

Report to	Cabinet	Item
	13 December 2017	
Report of	Director of regeneration and development	8
Subject	Norwich rough sleeping strategy 2017-22: breaking the cycle of homelessness	

KEY DECISION

Purpose

To seek approval for the revised Norwich rough sleeper strategy 2017-22: breaking the cycle of homelessness, and its action plan.

Recommendation

To approve the Norwich rough sleeper strategy 2017- 22: breaking the cycle of homelessness, and its action plan.

Corporate and service priorities

The report helps to meet the corporate priorities:

- a healthy city with good housing
- a safe and clean city
- a fair city
- value for money services

Financial implications – finance to review and comment

The funding available to reduce and respond to rough sleeping has been reduced, following a decision by Norfolk County Council to cut their housing support budget. Additional external funding is being sought to add to the city council's budgetary provision, to enable the council and its partners to deliver the proposed action plan.

Ward/s: All Wards

Cabinet member: Councillor Maguire - safe city environment

Contact officers

Chris Hancock, housing strategy officer 01603 212852

Paul Swanborough, strategic housing manager 01603 212388

Background documents

None

Report

1. This is Norwich City Council's second rough sleeper strategy the first being adopted in 2010 and has been revised in response to the increasing number of people who can be seen rough sleeping in Norwich. The adoption of the strategy was delayed following Norfolk County Council's cuts to their housing related support funding. A number of statutory and voluntary sector agencies use this funding to deliver services to some of the most vulnerable people in Norwich and across Norfolk who are homeless or at risk of losing their home. The council now has a clearer indication as to the effect these cuts will have on vulnerable people and are now in a position to finalise the strategy and start to deliver the action plan.
2. The increase in rough sleeping can be seen locally and nationally. In November 2016, the council undertook the annual Department of Communities and Local Government sponsored rough sleeper count and 34 individuals were found sleeping on our streets. This is a 161% increase on the previous year. Over the course of 2016/17 the Norwich rough sleeper outreach service came into contact with around 400 known and unknown rough sleepers. This is a 62% increase on the previous year.
3. In a study carried out by CRISIS in 2012 titled Homelessness Kills, it was found that the average age of death amongst the rough sleeping population was 47 years for males and 43 years for females.
4. The action plan sets out the council's approach to tackle rough sleeping and reduce the numbers on our streets as much as possible in conjunction with its partners. Unfortunately due to a number of external drivers former rough sleepers can and will return to the streets, and this strategy seeks to look at ways of preventing this by using new approaches such as Housing First, which provides intensive support packages to help people rebuild their lives by providing accommodation first rather than after an individual has stabilised their life.
5. However, it is anticipated that changes to social welfare will lead to more people becoming homeless and becoming at risk of sleeping rough.
6. This strategy cannot be delivered solely by the council and therefore we are committed to working in partnership with a number of voluntary and statutory sector partners. We intend to work in new ways to maximise value for money and effective services to provide the best possible outcomes for homeless and vulnerable people in Norwich.
7. With the reductions to housing support funding provided by Norfolk County Council, the increasing numbers of people rough sleeping in Norwich and the current contract for the rough sleeping outreach service due to end in March 2018, the service will be recommissioned using the council's commissioning framework on a co-produced partnership basis so it is ready for April 2018.

Stakeholder consultation

8. Throughout the development of this strategy officers have met and consulted with people who have experience of rough sleeping. This will continue as services develop and will ensure that their experiences are shared so that it informs the approach of other agencies working to prevent and tackle homelessness and supporting those who are vulnerable and who have complex needs.
9. The strategy has identified three priorities under which there are a number of actions. The priorities are:
 - Reduce the number of rough sleepers on our streets and where possible develop interventions to stop rough sleeping from happening in the first place.
 - Actively case manage rough sleepers who are reluctant to engage with services by using an assertive outreach model.
 - Make the best use of the supported housing system to help people move away from homelessness for good.
10. A twelve week stakeholder consultation was completed prior to the final drafting of this strategy with the overwhelming majority of responses from stakeholders being positive about its content and actions.
11. The strategy will be reviewed annually.
12. The risks of failing to deliver this strategy are:
 - Reputational - If the council fails to follow a clear strategic direction it is likely that rough sleeping will increase. This would be clearly against the council's corporate and strategic priorities.
 - Economic - Preventing and relieving rough sleeping saves money and the potential damage it causes can be significant to people's lives and society as a whole. An individual affected by rough sleeping can affect all statutory service providers negatively; for example, increased pressure on health, and criminal justice services.
 - Legal – Local authorities will have increased responsibilities under the Homelessness Reduction Act 2017 (when it is introduced in 2018) to assist people who are homeless or are at risk; this includes single homeless people who are rough sleeping. This duty is on top of our existing homelessness duties under Part 7 of the Housing Act 1996 and Homelessness Act 2002 to prevent and assess homelessness.

