon Council's approach, working with our partners to tackle homelessness and rough sleeping in Hillingdon over the next five years.

The draft strategy is based on the findings of a homelessness review, which provides a comprehensive assessment of homelessness in Hillingdon to identify key issues and trends. A variety of internal and external stakeholders were involved in the review and work will continue with them to finalise and implement the strategy and to keep it live and current through annual updates to the action plan.

The review comes at a very significant time for homelessness. Hillingdon's last Homelessness Prevention Strategy was approved and published in November 2017, prior to the Homelessness Reduction Act 2017 (HRA) coming into force. The HRA has been described as the biggest change to homelessness legislation in 40 years. Most provisions of the Act commenced in April 2018, with the final element, the Duty to Refer, coming into force in October 2018. The new HRA duties are designed to ensure that interventions happen at an earlier stage to resolve homelessness and threatened homelessness, and to make sure that meaningful help and advice is made available to all residents in the borough affected by homelessness. Given the fundamental change to the legislation that the HRA represented, the council made a commitment to carry out an early review of homelessness and develop a further strategy in light of the review findings.

1.1 Progress in delivering the Homelessness Prevention Strategy

Although it is a relatively short time since the last strategy was published, there have been a number of achievements made throughout 2018 and 2019:

- ✓ The implementation of the HRA marks a wholesale change in the way that local authorities deliver housing advice. This resulted in a complete re-think of how front-line services are delivered and the Homelessness Prevention Service was well prepared for implementation. The new legislation has not to date resulted in a significant increase in footfall, however fuller housing assessments are required for all applicants and on average take longer due to the new legal requirements;
- ✓ New IT software was commissioned, staff trained in its use and data submitted to meet new reporting requirements. A richer body of data to provide intelligence regarding homelessness in Hillingdon is now analysed on an ongoing basis to inform future action. Customers are able to self-refer via an online portal through the council's website;

- ✓ The HRA Duty to Refer came on stream in October 2018. Arrangements have been made for homelessness prevention staff to attend the Job Centre Plus (JCP) for half a day on a weekly basis. This enables the Duty to Refer cases to be identified at source and dealt with efficiently. A reciprocal arrangement has been agreed which will assist homeless clients with job and benefit related issues;
- ✓ A successful bid for funding from the Ministry of Housing, Communities and Local Government (MHCLG) Rough Sleeper Initiative (RSI) was secured in 2018/19 and has been extended to 2019/20. A dedicated team of council officers work alongside staff from Thames Reach, Trinity Homeless Project and Heathrow Travel Care. They work with rough sleepers at Heathrow Airport and across the borough by providing assessments and support in moving into settled accommodation;
- ✓ A cross-service project team, which includes representatives from DWP, Citizen's Advice and Hillingdon MIND, meets on a monthly basis to coordinate the response to Universal Credit and to mitigate adverse impacts. The Social Care, Housing and Public Health Policy Overview Committee has conducted a Major Review into Universal Credit;
- ✓ The council worked with Trinity Homeless Project to provide the Winter Night Shelter facility during the coldest months of the year from 21 January 2019 up to 3 March 2019. In total 20 people were accommodated by the project with an average stay of 14 nights. During the period the shelter was open, 15 people were successfully rehoused;
- ✓ While managing the demands of the new HRA, the Council has still managed to be successful in reducing the number of households in temporary accommodation (TA), including bed and breakfast accommodation. The numbers fell during 2018 and the early part of 2019, however maintaining this remains a challenge and there has been some increase since April;
- ✓ Establishment of a Resettlement Team to increase links between homeless households and the Private Rented Sector. The team works with landlords and assists with move-on of homeless households from TA and also assists other service areas, such as Children's Social Care team to resettle households;
- ✓ A successful bid has been made to the MHCLG, Rapid Rehousing Pathway for a Local Lettings Agency in partnership with Trinity Homeless Project;
- ✓ A further successful Rapid Rehousing Pathway bid has been made to employ two navigators to develop relationships with and help people who sleep rough to

access appropriate local services, get off the streets and into settled accommodation. The two navigators will work with rough sleepers with higher and more complex needs;

- ✓ Grant funding from Public Health England (PHE) is funding a Welfare Pathway for homeless people and rough sleepers with alcohol problems, multiple risks and complex needs. This includes a Fibroscan to provide rapid and non-invasive assessment of liver damage;
- ✓ The council worked in partnership with St Mungo's and the GLA to make available a short term, pop up hub providing a period of intensive support to make an impact in reducing rough sleeping;
- ✓ A dedicated Senior Personal Advisor has been employed using Department for Education (DfE) funding to work with a cohort of care leavers considered most at risk of sleeping rough.

1.2 Causes of homelessness

Research into the causes of homelessness often separates out factors that relate to the wider state of the economy and the housing market, and others that are personal to the individual or family.

Structural factors include:

- A lack of housing supply to meet population demands
- A crisis of affordability including, the declining proportion of social rented housing
- The affordability of home ownership

A shortfall in affordable housing, relative to household formation is identified as key and Housing Benefit (HB) reforms are also viewed as a significant contributory factor, particularly in London. There have been numerous reports that have identified welfare reform, and in particular changes to HB/Local Housing Allowance (LHA) entitlement, as a contributing factor to homelessness.

Young people under 35 are particularly badly affected by reduced LHA rates. A freeze on LHA rates from 2016 (with some provision for rents in the most expensive areas) has meant that claimants' LHA entitlement has been less likely to cover the full rent due as real rents have increased over time.

The loss of assured shorthold tenancies (ASTs) remains the most significant trigger for statutory homelessness applications in Hillingdon and in England as a whole.

For a large cohort of homeless people and families the cause of their homelessness is the lack of availability of housing that is affordable.

Personal factors that trigger homelessness include:

- Relationship breakdown
- Domestic violence
- Mental illness
- Addiction issues
- Discharge from prison, and
- Leaving the care system

Homelessness is the most obvious expression of housing need and is impacted by wider issues such as the operation of the housing market, plans for building and allocating housing, and the quality and standards of housing available. Alongside the development of the Homelessness and Rough Sleeping Strategy, work is commencing on a new Housing Strategy that will set out a comprehensive approach to these and other issues.

Hillingdon's revised Homelessness Prevention and Rough Sleeping Strategy and its action plan provide an excellent opportunity to further augment an effective and integrated approach to tackling homelessness in Hillingdon.

Our vision is to:

Prevent homelessness and improve life chances by acting early, improving access to housing and supporting individuals

Our priorities are to:

- ***Ensure that residents are able to access good quality, clear housing advice regarding their housing options***
- ***Prevent earlier***
- ***Eliminate the need to sleep rough in Hillingdon***
- ***Increase the availability of affordable rented housing***
- ***Manage the quantity, quality and cost of temporary accommodation***
- ***Bring greater purpose, clarity and focus to local homelessness partnership arrangements***

2. Summary of review findings

The homelessness review is about understanding the picture related to homelessness in Hillingdon. Its purpose is to determine the extent to which the population in the district is homeless or at risk of becoming homeless: assess the likely extent of homelessness in the future: identify what is currently being done and by whom; and identify what resources are available, to prevent and tackle homelessness. The review has informed the development of this draft Homelessness Prevention and Rough Sleeping Strategy.

The review covers all aspects of homelessness from what we know about hidden homeless households, such as those sofa-surfing, to rough sleepers, to homeless families. It considers the needs of all groups of people in the borough who are homeless or likely to become homeless.

2.1 The types, levels and nature of homelessness in Hillingdon

Rough Sleeping

Homelessness is a broad term for a range of circumstances, the most visible of which is rough sleeping or street homelessness. The most recent rough sleeper count data shows 83 rough sleepers at the airport and 7 in the remainder of the borough. Contacting Streetlink is the first step someone can take to connect rough sleepers to relevant local services and support. During the year from 1 April 2018 to 31 March 2019, there were 749 Streetlink alerts for rough sleepers in Hillingdon.

CHAIN (Combined Homelessness and Information Network) data provides more comprehensive information than rough sleeper counts. In 2018/19, 283 people were seen sleeping rough at Heathrow Airport and 123 in the remainder of Hillingdon borough; 406 in total. This represents a 17% increase at the airport compared to the previous year and a 120% increase in the rest of the borough.

Most of the people seen sleeping rough were new rough sleepers, however a sizeable minority of rough sleepers had been seen previously. The data shows that 41% of rough sleepers at Heathrow Airport and 58% of those in the rest of the borough are UK nationals. At 24%, the proportion of rough sleepers at the airport that are women is high compared to other areas. The proportion across London as a whole, was 16% during 2018/19. In the rest of Hillingdon borough, the split was 85% male and 15% female.

Anecdotally, a fairly significant proportion of rough sleepers at the airport have jobs as contractors at the airport or nearby and are using the airport to sleep in at night and are working through the day. They are not rough sleepers in the traditional sense and a different type of response may be called for. The profile of rough sleepers at the airport differs from those in the rest of the borough:

- The age profile of rough sleepers at the airport is older than in the rest of the borough, with 50% being 46 or older compared to 33% in the rest of the borough;
- The ethnicity profile shows a far higher proportion of White British and White Irish in Hillingdon Borough (44%) compared to that at the airport (27%);
- The borough and the airport have similar proportions of rough sleepers without any support needs at just under a fifth.
- The proportions, of those assessed, with drug, alcohol and mental health support needs are all lower at the airport (17%, 26%, and 49% respectively) than in the rest of the borough (51%, 39% and 57%).
- An institutional and/or an armed forces history is more prevalent in the borough statistics than at the airport. The proportions with an Armed forces, Care or Prison history is 2%, 4% and 21% at the airport and 4%, 11% and 31% in the rest of the borough.

Hidden homeless

Hidden homelessness includes those who are sofa-surfing, staying with others (who are not their parents) on a short term basis and who want to move and are overcrowded. There is no reliable data on people who live this way however, numbers are thought to have increased significantly.

In September 2017, the London Assembly estimated that 13 times more people are homeless but hidden than are visibly sleeping rough.

Living in temporary accommodation

Of the total number of households in TA in England at the end of December 2018, 68% had been placed by London local authorities.

Hillingdon's approach has been to minimise the use of TA as far as possible, especially B&B accommodation. The council has had considerable success with this however it continues to be a challenge. From April onwards we saw a sharp increase to reach 507 at the end of June, before falling back again to 471 at the end of July. B&B numbers stood at 171 at the end of July.

Statutory Homeless Approaches

Local authorities have a duty contained in Part 7 of the Housing Act 1996 (as amended) to secure settled accommodation for unintentionally homeless people in priority need. The HRA has, since 3 April 2018, placed a duty on authorities to:

- Work to prevent homelessness for all eligible applicants who are threatened with homelessness, i.e. likely to become homeless within 56 days.
- Work to relieve homelessness for all eligible applicants who become homeless.

Between April 2018 and March 2019, of 1,526 assessed, 22 (1%) households were assessed as not threatened with homelessness within 56 days and 32 (2%) were not eligible for the assistance. 1,213 people (79%) were owed a new prevention duty and 259 (17%) were owed a new relief duty. Analysis of the 1,472 owed a prevention or relief duty shows that:

- Over half of applicants are aged 35 or younger and only 2% are aged over 65
- Women are on average younger and more likely to present with children
- 680 were single people, 51 were couples without children and 741 were families with children, including 519 single parents
- The majority of applicants, 873, had no support needs. Of the 599 applicants identified with support needs, 221 had multiple needs.
- Almost 70% of families with children have no support needs
- The most common support needs were:
 - physical ill health and disability – 182 households;
 - history of mental health problems – 177 households;
 - experience of domestic abuse – 146 households;
 - alcohol dependency needs – 58 households.
- The ending of a private rented sector tenancy is by far the most common reason for homelessness – 546 households. Other common reasons include:
 - family no longer willing to accommodate – 293 households;
 - domestic abuse – 142 households;
 - non-violent relationship breakdown – 74 households; and
 - friends no longer willing to accommodate – 72 households.
- Of those where a private rented sector tenancy was ended:
 - Two thirds were families with children;
 - Almost half were in work – 26% full time and 21% part time.

Affordability

LHA rates are well below market rates. June 2019 analysis suggests that the gap between LHA rates and the 30th Percentile rent ranges from £22.35 per week to £42.36 depending on the area of the borough and the number of bedrooms. Affordability is an increasingly significant issue, as more households facing the end of a private rented sector tenancy are unable to find an alternative without assistance.

The affordability of home ownership has been impacted by tighter mortgage regulation and the requirement for higher deposits from first time buyers. Possession rates from mortgage arrears remain low, but this could change if market conditions deteriorate.

3. National, London and Hillingdon Context

The 2002 Homelessness Act made it a statutory requirement for local authorities to carry out a review of homelessness and to publish a homelessness strategy at least once every five years. The homelessness strategy must include a strategy for preventing homelessness in the local area.

This strategy comes at a time when homelessness is high on the national political agenda. The HRA has introduced significant change in the homelessness landscape; strengthening local authority's advice and assistance duties and introducing robust prevention and relief duties owed to all eligible households that are homeless or at risk of homelessness, regardless of priority need or intentionality status. Now, when a household applies to their local authority for homelessness assistance, an initial decision determines whether they are owed a prevention or a relief duty. Both prevention and relief duties run for 56 days and households are only owed a main duty if their homelessness has not been successfully prevented or relieved in that time.

3.1 National Rough Sleeper Strategy

Rough sleeping has a particularly high profile in the government homelessness agenda. There has been considerable media coverage regarding rough sleeping numbers and in relation to rough sleeper deaths. In tackling homelessness, the government is making rough sleeping its first priority with a commitment to halve rough sleeping by 2022 and eradicate it by 2027. The government has made available various funding streams to address rough sleeping and has published a Rough Sleeper Strategy (RSS) and Delivery Plan. The government strategy aims to ensure that no one has to sleep rough again and has three key pillars: Prevent, Intervene, and Recover.

Hillingdon Council has engaged fully with Homelessness and Rough Sleeping advisers at the Ministry of Housing, Communities and Local Government (MHCLG) and has taken advantage of funding opportunities and other offers of assistance, especially around tackling rough sleeping at Heathrow Airport.

The RSS requires local authorities to update their homelessness strategies and rebadge them as homelessness and rough sleeping strategies. The council is also required to report progress in delivering the strategy and to publish annual action plans.

Evictions from private rented sector accommodation is a leading cause of homelessness. On 15 April 2019, the Secretary of State at the time, James

Brokenshire announced that the Government would consult on new legislation to abolish section 21 'no fault' evictions. A consultation ran from 21 July 2019 to 12 October 2019.

The Residential Landlords Association (RLA) argue that the rise in homelessness from the PRS is linked more closely to rent arrears caused by welfare reform, such as restrictions in the LHA and the roll-out of Universal Credit.

Universal Credit

Although the introduction of Universal Credit (UC) has had a number of delays, the numbers of people receiving it continues to grow. The full service roll out in Hillingdon was from October 2018, later than it had been in most other areas and after a number of changes to UC had been introduced.

Provisional data for July 2019³ records 7,291 claimants in Hillingdon. Amongst council tenants there were 924 claimants at the end of July. At this early stage UC is not materially impacting on debt levels. There has been a relatively small uplift in the arrears of those that were already in arrears before transferring to UC. The current number of live claimants remains relatively low and total arrears are expected to increase in a full UC live operating environment. At present, levels of homelessness in Hillingdon are not discernibly higher amongst those claiming UC.

Managed migration of existing benefit claimants to UC is not expected to be completed until December 2023. The roll out of UC has encountered problems, the main cause being the waiting period before receiving the first payment, given that it is a monthly payment in arrears. The minimum five week wait for the first payment of UC means an advance of benefit and a consequent reduction from benefit for the advance is likely. As a result claimants are less able to top up rental payments making arrears and potentially eviction and homelessness more likely. Computer literacy and access to IT can act as a barrier to making and managing a UC claim especially for vulnerable people. The government has made a number of concessions to address problems with UC and these have helped to some extent.

