

<b>Subject:</b>	<b>Rough Sleeper Strategy Update</b>		
<b>Date of Meeting:</b>	<b>5 October 2015</b>		
<b>Report of:</b>	<b>Executive Director, Adult Services and Acting Executive Director Environment, Development &amp; Housing</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Andy Staniford</b>	<b>Tel: 29-3159</b>
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<b>Ward(s) affected:</b>	<b>All</b>		

## **FOR GENERAL RELEASE**

### **1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The issue of rough sleeping has become more acute recently with a visibly increased presence on the streets. This not only impacts on the individual's life chances, but also the city's reputation and costs to public services and business.
- 1.2 The city's current approach to rough sleeping needs to be re-assessed to ensure that the city's commissioners, service providers and advocates are working in partnership to a clear strategic plan that will reduce rough sleeping in the city and improve outcomes for rough sleepers and those at risk of rough sleeping.
- 1.3 This report seeks approval from the Neighbourhoods, Communities and Equalities Committee for our approach to developing a new Rough Sleeper Strategy for the city with the aim of making sure no-one has the need to sleep rough in Brighton & Hove by 2020.

### **2. RECOMMENDATIONS**

- 2.1 That the Neighbourhoods, Communities and Equalities Committee approve the approach outlined in this report.

### **3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 Rough sleepers are a transient population and our street services work with around 1,000 rough sleepers each year, 20 new rough sleepers every week. There are thought to be more than 100 rough sleepers in the city at any one time. In March 2014 there were an estimated 132 rough sleepers in Brighton & Hove, (with the official street count in November 2014 showing 41 rough sleepers).
- 3.2 Over the last few years the number of rough sleepers seen by services has almost doubled:

	2010/11	2011/12	2012/13	2013/14	2014/15
Number of rough sleepers worked with in year (street services)	588	732	1,163	1,066	<i>Awaiting figures</i>
Rough sleepers official street count (single night)	14 (Nov'10)	36 (Nov'11)	43 (Nov'12)	50 (Nov'13)	41 (Nov'14)
Rough sleepers estimate (single night) *	x	x	x	132 (Mar'14)	<i>Next Nov'15</i>
* Note: the Rough Sleeper Estimate is a different methodology from the official count and records the number of rough sleepers known to services in the city on a particular date.					

3.3 A new estimate will be compiled towards the end of 2015 and we are concerned that numbers could increase further over the next year with the natural draw of the city, the impact of welfare reforms and the high cost of accessing and sustaining accommodation in the city's private rented sector.

3.4 Health and wellbeing needs are high among rough sleepers and health service, police and prisons report high levels of service use caused by rough sleeping:

- There is a high prevalence of mental and physical ill-health and drug and alcohol dependency amongst rough sleepers. Other common problems include physical trauma (especially foot trauma), skin problems, respiratory illness and infections (including hepatitis).
- Nationally, it is estimated that the use of inpatient hospital care by people who are sleeping rough or living in insecure accommodation (such as hostels) is eight times higher than in the general population aged 16-64.
- The average age of death for a homeless person nationally is estimated to be 47 years old compared to 77 for the general population.

3.5 A significant amount of local work has recently been completed or is currently in progress aimed at improving the city's approach to homelessness, support and rough sleeping which will help frame this review:

- Young People's Accommodation & Support Pathway 2013
- Mental Health Supported Housing Pathway 2014
- Scrutiny Panel on Homelessness 2014
- Homelessness Strategy 2014
- Better Care Homeless Integrated Care Board (overseeing development of an integrated health and care model for single homeless)
- Hostel Review (in-house hostels) 2014
- Housing Related Support Commissioning Plan 2015
- Substance Misuse Services (new contract Apr 2015)
- No Second Night Out
- Day and Street Services Working Group Homelessness Strategy 2014 Action Plan
- Housing First (a new service commissioned to provide support to former rough sleepers with complex needs)
- Rough Sleeper Outreach Service Tender (new contract Sept 2015)
- Floating Support Services Tender (new contract Oct 2015)
- Integrated Support Pathway Review (complete Mar 2017)
- Private Sector Access Services Tender (new contract Apr 2017)

