Submission by Participation and the Practice of Rights to the Special Rapporteur on extreme poverty and human rights

I. Why visit Northern Ireland (question 6) and who to talk to (question 7)?

It is imperative that you include Northern Ireland -- in transition from decades of conflict, displaying multidimensional impacts of persistent poverty and child poverty, with higher levels of disability and rates of mental ill health and suicide than other UK jurisdictions – in your visit. The communities most directly affected by conflict continue to have the highest rates of poverty, long term unemployment and mental and physical ill-health in NI.

Under the Good Friday/Belfast Agreement, significant legislative powers – over immigration, taxes and (in part) social security -- remain with Westminster, as does control of NI’s block grant. Our economy has lower rates of pay, higher levels of economic inactivity, a dearth of affordable childcare, and a heavy reliance on public sector jobs -- 30% compared with 18% in England. Trade and a land border with the EU sharpen the effects of Brexit here.

The full impact of austerity measures -- including public spending cuts of £1.5 billion by 2020, with 20,000 public sector job cuts forecast -- have still to be felt, but given NI’s disproportionately large public sector is likely to be severe. The stop-start nature of government and the current prolonged period of quasi direct rule (with the Westminster government allied to only one of the local parties) have seriously weakened political scrutiny and accountability around the impact of austerity.

On the positive side, local groups are actively using human rights tools to build grass roots campaigns addressing impacts and underlying causes of poverty and inequality. PPR supports communities to use a Human Rights Based Approach to tackle homelessness, poor housing, removal of social security protections, inadequate mental health services and destitution among asylum seekers. In 2012 PPR’s approach was recognised by UNOHCHR as an ‘example of how people can effectively use indicators to claim their rights’.
Campaigns have developed innovative solutions including the commitment of public procurement spending to create jobs for the long term unemployed; the use of indicators on poverty to track government progress in fulfilling people’s right to social security; and the identification of land for desperately needed new social housing. PPR’s approach is gaining recognition internationally, and the model is being replicated in Scotland and the south of Ireland.

A visit here would enable you to meet directly with people dealing with the impacts of poverty on their daily lives and hear from them about their human rights based campaigning for concrete, measurable change.

II. The intersection of poverty with ESC rights in a context of austerity

A. Right to adequate housing – including children’s rights (questions 5, 11, 26)

PPR support the Equality Can’t Wait / Build Homes Now! group in their campaign to access their right to adequate housing.

Recently the group has chosen to spotlight the situation of the nearly 21,000 children on NI’s social housing waiting list. NI’s Housing Executive judges over 13,600 of them to be in ‘housing stress’, and 11,300 of these to be homeless (03/2018). Some of these children and their families made a film (https://www.youtube.com/watch?v=xL-Za0lU-IM) about what being denied their CRC and ICESCR rights feels like to them, with interviews of teachers and other professionals about the impact of housing stress on children's learning and development. The film was aired at a Belfast festival in August; in September the group held a private showing for the Housing Executive chief executive and board, directly demanding concrete change.

Over the years the group has used surveys of people living in social housing to monitor standards using the seven GC4 components of the right to adequate housing, highlighting linkages to the right to the highest attainable standard of physical and mental health, children’s right to play and others. PPR has recently helped document the substandard housing conditions of Syrian families in NI under the Vulnerable Persons Resettlement Scheme, pressuring local duty bearers to provide adequate housing.

The group have identified key blockages. To address one -- the availability of land -- they used innovative methods such as photomapping to identify large sites where housing is being / could be built. Another -- religious inequality in the provision of social housing – is an issue pre-dating the conflict that persists today in some areas of high multiple deprivation: at end March 2018, the predominately Catholic ‘North Belfast 1’ area had a shortfall of 1,046 homes, while adjacent – and predominately Protestant – ‘North Belfast 2’ had a shortfall of only 61 homes. The campaign continues to use a range of tactics to push for more social homes in areas of high need.
B. **Right to the highest possible standard of health -- mental health**  
(questions 5, 11)

For many people in NI, traumatic experiences during the conflict have led to higher levels of specific mental health disorders and to poorer overall mental health than elsewhere in the UK. Within families, the impact of conflict loss and trauma has been found to carry on to younger generations; high levels of unemployment and deprivation here, particularly given austerity, have exacerbated these pressures. NI’s public health strategy says mental illness is 25% more prevalent here than in England, and one in five adults here has a mental health condition at any one time.

