Newcastle's Homelessness Prevention Pilot with Jobcentre Plus

1. Introduction

On 17 October 2016 the Prime Minister launched a Homelessness Prevention Programme as the start of "a fresh approach to tackling homelessness by focusing on the underlying issues which can lead to somebody losing their home". Newcastle was asked to be one of three 'early adopters' for the <u>Homelessness Prevention Trailblazer</u> part of the programme.

On 14 March 2017 the Homelessness Ministerial Working Group asked Newcastle to be a pilot city for a partnership between the local authority and Jobcentre Plus to prevent the risks of homelessness, with Newcastle being the first city to pilot:

- identifying and responding to the risk of homelessness related to benefit administration and unemployment
- reducing the impact that unstable housing can have on residents' search for work

In Newcastle, the challenges of transitioning to the government's welfare reforms, including Universal Credit, have added further complexity to the already complex lives of some residents. In many cases residents' complexities pre-date the welfare reforms, so this pilot has created a framework for the local authority, Jobcentre Plus and other partners to work together to better understand, identify and respond to the challenges residents face, and to develop more integrated responses that make the best use of our collective resources to help all residents enjoy the benefits of a more stable **life** – somewhere to **l**ive, an **i**ncome, **f**inancial inclusion and **e**mployment opportunities.

2. Aims of the pilot

This pilot sought to respond to the risk of homelessness that can occur if we fail to respond to the interconnected challenges of poverty and unemployment. This was summed up by Lord Freud at a Work and Pensions Committee oral evidence session on 8 February 2017 when he said "there is a lot of support for people who are vulnerable but it is incoherent". Through our Active Inclusion Newcastle partnership approach, which brings together over 100 services and organisations to work together to help residents to have more stable lives, we aspire to create more coherence. This pilot builds on this and aims, through partnership working, to:

- identify claimants who are homeless or at risk of homelessness through contacts with Newcastle Jobcentres
- identify appropriate Department for Work and Pensions' (DWP) protections needed to avoid putting residents who meet the DWP's 'vulnerability' category at further risk of housing instability or homelessness
- test a delivery model that better aligns housing, financial and employment support to prevent the risk of homelessness by strengthening the alignment between the Claimant Commitment and support plans
- work proactively with residents who are known to be at risk of homelessness due to worklessness, e.g. those in receipt of Discretionary Housing Payments (DHP) and those struggling to transition to the welfare reforms
- help residents to make the transition to the welfare reforms and Universal Credit by supporting them to adjust to new aspects and challenges of claiming benefits

By doing this, the pilot sought to deliver the following outcomes:

- prevent homelessness and stabilise residents' housing situations
- support residents to keep employment
- improve the functionality of the welfare reforms and Universal Credit, as well as the protections needed for vulnerable residents
- improve the alignment of health and social care services working with vulnerable residents who are workless and at risk of homelessness
- develop a sustainable partnership and learning framework

3. Establishing the pilot

This pilot built on our Active Inclusion Newcastle partnership approach which seeks to provide partnership responses to residents with complex needs that cannot be resolved by a single agency working alone; to understand, reduce or resolve the risk of homelessness and provide more of an integrated approach to supporting residents to have the foundations for a stable life.

We formed a working group to manage the implementation of the pilot. In addition to representation from the DWP and Newcastle City Council, the national homelessness charity Crisis and Your Homes Newcastle (YHN – the arms' length management organisation responsible for managing council housing in Newcastle) were invited to be part of the pilot at the development stage.

4. Development of the pilot

'Full service' Universal Credit had been introduced at Newcastle City Jobcentre in May 2016, followed by Newcastle East Jobcentre in February 2017 and Newcastle West Jobcentre (which has since closed) in March 2017. Universal Credit necessitated conversations that were new to Jobcentre Plus Work Coaches about housing, budgeting and complex needs. This meant that the Jobcentre became the place where many of these issues were identified, and there was an opportunity for these conversations to act as triggers to prompt DWP actions and referrals to other agencies. This, in turn, highlighted a need for greater understanding and clearer referral options for Jobcentre Plus staff.

The DWP, Newcastle City Council, Crisis and YHN designed and delivered a joint training programme to 134 Jobcentre Plus staff. The training covered an introduction to homelessness legislation and policy, as well as the local arrangements for providing advice and support, sharing information and making referrals.

