

## Cabinet

20 June 2012

### Addressing Rough Sleeping: Regional Standard: No Second Night Out



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#### Report of Corporate Management Team

Ian Thompson, Corporate Director Regeneration and Economic Development

Councillor Clive Robson, Cabinet Portfolio Holder for Housing

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#### Introduction

- 1 To inform Cabinet of the proposed regional No Second Night Out Standard and to seek agreement for the standard to be adopted.

#### Background

- 2 The statement of the Government's vision for tackling rough sleeping, No Second Night Out, was published in July 2011. This built upon a programme of work launched in London in April 2011, already using the same heading.
- 3 The Government identified 5 key principles in their vision:
  - **Identifying rough sleepers:** new rough sleepers should be identified and helped off the streets immediately so that they do not fall into a dangerous rough sleeping lifestyle.
  - **Involving the public:** members of the public should be able to play an active role by reporting and referring people sleeping rough
  - **Assessing needs quickly and safely:** rough sleepers should be helped to access a place of safety where their needs can be quickly assessed and they can receive advice on their option
  - **Accessing emergency accommodation and other services:** they should be able to access emergency accommodation and other services, such as healthcare, if needed
  - **Reconnecting to support:** if people have come from another area or country and find themselves sleeping rough, the aim should be to reconnect them back to their local community unless there is a good reason why they cannot return. There, they will be able to access housing and recovery services, and have support from family and friends.
- 4 Homeless Link, a national charity representing voluntary sector providers of homelessness services, has made four pledges which incorporate the idea of the No Second Night Out campaign but go further to look at all of the cohorts of rough sleepers:

- No one new to the street should spend a **second night** out – tackle the problem at the start
- No one should **make their home** on the street – tackle entrenched rough sleeping
- No one should **return to the street** once they have been helped off them – tackle the revolving door problem
- No one should **arrive** on the street – tackle the causes of rough sleeping

### **Regional Local Authority Officers Group:**

- 5 Over the past 6 months Senior lead Officers from across the 12 regional Local Authorities has met to discuss joint working and commissioning arrangements. This builds upon previous sub regional joint working and sharing of good practice across Authorities.
- 6 In February 2012 the Department of Communities and Local Government approached Durham County Council to be the lead accountable body for the Durham and Tees Valley sub region. This included a grant allocation of £411,000 to be allocated towards a wider regional approach to the development and commissioning of services and protocols to assist in delivering the No Second Night Out vision. Newcastle City Council is the lead for the Tyne and Wear Sub-region and has been allocated £520,000. It is proposed by the Regional Group that where possible services will be developed across the wider region to ensure value for money is achieved.
- 7 We will be working with our regional partners to ensure we maximise the available resources to commission services and develop appropriate protocols to deliver the Governments 'No Second Night Out' vision. This will be achieved by developing best practice within existing staffing resources where possible to provide a holistic approach to service delivery and working in partnership with both voluntary and statutory sector partners.
- 8 The Regional Group has agreed a Regional No Second Night out Standard and in line with DCLG expectations; each authority is now taking this to their respective Senior Management Team and elected members to seek the adoption of the standard. Please see appendix 2.
- 9 The standard is balanced and makes reference to the challenges faced by Local Authorities as they seek to address rough sleeping against a backdrop of budget restraint and Welfare Reform that may mitigate against the efforts of authorities to achieve the aim that no one should spend a second night on the streets by the end of 2012.