- 3.6 Of particular importance is the need to review the Integrated Support Pathway which was set up in 2007 as a way of providing supported accommodation for single homeless people, rough sleepers and ex offenders who require support. Through consultation, the rough sleeper estimate and needs analysis we have identified a number of gaps in provision and an increase in levels of demand for some services within the city. We are currently in the process of drafting the specifications for the future tender of Homeless Supported Accommodation with an aim is to develop stronger links with health and other support services for homeless people and wider representation from service users.
- 3.7 This project will review the way that rough sleeping is currently addressed, covering the measures to prevent people sleeping rough, services provided to support people on the streets and approaches to help people move on from rough sleeping in a sustained way. Stakeholders will be involved in the review and encouraged to formally sign-up to the resultant strategy.
- 3.8 We have drafted a set of initial strategic priorities to help shape our discussions:
1. **Preventing Homelessness** – to prevent homelessness at source or where not possible to arrange alternative accommodation to avoid rough sleeping
  2. **Street Triage** – to bring street homeless people into appropriate emergency accommodation to assess their needs in a stable environment
  3. **Managing the Street Community** – and having a robust and proportionate approach to managing those choosing street life
  4. **Improving Health** – to ensure rough sleepers engage with appropriate health and social care professionals and treatment plans
  5. **Safe Reconnection** – to reconnect rough sleepers with friends, families, support networks and communities where appropriate
  6. **Pathways to Independence** – to support rough sleepers into regaining their independence through effective treatment and life skills training
  7. **Working with the City** – a shared dialogue and options that support groups, residents and visitors who want to help rough sleepers make informed decisions on how to do this

Financial Context:

- 3.9 The Housing Related Support budgets aligned to the wider homelessness agenda (which includes current and former rough sleepers) are programmed to make savings of £1.450m from a budget of £5.605m, a reduction of 26%. Whilst there will be some service reductions, this will be partially mitigated through recommissioning that improves value for money:

	Budget 2014/15 (£)	Savings achieved (£)	Savings to be implemented (£)	Budget @ 31/3/16 (£)	Decrease (£)	Decrease (%)
Supported Accommodation (Hostels & Supported)	2,025,000	190,000	185,000	1,650,000	375,000	19%
Floating Support / Peer Support / Work & Learning	910,000	525,000	10,000	375,000	535,000	59%
Mental Health Accommodation	880,000	85,000	235,000	560,000	320,000	36%
Young People Accommodation & Floating Support	1,390,000	115,000	185,000	1,090,000	300,000	22%
Rough Sleepers Street Services / Severe Weather Emergency Protocol	400,000	20000	10000	370,000	30,000	8%
Housing First (new service)	0	0	-110,000	110,000	-110,000	N/A
<b>Total</b>	<b>5,605,000</b>	<b>935,000</b>	<b>515,000</b>	<b>4,155,000</b>	<b>1,450,000</b>	<b>26%</b>

3.10 Alongside funding from the Council, the Community and Voluntary Sector is estimated to contribute in excess of £1m from other funding sources.

3.11 The Housing Related Support Budget & Commissioning report to Housing & New Homes Committee of 23 September 2015 highlights the service remodelling that is planned to bridge identified gaps in provision, improve value for money and ensure services are delivered within available funding. Whilst there will be an overall reduction in the number of supported accommodation beds for single homeless people we plan to expand the range of smaller accommodation services as recommended by the Overview & Scrutiny Panel for Homelessness. The impact of overall budget reductions on supported accommodation services may increase pressure on other services within the city, including Housing, Adult Social Care, Health and Community Safety. We may also see an increased number of people living on the streets due to this and the increasing gap between incomes, welfare support and housing costs in the city.

Timescales:

3.12 The Rough Sleeper Strategy Review will be developed in four phases:

1. **Position Statement (draft/current strategy – work in progress):** this will summarise the current approach to rough sleeping by pulling together the wide range of work relating to rough sleepers that has been recently completed, is currently in progress and is already planned. This will also summarise the latest information on numbers of rough sleepers, their needs and gaps in services.
2. **Stakeholder Summit (4 December 2015 during Learning Together to Safeguard the City fortnight) and additional consultation:** this will bring together a range of stakeholders such as councillors, the council, clinical

commissioning group, Police, third sector advocates, providers and business community, relevant professional experts and service user representatives to review our approach to rough sleeping. This Summit will consider whether the approach is appropriate or is in need of change and will develop options for the city's future Rough Sleeper Strategy.