Although private landlords refusing to let to HB/LHA claimants is not a recent phenomenon, reported landlord survey evidence suggests that there has been an increase in the proportion who are unwilling to let to such tenants. Uncertainty around the roll-out and implications of UC is one of the factors cited as a reason for this reluctance. Other factors include the payment of HB in arrears; restrictions in mortgage agreements and insurance requirements; perceptions of benefit claimants as more likely to demonstrate anti-social behaviour and tax changes resulting in landlords focusing on "less risky" tenants.

³ Stat-Xplore

Benefit cap

The overall cap on welfare benefits has since November 2016 been set at £15,160 a year for single people and £23,000 for all other households. The cap applies to out of work households below pensionable age, with a number of exemptions for households with disabilities. Lower limits apply in other areas.

Under legacy benefits, the cap is enacted by reducing HB and therefore DHP could be claimed to cover the reduction. In the first instance, Housing Costs payments are also affected under UC and therefore DHP may be claimed. However, the whole award of UC can be reduced, including the standard allowance and sums paid for children, while DHP can only mitigate losses in the Housing Costs element. At 1st August 2019, there were 275 households subject to the benefit cap in Hillingdon, most commonly single parents living in the private rented sector.

The gap between rent and Housing Benefit levels

Since April 2011, LHA rates within Broad Market Rental Areas (BMRAs) have been based on the 30th percentile of local market rents (rather than the median). In addition, LHAs for different sizes of properties are subject to national caps. In 2012 it was announced that increases to LHA rates would be capped at 1% in 2014 and 2015 (with an exemption for areas with the highest rent increases). As part of the Summer Budget 2015 the Chancellor announced that LHA rates and working-age benefits would be frozen for four years from April 2016. This has added to landlords' concerns about the gap between LHA and market rent levels. We are now in the final year of the four-year freeze. HB no longer covers the cost of renting across the vast majority of the country. Table 1 below uses rental market data per calendar month (pcm) for West Drayton as at 14 August 2019 to demonstrate the disparity between market rents and LHA levels in Hillingdon.

Table 1

Disparity between market rents and LHA levels			
	Median market rent pcm⁴	LHA Outer West London BRMA 2019-20 pcm	Gap pcm
1 bed with share facilities	£550	£378.86	£171.14
1 bed self-contained	£1,075	£807.91	£267.09
2 bed	£1,313	£1,055.77	£257.23
3 bed	£1,625	£1,216.28	£408.72
4 bed	£1,675	£1,461.94	£213.06
5 bed	£2,575	£1,461.94 (4 bed max)	£1,113.06

⁴ https://www.home.co.uk/for_rent/west_drayton/current_rents?location=west_drayton

The NHS Long-Term Plan

The NHS Long-Term Plan (LTP), published in January 2019 makes numerous housing and homelessness references. It takes a more concerted and systematic approach to reducing health inequalities and recognises that the number of people rough sleeping has increased and that those affected on average die 30 years earlier than the general population. It includes committed spending to meet the health needs of rough sleepers to ensure better access to specialist homelessness NHS mental health support, integrated with existing outreach services. The NHS will also continue to work with local charities to support vulnerable and at-risk groups.

NHS Mental Health Implementation Plan 2019/20 – 2023/24

In July 2019, the NHS Mental Health Implementation Plan 2019/20 to 2023-24 was published. This includes funding a programme related to rough sleeping mental health support and includes the LTP ambition for 20 high-need areas to have established new specialised mental health provision for rough sleepers by 2023/24. The roll-out of new specialist mental health provision for rough sleepers will seek to enhance existing rough sleeping support by ensuring specialist access to clinical mental health support in the most in-need areas. All areas should complete a mental health needs assessment for rough sleepers which will identify need and lead directly to action that increases access to mental health services for rough sleepers. It is expected that mental health services accessed by rough sleepers will adopt a trauma-informed approach and require the input of several delivery partners to ensure holistic, long-term care and support.

Funding will be directed at areas in the top quartile of rough sleeping counts with an existing integrated approach to supporting rough sleepers, supported by strong partnership working. NHS England and NHS Improvement will pilot two approaches tailored to the level of rough sleeping in a given area and learning from the pilots will inform allocation and delivery from 2021 onwards.

The RSS included commitments to increase understanding of rough sleeping, including better understanding of LGBT experiences of rough sleeping and hospital discharge. It committed to creating new NICE guidance to support targeted homelessness prevention, integrated care and recovery. These reports are forthcoming.

3.2 London wide Homelessness and Rough Sleeping Plan of Action

In June 2018 the London Mayor published a Rough Sleeping Plan of Action. The aim of the Plan is to ensure ‘a route off the streets for everyone who sleeps rough in London’. The Plan encompasses:

- A rapid response to those on the street – This includes enabling people on the street to immediately access a place of safety themselves if necessary, rather than having to do this via an outreach worker.
- A clear pathway away from rough sleeping – The plan outlines a set of new services that, in conjunction with those that already exist, would provide a clear pathway away from rough sleeping.

The plan comprises four sections:

- Preventing rough sleeping
- An immediate route off the street
- Sustainable accommodation and solutions; and
- The support people need to rebuild their lives.

In July 2019 the GLA launched a Rapid Response Team to help rough sleepers off the streets and into services that can help turn their lives around. They work alongside Outreach teams and with rough sleepers who have been referred to StreetLink. ThamesReach Rapid Response and Outreach Teams work with Hillingdon Council to address rough sleeping at Hillingdon Airport and in the rest of the borough.

The Mayor is also calling on councils to extend access to homeless day centre services when temperatures hit dangerous levels, so rough sleepers can get access to water, sunscreen and immediate support to help them into safer accommodation.

The GLA, in partnership with St Mungo’s and individual authorities in London, has been delivering a ‘floating hub’ service for people sleeping rough. A temporary intensive assessment hub targets specific rough sleeper cohorts and/or hot spots for a short period.

Hillingdon Council hosted the hub in a building previously used as a day centre. It was open for two weeks in April/May 2019. In total, 20 individuals accessed the service and there were 12 rough sleepers with positive move-on arrangements made

3.3 Local Context

Hillingdon Council is committed to putting residents first and reflects this commitment across the council's plans and services. For housing, this includes prioritising Hillingdon residents, especially those with a long-term connection to the borough.

From the findings of the homelessness review, it is clear that accessing affordable housing in both the private rented sector and the social housing sector is a key underlying issue in relation to homelessness, exacerbated by the competition our residents face in accessing these scarce resources.

This Homelessness Prevention and Rough Sleeping Strategy has been considered alongside Hillingdon Council's approach to Social Housing Allocations and Tenancy Strategy. A comprehensive Housing Strategy will follow to further develop the themes in this strategy document.

The council has a duty under the Health and Social Care Act 2012 to take such steps as it considers appropriate for improving the health of the people in its area, including those experiencing homelessness or at risk of homelessness. Hillingdon's Health and Wellbeing Board have recognised levels of homelessness as a significant and live issue impacting on the Health and Wellbeing Strategy.

4. Hillingdon Homelessness Prevention and Rough Sleeping Strategy

Vision: Prevent homelessness and improve life chances by acting early, improving access to housing and supporting individuals

Priority One	Ensure that residents are able to access good quality, clear housing advice regarding their housing options
Priority Two	Prevent earlier
Priority Three	Eliminate the need to sleep rough in Hillingdon
Priority Four	Increase the availability of affordable rented housing
Priority Five	Manage the quantity, quality and cost of temporary accommodation
Priority Six	Develop greater purpose and improved clarity and focus to local homelessness partnership arrangements

4.1 Priority One: Ensure that residents are able to access good quality, clear housing advice regarding their housing options

The HRA requires the council to provide free information and advice, available to any person in the borough, in relation to:

- Preventing homelessness
- Securing accommodation when homeless
- The rights of people who are homeless or threatened with homelessness and the duties of the authority
- What help is available for those who are or may become homeless and how to access it

The council's Homelessness Prevention Team is the lead agency providing advice across a wide range of housing related issues including tenancy rights, welfare benefits, debt, rent and mortgage arrears, help available to those fleeing domestic abuse, and how to access different types of housing.

P3 is a key partner in providing advice and support to young people in Hillingdon. The P3 Navigator project has the primary aim of providing housing advice and casework support to prevent homelessness and sustain tenancies for clients aged 16 to 25 years.

There are numerous other agencies in Hillingdon that meet with homeless and potentially homeless households and both provide and signpost to services. An understanding of who does what, the consistency of the advice offer and the range of ways in which information is made available was mentioned by partner agencies during the review process. As a result the content of and access arrangements for homelessness advice will be reviewed and arrangements will be put in place to advertise existing services and to develop customer feedback. The review will consider the universal advice offer, applicable to all and targeted advice for specific client groups. The HRA names the following specific groups for which authorities must design advice and information services:

- People released from prison or youth detention accommodation
- Care leavers
- Former members of the regular armed forces
- Victims of domestic abuse
- People leaving hospital
- People suffering from a mental illness or impairment

Further details regarding the response to these vulnerable groups is included under Priority Two: Prevent earlier.

Ensuring a clear and consistent message from partners and effectively meeting a client's individual needs can be made easier when the different organisations involved are co-located. Options to co-locate services in this way will be explored.

4.2 Priority Two: Prevent earlier

Failing to prevent homelessness is costly to the council and to the public purse more generally and is damaging for the individuals concerned. Tackling the causes of homelessness at the point of crisis is complex and very expensive. It is important that intervention happens as early as possible to prevent homelessness happening and to limit its impact when it does happen.

The HRA puts a renewed focus and responsibility on preventing homelessness earlier on. It has expanded the responsibility of local authorities towards those deemed eligible and unintentionally homeless, requiring them to put "Personal

Housing Plans” in place. This has created a more thorough process, but does not in itself amount to prevention. It addresses the issue at one point in the chain, when the risk of homelessness is already acute. The council aims to deal efficiently with applications and resolve issues before a client moves to a relief duty and potentially has a need for TA. As far as we are able, the intention is also to move prevention further upstream, getting in early before homelessness has become an issue. The council will explore the use of data analytics to understand which types of people are most at risk of homelessness including sofa surfing and potential street homelessness.

Activity will focus on addressing the main causes of homelessness. Of the 1,472 households assessed as owed a prevention or relief duty during 2019/20, 1,053 (71.5%) were due to the ending of an AST, a family or friend eviction or domestic abuse. We will focus activity on developing plans to address each of these causes of homelessness. The advice offer will focus on raising awareness of rights and will use a range of media to reach residents affected and to build their resilience against homelessness. The data collection alongside the HRA provides a richer source of information than previously available and this will continue to be analysed to gain a greater understanding of these reasons for homelessness and those affected to inform appropriate responses.

In addition to addressing these main reasons for homelessness, prevention activity will also focus on the needs of the specific vulnerable groups including those named in Priority One above.

Those leaving prison or youth detention

The homelessness review has shown that there were 57 homeless people assessed as owed a prevention or relief duty during 2018/19 who had a history of offending. The majority (40 – 70%) were male applicants. Prominent reasons for homelessness include leaving institution and loss of private or social sector tenancies and also families no longer being willing to accommodate them.

There is some cross over between those who have a history of rough sleeping and/or drug or alcohol dependency – approximately 15% in each case, however the biggest cross over is with mental health; 43% of those with an offending history, also have mental health needs.

CHAIN data shows that those with a prison history made up 31% of rough sleepers at the airport and 21% of those in the remainder of the borough.

There is not a prison located within the borough of Hillingdon. The council has however sought to work in collaboration with providers of probation services to develop effective referral arrangements.

People often lose accommodation when they enter custody. On release they can struggle to find accommodation, which can be more difficult to source for those with an offending history especially for certain types of offenders, such as arsonists. Most

prison leavers who end up rough sleeping do so after an initial accommodation arrangement has fallen through, emphasising the need to get it right first time.

We have a nominated lead officer for working with prisons and probation services to ensure that the process runs as smoothly as possible. Key to this is for early discussions to be arranged regarding housing when preparing for a prisoners' release. This is especially important for young people aged 16-17 and for care leavers aged 18-24 who should not leave custody without an accommodation plan in place.

A more formalised relationship with the probation service will assist in effectively managing homelessness applications from ex-offenders. This will include agreeing a written protocol with probation to establish an early intervention accommodation pathway.

Care Leavers

Hillingdon has a duty and responsibility for all those young people who leave care after the age of 18 years until they reach the age of 25. Each care leaver has a Personal Advisor provided by Children's Services providing support as set out in their Pathway Plan, which may include support from Housing Services.

As a port local authority area, the council receives more unaccompanied asylum-seeking children (UASC) than would otherwise be the case. They also make up a higher proportion of the care leavers in Hillingdon, than they do of the total number of looked after children. This is because UASC tend to be older children when they arrive. Consequently the churn from looked after child to care leaver is higher.

Housing and Children's Services are committed to working together to ensure a joined up and well planned approach to housing options for care leavers, underpinned by the following corporate parenting principles:

- To act in the best interests, and promote the physical and mental health and well-being, of those children and young people;
- To encourage those children and young people to express their views, wishes and feelings;
- To take into account the views, wishes and feelings of those children and young people;
- To help those children and young people gain access to, and make the best use of, services provided by the local authority and its relevant partners;
- To promote high aspirations, and seek to secure the best outcomes, for those children and young people;
- For those children and young people to be safe, and for stability in their home lives, relationships and education or work; and,

- To prepare those children and young people for adulthood and independent living.

The council is committed to supporting all our care leavers to ensure that they are provided with appropriate accommodation based on their individual needs. The transition to independent living includes preparation for independence with planned sustainable moves into supported or independent accommodation.

It is not expected that all care leavers would automatically be placed in social housing; however it is a priority to secure suitable housing in accordance with their needs. Housing options for care leavers include staying put in foster care for an extended period, supported housing provided by YMCA or P3, and shared housing. The Social Housing Allocation Policy does make special provision for care leavers. Care leavers are exempt from the residency requirement qualification criteria. If a care leaver has an identified housing need they are awarded an appropriate band according to their need regardless of residency.

Additionally, care leavers that are considered particularly vulnerable are considered by the Care Leavers Panel, with representation from Children's and Housing Services. The Care Leavers Panel works closely with accommodation providers. All cases are carefully considered and presented for approval and priority banding for housing. Where it is assessed that a care leaver is ready to live totally independently rather than in shared or supported accommodation, consideration is given to solo occupancy. The purpose of the panel is to ensure that young people are ready to live independently and manage their own tenancy and financial affairs. During 2018/19 there were 35 care leavers assessed as being owed a prevention or relief duty of which 19 were aged 18 to 21 and 16 were aged over 21.

As part of the Government's Rough Sleeping Strategy, the Department for Education (DfE) has provided funding for 47 Children's Services including Hillingdon to work more intensively with care leavers at high risk of homelessness. The funding has been used to employ a specialist Personal Advisor to provide intensive support to a small caseload of care leavers judged to be at highest risk of homelessness / rough sleeping. The role is working across the Leaving Care and Homelessness Prevention Service to support those care leavers at high risk of homelessness / rough sleeping.

A Joint Housing Protocol for Care Leavers will be developed to formalise and add to existing joint working arrangements. This will include arrangements for supporting care leavers during the transition to independence and plans for early identification for those at risk of homelessness.

The Social Care Local Offer will also be reviewed to ensure that it is fully reflecting duties under the HRA.

Young people's advice and support

Since the introduction of the HRA, some of the work carried out by P3 for young people, is now a statutory duty for the local authority. The HRA requires that the housing assessment and personal housing plan be completed by the local authority or by an agent through a formal contractual arrangement. This means that should the council require P3 or another agency to continue to do this, a contractual arrangement for this will need to be put in place that is more explicit regarding meeting the duties imposed on the council by the legislation.

Former Members of the Regular Armed Forces

Life after the serving in the armed forces can be challenging and some veterans do find themselves homeless, whether due to mental health, financial difficulties or relationship problems.

Serving in the armed forces was identified in just 6 cases of those assessed as owed a homelessness prevention or relief duty in Hillingdon during 2018/19 and was the main reason for homelessness in just 4 of those cases.