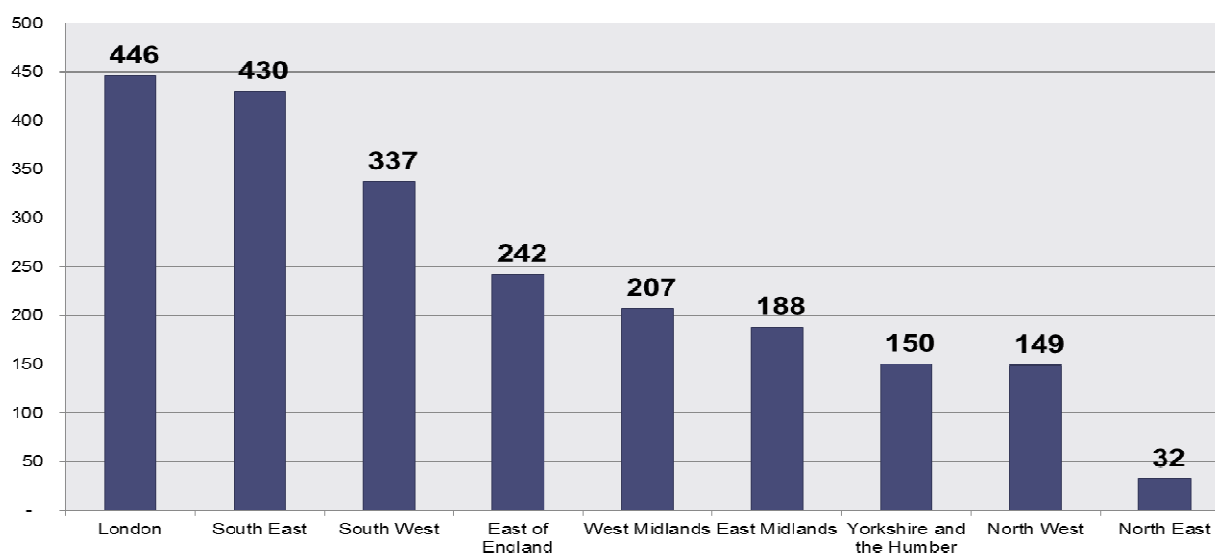
### **Current level of Rough Sleeping:**

- 10 The policy initiative of the previous Government to reduce rough sleeping to as close to zero as possible, requires every Local Authority to complete an annual rough sleeper count or estimate. In October 2011 Durham County Council via the Homelessness Action Partnership, Third Sector Forum and Three Locality Forums with representatives from across the statutory and

voluntary sector completed an estimate stating that on any one night, 2 people are rough sleeping across County Durham.

- 11 However, during this process Sanctuary 21 who is part of the Salvation Army based in Durham City had raised concerns regarding up to 7 people regularly sleeping rough in the City. These concerns follow the death of a rough sleeper in Durham in autumn 2011.
- 12 Work is already underway to provide street outreach in Durham City in partnership with a voluntary sector provider. This work will develop over the coming months to assist Durham County Council to assess current rough sleeping across the County and a service delivery model, underpinned by No Second Night Principles, across the wider County.
- 13 Nationally, the North East reports the lowest levels of rough sleeping across all Local Authority regions, as can be seen in the table below.

### Rough Sleeping: Autumn 2011:



- 14 Whilst figures for the North East remain low, many of those rough sleeping are entrenched, with complex needs and a history of failed engagement with services. Coupled with potential further cuts to support services and increased pressures on families and individuals household budgets, together with wider cuts brought about by Welfare Reform, the risk of increase rough sleeping across the region needs to be managed, monitored and if required, addressed.

### Regional Standard:

- 15 The Regional Standard is currently being considered by all 12 regional Local Authorities (please see appendix 2). Underpinning this will be a number of sub-regional and local protocols which ensures that NSNO is operational across the North East by mid-2012. These will set down the sub-regional

approach and joint working mechanisms. All of the protocols will have in common:

- A local response to the 5 key principles of NSNO
- A joint approach, led by the local authority, which encompasses the voluntary sector, criminal justice agencies including the three police forces, health services including drug & alcohol treatment agencies, the retail & transport sectors and the general public.
- Joint working agreements that
  - recognise that rough sleepers can move across Local Authority boundaries and a consistent approach to their support is needed from all agencies
  - share resources and put in place reciprocal agreements to ensure rough sleepers can access services quickly and safely
- A monitoring framework to collect information on the picture of rough sleeping in each area and the outcomes from NSNO.

