

Hillingdon
Homelessness Strategy Review
2016

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Abbreviations used

Age UKH	Age UK Hillingdon
AST	Assured Shorthold Tenancy
B&B	Bed and Breakfast
BCF	Better Care Fund
CAADA	Co-ordinated Action Against Domestic Abuse
CAB	Citizen's Advice Bureaux
CCG	Clinical Commissioning Group
CFIT	Corporate Fraud Investigation Team
CHAIN	Combined Homelessness and Information Network
CIC	Community Interest Company
DASH	Disablement Association Hillingdon
DCLG	Department for Communities and Local Government
DPS	Direct Purchasing Scheme
DHP	Discretionary Housing Payments
DLA	Disability Living Allowance
DV	Domestic Violence

DWP	Department for Work and Pensions
ESA	Employment Support Allowance
HDVAF	Hillingdon Domestic Violence Action Forum
HIDVA	Hillingdon Independent Domestic Violence Advocacy
JCP	Job Centre Plus
LBH	London Borough of Hillingdon
LCHO	Low Cost Home Ownership
LHA	Local Housing Allowance
MAPPA	Multi-agency public protection arrangements
MARAC	Multi-Agency Rise Assessment Conference
PIP	Personal Independence Payment
PMA	Private Managed Accommodation
PRS	Private Rented Sector
PSL	Private Leased Accommodation
RTB	Right to Buy
SAR	Shared Accommodation Rate
TA	Temporary Accommodation
TDP	Tenancy Deposit Protection

1. Introduction and current context for homelessness

This review of homelessness in Hillingdon provides an assessment of the support, assistance and advice available to homeless and potentially homeless people in the borough. Under the Homelessness Act 2002, housing authorities must have in place a homelessness strategy based on a review of all forms of homelessness in their area. This review considers:

- Current and likely future levels of homelessness in the borough;
- Services currently provided to prevent homelessness, to secure housing for homeless people and to provide them with support;
- Resources available to the council, other statutory organisations and voluntary organisations to provide services for homeless people.

The review was completed in May/June 2016 in a period of ongoing significant change in housing policy and welfare reform. It includes a summary of existing and proposed changes and their likely impact where known. At the time of writing the referendum on the United Kingdom's membership of the European Union has just returned a vote to leave. While it is too early to determine the impacts for the housing market, these may be significant and potentially also impact on homelessness. The results of this review will inform Hillingdon's Homelessness Strategy 2016 and Housing Strategy.

About Hillingdon

Hillingdon, on the western edge of London, is home to some 296,000 people and this population is projected to increase to 337,000 by 2025¹. This is upwards of 4,000 extra people a year. Population growth is expected in all wards.

Population increase in Hillingdon is a result of net international migration and a higher number of births than deaths. Net international migration: 4,200 *in* and 1,600 *out*. Natural change: 4,600 births *in* and 1,800 deaths *out*.

Hillingdon's population is relatively young – 42% of people are under 30 years of age, including 20% who are under 15.

According to the 2011 Census, in Hillingdon 52% of the population were White British, 8.4% were White Other and 40% were from Black and Minority Ethnic (BME) groups including 25% of the population that are Asian.

The percentage of households in the Private Rented Sector (PRS) in 2011 was 18.1%, compared to only 11.2% in 2001 and this trend will have continued. This is however considerably less than the 25.1% privately renting across London as a whole and much closer to the England & Wales average of 16.7%.

¹ 2012 based Sub-national Population Projections, ONS

In 2011 about 16% of households in the borough were living in overcrowded conditions compared to 11% in 2001. This was higher compared with the national figure of 9% but lower than that for London (22%).

There are 2,376 households on the housing register and 608 households in temporary accommodation waiting to access a settled home (May 2016).

There were 2.89 for every 1,000 households in Hillingdon accepted as being homeless and owed the main rehousing duty during 2014/15.

Current context for homelessness

There has been considerable policy and legislative change in the current and the previous parliament with implications for homelessness and the options available to local authorities to respond. Key changes are summarised below.

Discharge of homelessness duty in the Private Rented Sector

The Localism Act 2011 allowed local authorities greater flexibility to move homeless families out of temporary accommodation more quickly into settled accommodation in the PRS. An increasing inability to access private rented housing has however meant that this has been difficult to implement in practice. This has been affected by some welfare reforms that have sought to reduce expenditure, encourage employment and promote fairness for working households. In April 2011 Local Housing Allowance (LHA), which sets the maximum amount of rent that can be covered by housing benefit for PRS properties, was set at the lowest 30% of the housing market rents. The July 2015 Emergency Budget subsequently announced a freeze for 4 years. At the same time the housing market in London as a whole, but particularly in Hillingdon, has continued to be very buoyant and this is reflected in both increased house purchase prices and rising rents. The gap between private sector rents and the amount that LHA will cover continues to widen. Claimants' LHA entitlement is less likely to cover the full contractual rent due as real rents increase over time.

Increasingly London Councils have sought to place homeless families outside their own boroughs due to the difficulty in accessing suitable accommodation in borough. The Homelessness (Suitability of Accommodation) (England) Order 2012 came into force on 9 November 2012 and is accompanied by Statutory Guidance which local authorities must have regard to in discharging their duties in the PRS. Location of accommodation is a relevant factor with regard to suitability. In April 2015 the Supreme Court held that there is a statutory duty to accommodate homeless households in-borough "where reasonably practicable" failing which "authorities are under a duty to place the household as close as possible to where they were previously living".²

² Nzolameso v City of Westminster (2015) UKSC 22 (para 19)

Shared accommodation rate

Younger single people are only entitled to LHA at a shared accommodation rate (SAR) rather than the 1 bedroom rate that other single people qualify for. In January 2012 the age threshold rose from anyone under 25 to anyone under 35. The weekly LHA rate in Hillingdon is £82.41 or £87.40 depending on the location of the property. From April 2017, automatic Housing Benefit entitlement is to be withdrawn from young people aged 18 to 21. Certain exemptions will apply.

Household benefit cap

Information so far received from DWP suggests that the planned lowering of the total benefit cap to £23,000 in London and £20,000 outside of the capital will mean an estimated 556 households in Hillingdon will be affected, including those already capped. This is based on a benefit scan in April 2016 and will not be the final number as households move in and out of benefits. The lowered cap is expected to apply from Autumn 2016. It does not affect working households and there are a number of other exclusions. Those affected in Hillingdon are almost all families with children, many of which are single parent households. Families that are benefit capped are more likely to have difficulty paying their rent and may build up arrears, potentially leading to eviction. The bulk of those affected, an estimated 424, live in the PRS.

Universal credit

A further risk area concerns the roll out of Universal Credit. There are in particular concerns regarding the impact of direct rental payments. Evidence to date is showing Universal Credit recipients as being much more likely to be in arrears than other households³.

Temporary Accommodation management fee

Housing benefit support for households in temporary accommodation (TA) contains two elements: an LHA element for rent, which has been capped at 90 per cent of the LHA at the January 2011 rate; and a 'housing management' element which is intended to support local authorities' management of the TA tenancy. The current housing management element is £40 per week in London and £60 per week outside London. The November 2015 Spending Review has signalled an intention to decouple the management element of the TA subsidy from the LHA payment and devolve the TA element to local authorities. From April 2017 an upfront allocation will be given to councils rather than an additional 'management fee' recouped through Housing Benefit.

Social rent cap at Local Housing Allowance

Housing Benefit claimants in social rented housing will have their entitlement capped at the equivalent LHA rate. This will apply to new tenancies entered into after April 2016 with the Housing Benefit changes applying from April 2018. This will bring the social sector and private sector in line as far as Housing Benefit payments are concerned. There will be a challenge for social landlords in relation to single people

³ 'Three in four Universal Credit tenants in arrears' Inside Housing, 7th June 2016

under 35 as they will only be entitled to the shared accommodation rate (SAR). There will be some social housing tenants reliant on benefits where the full rent will no longer be covered. This also has implications for how social housing properties are allocated in future.

Strategic review of funding for Supported Housing

Supported housing and sheltered housing has been exempted from the 1% rent cut⁴ for 1 year, 2016/17 and is also exempted from the LHA cap for a year while the Government carries out a strategic review of how supported housing is funded. This means that the maximum amount of rent covered by Housing Benefit will be limited to the LHA level for supported housing tenancies in April 2018, but will only apply for tenancies entered into from April 2017 onwards.

Single homelessness and homelessness prevention

There is recent case law that is particularly relevant to how local authorities should respond to single homeless people. The Supreme Court ruling in May 2015 on the joined cases of Johnson, Kanu and Hotak lowered the threshold for the vulnerability test for a single homeless person to be considered to be in priority need. There has not been a significant impact in Hillingdon as a result, to date. Subsequent to this Crisis commissioned an independent review of the statutory homeless framework, with a particular focus on how it responds to single homeless people and made recommendations for legislative change.

In December 2015 the Department for Communities and Local Government (DCLG) committed to work with homelessness organisations and across departments to consider options, including legislation, to prevent more people from becoming homeless. The DCLG Select Committee launched an inquiry into the causes of homelessness and the approach taken by national and local government to prevent and tackle homelessness. The Committee asked for evidence by the 8 February 2016, but at June 2016 is still continuing to accept further evidence. The Committee is considering:

- Differing causes of homelessness for households, couples and single people
- Steps to tackle homelessness
- The relationship between homelessness and the availability of social housing
- Measures taken by local authorities to deal with the homeless
- Different approaches to homelessness in big cities and in non-metropolitan areas
- The re-establishment of the cross government Ministerial Working Group on Preventing and Tackling Homelessness
- How levels of homelessness are monitored and reported
- The effectiveness of the current legislative framework in England with a review of the different approaches taken in Scotland and Wales.

There have been changes to the way that homelessness is dealt with in devolved administrations. In Wales, local authorities have, since April 2015⁵, been under a

⁴ The 1% rent cut otherwise applies to the social housing sector for 4 years from 2016/17.

⁵ Housing (Wales Act) 2014

duty to take "reasonable steps" to prevent or relieve homelessness for all eligible households, and those at risk of homelessness within 56 days, regardless of priority need and intentionality. Under the Welsh model the 'main' statutory duty can be discharged with a 12 month PRS tenancy, rather than the current minimum 12 months in England (with a reapplication duty remaining for 24 months). There has been speculation regarding potential similar changes in England.

Prior to the Queen's Speech on 18th May 2015, there had been an expectation that a Homelessness Bill may be included in the legislative programme for 2016/17. The bill was not however forthcoming. A private members bill on this topic, the Homelessness Reduction Bill has been introduced by Conservative MP and member of the Communities and Local Government Committee, Bob Blackman. For London local authorities there are concerns about extending homelessness duties because of the already significant problems in accessing the PRS. The move to a 6 month assured shorthold tenancy (AST) for discharge would be supported. Regardless of legislative change, most local authorities including Hillingdon adopt a preventative approach when possible.

Care leaver's covenant

The Queen's Speech announced a care leaver's covenant which will require local authorities to clearly set out their offer of housing and employment help for people leaving care.

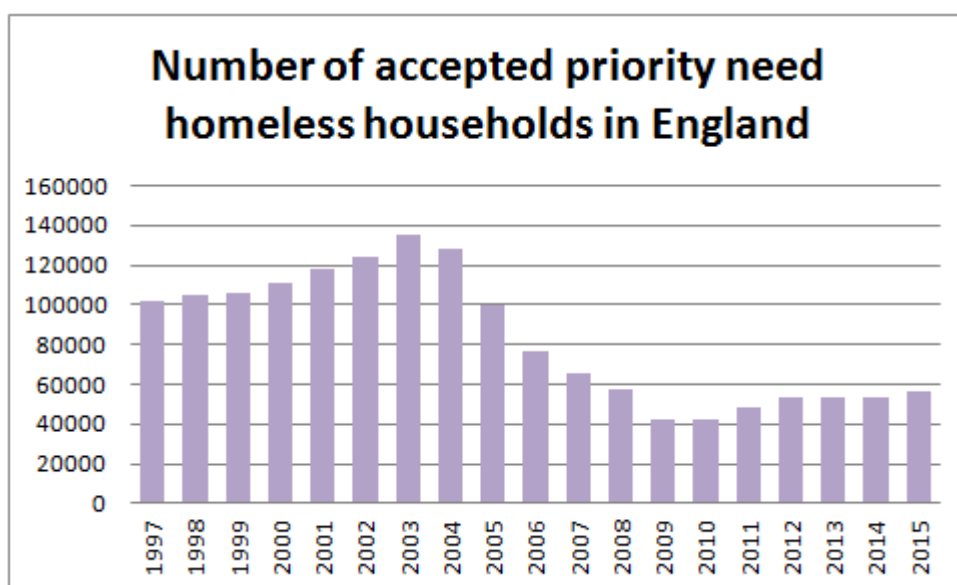
The next sections look at trends in homelessness, first at a national and London wide level, and then in relation to Hillingdon.

2. Homelessness trends at a national level and London wide

Statutory homelessness

The statutory homeless caseload across England peaked in 2003/04 and then decreased for a number of years. The 3 years to 2012/13 saw an expansion in the recorded statutory homeless caseload. However in 2013/14 and 2014/15, the caseload largely stabilised across England. The 2014/15 financial year recorded an increase of 4% in homelessness acceptances although they were still 60% below 2003/04 levels. There were almost 54,000 homelessness acceptances in England in 2014/15.

Figure 2.1



There are contrasting patterns of homelessness in different parts of the country. London and the South East are diverging from the Midlands and the North. Statutory homelessness has increased in the more pressured markets in and around the capital, while actually declining in the Midlands and remaining at a relatively low level in the North. London accounted for 36% of all acceptances in England during the fourth quarter of 2015.

Between October and December 2015, 17% of statutory homeless decisions were deemed to be homeless but not in priority need and 9% were deemed to be intentionally homeless⁶. These households are not owed a rehousing duty, but may still be housed by the local authority under S17 of the Children's Act.

Causes of homelessness

There are a number of factors involved in causing homelessness, some of which relate to the wider state of the economy and the housing market and others that are more personal to the individual or family. The high demand for housing and the upward pressure on private rents is a key structural factor. The most recently cited reason for loss of a last settled home is the ending of an assured shorthold tenancy.