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report

Detailed guidance to help with the completion of the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Cabinet
Committee date:	08/11/17
Director / Head of service	Andy Watt
Report subject:	Norwich rough sleeper strategy 2017-22: breaking the cycle of homelessness
Date assessed:	12/10/2017
Description:	

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Part of the strategy will be to look at how we spend our money to help rough sleepers and to make the most of what resources we have to combat and tackle rough sleeping.
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Rough sleeping (as well as damaging the individual) can have a negative impact on businesses and tourism that help benefit the City as a whole.
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By helping people who are excluded from society because they are rough sleeping this strategy will help people access benefits and income and the potential to find work and build a better future.
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Delivering better outcomes for rough sleepers will help us meet our duties.
<u>S17 crime and disorder act 1998</u>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	

Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Rough sleepers have some of the worst health outcomes in society and this strategy will help support and improve their physical and mental health wellbeing.
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	There is a small number of rough sleepers who have no recourse to public funds who come from areas of eastern Europe. This group particularly can be victims of discrimination and harassment and this strategy aims to improve the relationships between groups of people in Norwich.
Eliminating discrimination & harassment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Reducing the number of people who are rough sleeping will help reduce discrimination and harassment that this group suffer because they are excluded from society.
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment				
Positive				
Negative				
Neutral				
Issues				

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

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“Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”

2. Priority two:

“Actively case manage rough sleepers who are reluctant to engage (with help available) by using an assertive outreach model.”

3. Priority three:

“Make the best use of our supported housing system to help people move away from homelessness for good.”

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Focus of this strategy

First and foremost the focus of this strategy will be on people **who are roofless and rough sleeping**. However, we know (from experience) that people are often on the periphery living in other forms of insecure accommodation and will sometimes have no option but to sleep rough. The various types of situations are below¹:

1. Roofless - People sleeping rough.
2. Houseless – a. people in accommodation for homeless people (direct access hostels).
b. people due to be released from institutions (prison and hospital)
c. people receiving support (due to homelessness i.e. in supported accommodation).
3. Insecure – a. people living in insecure accommodation (squatting, sofa surfing).

The voice of people with lived experience of homelessness

In order to implement change to improve services for people who are at risk, or are rough sleeping, we have made a commitment to listen to people who have lived experience of homelessness. Throughout the formation of this strategy we have attempted to make the voice of people heard through questionnaires and meeting with service users. We will continue to develop this relationship to involve people in the development of services and spread their voice further to forums where other agencies can also learn and develop their own services based on their experiences.

¹ These categories are adapted from the European Typology of Homelessness and Housing Exclusion (ETHOS) developed by FEANTSA (European Federation of National Organisations working with the homeless). For further information see <http://www.feantsa.org/en/toolkit/2005/04/01/ethos-typology-on-homelessness-and-housing-exclusion> accessed on 14/09/17.

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Foreword by Portfolio holder or leader of the council.....

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

1. Priority one:

“Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”

1.1 What does this mean?

The instances of people rough sleeping both nationally and locally is increasing. Where possible we will make every effort to stop people rough sleeping in the first place and where it happens we want to reduce the time people spend on our streets.

More often than not rough sleeping affects single people who do not necessarily meet the priority need criteria set out in Part 7 of the Housing Act 1996. Despite this rough sleepers are one of the most vulnerable groups in society; studies have found strong correlations between homelessness and a multiplicity, and increased severity, of both physical and mental health conditions. Rough sleepers are over nine times more likely to commit suicide than the general population; on average rough sleepers die at age 47 (age 43 for women). Locally at a specialist health provision (NHS City Reach for people who are homeless or insecurely housed) they have a memory book that they use to record when one of their service users dies. Over the period 2015 to June 2017 there have been 36 deaths of patients. The majority of these deaths have affected people with an average age of 35-45. It is estimated that the majority of these deaths have been a combination of overdoses, liver and organ failure, linked to substance and alcohol misuse.²

People are at greater risk of harm or abuse from others the longer they spend on the streets. A person living on the streets is more likely to be a victim of crime compared to someone who is housed.