An agreed referral pathway was agreed between the partners to make it as simple as possible for residents to engage, as well as to be able to track interventions to facilitate consistency and effectiveness. It was agreed that referrals would be categorised depending on the circumstances of the resident. This determined which partner organisation was allocated the referral from Jobcentre Plus, as follows:

- Resident living in a YHN tenancy allocated to YHN
- Single resident living in any other tenure who isn't at immediate risk of homelessness – allocated to Crisis Skylight

 Multiple person household and anyone who is actually homeless or at immediate risk of homelessness – allocated to Newcastle City Council's Housing Advice Centre

YHN already had a member of staff co-located in each of Newcastle's Jobcentres as part of arrangements to support the roll-out of Universal Credit in the city. YHN agreed that those staff could act as contacts for the pilot, allowing the referral process from the Jobcentre to be immediate rather than the resident having to wait for another contact.

Crisis Skylight services are designed around a model of change that help people transform their lives and leave homelessness for good. The Crisis model of change is based upon the belief that an individual's homelessness can be ended by helping to achieve housing stability, financial security and employment, good health and wellbeing and positive relationships and social networks.

If anyone referred to YHN or Crisis had an escalation in their circumstances, it was agreed that the referral would be passed to Newcastle City Council to allow them to exercise their statutory homelessness duties and access commissioned services.

The pilot partners agreed that definitions from the Ministry for Housing, Communities and Local Government (MHCLG) and the DWP would be used in the "tracker" tool. This was the recording mechanism used by Jobcentre Plus, which was updated on a weekly basis by the designated Work Coach on receipt of information from Newcastle City Council.

5. Key principles of working

We have the following principles for our shared ways of working and have considered how to develop and maintain these as we have developed the pilot:

- **Simplifying referral pathways** Jobcentre Plus staff have limited time with residents and have benefitted from a simple referral pathway that meets the needs of a range of people. This can then open up further access to a wider range of services from the local authority and other partners, and avoids presenting Jobcentre Plus staff with an overwhelming range of potential signposting routes
- Enabling a feedback loop as part of working towards more integrated support Prior to the implementation of this pilot, there had been no agreed mechanism for feedback following signposting or referrals. This has been an important part of the pilot, with the new ways of working helping to foster closer working relationships and allowing for ongoing sharing of information relating to contacts and interventions made by different services. Consent to share information and progress is gained at the referral stage, allowing feedback to be given to Work Coaches to inform on progress and complying with the requirements of the General Data Protection Regulation
- Moving beyond referrals by making the most of the role that each person plays –
 It was agreed that when Jobcentre Plus identify someone who is homeless or at risk of
 homelessness they will explore actions they can take themselves, in addition to
 referring to one of the partners in the pilot. This could include:
 - switching off work conditionality for a period to enable the resident to secure accommodation (using the homelessness easement)
 - arranging an Alternative Payment Arrangement, such as a managed payment of rent direct to the landlord
 - verifying housing costs
 - helping to work through outstanding 'to dos' on the journal

- offering an advance payment
- referring to Universal Credit Personal Budgeting Support
- tailoring the Claimant Commitment to make it more appropriate
- Providing regular and consistent communication As the pilot was being
 implemented at the same time as Universal Credit was being introduced and starting
 to affect more residents in the city, regular and consistent communication was
 important to allow the pilot to focus on partnership responses to residents with
 complex needs, rather than being diverted by concerns about the design and
 implementation of Universal Credit

6. Results of the pilot: 5 June 2017 to 31 March 2019

The definitions used below are those provided by MHCLG for homelessness recording.

Table 1.1 shows that between 5 June 2017 and 31 March 2019, Jobcentre Plus Work Coaches referred 729 residents who were potentially at risk of homelessness to specialist advice and support. The referrals to YHN are lower than to the others due to their colocation in the Jobcentres and early interventions for their tenants transferring to Universal Credit.