Suicide rates have risen drastically since the 1998 Good Friday Agreement and are currently higher in NI than elsewhere in the UK. Moreover the problem is escalating: the number of deaths by suicide here rose 18.5 per cent between 2014 and 2016, against a 3.8 per cent rise for the UK as a whole. Like conflict violence, mental health generally and suicide rates in particular are worse in poorer areas: in 2016 in NI, the number of suicides amongst the most deprived ten per cent was over five times greater than in the most affluent ten percent.

People bereaved by suicide are three times more likely to attempt to take their own life. PPR supports the SAFER campaign by people concerned about and affected by suicide, to push for improved services for bereaved families. The campaign seeks to improve uptake of the official offer to refer families for support in the aftermath of a suicide, by making the initial approach more acceptable and accessible.

PPR also support the #123GP campaign, by a group of mental health service users and carers, for improved access to mental health services at primary care level. The campaign has used the GC4 components of the right to health to highlight how to improve mechanisms for accessing mental health care at GP surgeries. The group have used surveys, petitions and public actions to highlight woefully inadequate funding -- around 5% of the Department of Health's overall expenditure annually -- for mental health care.

C. **Homelessness** (questions 5, 11)

A new project with residents of Simon Community hostels across NI has accumulated surveys with 100 homeless people to provide a baseline around hostel residents' rights to an adequate standard of living, housing, health, work, leisure and participation, among others.

Survey results have so far highlighted a worrying trend of long-term stays in what is meant as temporary accommodation. Some residents have reported developing mental ill health or addictions that they did not have when they initially entered the hostel setting. A significant contributing factor to long-term stays is the denial by the Housing Executive of 'homeless points' to patently homeless shelter residents.
D. **Asylum-seekers** (questions 5, 11)

PPR support Housing4All (H4A), a group of asylum seekers and supporters campaigning to ensure that people seeking refuge in NI can lead dignified and secure lives. One focus of the campaign is enforced destitution caused by the Home Office's withdrawal of housing and financial support from people whose claims are refused, even if they are in the process of compiling an appeal or waiting for travel documents.

Research by H4A among destitute asylum seekers in Belfast in 2015 found that 63% had been homeless on more than one occasion since seeking asylum in NI, while half of those had been homeless over three times. Enforced destitution comes as an additional blow to people who have already had to leave their countries under extreme duress and who may have suffered trauma during their flight: in 2016, 87% of destitute asylum seekers surveyed by H4A reported that their living situation negatively affected their mental and physical health.

Women in this situation find themselves at very real risk of abuse and exploitation. In response, H4A proposed a partnership project to house destitute women asylum seekers in Belfast. The Housing Executive blocked use of a housing association property from the social housing stock; a housing association generously provided two flats which would otherwise have been privately rented, and four women moved in in September 2018.

The H4A group is currently developing a survey of asylum seekers' ability to access a wide range of rights including adequate standard of living, housing, health, work, education and family life.

III. **Right to Work: Right to Welfare (R2W) campaign for the People’s Proposal** (questions 5, 6, 7, 11, 13, 16, 18, 19, 26)

The R2W campaign is comprised of people who are unemployed, sick and disabled. They have been campaigning since 2012 -- prior to the introduction of Universal Credit¹ -- for the introduction of human rights protections into the social security system (the People’s Proposal), as well as for the creation of real jobs through the use of public procurement by government (Real Jobs Now).