⁶ Homelessness Monitor: England 2016

This accounted for 40% of all statutory homelessness acceptances in London in the last quarter of 2015. Annually, losses of ASTs as the main reason for homelessness almost quadrupled between 2009/10 and 2014/15 from 4,600 to 16,000. A range of personal circumstances are also significant causes of homelessness.

In London, the upward trend in AST terminations has been even starker than it has been in England as a whole. The annual number of London acceptances resulting from AST termination rose from 925 to 6,790 in the five years to 2014/15. While welfare reforms have had some impact, the primary driver is seen as housing market changes and pressures⁷.

The impacts of welfare reform in relation to homelessness are different in London than in other parts of the country, with the maximum cap on LHA rates being by far the most frequently identified welfare change reported by London Boroughs as inflating homelessness.

Placement in temporary accommodation

Statutory homeless statistics do not provide a comprehensive picture in relation to homelessness. Homeless placements in TA have risen sharply, with the overall national total rising by 12 per cent in the year to 30 June 2015; up by 40 per cent since its low point four years earlier. Most placements are in self-contained housing, however B&B placements also rose sharply in the year to 30 June 2015.

A growing proportion of TA placements are made outside local authority boundaries. In the fourth quarter of 2015, there were 18,670 households (27%) placed in temporary accommodation in another authority's area on 31 December 2015, representing an increase of 17% on the same date in 2014. 17,150 of these households (92% of the England total) were placed by London authorities.

Prevention and relief

Recent years have seen a continuing trend towards a primarily non-statutory approach to homelessness whereby a growing proportion of cases are handled through informal advice and assistance rather than through a formal 'Part VII assessment'. In 2014/15 the former outnumbered the latter by more than 3 to 1. Active homelessness prevention, where households are assisted informally, are not included in statutory homeless statistics.

Local authorities, where possible adopt less formal approaches to prevent homelessness. In 2014/15, 220,800 cases of homelessness prevention or relief were estimated to have taken place outside the statutory homelessness framework.

The combined total of statutory homelessness acceptances, homelessness prevention and homelessness relief actions, suggests that the gross volume of demand actually fell back in 2014/15 for the first time in five years.⁸ Despite this when asked directly most local authorities report an increase in the flow of people seeking assistance from their homelessness service.

⁷ Homelessness Monitor: England 2016, p 60

⁸ Homelessness Monitor P63

Hidden homelessness

Concealed households may not approach a local authority as homeless and it is estimated that there were 2.35 million households containing a concealed single person in 2015 and 267,000 households with concealed couples and lone parents.

The Labour Force Survey (LFS) 2015 found 4.72 million households or 21% of all households which contained additional family units or single people living within other households. Of these, 267,000 (1.2%) were couples or lone parents, 3.19 million (14.2%) were non-dependent adult children, and 1.51 million (6.7%) were unrelated single people.

Households with non-dependent children are fairly evenly distributed across regions, but unrelated singles and concealed couples / families are much more prevalent in London.

Single homeless

National data related to single homelessness is difficult to source as there is no comparable dataset to that relating to statutory homelessness, and there is some overlap. The number of vulnerable single homeless people within the 'priority' categories and accepted as homeless has remained relatively stable. Across England such cases grew by 9% in the 5 years to 2014/15 compared to a 47% increase for other types of household. The Homelessness Monitor suggests that levels of youth homelessness have been broadly stable over the last decade, however one survey suggested that as many as 1 in 5 young people 'sofa-surfed' during 2013/14⁹.

Rough sleepers

DCLG produce a national estimate of rough sleepers and this is showing an upward trend, particularly in some parts of London. There are difficulties with accessing accurate data and a recent assessment by the UK Statistic Authority was critical of the official rough sleeping statistics which are best seen as an indication of trends. In Autumn 2014, the DCLG estimate was 2,700 rough sleepers on any one night, a 14% increase on the previous year.

More robust data than the DCLG annual rough sleeper estimate is provided by statistics collected routinely by the St Mungo's Broadway CHAIN system in London. This shows that rough sleeping in London has been rising since at least 2007/08. A major contributor has been an increasing number of Central and Eastern European (CEE) nationals amongst London's rough sleepers since 2009/10. Those of UK origin accounted for less than half of London's rough sleepers in 2014/15.

The majority of London's rough sleepers are those new to the streets and they account for most of the rising trend in recent years. Many may only spend a short time on the streets. There have however also been increases in those classed under the CHAIN system as 'stock' or 'returners'. Returners are those who were 'off the streets for at least one year prior.

⁹ Homelessness Monitor: England 2016, p 56

Analysis of CHAIN data shows a 40% increase in the number of 18-25 year olds sleeping rough in London since 2011/12.

Housing supply pressures

There are supply side pressures relating to both social and private sector rented housing. In the social housing sector there are concerns that the sale of higher value council homes coupled with Right to Buy will reduce housing stock. A focus on home ownership is likely to mean less new build for Affordable Rent and there is also a potential weakening of local authority nomination rights for housing association properties.

In the private sector there is continuing upward pressure on rents, competition for available housing and a widening gap between rents charged and the amount covered by LHA.

3. Homelessness in Hillingdon

Current levels of homelessness

Between 2013/14 and 2015/16 an average of 2,450 households a year have contacted the council seeking assistance regarding potential homelessness. Advice is offered to anyone who is presenting as homeless, but a duty to accommodate only applies to those households who are eligible, unintentionally homeless and have a priority need, averaging 1,338 a year over the last 3 years. There is not a clear pattern of increased homelessness in Hillingdon. There were more homelessness decisions in 2015/16 than in the previous year, due in part to speedier decision making and less are now awaiting a decision.

Table 3.1

Housing Needs Pathway	2013/14	2014/15	2015/16
Seeking housing advice regarding homelessness or potential homelessness	2,361	2,687	2,301
Homeless households presenting	1,255	1,528	1,232
Homelessness Preventions	805	794	944
Formal Homelessness Applications	612	675	642
Homeless Decisions	603	564	667
Homelessness Duty Accepted	313	311	331
Homelessness Duty Not Accepted	290	253	336
Of which intentionally homeless	61	74	109
Not homeless	199	124	130
No priority need	17	34	55
Not eligible	13	21	42
New Placements into Temp Accommodation	357	405	297
Households living in B&B at 31 st March	232	209	219

Figure 3.1

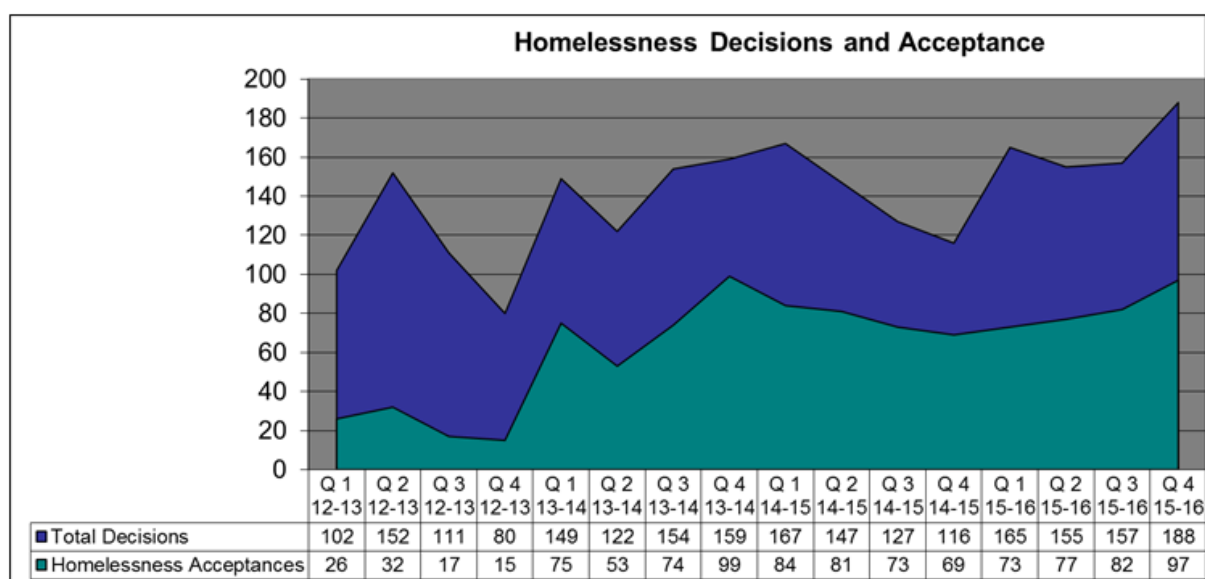
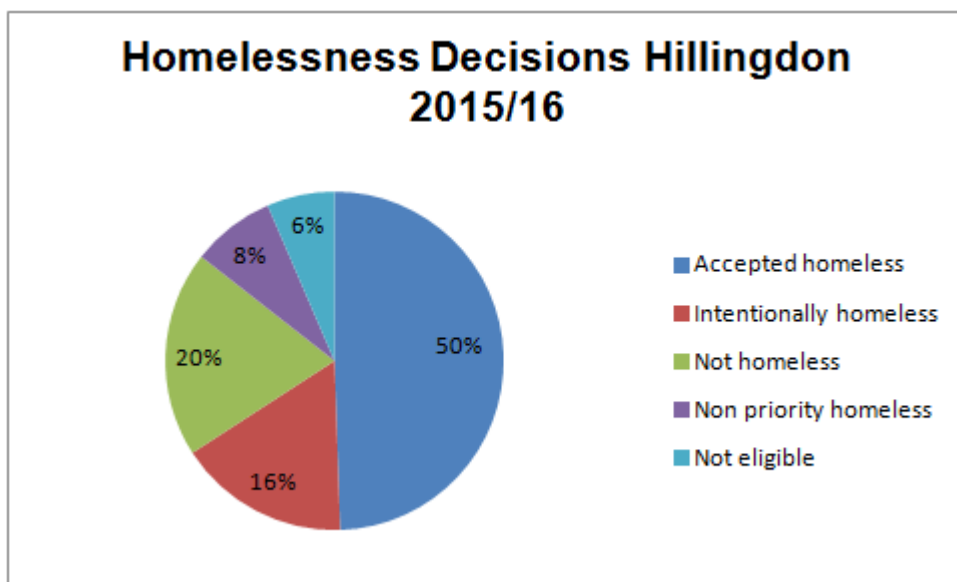


Figure 3.1 shows the pattern of homelessness decisions and acceptances in Hillingdon since 2012/13 and figure 3.2 shows the different types of decision made during 2015/16.

Figure 3.2



If homelessness cannot be prevented there will be an assessment of whether a duty is owed. In the last year Hillingdon Council made 667 formal homelessness decisions, of which 331 were accepted as being owed the main housing duty.

Households with children found to be intentionally homeless, may be temporarily housed under the Children's Act rather than under homelessness legislation. At 23rd May 2016, Hillingdon Council has 32 households housed in bed and breakfast (B&B) accommodation under s17 of the Children's Act.

Source of income

More than half of households approaching as homeless are reliant on benefits, however of the 1,845 approaches in 2015/16 where income source is recorded, there were 194 with salary only as the income source and 524 with a combination of salary and benefits.

Comparison with other West London Boroughs

The numbers of homeless households in Hillingdon are comparatively small when compared to neighbouring London Boroughs. Table 3.2 below shows figures for the January to March quarter 2016 for all seven West London authorities.

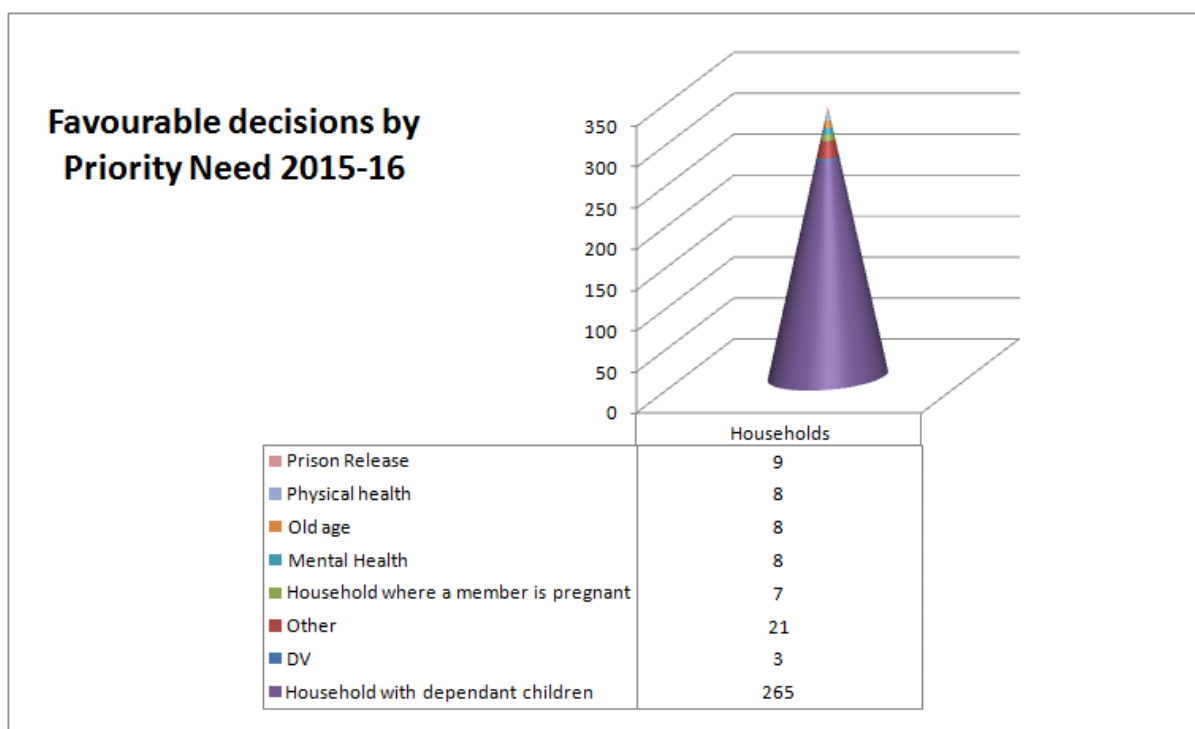
Table 3.2

Borough	Number accepted	Total decisions
Brent	161	402
Ealing	187	393
Hammersmith & Fulham	109	149
Harrow	139	189
Hillingdon	97	188
Hounslow	204	250
Kensington & Chelsea	109	234

