



Ministry of Housing,  
Communities &  
Local Government

# Rough Sleeping Strategy

August 2018





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Local Government

# Rough Sleeping Strategy

Presented to Parliament by the Secretary of State for Housing,  
Communities and Local Government by Command of Her Majesty

August 2018



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## Ministerial Foreword



We are fortunate to live in one of the most successful, advanced and fair-minded countries in the world. Yet, despite this, too many people still sleep rough on our

streets on any given night in England.

The human cost of this, in broken lives too often cut short, is unacceptable.

This is why this Government – in line with our manifesto pledge – has made addressing rough sleeping a priority.

We have committed to halve rough sleeping in this Parliament and to end it for good by 2027.

One of my first actions as Secretary of State was to award £28 million of funding to Housing First, a very impressive programme which tackles this issue.

Central and local government must work together to ensure everyone in our society has the dignity and security they need.

Our Strategy is based around three core pillars: Prevention, Intervention and Recovery.

The first, Prevention, is at the heart of our approach, with the focus on providing timely support before someone becomes homeless. This, for example, will help us make sure no one leaves prison without suitable accommodation in place.

The second pillar, Intervention, sets out how this Strategy will help people who are already in crisis get swift, targeted support to get them off the streets.

The third, Recovery, emphasises how we will support people to find a new home quickly and rebuild their lives via a new rapid rehousing approach.

We cannot underestimate just how vital having your own front door is to someone's sense of security, hope and recovery.

Equally important is knowing there is help on hand – through the new navigators that we are funding – to guide rough sleepers through support systems and get them the help they need.

This vision builds on the significant programme of work that is already underway to address homelessness as a whole: the introduction of the Homelessness Reduction Act, more funding and support for local authorities to prevent homelessness and the launch of the Rough Sleeping Initiative.

As such, it is backed by a detailed programme to help people in the short and long term and also by £1.2 billion of funding to tackle homelessness.

This includes £100 million of investment over the next two years to tackle rough sleeping.

In everything we do, we will be led by evidence of what works and will provide

annual updates, as well as developing a strategy to address wider homelessness.

We will ensure that we remain focused on our goals: eradicating rough sleeping and preventing homelessness, with all government departments working seamlessly together.

We know this is a complex issue, and we have more work to do, for example, to support non-UK nationals who sleep rough. This is a conversation that will continue.

Which is why we are committed to keeping this Strategy under review and continuing to develop our approach to respond to the challenges of homelessness, working in close partnership across government, frontline services, local authorities and the sector.

We all have a part to play and this Strategy also calls on businesses, communities and our wider society to come together and help make rough sleeping history.

My thanks to everyone who has contributed to it, particularly the Rough Sleeping Advisory Panel, and the Rough Sleeping and Homelessness Reduction Taskforce.

Ultimately, the real test of its success will be on the ground; in not just putting a roof over people's heads but helping them find and make a place really feel like home.

These people, some of the most vulnerable in our society, deserve our full support.

This Strategy will see that they get it.

Rt Hon James Brokenshire MP,  
Secretary of State for Housing,  
Communities and Local Government

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## Executive Summary

1. The government is committed to halving rough sleeping by 2022 and ending it by 2027. Ending rough sleeping will require central and local government, as well as business, communities, faith and voluntary groups and the general public to work together in new ways. This strategy shows the government doing exactly that, as we announce a range of cross-government initiatives which will see us working jointly in new ways, for instance through new health provision for people who sleep rough, and work in prisons to prevent people from sleeping rough in the first place.
2. This strategy sets out our 2027 vision to support every person who sleeps rough off the streets and into a home. This is backed up by £100 million of funding in the next two years but marks just the beginning of our plans to meet our 2027 ambition, when no one has to sleep rough again. Rough sleeping is the most extreme form of homelessness and it is therefore right we take action to help people off the streets now. However, we also recognise that we need to look beyond rough sleeping to ensure the entire system is working to prevent all forms of homelessness. This can be seen in our wider work, for instance we have recently announced measures to ensure the private rented sector delivers secure, safe and affordable homes, which includes proposals for longer, more secure tenancies.
3. We have already been bold in our approach to supporting homeless people by implementing the landmark legislation, the Homelessness Reduction Act. This Act fundamentally changes the way local authorities work to support homeless people in their areas, giving them new prevention responsibilities towards more people.
4. Previous governments have pledged to end rough sleeping before. While they led important work to reduce rough sleeping, we are determined to go further and end it by 2027 to ensure no one has to sleep rough again. This means tackling the issue directly by helping people on the streets now and leading the changes needed across government to stop rough sleeping from occurring in the first place. This will not be easy but it is vital if we are to deliver a country which works for everyone.
5. Ending rough sleeping starts with secure and affordable housing. Successive governments have not built enough homes and the result is a broken housing market. This government is committed to changing this. Since 2010, we have delivered more than a million homes, including 378,000 affordable homes and 273,000 homes for rent. Last year saw the biggest increase in overall housing supply in England for almost a decade: over 217,000 new homes.
6. We are investing £9 billion in affordable housing, including a new generation of council housing. We are giving £1 billion of funding flexibility to help ambitious councils borrow more to build more. We will publish a Social Housing Green Paper which sets out the vital role social housing plays in this country and our plans to build the social housing that is needed to help people get on in life.
7. We also recognise the value of sufficient and good quality supported housing. This is why we have recently announced that we are maintaining Housing Benefit for all supported housing, and will work with the sector on oversight of quality and value for money. This reflects the particular needs of the vulnerable groups of people who access supported housing, and the government's commitment to get the best possible outcomes for them.

8. Our strategy builds on these policies and the work of the Rough Sleeping Initiative which we announced in March 2018. It is based on the advice and evidence put forward by our expert Advisory Panel and brings all of government together to deliver a new system built around three core pillars: Prevention, Intervention and Recovery. This is a system that has prevention at its heart: it provides timely support to tackle mental health and substance misuse issues, it helps people leaving prison to find sustainable accommodation, and it provides people at risk of rough sleeping with the right support to find work and live independently. If people do find themselves at a crisis point and lose their home, this strategy sets out how they will be helped to find a new home quickly and supported to recover, as part of a new 'rapid rehousing' response to rough sleeping.
9. We understand that rough sleeping is an issue that impacts different people and different places in different ways, so our approach is hardwired to recognise this difference. We are providing targeted funding to ensure that provision is in place for women who sleep rough as we recognise mainstream provision does not always meet their needs. This supports a locally driven approach, with local authorities leading the charge.
10. We recognise that there are gaps in our understanding. We are told by the sector that LGBT individuals are more at risk of homelessness and rough sleeping. This is particularly the case among vulnerable young people. We are also told that people who sleep rough can be vulnerable to trafficking and modern slavery. We want to understand this better and we set out measures to address both of these issues in the strategy.
11. This strategy is the beginning of a nine year policy to ensure no one has to sleep rough again. While it sets out meaningful action

that will help people now, it also sets out how we will test different approaches, learn from new evidence and scale up and roll out our programmes.

12. We will provide yearly updates which will show our progress on the manifesto commitment and outline new policies we plan to take forward once the evidence is in place to prove they work. We will also go on to develop a strategy to address wider homelessness and will be outlining our work in that area in the coming months.

### The scale of the problem and why we need to act

13. Our knowledge of who sleeps rough and why is imperfect. Accurately measuring the exact numbers of people sleeping rough is challenging. In autumn 2017, 4,751 people slept rough on a typical night. This was an increase of 15% on the previous year.

### The 2027 vision: Prevent, Intervene, and Recover

14. We recognise that if we are to minimise the considerable harm caused by rough sleeping, the most important thing we can do is to prevent it from happening in the first place. This is why we set out a new 'rapid rehousing' response to rough sleeping which will enable us to ensure that by 2027 no one will have to sleep rough again.

### Prevention

15. Building on our work to put prevention at the heart of homelessness services through the landmark Homelessness Reduction Act and our wider work to reform the private rented sector, we are bringing forward a range of new policies and programmes which reinforce this approach.

Key measures include:

- **Embedding prevention across government:** £3.2 million per year for two years for a new range of pilots to help

people leaving prison find stable and sustainable accommodation. New funding for intensive support for care leavers with complex needs.

- **Getting the basics right:** new measures to ensure the structures are in place to end rough sleeping. This includes a review of legislation around homelessness and rough sleeping, including the Vagrancy Act. We are clear that people who sleep rough need help and should not be discriminated against.
- **Improving our understanding:** research announced in the LGBT Action Plan will help us better understand how LGBT individuals experience homelessness. We will build our understanding of the links between modern slavery and rough sleeping.
- **Improving oversight:** ensuring that the deaths or incidents of serious harm of people who sleep rough are rigorously investigated, where this is appropriate. We will strengthen local homelessness strategies, and introduce a new emphasis on rough sleeping.
- **Work to look at affordability in the private rented sector, working with stakeholders:** the government has begun work to look at affordability in the private rented sector, with a view to developing policy options for post-2020 when the current Local Housing Allowance freeze ends. We will work with the sector to develop this.

## Intervention

16. Prevention is vital, but if we are to ensure no one has to sleep rough again, we must act and intervene now to support the people who are experiencing it today.

Key measures include:

- **Up to £45 million to continue the work of the Rough Sleeping Initiative:** continuing to fund a broad range of local schemes which meet local need. This year

we are funding over 500 new dedicated homelessness workers and an additional 1,750 bed spaces to ensure people sleeping rough have a bed, while their wider needs are being addressed.

- **Somewhere Safe to Stay Pilots:** up to £17 million for work in approximately 15 areas to rapidly assess the needs of people at risk of rough sleeping and support them to get the right help.
- **Funding for rough sleeping navigators:** new specialists who will help people who sleep rough to access the appropriate local services, get off the streets and into settled accommodation.
- **Mental health and substance misuse treatment:** this year we will provide up to £2 million in health funding to enable access to health and support services for people who are sleeping rough. We have asked NHS England to spend up to £30 million on health services for people who sleep rough, over the next five years. This will be informed by the findings of an audit of health provision to be carried out this year.
- **New training for frontline staff:** new training to ensure staff have the right skills to support people who sleep rough. This includes training on how to interact with clients under the influence of Spice, identifying and supporting victims of modern slavery and domestic abuse, and how to effectively support LGBT people.
- **£5 million new funding for non-UK nationals who sleep rough:** new support for local areas to work with non-UK nationals who sleep rough. Additionally a new increased focus on rough sleeping in the Controlling Migration Fund.
- **A Rough Sleeping Support team:** prioritising support work and helping to resolve the immigration status of non-UK nationals who are sleeping rough. This includes providing a national point of

contact for local authorities through Immigration Enforcement's Command and Control Unit, using a phased approach.

- **New funding for an improved StreetLink:** supporting the general public, business and communities to engage positively with people who sleep rough, through a new improved platform.
- **Confirmation that we are maintaining Housing Benefit for all supported housing:** new additional oversight measures to ensure quality and value for money.

## Recovery

17. We need to ensure that people have support in place to move into sustainable accommodation. A stable home is an essential element in a person's recovery from rough sleeping and needs to go hand in hand with flexible support that is tailored to individual needs. This chapter outlines how government is ensuring that homes are in place for people who sleep rough.

Key measures include:

- **Dormant Assets funding:** the allocation of up to £135 million of dormant accounts funds, the majority of which will be used to support innovative financing for homes for people who sleep rough or are at risk of rough sleeping.
- **Move On Funding:** launch of a £50 million fund that will deliver a new supply of homes outside of London for people who are sleeping rough, as well as those who are ready to move on from hostels or refuges and might need additional support. Learning from this will inform plans for future capital funding for homes for people who sleep rough. This is in addition to the £50 million fund which was allocated to the Greater London Authority (GLA), who have been responsible for the implementation of the fund in London.

- **Supported Lettings:** up to £19 million of new funding to provide flexible support in homes provided for people with a history of rough sleeping. This will provide flexible support funding to help over 5,000 people at risk of rough sleeping, over the next two years, to sustain their tenancies in homes across the housing sector.
- **Local Lettings Agencies:** new funding to help local areas grow enterprises to support vulnerable people into accommodation.
- **Housing First:** we have already announced £28 million of funding for Housing First pilots in Greater Manchester, the West Midlands and Liverpool to support people with multiple complex needs.
- **Homelessness experts for every Jobcentre Plus:** will offer expert advice, signposting and support.
- **Young Futures Fund:** a new Social Impact Bond, the Young Futures Fund, to support young people who are not in education, employment or training (NEET).

## Conclusion and next steps

18. This chapter sets out what our next steps will be and when our interventions will come online. We will keep this strategy under review and continue to develop work and further initiatives, for instance further work on how we support non-UK nationals off the streets. We are also developing a delivery plan which will set out how we will deliver the ambitious work set out in this strategy, to be published in the autumn.
19. This strategy marks just the beginning of our plans. It focusses, rightly, on putting in place new programmes and structures to support people off the streets now. We recognise that embedding preventative approaches takes time which is why we are committing to updating this strategy annually. These updates will set out further progress to ensure no one has to sleep rough again.

# Chapter 1

---

The scale of the problem and why we need to act

20. People's experiences of rough sleeping vary enormously. Some people have a short and very limited experience of rough sleeping and, where prevention services work well, may only sleep rough for a few days. Other people may escape rough sleeping, only to return again to the streets when their housing fails or after a spell in hospital or prison. Other people may, very sadly, spend years on the street. Each person is different and needs a different form of help and assistance.
23. This strategy focusses on people who sleep rough and those who are at risk of sleeping rough. We will be setting out how government is helping people affected by other forms of homelessness in a future strategy.