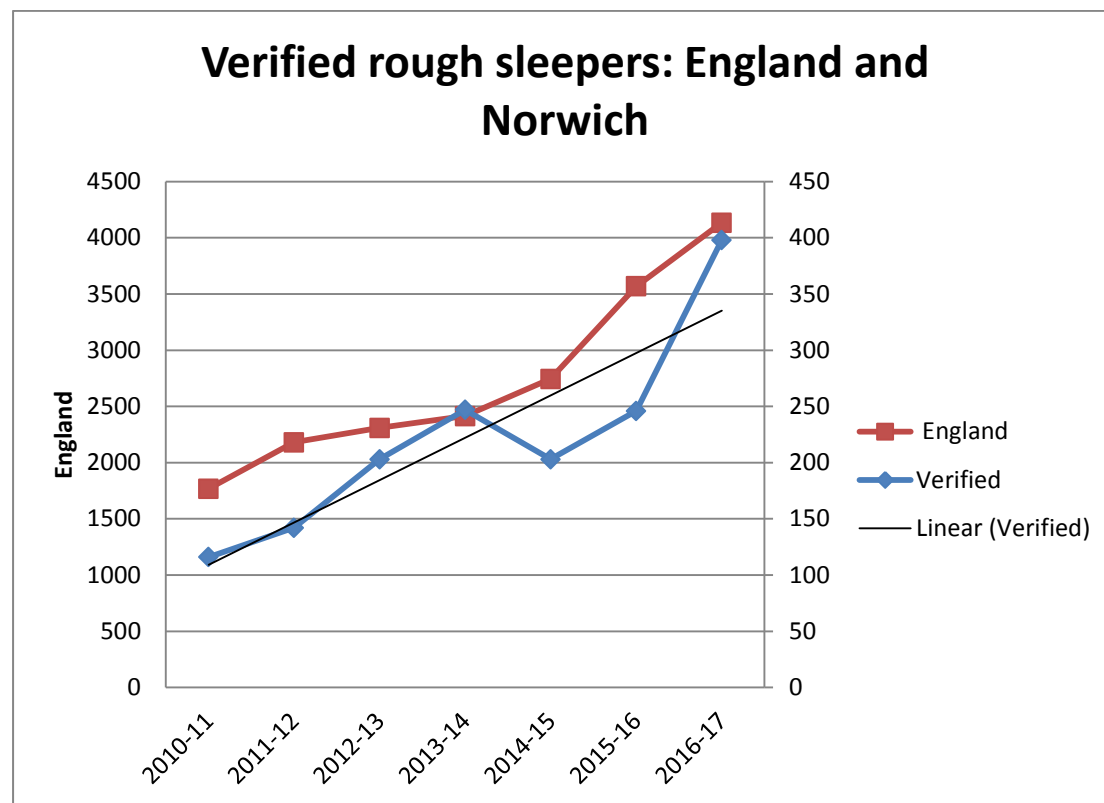
² This service has a client base of approximately 450 people at any given time with some of them former or current rough sleepers; or in insecure housing.

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Despite the efforts of the statutory and voluntary sector in greater Norwich there is a constant flow of people finding themselves on our streets (particularly in Norwich City centre). We want to build on the success of our 'No second night out' approach to ensure that people will spend as short a time as possible without a roof over their head and access to services they need.

Nationally and locally, the trend for the past six years, shows rough sleeping is increasing to levels not previously seen. Due to these increases it is imperative that we can help people move off the streets quickly and where possible prevent rough sleeping from happening in the first place. The following table shows the number of verified rough sleeper individuals seen by our outreach team compared to the number of people seen in the rest of England as part of the annual November CLG sponsored rough sleeper count:

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Source: St Martins Housing Trust and CLG, Street counts and estimates of rough sleeping in England, Autumn, 2010-16.

1.2 Access to help and housing advice

A questionnaire³ was carried out in 2015 with former rough sleepers asking them a series of questions about their experiences. This exercise was carried out in 2009 before the first greater Norwich rough sleeper strategy 2010-13 so we were able to compare

³ Homeless Link's Prompt questionnaire was used in May 2015.

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experiences. In common with last time there were a significant number of people (15 out of 24) who did not seek any help or advice before rough sleeping for the first time. We need to redouble our efforts to publicise homeless and housing advice services so that people can access help preventing someone becoming homeless in the first place.

Rough sleepers who did access local outreach teams and day centres had reported positive experiences of these services and were able to access them regularly.

There are considerable resources for people who are homeless in the statutory and voluntary sector in greater Norwich, especially in the Norwich City centre area. We need to make sure that services work effectively together so that people do not become homeless in the first place or get the help they need to get their life back on track again as soon as possible. The most common barriers are⁴:

- having to travel distances (with little or no money) in order to get help in the first place
- lack of money means you can't access help by phone
- accessing I.T. for help
- difficult to access traditional primary health care (forced to use emergency health care settings)
- access to benefits is slow
- find age restrictive services a barrier to help

We need to make sure that when someone accesses one service they can then find a clear pathway to the help and support they need. From our previous rough sleeping strategy (and feedback from rough sleepers) we designed a leaflet and map showing the services available so homeless people know where to go for help. This has now been developed further with the introduction of a webpage (SearchNorwich.org.uk).

⁴ Feedback from supported housing consultation event at Solo Housing in Diss, Norfolk, April 2015.

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1.3 Housing First

In 2014 Bishopbridge House (a direct access hostel) showed that 119 of the 195 clients who used the service had been without settled housing⁵ for more than a year; 33 of these had been without settled housing for more than five years. Often the same clients were revolving around the system going in and out of the hostel unable to move into other housing because they displayed complex and multiple needs that other services struggled to cope with. As a result of these issues the Housing First approach was adopted for those people. Maria Pratt, from St Martins Housing Trust who is currently managing the project states the following about the project, "A five year analysis of revolving door clients showed a considerable increase from 18 in 2010 to 56 in 2014. Each subsequent visit to the service brings more challenges as the service user becomes more entrenched in the lifestyle and are despondent about their future....Using the Housing First model we came together as a multi-disciplinary panel and with the knowledge of each individual we created a housing and support pathway that was person centred and focussed on addressing the barriers previously experienced by the individual...We began with a shortlist of 12 individuals, two sadly died before we began which highlighted the critical situation who fell into this category...The success of this pilot has been due to the great support and partnership working from all who have taken part. We have been able to access all relevant services swiftly and effectively...and increasing interest from organisations wanting to address the needs of our most complex needs clients." To date, two people have successfully accessed housing and are living stable lives. There are a number of examples of where this intervention has reduced reoffending and the pressure on emergency medical care.