Although the numbers involved are small, two of them had multiple other support needs including mental health problems, drug dependency, offending, repeat homelessness and physical ill health or disability.

The CHAIN data for rough sleepers in Hillingdon and Heathrow recorded 7 cases out of 227 assessed during 2018/19 that had an armed forces history.

Hillingdon council is signed up to the Armed Force Covenant and provides priority status for former Armed Services personnel in the Social Housing Allocation Policy, including exemption from the usual residency requirements. Additional priority is awarded for those who have been continuously resident in the borough for ten years prior to signing up for the service.

The council has a long-standing relationship with RAF Northolt which is a tri-service base located in the Borough with Army, Navy and RAF personnel. There are also 660 properties used by the armed forces across Hillingdon that are not on the base. Housing issues most pertinent to RAF Northolt are familial breakdowns and exits on medical discharge.

A Service Level Agreement will be developed with RAF Northolt to formalise working arrangements.

Victims of Domestic Abuse

Domestic abuse occurs in Hillingdon in all its forms and can have devastating impacts on victims, survivors and their children. Such consequences can be immediate, short, medium and much longer term with people suffering from psychological problems.

In excess of 5,500 DA crimes and incidents are recorded by the police in Hillingdon each year and many more are thought to go unreported, with their victims lacking support and likely to be subjected to further abuse. Victims include 16 and 17 year olds in intimate partner abuse relationships and those beyond retirement age abused by an intimate partner or another family member.

Hillingdon council and partners are committed to preventing and tackling domestic abuse and holding perpetrators to account for their actions. The Hillingdon Borough Domestic Abuse Strategy, 2018 – 2021, encapsulates the many crimes, violence and abuses which disproportionately affect women and girls. Evidence clearly shows that women and girls are disproportionately affected by domestic violence / abuse, rape and other sexual offences, human trafficking, domestic servitude, forced marriage, honour based violence/abuse, female genital mutilation and other forms of harmful practices. The strategy does however rightly recognise that men and boys are victimised too and that women can be perpetrators.

The Domestic Abuse Steering Executive is providing the governance, strategic direction and leadership to prevent and tackle domestic violence and the many other crimes and abuses associated with it including Honour Based Abuse, Forced Marriage and Female Genital Mutilation. This strategic group is supported by five operational delivery groups, made up of a diverse range of local professionals who are importantly supported by local community members and victims / survivors; who check & challenge and provide critical advice.

The strategy supports the Safer Hillingdon Partnership's priority of tackling domestic abuse and violence against women and girls. Prevention and early intervention is fundamental to the strategic approach. The aim is to identify victims and offenders at the earliest opportunity and intervene effectively to prevent violence and abuse from escalating. The strategy prioritises the following four main pillars of work:

- Prevention and early intervention
- The provision of appropriate services
- Addressing perpetrator behaviour
- An effective partnership response

The strategy commits to:

- Supporting the sanctuary project so that Victims' and their children can be safe in their own homes or otherwise support victims to find safe accommodation.
- Keep under review our local housing policies and procedures and how they affect DA victims and perpetrators. This will include qualification and prioritisation of allocation and will consider how DA victims are adversely affected by policy (including through the perpetrator's conduct e.g. non-payment of rent). We will also consider guidance relating to accommodating DA perpetrators.

- Ensuring that there is timely intervention and provision for perpetrators before and after they are released from prison by working with HM Prisons, National Probation Service (NPS) and Community Rehabilitation Company (CRC) to develop support including a review of the provision of suitable housing, access to training schemes, substance misuse and/or behavioural management schemes and the like.

During 2018/19, domestic abuse was the third most common reason for homelessness after the end of a PRS tenancy and families no longer being willing to accommodate. Domestic abuse was the main reason given in 142 (10%) out of 1,472 applicants owed a prevention or relief duty. Domestic Abuse was also the third highest support need, cited in 146 cases, of which 132 (90%) were women.

Provision for DA in Hillingdon includes a sanctuary scheme and a refuge for victims fleeing domestic abuse in the borough operated by Refuge. Second stage accommodation is being re-purposed and consideration will be given to the provision of refuge accommodation for male victims of domestic violence. Support for those moving on from the refuge will continue, but will be floating rather than accommodation based support.

People Leaving Hospital

At a national level the number of patients leaving hospital with nowhere to go has been rising. Of those discharged to the streets, half are likely to have been readmitted within six months. NHS England guidance aimed at freeing up beds was clarified in November 2018 to allow hospitals to discharge homeless patients to the streets if they are not judged to be a priority for housing or further care.

The HRA places a duty on hospital trusts, emergency departments and urgent treatment centres to refer people who are homeless, or at risk of becoming homeless within 56 days, to their local council. Homeless people, particularly rough sleepers have some of the worst health outcomes and are amongst the highest users of urgent and emergency care.

Discharge into inappropriate, insecure accommodation or back into homelessness can lead to worsening health problems, increased use of emergency departments and increased hospital readmission.

Hillingdon has an established procedure for referrals from hospital that has been agreed between hospital discharge teams and the Homelessness Prevention Service. This provides a standardised form to be completed and details where it needs to be sent. It asks that referrals are made at least 14 days before the hospital discharge date to facilitate early intervention work and planned discharges. The procedure is to be revisited to consider whether seven days may be a more appropriate time scale and also to review the protocol for some specific groups, such as those with a dual diagnosis of substance and misuse and poor mental health and those with a diagnosis of tuberculosis.

This procedure is in place with Hillingdon Hospital, Northwick Park Hospital and Riverside. Identification of a patient's housing status and referral to the council should happen as early as possible on admission to hospital.

The council aims to effectively join up across health, social care, housing and the voluntary sector in order to best support homeless patients and ensure, once medically fit, they are safely discharged to an appropriate setting where they can be supported in terms of their health needs alongside other support needs to achieve best outcomes. We will work with health and social care partners to consider options for additional support for homeless people in hospital, such as specialist homeless health nurses to visit homeless patients and co-ordinate aspects of care and pathways for patient discharge.

Mental illness / impairment

There is a recognised two-way link between mental health and homelessness. Mental health problems are a cause of homelessness and poor mental health is exacerbated by homelessness. The CHAIN 2018/19 rough sleeper data is stark; Mental Health is by far the most common support need, 49% of those at Heathrow Airport who were assessed had a mental health need and 57% of those in the Rest of Hillingdon.

The most prevalent support needs reported by those owed a prevention or relief homelessness duty during 2018/19 in Hillingdon were physical health and disability (182) and those with a history of mental health problems (177). There were 54 applicants that had both physical and mental health problems. Other linked vulnerabilities include domestic abuse (27), alcohol dependency (25) and drug dependency (20).

Homeless people with mental health needs often lack access to the support, services or health care that they need causing a further decline in mental wellbeing or mental illness symptoms to worsen. For those dealing with poor mental health delayed and restricted access can be dangerous and life-threatening. Rough sleepers with poor mental health are 50% more likely to have spent over a year sleeping rough than those without mental health problems⁵. Rough sleeping makes it harder to access mental health services for several reasons. These include stigma, a lack of services that will work with people facing multiple problems including drug and alcohol use, difficulties getting an assessment or referral to secondary care without being registered with a GP and trouble making and keeping appointments while sleeping on the street. There is a GP practice in Hillingdon that rough sleeping clients can be referred to.

There are good and further improving working relations between Hillingdon Council and mental health services in relation to homelessness. Riverside Hospital (CNWL) are represented on the Homelessness Implementation Group. There is a recognised

⁵ Stop the Scandal: An investigation into mental health and rough sleeping, St Mungo's, 2016

need for a specialist mental health worker as part of the response to rough sleeping at Heathrow Airport.

Support needs

The most prevalent support needs identified by the homelessness review for men were: (i) physical ill health and disability; and (ii) a history of mental health problems; Other support needs were less prevalent but still substantial for (iii) a history of rough sleeping; (iv) a history of offending; (v) alcohol dependency; (vi) drug dependency and (vii) repeat homelessness.

For women the most prevalent support needs were: i) risk or experience of domestic abuse; (ii) a history of mental health problems; and (iii) physical ill health and disability. All other support needs were much less prevalent.

The majority of these support needs were as expected however the prevalence of support needs related to physical ill health and disability was not. This will consequently be monitored and considered in greater detail to understand more about the nature of the ill health and/or disability and the reasons for homelessness.

4.3 Priority Three: Eliminate the need to sleep rough in Hillingdon

Hillingdon has high numbers of rough sleepers due largely to the presence of Heathrow Airport in the borough. CHAIN data distinguishes between those sleeping rough at Heathrow Airport and those sleeping rough in the rest of the borough. Between April 2018 and March 2019 there were a total of 406 rough sleepers verified by CHAIN data of which 283 (70%) were at the Airport and 123 (30%) were in the remainder of the borough. The data shows that 78.5% of those sleeping rough at the airport and 71% of those sleeping in the borough were new to the streets.

In support of its commitment to tackle rough sleeping, the Government has made available a number of funding streams. Hillingdon has been successful in securing funding for the following initiatives:

- **Rough Sleeper Initiative**

The RSI is targeted at local authorities with high numbers of people sleeping rough. The council is in receipt of funding via the RSI, and a specialist MHCLG adviser is working with the council to assist in developing local interventions to reduce the number of rough sleepers.

The RSI aims to significantly reduce rough sleeping at Heathrow Airport and across the borough by providing holistic support packages to rough sleepers with a view of providing re-connection, accommodation and access to ongoing support services as and when necessary.

The project team for the RSI includes an RSI Co-ordinator and a Homeless Assessment Officer provided by Hillingdon Council; Outreach services provided by Thames Reach, a Tenancy Support Service provided by Trinity and Social Care support provided by Heathrow Travel Care. For 2019/20 the Thames Reach' new Rapid Response Unit will be carrying out more of the work at the airport and in the remainder of Hillingdon. Regular multi-agency case review meetings take place to develop a targeted approach for specific rough sleepers.

Between 1 April 2019 and 31 July 2019, homelessness has been relieved for 68 rough sleepers, with 38 placed in emergency accommodation, 8 in TA and 22 in long-term accommodation.

During the delivery period for the project, rough sleeper counts will continue to take place every two months.

- **Rapid Rehousing Pathway**

The Rapid Rehousing Pathway (RRP) was launched by MHCLG as part of the RSS in August 2018. The pathway brings together four policy elements (Somewhere Safe to Stay, Supported Lettings, Navigators and Local Lettings Agencies) to help rough sleepers, and those at risk or rough sleeping, access support and settled housing. Hillingdon Council has been awarded funding under the Local Lettings Agencies and Navigators elements of the RRP and as part of a West London consortium for the Somewhere Safe to Stay element.

RRP – Local Lettings Agency

This project funded via MHCLG employs additional staff at Trinity to procure an additional six properties over the course of a year for use as shared housing to be rented by vulnerable individuals. The properties, the first of which came on stream in May 2019 are being leased from private sector landlords. Trinity will manage the portfolio and provide coaching services to support independent living.

RRP - Navigators

In the second round of RRP funding the council was successful in securing funding for two 'Navigators' to work with rough sleepers in relation to mental health and access to employment. Recruitment for the project is underway.

RRP – West London Somewhere Safe to Stay Hub

The Somewhere Safe to Stay hub offers support on issues such as mental health and substance misuse for rough sleepers and provides short term shelter while their needs are assessed.

Regular stakeholder meetings have been established to co-ordinate activity under the various rough sleeper funding streams. These include monitoring activity and expenditure, assessing and mitigating risks and forward planning.

- **Welfare Pathway for homeless people and rough sleepers with alcohol problems**

The council is working in partnership with ARCH on this project that will provide a refurbished welfare room for ARCH and a Fibroscan machine for non-invasive assessments of liver damage.

- **Dedicated Senior Personal Advisor for care leavers considered most at risk of sleeping rough**

This post is located in Children's social care. In addition to holding a case load, the post will assist in further improving partnering arrangements concerning care leavers between housing and social care.

Rough Sleeper Hub

Hillingdon successfully hosted a rough sleeper hub for a short period earlier in 2019. This was managed by St Mungo's with funding provided by the GLA. Options are currently being explored to hold the hub again on a short term basis, but for a slightly longer period to provide a concentrated focus on reducing rough sleeper numbers.

Future Focus for Rough Sleepers

Anecdotally, a sizeable number of rough sleepers at the airport are in work, either at the airport or elsewhere in the local vicinity. Further work will seek to understand, how many rough sleepers are in this situation and what type of work they are engaged in. Offers of alternative employment for those that are employed in insecure, low wage work may help some rough sleepers off the streets. Consideration will be given to how the council, partners and employers in Hillingdon may be able to assist with this.

Specialist assistance for those with mental health needs has been identified as a specific need that is not currently available within the services being provided to assist rough sleepers. Options to provide this support will be explored.

Entrenched rough sleepers can be very difficult to engage. Where an offer is available and multiple efforts to engage rough sleepers have not been successful, a plan for enforcement may also be necessary to move the situation on and to provide additional motivation to engage.

Trinity have developed a three year plan 2019-22 that dovetails with the council's homelessness strategy as it relates to rough sleepers. Trinity estimate a need to provide housing solutions for over 400 people a year for the next three years. This concurs with CHAIN data which recorded 406 rough sleepers in Hillingdon during 2018/19.

Trinity will continue to work in partnership, referring people to No Second Night Out as well as increasing Supported Housing options. In partnership with the council, they will develop emergency temporary housing as well as seeking to address the issue of housing for people with no recourse to public funds (NRPF) through

charitable funding. Homelessness amongst migrants presents complex policy challenges, given a paucity of options for those who are ineligible for welfare assistance.

The RRP funding is enabling Trinity to operate a local lettings agency to lease properties for homeless households and to provide coaching and support for residents. Supported by the council, Trinity will lease a property owned by the council at a subsidised rate to provide short-term intensive support to rough sleepers so that they are ready to cope with a tenancy in supported housing. There will be an overnight staff presence. The aim will be to work with in the region of 72 clients a year for a period of up to 56 days to stabilise mental health and alcohol addictions and provide for other support needs to a level where they will be able to manage in supported housing with floating support.

A key challenge for the council and Trinity is to develop a sustainable source of settled affordable housing where people who do not require, or no longer require supported housing can make their home.

A winter night shelter is operated during the coldest weeks of the year.

4.4 Priority Four: Increase the availability of affordable rented housing

The inability of households to access affordable housing is recognised in this strategy as the main causal factor for homelessness in Hillingdon and consequently increasing availability to affordable rented housing is a key priority for the strategy. The aim is to increase the availability of suitable and affordable housing in both the social rented and the private rented sector. The HRA alone cannot succeed in tackling homelessness when the underlying causes are mostly concerned with supply and affordability.

The Localism Act (2011) gave councils the ability to carry out their homelessness duty using accommodation in the PRS. This council set out in the last Homelessness Prevention Strategy an intention, where possible, to use the private rented sector to meet the needs of homeless and potentially homeless households. This would leave as much of the scarce social housing supply as possible available to meet the needs of the residents on the housing register for a variety of reasons other than homelessness.

The preference for use of the private sector where possible remains, however it is recognised that to date, the private rented sector supply has not been sufficient to meet the needs for homeless households without a continuing supply of social rented housing. Across the country, the proportion of housing that is at social rent levels has drastically declined, a trend that is exacerbated by Right to Buy and by the

conversion of some social rented homes to Affordable Rents (up to 80% of market rent).

The Local Plan sets a requirement for 35% affordable housing on larger sites. The affordable housing mix sought seeks to achieve 70% as social or London Affordable rented housing where viable and the remaining 30% as shared ownership or other intermediate products. To meet the affordability requirements of residents, as large a proportion of the rented element as possible is secured at London Affordable Rent levels

The number of bedrooms needed within new housing supply cover all bedsize needs, however there is a mismatch between supply and demand for larger family dwellings at close to social rent levels. Most housing delivered is for smaller family units. The council is seeking to maximise family housing provision especially within the affordable rented housing provision.