Table 1.1 Referrals from Jobcentre Plus to pilot partners	
Newcastle City Council	(48%) 353
Crisis Skylight	(45%) 325
Your Homes Newcastle (YHN)	(7%) 51
Total	729

6.1 Referrals to Newcastle City Council

Table 2.1 Referrals from Jobcentre Plus to Newcastle City Council

Resident engaged following referral	(51%) 178
- of which casework is still ongoing on 1 April 2019	(6%) 21
Resident did not engage following the referral	(49%) 175
Total	353

Table 2.2 Housing circumstances at the time of referral

Table 2.2 Housing chedinatanees at the time of referral	
Owner occupier	8
Shared ownership / armed forces / tied (provided by employer) /	8
student	
Private rented sector: self-contained	(16%) 56
Private rented sector: house in multiple occupation (HMO)	4
Council tenant	6
Registered Provider tenant	14
Living with family	43
Living with friends	(24%) 86
Social rented supported housing or hostel	7
Rough sleeping (not verified)	24
Homeless on departure from custody	5
National Asylum Seeker Support accommodation (NASS)	16
No fixed abode	(14%) 49
Other	27

Total	353	
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Table 2.3 shows that 222 (63%) of the referrals are related to residents who have been threatened with the loss of private rented accommodation or asked to leave by their friends or family. This is higher than the 52% in table 2.2 as it records residents as No Fixed Abode under the MHCLG definitions, who are living with family or friends.

Table 2.3 Reason for referral to Newcastle City Council

Mortgage repossession	5
End of private rented assured tenancy	(16%) 57
End of social rented tenancy	21
Eviction from supported housing	12
Family no longer willing or able to accommodate	(15%) 53
Friends no longer willing or able to accommodate	(32%) 112
Relationship with partner ended (non-violent breakdown)	14
Domestic abuse	5
Non-racially motivated violence or harassment	1
Left institution / armed forces with no accommodation available	6
Required to leave NASS accommodation provided by Home Office	16
Property disrepair	3
Other	48
Total	353

Table 2.4 shows that 41% of residents referred due to the end of a private rented tenancy were because of non-payment of rent related to available income and budgeting difficulty.

Table 2.4 Reason for loss of private rented assured tenancy

Breach of tenancy, not related to rent arrears	2
Landlord reletting or selling property	(20%) 11
Rent arrears due to a change in personal circumstances	3
Rent arrears due to a reduction in employment income	4
Rent arrears due to tenant non-payment / budgeting difficulty	(41%) 23
Rent arrears due to change in benefit entitlement	3
Tenant complained to council / letting agent / landlord re disrepair	2
Rent arrears due to increase in rent	1
Other / not known	(12%) 7
Total	56

Table 2.5 shows the outcomes for the referrals to Newcastle City Council which are closed cases.

Table 2.5 Support provided by Newcastle City Council

Ac	commodation secured / sustained made up of:	(43%) 68
-	Supported housing provided	28
-	Accommodation secured with assistance from local authority	28
	through housing options service	
-	Negotiation / mediation to return to family or friend	6
-	Helped to secure accommodation found by applicant, with financial	2
	payment	

- Helped to secure accommodation found by applicant, without	4
financial payment	
Advice and information provided	(41%) 65
Negotiation / mediation / advocacy work to prevent eviction /	(6%) 9
repossession	
Debt advice	7
Resolved benefit problems	4
Discretionary Housing Payments to reduce shortfall	1
Housing related support to sustain accommodation	2
Sanctuary scheme / target hardening measures (assisting a resident to	1
maintain their accommodation by adding and improving security)	
Total	157

6.2 Referrals to Crisis

Table 3.1 Referrals from Jobcentre Plus to Crisis

Resident engaged following the referral	(44%) 144
- of which casework is still ongoing on 1 April 2019	(8%) 25
Resident did not engage following the referral	(56%) 181
Total	325

Table 3.2 Housing circumstances at the time of referral

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Owner occupier	1
Shared ownership / armed forces / tied / student accommodation	5
Private rented sector: self-contained	21
Council tenant	2
Caravan / houseboat / tent	3
Living with family	(26%) 86
Living with friends	(33%) 107
Social rented supported housing or hostel	(10%) 31
Rough sleeping (not verified)	19
Homeless on departure from custody	3
National Asylum Seeker Support accommodation (NASS)	2
No fixed abode	22
Other	23
Total	325