### The scale of rough sleeping and the latest trends

#### Homelessness and rough sleeping

21. This country has a strong safety net, with legislation in place to support families and the most vulnerable when they become homeless and new legislation to prevent people becoming homeless in the first place.
22. Homelessness as a term refers to a range of different people and experiences. In law, it means that a person or household does not have accommodation that is available for them to occupy, that they have a legal right to occupy, and that it is reasonable for them to continue to occupy. This includes people who sleep rough,<sup>1</sup> people living in hostels, shelters and domestic abuse refuges, and hidden homeless people who have to rely on friends or family for accommodation in unreasonable circumstances. Additionally, as part of our strong safety net, local authorities are legally obliged to house many homeless people as a result of their needs, for example those with children or those who are vulnerable as a result of their health.
24. Accurately measuring the exact numbers of people sleeping rough is challenging. In 2010, the Coalition Government introduced a snapshot method which requires every local authority either to count or estimate the number of people sleeping rough in their area on a single night every year. In autumn 2017 4,751 people were identified as sleeping out on a typical night. This was an increase of 15% (617 people) on the previous year.<sup>i</sup>
25. The counts and estimates on a single night provide useful data and is the agreed method for tracking progress in tackling rough sleeping. However, it is extremely important that our understanding of who is sleeping rough on our streets and what their particular needs are becomes much more sophisticated if we are to find the right solutions to ending rough sleeping for each and every citizen. We expect local authorities and their delivery partners, especially in areas with high numbers of people who sleep rough, to develop improved ways of recording and assessing rough sleeping.

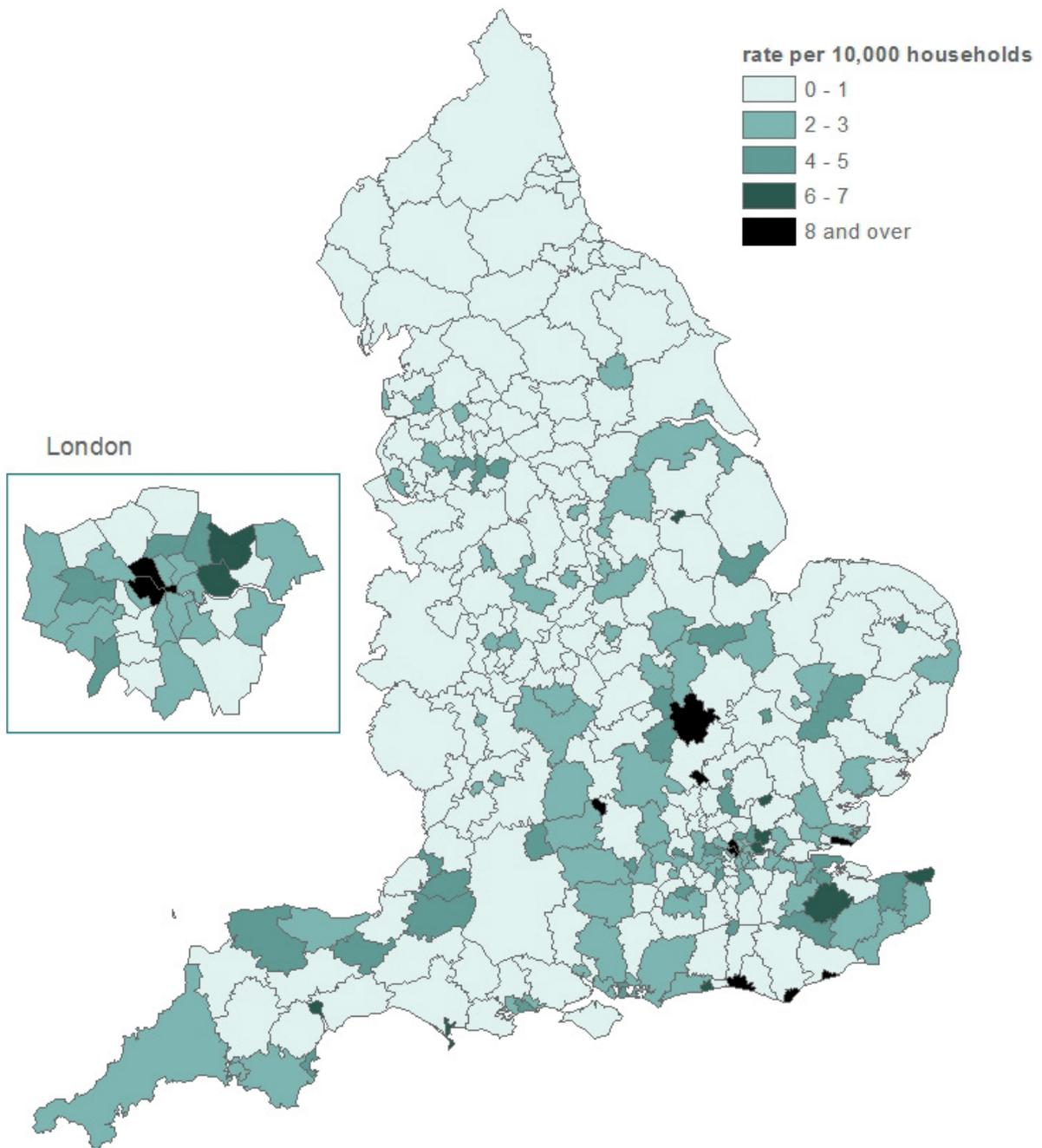
<sup>1</sup> Official statistics provide the following definition of people sleeping rough: People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or "bashes" which are makeshift shelters, often comprised of cardboard boxes). The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers.

The Rough Sleeping Initiative will support work in local areas to improve recording and assessing rough sleeping by autumn 2018.

26. Of the people who sleep rough across the year, some will be sleeping on the streets for the first time, some all year and some will sleep rough intermittently. The number of people sleeping on the streets is also likely to be influenced by the seasons. Data from the Combined Homelessness and Information Network (CHAIN), a database used in London by people working in the sector, showed that 60% of the people recorded as sleeping rough in London in 2017-18 were new to the streets.<sup>ii</sup> Over half (59%) were seen only once, while only 6% were seen more than ten times.<sup>2</sup>
  27. Rough sleeping is unevenly distributed across the country, and it has increased not only in large cities, but in many different areas. Almost half (48%) of the people identified as sleeping rough in England on a single night in 2017 were in London and the South East.
  28. Urban areas have seen the largest increases since 2010, although numbers in rural areas have also increased. Some seaside towns have also seen large increases in the number of people sleeping rough. The rate of people sleeping rough (the local figure divided by the resident household population) provides a more comparable estimate between areas. In autumn 2017, the rate of people sleeping rough per 10,000 households was 2.0 for England, 3.1 for London, and 1.8 for the rest of England.<sup>iii</sup>
- ## The profiles of people who currently sleep rough
- ### Gender, age and ethnicity
29. People who sleep rough in England tend to be:
    - a. male;
    - b. between 25 and 55 years old; and
    - c. predominantly white.
  30. In the 2017 counts and estimates, 83% of people found sleeping rough were men, while 14% were women (gender for the remaining 3% was unknown).<sup>iv</sup> While women and men have been found to be equally likely to experience hidden homelessness<sup>v</sup>, these figures show that men are more likely to experience rough sleeping.
  31. However, women who sleep rough are more likely to have specific support needs and to have experienced traumas, including domestic abuse, mental ill health, substance misuse, and to have self-harmed.<sup>vi</sup> We are told by the sector that when women sleep rough, they make themselves less visible in order to stay safe. This means that we often know less about them and their needs than we do about men who sleep rough.
  32. In the 2017 counts and estimates, 81% of people found sleeping rough were aged over 25 years.<sup>vii</sup> However, most people who sleep rough first became homeless at a young age, often in their early twenties<sup>viii</sup>, pointing to the need for early, targeted intervention.

<sup>2</sup> However, findings from CHAIN may not be representative of rough sleeping incidences across England as CHAIN only collects information on rough sleeping in London. In addition, CHAIN does not necessarily record all incidents of people sleeping rough. It records only those people whom outreach workers have been in contact with. An alternative estimate for the average length of time people sleep rough is 33 days across the year in England.

### Rough sleeping rates per 10,000 households



**Lou, 47**

“I became homeless just over ten years ago following the death of my daughter whilst I was in rehab. I lost my mind a bit, I didn’t try and link in with services but when I did it was very difficult. I was using drugs, it took two weeks to get a methadone script, when you are transient, sleeping under bridges and in cars, you cannot keep up with it, it is not possible.

Being homeless is the worst, you are reliant on other people for somewhere to sleep, you need someone to protect you. It’s the things I had to do to get money, to survive from day to day. It’s the way people look at you, I used to hide around school times, because I don’t think people should have to explain to their children why someone is on the floor under a bridge. I get why people look down on you, I really do, but people think you choose to be in that position. Who would chose to be homeless? Nobody.

I’ve been in a number of hostels and it’s about the people you have to support you. Here I have a good key worker, everything I do is followed up and things seem to be working at last. When I came here I had over £2,000 of arrears, I’ve managed to get rid of it now and I am the next on the list. After 10 years, I am actually going to have my own place, this is the best position I have been in for such a long time.

I don’t care what my future holds, as long as I have my own front door and I can lock it behind me. I don’t have to deal with people I don’t want to, I don’t have to see anyone I don’t want to, and I can just be me. Once I’m in I’ll need a week or two to actually believe it has happened before I think about what I am going to do next.”

**Differences between London and the rest of England**

33. The profiles of people sleeping rough in London are different to the rest of England. For instance there is a higher migrant rough sleeping population in London who tend to have lower support needs.<sup>ix</sup> In the 2017 counts and estimates, less than half (40%) of the people sleeping rough in London were from the UK, compared to around four fifths (82%) in the rest of England. Almost a third (30%) of people found sleeping rough in London were from EU countries, compared to 12% in the rest of England.<sup>x</sup>

**Support needs**

34. Support needs often relate to health conditions. Of the people seen sleeping rough in London in 2017-18, 50% had mental health needs, 46% had physical health needs, 43% had alcohol misuse needs and 40% misused drugs.<sup>xi</sup> Outside of London, where people are more likely to

sleep rough for longer, support needs may be higher.<sup>xii</sup> Evidence suggests that homeless people have far higher rates of schizophrenia, anxiety disorders, depression and personality disorders than the general population.<sup>xiii</sup>

35. In the 2015 Hard Edges report, a study of severe and multiple disadvantage in England, Professor Glen Bramley and co-authors from Heriot-Watt University estimated that around 31% of homeless people have complex needs, which means that they have two or more support needs.<sup>xiv</sup> There is also evidence that a person’s support needs increase the longer they stay on the streets, and also with age. Many people who sleep rough will have additional support needs including emotional needs. They may have poor financial or interpersonal skills and will need support to engage more positively with society, to find employment or to set up and maintain a home.

## Institutional history and interaction with public services

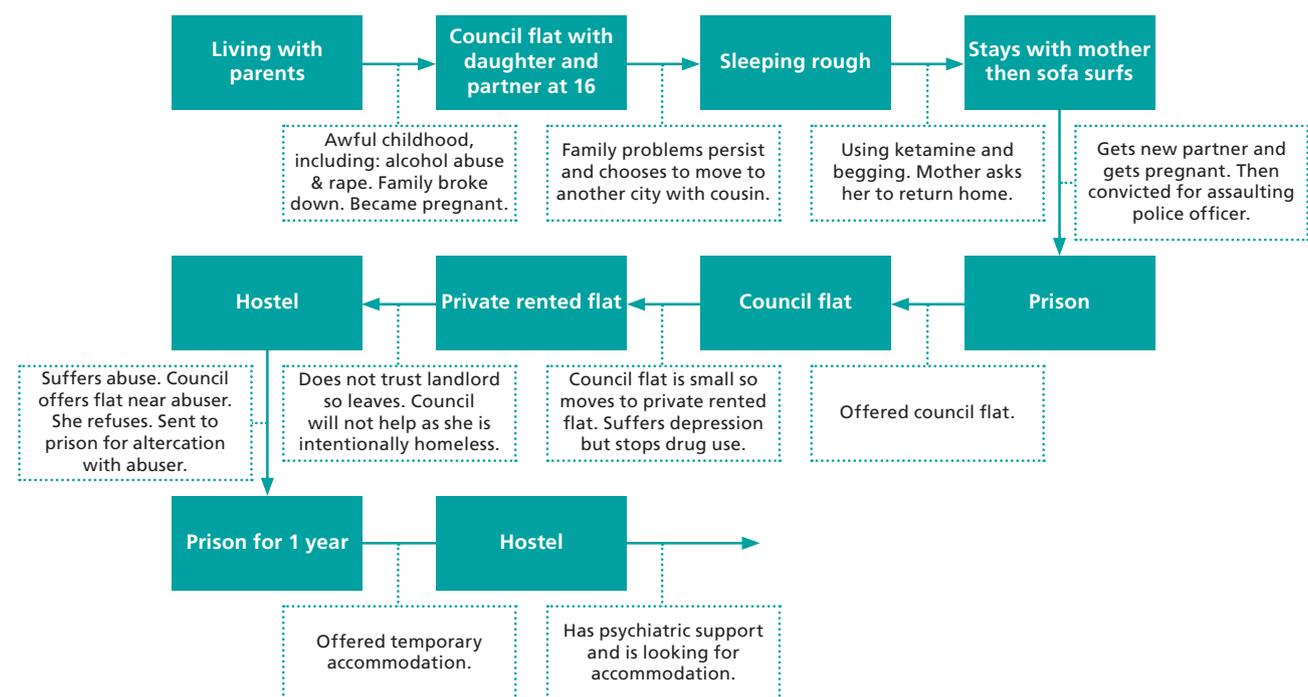
36. People who sleep rough are more likely to have experience of institutions such as prisons, the care system or the armed forces.<sup>xv</sup> Data from CHAIN in 2017-18 shows 11% of people sleeping rough were in care as a child and 36% had served a custodial sentence. This data also shows 7% were in the armed forces, but this figure includes a relatively high number of non-UK nationals. Only 3% of people seen sleeping rough in London had experience of the UK armed forces.