At the other end of the housing size spectrum, affordability is particularly difficult for those single people aged 35 or under who are only able to access HB/UC to cover a shared room rate. As many people are only able to afford shared housing, provision of this nature has been increasing. Houses in multiple occupation is restricted in some parts of the borough and is rarely provided in the social sector. We will review the instances in which shared housing may be considered appropriate and models for its provision.

Housing and planning will continue to work closely together to secure affordable housing contributions and to plan for future housing need in the borough.

Homelessness supply and demand

As at July 2019, the number of new clients requiring accommodation are averaging 45 a month and supply in the early part of 2019/20 has not kept pace with demand. The B&B target is for an average of 130 households to be accommodated throughout 2019/20. To reduce reliance on B&B accommodation there is a need for 60 dwellings per month that are affordable to low income or benefit dependent households from a combination of private rented sector and social sector lettings. The council aims to reduce both B&B numbers and numbers in TA in general.

Increasing provision in the private rented sector

The council will continue to procure properties for use as homelessness prevention and relief and discharge of the main homelessness duty. It continues to be a challenge to secure sufficient private rented sector properties. We will review the procurement offer that is being made by other boroughs to retain awareness of what a competitive offer to landlords currently entails. This will include considerations of offers that provide grant funding in return for nomination rights.

Challenging placements in Hillingdon

Although affordability is a significant issue in Hillingdon, it is still considerably cheaper to house homeless households in Hillingdon, than it is in many other London boroughs, especially central London boroughs.

The homelessness review has revealed considerable competition for property, which reduces the availability of housing for homeless people and other Hillingdon residents.

Care Place data shows that during 2018/19 there were 761 placements recorded in Hillingdon that were made by other boroughs. During the same period the records show only 130 placements made elsewhere by Hillingdon. In addition, it is also known that some councils have purchased property in Hillingdon.

The number of placements of asylum seekers has increased substantially. Home office data shows that at the end of March 2019 there were 456 asylum seekers placed in dispersed accommodation in Hillingdon. This an increase of 164 from 292 just one year earlier.

We will seek further information regarding placements by other organisations in Hillingdon, and to challenge those placements and reduce competition for Hillingdon residents.

Social housing lettings and new provision

Social housing is a scarce resource and the Hillingdon Social Housing Allocation Policy prioritises residents with a long-term connection to the borough. During 2018/19 there were 470 social lettings of which 98 (21%) were to homeless households. A similar proportion of lettings have been made to homeless households during 2019/20. Homelessness guidance encourages local authorities to develop an annual lettings plan to match anticipated supply against demand and to review what part social housing allocations should play in facilitating move-on from supported accommodation that forms part of the homelessness response.

Lettings to homeless households are currently low and much lower than some London Boroughs that make a large majority of their lettings to homeless households. To ensure access by other groups on the housing register and by homeless households and to ensure that social housing provision contributes towards reducing reliance on TA, consideration will be given to adopting a lettings plan for 35% to social lettings to homeless households to be reviewed annually.

Incentives will continue to be made available to encourage the release of under-occupied dwellings. Consideration will be given to building dwellings specifically for under-occupiers to release larger properties for homeless households.

The potential for void properties to be extended with a loft conversion will be considered on a case by case basis.

The council has a significant new build programme delivering a range of housing. During 19/20 and 20/21 current plans are for 106 rented units to be delivered. Options for the council to directly provide additional housing for homeless households will be considered. Options will also be considered for the council to purchase additional accommodation for use as settled accommodation or TA.

Housing associations own significant housing stock and have new build programmes in the borough and can make a significant contribution towards the supply of lettings for homeless and other households in the borough. The housing association build programme for 2019/20 is heavily in favour of low cost home ownership products. The council will work with housing association partners to encourage an increase in affordable housing to rent and will also review current nominations agreements with housing associations.

4.5 Priority Five: Manage the quantity, quality and cost of temporary accommodation

Many councils are shelling out vast sums of money to private landlords to house homeless households in TA or the meet skyrocketing rents. This council aims to reduce the use of TA, especially the use of nightly paid / bed and breakfast accommodation. The overall number of households in TA has fallen from 663 at the end of March 2017 to a low point of 461 at the end of March 2019. At the end of July 2019, there were 471 homeless households in TA. In addition, there were 53 households accommodated under Children Act 1989, section 17 support for children and their families.

The costs involved in providing TA have increased as the gap between LHA rates and local rents has grown and there are often large shortfalls between LHA rates and people's rents. This can mean that people are forced to find ways to cut back on essentials, or get into debt or rent arrears. This significantly increases the risk of homelessness for many individuals and families.

It also means that people who are already homeless, have limited housing options, placing them at greater risk of a prolonged or repeat experience of homelessness. This in turn places greater pressure on the council as it is a struggle to prevent people from becoming homeless from the PRS or to rehouse people in a private rented home. This can result in increased expenditure on costly TA.

LHA rates determine the maximum amount of financial support people on low incomes receive to assist with paying rent. A series of changes to these rates meant that support was reduced from being sufficient to cover 50 per cent of rents in a local area to 30 per cent of rents. This support was then further reduced before being

frozen from 2016 to 2020. As a result in many parts of the country Universal Credit does not cover even the cheapest rents.

To mitigate some of the impact of these changes, the Government put in place Targeted Affordability Funding to allocate additional funding to areas of high housing costs in 2014. The funding is used to uplift the LHA rate by around three per cent. This funding has not however been sufficient to entirely make up the gap between the rates and market rents.

With the freeze coming to an end in 2020 there is an opportunity to restore these rates in line with the real cost of renting. Many in the housing sector are calling for a change of this nature in the next spending review.

The council is committed to reducing reliance on TA however there will be a continuing need for some TA to be provided. This is estimated to be in the region of 300 units. To retain the greatest degree of control over both the cost and quality of TA provided, the council will seek to ensure a larger proportion of TA is in council ownership. Options to purchase or repurpose existing council owned units for use as TA will be considered.

We are in the process of refurbishing a large council owned property that is to be leased to Trinity for use by homeless households. We will seek to influence housing associations operating in the borough to assist in delivering our homelessness strategy by engaging in similar arrangements for properties within their stock.

We will continue to case manage efficiently to limit time spent in TA and will continue to identify instances of fraud.

We will do what we can to retain good landlords by understanding what more we can do to encourage them to continue to work with the council in relation to our homelessness duties. We will continue to hold at least two landlord forums a year to maintain a good relationship with landlords, understand their needs and promote good practice.

Where necessary enforcement action will be used to tackle poor standards in the private rented sector. Over the last 18 months, the council has become robust in the use of enforcement activity, including issuing Improvement Notices to landlords who are running poor quality living accommodation. New financial penalty enforcement measures were adopted in September 2018. Use of these civil penalties will continue and resulting fines fed back into service improvements.

4.6 Priority Six: Develop greater purpose and improved clarity and focus to local homelessness partnership arrangements

Hillingdon Council is fortunate in having some excellent partners working together to combat homelessness and rough sleeping in the borough. The main drive in improving partnerships will be to bring greater structure through regular meetings of both wider partnerships to raise awareness of services and bring greater synergies and less duplication; and also to hold regular meetings with a smaller group of key partners to bring focus, assess progress and drive the delivery of priorities and actions in the strategy.

Within the council, important connections include those with other parts of the Housing Service, Community Safety including the Domestic Abuse Team, Social Services, both adults and children's, Public Health, Housing Benefit, Employment Support and Planners.

Numerous external partners have a role to play in delivery services for homeless households in Hillingdon. The Homelessness Prevention Service has well developed relationships with many partners, especially in relation to rough sleeping, but also some where links are less well established. Over the coming year we will seek to strengthen our working relationship in respect of homelessness with the main housing associations working in the borough. We will hold at least two meetings of the Housing Provider Forum. The Landlord Forum and the Homelessness Forum will also meet twice yearly.

Others priorities for future joint working include:

- Compiling and keeping up to date partnership information regarding the organisations and services relating to homelessness in Hillingdon, including contact details and referral routes
- Reviewing operational working arrangements between health, housing and social care. In particular to consider how health partners, including mental health and substance misuse, can be brought more closely into partnership working arrangements.
- Partnerships to address:
 - Educating young people, possibly through workshops in schools
 - Support in learning how manage a household budget
 - Prison and hospital release referral system
 - Employment support

5. Action Plan

Actions	Detail	Lead(s)	Timeframe	Comments / Status	RAG
Priority One: Ensure that residents are able to access good quality, clear housing advice regarding their housing options					
1.1 Review the quality and consistency of the advice offer	Improve access to information and services for those threatened with homelessness in Hillingdon Review content and access arrangements for targeted advice offer for vulnerable groups	Homelessness Prevention Manager	Yearly		
1.2 Ensure good access to housing advice	Advertise existing services Develop customer feedback form to inform service improvement	Homelessness Prevention Manager	Yearly		
1.3 Ensure good communications with organisations representing specific vulnerable groups to assist in effectively tailoring the advice offer	Meet with the following partners at least twice yearly: <ul style="list-style-type: none"> • RAF Northolt • Probation Service • Hospital Discharge Teams 	Service Manager / Housing Policy and Strategy Manager / Homeless Prevention Manager	Twice yearly		

Actions	Detail	Lead(s)	Timeframe	Comments / Status	RAG
1.4 Provide holistic multi-partner services for homeless households	Share and standardise advice across agencies Explore options for co-location of services and report to members for consideration	Homeless Prevention Manager Service Manager	Ongoing September 2020		
Priority Two: Prevent earlier					
2.1 Streamline internal processes to resolve potential homelessness as early as possible	Review the online referral process Review the process for referrals from social services to prioritise early intervention Expedite allocation and action of cases	Homeless Prevention Manager	March 2020		
2.2 Move prevention upstream	Explore the use of data analytics to understand which cohorts of people are most at risk of homelessness including sofa surfing and potential street homelessness Complete customer journey mapping across organisation to better	Housing Policy and Strategy Manager Housing Policy and Strategy Manager	June 2020 June 2020		

Actions	Detail	Lead(s)	Timeframe	Comments / Status	RAG
	understand where an earlier intervention might be made				
<p>2.3 Develop plans for focussed activity on top three most prevalent causes of homelessness:</p> <ul style="list-style-type: none"> • Private sector evictions • Family and Friend evictions • Domestic abuse 	<p>Fully utilise new case level data to understand patterns of homelessness and potential for interventions in relation to these three groups</p> <p>Consider how the advice offer in relation to the top three causes of homelessness can be strengthened to enable greater resilience against homelessness. To include understanding rights and signposting available help</p> <p>Consider repurposing of second stage DA accommodation for use as a refuge for male DA victims</p>	<p>Homeless Prevention Manager</p> <p>Homeless Prevention Manager</p> <p>Service Manager</p>	<p>March 2020</p> <p>March 2020</p> <p>March 2020</p>		
<p>2.4 Review and enhance working arrangements concerned with preventing homelessness amongst vulnerable groups</p>	<p>Re-tender the contract for young people’s housing advice and support</p>	<p>Service Manager</p>	<p>January 2020</p> <p>February 2020</p>		

Actions	Detail	Lead(s)	Timeframe	Comments / Status	RAG
	Develop Service Level Agreement with RAF Northolt to formalise working arrangements	Homeless Prevention Manager	March 2020		
	Develop Joint Housing / Social Care protocol for Care Leavers and review Local Offer	Homeless Prevention Manager	April 2020		
	Review referral arrangements between housing and both Hillingdon Hospital and CNWL	Homeless Prevention Manager	May 2020		
	Develop a protocol with probation to establish a planned early intervention / accommodation pathway. Include specifically actions regarding DA perpetrators	Homeless Prevention Manager	June 2020		
	Review pathways and consider specialist support for homeless people with a dual diagnosis of substance misuse and poor mental health	Homeless Prevention Manager	August 2020		
	Investigate further the high incidence of physical disability support needs amongst homeless applicants	Homeless Prevention Manager / Housing			

Actions	Detail	Lead(s)	Timeframe	Comments / Status	RAG
	Develop a protocol for handling homelessness applicants with tuberculosis	Policy and Strategy Manager Homelessness Prevention Manager	September 2020		
Priority Three: Eliminate the need to sleep rough in Hillingdon					
3.1 Four weekly stakeholder meetings	Regular meetings of the organisations in receipt of RSI / RRP / PHE funding to drive delivery of the projects. LBH, Trinity, Thames Reach, Heathrow Travel Care, ARCH, MHCLG Meetings to include: performance and budgetary information, project risks and mitigation and forward planning.	Service Manager / Housing Policy and Strategy Manager / RSI coordinator	July 2019 to March 2020		
3.2 Complete year 2 (2019/20) of the RSI project	Organise and report rough sleeper counts at the airport and in the remainder of the borough every 2 months during the RSI project	RSI coordinator	2 monthly		

Actions	Detail	Lead(s)	Timeframe	Comments / Status	RAG
	<p>Hold regular operational case conference meetings with interested parties to review progress on a case by case basis</p> <p>Actively engage with Heathrow Airport in developing future plans for alleviating rough sleeping at the airport</p>	<p>RSI coordinator</p> <p>RSI coordinator</p>	<p>Ongoing – fortnightly</p> <p>Ongoing</p>		
<p>3.3 Assist rough sleepers or those at risk of sleeping rough to access the private rental market</p>	<p>Complete requirements under RRP – Local Lettings Agency, to acquire 6 new properties.</p>	<p>Trinity</p>	<p>March 2020</p>		
<p>3.4 Provide additional support to assist rough sleepers</p>	<p>Use RRP funding to employ two navigators to work with rough sleepers in relation to mental health and access to employment.</p> <ul style="list-style-type: none"> • Explore options to provide mental health support to rough sleepers • Explore options related to employment of rough sleepers 	<p>Service Manager / Social Care</p> <p>Service Manager</p> <p>Service Manager</p>	<p>July 2020</p> <p>March 2020</p> <p>March 2020</p>		

Actions	Detail	Lead(s)	Timeframe	Comments / Status	RAG
3.5 Rough Sleeper Hub	Explore options for a further short term hub for a concentrated focus on reducing rough sleeper numbers	Service Manager	2019/20		
3.6 Winter Night Shelter	Procure contract for the annual winter night shelter	Service Manager	Sep 2019		
3.7 Supported housing (Local lettings agency)	Supported by RRP funding for 2019/20, the target is for 30 new units by year March 2020. Subsequent targets are to continue growth at a rate of 30 units a year	Trinity	30 units 2019/20		
3.8 Develop an agreed approach to enforcement	Agree protocols for how and when enforcement action regarding rough sleeping may be used	Service Manager	March 2020		
Priority Four: Increase the availability of affordable rented housing					
4.1 Ensure that policy updates reflect the housing needs of homeless and potentially homeless households, including developing a commissioning	Develop a commissioning plan to meet the needs of homeless households	Service Manager /Housing Policy and Strategy Manage	March 2020		

<p>plan to meet the needs of homeless households</p>	<p>Work closely with planning colleagues regarding development and affordable housing contributions.</p> <p>Provide input regarding housing and homelessness need to the next iteration of the Local Plan.</p>	<p>Housing Policy and Strategy Manager/ New Business Manager</p> <p>Housing Policy and Strategy Manager</p>	<p>Ongoing</p> <p>2020</p>	
<p>4.2 Procure private rented sector housing for use as settled accommodation</p>	<p>Procure properties for prevention, relief and discharge of main homelessness duty</p> <p>Review procurement offer by other boroughs of incentives, repair grants etc. to inform a competitive Hillingdon offer</p> <p>Consider options for a private sector grant programme in exchange for nomination rights</p>	<p>Service Manager</p> <p>Service Manager</p> <p>Service Manager</p>	<p>Ongoing</p> <p>March 2020</p> <p>March 2020</p>	
<p>4.3 Use influence to as far as possible reduce competition for private rented housing from other organisations</p>	<p>Challenge the number of asylum seekers placed in Hillingdon</p> <p>Challenge the leasing and purchase of accommodation in Hillingdon to be used as temporary or settled</p>	<p>Service Manager</p> <p>Service Manager</p>	<p>2019/2020</p> <p>2019/20</p>	

	accommodation by other boroughs – including accommodation acquired by the joint London Borough accommodation procurement vehicle, Capital Letters.				
4.4 Make best use of existing social rented housing	Consider adopting a lettings plan for 35% of social lettings to homeless households and review plan on an annual basis	Housing Register, Allocations and Lettings Manager	February 2020		
	Promote incentives to encourage the release of under-occupied social housing stock	Housing Register, Allocations and Lettings Manager	Ongoing		
	Consider building new dwellings specifically for under-occupiers to release larger dwellings to house homeless families	Service Manager	2020		
	Consider potential for loft conversions as properties become void	Service Manager	2020		
4.5 Deliver council new build programme	Complete programme of 32 rented units in 2019/20 and 74 rented units in 2020/21 through the HRA.	New Business Manager	March 2020 March 2021 March 2020		