16 In preparation for the delivery of services and protocols underpinning the No Second Night Out Standard and allocated funds from DCLG, a draft regional action plan has been developed (please see Appendix 3). This action plan will be monitored by the Regional Group with the final action plan presented to DCLG on the 14<sup>th</sup> May.

#### **Media Launch:**

17 The Regional Local Authority Group will lead on the development of the No Second Night Out Standard across the North East. This will include the commissioning and development of regional and local responses to rough sleeping. Key to the success of this emerging model will be raising awareness of rough sleeping and promoting access to the solutions developed in response. It is anticipated that a regional media launch of the North East No Second Night Out Service will be arranged for the autumn of 2012. This will give an opportunity for all regional authorities and their lead Members to demonstrate our commitment to the principles underpinning the No Second Night Out Regional Standard, joint working across the region and the development of good practice by all 12 Local Authorities.

#### **Recommendations and Reasons**

18 That Cabinet approve the No Second Night Out North East Standard:

19 That Cabinet agree the Standard should be approved.

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## **Appendix 1: Implications**

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### **Finance –**

£411,000 from DCLG grant allocation to DCC as lead for the sub region.  
Agreement has been secured from finance for the funding to be held and carried forward if required.

### **Staffing –**

N/A

### **Risk –**

Increase in rough sleeping if services not developed to respond to identified need.  
Risk to Durham County Council not being able to deliver lead authority role if statement not adopted.

### **Equality and Diversity –**

No Second Night Out Services will take account of equality and diversity need of potential rough sleepers and equality and diversity impact assessment will be completed if deemed appropriate.

### **Accommodation –**

N/A

### **Crime and Disorder –**

Potential reduction in petty crime and anti social behaviour as numbers of rough sleepers reduced. Potential risk of increase in intuitive crime and anti social behaviour if the needs of rough sleepers are not met.

### **Human Rights –**

N/A

### **Consultation –**

N/A

### **Procurement –**

Any new service developments will be commissioned by the lead authority on behalf of the sub and wider regional groupings once services needs are identified.

### **Disability Issues –**

N/A

### **Legal Implications –**

Risk to legal challenge if Durham County Council is deemed not to be responding to emerging rough sleeping to ensure statutory duties are met.

## Appendix 2:

### No Second Night Out – A North East Standard

#### Vision

*Our vision is to end rough sleeping in the North East. The first step in doing this is to ensure that by the end of 2012 no one has to spend a second night sleeping on the streets.*

We recognise that rough sleeping is the worst form of homelessness, and causes harm to those involved in it, including rough sleepers themselves, their friends and family, and wider communities. People who sleep rough are more likely to die 30 years earlier than an average person of the same age, are more likely to be assaulted, suffer mental health and have substance misuse problems.

Rough sleeping, whether visible or not, is an indicator that the housing market and related support services are not meeting all the needs of the local community. It affects, and has a financial impact on, public bodies such as the Police, the health service, prisons and Probation services, social care providers, and other local authority services. It is a cost to us all, as well as to the families of those who sleep rough and the many voluntary and faith agencies offering their help on a daily basis.

Nationally, homelessness provision as a whole is facing deep challenges. Funding pressures have resulted in many agencies facing disproportionate cuts to their funding, at a time when wider economic pressures are putting more people at risk of homelessness and in need of the services these agencies provide. Alongside this there are major reforms to housing and welfare which are likely to increase levels of need and restrict the range and quality of accommodation options available to homeless people. These include:

- The restriction of the Local Housing Allowance to the 30th percentile of local rents
- The extension of the Shared Accommodation Rate extension to those under 35
- Sanctions and conditionality
- Reform to the social fund
- Discharge of homelessness duty to the PRS

Homelessness services provide the final safety net for vulnerable people. These funding pressures coupled with the impact of reforms to welfare and housing make the need to have a focused approach more imperative than ever.