1.4 Early surrender scheme

Failure to manage a tenancy can lead to debt, household instability, eviction or abandonment and ultimately homelessness. We know anecdotally from supported housing providers that there are a number of people who are former social housing and private sector tenants who failed to manage their tenancy and are saddled with debt often with from former tenancy arrears making it difficult for an individual to access housing again in the future. The reasons why people fail in their tenancies can be for a number of reasons including:

- the inability to secure adequate furniture and equipment

⁵ This typically includes clients who lead transient lifestyles living in supported housing for short periods sometimes interspersed with rough sleeping, sofa surfing and time spent in institutions.

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- debt problems associated with unemployment and short term contracts
- social isolation
- poor physical and mental health
- relationship breakdown

Currently there is early scoping work at Norwich City Council to see whether a safe surrender scheme could prevent future homelessness in greater Norwich specifically amongst Norwich City Council tenants. The aim of the scheme could be to:

- provide a safety valve mechanism (prevent 'crash and burn') where people can safely surrender tenancies and move into alternative housing with support when they need it and return to independent living
- reduce debt to the landlord and the individual and stopping the cycle of homelessness
- reduce the number of people being excluded from our housing register
- identify people at risk earlier who have previously been homeless (and/or excluded from the register) and would benefit from the scheme

1.5 People with no recourse to public funds

The overwhelming majority of migrants that come to greater Norwich are likely to be already working or actively job seeking and will not need the help of agencies. Sometimes migrants can be referred to as 'economic migrants' but this can confuse an already complex area; migrants can come from a wide and diverse group of people and countries which include the European Economic Area 25 member states of the European Union, but people do come from beyond these countries.

Recent research has categorised the various people who are migrants and have no recourse to public funds (NRPF) into the following:

- Asylum seekers whose claim has failed
- Refugees who have been given refugee status or other leave but do not have the documentation to claim benefits
- People trafficked into the UK
- People who have lost documentation

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- People whose 'leave' includes a condition of NRPF
- European migrants who cannot claim benefits because of problems with their 'right to reside'
- People with leave to remain with NRPF who through a change of circumstances can no longer support themselves
- Parents of British children who have a right to stay in the UK (under European rules), but does not make them eligible for housing or benefits
- 'Irregular or undocumented' migrants

In greater Norwich the majority of people with NRPF are European economic migrants who cannot claim benefits because of problems with their 'right to reside.' The reasons why they no longer have the 'right to reside' are often complex and are for a number of reasons, Homeless Link have highlighted that the main causes are:

- Causal or seasonal employment ends, along with any tied accommodation
- Wages too low to afford rents
- Job offers that turn out, on arrival, to be short-term or non-existent
- Not enough contingency savings e.g. for a deposit, or transport home
- Unscrupulous landlords e.g. over charging, evicting illegally, not returning deposits
- Escape from trafficking and forced labour

1.6 Greater Norwich homeless health needs audit 2016

During 2016 in partnership with Norfolk County Council's Public Health team a group consisting of homelessness agencies in the voluntary and statutory sector and greater Norwich housing authorities carried out a homeless health needs audit using the national audit developed by Homeless Link. The reason for this work was identified in the formation of the Greater Norwich Homelessness Strategy 2015-20.

The audit captured 101 responses from people who have experienced or were homeless at the time (significant number had also slept rough). The purpose of the audit was to identify the following:

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- Level of access to health services
- Physical and mental health needs
- Hospital discharge
- Vaccinations and screening
- Wellbeing
- Smoking levels
- Drug and alcohol use

A host of data sources was used to measure and compare with the general population and the national database created by Homeless Link. This survey will be used as a benchmark to enable us to carry out further audits to see if there are improvements in the identified issues.

The main highlights of the audit when comparing to the national audit database were as follows:

- Levels of GP registration were similar
- Levels of dentist registration were significantly lower (14%)
- High levels of potential inappropriate use of emergency health services
- High levels of mental and physical health problems
- Poor experiences of hospital discharge
- Poorer diet
- Nearly half of those surveyed said they use drugs or alcohol to cope with their mental health problem

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Priority One: “Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”

Actions to support this priority	Short ⁶ , medium ⁷ or long ⁸ term priority?	Which partners will help deliver this?	How will we measure success?
Work with our partners in the Operational Police team to help prevent and reduce rough sleeping	Medium	Norfolk Police/Norwich City Council	Reduction in rough sleeping and incidents of anti-social behaviour on the streets of Norwich.
Create better links with faith and charitable organisations in the area	Medium	Norwich City Council	More services working in a joined-up way Avoid duplication
Publicise homelessness, housing advice and support services especially amongst hard to reach groups such as people sofa surfing and the wider general public	All	Norwich City Council/NHS City Reach/Homelessness and advice agencies	More people stay in their home as a result of homelessness prevention More people find appropriate alternative accommodation More people access specialist support services Provides reassurance to the public that there are services available for rough sleepers and know how they can help Reduce duplication of services like free food provision
Update our database of	Medium	Norwich City Council	Help build effective partnerships with service

⁶ Short term priorities will be completed in the first year of the strategy.