Table 3.3 Reason for the referral to Crisis

2
25
2
9
(27%) 87
(33%) 107
11
2
1
1
18
3

Property disrepair	1
Other	(17%) 56
Total	325
Table 3.4 Support provided by Crisis	
Accommodation secured / sustained made up of:	(28%) 34
- Supported housing provided	7
- Accommodation secured with assistance from local authority	2
through housing options service	
- Negotiation / mediation to return to family or friend	2
- Helped to secure accommodation found by applicant, with financial	6
payment	
- Helped to secure accommodation found by applicant, without	17
financial payment	
Advice and information provided	(70%) 83
Negotiation / mediation / advocacy work to prevent eviction /	2
repossession	
Total	119

6.3 Referrals to Your Homes Newcastle (YHN)

Table 4.1 shows the referrals to YHN staff who are co-located in the Jobcentres and see residents straight after they see the Work Coach, leading to a higher level of engagement.

Table 4.1 Referrals from Jobcentre Plus to Your Homes Newcastle

Resident engaged following the referral	(94%) 48
- of which casework is still ongoing on 1 April 2019	(16%) 8
Resident did not engage following the referral	(6%) 3
Total	51

Table 4.2 shows the outcomes for the referrals to YHN which are closed cases.

Table 4.2 Support provided by YHN

Table HE support provided by Time	
Negotiation / mediation / advocacy work to prevent eviction /	(28%) 11
repossession	
Discretionary Housing Payments to reduce shortfall / resolution of	(50%) 20
benefit problems	
Debt advice	7
Advice and information provided	2
Total	40

7. Case studies

This section provides examples of the work done with residents who have been identified as being as risk of homelessness by Jobcentre Plus Work Coaches, which illustrate the principles included in section 5.

Michael (name changed) - provided by a Jobcentre Plus Work Coach

Michael explained his living situation during our first meeting, telling me that he was sofa surfing between different friends but would soon be made homeless after being asked to leave. Due to his age he was due to start the Youth Obligation, but I awarded him an easement meaning he would not have to complete this until his housing situation was remedied. During our discussion Michael also opened up about suffering with anxiety and not having any support from family.

Michael and I discussed the Homelessness Prevention Trailblazer and we agreed to make a referral to Crisis. We discussed the support offer from Crisis and I explained that as well as helping with his housing situation they also have mental health support provision. I found the referral process simple and the weekly updated provided by the local authority kept me informed of the progress

Within four days of the initial referral Michael was offered and accepted accommodation in the YWCA. At our next appointment Michael expressed his delight at the quick resolution of his accommodation needs. He explained that he had also been assigned a wellbeing coach at Crisis to help to address his mental health issues. At each appointment I noticed a positive change in Michael. I referred him for Personal Budgeting Support with Money Matters to help manage his finances now he was claiming Universal Credit. We also discussed what types of work he would like to do and discussed volunteering options. Michael began a volunteering role, although he didn't continue as he felt the role was too stressful.

Michael advised that he had been talking to his councillor at Crisis about his mental health issues and concerns that his marijuana use may be contributing to sleeping problems he was experiencing. I offered Michael a referral for support with his marijuana use but he declined, stating he felt he was getting things under control and did not need this support.

At our next appointment we discussed work experience and moving on to job searching. Michael stated that he felt ready for this following the support he had been offered by Crisis. Michael and I discussed starting a daily routine that would help with his sleep patterns and prepare him for work.

Michael adhered to all the conditions of his Universal Credit claim once his initial easement came to an end. Michael was very excited to start a work experience placement with a hotel and is hopeful of securing employment at the end of the placement.

The whole process was seamless and beneficial both to Michael and myself as a Work Coach. As well as addressing his initial housing need, Crisis helped Michael with his mental health issues which meant he was ready to return to work quicker than may have

been the case otherwise. Michael continues to thank me for making the referral to the Homelessness Prevention Trailblazer which has helped him move forward in his life.

Amy (name changed) – provided by a Newcastle City Council Homelessness Prevention Officer

Amy was referred for advice around her housing after she disclosed to her Work Coach that she and her family were living with relatives after leaving their private rented tenancy due to concerns around affordability.

Amy advised that she accepted the referral, although she was not sure what could be done as she didn't really see herself as being homeless in the traditional sense.

Amy explained that she was able to continue living with her brother whilst she resolved her housing situation. I advised Amy to register for Tyne & Wear Homes and helped her to identify what documentation she would need to make the application. Once her application was activated, I awarded Amy a priority banding on the scheme to increase her chances of securing a council property.