3. **Rough Sleeper Strategy 2016 (spring 2016):** building on the draft strategy and options developed in the Stakeholder Summit, stakeholders will be encouraged to formally sign-up to the vision, aims and objectives of the strategy to ensure a unified and consistent approach across the city. The launch and sign-up may be a formal event.
4. **Transformation Programme (2016/17 onwards):** developed to implement the Rough Sleeper Strategy. The extent of any transformation required will determine the need for a full modernisation Business Care.

Project Oversight:

- 3.13 This project forms part of the Council's Corporate Modernisation Programme for 2015/16. The Senior Responsible Officer is Denise d'Souza, Executive Director of Adult Services. An Officer Steering Group has representatives of Adult Services; Housing; Public Health; Stronger Families, Youth & Communities; and the Corporate Programme Management Office.

#### 4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 Options for service delivery and design will be reviewed as part of the development of the new Strategy.

#### 5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 As outlined earlier in this report, a Stakeholder Summit is being held on 4 December 2015 during Learning Together to Safeguard the City fortnight and additional consultation will be carried out. There will be a particular emphasis on service user involvement with the summit and draft strategy.

#### 6. CONCLUSION

- 6.1 The issue of rough sleeping has become more acute recently with a visibly increased presence on the streets. This not only impacts on the individual's life chances, but also the city's reputation and costs to public services and business.
- 6.2 We are concerned that numbers could increase further over the next year with the natural draw of the city, the impact of welfare reforms and the high cost of accessing and sustaining accommodation in the city's private rented sector.
- 6.3 The city's current approach to rough sleeping needs to be re-assessed to ensure that the city's commissioners, service providers and advocates are working in partnership to a clear strategic plan that will reduce rough sleeping in the city and improve outcomes for rough sleepers and those at risk of rough sleeping.

## 7. FINANCIAL & OTHER IMPLICATIONS:

### Financial Implications:

- 7.1 There has been £0.003m allocated by the corporate modernisation delivery board to fund this project and the implementation of this project will need to be managed within this resource.
- 7.2 Savings are to be achieved in 2015/16 against the Housing Related Support budget and there is a projected shortfall of £0.370m against these savings targets within Supported Accommodation and Young People services which requires mitigating actions to manage this shortfall.
- 7.3 The Integrated Service and Financial Plans for the period 2016/17 to 2019/20 are currently being developed in accordance with the Budget Planning report to Policy & Resources on 9<sup>th</sup> July 2015.

*Finance Officer Consulted: Neil Smith*

*Date: 21/09/2015*

### Legal Implications:

- 7.4 We are obliged to keep all policy documents under review. This is especially the case when there has been a change to the situation underpinning previous strategies and policies. As such it is appropriate to commission a review at this stage.
- 7.5 Any actions generated by the review will need to be brought back to the relevant committee for oversight and approval.

*Lawyer Consulted:*

*Simon Court*

*Date: 15/09/15*

### Equalities Implications:

- 7.6 Rough sleepers are a vulnerable group more likely to have contact with the criminal justice system, drug, alcohol and health conditions, be excluded from mainstream services and have much worse outcomes than other groups. Measures to reduce rough sleeping will have a direct impact on reducing inequality in Brighton & Hove.

### Sustainability Implications:

- 7.7 None directly arising from this report.

### Crime & Disorder Implications:

- 7.8 Rough sleepers are more likely to commit crime and be the victim of crime. Measures to reduce rough sleeping will decrease the level of crime and perception of crime and increase the availability of the emergency services making the city a safer place for residents and visitors alike.

### Risk and Opportunity Management Implications:

- 7.9 Genuine good practice that does not simply result in rough sleepers being pushed to less visible locations appears limited and highlights the challenge faced by the city. We need to ensure that our approach does not view rough sleepers as a problem to move but provides real solutions to prevent rough sleeping and improve the lives of those affected.