#### Definitions of rough sleeping

The Government definition (as defined by DCLG in *Evaluating the Extent of Rough Sleeping*, 2011) is:

People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or bashes/ dens)

### **Rough sleepers are not:**

- people in hostels or shelters, campsites or other sites used for recreational purposes or organised protest, squatters or travellers
- people seen drinking in the street or begging (even if they have a blanket or a sleeping bag) – they are not necessarily sleeping rough
- “Sofa surfers” (people who do not have their own home but stay with friends or family on very temporary basis and usually move around frequently) – although people who sofa surf may combine this with rough sleeping and are at higher risk of rough sleeping
- people who have fallen asleep on the streets on their way home from a night out

### **No Second Night Out**

We believe the first step in ending rough sleeping is to make sure that people who are forced to sleep outside are identified quickly and helped in to services as soon as possible, so that they do not have to spend a second night on the streets.

In addition to No Second Night Out, there are three other elements to ending rough sleeping:

- No one should arrive on the streets
- No one should return to the streets, including through eviction from supported accommodation
- No one should live on the street

### **Background to NSNO**

The statement of the Government’s vision for tackling rough sleeping, No Second Night Out, was published in July 2011. This built upon a programme of work launched in London in April 2011, using the same heading.

The policy initiative of the previous Government to reduce rough sleeping to as close to zero as possible, has led to many local authorities joining the European pledge to end rough sleeping by 2012. No Second Night Out marks a significant step towards that aim.

## **No Second Night Out – the key principles**

The Government identified 5 key principles in their vision:

- **Identifying rough sleepers:** new rough sleepers should be identified and helped off the streets immediately so that they do not fall into a dangerous rough sleeping lifestyle
- **Involving the public:** members of the public should be able to play an active role by reporting and referring people sleeping rough
- **Assessing needs quickly and safely:** rough sleepers should be helped to access a place of safety where their needs can be quickly assessed and they can receive advice on their option
- **Accessing emergency accommodation and other services:** they should be able to access emergency accommodation and other services, such as healthcare, if needed
- **Reconnecting to support:** if people have come from another area or country and find themselves sleeping rough, the aim should be to reconnect them back to their local community unless there is a good reason why they cannot return. There, they will be able to access housing and recovery services, and have support from family and friends.

## **Delivering No Second Night Out in the North East**

All 12 Local Authorities, major providers of services and other key partners (see list below) in the North East have signed up to this standard. Underpinning this will be a number of sub-regional and local protocols which ensures that NSNO is operational across the North East by mid-2012. These will set down the sub-regional approach and joint working mechanisms. All of the protocols will have in common:

- A local response to the 5 key principles of NSNO
- A joint approach, led by the local authority, which encompasses the voluntary sector, criminal justice agencies including the three police forces, health services including drug & alcohol treatment agencies, the retail & transport sectors and the general public.
- Joint working agreements that
  - recognise that rough sleepers can move across Local Authority boundaries and a consistent approach to their support is needed from all agencies
  - share resources and put in place reciprocal agreements to ensure rough sleepers can access services quickly and safely
- A monitoring framework to collect information on the picture of rough sleeping in each area and the outcomes from NSNO.