## LGBT

37. There has been some early work from the sector that indicates that the causes and needs of LGBT individuals experiencing homelessness can be different from those who are non-LGBT. The Homeless Link Annual Survey of youth homelessness estimated that around 7% of young homeless people were LGBT, but also recognised that this was likely to be under reported.<sup>xvi</sup> Many may have experienced familial rejection, abuse and violence and will have been at increased risk of sexual exploitation. The evidence base is not yet sufficiently robust to draw firm conclusions on how this might be driving homelessness or the prevalence of this issue; however, we outline later in the strategy how we will address this gap.

### Example of a pathway towards homelessness, characterised by multiple and complex interactions with public services.

#### Jean's homelessness pathway



## The reasons why people sleep rough

38. Professors Fitzpatrick and Bramley recently identified poverty, particularly childhood poverty, as the most powerful predictor of all forms of homelessness. Certain groups are significantly more likely to become homeless than others, and factors such as ethnicity, education, adverse childhood experiences, gender and employment all play a sizeable role.<sup>xvii</sup>
39. Early trauma and childhood abuse seem to be common amongst homeless people with more complex needs. A 2010 study by Heriot-Watt University surveyed single homeless people with multiple needs in seven UK cities (452 people, 77% of whom had slept rough). The authors found that by the age of 16, 24% of those surveyed had parents or carers with drug or alcohol problems, 22% had experienced sexual abuse, 23% had experienced physical abuse and 27% had witnessed violence between parents.<sup>xviii</sup>
40. However, homelessness and rough sleeping are not inevitable results of these drivers. Many people who experience them do not become homeless. Specific triggers can lead to people rough sleeping, including eviction from rented property, conflict with family, relationship breakdowns and leaving prison.<sup>xix</sup>
41. People sleeping rough are also frequently victims of violence and theft. For example, in a survey of 458 homeless people who had slept rough in the past 12 months, one in three reported that they had been deliberately hit or kicked or experienced another form of violence, and more than half reported having their personal belongings stolen.<sup>xxii</sup> Frequently people who sleep rough do not report crimes to the police as they do not believe that anything will be done.<sup>xxiii</sup>
42. People sleeping rough are also frequently victims of violence and theft. For example, in a survey of 458 homeless people who had slept rough in the past 12 months, one in three reported that they had been deliberately hit or kicked or experienced another form of violence, and more than half reported having their personal belongings stolen.<sup>xxii</sup> Frequently people who sleep rough do not report crimes to the police as they do not believe that anything will be done.<sup>xxiii</sup>
43. Data and research only tells us part of the story. Understanding the day-to-day experiences of people who are sleeping rough, the impact on their lives and what helps them off the streets is essential to help us build our evidence base and to inform better policy design and delivery and making this the norm across government. We are committed to working with people with lived experience of homelessness and rough sleeping to inform the delivery of this strategy and our further work. We are especially eager to understand more about how these individuals successfully moved on from rough sleeping.
44. suicide (eight times greater risk in men, 19 times in women)<sup>xx</sup>. In another report, the average age of death for a person who dies whilst living on the streets or in homeless accommodation in England was calculated as 47 years old compared to 77 for the general population,<sup>3</sup> and it was estimated that around 35% of people who die whilst sleeping rough or living in homeless accommodation died due to alcohol or drugs, compared to 2% in the general population.<sup>xxi</sup>

## The impact of rough sleeping on the individual

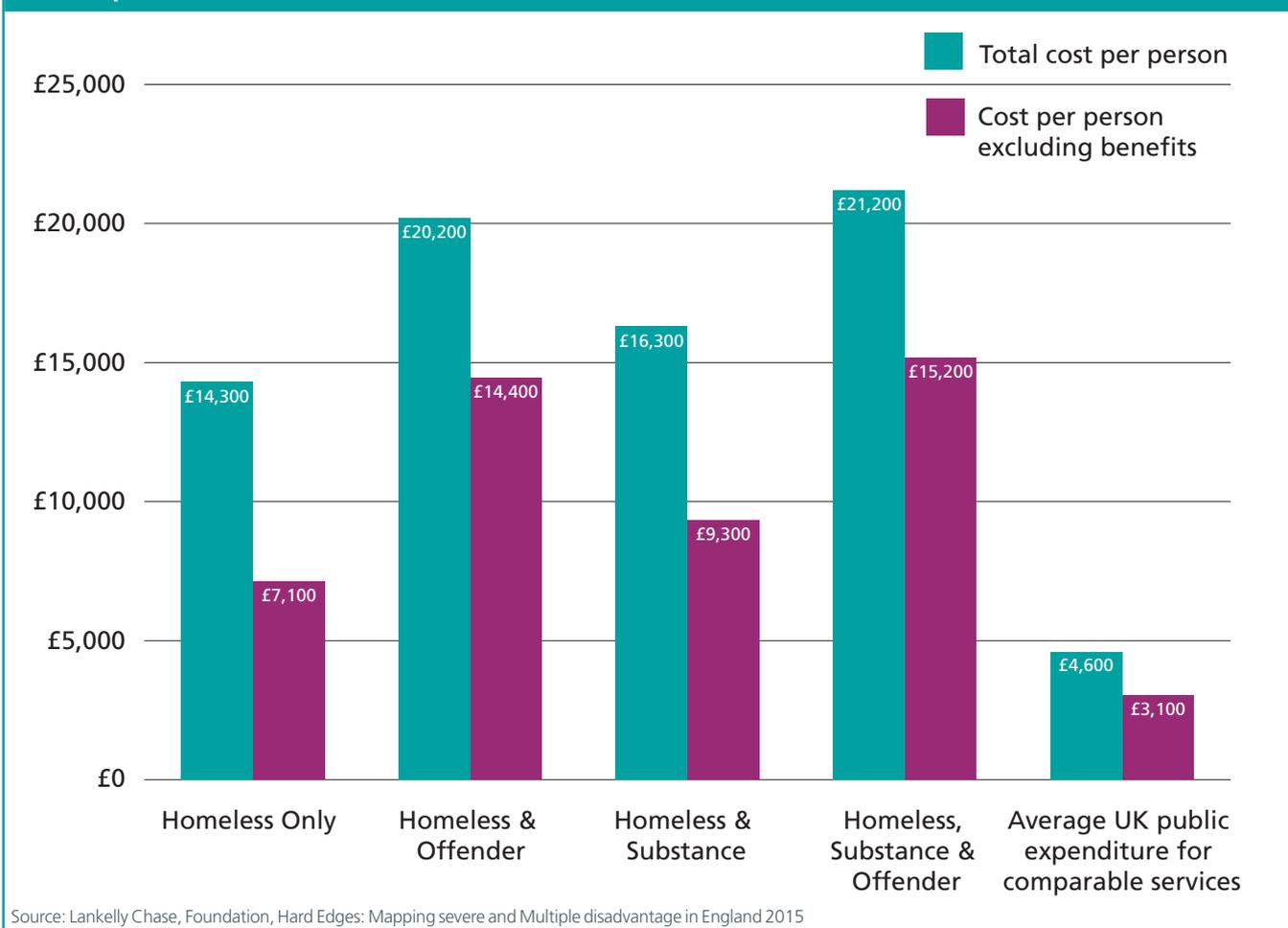
41. People who sleep rough regularly over a long period are more likely to die young than the general population. In an international review of all available evidence, homeless populations, along with other excluded groups (including sex workers and prisoners), are ten times more likely to die than those of a similar age in the general population. They are also much more likely to die from injury, poisoning and

We will ensure that people's lived experience of rough sleeping and homelessness will feed into future updates of this strategy.

## The cost of rough sleeping

44. Helping people before they sleep rough will not only reduce the human cost of rough sleeping, it will also help to reduce costs to the wider public sector. People who sleep rough often have a combination of needs which will mean that they come into contact with a range of public bodies. This includes the costs of providing health care, drug and alcohol treatment, emergency services and costs to the criminal justice system. However, some people who sleep rough may not want to interact with services because of their complex needs.
45. Estimates of the costs of rough sleeping to the public purse vary depending on the methodology followed and the data used. In the 2015 Hard Edges report, Professor Glen Bramley and co-authors estimated the costs of rough sleeping to the public purse to be between £14,300 and £21,200 per person per year, with the higher cost being incurred if rough sleeping occurred alongside substance misuse and offending. This is three to four times the average cost to public services of an average adult (approximately £4,600). The estimated cost of rough sleeping, excluding the cost of benefits, is therefore between £7,100 and £15,200 per person per year.<sup>xxiv</sup>

Estimates of the cost to the public purse of homelessness compared to the average cost per person per year, 2014-15 prices



## Our plans to improve our evidence base

46. It is essential that we use evidence to inform our interventions. Not only does better data and evidence mean we can hold ourselves to account as we make progress towards ending rough sleeping, but it also means we can make sure that our interventions reflect the needs of the people they are designed to help and provide value for money to taxpayers. This is why, across the strategy, we have made a number of commitments to piloting new approaches to inform wider roll-out, improving data and building the evidence base. We have already introduced the H-CLIC data collection arrangements through which local authorities will be gathering and reporting on the causes of homelessness, and the accommodation and support needs of people asking for help, including single people threatened with homelessness and those sleeping rough.

Over the next nine years, we will plug evidence gaps and pilot, test and evaluate new approaches which will inform our plans for wider roll-out.



# Chapter 2

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The 2027 vision:

Prevention, Intervention, Recovery

47. Our vision is that by 2027 all parts of central and local government, in partnership with business, the public and wider society are working together to ensure that no-one has to experience rough sleeping again.

## The role of prevention

48. If we are to minimise the considerable harm caused by rough sleeping, the most important thing we can do is to prevent it from happening in the first place. This will take time but this government has already taken important steps to embed a culture of prevention into services through the Homelessness Reduction Act 2017. That Act, for the first time, puts prevention at the heart of the local housing authority response to homelessness and also puts new duties on other public sector bodies to refer people at risk of homelessness to local homelessness services. The Act also means that single people and childless couples are no longer excluded from assistance because they do not have 'priority need.' Instead they are owed duties to help prevent them becoming homeless or help to find alternative accommodation.
49. We have also taken important steps to ensure the private rented sector delivers safe and affordable homes. For instance, we are consulting on how to overcome the barriers to landlords offering longer tenancies, including a proposed model for a three year tenancy with a six month break clause. We are also improving affordability for tenants through market reforms and legislative interventions like the Tenant Fees Bill, and educating landlords and tenants of their respective rights and responsibilities.
50. Through the Troubled Families Programme, local authorities and their partners are working to mitigate some of the triggers that can lead people to sleep rough. By providing high quality whole family support to families with complex needs, the

programme aims to reduce the risk and impact of family breakdown due to extraordinary reasons such as alcohol or drug dependency or domestic violence. We will ensure that we learn from the Troubled Families Programme and the evidence and good practice that it is generating.

51. The Homelessness Reduction Act lays the foundations for the changes we need to see. However, if we are to ensure no one has to sleep rough again then we need all parts of government to come together so that public services are working to ensure stable accommodation is in place for the people who access their services. In turn, these services will also provide people with the right support and skills so that they can maintain a home. This will involve local authorities, the care system, the health service, prisons and probation services, the police, immigration services and Jobcentres working together to support the most vulnerable.

## The 2027 Vision: central and local government work hand in hand with charities and businesses to prevent rough sleeping

52. Our guiding principle is that all partners at the local and national level will work together in a joined-up way, commissioning and building services based on evidence of what works. Services will offer person-centred support with an understanding of individual needs and recognition of their strengths. They will promote individual choice and create environments that are appropriate for vulnerable people.
53. We will have effective systems in place that allow us to gather meaningful data to better understand homelessness and rough sleeping, to support delivery partners in their work, and to hold them to account where they are not working effectively.

This will include Supported Housing, where we will have designed and implemented new oversight measures for quality and value for money.

54. It is not just local and central government that has a part to play; there is an opportunity for many parts of society to come together to ensure that we are all doing our bit, so that no one has to sleep rough again. In chapter five we outline how we will enable business and communities to support people who sleep rough or are at risk of rough sleeping in their area.
55. In particular, we also believe that registered providers are crucial to increasing the supply of homes to people at social and affordable rent and are delivering the majority of new affordable homes. Housing Associations not only provide homes for vulnerable people but, in support of their charitable objectives, many also invest their own funding into supporting their residents to maintain their tenancies, increase their employment and life skills, and live more productive lives. By 2020, we want Housing Associations to play an even more central role, working with their local partners and councils, building

even more homes and continuing to work with communities and their residents to provide appropriate, flexible and safe homes for vulnerable people. They have a fundamental part to play in resolving the current crisis, and in delivering the future system of informed and robust prevention.

### Intervention and Recovery in 2027: a rapid rehousing response

56. The earlier that a stable base can be established, the greater the chances that an individual will not return to rough sleeping. The Housing First model follows the principle that the first thing to do when intervening to secure a person's recovery is to support them into a home, with intensive wrap-around support provided in tandem to help them address their needs. We have committed £28 million to pilot Housing First in Greater Manchester, Liverpool and the West Midlands.

#### Nottingham Community Housing Association (NCHA), Mr M

Mr M, in his early 60s, was living in private rented accommodation until he was evicted in January 2018, due to anti-social behaviour (ASB) issues with his neighbours, which he denied.

He was left homeless and initially slept rough for a month, spending a night in a winter shelter and a couple of nights in hospital. After a temporary stay in a hotel, the local authority's housing department referred him to Linby Drive (short stay temporary housing), run by Nottingham Community Housing Association (NCHA).

He has been given a room with en-suite facilities, more suited to his medical conditions. As well as

accommodation, he has received tailored support around budgeting, identification documents and potential courses to help him to access new opportunities.

When he moves into independent accommodation NCHA will continue to support him by referring him to support services, helping him to register for utilities, and setting up the best payment plan for him.