	<p>Consider potential to provide additional housing for homeless households through HRA. To include considering the potential for existing programmed Discounted Market Sale properties to social rent</p> <p>Consider potential to provide additional housing for homeless households through Hillingdon First</p>	<p>New Business Manager</p> <p>New Business Manager</p>	<p>March 2020</p>		
4.6 Use Right to Buy receipts to acquire additional properties	Target acquisition of previous Right to Buy properties for use as settled accommodation / TA	Procurement	Ongoing with yearly review		
4.7 Increase availability of housing association properties for homeless households	<p>Use influence to encourage:</p> <ul style="list-style-type: none"> • New build by housing associations suitable for homeless households. To include encouragement to switch existing programmed units from LCHO to social rent • Lettings to homeless households by housing associations, including through releasing under-occupied housing 	<p>New Business Manager / Housing Policy and Strategy Manager</p> <p>Homelessness Prevention Manager</p>	<p>March 2020</p> <p>March 2020</p>		

	Review nominations agreements with housing associations and monitor their use	Homelessness Prevention Manager	March 2020	
Priority Five: Manage the quantity, quality and cost of temporary accommodation				
5.1 Acquire additional units for use as TA	Explore options to purchase or repurpose existing units in the LAHRA for use as TA, including assigning additional properties as short life where there are planned works	Service Manager	March 2020	
	Encourage leasing of larger properties by housing associations to voluntary sector partners for use as shared housing for homeless households	Service Manager	March 2020	
5.2 Use council owned stock creatively to support homeless households	Increase provision by Trinity for single homeless people	LBH/Trinity	Jan 2020	
5.3 Move people on from TA in a timely fashion	End accommodation promptly where required due to negative decisions	Service Manager	Ongoing	
		Service Manager	Ongoing	

	<p>Continue close working with colleagues to eliminate cases of fraud</p> <p>When suitable offers have been made, they should be enforced if necessary</p>	Service Manager	Ongoing	
5.4 Work to retain good quality existing landlords that work with homeless clients	Investigate ‘what works’ in maintaining a good working relationship with landlords and preventing evictions – i.e. provision of training, landlord accreditation, promoting best practice, peer reviews	Service Manager / Housing Policy and Strategy Manager	March 2020	
5.5 Review current private sector licensing arrangements	Consider selective licensing options as a means of improving standards in the Private Rented Sector	Service Manager / Housing Policy & Strategy Manager	March 2020	
5.6 Drive up property and management standards in the private rented sector	<p>Use landlord forum and other communications to promote good practice</p> <p>Use enforcement action where necessary to improve standards</p>	Service Manager	March 2020	
<p>Priority Six: Bring greater purpose and improved clarity and focus to local homelessness partnership arrangements</p>				

6.1 Hold regular meetings of the Homelessness Strategy Implementation Group	Hold meetings every 8 weeks with a small group of key partners to continue to review homelessness needs, make recommendations for service developments and drive implementation. Meetings will include monitoring of this action plan	Service Manager Strategy Manager	Every 8 weeks from July 2019		
6.2 Homelessness Forum	The homelessness forum will meet twice yearly at a minimum and consider progress in delivery of the homelessness strategy	Service Manager Strategy Manager	Twice yearly Oct/Nov and May/June		
6.3 Housing Provider Forum	The housing provider forum will meet twice yearly	Service Manager	Twice yearly Oct/Nov and May/June		
6.4 Landlord Forum	Twice yearly meetings of the Landlord Forum will continue to be held	Service Manager	Twice yearly Oct/Nov and May/June		
6.5 Produce and update partnership resources	Compile and keep up to date information regarding the organisations and services relating to homelessness in Hillingdon, including contact details and referral routes	Homelessness Strategy Implementation Group	March 2020 – Update annually		

6.6 Review operational collaborative working arrangements between housing, health and social care	Review membership of housing and social care panel and consider health/mental health input	Service Manager	March 2020	
	Work alongside ARCH to deliver the PHE funded Welfare Pathway for homeless people and rough sleepers with alcohol problems	ARCH / Homelessness Prevention Manager	March 2020	
	In collaboration with public health, review the Public Health Outcomes Framework (PHOF) and health profiles for Hillingdon as they relate to homelessness to inform future service delivery	Housing Policy and Strategy Manager / Public Health	March 2020	
6.7 Update homelessness and rough sleeping action plan	Update annually	Service Manager / Housing Policy and Strategy Manager	December	
6.8 Develop performance metrics	Develop performance metrics	Service Manager / Housing Policy and Strategy Manager	March 2020	

Appendix 1

Homelessness and Rough Sleeping Review

The homelessness review is about understanding the picture related to homelessness in Hillingdon. Its purpose is to determine the extent to which the population in the district is homeless or at risk of becoming homeless, assess the likely extent in the future, identify what is currently being done and by whom, and identify what resources are available, to prevent and tackle homelessness.

The Homelessness code of guidance for local authorities requires that the review of homelessness includes:

- (a) The levels and likely future levels of homelessness in the borough;
- (b) The activities which are carried out for any of the following purposes (or which contribute to achieving any of them):
 - I. Preventing homelessness in the borough
 - II. Securing that accommodation is available for people in the district who are or may become homeless; and
 - III. Providing support for people in the district who are homeless or who may become at risk of homelessness; or who have been homeless and need support to prevent them becoming homeless again; and,
- (c) The resources available to the housing authority, the social services authority, other public authorities, voluntary organisations and other persons for the activities outlined in (b) above.

The review covers all aspects of homelessness from what we know about hidden homeless households, such as those sofa-surfing, to rough sleepers, to homeless families. It considers the needs of all groups of people in the borough who are homeless or likely to become homeless.

The HRA has changed the way that homelessness is dealt with, which has implications for the content of this homelessness review and for the resulting strategy. There is a much greater emphasis on single homelessness and rough sleeping and on how we are engaging partners to better understand homelessness in the borough and to deliver homelessness services.

The types, levels and nature of homelessness in Hillingdon

This section is concerned with the types of homelessness in Hillingdon and the number of people and households affected. It considers what types of households are most susceptible to homelessness in Hillingdon and, what causes them to be homeless or threatened with homelessness.

Rough Sleeping

Homelessness is a broad term for a range of circumstances, the most visible of which is rough sleeping or street homelessness.

Rough sleeping includes people sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). It also includes those in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, derelict boats, stations etc – or, pertinent to Hillingdon, in airports).

Rough sleeping can occur at any time and is often triggered by a one-off event. This can range from a relationship breakdown (a very common trigger for rough sleeping) to an institutional discharge, such as prison, when an expected bed at family or friends fails to materialise.

There are two widely available data sources for rough sleepers: Rough Sleeper Counts, and CHAIN data. In addition we have analysed Streetlink data and the council's own administrative records.

Rough sleeper counts

Rough sleeper counts are currently being conducted every 2 months in Hillingdon. Figures are provided separately for Heathrow Airport and the remainder of the borough. A count for both the airport and the rest of the borough was completed in June and a further count at the airport only was completed in August 2019.

Numbers at the airport remain stubbornly high, with 83 reported at the most recent count. At the end of June 2019, there were a total of 52 rough sleepers of which 45 were at the airport and 7 were in the remainder of the borough.

Most of the rough sleepers are male, but at the airport, almost a third of those at the most recent count were female. Of the 83 rough sleepers almost a third (26) were female and 57 were male.

All of the rough sleepers at the June count were aged over 25. At the August airport count there were 5 rough sleepers aged between 18 and 25, 62 were aged over 25 and there were 16 where the age was not known.

Only 16 at the August count were confirmed UK nationals, 20 were other EU, 4 non-EU and the nationality for 43 was unknown. The rough sleeping population at the airport has a smaller proportion of UK nationals than those in borough.

Table A1

Rough Sleeper Counts									
	Nov 2015	Nov 2016	Nov 2017	Sep 2018	Nov 2018	Jan 2019	Mar 2019	Jun 2019	Aug 2019
Heathrow	29	20	29	28	59	59	68	45	83
Rest of Hillingdon	7	8	7	21	11	8	11	7	-
Total	36	28	36	49	70	67	79	52	-

Streetlink data

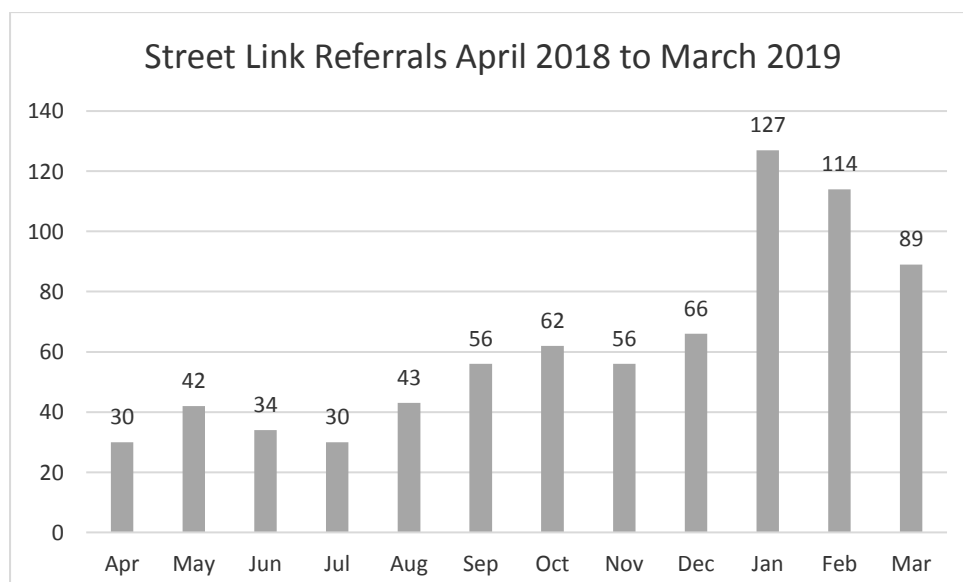
Contacting Streetlink is the first step someone can take to connect rough sleepers to relevant local services and support.

During the year from 1 April 2018 to 31 March 2019, there were 749 Streetlink alerts in Hillingdon. Members of the public made the majority of referrals, 83%, and 13% were self-referrals. The referral methods were 471 (63%) web-based, 99 (13%) phone calls and 48 (6%) using the mobile app.

The gender was recorded in 697 instances of which 592 (85%) were male and 105 (15%) were female.

Following referral, an alert is sent to the local outreach service, operated by Thames Reach. From the alert, 204 people were found, and 127 were engaged with services, 1 referred to emergency services and 48 taken to shelter. The remainder were not willing to engage or were begging / engaged in street activity.

Chart A1



CHAIN data

The Combined Homelessness and Information Network (CHAIN) is a multi-agency database recording information about rough sleepers and the wider street population

in London. In the CHAIN reports, people are counted as having been seen rough sleeping if they have been encountered by a commissioned outreach worker bedded down on the street, or in other open spaces or locations not designed for habitation, such as doorways, stairwells, parks or derelict buildings. The report does not include people from 'hidden homeless' groups such as those 'sofa surfing' or living in squats, unless they have also been seen bedded down in one of the settings outlined above. CHAIN records Heathrow data separately to data for the rest of Hillingdon borough.

Flow	People who had never been seen rough sleeping prior to the current year (Apr-Mar) (i.e. new rough sleepers)
Stock	People who were also seen rough sleeping in the previous year (Apr-Mar) (i.e. those seen across a minimum of two consecutive years).
Returner	People who were first seen rough sleeping prior to the previous year (Apr-Mar), but were not seen during the previous year (Apr-Mar)(i.e. those who have had a gap in their rough sleeping histories).

A total of 8,855 people were seen rough sleeping in London during 2018/19, which is an 18% increase compared to the total of 7,484 people seen in 2017/18.

283 people were seen sleeping rough at Heathrow Airport and 123 in the remainder of the borough in 2018/19; 406 in total. This represents a 17% increase at the airport and a 120% increase in the rest of the borough. The increase in people recorded will, to a significant extent, be related to an increase in outreach services. Rough sleeping in outer London boroughs as a whole increased 23% between 2017/18 and 2018/19.

78% of people seen sleeping rough at the airport during the year were new rough sleepers (flow), while 8% fell into the stock category, and 13% were returners⁶.

In the remainder of the borough, 71% were new rough sleepers, while 14% fell into the stock category, and 15% were returners.

Table A2

CHAIN data – Rough Sleepers in Hillingdon 2018/19			
	Heathrow	In Borough	Total
Flow (new)	222	87	309
Stock (also seen previous year)	24	17	41
Returner (first seen prior to the previous year)	37	19	56
Total	283	123	406

⁶ See Appendix 1 for definition of flow, stock and returners

Table A3

Rough Sleepers - Number of times seen bedded down 2018/19						
	1	2	3	4	5+	Total
Heathrow	179	46	20	15	23	283
Hillingdon	63	25	13	10	12	123

Nationality recorded on CHAIN data shows that 41% of rough sleepers at Heathrow Airport and 58% of those in the rest of the borough are UK nationals. This is a higher proportion of UK nationals than shown by the rough sleeper count. A breakdown of the areas of the world that the rough sleepers originate from is shown in the table below.

Table A4

Nationality of Rough Sleepers 2018/19				
	Heathrow		In Borough	
UK	41%	116	58%	71
Central and Eastern Europe	12%	33	15%	19
Other Europe	12%	34	5%	6
Africa	6%	18	7%	8
Asia	6%	17	11%	13
Rest of World	3%	9	0%	0
Not Known	20%	56	5%	6
Total		283		123

CHAIN data reinforces the findings of the rough sleeper counts, that a higher proportion of rough sleepers at the airport are women, compared to other areas. Of those sleeping rough at the airport, 76% were male and 24% female. This is markedly higher than the proportion of rough sleepers that are female across London as a whole, which was 16% during 2018/19. In the rest of Hillingdon borough, the split was 85% male and 15% female.

Table A5

Gender of Rough Sleepers 2018/19			
	Female	Male	Total
Heathrow	67	216	283
Hillingdon	19	104	123

Anecdotally, a fairly significant proportion of rough sleepers at the airport have jobs as contractors at the airport or nearby and are using the airport to sleep in while

working through the day. They are not rough sleepers in the traditional sense and a different type of response is called for.

The age profile of rough sleepers at the airport is older than in the rest of the borough, with 50% being 46 or older compared to 33% in the rest of the borough. Conversely, only 22% are aged between 18 and 35 compared to 39% in the rest of the borough. Again, the borough figures are closer to the London average of 32% aged 18 to 35 and 36% aged 46 or older.

Table A6

Age of Rough Sleepers 2018/19							
	U18	18-25	26-35	36-45	46-55	Over 55	Total
Heathrow	0	16	46	80	61	80	283
Hillingdon	0	9	39	34	29	12	123

The ethnicity profile shows a far higher proportion of White British and White Irish in Hillingdon Borough (44%) compared to that at the airport (27%). The London wide comparator is 31%. Asian rough sleepers are also more common in Hillingdon Borough (20%) than at Heathrow Airport (15%). Ethnic groups that are more prominent at the airport are: White Other – 26% compared to 17% in borough, Black – 24% compared to 15% in borough, and Chinese / Arab / Other – 4% compared to 2% in borough.