Priority need

There are defined categories of people considered by homelessness legislation as being in priority need. As is clear from Figure 3.3 by far the most common priority need category is households with dependent children, accounting for in excess of 80% of homelessness acceptances.¹⁰

Figure 3.3



Homeless and at risk groups

Families with children

The family composition of households accepted as owed the main homelessness duty reflects the fact that the majority priority need category is households with children. Of the 329 households accepted in 2015/16, there were 120 couples with

¹⁰ Note some of the analysis in the review is based on data available at the time for 1,225 households presenting as homeless, 665 homelessness decisions and 329 homelessness acceptances in 2015/16. This has subsequently been revised upwards to 1,232 presenting, 667 decisions and 331 acceptances.

children and a further 158 lone parents. As shown in Figure 3.4 this is 85% of the total. Unsurprisingly the age ranges of those accepted are predominantly the ages most likely to have dependent children. During 2015/16 there were 217 applicants accepted aged between 25 and 44 and a further 74 between the age ranges of 45 and 59. Only 26 were aged below 25 and 12 were aged 60 or over. See figure 3.5

Figure 3.4

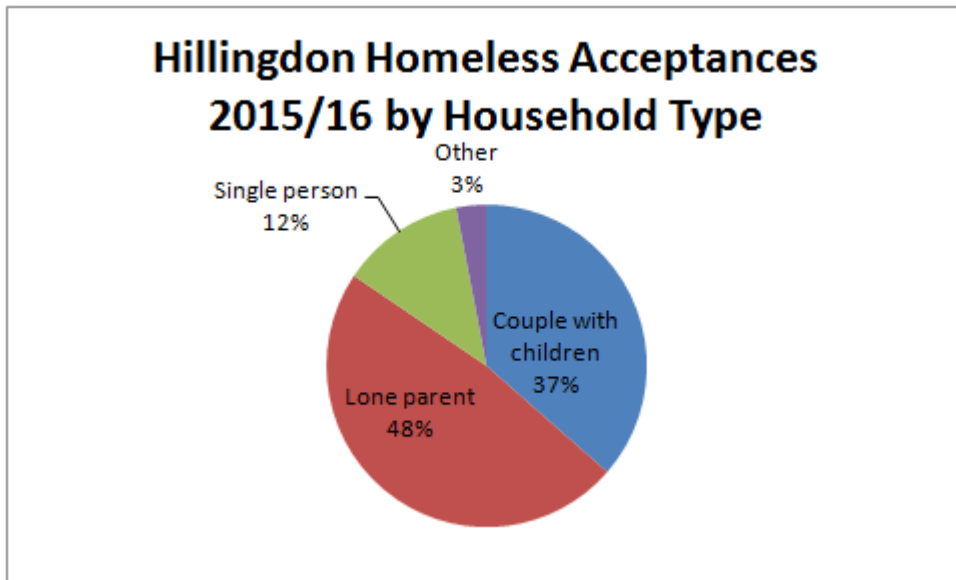
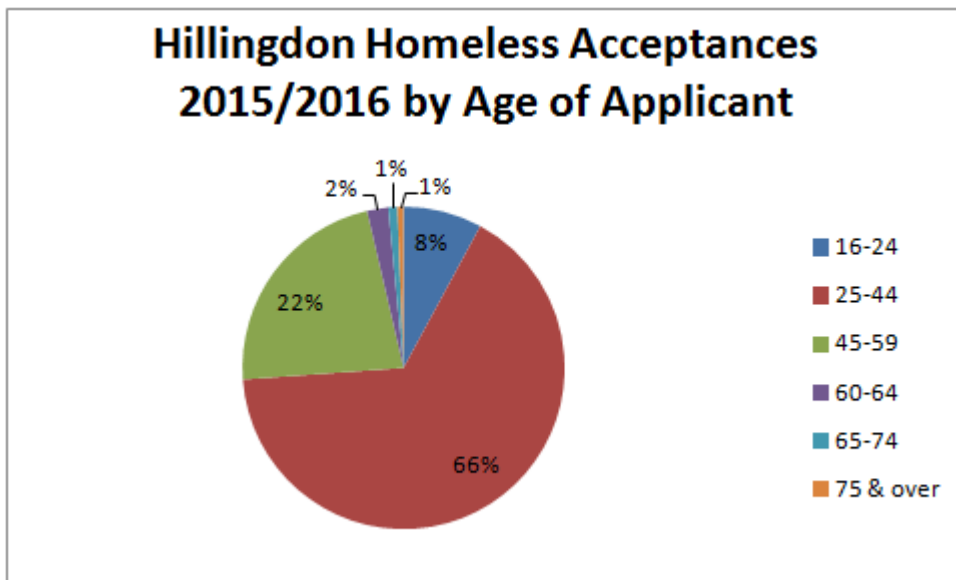
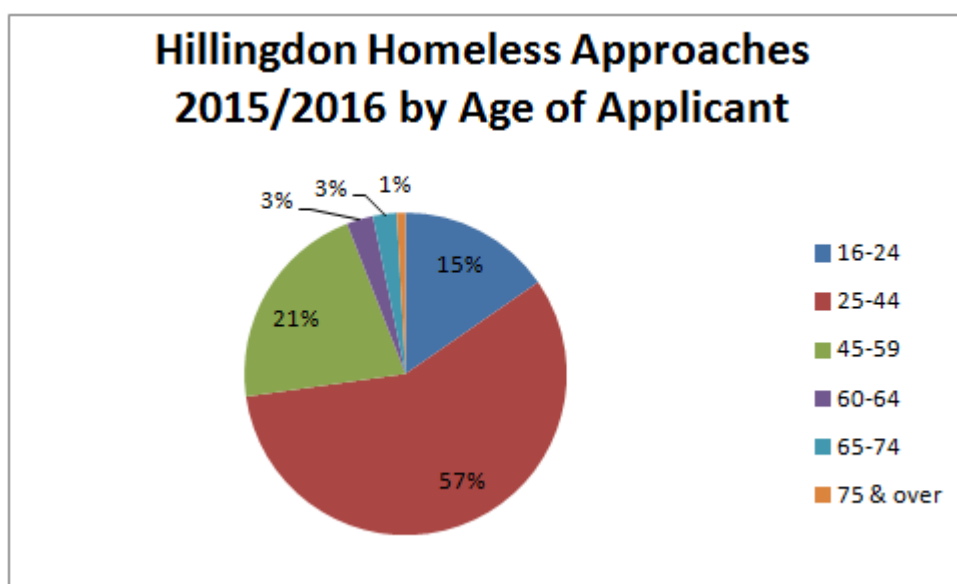


Figure 3.5



If we look at all 2,301 approaches in relation to homelessness, although the majority are still in the 25 to 44, followed by the 45 to 59 age ranges (1,318 and 490 respectively), there are a higher proportions in the both the under 25s and over 60s age ranges, as shown in Figure 3.6

Figure 3.6



Family size and bedroom need

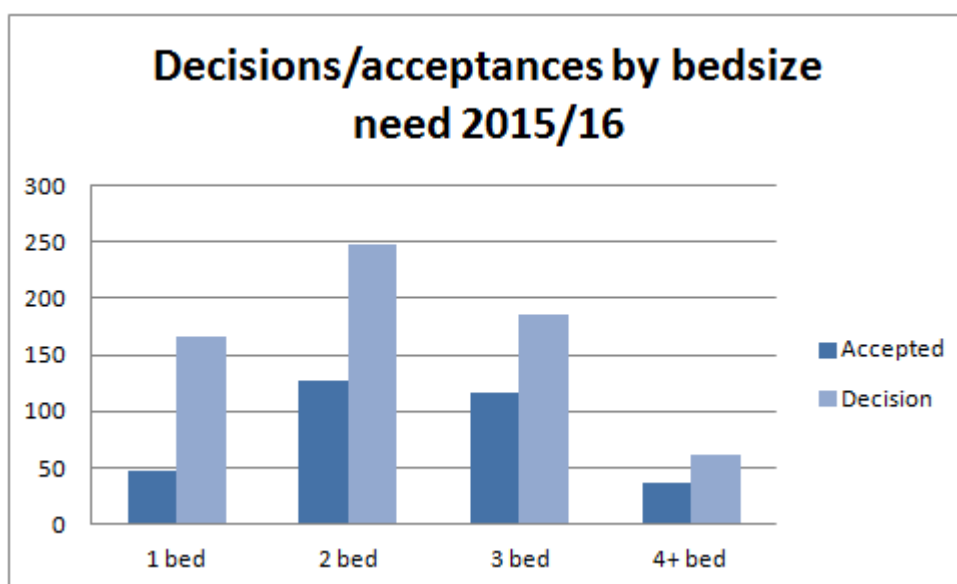
The following table shows the number of children in the households approaching the council seeking assistance regarding potential homelessness during 2015/16 and those found to be eligible, unintentionally homeless and having a priority need.

Table 3.3

Number of children	Approaches	Eligible / homeless / priority
0	1088	533
1	436	277
2	330	228
3	171	114
4	57	30
5	23	16
6	15	10
7	3	2
Not shown	178	15
Total	2,301	1225

The highest numbers of homelessness decisions and homelessness acceptances are for households with a 2 bed need followed by those with a 3 bed need. Those with a 1 bed need comprise 25% of decisions, but only 15% of acceptances. Conversely those with a 4 need comprise 9% of decisions, but 11% of acceptances.

Figure 3.7



Single people

In 2015/16 1011 single people approached the council as homeless - 44% of all approaches during the year. There are more single men approaching as homeless than single women, 562 compared to 449. The most common reason for homelessness approaches among single men in 2015/16 was no fixed abode and among single women was parents unwilling to accommodate. Termination of assured shorthold tenancies and Family and friends unwilling to accommodate were significant reasons for both men and women. The council accepted 43 of them.

Rough sleepers

The latest rough sleeper estimate for Hillingdon was based on the 29th November 2015, chosen as a typical night. The estimate was that there were 36 rough sleepers in Hillingdon of which 29 were estimated to be at Heathrow Airport and the remaining 7 elsewhere in the borough.

Quarterly reports on rough sleepers in London are derived from the 'Combined Homelessness and Information Network' (CHAIN), a database managed by St. Mungo's. The report for January to March 2016 shows:

Table 3.4

	Heathrow Airport	Rest of Borough
New rough sleeper with no second night out	23	5
New rough sleeper with a second night out but not living on the streets	2	1
Intermittent rough sleepers	19	5
Total	4	11

CHAIN data for across all outer London boroughs for the January to March 2016 quarter shows the following support needs:

Table 3.5

Support Needs	No. Of people	% of people seen rough sleeping
Alcohol only	69	11%
Drugs only	13	2%
Mental health only	65	10%
Alcohol and drugs	31	5%
Alcohol and mental health	49	8%
Drugs and mental health	35	6%
Alcohol, drugs and mental health	51	8%
All 3 no	81	13%
All 3 not known or not assessed	233	37%
All 3 no not known or not assessed	6	1%
Total	633	100%

Young people

In 2015/16 353 young people aged 16 to 24 approached the council in relation to homelessness. The most common reason was that parents were no longer able to accommodate them, followed by other family or friends no longer able to accommodate them. The next highest number of approaches among young people was those with no fixed abode.

Most young people approaching the council are single. A minority, less than 10% are couples. About a third of all young people approaching have children.

Older people

136 people over the age of 60 approached the council for housing advice in 2015/16. Their age and gender breakdown is shown in table 3.6.

Table 3.6

Age range	Male	Female	Total
60 to 64	40	21	61
65 to 74	32	23	55
75 to 84	9	6	15
85+	0	5	5
Total	81	55	136

65 people over 60 were homeless, in priority need and eligible. Of these 16 made a homelessness application and were accepted as homeless. Of the total 329 households accepted for the main rehousing duty, 7 were aged 66 to 64, 3 were age 65 to 74 and 6 were 75 or older.

People with physical disabilities and mental illness or disability

The priority reason for homelessness was physical disability in 15 out of 329 homelessness acceptances during 2015/16 and mental illness or disability in 14 homelessness acceptances.

Drug and alcohol misusers

None of the priority homelessness acceptances during 2015/16 were drug or alcohol misusers.

Ex offenders

The main reason for rehousing for those accepted as homeless was 'left prison/on remand in 11 of the 329 homelessness acceptances in 2015/6

Ex services personnel

Having left HM Forces was the main reason for homelessness recorded for 9 of those accepted as owed the main homelessness duty during 2015/16.

Ethnicity of homeless households

A breakdown of homelessness decisions taken during 2015/16 in Hillingdon shows that most decisions relate to white households (228), followed by black households (132) and asian households (123). Figures 3.8 and 3.9 show the decisions made in both numerical and percentage terms.