With NCHA's support, Mr M has improved his budgeting skills and pays his residents' charge, to the point where he is three months in credit and saving up for when he is offered his own home.

## Clearing House, Ibrahim, 53

Ibrahim became homeless for three months after his agency work ended. He tried to look for jobs that would support him to fund his accommodation, but with no work opportunities available, Ibrahim was left with no choice but to turn to the streets.

During this time, Ibrahim would sleep on public transport or try to find safe spots in the streets. He also had undiagnosed health issues and was experiencing unusual symptoms, but didn't know how to get the support he needed.

After a few months he was found by a charity who took him to a shelter and got him the medical attention he needed. Unfortunately, he found out he had cancer which he received treatment for.

The charity then supported him to access his own accommodation through Clearing House. Ibrahim remarked;

"I was so happy when I walked through those doors. It felt good and I'm so thankful for the help I received. That was a day I'll never forget. It's nice and quiet here and I can relax. I am also much better at controlling my money now. I don't spend money on alcohol so I make sure I pay my all my bills and rent."

Ibrahim also volunteers as a street buddy twice a week as he wants to help other people who are in similar situations.

57. Another example is the Clearing House scheme, which was set up by Lord Young in the 1990s as part of a wider drive to reduce rough sleeping and demonstrates the security a stable home can offer. As a result of that scheme there are still over 3,750 units across London which are used to house people who have slept rough, a quarter of whom come straight from the streets and are rapidly rehoused. A vital element of this offer is floating support provided by St Mungo's and Thames Reach to help clients maintain their home. The evidence from this is impressive; 92% of tenants in these units do not return to rough sleeping and 15% of tenants in these units are now in paid work.
58. Ensuring that the right support, tailored to an individual's needs, is provided alongside a home, is fundamental to both the Housing First and Clearing House models. Particular examples of support which have been proven to be effective are key workers or navigators who help clients access more mainstream support and more specialist, bespoke programmes targeted at people who sleep rough.
59. By 2027, we want to base our response to rough sleeping on a rapid rehousing approach. This means if a person is at risk of rough sleeping they will have their needs assessed quickly in line with the requirements of the Homelessness Reduction Act, be offered appropriate support and then helped rapidly into a home, with appropriate support alongside. This approach was endorsed by the Advisory Panel and we set out how we are laying the foundations for this new approach in subsequent chapters.

## The role of social investment by 2027

60. Government has been working to attract new sources of funding into the sector, which can enable more support to be put in place for people who sleep rough, bring forward new homes and empower people working in the sector to be more innovative.
61. One important example of this is our work to stimulate social impact investment. Social impact investors seek to address core social problems including homelessness and rough sleeping alongside making a financial

return. The sector is growing, driven by appetite amongst investors. There are already a significant number of social enterprises providing stable accommodation to vulnerable people who might otherwise be at risk. These enterprises include local lettings agencies that seek to house disadvantaged people who are usually poorly served by the private rental market and also social property funds.

62. We are determined that social impact investment should become ‘business as usual’ for individual and institutional investors. We have committed to do this by:

- making it easier for people to invest;
- improving deal flow and the ability to invest at scale;
- strengthening competence and confidence within the financial services industry; and
- developing better reporting of non-financial outcomes.

63. As part of this, this government has also led the way in testing and trialling Social Impact Bonds. These models provide an opportunity to address perennial challenges in society by bringing together the public, private and voluntary sectors to drive

innovation with a focus on delivering outcomes. Social Impact Bonds allow service providers the freedom and flexibility to provide a bespoke service, while the taxpayer only pays for successful outcomes. They can also encourage early intervention to prevent a crisis which saves money in the longer term.

64. There are now over 40 Social Impact Bonds in the UK, including 17 aimed at reducing or preventing rough sleeping. The UK is considered a world leader in this field. The evidence from these Social Impact Bonds shows the benefit of this approach. For instance, the £15 million Fair Chance Fund Social Impact Bond was a three-year programme targeted at homeless young people aged 18 to 24 years to improve accommodation, education and employment outcomes. After two years, 86% of the young people participating in the programme had entered accommodation<sup>xxv</sup> and more than 400 qualifications were achieved over the course of the programme. Reports to date also show that the payment by results system appeared to incentivise staff to achieve outcomes, with no evidence of perverse incentives or a focus on quick wins.<sup>[1]</sup>

### The St Basils Re-writing Futures programme

The Re-writing Futures programme was a Social Impact Bond that supported young homeless people aged 18-24 who were not in priority need for housing, unable to access other service provision and were Not in Education, Employment or Training (NEET).

“The Social Impact Bond allowed us to work with a cohort of young people with the greatest needs, who may have been failed by other services. Each young person was offered intensive tailored support over a longer time (3 years) to obtain long term stable accommodation. They were

then supported into employment, training or volunteering. This was provided by a team of Progression Coaches and Volunteers who are skilled and knowledgeable in a whole host of areas including; accommodation, NEET support, Mental Health, Substance Abuse and offending. Joint working with other agencies was crucial to the success of this programme and enabled us to offer the wrap around support needed to progress these individuals on in their lives more positively. The SIB gave us the opportunity to be flexible, creative and responsive to change quickly and efficiently.”

65. There is a clear role for social investment to help bring on stream new supply of housing for vulnerable people and in the next chapters we outline additional steps we are taking to target social investment at people rough sleeping now. We believe that Social Impact Bonds and social investment more broadly are crucial tools and we are working to develop a new pipeline of social investment opportunities.

We are clear that we will deliver an expanded social investment market, including Social Impact Bonds, in our 2027 vision.

# Chapter 3

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## Prevention

66. This chapter sets out what we are doing now, both to help the people who are currently sleeping rough, but also to lay the foundations for the 2027 vision to Prevent, Intervene and Recover.
67. This government has taken a number of important steps to put prevention at the heart of our response to homelessness. As well as implementing the Homelessness Reduction Act, we have also dedicated £20 million to establish a network of 26 Homelessness Prevention Trailblazer projects, and a further £20 million of funding for 48 projects providing targeted prevention and early intervention for those at imminent risk of sleeping rough. Learning from these programmes has shaped this strategy and the areas involved offer a blueprint for others to follow.
68. relevant homelessness and rough sleeping legislation.
69. In particular, some people, including the Advisory Panel, have expressed concerns about how the Vagrancy Act is being used in relation to people who sleep rough. Those who find themselves sleeping rough are some of the most vulnerable in society and we are clear that people who sleep rough should not be discriminated against.
70. We need to understand how this Act is being applied to people who are sleeping rough. We also want to better understand how other legislation such as the Care Act is being used to help people who sleep rough.

### Getting the basics right

68. As part of the implementation of the Homelessness Reduction Act, we committed to review how the Act is working within two years. This will provide important insight and will shape our future plans. Given the breadth of legislation impacting on rough sleeping, we have decided that this review will go further and look at other

We will launch a wider review of homelessness and rough sleeping legislation, which will include the Vagrancy Act. The review will ensure that the structures are in place to deliver effective services and engage with vulnerable people constructively. We expect the review to report by March 2020.

### Nos Da Kernow

Nos Da Kernow (in English - Good Night Cornwall) is a rough sleeping prevention outreach service that helps single people or childless couples who would likely sleep rough if they became homeless.

It brings together the expertise of individual organisations – homelessness prevention; resettlement and assertive street outreach into one team applying new approaches and solutions alongside tried and tested ones. Partnership working is key and Nos Da Kernow has developed meaningful relationships with a range of agencies

including Jobcentre Plus, private & social landlords and mental health services.

The service estimates that it is prevented over 200 people from sleeping on the streets in the past 18 months. This is through supporting people before they become homeless, helping agencies to raise awareness, and building their preparedness for when somebody is at risk of becoming homeless. Once the immediate threat of rough sleeping has dissipated, the service works with the client to build their resilience.

### Shining a light on performance and stronger accountability

71. As highlighted by the Advisory Panel, another powerful set of tools for improving our response to rough sleeping is the use of local homelessness strategies. Local housing authorities are required to carry out a review of homelessness in their area and to produce a homelessness strategy which sets out how they will prevent and reduce homelessness, and provide support to people affected by it. They also have to refresh these strategies every five years. While some local housing authorities have good quality strategies developed with their partners, unfortunately a number have not been kept up to date and, crucially, many do not effectively address rough sleeping. These strategies are essential tools for driving performance and shining a light at the local level.

We will work with the Local Government Association and local authorities so that by winter 2019:

- all local authorities update their strategies and rebadge them as homelessness and rough sleeping strategies;
- strategies are made available online and submitted to MHCLG; and
- local authorities report progress in delivering these strategies and publish annual action plans.

Where necessary, we will support these changes by seeking to legislate at the earliest opportunity.

Where local authorities do not follow these changes, we will take action.

72. Further, just as we intend to hold ourselves to account through annual updates to this strategy, so too do we expect local authorities to be transparent about their progress.
73. While it is important that strategies are in place to set a vision, we must also be clear about who is responsible for delivering the commitments in the strategies. However, this can be challenging; the local delivery landscape is complex with a number of agencies with different priorities operating under a variety of accountability arrangements.

We will consult, by the end of this year, on ways to improve accountability at the local level, including the potential use of local Homelessness Reduction Boards.

74. There is also a clear link between homelessness and health and wellbeing which is not always being made at the local level, which we are keen to address. We suggest that a local housing authority representative (for example, lead member) sits on Health and Wellbeing Boards to ensure that wider homelessness issues are considered as part of the health and wellbeing agenda.

In the Rough Sleeping Initiative areas, through our practitioner team, we will support Health and Wellbeing Boards (HWB) to recognise and respond to the health needs of people who sleep rough. We will support them to fulfil their statutory duties, and to provide leadership in the development of homelessness and rough sleeping strategies.

75. Another vital mechanism for shining a light on performance is to be open and transparent when things go wrong. New arrangements will improve the recording of all deaths, including people who sleep rough. Those cases not referred to a coroner will be addressed by a Medical Examiner and will, as appropriate, be referred to other programmes, such as the Learning from Deaths programme.
76. We agree with the Advisory Panel, who were clear that Safeguarding Adult Reviews are powerful tools, which unfortunately are rarely used in the case of people who sleep rough.

We will work with Safeguarding Adult Boards to ensure that Safeguarding Adult Reviews are conducted when a person who sleeps rough dies or is seriously harmed as a result of abuse or neglect, whether known or suspected, and there is concern that partner agencies could have worked more effectively to protect the adult. Lessons learned from these reviews will inform improvements in local systems and services.

77. It is essential that local authorities, which are so vital to this agenda, have the right skills and support to deliver their duties and support their residents. We are therefore taking a number of steps to help them secure this. We also want to ensure that local authorities are able to learn from each other and share best practice. The Local Government Association has an important role to play here and we are interested in the potential of extending their peer review approach and developing a new 'kite marking' or awards scheme system.

We will work with the Local Government Association to develop a comprehensive package of sector-led support for homelessness and rough sleeping. We expect this to be in place by summer 2019.

78. We also recognise the vital role of non-commissioned organisations and charitable bodies. For instance, through the Rough Sleeping Initiative we are funding Housing Justice to ensure that winter shelters in London will provide safe and secure accommodation.
79. We understand how essential a skilled workforce is to delivering good services and ultimately, meeting our commitment. We fund the National Housing Advice Service, which has provided nationally consistent, effective, quality homelessness and housing advice to a range of frontline audiences. It has also supported, and facilitated, homelessness prevention and early intervention for households at risk of homelessness and rough sleeping through the provision of advice, training and support to frontline audiences.
80. Experience from authorities like Southwark, which was an early adopter of elements of the Homelessness Reduction Act, shows the importance of rigorous training and support for staff. We particularly want to get a better picture of the challenges facing Housing Options teams.

We will undertake research into workforce challenges and opportunities in Housing Options teams and the voluntary sector, with the results feeding into future policy approaches.

### Better data

81. As we outlined in chapter one, there are a number of issues that we recognise we do not as yet have a clear enough understanding of. One such area is how LGBT individuals are at increased risk of homelessness and rough sleeping, particularly amongst young people. In the LGBT Action Plan we announced that we will fund new research into the nature and scale of LGBT homelessness and individuals' experience of services while homeless.

Based on findings from the new research into LGBT homelessness, we will set out further concrete steps to address the issues of LGBT homelessness in the first yearly refresh of the strategy.

82. We also want to improve the data collected by a wider range of services which people who sleep rough access, so that we can start to work towards an integrated approach to data, which was a recommendation of the Advisory Panel. We are keen to pilot these new approaches.

We will establish data pilots by summer 2019 to develop and test an outcomes framework for homelessness and rough sleeping.

83. These pilots will involve working with a number of local authorities and their delivery partners to better understand what data is currently collected at the local level, how robust it is and what it tells us. They will also help develop data standards to support consistent approaches to local data collection, and subsequently develop and test a multi-agency outcomes framework, looking across a range of services, including

key health services. This framework would help to define what local authorities and their delivery partners are expected to achieve through the provision of homelessness services and could support the development of homelessness and rough sleeping strategies.

84. We also recognise we need to better understand and monitor links between homelessness and health and are keen to work to ensure that a person's housing status becomes a fundamental part of their treatment and recovery.

We will test ways of including a person's housing status in new NHS data collections to inform future policy and commissioning of services for homeless people.

### The health service

85. The cost to the health service of single people experiencing rough sleeping and other chronic homelessness is sizeable. In 2010 this was conservatively estimated at £86 million each year.<sup>xxvi</sup> The Advisory Panel was clear in its recommendations about the importance of health services in preventing rough sleeping. They were also clear that moving towards a world where housing, health care, public health and social care are working together to support people who sleep rough would not only lead to better outcomes, but also bring savings to the NHS. We are therefore keen to encourage more targeted homelessness prevention work across the NHS.

We will request that NICE produce guidance to support targeted homelessness prevention, integrated care and recovery.