Amy successfully bid for a council property and moved in to her new home within five weeks of the referral from the Jobcentre. During our discussions Amy kept expressing her "amazement" that she had secured a council house so quickly and would always be pleased that she took up the referral despite her initial reticence.

The referring Work Coach advised that a month after moving into the new family home Amy had secured part-time employment that allowed her to fulfil her school drop-off commitments and re-enter the world of work. Amy is always the case I think of when I explain to other residents the benefit of engaging with the Homelessness Prevention Trailblazer.

These case studies contribute to improving our collective understanding about the reasons why people are unable to look for or maintain employment and the issues they face in having somewhere to live and, therefore, a stable life. Case level review meetings are helping to develop shared processes and to provide another opportunity to share good practice and raise questions or concerns.

8. Workforce development and learning

The success of the pilot is built on having a deeper understanding of the procedures, policies and challenges of each of the partner organisations. Whilst the initial training programme for 134 Work Coaches was a foundation for the pilot, this complemented existing training offered by the City Council and DWP.

Newcastle City Council and Jobcentre Plus have delivered joint training on Preventing Benefit Sanctions since 2014 and, prior to the launch of Universal Credit in Newcastle, the DWP's Local Partnership Manager provided training for local organisations, including the Trailblazer partners, to ensure they were able to assist residents to manage their claims. This has led to an ongoing programme of Universal Credit training complemented by Pendemented by Pendemented By Pendement

9. Improved understanding of different organisations' processes

Prior to the launch of the pilot, Jobcentre Plus and Newcastle City Council had no formal arrangements relating to referring to each other's services. There was some signposting by Work Coaches to Newcastle City Council's Housing Advice Centre and Crisis. However, this served a limited purpose because there was no mechanism for feedback or review of what happened following the signposting.

This pilot has facilitated a much closer working relationship between the partner organisations and individual staff members. A named contact was allocated at each of the organisations and regular communications have helped to develop a deeper understanding of the different organisational hierarchies, support offers, administrative requirements and priorities. This has led to better information being provided to residents as part of the referral process, as the staff involved have been able to more accurately discuss the referral process and what will happen as a result of the referral.

A key benefit of this greater understanding is the difference made to residents. Universal Credit is established in Newcastle – there were 19,668 people on Universal Credit in Newcastle at 9 May 2019. However, it is this pilot and the wider partnership work that has mitigated some of the publicised issues with the implementation of Universal Credit. In addition, due to the emphasis on workforce development, staff involved are much more aware of mandatory reconsideration processes, decision-making rationale, Universal Credit administration and how to resolve issues to ease the burden on residents.

Without these arrangements in place, it isn't inconceivable that Newcastle would see higher levels of benefit sanctions, evictions and potential homelessness.

Watts et al. (2019)¹ refer to this pilot as "the partnership between the Jobcentre, local authority, Your Homes Newcastle and Crisis is widely seen to have radically increased opportunities for supportive interventions to target homelessness risk upstream and precrisis" and state that "frontline workers who participated in this study argued that stronger partnerships between the Jobcentre and other services had also helped claimants avoid being erroneously sanctioned, and the lengthy mandatory reconsideration and appeals process that would then ensue".

10. Essential components of the pilot

Overall, we consider the pilot to be a success. It is included in the government's Rough Sleeping Strategy (August 2018), which states that "the innovative partnership work between Newcastle Jobcentre Plus and Newcastle Local Authority" should be shared "as best practice ... across the whole Jobcentre Plus network". The pilot has also been cited as good practice in Crisis' Everybody In: How to end homelessness in Great Britain (2018), with the recommendation to "establish a network of housing and homelessness leads in Jobcentre Plus to integrate housing and employment support".

¹ Watts, B., Bramley, G., Blenkinsopp, J., McIntyre, J. (2019) *Homelessness prevention in Newcastle: Examining the role of the 'local state' in the context of austerity and welfare reform.* I-SPHERE / Heriot-Watt University

Watts et al. (2019) state that "key informants described how in various ways this partnership work via the Trailblazer had precipitated a 'culture shift' in services. First, within the city's Jobcentre's, practice had shifted from "helping [already] homeless people" to prevention" and that "the process had brought the city's Jobcentre into the 'everyone's business' approach at the core of Active Inclusion Newcastle".