Figure 3.8

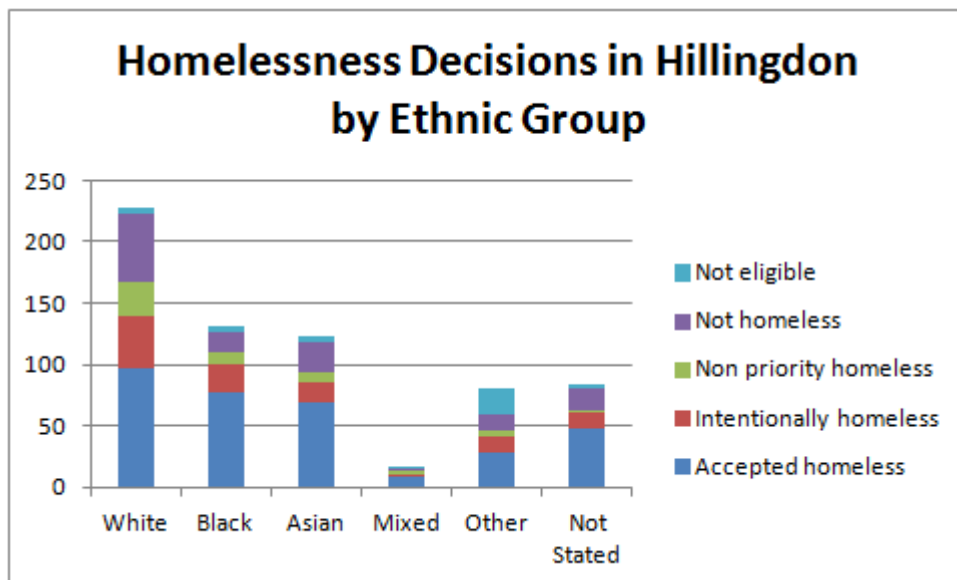
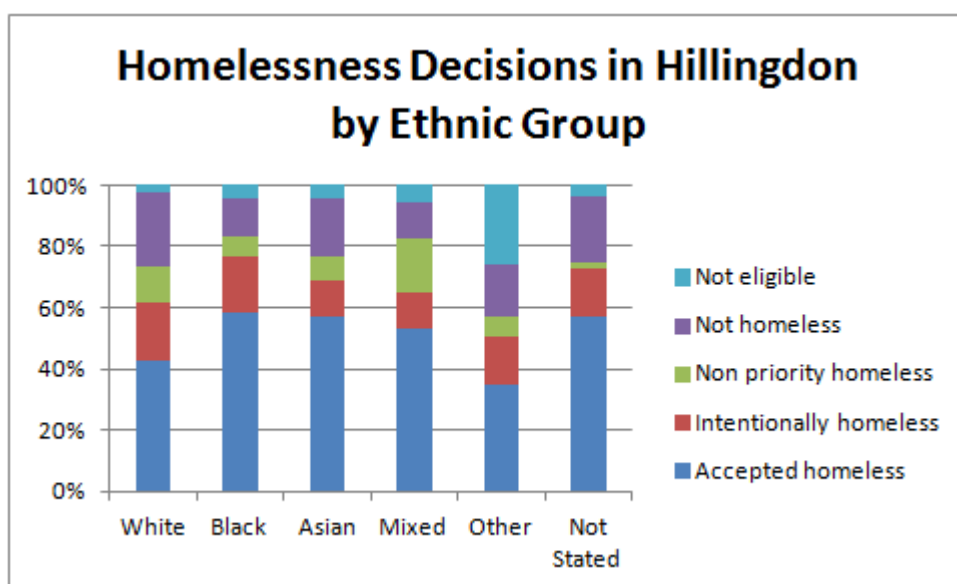


Figure 3.9



Gypsies and Travellers

During 2015/16 there were 8 approaches from Gypsy / Traveller families, of which 5 were homeless, eligible and in priority need. There were 4 formal homelessness decisions taken, of which 3 were found to be not homeless, and 1 was accepted as being owed the main homelessness rehousing duty.

Refugee/Asylum seekers

Of the 2,301 approaches as potentially homeless in 2015/16, there were 10 where the reason recorded was refugee/asylum seeker and a further 6 recorded as leaving national asylum seeker support service accommodation. None were considered homeless, priority need and eligible.

Reasons for homelessness

Loss of Private Rented Sector accommodation

Of the 1,232 households threatened with homelessness that approached Hillingdon Council for assistance during 2015/16, and were eligible and in priority need (HPNE), by far the most common reason at 539 cases (44%) for presenting as homeless was the loss of their private sector rented accommodation. The next most common reasons were 151 parents unwilling to accommodate and 150 other family / friends unwilling to accommodate. Together, these two reasons accounted for another 25% of those HPNE. There are also significant numbers of people with no fixed abode - 104 households 8% of HPNE.

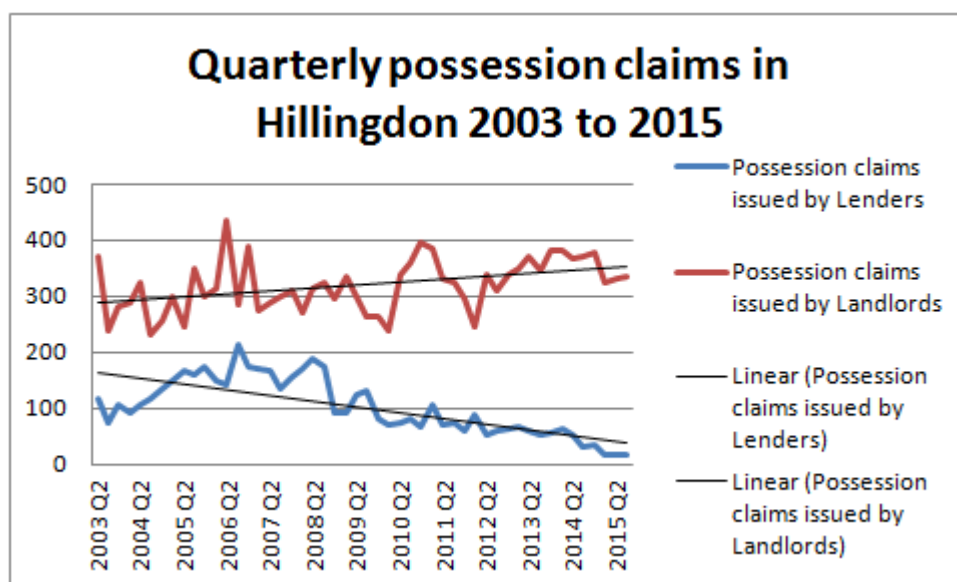
The predominance of loss of private rented accommodation is also the main reason for homelessness amongst those accepted as owed the main homelessness duty to rehouse. During 2015/16 there were 215 homeless acceptances due to termination of an assured shorthold tenancy and a further 5 for loss of an assured shorthold tenancy for other reasons. This accounts for two thirds of all homeless acceptances. A full breakdown is given in table 3.7

Table 3.7

Hillingdon homelessness acceptances 2015/16 main reason for homelessness	
Termination of assureds shorthold tenancy	215
Other	28
Parents no longer willing or able to accommodate	16
Other relatives or friends no longer willing or able to accommodate	16
Left prison / on remand	11
Violent breakdown of relationship involving partner	10
Left HM Forces	9
Rent arrears private sector	5
Other reason for loss of assured shorthold tenancy	5
Violent breakdown of relationship involving associated persons	4
Required to leave accommodation provided by Home Office as asylum support	4
Non violent breakdown of relationship with partner	2
Other forms of violence	1
Racially motivated harassment	1
Other forms of harassment	1
Left hospital	1

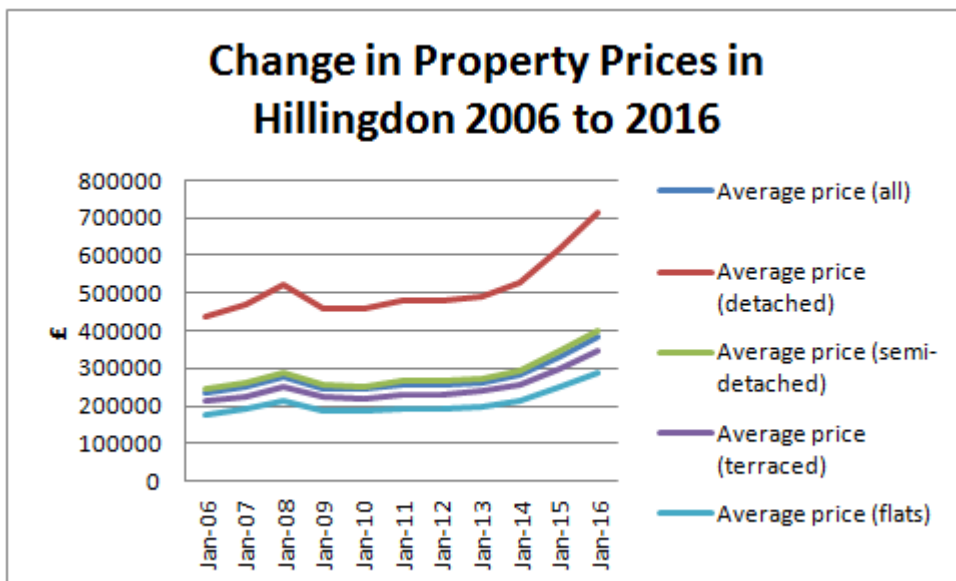
The high number of landlord evictions is also evident in repossession statistics. Court activity shows that the number of landlord repossession claims in Hillingdon is much higher than mortgage repossessions. Claims by mortgage lenders have reduced over time, while landlord claims have been on an upward trend.

Figure 3.10



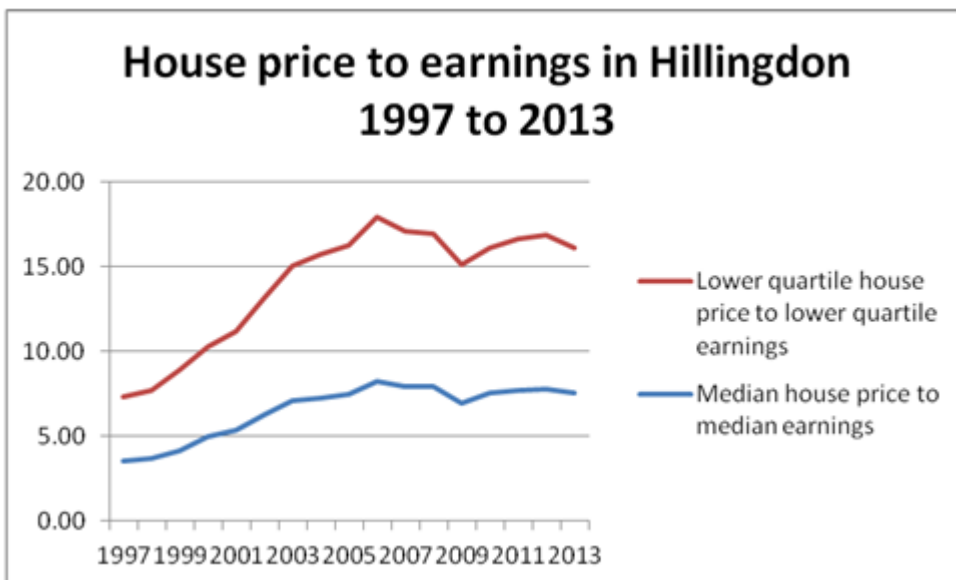
This trend is related to wider housing market pressures in Hillingdon that have seen both house prices and rental costs rise. Figure 3.11 shows changes in property prices over the last 10 years.

Fig 3.11



There is a growing gap between average earnings and house prices as depicted in figure 3.12 and this in turn creates greater demand for rented property and increases rental costs. Competition from those who would previously have purchased and from other local authorities makes it harder to access accommodation for homeless families.

Fig 3.12



Eviction by parents, family and friends

As shown in table 3.7 eviction by family and friends was the main reason for homelessness for 32 households for those accepted as homeless during 2015/16. Approaches to the council for this reason totalled 361, of which 177 related to parental evictions and 184 to other family and friends.

Domestic violence

Over the last five years, an average of 123 clients a year, have contacted Hillingdon Council because of domestic violence. Of these 53% are Hillingdon residents and the remaining 47% approached from outside the borough.

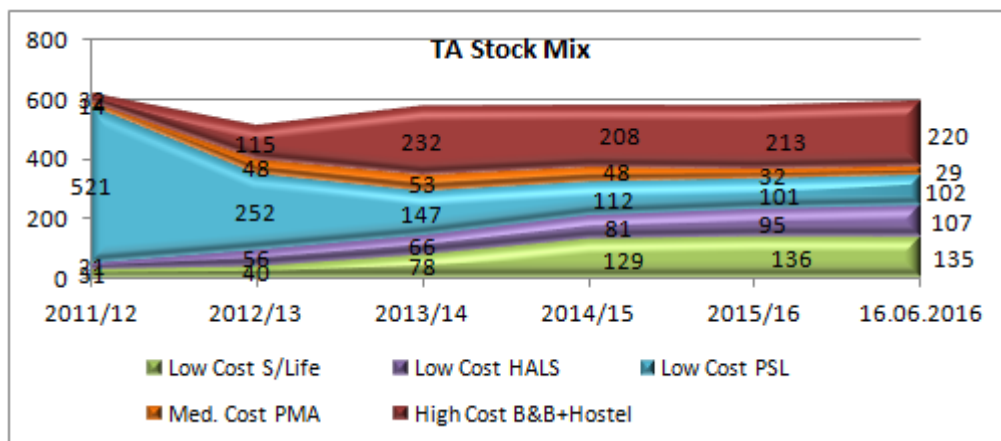
In recent years there have been two Domestic Homicide Reviews. One has been completed and reported to the Home Office, the other is in the final stages to agree recommendations.

Supply of settled accommodation

The issue of securing affordable, suitable alternative accommodation for homeless families remains a significant challenge for the Council to prevent homelessness for those families who are not working and who rely on benefits. This is because the housing benefit rates (LHA) do not meet the full and true cost of private rented housing. For instance whilst the LHA for a 2 bed property is between £966 and £1050, the rent for the same property on the open market is circa £1300.

The number of households in temporary accommodation in Hillingdon has remained fairly stable, however the mix has changed with much less lower cost private sector leased accommodation and much more higher cost B&B. At the 7th April 2016, there were 581 households in temporary accommodation, of which 218 were living in higher cost B&B or hostel placements. This compares to 620 households in temporary accommodation 5 years ago, but only 32 in B&B. Figure 3.13 below shows the TA mix at 16th June 2016 and clearly shows how the mix has altered in recent years.

Fig 3.13



The main homelessness duty can be ended with an offer of social housing. Prior to the Localism Act 2011, the duty could only be ended in the PRS with the applicant's permission. This permission is no longer required. Regulations implementing this measure came into force on 9 November 2012. Local authorities must have regard to the Homelessness (Suitability of Accommodation) (England) Order and statutory guidance when discharging their duties to homeless households by using private rented accommodation. The guidance describes situations in which private rented

accommodation is unsuitable and states that location is relevant to the question of suitability.