86. We know that people leave hospital without accommodation in place and some of those go on to sleep rough. Fundamental to tackling this is ensuring people working in hospitals and primary care have the right skills and understand the importance of a person's housing status when leaving a service. We are funding research to inform ways of working in the delivery of hospital discharge and primary care services, due for publication in 2018 and 2019.

We will be actively promoting the learning from this research to feed into effective hospital discharge models, in partnership with the health service. This will be promoted in the 83 Rough Sleeping Initiative areas.

87. Building on this, from 1st October 2018, the Duty to Refer will help strengthen links on rough sleeping between health organisations and local authorities.

### Prisons, Probation and the Criminal Justice System.

88. There are already initiatives underway to support offenders into accommodation and reduce the risk of those individuals reoffending. The government invests approximately £63 million per annum into accommodation for offenders, housing nearly 2,800 people at any one time. We have been leading on options to improve the support prisoners receive from Department for Work and Pensions Prison Work Coaches and prison staff to make benefit claims prior to release. Despite this, in 2016-17 30% of adult prisoners under supervision from Community Rehabilitation Companies (excluding London)<sup>xxvii</sup> were discharged to unsettled or unknown accommodation on their first night of release. If we are to end rough sleeping we need to change the way people leaving prison are supported into accommodation. This means planning early for their release, working in partnership with the relevant housing authority and providing support to

### Stockport Homes: Lisa

Lisa attended A&E in January 2017 for a fractured limb and, whilst there, disclosed that she did not have anywhere safe to return home to. Lisa was visited on the same day by an advocate who got to know her housing and social situation.

Lisa's injury was the result of an abusive relationship. She had very poor mental health and was serving a prison license for drugs offences. Having a joint account with her partner meant that Lisa had no independent financial means.

The hospital advocate worked with the hospital discharge coordinator to be able to find suitable short-term accommodation in time to prevent delayed discharge.

She was discharged into temporary accommodation and stayed there for four months where she was supported by her project worker,

alongside her hospital advocate, to access appropriate benefits, sign up to a GP and undergo a mental health assessment, as well as receiving support from the Psychological Medicines team.

She struggled in temporary accommodation and was supported to apply for social housing, including her medical information so that she could be prioritised. She has since accepted a social housing property, receiving support to move through a volunteer removals company, cleaning service and furniture recycling scheme. The hospital advocate continued to support Lisa for a further month to help her to settle in, sign up to a new GP, set up home bills and create a positive attachment to her new home. The Psychological Medicines team are still providing outreach to Lisa who has been settled in her property now for six months.

access benefits or maintain previous tenancies. Providing offenders with the right accommodation on release is key to reducing reoffending levels. We are therefore keen to launch new pilots which will support offenders who have been identified as being at risk of rough sleeping on release. We want to use any information gathered to inform the future provision of accommodation for ex-offenders.

We will invest £3.2 million per year for two years to launch pilots in a small number of resettlement prisons in England. The pilots will start in April 2019 and will run for two years.

89. The pilots will test a new partnership approach with prisons, the National Probation Service, Community Rehabilitation Companies, and local authorities working together to plan, secure and sustain accommodation for offenders on their release. Building on lessons learnt from the voluntary sector, the pilots will deliver wrap-around support, to help offenders sustain their accommodation and reduce their likelihood of reoffending. To ensure that the pilots are successful, we will introduce in-reach officers in the pilot sites. The in-reach officers will work with prisons and probation to facilitate effective engagement and to ensure that appropriate options and support are provided to help sustain accommodation.
90. Another area of concern cited by the Advisory Panel is about offender access to benefits given their lack of access to the internet. The Department for Work and Pensions and Ministry of Justice are working together to improve prisoners' access to Universal Credit (UC) on leaving prison.

This includes:

- Increasing the level of prisoner engagement with Prison Work Coaches;
- Supporting prisoners to begin the UC claim in prison;
- Continuing our work to support prisoners to open bank accounts in prison; and
- Supporting prisoners to verify their identity for UC purposes.

We are planning to trial this improved process in late August 2018 in both public (HMP Wayland & Norwich) and contracted prisons (HMP Birmingham); and to implement the new process in the autumn 2018.

91. This work sits within the context of a wider national partnership agreement that Ministry of Justice will establish with the Department for Work and Pensions, which sets out clear roles and responsibilities for the various bodies involved in getting more ex-offenders into employment and accessing benefits in the future across England and Wales. Earlier this year the Ministry of Justice published the Education and Employment strategy which sets out how each prisoner will be set on a path to employment from the outset. These reforms will empower governors to commission bespoke, innovative education provision which meets the needs of their prisoners and links to employment opportunities on release. Employers will be engaged and persuaded to take on ex-offenders via the New Futures Network (NFN) and governors and employers have been consulted on proposals to increase the use of release on temporary licence to enhance employment opportunities.

We are further improving the support available to prisoners prior to release by providing assistance to offenders to help them access benefits and employment support.

92. Increasing accountability is also key to ensuring prisoners are supported into suitable accommodation, and will help to break the cycle of reoffending.

We intend to introduce an 'accommodation on release' performance metric for prison Governors from 2019-20, which will be jointly owned with Community Rehabilitation Companies, who are already subject to this performance measure.

93. Government recently published a Female Offenders Strategy and we are shifting our focus from custody to the community. Across government, we are investing £5 million funding over two years in community provision for women. As part of this, we launched an initial £3.5 million grant competition for 2018-19 and 2019-20 for community services and multi-agency, whole system approaches.

We will be working with local and national partners to develop a pilot for 'residential women's centres' in at least five sites across England and Wales.

94. As part of the pilot, we want to test intensive residential-based support models in the community that can be used as diversion from custody and to support women to address the underlying causes of their offending behaviour.

95. The aim of the pilot is to develop a robust evidence base about what could be effective, sustainable and scalable models for improving outcomes for female offenders and reducing the numbers and frequency of women entering and re-entering custody on short custodial sentences.

96. A process of engagement with local and national partners to refine how the pilot could be designed and delivered is being undertaken and is expected to continue until the end of the year. We are taking a consultative approach to identifying the most suitable sites, and designing and delivering the pilot.

97. We also recognise that this group may often have multiple and complex needs which requires partnership work at the local level.

We will be working across government and with other national and local partners to develop a National Concordat on Female Offenders.

98. This will set out how local partners and services should be working together in partnership to identify and respond to the often multiple and complex needs of women as they journey through the Criminal Justice System. We aim to publish this by the end of 2018.

### The care system

99. Approximately 10% of people sleeping rough in London today were in care as a child.<sup>xxviii</sup> Given that fewer than 1% of children under 18 are in care<sup>xxix</sup>, this indicates how vital it is to ensure these young people have the right support and skills to live independently in later life. To achieve this we have already taken some important steps, including the successful

Staying Put programme which has helped young people to stay in foster care for longer. We have also invested nearly £6 million to pilot Staying Close which supports young people leaving care.

100. In line with this government's commitment to bringing new forms of investment into the sector, we are committing £5 million to pilot three Social Impact Bonds for care leavers. These will include accommodation outcomes and be launched in autumn 2018.
101. A key plank of the support government has put in place for care leavers is to require local authorities to appoint personal advisors. Personal advisors help care leavers transition into adulthood and live independently by helping them access the support they need from mainstream services. In April 2018, we extended personal advisor support for all care leavers up to age 25, should they choose to access the support. We have also placed a duty on local authorities to publish information (their 'Local Offer') on how they support care leavers, including for instance via exemptions from Council Tax.
102. However, we want to go further and ensure that areas with the highest number of young care leavers at risk of rough sleeping get more intensive support. The Advisory Panel also recommended this approach.

We will fund £3.2 million in 47 areas to employ specialist personal advisers to provide intensive support, appropriate to their needs, to the most at-risk care leavers in their area.

## Welfare

103. The welfare system forms an important safety net that helps prevent, intervene in, and support recovery from rough sleeping. This includes the provision of financial support from the benefits system. Support to help meet the cost of housing is a significant part of this, with the government spending over £24 billion a year on Housing Benefit. We have already made a number of significant changes recently to improve the support we provide to vulnerable claimants, including people who sleep rough. These include:
  - the abolition of housing cost restrictions for 18–21 year olds, announced in March this year, to ensure that there are no unintended barriers to young people accessing housing and getting into work;
  - providing around £1 billion in Discretionary Housing Payments to local authorities to support households who are in need of further financial assistance with their housing costs;
  - increasing Targeted Affordability Funding by £125 million between 2018-19 and 2019-20, to support benefit claimants living in areas where private rents have been rising fastest;
  - a two week 'Transition to Universal Credit Housing Payment' is now awarded to Housing Benefit claimants who move on to Universal Credit. This payment comprises two additional weeks of Housing Benefit entitlement from the start date of the Universal Credit claim.
104. There have been a number of reforms to the welfare system over recent years that have been designed to create a welfare system that supports the most vulnerable, helps to support people into work wherever possible, and is fair to the taxpayer. It is clear that the highly complex needs of some people who sleep rough can make it difficult for them to navigate the welfare system.

That is why we have designed a number of safeguards, including individualised support from Department for Work and Pensions front line staff with benefit and housing claims and any other problems that may occur. We will continue to keep this sensitive issue under review.

105. We know that we need to be able to better assess any potential impact of future policy changes on homelessness. Currently, there is no consensus on the best way to do this.

We have committed to conduct a feasibility study - led by MHCLG, and co-funded by the Department for Work and Pensions. The long-term ambition for this research is to develop a quantitative, predictive model (or models) of homelessness and rough sleeping, which can be applied to various policy scenarios, to help assess the impacts of government intervention on levels of homelessness. This will be supported by an evidence review on the broad range of factors that might influence levels of homelessness, from the housing market to welfare systems, as well as individual drivers.

106. In the longer term, government has begun work to look at affordability in the private rented sector, with a view to developing policy options for post-2020 when the current Local Housing Allowance freeze ends.

In order to inform this thinking we want to gather evidence from stakeholders, including the homelessness sector and local authorities, regarding the challenges in local areas and options to address them.

## Modern slavery

107. Government recognises there is a clear potential risk of vulnerable people who are sleeping rough being trafficked. Equally, there is a risk that victims exiting government support through the National Referral Mechanism, particularly where they have no formalised immigration status, may sleep rough and be re-trafficked.

To reduce the number of modern slavery victims at risk of homelessness once they exit central government support, we will extend the period of move on support from 14 to 45 days, significantly increasing the time available for support providers to work with victims to ensure they have safe and secure accommodation to move to before exiting National Referral Mechanism support. We will also be rolling out drop-in hubs for victims leaving the National Referral Mechanism, which will be accessible up to six months after leaving National Referral Mechanism support, providing an opportunity to signpost victims at risk of homelessness to appropriate support. We will roll out these changes at pace by March 2020.

108. In addition, the government is already supporting six pilot local authorities in Birmingham, Croydon, Derby, Leeds, Nottingham and Redbridge with over £1 million in funding from the Controlling Migration Fund to test pathways for victims moving out of National Referral Mechanism support into local communities, and identify best practice that can be promoted nationally.

Based on the results from the pilots to test pathways for victims moving out of National Referral Mechanism support, we will use learning to inform a national roll-out.

- 109. To build our understanding of the links between modern slavery and rough sleeping, we will ensure that adequate information is collected on housing status and the needs of victims when they enter the National Referral Mechanism and assess evidence from the Police Transformation Fund on cases related to trafficking or exploitation of people who are homeless.
- 110. We also want to work closely with the sector to raise awareness of the links between modern slavery and homelessness.

We will host a roundtable in autumn 2018 with homelessness and anti-slavery organisations to bring together experts on these issues at a national level and identify opportunities to build on the work of regional anti-slavery networks.

- 111. Victims of modern slavery may also present to services as victims of domestic abuse and the sector stress the importance of supporting victims of both forms of abuse. We are already undertaking a review of the funding and commissioning of domestic abuse services in England, which is being informed by an independent audit of domestic abuse services, led by Ipsos MORI. We also support Women's Aid to run a project called 'No Woman Turned Away', which tracks the journeys of women who have struggled to access domestic abuse services. The data includes evidence of women who have 'sofa surfed' or slept

rough while they waited for domestic abuse support.

We will draw on all of this data to inform our future approach and to develop person-centred, bespoke interventions which flexibly address individual needs.



# Chapter 4

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## Intervention

112. Preventing rough sleeping is an essential step in meeting our commitment. Equally as important is ensuring that we are doing everything we can to support the people sleeping rough now to move off the streets, towards recovery and fulfilling lives in our communities. Below we set out a range of work, led by government, which delivers that rapid support and also starts to put in place the building blocks of our 2027 vision.

### The Rough Sleeping Initiative

113. In March this year government announced the launch of the new Rough Sleeping Initiative. The Rough Sleeping Initiative is focused on helping people who are rough sleeping now and leading conversations with local areas and across government to bring about the 2027 vision. The Initiative is made up of an expert team of sector practitioners and policy officials from across local and regional government and the third sector. It is being led by Jeremy Swain, on secondment from his role as Chief Executive of Thames Reach, a leading homelessness charity working with people who are homeless and sleep rough.