⁷ Medium term priorities will be completed in the second and third year of the strategy.

⁸ Long term priorities will be completed in the fifth year of the strategy.

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Priority One: “Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”

Actions to support this priority	Short ⁶ , medium ⁷ or long ⁸ term priority?	Which partners will help deliver this?	How will we measure success?
services that work with rough sleepers			providers Make the best use of resources available to help rough sleepers
Explore the use of the Homelessness Manchester charter	Medium	Norwich City Council	More effective use of resources and pulling services together under one banner
From the findings of the current (and future) health needs audit influence future commissioning of services for homeless people so that we can improve their health and wellbeing	Medium and long	Norwich City Council/ Public Health	Specialist housing and support services are tailored to the needs of what the evidence tells us
Develop a safe surrender scheme for people in social housing tenancies	Short and medium	Norwich City Council	A reduction in the number of people who abandon their housing and the numbers who are excluded from our register
Identify people at risk of rough sleeping earlier, especially those people who are sofa surfing through	Medium	Norwich City Council	Reduction in number of people rough sleeping who were former sofa surfers and had accessed housing advice

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Priority One: “Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”

Actions to support this priority	Short ⁶ , medium ⁷ or long ⁸ term priority?	Which partners will help deliver this?	How will we measure success?
better monitoring of housing advice contacts			
Develop Housing First on a larger scale	All	Norwich City Council/ Norwich Clinical Commissioning Group (CCG)	Number of people who move on and make the transition to settled housing Reduction in repeat homelessness
Improve the experience of rough sleepers accessing help at council homeless teams with a clear offer of what help is available	Medium	Norwich City Council/NHS City Reach (service user group)	Carry out further rough sleeper questionnaires and use previous surveys as a baseline
Forge closer links with organisations who can provide humanitarian help to people who are destitute and have no recourse to public funds	Short	Norwich City Council	Increased options for migrants who are destitute Reduction in numbers of rough sleepers who are destitute
At every opportunity highlight the findings of the Greater Norwich homeless health needs audit with providers	All	Norwich City Council	Improve health of our homeless population Reduce homelessness and untimely deaths Prevent repeat homelessness

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Priority One: “Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”

Actions to support this priority	Short⁶, medium⁷ or long⁸ term priority?	Which partners will help deliver this?	How will we measure success?
and commissioners of health services			

2. Priority two:

“Actively case manage rough sleepers who are reluctant to engage (with help available) by using an assertive outreach model.”

2.1 What does this mean?

Unfortunately we are increasingly seeing a population of people who are unwilling to engage with support services and continue to engage in a lifestyle which can include begging, anti-social behaviour, street drinking and substance abuse. Not only does this have negative consequences for the individual, but also for people working in and visiting the City; with increased costs for services such as the Police and acute health services.

As is common with other cities in England significant proportions of the people on the street have accommodation but will continue in this type of behaviour. A consistent approach with our partners needs to be taken to help engage with people who choose this lifestyle by focusing on managing risks and harm, and promoting appropriate behaviour with an alternative offer to a life on the

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streets. A particular issue amongst this population is that by continuing to engage in this type of behaviour it can place their accommodation at risk, and increase the likelihood of rough sleeping in the future, placing them in a revolving cycle of homelessness and street lifestyle.

Through statistics (from 2016/17) provided by our rough sleeper outreach service we know that 40% of people assessed had two or more support needs, including: mental health, physical health, criminal justice involvement, learning disability, alcohol and drug use. These support needs are compounded by the growing issue of repeat presentations of clients (at Bishopbridge House) revolving around the homelessness system. Over the course of 2016/17, 74 people returned to the service during the same year. Whilst there has always been an element of revolving door clients we are now seeing more of these clients than ever. The following table shows the level of need of people assessed by the rough sleeper outreach team:

Level of need ⁹	Housing need	Level of help	% (and number) of people ¹⁰
None or one support need indicator identified and needs help to access housing.	Vulnerably housed or rough sleeping	Light touch. Give advice around housing options and help available.	60% (397)
Struggles to live independently and needs help to access housing and support services. Will have 2 support need	As above but more likely to be a rough sleeper over an extended period of time (months).	Signpost and support to support services available. Actively support to find housing options.	25% (164)

⁹ Support need indicators include: mental health, physical health, criminal justice involvement, learning disability, alcohol use and drug use.