Local Housing Allowance

In April 2011 the Government changed the way that LHA is calculated so that it is based on the 30th percentile (meaning that only 3 in 10 properties would be affordable to anyone claiming LHA). This was reassessed annually based on the previous year's market rents.

In July 2015 it was announced as part of the Emergency Budget that LHA will be frozen for 4 years.

There are 2 Broad Rental Market Areas from which LHA rates are determined for the private rental properties in Hillingdon. The current monthly and weekly rates that apply are shown in tables 3.8 and 3.9 below. Also shown are the 30th percentile weekly rent and the gap between this amount and LHA.

Table 3.8

Outer West London BRMA				
	LHA monthly rates April 2016	LHA weekly rates April 2016	30 th percentile rent 2016	Shortfall
Shared rate	£357.11	£82.41	£100.00	£17.59
1 bed	£761.54	£175.24	£195.62	£19.62
2 bed	£966.16	£222.96	£253.15	£30.19
3 bed	£1180.83	£272.50	£310.68	£38.18
4 bed	£1378.00	£318.00	£368.22	£50.22

Table 3.9

North West London BRMA				
	LHA monthly rates April 2015	LHA weekly rates April 2016	30 th percentile rent 2016	Shortfall
Shared rate	£378.73	£87.40	£99.73	£12.33
1 bed	£805.18	£185.81	£208.00	£22.19
2 bed	£1050.10	£242.33	£276.16	£33.83
3 bed	£1313.00	£303.00	£334.35	£31.35
4 bed	£1622.40	£374.40	£402.74	£28.34

The mean average full time income for a person living in Hillingdon is £37,252. Half of full time workers living in the borough have a salary of less than £33,000 and a

quarter less than £23,000.¹¹ The current average property price in Hillingdon, according to land registry data is £400,254¹². Purchase based on a 20% deposit would require £80,051 deposit and an income of £91,486 to service a mortgage for £320,203 based on a lending multiple of 3.5 times income.

Fraud Investigation

The Council has a responsibility to protect the public purse through proper administration and control of the public funds and assets to which it has been entrusted. The work of the Corporate Fraud Investigation Team (CFIT) supports this by providing efficient value for money anti-fraud activities and investigates all referrals to an appropriate outcome. The team provides support, advice and assistance on all matters of fraud risk including prevention, fraud detection, other criminal activity and deterrent measures.

The CFIT has been successful in identifying people who are misrepresenting themselves as homeless. The team carry out unannounced visits to Bed & Breakfast / Temporary Accommodation to verify residency. Since April 2015, through the work of CFIT, 10 cases have been cancelled. Corresponding savings, based on average residency are an estimated £37,310.

Other areas of potential housing fraud investigated by CFIT include fraudulent information to obtain permanent accommodation or to purchase a property through the Right to Buy. The team also check those on the housing register for changes in circumstances of false information that may mean they are no longer entitled to social housing. These activities impact on the supply of housing available for those in genuine housing need.

Likely future levels of homelessness

Although there are some current risk factors in relation to homelessness this hasn't to date translated into a clear increase in homelessness in Hillingdon either in statutory sector or in relation to single homelessness or rough sleeping. Hidden homelessness is much more difficult to obtain an accurate picture of and may have increased in recent years. This does not mean that there aren't homelessness pressures in Hillingdon, but to date these have for the most part been supply side pressures. There are continuing risk factors, primarily related to the housing market and a widening gap between rents and the amount that can be covered by benefits. At present Hillingdon's supply and demand model assumes that demand continues at the current rate. This will continue to be tracked so that any deviation from this is identified.

¹¹ Annual Survey of Hours and Earnings (ASHE) provisional results 2015

¹² Land Registry, House Price Index, March 2016

4. Homelessness prevention services

The Homelessness Act 2002 placed an obligation on local authorities to devise prevention focussed homelessness strategies, aimed at minimising the number of households making a formal statutory homelessness application and instead enable them to sustain their existing home or access a suitable alternative.

Housing advice and information is available from a range of different sources across the borough. In addition to directly provided council services, there are some organisations that work with or are contracted by the council to provide advice; others are voluntary or community organisations providing advice and support relating to housing as part of their work for particular client groups in the community. Services most directly related to homelessness prevention are included in this section and further services with a more support focused remit are detailed in the following section.

Table 4.1

Homelessness Prevention services

Who provides this service?	Service details
London Borough of Hillingdon, Contact Centre	Housing advice and options service for private and housing association tenants, owners and social tenants. Triage's all contact against Housing eligibility criteria. Action and advice for all client groups on rent arrears, eviction, harassment and disrepair. Provide information on the LHA and rent deposit scheme, signposting to Private rental options. The service also provides the borough's homelessness and housing register services
London Borough of Hillingdon Homeless Prevention Service, Civic Centre, Uxbridge	Housing advice and options service for private and housing association tenants, owners and social tenants. Action and advice for all client groups on rent arrears, eviction, harassment and disrepair. The service also provides the borough's homelessness and housing register services
Homelessness prevention fund	Used to help priority need households as part of the council's work to sustain an existing tenancy
Discretionary housing payments (DHP)	Used to help priority need households as part of the council's work to sustain an

	existing tenancy
Citizens Advice Bureaux, Uxbridge, Ruislip and Hayes. Telephone advice line	Advice and information on housing, housing benefit and homelessness. Partners the council in providing a housing advice service for all residents in the borough. The service also provides advice on affordability assessments, debt problems and income maximisation, legal matters, employment and immigration
Shelter Free Housing Advice Helpline	National helpline that can explain housing rights and give advice on homelessness and any housing problem
P3 Navigator Station Road Hayes and High Street Yiewsley	Partners the council in providing advice, information and support in finding accommodation for single people under the age of 25
Hillingdon Law Centre, Harold Avenue, Hayes	Free advice and assistance to tenants in the private and public sector on housing related legal issues, including homelessness and unlawful evictions
There are 4 Government Approved Tenancy Deposit Protection (TPD) Schemes 1. Deposit protection Scheme 2. My Deposits 3. Tenancy Deposit Scheme 4. Capita Tenancy Deposit Scheme	The schemes guarantee that tenants will get their deposits back at the end of the tenancy, if they meet the terms of the tenancy agreement Landlords must protect their tenants' deposit when using TDP schemes if they have let the property on an assured shorthold tenancy which started after 06/04/07
London Borough of Hillingdon Housing Benefit Service	Available from benefits reception at the Civic Centre and via regular surgeries in council offices. The service provides help and support with applications for housing benefits, universal credit, discretionary housing benefit payments LHA payments and landlord payments
Registered Social Landlords	The council meets with key social landlords individually and through West London partnering arrangements and work to maintain common management standards and share information

Hillingdon African Caribbean Community Association, South Ruislip	Housing advice and support for the African Caribbean community
Hillingdon Asian Women's Group, Hayes	Housing information and support for Asian women
Tageero, Hayes	Housing information and support for the Somali community and for all refugees and asylum seekers
Bell Farm Christian Centre	Advice, Information and Care Service includes housing advice
Pan London Homelessness Early Intervention and Prevention services supported by London Councils	Shelter - London Advice Services St Mungo Community Housing Association Stonewall Housing Thames Reach The Connection at St Martins Women in Prison Ltd

Hillingdon Council Contact Centre

The Contact Centre manages calls across a range of housing services in addition to homelessness queries i.e. rents, caretaking and repairs. The Contact Centre answer in excess of 30,000 calls every month. All approaches to the Homeless Prevention Service for advice and assistance go via the Contact Centre for an initial assessment. Following triaging against Hillingdon Housing eligibility criteria the cases are then referred to specialists to verify the current living arrangements, identify reasons for homelessness, mediate with landlords, engage with appropriate support services, assess affordability and ensure income is maximised.

Hillingdon Council Homelessness Prevention Service

Since the introduction of the Homeless Prevention Service in 2014, the emphasis has been on early intervention and prevention of homelessness to sustain existing tenancies where ever possible to do so. All approaches to the Homeless Prevention Service for advice and assistance go via the Contact Centre for an initial assessment. Cases are then referred to specialists to verify the current living arrangements, identify reasons for homelessness, mediate with landlords, engage with appropriate support services, assess affordability and ensure income is maximised.

The service provides specialist advisers who deal with assured short hold tenancy breakdown, eviction by family and friends and harassment. Interventions include the use of Finder's Fee, help with rent deposit and rent in advance for priority need clients, negotiation of extended stay in family home, referral to floating support, Housing Benefits advice, Hillingdon Law Centre, YMCA crash pad for 16-17 year olds

Early identification can assist in targeting those who fall within known groups of people who are more likely to become homeless e.g. those leaving care, prison, secure accommodation or people known to be at risk due to mental or physical health problems. Even though a client may not have a current need for housing, early intervention can avoid homelessness when clients leave their institutional environment and before they reach a crisis point.

The Housing Support Service works alongside the Homeless Prevention Service to help tenants sustain their tenancy, including engaging with other relevant support services. The service works with households to resolve issues such as poor financial management or lack of engagement with mental health / drug & alcohol services often resulting in clients remaining in their own home. Households at risk of homelessness are referred as appropriate.

Clients are able to make an application for financial assistance from the DHP fund, Find Your Own incentives and for tenancy sustainment purposes, the Homeless Prevention Fund. Applications can be made for deposits, rent in advance and other tenancy related costs.

In 2015/16, the service successfully prevented homelessness in 944 priority need cases. Negotiation with a private sector landlord can either prevent homelessness or extend a tenancy for a time until an alternative housing solution can be found. The Homelessness Prevention Fund and DHP are used as part of this service (see section 7 - Resources). LBH Housing Support Service works with tenants to help them sustain their tenancy, including engaging with other relevant support services.

Discretionary Housing Payments

The use of DHP is a significant element of the prevention approach. Table 4.2 sets out the primary reason that Hillingdon residents applied for additional support through a DHP in 2015/16 and table 4.3 shows the ways in which the payments assisted.

Table 4.2

Primary reason for application	Number of applications
Social sector size criteria	407
LHA reforms	492
Welfare benefit cap	164
Combination of reasons	137
Other exceptional circumstances	5
Total	1,205

Table 4.3

Expected outcome	Number of applications
Assistance with housing costs Disabled person in property	258
Assistance with housing costs Foster Carer	6
Short-term help before moving	224
Short-term help other	457
Rent deposit	96
Short-term help while seeking employment	164
Total	1,205

Citizen's Advice Bureau

Clients access a telephone helpline and website for a call back service, appointments and assessments. Personal callers to the bureau can also access 'assisted self help' advice through information kiosks. To ensure accessibility to vulnerable groups, Citizen's Advice Bureau (CAB) runs a number of outreach projects targeting mental health, money management and offers mortgage / debt advice services.

The CAB is contracted 1 day a week to provide debt and financial management advice. Referrals to the service are made by Hillingdon Council.

Drop-in is open for 39 hours per week with advice by appointment available 5 days per week at Uxbridge, 3 days at Hayes and 2 days at Ruislip. Pro bono solicitors are also available by appointment. Telephone gateway advice and appointments are available for 5 hours, 4 days per week.

CAB volunteers deliver financial capability training in addition to their core advice work by paid staff and volunteers. Financial capability training has been developed in response to high demand by clients with debt problems and related housing and welfare issues. Training for residents includes a 5 week intensive programme to one off days on a specific topic such as energy best deal and in total benefited 689 clients in 2015/16.

New activities include responding to clients in need of support with their universal credit cases in collaboration with Job Centre Plus (JCP) and the Council. An entirely new area for the CAB in 2016/17 will be to provide Independent Financial Advice via a pro bono Adviser.

Due to the introduction of new benefits for people with disabilities CAB has seen demand increase from these clients who made up 50% of benefits enquiries, 40% of debt enquiries, 36% homeless enquiries and 44% enquiries about local authority housing.

People Potential Possibilities - P3 Navigator

The group provides wrap around support to vulnerable young people who are at risk of or are homeless. They run 4 supported housing schemes, 2 move on accommodation, floating housing support, a young person's advice centre and a job shop within the borough. P3 conduct outreach work in schools and the community

targeted at young people to prevent homelessness, unemployment and exclusion. A sexual health service operates from its advice centre.

The Housing Advice and Support Service, assists and advises on alternative accommodation and rehousing options, sign-posting to the Council where required.

West London Housing Group

Partnering arrangements across West London share good practice and deliver joint initiatives. The West London Housing group consists of senior housing needs staff from the seven boroughs of Brent, Ealing, Hammersmith & Fulham, Harrow, Hillingdon, Hounslow and Kensington & Chelsea. A West London Homelessness Co-ordinator facilitates the group and oversees joint initiatives.

5. Support services

Support services fall into two main types:

Floating support - where support is provided to someone in their own home and can then be transferred to someone else when no longer needed

Supported housing schemes - Accommodation based support where the support and accommodation are provided together.

Supported housing schemes can be long-term for people who need support to live independently, however for many homeless people schemes will be more short-term, designed to help them acquire the emotional and practical skills needed to move on into more mainstream housing.

Supported housing schemes are designed to meet the needs of particular client groups, such as people with mental health issues, learning or physical disabilities, addiction issues, those at risk of domestic violence, teenage parents and ex-offenders.

Table 5.1

General tenancy support

Support service	Details of the service
Citizens Advice Bureau (See section 4 - homelessness prevention)	Providers of qualified face to face generalist advice, with casework where necessary at 3 bureaux, across the Borough. The main enquiry areas are welfare benefits, debt, housing, legal, family, employment and financial matters.
Hillingdon Council Housing Support Workers	Cross tenure support workers provide a dedicated 'team around the tenant' to deliver tailored support plans to address or manage underlying issues which impact on the tenant / household and their ability to remain in their current accommodation.
Hillingdon Council Tenancy Management Service	Expanded tenancy management function to cover other forms of non-secure occupation such as the in-house private sector leased scheme.
Credit Union	Enabling people to save and borrow money at low rates. Operated on a non-profit bases with surpluses returned to members.

	Flexible loans repaid at tailor-made schedules.
London Councils Homelessness Pan-London Umbrella Support (PLUS) Project	Second tier project providing infrastructure support including advice, training, and capacity building opportunities to front-line agencies providing support to equalities groups around homelessness.