**A social security system that causes, instead of protects from poverty**

The social security system is currently not compliant with international human rights standards on the right to social security, notwithstanding repeated recommendations from international and domestic human rights bodies. It can be characterised as a

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¹ Northern Ireland has parity with Great Britain in the area of social security; while policy in this area is technically devolved, in practice the Northern Ireland Executive has followed policy set by the Westminster Parliament to provide consistency across the UK. As was the case following the passage into law of Westminster’s Welfare Reform Act 2012, the Northern Ireland (Welfare Reform) Act 2015 gave the green light for introduction of Universal Credit from September 2017, alongside a harsher benefit sanctions regime, with the potential for benefits to be withdrawn for up to eighteen months.
‘sanction first, investigate later’ approach, with thousands of vulnerable people having their sole income reduced or removed each year, without any recourse to due process or any impact assessment being carried out. The rampant privatisation of many aspects of this system under the guise of ‘welfare reform’ -- including sickness and disability assessments as well as employment programmes -- has greatly exacerbated the harm being caused.

The current level of benefit payments has been described by the Council of Europe as ‘manifestly inadequate’. The median wage in NI is circa £21,800, so the 60% poverty threshold would equal £13,080. Unemployment benefit, including housing costs, amounts to £9,100 a year, or 42% of the median i.e. very severe poverty.

Evidence gathered directly by R2W campaigners from people who are unemployed, sick and disabled demonstrates the real impact that welfare reform, universal credit and the ongoing lack of human rights protections in the social security decision making system is having on poverty and people’s lives.

A survey of 101 benefit claimants carried out by R2W campaigners in late 2017-early 20182 found that:

- 59% had money stopped, reduced or delayed
- 46% had money taken away due to a sanction
- 88% reported that they were not given enough money to keep them going

A closer look at the impact of this removal of income, without any due process or impact assessment, vividly illustrates the effect of people’s daily lives, on family relationships, on mental health and their overall sense of dignity and well-being.

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2 The findings of this survey along with the set of four human rights indicators developed from it, will be launched at an event in Belfast on 17 October 2018, International Day for the Eradication of Poverty.
Individual testimonies from respondents included ‘I lived on crackers and water for a week’; ‘I attempted suicide two times this month’; ‘(lack of money) causes problems with the family, fights and stress, can’t afford to buy things’; and ‘cold, can’t function right, no concentration’.

**Incorporating human rights protections into the current social security system**

The R2W group has developed a model for a human rights compliant decision making process, based on direct evidence as outlined above, coupled with international human rights standards, in particular ICESCR Article 9 and General Comment No 19 on the Right to Social Security.

The People’s Proposal outlines the specific steps the government should be required to undertake prior to any interference with an individual’s right to social security. Its central tenets are the right to due process and to impact assessment, thus ensuring that nobody falls below the minimum essential level. The Department for Communities has confirmed that it currently does not carry out any impact assessment of its decisions on claimants or on their dependents, in breach of its international human rights obligations. It was also unable to provide any information on how it complies with due process requirements as per General Comment 19.

The People’s Proposal commands widespread support, including from a majority of the 11 local Councils, all of the political parties with the exception of the DUP, major trade union bodies including NIC-ICTU, the representative body for 34 trade unions, NISPA which represents social security staff, the community, voluntary, advice and human rights and equality sectors.

**REAL JOBS NOW – a model for tackling long term unemployment**

While the official narrative is one of a recovering economy, rates of long term unemployment in the north continue to rise, with almost two thirds of all those unemployed being classified as long term unemployed i.e. for one year plus. The long term unemployment rate, at 63.1%, is almost 2.5 times those of the UK as a whole (26.7%), with twice as many Catholics (69%) as Protestants (31%) being long term unemployed.

The Right to Work: Right to Welfare group has developed a solution focused model of job creation for the long term unemployed which uses public procurement as a tool by which the Northern Ireland Executive can deliver on its obligations under Article 6 of ICESCR on the right to work. The ‘REAL JOBS NOW’ model requires public authorities to use social clauses to ring fence ‘real jobs’ (as opposed to ‘back to work’ schemes) as well as apprenticeships for the long term unemployed in their public procurement contracts.