**The undersigned Local Authorities, led by their Housing Services department, are committing to leading the delivery and working in partnership with the public, private and voluntary sectors to achieve No Second Night Out in their local areas.**

Darlington Borough Council  
Durham County Council



Gateshead Council  
Hartlepool Borough Council  
Middlesbrough Council  
Newcastle City Council  
North Tyneside Council  
Northumberland County Council  
Redcar & Cleveland Borough Council  
South Tyneside Council  
Stockton on Tees Borough Council  
Sunderland City Council

**We will also ask relevant public and voluntary sector bodies to sign up to this standard to work in partnership with the Local Authorities and others to achieve No Second Night out in their areas of operation.**

## **Appendix 3:**

### ***NE Regional Homelessness Group Action Plan DRAFT***

#### **Introduction**

The 12 North East local authorities have been working together on rough sleeping and single homelessness since mid-2011, using DCLG monies managed by Newcastle & Sunderland City Councils. In February 2012 the region was awarded a further £922,000 in 2 sub-regional amounts led by Newcastle City Council and Durham County Council (Durham & the Tees Valley £411k and Tyne & Wear & Northumberland £513k). This is a joint action plan for the whole of the North East, including outstanding actions from the 2011 plan.

The focus of this action plan is this funding for single homelessness, in particular meeting the needs of rough sleepers and implementing No Second Night Out regionally, but the Regional Homelessness Group also takes consideration of other forms of homelessness. We recognise that local authorities in the region are coming from different starting points in working with rough sleepers and single homeless people, so capacity and action will differ between authorities. The main indicator of success will be that rough sleeper numbers are reduced across the region and that systems and resources are identified to sustain this.

#### **Key Principles**

The principles of this action plan

- Recognition that this is short term funding which must be used to influence longer term commissioning
- Recognition that local authorities in the region have implemented significant budget cuts
- A commissioning approach will be taken to spending this funding – so anything funded will be evidenced based and have SMART outcomes set from the start

- The top priorities will be:
  - helping existing entrenched rough sleepers off the streets and into sustainable accommodation
  - implementing No Second Night Out across the region
  - helping the most difficult people to work with – those with multiple exclusions
- Anything which is commissioned must complement or add value to existing provision and the Homeless Transition Fund Projects across the region.
- Working in partnership with other statutory and voluntary sector agencies to prevent homelessness and maximise resources
- Recognition that the research, development and management of activity through this money is additional to officer's workload and may need to be resourced.

### **The role of Homeless Link**

The Homeless Link Regional Manager is a resource this group can use to help facilitate partnership working and planning, share good practice and help the group understand the proven responses to the issues we are addressing. Homeless Link's role is advisory and intended to help local authorities achieve what is set out in this action plan, but will also act as a critical friend including helping to test if resource allocation is related to evidence and vice versa.

The action plan is below, boxes shaded **green** indicate actions/milestones/resources are complete.

**No one new to the streets should spend a second night out**

What we will do?	When will we do it by?	Who will deliver this?	Resources needed	Milestones	Target/ Outcome	What success look like?	Comments/ Status
<p style="writing-mode: vertical-rl; transform: rotate(180deg);"><b>Develop the infrastructure &amp; governance to implement NSNO &amp; end rough sleeping</b></p>	1.10.12	Each LA	Model report, NSNO plan & NE NSNO statement	Each LA Newcastle to take principles to Leaders group for discussion	Political sign up to NSNO across the region	Each LA committed to NSNO at the highest level	This may happen at different times, and at different stages in the development process, depending on each LA's systems
	1.10.12	Sub regional groups	<p>Scoping, evidence &amp; provision information</p> <p>Liverpool model as example to follow</p> <p>Funding to offset regional transfers</p>	<p>Initial assessment services agreed / remodelled / commissioned</p> <p>Verification method agreed</p> <p>Cross authority provision agreed / commissioned</p> <p>Outreach provision for each LA agreed</p> <p>Regional reconnection policy &amp; protocol in place</p> <p>Personalisation pilot in place</p>	Sub regional or local NSNO protocols in place	No-one spends a second night out in the NE	Scoping done – spreadsheet with existing provision & gaps complete
	1.11.12	Task & finish group	Allocation of funding TBC	<p>Regional publicity campaign developed &amp; delivered</p> <p>Regional Launch</p> <p>Awareness raising &amp; good practice sharing events delivered</p>	<p>Awareness raised among public and key partner agencies</p> <p>One point of contact for reporting rough sleepers</p>	No-one spends a second night out in the NE	
	1.10.12	Regional group / Homeless Link	Models (i.e. Newcastle model) to review & implement	<p>Common approach to counting and monitoring rough sleepers agreed</p> <p>RS database developed, possible using an add on to Newcastle's web based Gateway programme</p>	Itinerant and intermittent rough sleepers receive consistent support	No-one lives on the streets of the NE	