Housing Support Workers

Housing Support Workers form an important part of the Council's approach to supporting vulnerable people. Their key objective is to prevent homelessness and sustain all forms of occupation arrangement. This involves doing 'the right thing at the right time' to enable residents to be appropriately supported at the earliest opportunity.

Referral to Housing Support Workers is linked to 'high risk' cases where failure to intervene will generally mean that the occupation arrangement will fail. There may also be a strong likelihood that the resident will reach a crisis point requiring more expensive care, such as hospital admission, or a more expensive form of accommodation such as 'supported housing'.

Preventing 'drift' into more expensive services and more intensive levels of support is a common theme across the Council. As part of achieving their key objective Housing Support Workers work alongside a range of other internal and external service providers, drawing in appropriate services and delivering joint support plans, which are tailored to the needs of individual residents.

Tenancy Management Service

Processes have been re-engineered in Tenancy Management to ensure that, irrespective of the tenancy type managed, greater emphasis is given to ensuring achieve 'successful tenancies'. In particular Housing Officers ensure that they maximise the value from engaging with the tenant during the very early stages of the tenancy to mitigate any risks which could result in that tenancy failing. 'Front loading' tailored and effective tenancy management services early on are key to ensuring that the high social and economic costs of tenancy failure and crisis intervention do not materialise. Housing Officers have a greater role to play in both risk assessment and risk management in the context of delivery tenancy management services. The management of all identified risks is contained in a 'tenancy management plan'. High level risks, which necessitate more specialist intervention, are referred to Housing Support Workers.

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.

Table 5.2

Support for single homeless people and rough sleepers

Support service	Details of the service
<p><u>West London Homelessness Project</u></p> <p>Trinity Homeless Projects</p> <p>New Day</p> <p>Ventura House</p>	<p>Trinity Homeless Projects seek to provide a level of support and training for those who are homeless and unable to sustain their own tenancies</p> <p>New Day work with a portfolio of landlords and place single homeless clients in self contained accommodation</p>
<p>Heathrow Travel Care</p>	<p>Working in Partnership with Thamesreach and Heathrow Police, Heathrow Travel-Care have developed a Rough Sleepers Outreach Project to support the airport community in addressing problems associated with homeless people at the airport.</p>

West London Single Homeless Scheme

Trinity Homeless Projects

Trinity Homeless Projects provide support for individuals to sustain their own tenancies and to progress through a structured training period to gain the skills and competencies needed to be placed in standard temporary accommodation or to find their own housing solutions. In 2015/16 an initial quota of 24 places was set and funding was twice increased during the year to provide incentives for a total of 56 referrals to Trinity to support individuals in private sector tenancies. A one off incentive of £500 is paid for each placement, funded through the Council's Homeless Prevention Fund.

The Single Homeless Scheme is accessed through the West London Housing Partnership (WLHP); to help single homeless people. The provider Trinity Homeless Project is also used to offer a supported plan for people with drug and alcohol issues.

New Day

The homelessness prevention service has an identified relationship lead for New Day who collates all referrals and liaises with them. Appointments are then made for New Day to meet with potential clients. New Day take single homeless people with low or no support needs. They take those people on benefits and also those who are in employment who can pay a deposit and rent in advance. They are not able to

house couples, pregnant women, people with significant drug, alcohol or mental health issues, those with convictions for arson, violence or drug dealing, or those with no recourse to public funds.

Ventura House

Ventura House is used as a secondary resource for people who are not accepted into these resources.

Heathrow Travel Care

Heathrow Travel Care provides a service to at least 1,700 clients a year. Presenting problems include: Deportation, Mental health concerns, Physical health concerns, Homelessness, Substance / alcohol misuse, Repatriations, Forced marriage concerns, Immigration queries, Distressed British nationals overseas, Older people, Missing persons, Victims of crime, Stranded / travel problems, Safeguarding adults and children including 'Responsible Adult' duties on behalf of UKBA / Border Force.

As with any busy port, Heathrow attract a number of homeless people. Assertive Outreach Workers regularly walk around the terminals during the night to identify people who are sleeping rough, they are then offered reconnection advice and directed to further assistance during office hours for housing, detoxification, employment, medical services and the benefits system.

The outreach team work with partners to combine regular contact, with an approach that challenges damaging lifestyles, while offering realistic routes to enable positive change. The team have referral rights to a West London Assessment Hub, to assess and assist eligible, individual rough sleepers.

The project focuses on proactively reconnecting people with existing services for which they may be already eligible. The project includes the development and consistent use of alternative reconnections and service pathways to divert the majority of rough sleepers from Hillingdon Council services.

Monthly rough sleeper project, 'task and targeting' meetings are held discussing specific clients and twice yearly meetings are held with more attendees.

Table 5.3

Support for young people and young parents

Support service	Details of the service
P3 are contracted to provide a Young People's Housing Advice and Support Service	<p><u>Floating Support Service</u></p> <ul style="list-style-type: none"> A minimum of 60 hours of support per week to 40 clients with housing / homelessness issues; <p><u>Housing Advice and Support Service</u></p> <ul style="list-style-type: none"> Maintain 9 semi-independent rented

	<p>units of accommodation</p> <ul style="list-style-type: none"> • Provide a minimum of 144 support hours each week • Provide intensive housing advice and support to 20 clients at any one time and 80 per annum • Deliver at least 2 education road shows in schools per school term, targeting schools where there is a greater need for this level of advice.
Look Ahead Care & Support Ltd Teenage Parent services (16-25)	<p><u>Floating support service</u></p> <p>21 hours per week (5 units) of Support for Teenage Parents in Hillingdon.</p> <p><u>Building-based service</u></p> <p>Queens Walk - Landlord Shepherds Bush Housing Association - 6 bed shared accommodation with 40 hours per week (36 support hours). Residents have licence agreements</p> <p>Maygoods Lane - Landlord Paradigm Housing Association - 6 self contained flats with 40 hours per week (36 support hours). Residents have assured shorthold tenancies</p>
YMCA supported housing	<p>Ventura House - 60 units Jupiter House - 102 units St Andrews - 23 units</p>
London Youth Gateway	<p>Pan London project supported by London Councils</p> <p>Collaborative single pathway approach for young people (aged 16-24) to prevent youth homelessness.</p>

People Potential Possibilities - P3

The P3 floating support service assists young people already living in Hillingdon to set up and maintain a home or tenancy. Services are focused on helping those at risk of social exclusion to develop the skills and receive the support they need to go on and lead healthy and independent lives.

P3 work with young people to prevent crises, including homelessness, health and NEET issues. By helping young people to be healthy and active members of their community, there is a knock on impact on crime and anti-social behaviour issues.

Look Ahead Care & Support Ltd - Teenage Parent services

Look Ahead provide both accommodation based and floating support to teenage parents. In 2014 there were 580 births by mothers under the age of 24 years old within Hillingdon. This is a reduction of 216 births by mothers under the age of 24 years old recorded in 2012.

The teenage parent floating support service provided by Look Ahead is designed to provide an integrated approach to meeting the needs of vulnerable pregnant women, young mothers, young fathers or young couples in order to sustain / increase their capacity to live independently through a package of housing related support. The accommodation based services meet the needs of vulnerable homeless pregnant women and young mothers, to help them move on and successfully establish themselves in independent accommodation within 2 years.

There are 2 buildings used by Look Ahead to accommodate teenage parents, namely Maygoods Lane and Queen's Walk. At present there is one service user in Maygoods Lane that has exceeded the 2 year period. The remainder have been resident for less than a year, with 1 having only very recently moved in. None of the residents of Queens Walk have been there for more than a year. The residency start dates are between June and December 2015.

In 2014/15, the majority, 67% of service users were referred by housing into Hillingdon's Teenage Parents service. There were 3 service users over the age of 24 years. These clients were referred from Housing and placed in Maygoods Lane.

On 21st January there were 35 Young Parents placed within Ventura and Jupiter House. All were referred by the Homelessness Prevention Team. Of these parents 10 were over 25 and the oldest was 37 years old.

YMCA Supported housing - Jupiter House, Ventura House, and St Andrews

Accommodation based support service 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.

The service exists to enable vulnerable and disadvantaged young people to move from dependence to independence by providing access to accommodation, employment and personal development with appropriate advice and support. The service also has Learning and Development activities.

Jupiter House: support services for 70 homeless young people and care leavers aged 16 to 25, 12 move on flats for young people aged 16 to 25 and 20 units for Homeless families aged 18+.

Ventura House: Housing Support services for 60 young people and care leavers aged 16 to 25.

St Andrews: Housing Support services for 23 young people and care leavers aged 16 to 25.

In 2014/15 a total of 225 Young People used Hillingdon's YMCA Supported beds at Jupiter House, Ventura House and St Andrews. Within these services 46% of service users were classified as having a substance misuse, 60% as NEETS and 16% as Young Parents.

In 2014/15 there were 50% of service users referred by housing into Hillingdon's YMCA hostels. 50 service users were over 24 years of age, 22% of the population entering the service. The oldest was aged 49. These users were predominantly placed in Ventura House.

On 21st January 2016, 37.5% of service users at Ventura House were aged over 25 with the oldest aged 35 years old. In Jupiter House only 2 clients were over 25; however within the 18+ homeless families unit a 63 year old man was placed as an emergency from Heathrow airport.

Table 5.4

Support for families

Support service	Details of the service
P3 Family Advice service	The target group for this service is parents living in the borough with at least one child under 5
Home-Start Hillingdon	Ongoing home visiting support for a minimum of 60 families
Ventura House	60 unit scheme, YMCA supported beds, 12 family units, floors 1 - 3
Jupiter House	102 unit scheme, YMCA supported beds, 20 family units

P3 Family Advice Service

P3 provide a drop in advice service, once a fortnight in 14 children's centres around the borough. The service assists families to maximise income, and improve health and well being and quality of life.

Home-Start Hillingdon

Home-Start supports parents who are experiencing a range of difficulties and have at least one child under the age of 5. Home-start specialises in working with hard to reach families who face significant and complex challenges including mental illness, physical disability, children with additional needs, poverty and inadequate housing. Multiple issues and needs are common. Home-Start works with children referred by social care, children's centres or health visitors; some of whom may have a child protection plan. They work with the whole family and support is not time limited.

Ventura House and Jupiter House

36 family units are included within these schemes.

Table 5.6

Support for refugees and asylum seekers

Support service	Details of the service
Hillingdon Emergency Duty Team	Out of hours social workers take referrals from emergency services. Initial assessments before passing on to general social work team

A significant client group for Hillingdon is 16 to 17 year old unaccompanied asylum seeking children / Heathrow arrivals. This group must be treated as Looked After Children.

Table 5.7

Support for people who experience domestic violence or hate crimes

Support service	Details of the service
Domestic violence refuge	Service provided by Hestia Housing and Support for 7 women and their children.
Domestic violence floating support service	Provided by Hestia Housing and Support. Floating support service for 40 women.
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 Independent Domestic Violence Advocacy (HIDVA)	Hillingdon's support agency, HIDVA will assess risk, create individual's safety plans and support clients through any action they may decide to take.
Hillingdon Women's Centre	Housing advice, information and support for women
Hillingdon Domestic Violence Action Forum (HDVAF)	HDVAF aims to support existing provisions for victims of DV, encourage new provisions and raise awareness of DV.
Multi-agency Risk Assessment Conference (MARAC)	Multi-Agency Risk Assessment Conference (MARAC) is where local agencies meet to discuss high-risk victims of DV who are living within the local area. The primary objective of holding a MARAC is to reduce the risk of

	serious harm or homicide for a victim and increase the health, safety and wellbeing of victims, both adults and children.
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Domestic violence refuge and floating support service

Hestia housing and support provide a domestic violence refuge service offering respite and protection from abuse for 7 women and their children who are fleeing domestic violence. They also provide a floating support service for 40 women who have experienced / are experiencing domestic violence in their homes. Staff provide support through key sessions, support planning, assistance with maintaining accommodation or securing permanent accommodation, informal counselling, and peer support. They also offer a range of skills development activities which promote independence, e.g. personal budgeting, maximising income, debt management, access to legal advice, primary care, schools, education and employment services.

During 2015/16 there were 24 new clients accommodated at the refuge and 81 that refused an offer for a variety of reasons.

Hestia provides a Children and Families service for child victims of domestic violence both to those residing at the refuge and those living in the wider community. The programme provides a variety of bespoke age appropriate activities that will support the children to engage in positive activities to help re-build their confidence and self-esteem, improve their attendance at school, reduce behavioural problems and strengthen the mother child bond.

Domestic Abuse - Sanctuary scheme

Housing options for survivors of domestic abuse depend on their individual circumstances and preferences. The sanctuary scheme offers one option that can be considered only if all three of the following apply:

- The perpetrator does not live in the accommodation
- It is safe for the victim to remain living there; and
- It's the victim's choice to stay

Referrals by partner agencies working with domestic violence clients are made and if the scheme is suitable a referral is made to Safe Partnership Limited for an assessment of the physical suitability of the property, the security measures required and for installation to be completed. During 2015/16 Sanctuary was installed in 31 properties.

HIDVA

HIDVA offers an independent and confidential listening ear providing:

- A telephone risk assessment, direction and advice
- Appointments and full safety plan if you are at serious risk of harm
- Legal advice, direction and support through the civil courts
- Advocacy and support through criminal procedures
- Referral to on-going support services

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- Advocacy and referral to other appropriate support service

Hillingdon Women's Centre (HWC)

HWC provides a space for women to access information, advice and guidance, signposting, drop-in support, domestic violence interventions, low cost legal advice, health and well-being and social related activities and training opportunities.

Service areas include help with housing issues, crisis intervention, form filling, access to benefits calculations, gateway to employment, and access into safe accommodation. Information and next step exploration is carried out in a non-judgemental environment. Domestic violence risk assessments are carried out for women and their families.

Hillingdon Domestic Violence Action Forum (HDVAF)

HDVAF has been in operation for over 10 years. It has approximately 40 members, including representatives from the local authority, police, health services, voluntary agencies, law organisations and councillors.

HDVAF encourages partnership working by providing an opportunity for agencies working in DV to come together and discuss issues and concerns. It meets quarterly to discuss any relevant issues, including new legislation, funding opportunities, gaps in service provision and training.