However, despite the adoption by Belfast City Council in 2014 of the REAL JOBS NOW model, there has been resistance to the actual implementation of the model. In 2017-18,
Belfast City Council spent over £17million on public contracts. Only 4 out of a total of 40 contracts had social clauses inserted, delivering only 9 jobs and 13 apprenticeships.
Annex of supporting documentation for PPR’s submission to the Special Rapporteur on extreme poverty and human rights

Right to adequate housing/homelessness (including children’s right to adequate housing)


2. Media coverage around ‘We Came Here for Sanctuary’: Syrian refugee families’ experience of racism and substandard housing conditions in West Belfast, 30 July 2018.

Right to the highest possible standard of health: Mental Health

3. SAFER campaign for support to families bereaved by suicide: Families Bereaved by Suicide: the right to timely and appropriate support, Sept 2016. SAFER briefing: SD1 Evaluation Workshop, 14 May 2018.

4. #123GP campaign for improved access to mental health services at primary care level: Beyond a Spin of the Wheel: ensuring timely and appropriate mental health care from GPs, June 2017. Counselling and GPs: Your Rights leaflet, May 2018.

The rights of asylum-seekers


Right to work, right to social security


Homeless film launched by children on the front line

Kids tell of their fight for a place of their own

BY MICHAEL JACKSON
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Belfast launched the film as part of Féile at Conway Mill. The documentary shows the damaging impact of homelessness on the youngest in our society and highlights the campaign to build social housing.

The children and their families have been campaigning for public officials to move to build homes on a number of sites in Belfast including, the Hillview site in North Belfast, the Canworks fringe site in South Belfast and the Stronoco site in East Belfast.

According to the latest figures from the Housing Executive, there are over 10,000 children on the housing waiting list. It is also estimated that there are 13,276 families on Belfast’s social housing waiting list, with over 8,000 deemed to be in housing stress.

Speaking at the documentary launch, Cáomhie O’ descending said her mum had searched for a house for 12 years.

"The families and I have been working with PPR campaign and the Homes Now campaign and have worked extremely hard on this documentary to let people know that it is not just adults who have been affected by the housing crisis, but also children," she said.

"It’s not fair that children living in hostels and sleeping on friends’ sofas are calling this home. I can speak from experience as my mum searched for a house for 12 years as our house was damp and had no heating for one and a half years."

She added: "I know what families and children are going through and I want to help them."

Another of the children, Shinnna Alderson, said: "I just wanted to say thank you to all of the people who helped to make this film. Whoever has the power to change this needs to act fast because this is a big problem and we are going nowhere. We are going to stand still until they give us our homes."

"The families and I have been working with PPR campaign and the Homes Now campaign and have worked extremely hard on this documentary to let people know that it is not just adults who have been affected by the housing crisis, but also children."

Working families

PREMIERE: Cáomhie O’ and Shinnna Alderson at the launch
Campaigners highlight concerns over Belfast’s ‘homeless crisis’

Campaigners highlight concerns over Belfast’s ‘homeless crisis’

“Lived over 15 years in a tent for my family,” she said. “And we only got a home after 15 years of telling our story.”

The campaign is calling for action to address the growing number of homeless people in Belfast.

“The social housing waiting list is 11,000 and we have been living in a tent for years,” said the campaigner. “This is unacceptable and we want action to tackle the homelessness crisis.”
Over 20,000 children in housing stress

Market area picked out as suffering very badly

BY CAOMHIE QUINN
caomihe@belfastnewsign.com

A FREEDOM of Information request has revealed that there are at least 20,000 children on the housing waiting list in the Market area of Belfast, effectively a state of homelessness.

As of the end of March 2018, there were 101 households in the small Market area of Belfast on the housing waiting list, with 12 of these in housing stress.