114. This expert team is already working intensively with 83 local areas with the highest number of people who sleep rough, offering their expertise and guidance as well as driving and monitoring progress. As part of this work, the team has allocated £30 million funding for 2018-19 to specific initiatives in those areas. This will ensure that services are in place quickly to get people off the streets before the winter period. Over the last few months the team has been working with local areas to create bespoke plans to help people who sleep rough in their areas. These plans are based on our evidence of what works but are diverse and reflect local circumstances. They include:

- A strong focus on the workforce, with provision for more dedicated staff focused on rough sleeping with detailed knowledge of the local population and specialist practitioners who help address their complex needs. This includes assertive outreach teams, which will work in partnership with local agencies to proactively identify and work with people sleeping rough. In total we are funding over 500 new dedicated homelessness workers. Camden, for example, will receive £870,000 for a significant expansion of their outreach team to deliver targeted street interventions focusing on hot spot areas, as well as new staff to support people who sleep rough to maintain their own accommodation.
- An additional 1,750 bed spaces to ensure people sleeping rough have a bed, while their wider needs are being addressed. This includes extra emergency accommodation to help people quickly when they most need it and, crucially, also housing-led options to help people stay off the streets. For instance Cornwall will receive over £430,000 for crisis hostel accommodation, cold weather provision and support for the most disengaged individuals with chronic needs. This also includes supporting additional housing-led provision, so that the needs of people sleeping rough can be met more flexibly by increasing their choice and control over the options available. For instance, Leicester's allocation of £265,043 includes £175,000 for 'Action Homeless' an innovative housing-led scheme.
- Strong partnerships with the third sector and charities which are fundamental to the delivery of rough sleeping services.

## Rough Sleeping Initiative: Bournemouth

In the November 2017 rough sleeper count, 48 people were recorded sleeping on the streets of Bournemouth, a figure which is projected to continue to rise during 2018, without intervention. Bournemouth Borough Council and their delivery partners are committed to reducing rough sleeper numbers and to providing support and accommodation which enables routes away from the streets for homeless people.

The Rough Sleeping Initiative has worked with Bournemouth Borough Council and its delivery partners to co-produce a range of funded interventions to meet the needs of rough sleepers in the area and we were delighted to award a grant of £387,500 for 2018–19 to fund:

- A project co-ordinator – raising the prominence of initiatives to end rough sleeping and ensuring delivery of the programme.
- 4 assertive rough sleeping outreach workers, focused on engagement with people on the

streets, enabling reconnection and access to sustainable, supported accommodation.

- 5 units of supported Housing First accommodation.
- Specialist psychological support, working with those who have experienced complex trauma, and increasing staff resilience and skills.
- An initiative to increase access to the private rented sector, supporting landlords to accept tenants with a background of homelessness with social needs.
- A duty to refer coordinator, increasing the emphasis on prevention of homelessness through the Homelessness Reduction Act as people leave hospital or prison.

Against the prevailing rise in numbers, Bournemouth's aspiration is to reduce local rough sleeping by at least 33% this winter when compared with figures for those sleeping on the streets last winter.

115. Schemes will also support a broad range of particular groups, for whom mainstream services are not always suitable. The Advisory Panel highlighted the importance of this, in particular for women. This includes:

- Southwark, who are receiving £615,000 which includes funding a worker, through Solace Women's Aid, who will work with offenders who have experienced domestic abuse;
- Westminster who are receiving £534,466 to provide contained accommodation for women and couples in a psychologically informed environment;
- Medway, who are receiving £410,416, which includes a specialist mental

health worker to work with people who have experienced domestic abuse, and other health issues, as well as additional housing-led approaches for women and couples;

- Manchester, who are receiving £418,088, which includes funding for specialist staff working with young people, as well as peer support for people at risk of rough sleeping on leaving prison;
- Southend-on-Sea, who are receiving £425,325, which includes funding for an expansion of housing-led interventions for older men with complex needs, and additional outreach staff including specialists in mental health and domestic abuse; and

- £5,000 to pilot a new dog kennel facility in Portsmouth, linked to the Homeless Night Service, in recognition that many people who sleep rough with animals may be unwilling to use accommodation that will not allow pets.

116. The work of the Rough Sleeping Initiative is essential to ensuring people who sleep rough are supported to leave the dangers of the streets behind them. This important work will need to respond to emerging challenges and make an immediate impact. We know this will need more than 12 months to truly make an impact.

We can confirm that the Rough Sleeping Initiative will also receive up to £45 million for 2019-20 to continue its vital, targeted, work.

117. Whilst our focus in 2018-19 has been on areas with the highest levels of rough sleeping we recognise that local circumstances change and that many areas need support. So we will work with these 83 local areas as well as other areas with a rough sleeping issue and where the local authority and partners have the commitment and determination to reduce and end rough sleeping. Where local authorities are struggling to tackle rough sleeping in their area the Rough Sleeping Initiative will work with them to improve their approach.

### Rough Sleeping Navigators

118. Local systems can often be complex and for some of the people who sleep rough finding a way to access the support they need can be challenging. We want to ensure that everyone can access the support that they are entitled to and prevent people from falling between gaps in local services. Evidence from the homelessness sector and

the health service shows the benefit of a navigator approach for people with complex or multiple needs. For this reason we will be providing new funding for navigators who will help people who sleep rough get the right support to access local services.

We will ensure that people sleeping rough can access local systems by providing new funding for rough sleeping navigators.

### Pilots of 'Somewhere Safe to Stay'

119. Our 2027 vision is built around a system where there is a smaller amount of emergency accommodation, but which will rapidly assess the needs of the person in crisis. This is because in 2027 more people will be prevented from rough sleeping and if they do reach a crisis point will be rapidly rehoused. The person will also receive bespoke advice and support and be quickly helped into a stable home. Below we set out how our new Somewhere Safe to Stay Pilots, as recommended by the Advisory Panel, will test this approach.
120. This builds on the example of the No Second Night Out programme which launched in London in 2011. This model is aimed at people new to the streets and offers support to rapidly identify the issues that led them to sleep rough, for instance financial issues or relationship breakdown. The results have been impressive. 84% of people who slept rough and accessed a No Second Night Out service in 2016-17 did not sleep rough again in the following year. We have funded 48 rough sleeping projects through our £20 million Rough Sleeping Grant programme to get the rapid support they need to recover and move on from a rough sleeping crisis. Many of these projects are building on the No Second Night Out

approach. Across the first year of the programme over 1,900 individuals have been prevented from rough sleeping and nearly 2,500 individuals have been supported into accommodation.

121. While the longer-term outcomes are not known, it is clear that more of this type of provision is required: there are only 70 spaces per night in London's No Second Night Out hubs, yet 1,137 people sleep rough on London streets according to the nightly count. We want to understand how this type of provision might work in other parts of the country. Whilst No Second Night Out has delivered great results, it can only support people who have already slept rough. In line with our prevention agenda and as recommended by the Advisory Panel, we think that intervention should happen sooner.

We will be piloting a new Somewhere Safe to Stay service in 15 locations around the country which have high numbers of people who sleep rough. This will be backed with up to £17 million in new funding. We expect that by 2020, these will support up to 6,000 people.

122. Building on the learning from the No Second Night Out programme these pilots will support those new to rough sleeping, but they will also support people who have been identified as being at risk of sleeping rough. These assessment centres will offer bespoke support tailored to people's needs. This could include advice and support on issues such as personal finances or immigration status.

## Hostels

123. Hostels are, and will undoubtedly remain, an important part of our response to rough sleeping, in particular as part of an emergency solution. We strongly support the hostel sector which is why we recently announced that we will maintain Housing Benefit for housing costs in supported housing, which includes hostels but also other vital provision such as refuges. We will also work with the sector on developing a sound and robust oversight regime, ensuring all vulnerable people are entering into a hostel or refuge that is of a good quality and able to meet their needs.
124. There is an enormous variety of hostels which range considerably in size and scope, with some providing services for specific groups such as young people or women and others having more generic functions. We are aware that many providers would like to see improved and more rapid move on from hostels. The evidence we do have concerning movement out of hostels and back to the street suggests that there is room for improvement in this area. We want to understand more about what type of hostels achieve the best results in terms of helping people move past rough sleeping and address associated issues such as substance misuse and mental health issues which frequently contribute to repeat homelessness. We also want to understand whether there are particular cohorts who are particularly suited or unsuited to hostel type accommodation. We would also like to understand how government can support the valuable work of hostels, and ensure that there is an appropriate pathway after the immediate emergency is dealt with.

We will be working closely with local authorities, providers, hostel residents and other stakeholders to launch a review of hostels focussed on capacity, quality and outcomes. We will be working with the sector to outline this work this year with the full review commencing in spring 2019.

125. The hostel workforce does an incredible job under difficult conditions. Consequently under the Rough Sleeping Initiative we have funded a number of 'in-reach' posts which are intended to give greater capacity to hostels through dedicated staff being linked to hostels who can focus on helping residents move on from the hostel into more independent accommodation. The impact of these posts will be carefully analysed with a view to rolling-out this approach, should it prove effective.
126. We are determined that staff have all the skills and support they need - an area highlighted by the Advisory Panel. A key element of this offer is the new London Training Academy which will offer bespoke training to people working with people who sleep rough, with a focus on training for people recruited via the Rough Sleeping Initiative. However, we recognise the need for more support for people working with those who sleep rough and will therefore be working with the sector to deliver additional training.

New training will include:

- new specific packages focussed on identifying and supporting vulnerable groups, including victims of modern slavery and domestic abuse;
- training and non-statutory guidance around LGBT issues and how to most effectively support individuals;
- training for front-line staff on how to deal with unpredictable environments, for instance with clients under the influence of New Psychoactive Substances such as Spice; and
- training for staff on how to support non-UK nationals, including ensuring they access the full range of support they are entitled to.

#### People who sleep rough from outside of the UK

127. Many non-UK nationals who sleep rough are in the UK lawfully, and when people are entitled to it – whether they are British or not – it is vital they can access the services they need. People who want to settle in the UK should prepare to find work and accommodation before they arrive here.
128. We want to ensure that local areas have the tools they need to support non-UK nationals off the streets. Local authorities already do great work to ensure that the people in their areas have access to the right support and we want to help them go further. In order to do this we are launching a new, bespoke fund which will help local areas to develop local solutions to this issue. The types of activity we expect to promote through this new fund include support to access accommodation and employment or to return to their home country voluntarily, where that is the best option for the individual.

## Gerry, 64

“My first husband was abusive but I met my second husband and moved to Australia with him to start a new life. We had a young daughter there. To me it was a paradise, I had my own company, a car, money in the bank and lived with his family. But then in 2001 my sister came to visit me and had an affair with my husband - my marriage and my whole world just crumbled, I crumbled.

I started drinking heavily. It got too much and I got sent back to the UK. I went to my council who got me a bed in an emergency hostel. I didn't like it, the sheets were disgusting, the jam had mould all over it. I started drinking with some people and before I knew it I was rough sleeping.

I was drinking eight cans of beer a day plus half a bottle of vodka, sleeping in skips. I was surviving to drink and drinking to survive. I'd be in A and E over and over, I'd end up in police cells but at least it was warm and I had a roof over my head. I tried to kill myself on my 50th birthday; luckily a doctor was going past and saved me. But I remember thinking I can't even kill myself. After some time I collapsed. I went into a coma, on life support.

I survived and got put in rehab. I started volunteering in Ealing, helping people in hostels get access to services. A commissioner mentioned Groundswell to me and I started working to help people who were homeless get back on their feet. I had always been ashamed of who I was and what I had become. But I realised that all the mistakes I had made, I could use them to help other people. It opened a whole new world to me. I liked myself again; I could feel the respect coming back to me.

I've been at Groundswell for nearly 8 years now, I pay my own rent, my council tax, my own bills. Being back in normal life again, it is a wonderful feeling. I have a home a cat, a garden. Nobody in their right mind makes themselves homeless or addicted to a substance on purpose. I'm one of the lucky ones. I'm happy and I like myself.

There is an opportunity for everyone out there who thinks they are rubbish. You just need someone somewhere to give you a hand up, a little bit of support, it is achievable.”

We will be launching a new £5 million fund to help local areas take action to help non-UK nationals who sleep rough off the streets.

each other and we will provide further guidance to local authorities on how they can access the funds and the relationship between them shortly.

129. We already fund activity of this type through the Controlling Migration Fund, alongside other schemes which ease pressures on local services resulting from recent migration. We are clear that this Fund will actively encourage bids from local authorities to support non-UK nationals away from the street. This will include help for EEA nationals to return home voluntarily, where they have requested support to do so. The two funds are designed to complement

The £100 million Controlling Migration Fund will reopen this summer, with an increased focus on bids from local authorities to work with non-UK nationals who sleep rough.

130. The Rough Sleeping Initiative is providing funding to some local authorities to provide specific support to non-UK nationals – for example, Croydon will be providing

short term accommodation for non-UK nationals while they receive coaching and support to access employment and longer-term accommodation, and Wolverhampton will provide specialist support to people sleeping rough who have immigration issues.

131. We know that frontline staff require different skills and knowledge to work with non-UK nationals who sleep rough, many of whom have complex immigration cases or restricted eligibility for welfare and services. As outlined previously, we will ensure our new training offer equips staff to support non-UK nationals who sleep rough.
132. Where non-UK nationals are sleeping rough and would like to return to their family and support networks in their home country, local authorities and homelessness agencies are able to support this. Immigration Enforcement will continue working in partnership with local agencies to support them in individual cases of people sleeping rough from the EEA and the rest of the world. Non-EEA nationals wishing to return to their home country can apply for assistance from the Home Office's Voluntary Returns Service. If eligible, support can include arranging and paying for tickets, help with travel documentation, financial support up to £2,000 which can be used to find somewhere to live, a job or start a business. Local authorities can make use of the reconnection service to facilitate voluntary returns and to reconnect EEA nationals with support services in their home country.
133. Some non-UK nationals who sleep rough need help to resolve their immigration status. One of the Advisory Panel's recommendations was for targeted casework support to help people with complex immigration cases. Through the Rough Sleeping Initiative we are also aware of reports of individuals who are unable to resolve their case, either to stay in this country or return home.

We will therefore provide an additional Rough Sleeping Support team to support and resolve the immigration status of non-UK nationals who are sleeping rough.