¹⁰ Estimates based on needs identified by Rough sleeper outreach service in 2016-17. 663 cases were assessed or closed during this period; of these there were 446 individual people (not all will be rough sleepers but the majority will have been rough sleeping recently or insecurely housed). A number of these were repeat presentations to the service.

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Level of need ⁹	Housing need	Level of help	% (and number) of people ¹⁰
indicators.			
Struggles to live independently and needs help to access housing and support services. Will have 3 or more support need indicators.	As above but more likely to be rough sleeping for an extended period of time (years) and are likely to be chronic homeless.	Multi-agency disciplinary approach. Flexible housing options available including housing first. Likely to need help accessing social or mental health care assessments (if required).	15% (102)

Priority two: “Actively case manage rough sleepers who are reluctant to engage (with help available) by using an assertive outreach model.”

Actions to support this priority	Short ¹¹ , medium ¹² or long ¹³ term priority?	Which partners will help deliver this?	How will we measure success?
Work with our partners in substance misuse and mental health services to increase engagement with rough	Medium	Norwich City Council/ Norfolk and Suffolk Foundation Trust(NSFT)/ Norfolk County Council/ Public Health/	Visible reduction in homeless street drinkers and people using drugs on the streets. Reduction in number of rough sleepers with dual diagnosis ¹⁴

¹¹ Short term priorities will be completed in the first year of the strategy.

¹² Medium term priorities will be completed in the second and third year of the strategy.

¹³ Long term priorities will be completed in the fifth year of the strategy.

¹⁴ Essentially, the **meaning** of **dual diagnosis** is when someone struggles with both a mental health disorder and substance abuse problems.

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Priority two: “Actively case manage rough sleepers who are reluctant to engage (with help available) by using an assertive outreach model.”

Actions to support this priority	Short¹¹, medium¹² or long¹³ term priority?	Which partners will help deliver this?	How will we measure success?
sleepers to help support them into treatment services		Norwich CCG	
Work with our partners to develop a protocol for people who do not engage with support offered to help get them off the streets	Short	Norwich City Council/ Norfolk Police/ Voluntary and faith sector/Norfolk County Council/ NSFT	Reduction in the numbers of entrenched rough sleepers.

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3. Priority three:

“Make the best use of our supported housing system to help people move away from homelessness for good.”

3.1 What does this mean?

It is estimated that there are 58,000 individuals in Britain who face problems of homelessness, substance misuse and offending in any one year.¹⁵ A majority of these people will have experienced mental health problems. People with complex and multiple needs are more likely to make contact with emergency services such as:

- Accident and Emergency
- Police
- Ambulance services
- Crisis mental health team
- Rough sleeper outreach team

It is estimated that accessing these types of services is costly compared to mainstream services and that the costs attributed to the 58,000 people are between £1.1 billion to £2.1 billion per year.¹⁶ One of the problems of non-emergency mainstream services for this client group is that they often provide help for one single condition and cannot deal with the multiple issues that people present with. Providing accommodation for people with multiple and complex needs is just one part of the jigsaw and it is important that a whole range of support is provided that keeps an individual in their accommodation. “People experiencing multiple needs are likely to live in poverty and experience stigma, discrimination, isolation and loneliness.”¹⁷

¹⁵ Hard Edges: Mapping Severe and Multiple Disadvantage in England (LankellyChase Foundation, 2015).

¹⁶ Ibid.

¹⁷ Solutions from the frontline, (Making Every Adult Matter Coalition, Clinks, Homeless Link and Mind).

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In greater Norwich we have some strong examples of agencies that are working together to help people with complex needs, these include a pilot Housing First initiative and a Making Every Adult Matter service. These two initiatives are making a real difference in helping people access the care they need so that they can sustain their accommodation. In order to carry on this work we need to share the learning and experiences so that we can continue and develop this way of working thereby helping more people with multiple and complex needs in the future.

3.3 Making Every Adult Matter (MEAM) service

St Martin Housing Trust had a 16 months contract with Norwich City Council and its partners from Broadland and South Norfolk Councils to provide a MEAM Co-ordinator role.

The MEAM co-ordinator worked with Local Authorities, the local voluntary sector, statutory services ensuring a comprehensive service is available to those considered most vulnerable as highlighted in strategies including Make Every Contract Count, DCLG and the joint initiative Making Every Adult Matter (MEAM) 2009. The MEAM approach is designed to deliver better coordinated services, improve outcomes, and improve costs, for those individuals who have multiple and complex needs and have been excluded from most other services. Six months into the project 24 individuals have been referred into the service, 22 of which are still currently supported. 73% clients who have access the service have been assessed as having multiple complex needs. In the first six months using an industry recognised tool¹⁸ to measure client usage of services: offending, health, drug and alcohol and housing, two case studies have showed a saving of £55,628 to these services compared to the previous six months without the service.