Padraig Ó Malcull, a member of the Homes Now campaign, claimed families in housing stress are typically forced into emergency accommodation such as single-parent hostels, share cramped accommodation with relatives or surf on a nightly basis.

“Tens of thousands of families have spent, collectively, tens of thousands of nights on emergency accommodation such as hotels and multi-storey car parks in Market area of Belfast,” he said.

For example, as of March 2018, there were 101 households in the small Market area of Belfast, on the housing waiting list, with 12 of these in housing stress.

Padraig Ó Malcull, a member of the Homes Now campaign, said: “The Housing Executive has responded to all previous requests by reply that they did not keep such details.”

Commissioner for Children and Young People, Padraig Ó Malcull, said that the Housing Executive had failed to keep records of children in housing stress.

“We have a statutory duty to assess and to strategically target housing need, focusing on new build social housing programmes in those areas of most need,” he said.

In terms of new housing supply, we continue to provide, on average, 2,000 new homes per annum, in partnership with housing associations, in line with Department for Communities targets.”

FIGURES: Padraig Ó Malcull of the Homes Now campaign
Shocking reality of life on housing list laid bare

"Commercial development prioritised ahead of us"
BY CAOMHÍN Ó GROINNE

A film capturing the shocking reality of local people in housing stress is to be shown in Conwy Mill Community Centre on page 10.

"Housing on a Child’s Wishes" is an important piece of work that gives a voice to the children living in this crisis. Families in housing stress are typically hidden from public view, such as single-parent households, share tenancies, accommodation with relatives or sofa-surfing on a night-by-night basis. Many of these children, including local mother of two Eileen Mulligan, have told their stories.

"Over 20,000 children are on the waiting list here, with 13,000 of them deemed to be in housing stress. These figures are all the more distressing, given the population growth in the county," Mulligan said.

The documentary looks at the stress of many families, including the treatment of children who are on the housing list and how they are being forced to change their lives. The kids asked why they and their families are suffering, and the Housing Executive said there were a number of reasons.

"The waiting list has been managed in a way that is not sustainable, and we need to find a better way to manage housing," said Mulligan.

"We have found that in the past, we have prioritised commercial developments and not the needs of families. It’s time to take a different approach to housing, not just in Conwy, but throughout the country," she added.

"The documentary is a way to bring these issues to the fore, and to show the human cost of this crisis," Mulligan said. "We need to act now to ensure that families are not forced to suffer in this way, and to provide the support they need to thrive."
Féile documentary highlights concern over rates of child homelessness in the north

Alison Morris
Security Correspondent

There are at least 20,000 children on the housing waiting list in Northern Ireland, of which 13,636 are deemed to be living in “housing stress” — either temporary or unfit accommodation.

Among the thousands of children in temporary accommodation is seven-year-old Shamoun Albaroon, who has lived in five different locations in the last two years while his family wait for a permanent home.

She is one of four children who feature in the documentary "Hunting for a Childhood," which will get its first screening tonight as part of Féile an Phobail.

Families in housing stress are typically in emergency accommodation such as single-parent hostels, sharing accommodation with relatives or in some cases "couch surfing," moving around on a nightly basis.

Figures on homeless children are not routinely collated but were gathered by Participation and the Practice of Rights, a campaign group who work with families in severe housing need.

The Commission for Children and Young People, Koulla Yiacouma, and the United Nations have previously expressed concern about the rates of child homelessness in the north.

Shamoun is living in temporary accommodation in the Cliftonville area of north Belfast with his seven-year-old brother Basil and parents Tawerul and Leandroo Albaroon.

Both parents are IT engineers who were forced to flee their home in Sudan due to political persecution and have been granted refugee status in Northern Ireland.

Shamoun’s mum said since arriving in Northern Ireland and despite having 10 years’ experience and a Masters degree, the only jobs she has been offered are low-paid entry level positions, with wages that will not cover the 'exorbitant' rent on hostel accommodation and childcare costs.

"The one job I did get wanted me to work shifts and I’d have no time to mind the children. I want to work but it seems strange that people are being financially penalised for going to work."