Various materials have been produced by the group to raise awareness, including a poster campaign at Christmas to highlight the link between alcohol and a rise in DV, a small credit-card-size booklet detailing agencies that can help (this booklet is in various languages). To raise awareness among children, to members of the forum work with schools to train teachers to deliver DV education.

Every year, the forum hosts an event to mark White Ribbon Day (the international day for the elimination of violence against women is celebrated annually on 25 November).

Multi Agency Risk Assessment Conference (MARAC)

At a MARAC, information about the risks faced by the victims is collated from a number of different agencies. Actions needed to ensure safety and resources are available locally are shared and used to create a risk management plan involving all relevant agencies.

By providing a coordinated effort from all agencies and organisations, a MARAC serves to ensure that high risk victims, adults and children, are listened to, supported and better protected from further abuse.

The risk assessment process, MARAC procedures (including referral) and standards for operating MARAC meetings have been developed by Coordinated Action Against Domestic Abuse (CAADA), a national organisation supported by the Home Office. CAADA recently changed its name to Safe Lives. An individualised multi-agency action plan is put into place to support the victim and to make links with other public protection procedures, particularly those that manage perpetrators and safeguard

children and vulnerable adults. Issues relating to children such as conflict over child contact, pregnancy and perception of harm to children are key indicators of risk in the domestic abuse risk assessment process.

Table 5.8

Supporting people to live independently

Support service	Details of the service
Visiting officers	Two council officers will visit clients in hospital with regard to their housing options prior to discharge
Supported Housing	<p>Various schemes across the borough supporting older people and those with physical disabilities, learning disabilities or mental ill health</p> <p>There are approximately 20 supported housing schemes in borough that we commission for. This amounts to 163 places</p>
Age UK Hillingdon, Bentinck Road, West Drayton	<p>Age UK Hillingdon (Age UKH) has operations throughout the borough. They offer a wide range of services to help people make the most of later life. Information and advice includes information about housing choices, care at home, home adaptations and advice for carers.</p> <p>Age UKH operates a specific project 'Make the Right Move' which provides housing advice and support for older people seeking to downsize or move</p>
Disablement Association Hillingdon (DASH), Judge Heath Lane, Hayes	Housing advice, support and information for people with disabilities
Hillingdon Mind, Uxbridge	Housing information and support for people with mental health problems
Disabled Facilities Grant	Grant that is paid to the Council by the Department of Health
Better Care Fund	The Better Care Fund (BCF) is a national initiative intended to deliver integration between health and social care. It is the mechanism that is being used by

Supported Housing

There are a range of supported housing schemes across the borough to support people vulnerable people.

Age UK Hillingdon

Services enable older people to exercise greater choice and control over their lives through information and advice services, maintain independence through the provision of practical help at home, GP and hospital services, falls prevention, and lastly, be more active through the provision of social and well being activities.

Age UKH is a key partner in supporting older residents to live independently in their own homes. They assist in maintaining independence through the provision of practical Help at Home / Handyperson services. In additions older people are supported through the provision of services that reduce the likelihood of readmission to GP and Hospital services, including a Falls Prevention service, and the Home from Hospital and A&E support services. The 'Make the Right Move service provides advice and support for people downsizing. Age UKH plans to pilot a new house clearance service.

During 2015/16 Age UKH supported 230 clients in decisions regarding their accommodation. Assistance in securing benefits was given to 408 clients. A Good Neighbour service launched during the year has helped 275 people with one off or short term support to maintain their independence at home.

DASH

The organisation ensures that disabled people achieve social inclusion, increased confidence and financial stability. Advice and support for disabled people is at the core of the charity. The past year has seen a marked increase in numbers of people seeking advice on Employment Support Allowance (ESA) and Personal Independence Payments (PIP). DASH is assisting clients with the transition from Disability Living Allowance (DLA) to PIP. Changes in financial circumstances are a risk factor in relation to homelessness. DASH delivers the council's advocacy contract and personal budget support contract for a combined sum of £180k. A new provider, Powher, will deliver this contract from September 2016.

MIND

MIND provides day, evening and weekend social clubs which support client with mental health issues, to reduce social isolation and aid integration into the community. This includes ethnic support groups and peer support groups. For those further isolated, a 1-1 befriending services is available. Key outcomes for MIND include:

- Reduced isolation;
- Reduced admissions to in-patient psychiatric support an A&E;
- Increase opportunities for work-related activities;

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- Increased access to other services through sign-posting
 - Increase in confidence, self-esteem and independence;
 - Improved physical health and well-being
 - Evidence of people having a stronger voice
 - Increased awareness of mental health issues

There are strong associations between these issues and homelessness. During 2015/16 MIND supported 950 clients registered on their database during the year. This does not include the large number of people who received telephone advice or sign-posting support.

An employment support service became operational in July and a Young People's Support Co-ordinator has been appointed to take the work forward. MIND has also been involved in the H4All Wellbeing Service.

H4All CIC (Hillingdon for All)

H4All Wellbeing Service has been commissioned by the CCG to support older people 65+ who have one or more long term conditions. H4All CIC has been formed by MIND, Age UK Hillingdon, Hillingdon Carers, Harlington Hospice and DASH working together. The aim of the Wellbeing service is to provide a single point of access for all health professionals to the diverse range of support and low level preventative services available in the third sector. The aim of the project is to increase and maintain people's well being motivation and ability to self-manage

Disabled Facilities Grant

During 2015/16, the Disabled Facilities Grant (DFG) & Adaptations service completed a total of 478 cases against an expenditure profile of £3,592,533. The efficiency of the service improved markedly during the period with the number of active cases reducing from 527 at the beginning of April 2015 to 232 at 1st April 2016.

Better Care Fund

The main focus of Hillingdon 2016/17 BCF Plan is supporting the independence of the 65 and over population. The plan also considers the needs of broader population groups where it is logical to do so, e.g. Carers of all ages and all age groups in supported living schemes across the Borough. The plan comprises 8 schemes. Maintaining independent living is a key theme and contributes to homelessness prevention.

Better Care Fund Schemes

Scheme 1: Early identification of people susceptible to falls, dementia and/or social isolation

Scheme 2: Better care for people at the end of their life

Scheme 3: Rapid response and integrated intermediate care

Scheme 4: Seven day working

Scheme 5: Integrated community services.

Scheme 6: Care home and supported living market management.

Scheme 7: Supporting Carers

Scheme 8: Living well with dementia

Table 5.9

Access to health services

Support service	Details of the service
Mental health floating support	Service for 66 people provided by Ability
Mental health visiting support service	Support service provided by Ability for individuals living in supported accommodation.

Mental health floating support and mental health visiting support service

Floating support service for 66 individuals who have experienced / or are recovering from the effects of a mental health problem and a visiting support service for individuals living in supported accommodation that is dispersed through the borough and does not have staff on site. Both services provide support in the form of key sessions, support planning and a range of skills development activities which promote independence e.g. building social networks, budgeting, maximising income, managing debt, access to legal advice, primary care, and employment services. The floating support service provides assistance for clients with maintaining their accommodation and the visiting support service provides assistance with move on.

Access to training and employment

Support service	Details of the service
CNWL employment support service	Employment support workers in mental health teams
Asphaleia	Provide training, alternative learning opportunities, specialist support for children and young people. They have a local centre in Uxbridge
Heathrow Academy	Pre-employment training and support to gain employment at Heathrow Airport within retail, construction, aviation and logistics
Hillingdon Adult Community Learning	Traineeships are free to young people aged 16-24

Hillingdon Training	Learning + Programme delivers Entry or Level 1 qualifications plus support, preparation and mentoring required to make the transition to apprenticeships, college or employment
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Jobcentre plus provides employment support and training to those 18+ who are in receipt of benefits. A range of local providers and programmes are available to assist young people not in education or training.

In preparation for the reduced benefit cap that will apply later in 2016 Jobcentre Plus are commissioning some specific employment support programmes for benefit capped households. A budget of £100k will be used to commission specific training programmes aimed at benefit capped families accessing employment.

Multi-agency public protection arrangements (MAPPA)

MAPPAs are put in place to ensure the successful management of violent and sexual offenders, and set out the responsibilities of the police, probations trusts, the prison service and other agencies.

Agencies work together in managing the risk of these clients and if necessary temporary accommodation is provided up to the point that the clients are provided with settled housing. MAPPA clients may spend a longer period of time in temporary accommodation than average because the suitability of permanent accommodation must be checked by the police.

6. Accommodation for homeless and potentially homeless households

The Council requires a supply of accommodation for homeless and potentially homeless households:

- To prevent homelessness;
- To discharge the statutory duty related to homeless households in either the social sector or the PRS; and
- For use as temporary accommodation whilst undergoing homelessness investigation or awaiting discharge into settled accommodation.

Table 6.1

Programmes to provide settled homes - council and housing association

Programmes to provide settled homes	Programme delivery details
<p>Planning Policy - section 106</p> <p>The Housing and Planning Act 2016 introduces a local authority duty to promote Starter Homes. This is likely to significantly reduce the supply of rented and shared ownership affordable housing delivered via planning obligations.</p>	<p>The Local Plan requirements are for affordable housing to be maximised and subject to viability provide 35% of housing across the borough on development sites of 10 dwellings or more.</p> <p>Affordable dwellings include affordable rented dwellings and low cost home ownership. The definition of affordable housing is being widened to include starter homes.</p>
<p>GLA programmes</p>	<p>2013 - 2014 programme - 125 affordable homes, including 80 rented and 45 shared ownership</p> <p>2014 - 2015 programme - 240 affordable homes by</p> <p>2015 - 16 programme - 71 affordable homes, 31 rented and 40 shared ownership homes</p> <p>2016 -17 programme - 65 affordable homes, 46 rented and 19 shared ownership to be delivered</p>
<p>Affordable housing delivered by Hillingdon Council</p>	<p>Purchase of Packet Boat House comprising 41 homes</p>

	21 rented and 20 shared ownership
Extensions to Hillingdon Council Homes	Extensions are being completed where appropriate on homes to provide larger properties
Hillingdon Council Lettings and nominations to Housing Associations	In 2015 /16 there were 767 lettings, of which 211 were to homeless households
Release under-occupied council properties	Incentives provided by Home Release Reward scheme
Purchase of property previously sold under Right to Buy (Buy-backs)	Scheme to increase the supply of affordable housing through the purchase back of both leasehold and freehold properties previously purchased from Hillingdon Council through the Right to Buy.

New affordable housing

New rented housing supply provides additional access to affordable housing as the new properties become available. Once new supply becomes part of the overall housing stock only a fairly small proportion can be expected to become available each year. Rented housing has the most direct benefit for homelessness clients, as the vast majority would be unable to access low cost home ownership (LCHO). LCHO does however have a role to play in satisfying demand from households that would otherwise be competing for rented supply.

The 2015/16 affordable housing delivery programme delivered 71 affordable homes included 31 rented homes. Of these 6 were in a supported housing development for people with learning disabilities at Church Road. There were 25 Affordable Rent completions, of which 4 were 1 bedroom homes, 12 were 2 bedroom homes, and 9 were 3 bedroom homes.

The 2016/17 programme is scheduled to deliver 65 GLA funded homes and in addition, 41 new homes are included in the Packet Boat House redevelopment purchased by Hillingdon Council and 3 properties currently owned by the Council are being extended to provide larger homes.

The GLA programme will provide 46 rented and 19 shared ownership properties. The 46 rented dwellings will provide 11 x 1 bedroom homes, 25 x 2 bedroom, 8 x 3 bedroom and 2 x 4 bedroom homes.

Of the 41 homes available in Packet Boat House 8 of the 21 rented units are studios; 6 have 1 bedroom and 7 have 2 bedrooms. There are also 20 council shared ownership units - 3 x studios, 11 x 1 bedroom and 6 x 2 bedroom. The 3 extensions being completed to Hillingdon Council properties will all provide 4 bedroom homes.

The Council is providing funding for two Extra Care Sheltered Housing schemes for older adults with support needs at Grassy Meadows (88 units) and Park View (60 units). These are programmed for completion in 2018.

The Council works with a number of different housing associations in the borough. Those actively developing in Hillingdon in 2014/15 and 2015/16 and/or with schemes delivering in 2016/17 and 2017/18 are Paradigm Housing Group, Catalyst, Shepherd's Bush Housing Group, ASRA, Notting Hill Housing Group, Thames Valley Housing Association, Network Homes, Inquilab Housing Association and Ability Sutton.

Housing associations with the largest stock holdings in Hillingdon are Paradigm Housing Group, A2 Dominion, Notting Hill Housing Group, Peabody and Inquilab.

New council housing

Approval has been given for new council homes to provide 4 x 4 bed houses, 5 x 3 bed houses and 3 x 1 bed sheltered housing flats. Right to buy (RTB) receipts will be used to fund 30% of the development costs.

A number of other sites have been approved for residential development. Some of these will be for future sale. A site has been approved for appropriation to the HRA with circa 111 units a mix of rented, shared ownership and Discount Market Sale units.

Council and Housing Association lettings

In 2015/16 there were 211 social housing lettings made to homeless households, of which 153 (72.5%) were in Hillingdon Council homes. By far, the highest number of Housing Association lettings was made by Paradigm Housing Association which totalled 33. The next highest was Shepherds Bush Housing Association with 9 lettings. Most lettings were to those requiring 2 or 3 bedrooms, and the smallest number, because of limited supply, was for those requiring 4 or more bedrooms.