3.4 Post-detox facility required in greater Norwich

In consultation with service users, Public Health and housing providers in the area we have identified that there is a need for this type of facility. People who have successfully undergone treatment with their alcohol or substance misuse struggle to find accommodation where people are not using alcohol or substances. The greater likelihood is that people will relapse and will

¹⁸ Tool designed by MEAM, with FTI Consulting/Compass Lexecon

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become homeless again. This type of provision has the potential to break the cycle of homelessness providing people with a more stable future.

3.5 Future funding of supported housing

Since July 2011 (with the announcement of the Coalition government's proposal to reform Housing benefit for supported housing) there has been considerable uncertainty for the future funding of supported housing. This uncertainty is set against a background of cuts, for example, to the Supporting People program.

There are a number of threats to the future of supported housing from the following areas:

- Housing Benefit Reform – Supported Housing consultation in July 2011: Announced that the government were looking at how supported housing would be funded in the future.
- Welfare Reform and Work Act 2016: saw the introduction of rent reductions for social landlords.
- Spending Review and Autumn Statement 2015: Housing benefit claimants living in dwellings rented from a social landlord (local authority or housing association) would face caps to the amount of rent that Housing Benefit will cover in the social sector to the relevant Local Housing Allowance level.

3.6 Housing Benefit Reform

In July 2011, the Government said that the current Housing Benefit arrangement for supported housing no longer works for the following reasons and proposed a supported housing review¹⁹:

- The processing of these benefit claims has become too complicated.

¹⁹ DWP, Housing Benefit Reform – Supported Housing, July 2011.

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- It is incompatible with other government policies for example: Personal budgets where an individual is enabled to exercise choice in commissioning their own care.
- Does not provide extra help to those requiring personal care or support whose landlord is not one of the prescribed types.
- Provides uncertainty for the housing sector in how rents are determined and could potentially make schemes financially unviable.
- It is costly for local authorities who have to sometimes meet the cost themselves for expensive schemes.

Whilst it has been reported that providers recognise funding for supported housing requires reform; the delay (since the announcement of the consultation in July 2011) of any clear policy from the government has created uncertainty within the sector. The consultation set out three types of supported housing based on the different level of benefits available to tenants:

- Group one: Local Housing Allowance (LHA) plus a fixed sum.
- Group two: LHA plus a locally determined top-up.
- Group three: Registered providers with regulated rents plus eligible service charges.

The National Housing Federation has been critical of the above categories used by the government as the distinction between the different types of supported housing was unclear and could jeopardise the original aim of creating a simpler system.²⁰

To date there has been no concrete announcement from the Government as to how and when these reforms will take place, creating uncertainty within the supported housing sector both locally and nationally. Currently it is expected that the outcomes of the review will be announced in early autumn 2016.

²⁰ NHF response to DWP consultation on Housing Benefit and Supported Housing, (NHF,2011).

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3.7 Welfare Reform and Work Act 2016: Rent reductions for social landlords

The Summer Budget of 2015 saw the announcement of rent reductions for social housing landlords. The Government announced that it wanted social landlords to play their part in helping reduce the welfare bill by reducing rents by 1% a year for 4 years. These measures were introduced via the Welfare Reform and Work Act 2016. During the passage of the bill through Parliament a number of supported housing providers called for an exemption from the rent reduction. Evidence provided showed that in an analysis of 14 homelessness supported housing providers this policy would lead to half of them having to close some services, whilst another four would have to stop working with clients with the most complex needs.²¹

On 27 January 2016 the government announced that the introduction of rent reductions in the supported housing sector would be delayed by one year from 01 April 2016. Whilst the delay has been welcomed amongst the sector the continued uncertainty has made it very difficult for providers to plan for the future.

3.8 Spending review and autumn statement 2015: Capping of social rents to LHA levels

The government announced in the Spending Review in autumn 2015 that housing benefit claimants in the social rented sector would be subject to further restrictions on how much help they would get with their housing costs (to the same level as people who receive housing benefit in the private rented sector). This change was announced to take effect from 01 April 2018 to tenancies signed after 01 April 2016.

In response, an Inside Housing article from 21 January 2016 claimed that 95% of supported housing providers would be forced to close their schemes as a result of the cap. The article also showed that a number of new sites for the development of supported housing would be either frozen or stopped whilst they waited to see if there was an exemption for supported housing. As a response the government have offered increases in the Discretionary Housing Payments budget (£70m additional funding) to help mitigate some of the shortfall.

On 01 March 2016 the Government announced a delay of one year in the application of the cap to tenants in supported housing. The new cap would then apply to all new tenancies granted from April 2017 (coming into force in April 2018). The Government announced that the forthcoming results of the supported housing review (in early autumn 2016) would determine what protections

²¹ Page 20, Paying for supported housing briefing paper, (House of Commons Library, July 2016)

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would be provided beyond April 2017. Further to this announcement on the 08 July 2016 an article in Inside Housing reported that the DWP intended to extend the cap further beyond the revised April 2017 deadline. However, on the 20 July, the Minister for DWP, Damian Green said that the Government would make an announcement in the early autumn as to the future funding of supported housing, "I have committed to making an announcement early in the autumn setting out the Government's view on what the future funding solution should look like."²²

3.9 Supported housing in greater Norwich

We have approximately 350 bed spaces in greater Norwich for people who are single homeless. The majority of these are based in Norwich, the towns of South Norfolk and the suburbs of Norwich. These services are important in providing people with pathways back to independent living. We need to ensure that people can access and move through these services as quickly and effectively as possible giving an individual the best possible chance of success when leaving. It is important that people can leave the services as quickly as possible when they no longer need it. The reasons for this are two-fold; to prevent silt up of this valuable resource and preventing access for people needing the service. The actions below are designed to help the supported housing system work as effectively as possible.