The family, who have 129 points on the housing list, have been told they’ll need at least 160 to be housed anywhere in north Belfast.

"The children have had to move schools and I’ve now settled them in a school they like and where they are doing well. We’d like to stay in north Belfast so they don’t have to move again," Mrs Albaroon said.

"Being in temporary accommodation is unsettling - we never know when we might have to move, you can’t make improvements or make it a home for the children.

Shamoun is very academic, very smart, she wants to do well at school. Basil is into sports and wants to play and make friends. I just want my children to be settled and have some stability, a safe place they can call home.

Campaigners from Homes Not Jails and Equality Can’t Wait worked with children and families on the housing waiting list to make the documentary.

I just want my children to be settled and have some stability, a safe place they can call home.

-Tawerul Albaroon

"Hunting a Childhood" will be launched tonight in Conway Hall in west Belfast at 7pm. Organisers say it is not a ticketed event, early arrival is advised.
Syrian family’s nightmare is nearly over

HE says new home found and move is imminent

BY BRÚNACH NÉ THIOMA

A SYRIAN family living in West Belfast are calling on the Housing Executive to house them with "dignity."

Abdel Elshoby, his wife Sukina and their four young children aged 8, 11, 13 and 14 fled Syria two and a half years ago and made a home for themselves in West Belfast.

The Elshoby family were among the first batch of Syrian families to arrive in Belfast on December 13, 2013, when they were housed in Earlecourt Street, a home which they say to is in a state of advanced disrepair.

Rotten door frames, mould and slugs are all daily features in their home. As well as this, Mrs Elshoby and her children have had multiple falls on the steep stairs.

Speaking to the Andersonstown News in their Earlecourt Street home through a translator Mr Elshoby said "We were promised before we were brought here that we would be given a dignified life in a safe place.

"This is a lovely community with wonderful people but this house is not good. We were told this was a temporary house for three months, my wife signed a contract but no one explained what was in it, she didn't understand."

"The sheets and the bedding were filthy, the smell is bad, the door frames are rotten, some have been filled with Blu-Tack."

"The stairs caused my wife to fall many times, she has miscarried three times I believe as a result of falling, all of my kids have also fallen on the stairs. My youngest baby is always coughing because of the dampness. This house is so damp that we have had to keep our children in pyjamas for the past two and a half years."

"There are slugs everywhere, at night time the place is covered in them, this is not safe and this is not dignified."

Mr Elshoby says as well as the many health and safety problems in the property the house is also too small.

He said: "The house is so small that there is no room for my children to do homework or study. I have hired a tutor for them but had to stop because there is no space here in this house. They don't even have a garden to play in, I want my children to have a good life. They have made friends in the area and they are settled in school. I don't want to take them out of West Belfast but I want them to have a good home.

"There are many families like mine who are afraid to speak out for fear of losing their accommodation.”

ELLA SOTHERN of Participation and the Practice of Rights said: "This family are only one of thousands on the waiting list in West Belfast and are indicative of the housing crisis felt here and other areas of the city. The response to this crisis from the state and its agents in the DCC, Belfast City Council Planning Dept and Housing Executive is extremely poor and the political will and determination needed by the families who have been waiting for years.

"The solution is on our doorstep, as March 2015 families in the Equality Can’t Wait group went out in Belfast taking pictures of vacant land sites in their communities which could be used to tackle the housing crisis. They rallied for the Department of Communities to visit two sites in West Belfast, Monagh Bypass and the former Mackies site, Equality Can’t Wait secured the support of political parties and even the UN has called for action – but the NI executive has done nothing. Only last week these families, on behalf of Equality Can’t Wait, met with the Department of Communities and the housing executive and asked again for them to use their vested powers to buy the land at Monagh Bypass and the former Mackies site for social housing."