Table 6.2

Household type	Total	Minimum bedroom requirements			
		1 bed	2 bed	3 bed	4 bed
Couples no children*	6 (3 over 60)	1	3	2	
Couples 1 child	12		6	4	2
Couples 2 children	12		5	5	2
Couples 3 children	18			16	2
Couples 4 children	10			8	2
Couples 5 children	3				3
Couples 6 children	1				1
Couples 8 children	1				1
All couples with children	57		11	33	13

Single no children	41 (7 over 60)	36	3	2	
Single 1 child	42		38	4	
Single 2 children	38		25	9	4
Single 3 children	18			17	1
Single 4 children	6			4	2
Single 5 children	1				1
Single 6 children	1				1
All single with children*	107		64	34	9
Total	210**	37	80	71	22
% of social housing lettings	100%	17.6%	38.1%	33.8%	10.5%

*some include other adults

**data not available for 1 household

Table 6.3

Numbers and percentage of homeless housed by housing associations by bedrooms			
	Total lettings to homeless	Housing Association lettings to homeless	Percentage of lettings to homeless made by housing associations
1 bed	37	4	10.8%
2 bed	80	37	46.2%
3 bed	71	13	18.3%
4 bed	22	3	13.6%

Releasing under occupied Council housing

The Home Release Reward Scheme provides incentives for tenants under-occupying council dwellings to move to alternative accommodation with fewer bedrooms. During 2015/16 the following properties were released under the scheme:

- 23 x 2 bedroom properties
- 24 x 3 bedroom properties
- 2 x 4 bedroom properties

To increase supply further options for reducing under-occupancy in the housing stock, including a proposed increase in the level of incentives, are being considered. An improved letting standard for new properties to be let to under-occupiers is being piloted.

Right to Buy 'buy-back' scheme

The implementation of the Right to Buy 'buy-back' scheme is underway to increase the supply of suitable housing. During 2015/16 a total of 17 completions were achieved. These consisted of 1 x 1 bed property, 14 x 2 bed and 2 x 3 bed properties. The associated spend was £3,976,000

There are 6 properties are currently in the pipeline for the new financial year 2016/17 and although most of the initial purchases were secured on leasehold flats, the priority is to now secure mainly freehold properties. A new programme of Right to Buy 'buy-backs' has been agreed with an additional budget made available of £2.8m.

Table 6.4

Programmes to provide settled homes - Private Rented Sector

Who provides this service?	Service details
Hillingdon Council Private Sector Finder's Fee scheme	<p>This scheme enables access to private sector tenancies. The council pays a one off non returnable fee to the landlord at the start of the tenancy.</p> <p>The Finder's Fee scheme which is administered by the Landlord Engagement Team assists private sector tenants by paying a variable, one-off, non-returnable incentive payment in lieu of a deposit on a rented flat or house. Finder's Fee can be used for discharging homelessness duty or as alternative accommodation to prevent homeless</p>
Hillingdon Council, 'Find your own' scheme	Used to secure new private sector tenancies.
Hillingdon Council, DHP	Used to sustain existing and to secure new tenancies
PRS Discharge	Used to discharge the main homelessness duty in the PRS

Finder's Fee

The Finder's Fee scheme provides a deposit, where required, to help people find a home in the PRS. The size of the deposit is decided by the size and condition of the property. The scheme helped 51 people in 2014/15 and 32 people in 2015/16.

'Find Your Own'

Funds are available to assist clients, where required, in finding their own private rented accommodations. They are sign-posted to apply for a Discretionary Housing Payment (DHP) for a rent deposit and rent in advance to avoid homelessness. In some instances additional costs may also be covered. A separate homelessness prevention fund can also assist.

Discretionary Housing Payments

Hillingdon Council receives an annual DHP grant payment from the Department for Work and Pensions. For 2016/17 the grant is £831,393. The use of DHP is described in more detail in the Resources section of this document.

Discharge in the Private Rented Sector

Hillingdon's P1E (Homelessness) returns show that the main homelessness duty was ended with a PRS offer in 24 instances during 2015/16. Hillingdon Cabinet have approved a Temporary Accommodation and PRS Offer Placement Policy in May 2016 which seeks to ensure that homeless households or those threatened with homelessness are assisted to access affordable, suitable alternative accommodation in a timely way.

The rising cost of accommodation, an increasing gap between market rents and the amount of LHA that can be claimed, and competition for accommodation, make it increasingly difficult to find suitable, affordable accommodation for all homeless families within the Hillingdon Borough boundaries.

The Council's policy establishes the principle that the Council will consider placing some households outside the borough boundary in TA or to discharge the main homelessness duty, where this is a suitable option. The Council is committed to securing good quality stable homes for homeless households and recognises that in some instances this can be better achieved with a placement outside Hillingdon. In implementing arrangements for the practical application of this policy the Council will seek to ensure that households are supported in their move so that disruption i.e. to a child's education or a client's health care is minimised. The Council is seeking to have in place agreements with intermediaries that will assist with practical arrangements of this type. The policy takes full account of the Homelessness (Suitability of Accommodation) (England) Order 2012 and, in so far as is reasonably practicable, accommodation will continue to be secured within Hillingdon. Suitability is considered for each household on an individual, case by case basis.

The policy will directly assist in increasing the supply of affordable accommodation to resolve homelessness, including section 17 funded cases. Work is currently being undertaken to locate areas of the country that will remain affordable for families for the foreseeable future. Officers are in discussions with a company that offers relocation services for families.

Table 6.5

Programmes to provide temporary accommodation

Who provides this service?	Service details
B&B providers	Providers of a mixture of self contained and non self contained B&B accommodation
Direct Purchasing Scheme	West London Schemed to replace PMA

PSL	Leased properties via managing agents
In-House Private Sector Leasing Scheme (PSL)	The in-house private sector leasing scheme provides a fully managed tenancy for landlords with rent paid in advance
Council short life accommodation	

Where appropriate accommodation has not been secured during an eviction process and the client becomes homeless, they are moved into temporary accommodation pending a homelessness decision and if duty is accepted, an offer of accommodation is made when available. This may include an offer of accommodation in the PRS to discharge homelessness duty. Of the 329 homelessness acceptances during 2015/16, 306 were initially placed in B&B.

Actively working with clients early in the eviction process allows sufficient time to assist them in finding their own property in the PRS which meets their needs, in an area of their choice and can prevent the need for temporary accommodation.

Bed and breakfast accommodation

Typically 9 households every week in Hillingdon present as homeless requiring accommodation, of which circa 6 families will require emergency housing on the day. B&B use has been high over the last 3 years with end of year numbers in B&B of:

232 at 31st March 2014

209 at 31st March 2015

219 at 31st March 2016

The number of households in emergency B&B accommodation is high, because of the challenge in securing suitable, affordable private rented accommodation for preventing homelessness or for use as either lower cost temporary accommodation or for discharge of the main homelessness duty. An increased supply of affordable suitable private rented accommodation is needed both to prevent placement of families into temporary accommodation in the first place and to support families to move on from emergency B&B. Most of the families in B&B and in temporary accommodation generally, have been accepted as being owed the main homelessness duty and are awaiting rehousing.

Additional households are accommodated in B&B under Section 17 of the Children's Act. At the end of March there were 32 such households. A joint project is underway with social care to move these households on to alternative accommodation.

Measures have been taken to reduce costs from both existing and new B&B landlords for both shared and self-contained units. Block booking arrangements have been used in order to secure discounted rates over the normal Pan London nightly B&B rates paid. An 18 flat office-to-residential development in South Ruislip which

Hillingdon will be leasing on a 5 year lease will provide substantial cost savings over our current B&B costs.

Private sector leased properties with managing agents

Private Sector Leased properties formed the majority of temporary accommodation in the borough for many years. Most were managed by Orchard and Shipman and a smaller number by Paradigm housing group. The leases have ended on all of these properties and while a small number have transferred onto a HALD scheme, the majority are being handed back. The Council handed back 145 private sector leased properties during 2015/16. Due to the high rents that the PRS can command and competition for rental properties, incentive and rental offers are proving uncompetitive in retaining landlords at end of lease. There remain a further 35 properties which have requested hand back by the managing agents / landlords so tenants will be subject to eviction over the coming few months. These cases are being pro-actively managed to minimise placements into council-funded B&B temporary accommodation.

Direct Purchasing Scheme (DPS)

Hillingdon Council is part of the new PAN London DPS which has replaced the old 'PMA' scheme for procurement both inside and outside London. Rates payable under this scheme are higher than any previous scheme in order to be competitive with rising Private Sector rents. The scheme has been extremely slow so numbers are expected to remain low as most Councils' are running their own schemes and procuring properties directly to remove competition with other authorities.

PMA

The contract for this scheme has now ended. At 23rd June 2016, there were 83 PMA properties not yet handed back.

In-House PSL

An in-house scheme offering Guaranteed Rental (PSL) had secured some interest, but very few enquiries are now being seen. 70 PSL properties have been signed up to the new leasing scheme since it commenced in May 2014, with 39 procured in the financial year (2015/16) (17 units provided by one new development at 163 High St, Yiewsley). The 39 properties secured during 2015/16 were:

1 x studio

13 x 1 bed

15 x 2 bed

7 x 3 bed

3 x 4 bed

2 new units have been secured in the first month of 2016/17.

7. Resources

Council resources for homelessness service

The net General Fund financial resources for funding of homelessness services provide for staffing, the provision of accommodation, incentives and commissioned services.

In addition to the base budget, Earmarked Reserves balances are available for use in the procurement of private sector properties for use as prevention, TA or discharge.

The financial year 2015/16 has seen continuing pressures on the Housing Needs budget that has required a full drawdown of the £1,836k contingency for 'Impact of welfare reform on homelessness'. The TA expenditure requirement remained consistently above the original MTFP forecast, showing a net increase in the final quarter of 2015/16.

Within this increase, a higher proportion continues to be in high cost B&B placements given the challenges on housing supply. Key variables in terms of keeping B&B type accommodation are the prevention rate on approaches for housing and the supply of properties.

These pressures have been partially mitigated by net demand over the year being lower than expected and a slowdown in the hand back of end of lease PSL properties. This in turn has reduced spend on Finders' Fee, Find Your Own and other schemes. Further mitigation has been provided through vacancy management, voids turnover, better than expected performance on arrears and ongoing work to control average costs of B&B accommodation.

Staffing

These resources are used to provide a service that includes a number of functions - provision of advice, assessment of applications, tenancy establishment and management, allocation of properties and staffing of both direct and support services.

Provision of Accommodation

Accommodation for people who are homeless is provided through Bed & Breakfast, Private Managed Accommodation (PMA) and Private Sector Leasing (PSL) schemes.

Incentives

Incentives are used where needed to secure suitable properties, including rent deposits and rent in advance. These resources fund the procurement of private sector properties for use as prevention, temporary accommodation or discharge.

In addition to resources available directly for homelessness prevention, various other services also contribute to preventing homelessness, particularly those related to adult social care. These include:

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- Disabled Facilities Grant;
 - Better Care Fund;
 - Safer Community Partnership Fund;
 - P3 contracts, Floating Support, Housing Advice and Support - Young People's Housing Advice (Navigator);
 - P3 contract, Accommodation based support - Small Unit Accommodation, West London YMCA contract;
 - DASH, LBH Advocacy contract and Personal Budget support;
 - MIND, Adult Social Care funding, in addition MIND receives funding from the CCG.

Homeless Prevention Grant

Each year local authorities receive a separately identified non-ring fenced sum from the Department of Communities and Local Government (DCLG) in respect of homeless prevention activities.

Discretionary housing payments

Local authorities receive an annual grant settlement from the Department for Work and Pensions (DWP) with the aim of helping housing benefit recipients whose benefit award does not cover their full rent costs. In recent years, both the allocation and expenditure of DHP has become more targeted around mitigating the impacts of the Government's welfare reform policies, although awards are not strictly limited for this purpose.

Hillingdon Council will consider DHP in a range of circumstances and particularly look to award payments to assist with rent deposits for tenants that have a shortfall in payments because the property is too big for their needs or where there is a shortfall due to the Benefit Cap. Payment of a deposit and Rent in Advance can be considered for a new tenancy for households that are engaged with the Council's Homeless Prevention Team. DHP can only be paid if the client receives Housing Benefit or Universal Credit (with Housing Cost element). There is close working between Housing Benefit and Homeless Prevention Officers concerning use of DHP to assist in preventing homelessness. Payments for other items will be considered in exceptional circumstances.

Payments will normally be for a short period to allow time for residents to resolve relevant housing, employment or debt issues. Subsequent claims may be awarded but the amount payable will normally reduce over time. DHP may be awarded for longer periods where there are appropriate circumstances, such as disability, learning difficulty, or terminal illness.

The DHP award for Hillingdon Council for 2016/17 is £831,393. This is a 23.5% increase on the fund for 2015/16 of £673,124. During 2015/16 there were 1,205 claims paid. The social sector size criteria affecting some council and housing association tenants accounted for 407 claims paid, 137 related to the benefit cap and 164 to reform of LHA. There were 5 claims paid that related to 2 or more welfare reforms and 164 claims paid were not related to welfare reform.

Voluntary sector grant support

The following organisations receive grants made available through the voluntary sector core grants scheme. The grants cover a wide range of services, but all of those listed have some relevance for homelessness prevention.

- Hillingdon & Ealing Citizens Advice;
- Heathrow Travel Care;
- Age UK Hillingdon (including Make the Right Move service);
- P3;
- DASH;
- MIND;
- Hillingdon Women's Centre;
- Home-start Hillingdon.

Homelessness is one of four priorities for the London Councils Grants Programme. The Grants Committee has allocated funding to eight projects across London to tackle homelessness.

8. Issues for the homelessness strategy

The following emerge as key issues or areas of work that the forthcoming Housing and Homelessness Strategy will need to address:

- Reducing the use of high cost B&B placements;
- Focussing on prevention first;
- Reducing the number of households housed in temporary accommodation and increasing discharge of homelessness duty in the PRS;
- Securing supply of suitable accommodation in the PRS;
- Focus on the particular issues in accessing accommodation for larger families;
- Mitigate potential homelessness risk factors including:
 - The capping of social rents to the equivalent of LHA rates;
 - Transition from Disability Living Allowance to Personal Independence Payments;
 - Introduction of Universal Credit
 - Lowering of the Household Benefit Cap
- Meeting the needs of victims of domestic abuse
- There is a need to reinvigorate partnering arrangements with Housing Associations, voluntary partners and public sector agencies
- The interconnections between homelessness and a variety of other issues, and the impact that organisations working in these areas make in preventing homelessness would benefit from being made more explicit. These include:
 - physical and mental health,
 - isolation,
 - employability,
 - drug and alcohol use,
 - age and frailty,
 - dementia.
- Move on from supported accommodation;