Table A7

Ethnicity of Rough Sleepers 2018/19				
	Heathrow		Hillingdon	
	Number	Percentage	Number	Percentage
White – British	77	27%	52	42%
White – Irish	1	0%	2	2%
White – Other	73	26%	21	17%
Gypsy / Romany / Irish Traveller	0	0%	1	1%
Black	67	24%	18	15%
Asian	42	15%	24	20%
Mixed	3	1%	2	2%
Chinese / Arab / Other	12	4%	2	2%
Missing / Refused	8	3%	1	1%
Total	283	100%	23	100%

The borough and the airport have similar proportions of rough sleepers without any support needs at just under a fifth. The proportions, of those assessed, with drug, alcohol and mental health support needs are all lower at the airport (17%, 26%, and 49% respectively) than in the borough (51%, 39% and 57%). The corresponding support needs across London as a whole 41% (drugs), 42% (alcohol) and 50% (mental health).

Table A8

Support Needs of Rough Sleepers 2018/19					
	Alcohol	Drugs	Mental Health	No Alcohol, Drugs or Mental Health Support Needs	Total Assessed
Heathrow	34 (26%)	22 (17%)	64 (49%)	39 (18%)	131
Hillingdon	36 (39%)	47 (51%)	53 (57%)	18 (19%)	93

Note some rough sleepers have more than one support need hence the individual needs sum to more than total assessed.

An institutional and/or an armed forces history is also more prevalent in the borough statistics than at the airport. The proportions with an Armed forces, Care or Prison history is 2%, 4% and 21% at the airport and 4%, 11% and 31% in borough. The corresponding London wide proportions are 6% (Armed forces), 11% (Care) and 37% (Prison).

Table A9

Institutional & armed forces history of rough sleepers 2018/19					
	Armed forces	Care	Prison	No institutional or armed forces history	Total assessed
Heathrow	3 (2%)	5 (4%)	29 (21%)	94 (69%)	136
Hillingdon	4 (4%)	10 (11%)	28 (31%)	48 (53%)	91

It should be noted that some rough sleepers were seen by outreach workers on buses and tubes during 2018/19. Their contacts are not ascribed to a particular borough in the CHAIN data, however it is known that a number of rough sleepers congregate at the bus station at Heathrow airport. Overall 224 rough sleepers were seen on bus routes and 18 on tube lines.

Within the statutory homeless approaches to the council (see below), 59 applicants had a history of rough sleeping.

Hidden homeless

Hidden homelessness includes those who are sofa-surfing, staying with others (who are not their parents) on a short term basis and who want to move and are overcrowded. There is no reliable data on people who live this way however, numbers are thought to have increased significantly.

In September 2017, the London Assembly estimated that 13 times more people are homeless but hidden than are visibly sleeping rough – as many as 12,500 each night across London. Young people are most likely to be affected, particularly people who

identify as LGBT as well as those who aren't eligible for homelessness support and people fleeing domestic violence. Only one in five young people affected are thought to present to a council.

Living in temporary accommodation

Quarterly statistics recorded 83,700 households, including 124,490 children in TA in England at the end of December 2018. Of these households, 56,880 (68%) were placed by London local authorities. Market conditions and policy changes have meant that securing TA is increasingly challenging for London boroughs and is placing them under financial pressures.

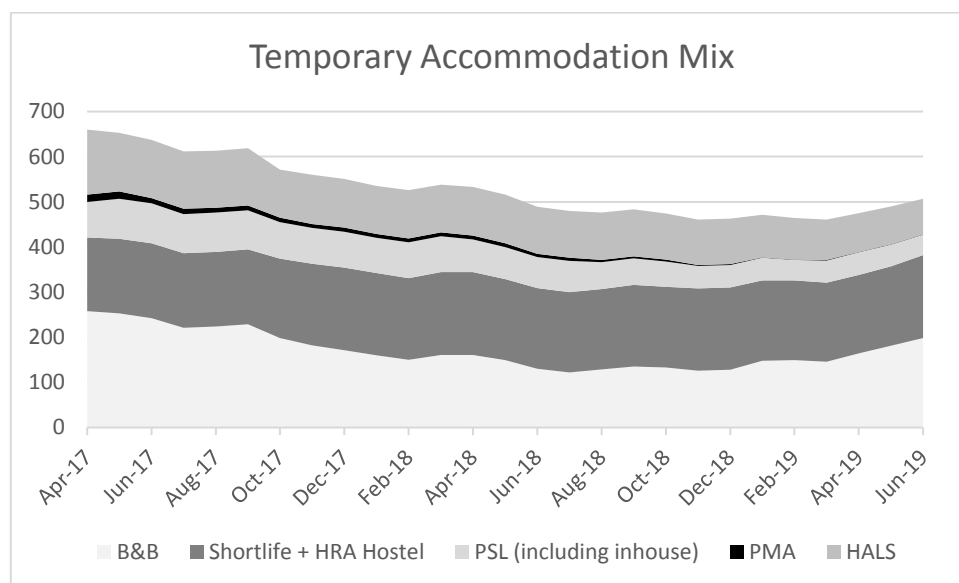
Housing instability has negative consequences for the health, education and job opportunities of those who are homeless and this has a further unquantified impact on wider public services.

Hillingdon's approach has been to minimise the use of TA as far as possible, especially B&B accommodation. The council has been successful with this as shown in chart 1 below, however this continues to be a challenge and over the last few months, numbers have been rising.

The overall number of households in TA reduced steadily from 660 at the end of April 2017 to 461 at the end of November 2018. It then rose following the Christmas period to 471 at the end January 2019 before dropping back to 464 and 461 over the next couple of months. From April onwards we have seen a sharp increase and at the end of June TA numbers stood at 507.

B&B numbers have followed a similar trajectory, falling from 258 at end of April 2017, to an end of month low point of 122 in July 2018. Numbers remained between 125 and 135 up to the end of December 2018, before rising to 148 at the end January 2019. They remained steady for the next couple of months and then started to rise steeply from April 2019, reaching 198 at the end of June 2019.

Chart A2



Statutory Homeless Approaches

Local authorities have a duty contained in Part 7 of the Housing Act 1996 (as amended) to secure settled accommodation for unintentionally homeless people in priority need. The HRA has, since 3 April 2018, placed a duty on authorities to:

- Work to prevent homelessness for all eligible applicants who are threatened with homelessness, i.e. likely to become homeless within 56 days.
- Work to relieve homelessness for all eligible applicants who become homeless.

Because the HRA marks such a fundamental change in the way that homelessness is dealt with, not all of the data prior to 2018/19 is directly comparable. The big change since the introduction of the HRA is not so much approaches to the council but the number of homelessness assessments, case-loads and the amount of time that a case remains in the system. Caseloads that are actively case managed now include many more single households than they would have done previously and the longer prevention duty and new relief duty mean that fewer households go on to make a formal homelessness application.

Between 1 April 2018 and 31 March 2019 a total of 1,526 households were initially assessed under the new homelessness duties:

- 22 (1%) were assessed as not threatened with homelessness with 56 days
- 32 (2%) were not eligible for assistance
- 1,213 (79%) were owed a new prevention duty and
- 259 (17%) were owed a new relief duty

The following analysis is based on the 1,472 households who were owed a new homelessness duty (1,213 prevention and 259 relief)

Demographics

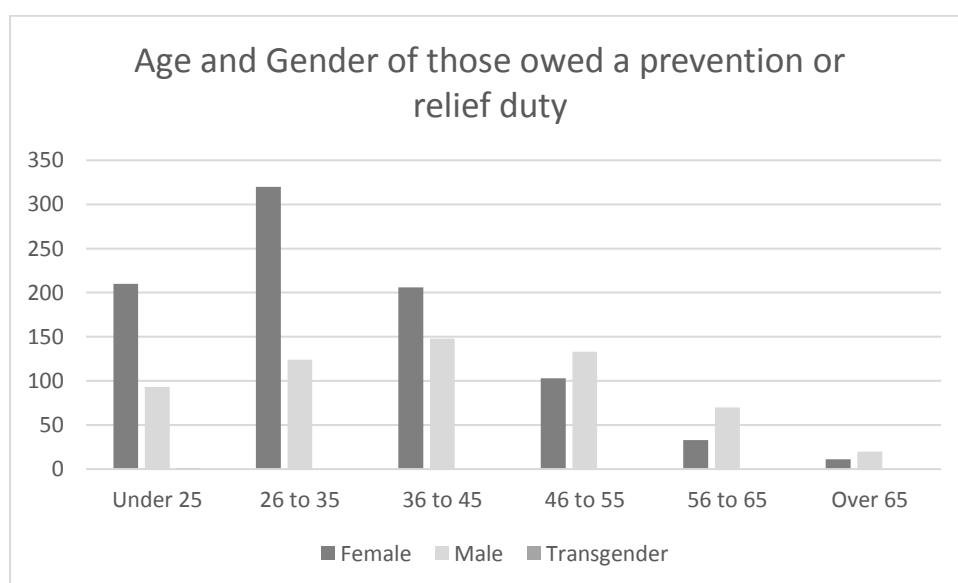
Age, Gender and Family Composition of Homeless Applicants

In 883 (60%) cases the applicant was female compared to 588 (40%) where the applicant was male and one that was transgender. The age structure overall is as follows:

- 304 (21%) of applicants aged under 25
- 444 (30%) of applicants aged 26 to 35
- 354 (24%) of applicants aged 36 to 45
- 236 (16%) of applicants aged 46 to 55
- 103 (7%) of applicants aged 56 to 65
- 31 (2%) of applicants aged over 65

There are quite marked differences in age structure between the genders with the age structure of female applicants being considerably younger than male applicants. This sits alongside differences in the family structure. Overall 50% of applicant households contain children, but the proportion in female applicant households is 65% compared to 28% of male applicant households.

Chart A3



680 (46%) of the 1,472 homeless applicants were single people of which 289 were women and 390 were men. One was transgender. There were 51 couples with no children.

There were 741 families with children, of which 519 were single parents (487 women and 32 men) and 222 couples with children.

Nationality, Ethnicity and Sexual Orientation

The vast majority of applicants (1,227, 83%) were UK nationals habitually resident in the UK and 15 (1%) were UK nationals returning from residence overseas / in the UK for the first time. There were 112 European Economic Area (EEA) nationals including:

- 17 from Poland
- 8 from Ireland
- 6 from Romania
- 4 from Latvia
- 2 from Slovakia
- 1 from Czech Republic
- 1 from Hungary
- 1 from Lithuania

The largest ethnic group is White British, accounting for 626 (43%) households. Overall, White households make up 50% of the total. Only 2 of these are recorded as being Gypsies or Irish Travellers. Black/Black British households make up 326 (22%) of the total, with 212, by far the highest number, being African and a further 69 Caribbean. Asian households account for 246 (17%) – Indian 74, Pakistani 52, Bangladeshi 15, Chinese 4 and other Asian 101. There are 67 mixed race households, 54 from other ethnic groups and 43 don't know/refused to answer.

Most applicants identify as heterosexual. There were 15 Gay/Lesbian, 40 other and 131 preferred not to say.

Support Needs of Homeless Households

Of the 1,472 applicants 599 were identified as having support needs; 378 had a single support need and 221 had multiple support needs. The majority however (873, 59%) were recorded with no support needs.

The most common support need was those with physical ill health and disability identified by 182 households. The second largest groups was those with a history of mental health problems which was reported by 177 households. Other notable groups included those with experience of domestic abuse (146 households), those with alcohol dependency needs (58 households). Those with a history of homelessness or rough sleeping were identified in 38 and 59 households respectively. The following table provides additional detail.

Table A10

Support needs (single and multiple) of homeless households			
	Female	Male	Total
Physical ill health and disability	88	94	182
History of mental health problems	90	87	177
At risk of/has experienced domestic abuse	132	14	146
History of rough sleeping	9	50	59
Alcohol dependency needs	21	37	58
Offending history	17	40	57
Learning disability	31	19	50
Young person 18-25 requiring support to manage independently	23	22	45
Drug dependency needs	15	28	43
History of repeat homelessness	13	25	38
Former asylum seeker	22	12	34
Access to education, employment or training	12	12	24
At risk of/has experienced sexual abuse/exploitation	18	4	22
Old age	14	7	21
Care leaver 18-21 years	11	8	19
At risk of/has experienced abuse (non-domestic abuse)	11	7	18
Care leaver 21+	6	10	16
Young parent requiring support to manage independently	8	0	8
Served in HM Forces	3	3	6
Young person aged 16-17	3	3	6
Young person aged 16-17 History of mental health problems	2	1	3
Young person aged 16-17 Physical ill health and disability	2	1	3
Young person aged 16-17 At risk of/has experienced domestic abuse	1	0	1
Young person aged 16-17 At risk of/has experienced sexual abuse/exploitation	1	0	1
Total	553	484	1037

Applicants with multiple support needs include:

- 54 with both physical ill health and disability and a history of mental health problems
- 27 with a history of mental health problems and at risk/experience of domestic abuse

- 25 with a history of mental health problems and alcohol dependency needs
- 20 with a history of mental health problems and drug dependency needs
- 18 with alcohol dependency needs and drug dependency needs

Households without any support needs can be further broken down as shown in the table below. Slightly less than 50% of households without children have no support needs, but almost 70% of families with children have no support needs.

Table A11

Composition of households with support needs			
	Households	Households without support needs	% of total
All households	1,472	873	59%
Single households	680	333	49%
Of which women	289	159	55%
Men	390	173	44%
And transgender	1	1	100%
Couples without children	51	28	55%
All without children	731	361	49%
Single parents	519	341	66%
Of which women	487	318	65%
And men	32	23	72%
Couples with children	222	171	77%
All families with children	741	512	69%

Reason for homelessness

The most common reason for loss of the last settled home was termination of an AST. This was the main reason for 37% of households. The second largest category was family no longer willing or able to accommodate the household, which was the reason given for 20% of households. Other reasons are shown in the table below. Domestic abuse also features very significantly.

Table A12

Main reason for loss of settled home	
End of private rented tenancy – AST	546
Family no longer willing or able to accommodate	293
Other	153
Domestic abuse	142

Relationship with partner ended (non-violent breakdown)	74
Friends no longer willing or able to accommodate	72
End of private rented tenancy – not AST	41
Required to leave accommodation provided by the home office as asylum support	38
Eviction from supported housing	33
Left institution with no accommodation available	24
End of social rented tenancy	21
Non-racially motivated / other motivated violence or harassment	16
Property disrepair	10
Left HM Forces	4
Mortgage repossession	3
Fire or flood / other emergency	2
Total	1472

End of AST

Of the 546 ASTs that were ended, the main reasons provided were:

Table A13

Reasons for loss of AST		
Landlord wishing to sell or re-let the property	328	60%
Rent arrears due to tenant difficulty budgeting or tenant making other payment(s)	43	8%
Blank	43	8%
Other	37	7%
Rent arrears due to change in personal circumstances	23	4%
Rent arrears following change in benefits entitlement	17	3%
Breach of tenancy, not related to rent arrears	14	3%
Rent arrears due to increase in rent	12	2%
Rent arrears due to reduction in employment income	12	2%
Tenant abandoned property	9	2%
Tenant complained to the council/agent/landlord about disrepair	6	1%
Illegal eviction	2	-
Total	546	100%

A majority (359, 66%) of those losing their home due to the end of an AST were families with children.

Table A14

Number of children in households with loss of AST as main reason for homelessness		
Number of children	Number of households	%
0	187	34%
1	107	20%
2	128	23%
3	78	14%
4	28	5%
5	10	2%
6	6	1%
7	1	0%
8	1	0%

Almost half (47%) are working households, 21% full time and 26% part time. 32 of those who lost or were threatened with the loss their home due to an AST were claiming Universal Credit.