	1.9.10	Sheila Spencer	£40k	RS Toolkit, based on Newcastle model, produced & shared with all NE authorities	Services for Rough Sleepers developed across region in conjunction with above	No-one lives on the streets of the NE	
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**No one should make their home on the streets  
No one should return to the streets once they have been helped off them**

What we will do?	When will we do it by?	Who will deliver this?	Resources needed	Milestones	Target/Outcome	What would success look like?	Comments/Status
<b>Commission services to respond to the needs of rough sleepers and single homeless people who are at risk of rough sleeping</b>	1.6.12	Task & finish group	Funding allocated to each pilot	Pilot/test approaches to develop future services, which could include <ul style="list-style-type: none"> <li>• Multiple exclusions work / MEAM</li> <li>• Emergency beds</li> <li>• Spot purchasing</li> <li>• Personalisation</li> <li>• Joint commissioning</li> <li>• Gateway / pathways &amp; prevention</li> <li>• Housing First</li> <li>• Psychological approach to homelessness</li> <li>• A systemic approach to preventing homelessness due to welfare reform</li> </ul> Event in summer 2012 to test/develop the market with the VCS.	Develop market to respond to the needs of rough sleepers / single homeless people	No one has to sleep rough in the North East	
	Ongoing	B&B/Private Hostels sub	£10k	Research project agreed by regional group	True picture of B&B / private hostel use in	Vulnerable people are not placed in unsuitable	

		group		Research project procured Research report delivered Solutions identified & agreed Commissioning routes / solution implementation routes explored and agreed	the NE Education of homeless services and other agencies re the damage placements may cause Reduction in use of B&B / private hostels	accommodation	
	Ongoing	Through the Gate + sub group	£250k (Regional money) £125k (NOMS)	<b>Specification agreed</b> Service procured Evaluation brief agreed & procured Continued dialogue with NOMS re future joint commissioning	People leaving prison have appropriate accommodation and support on release	Reduction in reoffending & repeat homelessness	

**No one should arrive on the streets**

What we will do?	When will we do it by?	Who will deliver this?	Resources needed	Milestones	Target/ Outcome	What would success look like?	Comments/ Status
Partnerships & prevention	Ongoing	Regional group & sub groups as necessary	Allocation of funds TBC	Development of relationships / multi agency working with: <ul style="list-style-type: none"> <li>Institutions – prison &amp; hospital</li> <li>Police / community safety / begging</li> <li>MH / D&amp;A / Probation / NOMS</li> <li>Employment services</li> </ul> Develop research – practical aspects – system failure? Multiple exclusions – explore MEAM work and pilot opportunities	Partnership work on all levels is embedded when working with the most difficult to work with / multiply excluded people.	People with multiple exclusions are supported in to sustainable accommodation	

What we will do?	When will we do it by?	Who will deliver this?	Resources needed	Milestones	Target/Outcome	What would success look like?	Comments/Status
Ensure value for money and good practice is shared	Ongoing	Regional group	<p>Existing structures within LAs</p> <p>Regular events to share and gather good practice (£6k for 3 events)</p>	Influence existing commissioning & use of resources – tie in to SP, Homeless Grant, HTF, Northern Rock Foundation	<p>Successful service that have been developed and tested will be mainstreamed</p> <p>Successful approaches to working with rough sleepers will be shared</p> <p>VCS involved in development</p>	Services for rough sleepers are sustainable and effective in the long term	