If the pilot is to be replicated by other local authorities, or other organisations, in partnership with Jobcentre Plus we believe that the following components are key to developing a successful partnership arrangement:

- Provide dedicated infrastructure capacity to develop and support the pilot –
 Newcastle City Council seconded a full-time member of staff to coordinate the pilot,
 provide a point of contact in the homelessness section of the local authority for all
 partners, and lead on other partnership work related to homelessness with Jobcentre
 Plus. This role was resourced by the MHCLG Homelessness Prevention Trailblazer
 funding until 31 March 2019 and has been extended for 18 months due to the securing
 of additional internal council funding
- Provide monitoring support to reduce the burden on frontline staff this has been provided by the above member of staff
- Use a single IT system to allow for accurate reporting and recording Crisis and YHN recorded their casework on Newcastle City Council's Gateway IT system to enable consistent reporting and the ability to more easily follow a resident's involvement with different services and organisations
- Provide an allocated Work Coach to administer the pilot this included ringfenced desk time to carry out the necessary work
- Facilitate regular case level communications between partners this included a weekly batch update and individual case level discussions
- **Provide visible leadership** the pilot was developed with commitment from the Deputy Leader of the Council, senior local authority officer, DWP District Manager and senior Crisis staff at a local and national level
- Hold routine review meetings attended by both managers and frontline staff –
 this has given momentum and allowed for adaptations to the structure of the pilot
 under the principles of 'test and learn'
- Allow Work Coaches time away from the frontline to attend training even at times of pressure, such as the introduction of Universal Credit
- Maintain up-to-date and relevant training resources which can be adapted to meet different audience's needs at short notice

11. Challenges

Despite the successes, there is some concern about the level of engagement with residents following the referrals from Jobcentre Plus to Newcastle City Council and Crisis. Those partners were unable to engage with customers in 309 (48%) of the referrals. This figure is significant and the model requires further development and consideration of alternative approaches to make and maintain contact with residents, utilising the local opportunity to learn from different approaches used by the multidisciplinary team developed in another part of Newcastle's Homelessness Prevention Trailblazer programme.

12. Next steps and conclusion

There is an agreement between all organisations to continue the referral and feedback process developed in the pilot rather than reverting to the minimum thresholds set out in the 'duty to refer' in the Homelessness Reduction Act 2017. All partners agree that the stronger partnership arrangements benefit residents and staff alike and that reverting to only signposting would be detrimental.

As stated previously, the secondment of the local authority homelessness officer working on partnership arrangements with Jobcentre Plus has been extended for another 18 months, using additional funding that has been secured internally within the council. The next stage of their work will be to build on the initial findings of the Trailblazer and to roll out the pilot to more partners, expanding the scope of the work already undertaken.

The training offer from the local authority and Jobcentre Plus is being extended to accommodation and support providers, along with tailored escalation routes for Universal Credit trouble shooting.

A new focus area is aligning Claimant Commitment conditionality with support planning. Numerous parts of the state work independently of each other and joining up welfare benefit claim conditionality with the support planning processes of support providers would provide a more coherent plan for residents. This is being trialled on a small scale in Newcastle with Tyneside Foyer (a young person's accommodation project) who are working in conjunction with the local authority and Jobcentre Plus. When a new resident moves into that project from being homeless, Jobcentre Plus don't place any work-related conditionality for the first four weeks to allow them to settle into their new surroundings. At the first review they are accompanied by the support worker to the Jobcentre, when they merge their Claimant Commitment requirements with the accommodation-based support plan.

Newcastle is a transformational city that aims to break down the barriers between public services to enable residents to get better, more proactive, integrated advice and support that seeks to solve problems rather than just to pass problems on to another service or place. Our Homelessness Prevention Pilot has given us the opportunity to develop and test other approaches by building the relationships, confidence and trust between local partners that are needed to effectively work together. By doing this, we believe that we are maximising the contacts that residents have with publicly funded services and are working towards providing a more integrated response that, ultimately, benefits residents far more than working in isolation would.

Contact details:

If you have any questions, or would like more information, please contact Newcastle City Council's Active Inclusion Newcastle Unit by email at activeinclusion@newcastle.gov.uk or phone 0191 277 1707 and they will direct your query accordingly.