Table A15

Working status of households with loss of AST as main reason for homeless		
	Number of households	%
Working less than 30 hours a week	142	26%
Registered unemployed	138	25%
Working 30 hours a week or more	114	21%
At home/not seeking work (including looking after the home or family)	44	8%
Not working because of long term sickness or disability	41	8%
Not registered unemployed but not seeking work	21	4%
Don't know/refused	19	3%
Retired (including retired early)	10	2%
Other	10	2%
Full-time student	6	1%
Blank	1	-

Family no longer willing to accommodate

Of the 293 applicants where the main reason for loss of their home was that the family were no longer willing to accommodate them, a majority were female.

Table A16

Gender of households with family no longer willing to accommodate as main reason for homelessness		
Gender	Number of households	%
Male	105	36%
Female	187	64%
Total	293	100%

Table A17

Age banding of households with family no longer willing to accommodate as main reason for homelessness		
Age	Number of households	%
Under 25	136	46%
26-35	83	28%
36-45	25	9%
46-55	26	9%
56-65	17	6%
>65	6	2%
Total	293	100%

Vulnerable groups within statutory homeless approaches

Offenders

Amongst the 1,472 households owed a prevention or relief duty, 57 had an offending history. The majority (40 – 70%) were male applicants. Prominent reasons for homelessness include leaving institution and loss of private or social sector tenancies and also families no longer being willing to accommodate them.

There is some cross over between offenders and those who have a history of rough sleeper and / or drug or alcohol dependency – approximately 15% in each case, however the biggest cross over is with mental health; 43% of those with an offending history, also have mental health needs.

CHAIN data shows that those with a prison history made up 31% of rough sleepers at the airport and 21% of those in the remainder of the borough.

Care Leavers

During 2018/19 there were 35 care leavers assessed as being owed a prevention or relief duty of which 19 were aged 18 to 21 and 16 were aged over 21.

Armed Forces

Serving in the armed forces was identified in just six cases of those assessed as owed a homelessness prevention or relief duty in Hillingdon during 2018/19 and was the main reason for homelessness in just four of those cases.

Although the numbers involved are small, two of them had multiple other support needs including mental health problems, drug dependency, offending, repeat homelessness and physical ill health or disability.

The CHAIN data for rough sleepers in Hillingdon and Heathrow recorded seven out of 227 assessed during 2018/19 that had an armed forces history.

Domestic Abuse

During 2018/19, domestic abuse was the third most common reason for homelessness after the end of a PRS tenancy and families no longer being willing to accommodate. Domestic abuse was the main reason given in 142 (10%) out of 1,472 applicants owed a prevention or relief duty. Domestic Abuse was also the third highest support need, cited in 146 cases, of which 132 (90%) were women.

In excess of 5,500 DA crimes and incidents are recorded by the police in Hillingdon each year and many more are thought to go unreported.

The number of high risk domestic abuse cases being managed by the Hillingdon Domestic Violence Advocacy Service (HIDVA Service) and the Multi-Agency Risk Assessment Conference (MARAC) have been increasing year-on-year. In the last 12 months 751 high risk DA cases have been managed by the HIDVA Service, which has involved 588 children too. There were 27 cases where an adult child (aged 18 years and over) offended against a parent. Not surprisingly then, there have been 413 cases referred to MARAC and at least 514 children have been part of those abusive households.

Affordability

LHA rates are well below market rates. Most postcodes in Hillingdon fall into either the North West London Broad Rental Market Area (BRMA) or the Outer West London BRMA. The LHA rates are:

Table A18

LHA rates April 2019				
	North West London BRMA		Outer West London BRMA	
	Weekly	Monthly	Weekly	Monthly
Shared Accommodation Rate	£92.72	£401.79	£87.43	£378.86
One Bedroom Rate	£203.03	£879.80	£186.44	£807.91
Two Bedrooms Rate	£257.09	£1114.06	£243.64	£1055.77
Three Bedrooms Rate	£321.45	£1392.95	£280.68	£1216.28
Four Bedrooms Rate	£385.63	£1671.06	£337.37	£1461.94

June 2019 analysis suggests that the gap between LHA rates and the 30th Percentile rent ranges from £22.35 per week to £42.36 depending on the area of the borough and the number of bedrooms. Affordability is an increasingly significant issue, as more households facing the end of a private tenancy are unable to find an alternative without assistance.

Affordability is an increasingly significant issue, as more households facing the end of a private tenancy are unable to find an alternative without assistance. Various organisations are lobbying for the government to use the upcoming Spending Review expected Autumn 2019, to end the freeze on LHA and restore rates to ensure that at least 30% of the market is affordable to claimants.

The affordability of home ownership has been impacted by tighter mortgage regulation and the requirement for higher deposits from first time buyers. Possession rates from mortgage arrears remain low, but this could change if market conditions deteriorate.

Housing need and supply

The current local plan requirement is for 35% of housing provided on major schemes (10 or more units) to be affordable. The affordable housing mix sought seeks to achieve 70% as rented housing where viable and the remaining 30% as shared ownership or other intermediate products.

Strategic Housing Market Assessment information confirms that for the majority of households requiring affordable housing in Hillingdon, they need to be close to social rent levels to be affordable.

During the year from 1 April 2018 to 31 March 2019 there were 470 social lettings, 98 were to homeless households, 238 were to general applicants and 134 were to transfers.

Placements in and by other boroughs

Care Place Data

Between 01 April 2018 and 31 March 2019, Hillingdon Council recorded 410 placements on Care Place. Of these 280 were in Hillingdon borough and 130 were elsewhere.

During the same period there were 1041 placements recorded in Hillingdon borough, of which 761 were made by other councils.

The table below shows the numbers of placements made in other boroughs and received in other boroughs by West London councils:

- Ealing and Harrow place roughly the same number as they receive;
- Brent, Hillingdon and Hounslow receive many more than they place;
- Hammersmith & Fulham and Kensington & Chelsea place many more than they receive.

Table A19

Care Place placements 2018/19		
	Receiving LA	Placing LA
Brent	1966	1447
Ealing	1387	1370
Hammersmith & Fulham	523	883
Hillingdon	1041	410
Hounslow	1444	615
Kensington & Chelsea	249	1094

The Charts below show the main areas that place into Hillingdon and that Hillingdon places into. The vast majority of placements made outside the borough by Hillingdon are placements into emergency nightly paid TA – 109 out of 130. Hillingdon recorded 11 ASTs discharged out of borough, 1 prevention and 7 placements by children's services.

Of the 761 placements in Hillingdon by other councils, the majority, 636 were also nightly paid TA. There were however also a sizeable number, 102, that were leased TA. The placements into leased accommodation were made primarily by Ealing, Hammersmith & Fulham and Kensington & Chelsea. In addition, there were 8 discharges of duty into ASTs and 15 prevention placements. Seven of the preventions were made by Hounslow. There were no children's services placements recorded.

Chart A4

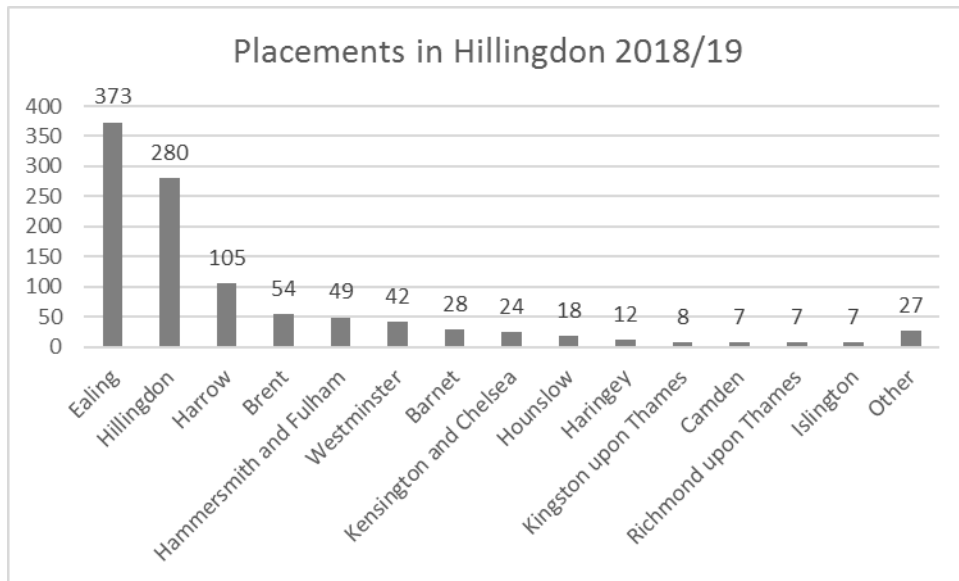
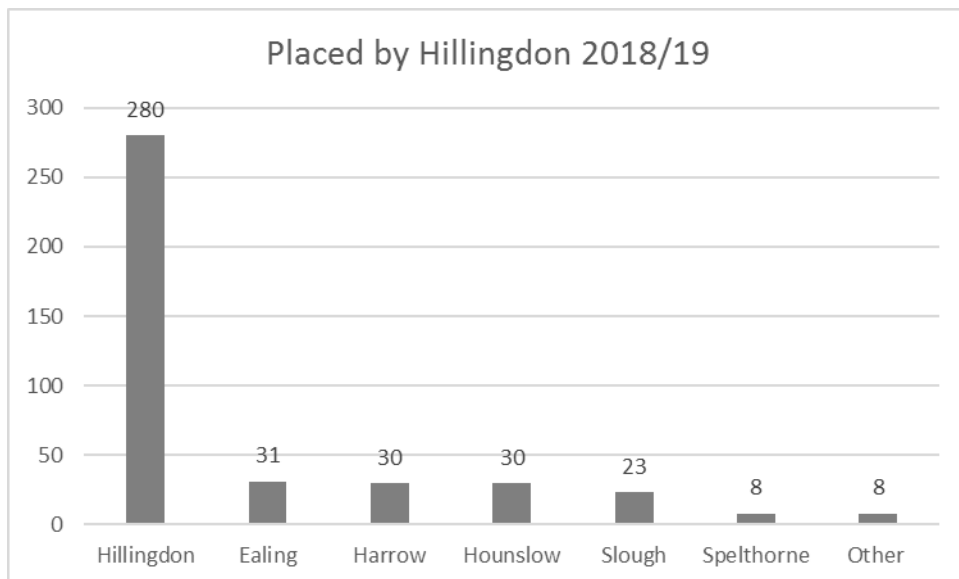


Chart A5



Asylum Placements by ClearSprings

The number of placements of asylum seekers in Hillingdon has increased substantially over the last couple of years. On 14.06.2019 Clear Springs provided information on 73 properties leased in Hillingdon: 21 for a single family, 27 for multiple families, 24 for single people and Heathrow Lodge Hotel for IA (taken to mean Immigration Assessment). A manual check has shown that 32 homelessness approaches have been received by clients from these addresses since April 2018.

Chart A6

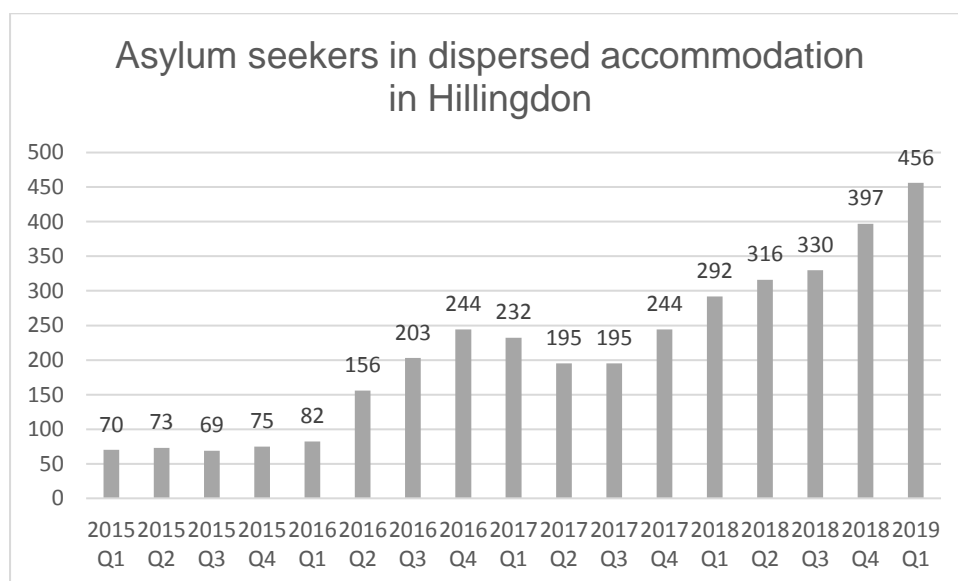
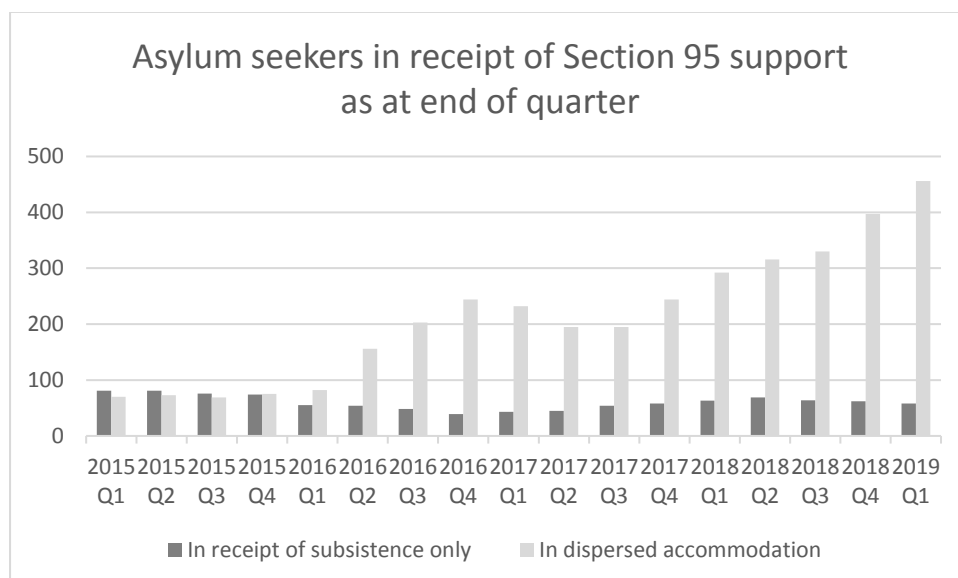


Chart A7



Meanwhile, the most recent home office data shows that there were a total of 514 asylum seekers with Section 95 support in Hillingdon at the end of March 2019, of

which 456 were placed in dispersed accommodation and 58 were in receipt of subsistence only. The number accommodated has more than doubled in just 18 months from 195 at the end of September 2017 and has risen by 59 just in just the latest quarter for which data is available.

Overall Benefit Cap

At 1 July 2019 a total of 291 households were capped, of which 221 were lone parents.

Table A20

LA HRA	27
LA non HRA (leased for homeless households)	11
Housing Association social / affordable rent	40
Housing Association leased	7
Private Rented Sector	206
Total	291

How we are working with our partners to prevent and address homelessness

Hillingdon Council is fortunate in having some excellent partners working together to combat homelessness and rough sleeping in the borough.

A wide range of partners, particularly in the statutory and voluntary sectors are involved in some way with homelessness people in Hillingdon. Some have a more formalised relationship with the council through commissioned services, involvement with specific projects, receipt of grant and/or involvement in partnership arrangements.

Within the council, a variety of other services impact on, or are impacted by homelessness services. Important connections include those with other parts of the Housing Service, Community Safety including the Domestic Abuse Team, Social Services, both adults and children's, Public Health, and Housing Benefits. There are also connections to Employment Support and Planners

A Homelessness Strategy Implementation Group has been established to steer the development and implementation of the Homelessness and Rough Sleeping Strategy; to manage risks; and increase our understanding of the causes and impacts of homelessness and rough sleeping in Hillingdon to influence future activity. The Board includes key partners; Trinity Homeless Projects, Riverside Centre – mental health (Central and North West London NHS Foundation Trust), P3 (Young People's housing advice service), as well as internal colleagues.

The statutory duty to prevent homelessness sits with the council. The Homelessness Prevention Team carry out assessments in line with the requirements of the HRA

and complete Personal Housing Plans designed to prevent a household from becoming homeless.