A Housing Executive spokesperson said: “More suitable accommodation for this family has been sourced and we are moving them soon.”
Counselling and GPs

Your Rights

The right to the highest attainable standard of both physical and mental health is a fundamental human right (World Health Organisation)

For more information or to sign up to support:
Email: sara@pprproject.org
Tel: +44(0) 2890 313315
Facebook: MentalHealthRights
1. You have the right to be treated as an individual and with dignity and respect.

2. You have the right to the same standard of care from your GP as patients with physical health problems.

3. You have the right to ask your GP to be referred to counselling.

4. You have the right to discuss options with your GP so you can make choices and decisions about your care.

5. If you decide not to take up the offer of counselling, or if your GP thinks you might get better without it, you must be offered another appointment within two weeks to see how you are. The GP should contact you if you miss this.

6. You have the right to receive counselling on its own or along with medication.

7. There is no target waiting time for an initial appointment. MIND recommends you should be seen within 28 days; in the case of a mental health emergency it should be sooner.

10. The counsellor should be trained with appropriate qualifications and experience. They should be registered/accredited or working towards it, and should have appropriate supervision in place.

11. You have the right to be told if the counsellor is a student.

12. Your GP should regularly assess your physical health needs alongside your psychological needs.

13. If you have mild to moderate depression you have the right to annual physical and mental health checks.

14. You have the right for your personal health information to be kept confidential and to know how it is used.

15. You have the right to request a copy of your GP records; be aware there may be a fee.

16. You have the right to complain if you are not happy with your treatment. Your GP should regularly assess your physical health needs alongside your psychological needs.
ACCOMMODATION FOR DESTITUTE ASYLUM SEEKERS.

A SIMPLE SOLUTION

Background.

An asylum-seeker is someone who has left their home country and applied for asylum in another country, because they have a well-founded fear of persecution at home and cannot return. Asylum seekers who live in Northern Ireland have asked the UK government for refugee status and are waiting for a decision on their case.

Asylum is an ‘excepted matter’, meaning that decisions on applications to be accepted as a refugee cannot be made within Northern Ireland, so claims are decided by the Home Office. The entire process can take years.

In 2016, the Home Office refused 68 per cent of initial asylum applications. A majority of the people whose claims were refused chose to appeal, and many appellants -- in 2016, 42% -- were ultimately successful in being granted asylum.

Asylum seekers are barred from working in the UK and do not receive social security benefits. If their initial claim is rejected, the Home Office withdraws their housing along with the £37 per week financial support it had been giving them. They are even ineligible for emergency accommodation in hostels. The result is enforced destitution, which risks exacerbating the physical, emotional or mental trauma already suffered by many in the course of their flight.

Housing4All (H4A) is a group of asylum seekers and supporters campaigning to ensure that people seeking refuge in NI are given the opportunity to lead dignified and secure lives, free from enforced destitution. H4A’s work is supported by Participation and the Practice of Rights (PPR).

Research carried out by H4A among destitute asylum seekers in Belfast in 2015 found that 63% had been homeless on more than one occasion since seeking asylum in Northern Ireland, and 50% of these individuals had been homeless on more than three occasions. Furthermore, there are wholly inadequate support mechanisms in place for destitute asylum seekers. The same research asked destitute asylum seekers about their attempts to get support from statutory and voluntary service organisations:

- 77% had approached social services for assistance and not a single survey respondent said that the advice or support provided was sufficient to meet basic housing needs
- 93% had approached local charities and only 5% said the support provided was sufficient to meet their housing needs

Accommodation for Destitute Asylum Seekers.

The problem being addressed: Unlike in many European states, in the UK if an asylum seeker’s initial claim of refugee status is refused, Home Office housing and financial
support is withdrawn after 21 days and they are deemed to have ‘no recourse to public funds’, despite the fact that they may be in the midst of compiling an appeal. The same is true for rejected asylum seekers who are waiting for travel documents to return home or who are from a country judged by the Home Office or the courts to be unsafe for return. If their claim is rejected they are no longer even eligible for emergency accommodation in homeless hostels.