#### Public Health Implications:

7.10 As part of the Better Care initiative overseen by the Health and Wellbeing Board, an integrated health and care model for the single homeless is being developed. Although the remit of this work is broader than rough sleeping, it will be closely linked with the emerging work to develop a Rough Sleeping Strategy. Relevant current developments for the Rough Sleeper Strategy include:

- Establishing a fortnightly meeting to coordinate support for the most unwell, vulnerable and difficult to engage homeless people in the city
- Though the Pathway Plus project, working to ensure that rough sleepers are not discharged from hospital to the street
- Exploring how community nurses can address the health needs of rough sleepers

#### Corporate / Citywide Implications:

7.11 If we do not reduce rough sleeping there will be:

- More early deaths
- Wasted lives
- Reputation damage as a caring city
- Tourism impact from street begging
- Crisis pressure on Police, A&E and other services
- Crime / ASB associated with rough sleeping / street drinking
- Increased costs to the local authority, Police and NHS
- Increased use of acute services

### **SUPPORTING DOCUMENTATION**

#### **Appendices:**

1. None

#### **Documents in Members' Rooms**

1. None

#### **Background Documents**

1. Housing Related Support Budget & Commissioning, Housing & New Homes Committee, 23 September 2015: [http://present.brighton-hove.gov.uk/Published/C00000884/M00005929/AI00047254/\\$20150914111457007769\\_0032819\\_HousingRelatedSupportCommissioningUpdateforHousingNewHomesCommitte.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000884/M00005929/AI00047254/$20150914111457007769_0032819_HousingRelatedSupportCommissioningUpdateforHousingNewHomesCommitte.docxA.ps.pdf)
2. Housing Related Support Commissioning Plan, Policy & Resources Committee, 22 January 2015: [http://present.brighton-hove.gov.uk/Published/C00000689/M00005093/AI00043961/\\$2015011316550006958\\_0028576\\_2015HRSCommissioningPlanv5.docA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000689/M00005093/AI00043961/$2015011316550006958_0028576_2015HRSCommissioningPlanv5.docA.ps.pdf)

3. Update on Better Care Homeless Programme, Health & Wellbeing Overview & Scrutiny Committee, 25 March 2015: [http://present.brighton-hove.gov.uk/Published/C00000728/M00005423/AI00044799/\\$20150313125851007154\\_0029842\\_UpdateonHomelessHealthcareHOSC130315\\_v1.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000728/M00005423/AI00044799/$20150313125851007154_0029842_UpdateonHomelessHealthcareHOSC130315_v1.docxA.ps.pdf)
4. Hostels & Homeless Provision, Policy & Resources Committee, 4 December 2014: [http://present.brighton-hove.gov.uk/Published/C00000689/M00005092/AI00043074/\\$20141121152733006519\\_0027389\\_BHCCInHouseHostelsRDBv1.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000689/M00005092/AI00043074/$20141121152733006519_0027389_BHCCInHouseHostelsRDBv1.docxA.ps.pdf)
5. Homelessness Strategy 2014: [http://present.brighton-hove.gov.uk/Published/C00000709/M00005185/AI00040396/\\$HomelessStrategy2014CommitteeVersion.docx.pdf](http://present.brighton-hove.gov.uk/Published/C00000709/M00005185/AI00040396/$HomelessStrategy2014CommitteeVersion.docx.pdf)
6. Homeless Health Needs Audit 2014: [http://present.brighton-hove.gov.uk/Published/C00000689/M00005092/AI00043074/\\$20141121152733006656\\_0027391\\_MemRms2BrightonandHoveHomelessHealthNeedsAudit2014.pdfA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000689/M00005092/AI00043074/$20141121152733006656_0027391_MemRms2BrightonandHoveHomelessHealthNeedsAudit2014.pdfA.ps.pdf)
7. Scrutiny Panel on Homelessness 2014: [http://present.brighton-hove.gov.uk/Published/C00000117/M00005112/AI00041794/\\$20141203114832006221\\_0027693\\_CommitteeReportTemplate100614newsavedformat.docxA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000117/M00005112/AI00041794/$20141203114832006221_0027693_CommitteeReportTemplate100614newsavedformat.docxA.ps.pdf)