Trinity

Trinity have a longstanding presence in the borough, providing support and accommodation for vulnerable people. Trinity is an important partner for the council in preventing homelessness.

Trinity help to unblock the shortage of housing for single people by making it accessible through creating shared housing in the Private Sector without the need for employment, deposits or credit history. The council has 100% nomination rights to the accommodation.

Private landlords lease their properties to Trinity for five years. The charity assumes all the risk regarding tenancy management, voids, bad debt and general maintenance whilst providing a risk and hassle free income to the landlord. Trinity currently provides in excess of 180 bed spaces.

To access Trinity supported accommodation, single homeless people must be aged 18+ and have a local connection to the borough. Applicants must be suffering from the effects of homelessness and a life dominating problem; have some form of support need which may involve drugs/alcohol misuse, diagnosed or undiagnosed mental health conditions, ex-offenders, rough sleepers or be suffering from the effects of social exclusion.

Individuals remain in accommodation leased by Trinity for at least 12 months and must engage with the Trinity staff through support plans and regular agreed contact which is aimed at assisting the resident to gain independence. Trinity categorise dwellings based on the level of support required as stage one, two or three with stage three being the highest level of support.

In the year to the end of March 2018, 211 people were housed, and 77 people were moved on from supported accommodation.

Trinity have a three year plan 2019-22 for ending homelessness, which dovetails with the council's strategy for eliminating the need to sleep rough in Hillingdon. This includes working to address accommodation gaps for shared housing for those without or with minimal support needs and for solutions for those without recourse to public funds.

Winter Night Shelter

Earlier this year Trinity managed the winter night shelter in Hillingdon to provide safety and improve people's quality of life during the coldest months of the year. In total, 20 guests stayed at the night shelter. Ten guests were rehoused in Trinity's Assisted Housing accommodation and five were provided with Private Landlord Tenancies. Trinity have provided tenancy sustainability and coaching support to those that have been housed privately.

Twelve guests were experiencing difficulties with drugs, alcohol and mental health conditions. Of these, eight had engaged with various services such as ARCH and adult social care either before or during their stay. These relationships were supported by the WNS staff and Trinity coaches. The previous year's night shelter was operated by Housing Justice.

New Day

New Day is an additional accommodation provider in the borough that works with a portfolio of private landlords. New Day house single homeless people with low or no support needs. They take people on benefits or in employment who are able to pay a deposit and rent in advance.

P3: People, Potential, Possibilities

P3 is a national charity with a mission to improve lives and communities by delivering services for socially excluded and vulnerable people to unlock their potential and open up new possibilities. P3 has also been a longstanding service provider in Hillingdon.

In Hillingdon, P3 is a valued partner working with young people. The Navigator project is based in Yiewsley and has the primary aim of providing housing advice and casework support to prevent homelessness and sustain tenancies for clients aged 16 to 25 years. The service looks at each case holistically and includes giving information advice and guidance for education, health and training.

P3 provide a floating support service which is also aimed at young people and, in addition, provide a Family Advice Service for anyone with a child aged 5 or under.

The service engages with other agencies in tackling mental health and substance misuse and assist young people into employment and / or education, including through a Neet to Eat project. At least 2 education road shows are delivery in schools during each school term, targeting schools where there is a greater need for this level of advice.

P3 manage three hostels in Hillingdon with 21 beds in total. One is council owned and the other two are owned by Central and Cecil.

P3 own and manage supported accommodation in Hillingdon. Chiltern House is an 8 bed hostel for 18 to 25 year olds with low support needs. They maintain and provide low level support for 9 semi-independent living rented move on units.

In the first three months of 2019/20 P3 have achieved the following housing outcomes:

Table A21

P3 Housing Outcomes Q1 2019/20			
	April	May	June
No. of Individuals	45	71	54
Prevented	19	13	10
Delayed	21	46	32
TA secured	7	6	5
Alternative accommodation secured	8	7	5

Floating support outcomes were:

Table A22

P3 Floating support outcomes Q1 2019/20				
	April	May	June	QTR 1
Secured Housing	4	6	3	13
Mediation & payment plans to avoid eviction	1	2	2	5
Referrals to obtain property	5	7	2	14
Referrals to NEET	0	0	0	0
Benefits/finance /debts	6	2	2	10
Referral to support MH/drug and -alcohol abuse or Phys health	0	1	1	0
Living back with parents	0	0	0	0
Commenced a course	1	1	1	3
Commenced voluntary work	2	0	0	2
Successful appeals	0	0	0	0
Full time employment	1	0	0	1
Utilities	0	0	1	1
Grants	3	1	0	4
Job interviews /looking for work	0	1	2	3

Attended GP apt	0	1	0	1
Applied to college	0	0	1	1
Resettled	1	2	5	8

YMCA

YMCA provide accommodation based support for young residents who may have had a history of tenancy breakdown / relationship breakdown with family or friends / evictions / homelessness and or may have an offending history or have drug or alcohol issues. St Andrews - Housing Support services for 23 young people and care leavers aged 16 to 25. Ventura House - Housing Support services for 60 young people and care leavers aged 16 to 25.

Heathrow Travel Care

Heathrow Travel Care (HTC) is a voluntary sector, crisis social work team based at the airport. Their purpose is to assess, advise and assist anyone in potential difficulty at the airport and this includes working with rough sleepers. HTC are not able to access Outreach specific accommodation, such as No second night out hubs, and need to work with other agencies that are able to do this.

ARCH (Addiction, Recovery, Community, Hillingdon)

ARCH is a local Hillingdon service, based in Uxbridge, providing support for those who have addiction problems. They provide a free and confidential service for those who live or are registered with a GP in Hillingdon. ARCH work with people at any stage of their alcohol or drug difficulties to provide a single point of access to assessment and treatment for problems. Substance misuse and homelessness often come together when there is social services involvement and a person can no longer stay. Frequently mental health issues are also involved. Drug and alcohol addiction may also be associated with rent arrears, anti-social behaviour and eviction. The majority of ARCH's clients are male. ARCH's services include:

- Assessment and individual personal recovery plans
- Advice and information on reducing harm
- Needle exchange
- Specialist psychosocial interventions
- Specialist pharmacological treatments for help with drug and alcohol problems
- Specialist detoxification programmes to manage withdrawal symptoms and safely wean you off drugs and alcohol
- One-to-one and group therapies aimed at getting to the core of the problem
- Motivation and support from those that have previously had problems with alcohol and drugs
- Group activities and social networks, including men and women's groups, relapse prevention and life skills advice

- Joint working with employment agencies, training providers and housing providers to help people get back on track
- Evening and weekend social drop-in and activities with the opportunity to volunteer and build new social networks to help recovery.

The council working with ARCH has recently been successful in securing grant funding from Public Health England for a “Welfare Pathway for Street Homeless Dependent Drinkers”. The grant will cover the costs for refurbishment of a dedicated welfare room, a FibroScan to complement physical health checks and access to ICT for homeless and rough sleeping clients who are alcohol dependent.

A Fibroscan is a type of scan that can measure the ‘stiffness’ of the liver, which in turn reflects the degree of scarring in the liver (fibrosis). It is a simple, painless test which gives immediate results. It is non-invasive and does not have any potential complications or risks.

The bid for the funding makes specific reference to improving joint working between the council and ARCH in relation to rough sleepers and other homeless households where alcohol is an issue.

Streetlink

If a member of the public sees a rough sleeper we encourage them to register this through Streetlink which is a government commissioned website and app that allows anyone to notify that they have found a rough sleeper and where that was.

The location of the rough sleeper is sent to our outreach team, Thames Reach London Street Rescue, who will then locate the rough sleeper and start, or continue, to work with them. Once a rough sleeper is verified they are placed onto the CHAIN rough sleeping database.

Thames Reach London Street Rescue

Thames Reach provide outreach services in the borough, including at Heathrow Airport as they do in many other London Boroughs. Funding during 2018/19 through the RSI has enabled a substantial increase in the number of sweeps to identify rough sleepers that Thames Reach are able to undertake.

There are a number of immediate options available to help prevent rough sleeping and this include access to No Second Night Out (NSNO). NSNO is a GLA commissioned project that provides emergency shelter at three locations across London. The nearest hubs to Hillingdon are in Hammersmith & Fulham and Islington. If a rough sleeper wants to be supported and there are spaces available, local outreach teams will take the client immediately to one of the hubs.

Once in the Hub, they can stay there for a maximum of three days and in this time the Hub will work with the local authority where the client has a local connection in order to try and provide them with housing options. If a rough sleeper is not eligible,

mainly through immigration issues, then other options including re-connection are also looked at.

Local Churches

Both St Margaret’s and St Matthew’s churches offer food, blankets, clothes and washing facilities. A coffee shop working out of St Margaret’s offers front line care and support. A buddying scheme fills a void for rough sleepers that have difficulty trusting again. Bell Farm Christian Centre provide advice and information, including housing advice.

Housing Associations

At 31.03.2018 there were 41 Private Registered Providers (PRPs) operating in Hillingdon. Between them, they owned 6,467 units of general needs housing along with an additional 621 units of supported housing, 501 units of housing for older people and, 1,167 low cost home ownership units – a grand total of 8,756 units of accommodation.

Table A23

Number of Private Registered Providers operating in Hillingdon April 2018		
	Number of organisations	% of stock owned
Small PRPs (<1,000 units owned)	11	3.6%
Large PRPs (1,000+ units owned)	30	96.4%

Largest PRP general needs stock owners in Hillingdon

Table A24

Private Registered Providers with largest stock numbers in Hillingdon April 2018	
	General needs
A2 Dominion	1,238
Paradigm	1,155
Catalyst	805
Notting Hill Genesis	607
Peabody Trust	573
Metropolitan Thames Valley	514
Inquilab Housing Association	338
Shepherds Bush	204
The Guinness Partnership	202
Home Group	193

Employment Support Services

The council works closely with the DWP with a member of the Homelessness Prevention Team being located with DWP for one morning a week and a reciprocal

arrangement in place. DWP is part of working group with the council and other partners to ensure as smooth a transition as possible to UC in the borough.

There are a variety of programmes running in Hillingdon to assist those who need support to get a job.

Uxbridge College

Uxbridge College provide free advice and support for people looking for work or considering a change of career.

Get ready for work in Hillingdon

GRoW supports women into employment, enterprise and training. The project supports women with additional needs gain the skills and confidence they need to move towards paid work. As well as supportive group sessions, GRoW provide personalised employment support to parents and children who face problems or difficulties, which could include relationship breakdown, housing issues, debt, health problems (including ASD and mental health issues), domestic violence or truancy.

Work and Health Programme

The Work and Health Programme is DWP's contracted employment provision that will help persons who have a disability, the long-term unemployed (LTU) and specified disadvantaged groups to find sustained work. The West London Alliance has commissioned services for the boroughs of Barnet, Brent, Ealing, Hammersmith and Fulham, Harrow, Hillingdon and Hounslow providing localised employment support for people who:

- Have health conditions or disabilities;
- Have been unemployed for more than two years;
- Would benefit from early help to find employment because they may be at a disadvantage in the labour market.

Those able to access the programme include homeless people as well as many other groups of people that are disproportionately likely to become homeless i.e. care leavers and ex-offenders.

Shaw Trust began delivering the contract in February 2018, and it will run until 2023. One to one advice and support from a case worker is offered for up to 15 months to participants to address the complex barriers they face in gaining employment. Shaw Trust will also support participants for up to 6 months during the initial months of employment to help ensure they retain their jobs.

Mental Health IPS Employment Trailblazer and IPS Works

NHS England has committed to doubling access to Individual Placement and Support (IPS) services nationally by 2020/21, enabling people who experience a

mental illness to find and retain employment. Rates of employment are lower for people with mental health problems than for any other group of health conditions.

Domestic abuse support services

Support for those suffering domestic abuse includes a domestic abuse refuge run by Refuge, floating support and a sanctuary scheme.

The Sanctuary scheme is part of a range of options to help victims of domestic violence to stay in their homes with the support and security they need to feel safe in their home. Under the scheme, security improvements are made to the property and can turn one room into a sanctuary room.

Hillingdon's support agency, Hillingdon Independent Domestic Violence Advocacy (HIDVA) will assess risk, create individual's safety plans and support clients through any action they may decide to take.

Housing advice, information and support for women is also provided by Hillingdon Women's Centre.

Hillingdon Credit Union

Hillingdon Credit Union assists people to take control of their finances. Members can save and can borrow at low rates of interest with surpluses returned to members.

Other organisations that help to support sections of Hillingdon's communities in relation to housing and other issues include: Age Concern, Mind, Disablement Association Hillingdon (DASH), Citizen's Advice, Salvation Army, Refugees in effective and active partnership (REAP), Hillingdon Asian Women's Group, Tageero and Hillingdon African Caribbean Community Association. Help the Homeless Hillingdon is a resident initiative assisting homeless people.

Rough Sleeper Initiative

Hillingdon has been awarded funding under the RSI for 2018/19 and 2019/20. The central purpose of the project is to provide a dedicated team with sufficient resource to enable intensive work to take place and so tackle the overall number of rough sleepers in a more vigorous way and achieve a reduction. The project's focus is particularly, not exclusively on the airport and includes funding to assist in finding housing solutions.

Dedicated council staff work alongside staff from Thames Reach, Trinity and Heathrow Travel Care.

Since 1 April 2019 homelessness has been relieved for 61 rough sleepers, with 38 placed in emergency accommodation, 8 in TA and 22 in long-term accommodation.

Rapid Rehousing Pathway

The Rapid Rehousing Pathway (RRP) was launched by MHCLG as part of the RSS in August 2018. The pathway brings together 4 policy elements (Somewhere Safe to Stay, Supported Lettings, Navigators and Local Lettings Agencies) to help rough sleepers, and those at risk or rough sleeping, access support and settled housing. Hillingdon Council has been awarded funding under the Local Lettings Agencies and Navigators elements of the RRP and as part of a West London consortium for the Somewhere Safe to Stay element.

Engagement and feedback from stakeholders

A series of engagement mechanisms have contributed to this review including:

- A workshop with frontline homelessness prevention, housing allocations and resettlement staff;
- A Housing Strategy Working Group, made up primarily of front line homelessness prevention staff, has met frequently and contributing to the review process;
- A series of interviews with voluntary sector partners, gathering information on services delivered, local homelessness trends and gaps in provision.
- A workshop and individual meetings with staff from across the council, including Asset management/Housing enabling; Housing tenancy management; Planning policy and S106; Procurement; Corporate Policy; Employment Support; Welfare and Tenancy Support; Social Care; Public Health; Private Sector Housing; Voluntary Sector Grants; Prevent; Legal Services and the Fraud team.
- Discussion of emerging homelessness review findings at Hillingdon Partners which brings together local public, private and voluntary and community sector organisations;
- Facilitated workshop with local partners for homelessness services including voluntary sector, faith sector, and public sector partners.

The following priorities and gaps in service provision were identified:

- General lack of housing
- Lack of affordable housing for working households
- Lack of low and medium support hostels

- Lack of floating support
- Raising residents' awareness of the services and support available and how to access it before becoming homeless. Readily available information, that can be handed out;
- Prevention
- Early intervention

Resources for homelessness services

Hillingdon has benefitted from a variety of small pots of funding, however funding for homelessness is piecemeal and fragmented and there is a need for more sustained funding for preventative programmes.

The council is committed to tackling the causes of homelessness and will provide advice, support and services to those affected, within the available General Fund budget and central government grant. Current funding for homelessness services in Hillingdon includes:

- General Fund resources for the Homelessness Prevention Team
- Contract for young persons' homelessness advice and support
- New Burdens Funding for the implementation of the HRA
- Discretionary Housing Payments
- Flexible Housing Support Grant
- Rough Sleeping Initiative
- Rapid Rehousing Pathway – Local Lettings Agency
- Rapid Rehousing Pathway – Navigators
- DfE funding for care leaver most at risk of homelessness.

At the time of writing, specific funding announcements in relation to these grants have not yet been made beyond 2019/20.