134. The team will help individuals to regularise their status where they establish a right to remain in the UK, and support them to return home as quickly as possible where this is appropriate. This includes providing a national point of contact for local authorities through Immigration Enforcement's Command and Control Unit, using a phased approach. We will monitor its use to build our understanding of how the immigration system can support homelessness services to help people off the streets more quickly.
135. We are aware that people who arrive in this country as asylum seekers require assistance to access the mainstream support system if their asylum claim is accepted or to return home if it is refused. We recognise this issue and are providing £1.75 million from the Controlling Migration Fund for a two-year pilot to support 19 local authorities in England with some of the highest numbers of asylum seekers. This funding will provide local officers to help newly recognised refugees to transition into mainstream society during and after they move on from government-supported accommodation. This will complement work already underway to smooth their access to the mainstream benefits system, for example through arranging an early appointment with their local job centre and ensuring that they have all the documentation they need to access the benefits they are entitled to and begin their search for employment.

136. We know this a complex issue and we recognise there is more work to do to support non-UK nationals off the streets. We will keep this strategy under review and continue to develop work around how we support non-UK nationals off the streets. To do this we will need to work in partnership across government, front-line services, local authorities and the sector.

We will be setting up a cross-government working group to explore these issues in detail with the results feeding into our approach in forthcoming rough sleeping strategy updates. It will meet regularly from autumn 2018.

137. This group will explore the drivers of rough sleeping among non-UK nationals, drawing on evidence from external partners where necessary, highlight existing good practice and bring forward new steps to go further to prevent and reduce rough sleeping among this group.

### Victims of domestic abuse

138. We are absolutely committed to protecting victims of domestic abuse. Since 2014 we have invested £33.5 million in services that support victims of domestic abuse and have published our Priorities for Domestic Abuse Services outlining our expectations of local authorities in commissioning these services. Our 2016–2018 fund for domestic abuse services provided £20 million to 80 projects across the country to help support the creation of more than 2,200 bed spaces and give support to over 19,000 victims of domestic abuse. We recently launched a further £18.8 million fund for domestic abuse services, including refuges. This new fund is open to all local areas across England
- to bid for a share. Our updated priorities are clear that local areas should respond to the needs of all domestic abuse victims including disabled, BME, LGBT and older people.
139. We are currently carrying out a review of how domestic abuse services are commissioned and delivered locally. To inform this review, we commissioned Ipsos MORI to lead an audit of local authority commissioned domestic abuse services to understand what impact services are having and to identify gaps in provision. The audit has now concluded and a final report of the findings will be published in due course.

### Meeting the health needs of people who sleep rough now

140. The NHS has embarked on a major transformation of mental health services, with a significant programme of investment and expansion underway with the Mental Health Five Year Forward View, including the ambition to increase the number of patients being treated by one million a year by 2020-21 and increase the mental health workforce by 21,000 over the same period.
141. The Advisory Panel stressed the importance of targeted health support to help people on the streets now. They pointed to models of integrated care where health professionals, in particular those with mental health expertise, were working hand in hand with outreach teams and hostels to actively identify and support people who are rough sleeping. This included support to access community health services.

In 2018-19 we will provide up to £2 million in health funding to test models of community-based provision designed to enable access to health and support services for people who are sleeping rough. This will include services to support people with both mental ill health and substance misuse issues.

142. However, we do not have a clear enough view of the gaps in health provision for people who are sleeping rough around the country. To inform future commissioning and ensure the health and care system meets need, we recognise we need a clearer picture of any gaps there are.

We will begin a rapid audit of provision targeted at people who sleep rough that can be used to inform future commissioning decisions.

143. We also want to ensure mainstream provision can meet the needs of people who sleep rough. Access to primary care remains a challenge for people sleeping rough. Reducing inequalities in access to general practices is one of the seven principles of the General Practice Forward View and underpins care redesign. Resources for general practice commissioners and providers encourage organisations to recognise the challenges faced by people experiencing homelessness in accessing and benefiting from the care on offer.

We will host a round table in August 2018 to discuss what further action is needed to improve access to primary care for people who sleep rough. It will also discuss monitoring progress towards reducing inequalities.

144. We are also concerned by reports about the lack of quality care for homeless people at the end of their lives. Support for localities to improve end of life care for vulnerable groups, including people experiencing homelessness, has been commissioned from the Voluntary, Community and Social Enterprise Health and Wellbeing Alliance, due for publication in summer 2018.

Guidance on care for homeless people at the end of their lives will be promoted through the Ambitions for Palliative and End of Life Care Partnership and wider stakeholders made up of organisations from across the healthcare and third sectors, including NHS England.

145. In developing a long-term NHS plan, supported by a new funding settlement from government, new objectives for reducing health inequalities are needed if we are to address the different life expectancies of people who are rough sleeping or experiencing other forms of homelessness. This will include setting out the barriers to accessing health services that exist for these vulnerable groups, and how reducing inequalities will be built into each programme.
146. Over the early autumn, NHS England will be discussing options with organisations representing and supporting people who are experiencing homelessness and people with personal experience of rough sleeping, before taking decisions on funding.

Drawing on this work, we have asked the NHS to spend up to £30 million on health services for people who sleep rough, over the next five years.

## Tackling street activity

147. Rough sleeping is the most visible form of homelessness and street activity such as begging, street drinking, street based drug use and street based sex work can be more visible again, often causing concerns for local communities. People engaged in street activity will not always be sleeping rough, however as with people who sleep rough they will have a range of housing and support needs and will often be vulnerable or contributing to the vulnerability of others.
148. Providing effective services for people who are street active is challenging and complex but will be necessary in terms of addressing public perception around levels of rough sleeping. We want to work more closely with the voluntary sector, community groups and local authorities so that immediate and longer term support is provided to enable people to move away from street based life styles.
149. This will require new partnerships in many areas that harness the good will, energy and resources available to tackle the problem locally. These partnerships will need to be based on open and honest conversations about the challenges of tackling street activity and rough sleeping, finding shared solutions that maximize the positive impact that all groups and organisations can have. This might mean asking a community group with members who have lived experience to engage with clients who are refusing interventions from statutory services or encouraging a faith based group to provide immediate support such as food and advocacy in a building-based setting rather than on the street.

We will be working with local authorities and their partners to tackle street activity as part of the Rough Sleeping Initiative work.

## Drug and alcohol misuse

150. Drug and alcohol misuse affects a large number of people who sleep rough, and can be both a cause and consequence of homelessness. One important angle is ensuring access to treatment services for people who misuse drugs and alcohol. But it is also essential that we take action to restrict the supply of harmful drugs and tackle anti-social practices such as street drinking which we know can act as a draw to the streets.
151. We also know the use of New Psychoactive Substances including synthetic cannabinoids such as those supplied under the brand name 'Spice' is particularly prevalent amongst people who sleep rough. Misuse of these substances in particular can be challenging and dangerous for the people who work with those who sleep rough. We have controlled synthetic cannabinoids as Class B drugs under the Misuse of Drugs Act and given the police the powers they need to take action. In the 2017 Drug Strategy, the government committed to working with the homelessness sector to address the misuse of New Psychoactive Substances among the homeless population, including those in hostels and supported accommodation. We have already commissioned the Advisory Council on the Misuse of Drugs (ACMD) to provide advice on the risks and factors that cause vulnerable people to misuse drugs. When the ACMD report back later this year we will consider what further steps the government should take to protect these groups. We have set out how we are introducing new training for frontline staff working with people under the influence of these drugs.
152. We are also tackling the issue of street drinking. Research by academics at Heriot Watt University found that 53% of the homeless people with other needs surveyed were street drinkers.<sup>xxx</sup> In recent years we have worked with 13 areas to

tackle problems with street drinking. For example, Merton in London and Hastings operate multi-agency case planning groups that include local housing providers. In Wisbech it is recognised that street drinkers often see housing as their first priority and so outreach workers operate in close partnership with the local night shelter and the temporary housing team.

We want to build on learning and findings from our recent work in local areas to tackle street drinking into the government's new alcohol strategy, currently in development. One of its main themes will be support for vulnerable people.

### How the police can support people who sleep rough to access help

153. The police have an important role to play in local partnership working to prevent and tackle rough sleeping. The police are responsible for ensuring community safety and tackling crime that may be perpetrated either by or against individuals rough sleeping, as well as responding to vulnerabilities that are particularly acute among those at risk of homelessness.
154. The Association of Police and Crime Commissioners are supportive of our determination to help people off the streets. The Association of Police and Crime Commissioners have committed to drive this issue nationally through better join up of relevant national portfolio leads, including the Police and Crime Commissioners who coordinate activity on Local Partnerships and Policing, Alcohol and Substance Misuse and Mental Health and Custody.
155. The National Police Chiefs' Council have also taken a strong leadership role in support of reducing homelessness, including through the appointment of a national lead on homelessness. Through the National Police Chiefs' Council lead, police forces are identifying best practice of how police are working effectively with local authorities to reduce homelessness and manage associated crime and vulnerability risks. This is being trialled through a project in Brighton and Hove. Over the next year, the project will test how the police identify those at risk of homelessness, the action taken to refer individuals, and how information sharing can be improved to prevent poor outcomes for vulnerable individuals.

Ministers and the Association of Police and Crime Commissioners will host a roundtable event in autumn 2018, to encourage leadership on rough sleeping from Police and Crime Commissioners and across the wider police to drive collaboration and sharing of best practice. This will initially focus on the 83 Rough Sleeping Initiative areas.

## StreetLink

156. We know that rough sleeping is an issue that the general public feels strongly about and many, rightly, want to help. This is why we launched the StreetLink service in 2012, which enables members of the public to link people they have seen sleeping rough to local services. This is a vital tool for the outreach teams that work to connect people who sleep rough with services. We have provided £300,000 per year to fund the StreetLink service since it was established. Over this period, the service has received 218,422 alerts from the general public. As a result, over 26,000 individuals were found by outreach teams and over 22,000 individuals were supported into accommodation or services and its reach is growing. Last year over the winter period over 100,000 new people joined StreetLink.
157. The Advisory Panel was clear that they wanted to see further support for the platform. However we believe that there is

potential to build on the StreetLink approach. We are keen to empower businesses to give something meaningful back to their communities, to help community groups to work together more easily, and to make it easier for everyone who wants to donate their time, skills or resources in a meaningful way.

We will be launching a new online platform to help individuals, community groups and businesses support people who sleep rough off the streets for good.

158. This will include StreetLink and also contain options for alternative giving to help members of the public support organisations that help people off the streets. We will continue to fund StreetLink in the interim and will procure the new platform by spring 2020.

## StreetLink, Tom

Tom\* had his own flat from 2011 until he was evicted in 2014 for not paying his rent. He was receiving Housing Benefit directly but spending it elsewhere due to lack of budgeting skills and an addiction to Spice. From that point, Tom started sleeping rough in central London, begging and relying on day centres for showers and food.

A member of the public noticed Tom sleeping out one evening and used StreetLink to send an alert to connect him to the local outreach team; the first step in the process of providing an individual with support to end their homelessness. The outreach team were able to locate Tom from the information given in the referral and, having spoken with him, set up an assessment that led to him being placed into a hostel.

An infection that Tom had picked up, alongside other health issues, resulted in a referral from the first hostel to another more suited to his needs,

where he lived for two years. While in the hostel, Tom was able to begin his recovery, gaining a renewed self-confidence, and receiving support to arrange services and documents such as a passport and a new bank account. Tom also started attending courses, to help develop his skills, build his CV and gain some IT experience, given his interest in computers.

Tom continues to recover while receiving support to move away from homelessness for good. According to Tom "I really didn't know how to get myself off the streets at the time. I'd like to thank the person who referred me to StreetLink because they really did help me out a lot. Now I have security and I know I have a bed to come back to and I don't have to worry about being on the streets. If they hadn't referred me, I'm pretty sure I would still be homeless at this point in time."

\*The name of the individual has been changed.



# Chapter 5

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## Recovery

159. In previous chapters we have outlined how we are putting in place new structures to ensure people who sleep rough are supported off the streets, through our new rapid rehousing approach. As part of this we are funding new outreach workers and emergency provision through the Rough Sleeping Initiative and our new Somewhere Safe to Stay pilots will ensure people are assessed quickly and supported into an appropriate pathway of support. This work goes hand in hand with new commitments from across government to help people who sleep rough overcome any issues, be that by addressing their health needs or immigration status or help to find employment.
160. We have been clear that at the end of this pathway is a safe and secure home, with appropriate support offered alongside. We know this is key to a person's recovery. However, currently many people who are ready to move on from hostels and other forms of emergency accommodation are unable to do so because of a lack of suitable move on accommodation. This chapter outlines how we will make sure there are suitable homes available to people to move on from rough sleeping. It also outlines how we will ensure that individuals get the right support to maintain their tenancies and are given opportunities to sustain their recovery in the long term, for instance through employment and in their local communities.
161. We have also heralded a new generation of council housing by inviting local authorities to bid for a share of £1 billion extra borrowing to build much needed homes. This will be split equally between London and the rest of England and will focus on building homes where they are needed most.
162. This is just part of our wider work to build the homes this country needs. At Autumn Budget, we announced further reforms to tackle our broken housing market which included planning reforms to ensure more land is available for housing and launching Homes England.
163. However, beyond this we also recognise the need for accommodation which meets the specific needs of people who sleep rough, which is tailored, appropriate and sustainable. Below we outline how we are doing just that.
164. in high cost areas. This is part of the government's £9 billion investment in affordable homes.

### Work to boost supply

161. Since 2010 we have built 378,000 affordable homes. This is more than the previous government built in the preceding seven years. Affordable housing remains the government's priority which is why in June we announced a multi-billion pound boost to social housing across England. Around 23,000 new affordable homes will be delivered through a £1.67 billion government investment deal. This will include at least 12,500 social rent homes

### Housing First

165. For people with complex needs we have already shown our commitment to Housing First by announcing £28 million of funding for three pilots. International evidence shows this could be a vital tool to meet the needs of people sleeping rough with complex needs and we are keen to learn more about how this could work on a larger scale, within the UK's housing system.