3.10 Supported housing move-on survey

The Homeless Link Move On Plans Protocol (MOPP) toolkit is designed to help local authorities and service providers audit resettlement needs in homelessness services. The toolkit was used in May 2014 with supported housing providers across greater Norwich and highlighted the following:

- 47 out of 499 planned moves were made into the private rented sector (because landlords were unwilling to let to people on Housing Benefit)
- 85 of the 140 clients were ready to move on were unable to move on because 46 were waiting for social housing, 29 for 2nd stage supported housing, 8 for 1st stage accommodation and 2 for long term care

²² Hansard, Volume 613, c853 (20 July 2016).

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- evidence of good practice amongst providers that should be shared with other providers including: reducing evictions for arrears/behaviour, abandonments and improving client engagement
- problem of exclusion from 1st to 2nd stage accommodation

3.11 Hostel exclusion workshop

As a follow-up to the above move-on survey, a workshop was convened with supported housing providers in September 2014 looking at real- life examples of applicants who had been refused accommodation. In order to highlight this issue a sample of cases were presented anonymously to providers. Providers were then asked based on the evidence presented whether they would they accept the applicant. The majority of those present would have accepted the people into their services. A number of recommendations were made as a result:

- Hostel application form (HAF) needs to be remodelled (made smaller) for moves between supported housing providers
- HAF needs to have a more personal feel to it showing the journey of the applicant
- issues around client engagement and suggestions about what tools could be used
- lack of in-reach from other support services such as mental health and drug and alcohol services
- consideration needs to be made to use one risk assessment for all providers
- in-house training needed for supported housing staff in drug and alcohol counselling

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Priority three: “Make the best use of our supported housing system to help people move away from homelessness for good.”

Actions to support this priority	Short ²³ , medium ²⁴ or long ²⁵ term priority?	Which partners will help deliver this?	How will we measure success?
Increase in-reach from specialist support providers into supported housing	Medium	Norwich City Council/ Voluntary and faith sector/Norfolk County Council/ NSFT/ Norwich CCG	Reduce the number of unplanned moves in supported housing
Work with commissioners to help provide a post detox (dry house) facility in Norwich	Short and medium	Norwich City Council/ Norfolk County Council/ Voluntary sector/Norwich CCG	The provision of a post detox (dry house) facility in Norwich
Pool training opportunities for supported housing staff across providers	All	Supported housing providers	Saves money and resources and encourages closer working with providers
Create an evidence base with agencies and commissioners for supported housing requirements (including specialist needs)	Medium and long	Norwich City Council/Norfolk County Council/Supported housing providers/ Housing associations/ Norwich CCG	When an evidence base/research can show what supported housing requirements are required; new services can be commissioned
Review the greater Norwich hostel move on agreement	Short	Norwich City Council/Broadland and South Norfolk Council/Supported housing	Numbers of people who move through the system successfully Reduction in the number of people

²³ Short term priorities will be completed in the first year of the strategy.

²⁴ Medium term priorities will be completed in the second and third year of the strategy.

²⁵ Long term priorities will be completed in the fifth year of the strategy.

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Priority three: “Make the best use of our supported housing system to help people move away from homelessness for good.”

Actions to support this priority	Short ²³ , medium ²⁴ or long ²⁵ term priority?	Which partners will help deliver this?	How will we measure success?
		providers	excluded from services and people rough sleeping
Work with commissioners and providers to help adopt the new funding scheme for supported housing	Long	Norwich City Council/ Norfolk County Council/Supported housing providers	Protect existing and development of new services

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4. How this strategy will be delivered

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Primary based research used for this document

Prompt (Homeless Link), rough sleeper questionnaire, (May 2015).

Greater Norwich homelessness review 2013

Outcomes of previous hostel and rough sleeper strategies

Hostel audit (Move on plans protocol, MOPP, Homeless Link), (2014)

Greater Norwich hostel exclusion workshop, (September, 2014)

Focus group workshops:

- CityReach
- Solo Housing
- Mancroft Advice Project

Data from various homelessness service providers

Performance monitoring data from Norwich City Council commissioned services:

- Rough sleeper outreach service
- Domestic abuse service
- Young person service

Secondary research used for this document

National and local policy (from greater Norwich homelessness strategy 2015-20)

Working with Economic Migrants (Homeless Link, 2014)

Models of accommodation and support for migrants with no NRPF (Housing Justice, Praxis and NACCOM, 2015)

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