- According to the Refugee and Asylum Forum, in Northern Ireland in 2015/16, roughly 100 rejected asylum seekers suffered enforced destitution.

The human impact: Enforced destitution comes as a crippling blow to people who have already had to leave their countries under extreme duress and who may have suffered additional physical, mental and emotional trauma in the course of their flight. Many will have arrived in the UK with serious physical and mental health needs as a direct result of their experiences. These are if anything exacerbated by the stress of being evicted and cut off from support. Women in this situation find themselves at very real risk of abuse and exploitation.

- In 2016, 87% of destitute refused asylum seekers surveyed by H4A in Belfast reported that their living situation negatively affected their mental and physical health.

The Approach: A partnership project concept has been developed by H4A and PPR, with the hope of linking with a housing association and other charitable organisations in Northern Ireland. The aim is to develop a model of accommodation provision for destitute asylum seekers who, unlike in many other European states, currently have ‘no recourse to public funds’ in the UK and are denied basic fundamental human rights to accommodation, employment and social security. As such, established approaches to dealing with such homelessness through emergency/temporary accommodation and related support are denied, in law, to destitute asylum seekers. Schemes are up and running in other parts of the UK to provide accommodation for destitute asylum seekers, and research and a legal opinion commissioned by the Rowntree Foundation demonstrates that the model being used in other parts of the UK does not fall foul of the rules regarding people who have ‘no resource to public funds’. Some progress has been made with one housing association generously looking at providing one of its properties which would otherwise be privately rented. We are pleased with this progress.

However, the original aim had been to utilise a housing association property from the social housing stock (the particular property was scheduled for demolition and could not therefore be used for permanent tenancies). This approach has been blocked by NIHE. This causes a problem in that, if the pilot of one property is to grow to a number of properties, which would be needed to address the need (which is at any one time around 100 people), then social housing stock being blocked from use would be a problem.
The obstacle: Permission was required from the Northern Ireland Housing Executive to take any property out of the Common Selection Scheme. This is because Housing Associations in Northern Ireland must make all their properties available for tenants on the common waiting list, unless they have a good reason to use them in some other way. There are agreed exceptions. However, the NIHE refused to back the plan – despite the fact that this approach asks nothing of the NIHE (no funding or support) and could make an enormous practical difference to the lives of vulnerable asylum seekers. Further, as stated above, the approach follows a model that has been reviewed and found not to fall afoul of restrictions on public funds used for Immigration Rules purposes.

Considering the response of NIHE, H4All is now asking the Department for Communities to give its permission for this model of accommodation for destitute asylum seekers to be taken forward. We are merely asking for parity with the rest of the UK.

We are asking the Department for Communities to give its permission to housing associations to provide properties which can be used to accommodate destitute asylum seekers through partnerships with other charitable organisations.

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1 University of Oxford Migration Observatory at [www.migrationobservatory.ox.ac.uk/resources/briefings/migration-to-the-uk-asylum/](http://www.migrationobservatory.ox.ac.uk/resources/briefings/migration-to-the-uk-asylum/).


In the matter of an opinion requested by the Association of Charitable Foundations, the Joseph Rowntree Trust and the Rowntree Housing Trust: Opinion, 13 Jul 2015 at https://www.acf.org.uk/downloads/member-briefings/Legal_Opinion_-_Improving_support_for_Destitute_Migrants.pdf, paras. 13, 87(ii), 93. The Opinion concludes that “the meaning and use of the term ‘public funds’ is far narrower than might be thought. It does not block charities from providing accommodation to persons subject to a NRPF [‘no recourse to public funds’] restriction but raises the question of how such accommodation is to be funded.” The potential ramifications of this opinion are briefly discussed in Northern Ireland Assembly Research and Information Service Briefing Paper, Support to Appeal Rights Exhausted Asylum Seekers in Northern Ireland, Mar 2017 at www.niassembly.gov.uk/globalassets/documents/raise/publications/2017-2022/2017/executive-office/2617.pdf, pp. 11-12.