We will undertake an extensive and robust evaluation of Housing First and will ensure that all learning from these pilots will be used to inform decisions on roll-out. We will also publish interim findings which will inform future work. The evaluation will begin in autumn 2018.

166. We are also keen to understand more clearly what financial model would make Housing First viable in this country and how these models might interact with the benefits system.

We are exploring the introduction of an exemption from the Shared Accommodation Rate for the government-backed pilots of Housing First. Any learning from this will be captured through the planned evaluation of the pilots, and factored in to potential further roll-outs of Housing First.

167. It is crucial to the success of a rapid rehousing approach that people who sleep rough have access to housing which is suitable for their needs. This means learning from the evidence as we build it and tailoring an offer that is flexible to the individual. Support is already available, with the current approach offering an exemption from the Shared Accommodation Rate to those aged 25–34 who have been in a homeless hostel which specialises in rehabilitation or resettlement for at least three months cumulatively. As we learn from the evidence, we will explore whether this definition is still the right one.

As we move towards a rapid rehousing approach, we will learn from the evidence and explore whether the current definition of those that have lived in a homeless hostel is still the right one for the purposes of exemption from the Shared Accommodation Rate.

## Move On Fund

168. We are aware from conversations with the sector that there is a demand for capital funding to provide homes for people who want to move on from sleeping rough or living in a hostel and who generally have lower needs than a Housing First client. In light of that, we committed £100 million to a Move On Fund, which is aimed at providing affordable housing for those leaving homeless hostels and domestic abuse refuges. £50 million of this has been allocated to the GLA who have been responsible for the implementation of the fund in London. One important piece of feedback from that fund was that providers also needed revenue funding to provide support alongside the home. We have listened carefully and have recently agreed that the GLA can use a proportion of the funding to pay for support costs and they are now working with providers to develop proposals. We are also reflecting this feedback elsewhere by helping providers cover the cost of support through our new Supported Lettings scheme, which is set out later in this chapter. We are now launching the rest of the Move On Fund, based on that learning.

We are launching a prospectus with Homes England for bids for the £50 million Move On Fund outside of London.

169. We will invite bids for funding to deliver new move on units for people leaving homeless hostels and domestic abuse refuges. Bids will be both for the capital funding to build homes, and importantly for the funding to provide tenancy sustainment support alongside the home.

170. We are clear we want to help deliver new homes for people who sleep rough and see it as critical to our 2027 vision. Learning from the success of the Move On Fund will inform our plans for future capital funding for homes for people who sleep rough

### Dormant assets

171. We are also keen to ensure that we foster new parts of the market to bring forward additional new supply for vulnerable people. We have been working closely with Big Society Capital who have developed a strategy for a substantial programme of investment in housing for vulnerable people, including those most at risk of homelessness or rough sleeping. Big Society Capital have identified several opportunities to create innovative investment approaches that will build future opportunities with the potential for large scale impact, including through attracting significant amounts of private capital. For example, new social investment could enable properties for Housing First models.
172. Additionally there are opportunities for Big Society Capital to build on existing models of social investment funds to provide property to charitable and social enterprise organisations working with specific vulnerable groups including domestic abuse victims, ex-offenders and care leavers, to help them move from B&B or hostel type accommodation into more suitable stable accommodation. To illustrate the potential of social investment models, previously a £30 million investment by Big Society Capital in the Resonance property funds catalysed private co-investment enabling £160 million of total investment with the potential to finance 700 homes across London, Bristol, Oxford and Milton Keynes, with plans to grow further.

We have allocated up to £135 million from dormant accounts to social investment, with the majority going towards housing for vulnerable people and the rest being spent on new models of community funding. The first opportunities in this programme will be launched in autumn 2018.

173. This is part of our dormant asset strategy which will see up to £330 million from dormant bank and building society accounts being used over the next four years to help these causes, as well as to promote financial inclusion and help disadvantaged young people reach their potential.

### Supported lettings

174. We previously highlighted the Clearing House scheme which provides over 3,750 properties for people in London with a history of rough sleeping, a scheme supported by the Advisory Panel. As we set out in our announcement of the Rough Sleeping Initiative in March, we have been working with the National Housing Federation (NHF) to explore the possibility of expanding or replicating this successful scheme outside of London to provide homes for people with low needs leaving hostels or coming directly from the street. We have also spoken to a large number of local areas and housing associations to understand how we might be able to bring forward more homes, either in the social sector or the private rented sector.
175. The majority were very positive about the potential of such an approach in their areas. However, we also understand that there are huge variations in need across the country and that different areas face different challenges in finding the right properties for vulnerable people. Therefore, we want local areas to be free to create local schemes that suit their circumstances. We understand

that a lack of support funding is a major barrier to landlords of all types bringing forward properties to those with greater needs, as they do not have confidence that tenants will receive support that will enable them to sustain their tenancies.

We are opening a new Supported Lettings Fund, of up to £19 million, which will fund flexible support and tenancy sustainment for homes provided exclusively for people who sleep rough.

176. This will provide flexible support funding to help over 5,000 people at risk of rough sleeping, over the next two years, to sustain their tenancies in homes across the housing sector. This funding will be for local authorities to support housing associations or private landlords. We hope that this will encourage more landlords to come forward, with the confidence that support will be provided for people to maintain their tenancies. Local areas could also set up schemes similar to Clearing House.

### Supported Housing

177. Supported Housing offers a critical life line to people who sleep rough now and will continue to do so in future. It provides crucial accommodation and support for a range of people such as care leavers, victims of domestic abuse, those with substance misuse issues and many others, who find themselves without a home or at risk of homelessness. We are committed to this provision, which delivers essential support and accommodation. This is why we have recently announced that we are maintaining Housing Benefit for all supported housing, and will work with the sector on oversight of quality and value for money. This reflects the particular needs of the vulnerable groups of people who access supported housing, and the government's commitment to get the best possible outcomes for them. We also recognise how important housing related support services are in this sector and are keen to get a full and clear picture of how this is currently working. We will therefore undertake a review of that element in order to better understand how housing and support currently fit together.

We have committed to undertake a review of housing related support services. This will commence in September 2018.

### The Private Rented Sector

178. For many, the private rented sector offers a route out of homelessness and rough sleeping and is a vital part of delivering the homes this country needs. The government is aware that dysfunction in the private rented sector can increase the risk of people becoming homeless. From 2010–14, Crisis managed the Private Rented Sector Access Programme with nearly £11 million in funding. The programme supported over 153 bespoke schemes run by the third sector to support homeless people, or those at risk, to access private rented sector tenancies. The evaluation found the programme to be successful – the schemes helped create 8,000 tenancies, with 90% lasting beyond six months.
179. The government is also delivering a wide range of reforms to rebalance the relationship between landlords and tenants. This will deliver a high-quality, fairer, more secure and more affordable sector for everyone, including those at risk of homelessness and rough sleeping. These reforms include:
- improving affordability through the Tenant Fees Bill which will ban unnecessary fees, saving tenants money and giving them more control over their finances;

- working with the Department of Work and Pensions to consider the long term options around housing benefit;
  - supporting longer tenancies through our model tenancy agreement, the build to rent sector, and consulting on the barriers to landlords offering longer tenancies;
  - extending Houses in Multiple Occupation (HMO) licensing to address poor conditions and overcrowding in HMOs;
  - launching new guidance to ensure landlords and tenants are aware of their rights and responsibilities.
180. A key recommendation from the Advisory Panel was to strengthen engagement with the private rented sector to bring online more homes for people who sleep rough and we are determined to do just that. We want to work with local areas to explore innovative models to ensure that the private rented sector also does its bit to support vulnerable people.
181. At the 2017 Budget we announced an additional £20 million to fund existing or new schemes that support vulnerable people in accessing or sustaining private rented sector tenancies. We recognise the importance of ensuring that those who sleep rough are supported in accessing properties in the private rented sector. However, it is critical that other people who are homeless, who can also be at risk of sleeping rough, also receive the support they need.

We will primarily focus the £20 million Private Rented Sector Access Fund on supporting schemes that help single homeless people and families. We will publish further details of our plans later this year.

### Local Lettings Agencies

182. We expect the Private Rented Sector Access Fund, Move On and Supported Lettings to support a wide range of schemes. We expect that local lettings agencies should be an important part of this system and will help people navigate their housing options at a local level. Local lettings agencies currently provide a range of services, from property/tenant matching to brokering relationships with local private landlords, and leasing and renting properties directly. This allows individuals to understand their options, make informed choices and take on properties that they may not otherwise be able to access. We think that local lettings agencies have significant potential and are keen to support them to become important parts of our rapid rehousing approach.

We will be opening a new fund to support the set up or extension of local lettings agencies in order to source, identify or provide homes and advice for people who are homeless or at risk of homelessness.

### Social Impact Bonds

183. We see Social Impact Bonds as a fundamental part of our 2027 vision and as a result are bringing forward measures to broaden their use now. We are keen to build on our successes and in particular on the great work of the Fair Chance Fund which has provided vital support to young people.

We will launch a new Social Impact Bond aimed at young people. The Young Futures Fund will be aimed at young people not in education, employment or training (NEET), who are between the ages of 18-24 and are at risk of homelessness and rough sleeping.

To meet demand for the Rough Sleeping Social Impact Bond programme, we are now providing £1.2 million of outcomes payments across the programme to ensure that more than 150 people will have access to the support they need to secure and sustain accommodation.

184. Government is continually working with local areas as part of our Rough Sleeping Social Impact Bond. As we have been assessing the deliverability of the projects we have made adjustments to the spending profile and the areas involved. Some local authorities are struggling to meet demand for their services, which shows the potential of this approach. We want to help them support more people through these programmes.

### The general public, communities and business

185. Fundamental to our 2027 vision is that all parts of society, including the general public, business, faith and voluntary groups and communities come together to support people at risk of rough sleeping, reflecting the vision of the government's Civil Society Strategy. We know that people want to help us meet the challenge. Over 40% of adults volunteer once a year and over a quarter volunteer at least once a month, with many more who would like to but cannot fit it into their busy lives. The business community, who already support their local areas

### Nightstop, Max

"My family moved around a lot when I was growing up. I didn't have a great relationship with my biological father. When I was 12 it got too much and I left.

I stayed with family and friends and only slept rough a few times. There wasn't always a place to go. When I slept rough, things felt vacant. I had my own bench I used to go to. During this time I was still at school and, in year 12, a scholarship programme to attend University in the United States started in my year. I successfully applied.

Family circumstances meant that I had to come back to London before finishing and I was sleeping

rough a lot more. It wasn't the same as before. I was older now. It was lonely and scary. I reached out for help. It was charities that helped me.

I used Nightstop for a couple of months where it feels like you're invited into a family home for the night. One of the people I stayed with was so welcoming. When she found out I had Jamaican heritage, she cooked me curry goat, rice and peas.

These services go out of their way to help people. It's because of them I am where I am now. If I didn't have them and I had to sleep rough for one more night I don't know if I would have made it."

through both volunteer work and more formal structures such as Local Enterprise Partnerships, Chambers of Commerce and Business Improvement Districts, tell us they want to do more. Schemes like Nightstop which uses volunteer hosts to provide emergency overnight accommodation for young homeless people show the vital role communities can play.

186. We are going to build on this goodwill. We have already set out improvements to the StreetLink platform which will help members of the public link people who sleep rough with local services. We want to ensure the voices of small charities, including faith groups, are heard and form part of our future work.

To enable the voices of small charities, including faith groups, into further iterations of the strategy, we will convene a roundtable bringing together a range of charitable organisations.

## Employment

187. Charities, local authorities and community groups also do a lot of group work to help people who sleep rough develop the right skills to find work. This government is clear that work provides the best opportunity to move out of poverty, and we are determined to do all we can to support those recovering from rough sleeping to stabilise their lives so they can move closer to or into work. Crucial to this is an individualised, tailored approach which takes into account personal circumstances, needs and capabilities.
188. The Department for Work and Pensions already provides a substantial package of support to people who may have experienced homelessness and claim benefits (including people who have slept
- rough). Support is tailored to take into account an individual's readiness for work and includes: access to work experience opportunities, sector-based work academies and the New Enterprise Allowance for those interested in starting their own business. Those individuals who need extra, tailored and more long term support to find work have immediate access to traineeships and the Work and Health Programme. Work coaches tailor work search requirements to take account of individual circumstances, including putting jobseeking requirements on hold to give people time and space needed to resolve their accommodation issues.
189. We want to do more to ensure homeless people receive the support they need to access and navigate the benefit system and find work.

We will:

- establish a work coach homelessness expert to act as a single point of contact in every Jobcentre;
- task Jobcentre Plus Partnership Managers with building effective working partnerships with housing services, homeless charities and organisations;
- provide a dedicated, comprehensive package of guidance for work coaches and external stakeholders that clearly sets out the Department for Work and Pensions support offer for people who sleep rough; and
- share as best practice the innovative partnership work between Newcastle Jobcentre Plus and Newcastle Local Authority, an early adopter of the Homelessness Prevention Trailblazer Programme across the whole Jobcentre Plus network.

190. Jobcentre work coaches already refer homeless people to other local employment providers, including the Ready to Work Programme run by Business in the Community (BITC).
191. There are also other innovative locally-developed and small-scale models in place which we wish to build on. For example, at the Connection at St Martin's Day Centre in central London, Jobcentre work coaches work alongside homelessness professionals to provide a joined-up and holistic service.
192. Another example of an approach to support people at risk of rough sleeping or with a history of rough sleeping was the STRIVE programme, which helped individuals gain basic skills necessary to access the labour market. This programme had significant successes. It successfully met its aim of supporting 100 people over the first two years of delivery. Nearly half of participants had progressed to education, volunteering or employment, with 15 of those individuals in work.

Subject to further evidence and affordability, we will support further pilots and proofs of concepts which support people at risk of rough sleeping into work.

193. This will involve working across local agencies and involving local business communities where possible, including working with organisations such as BITC to use learning from existing schemes (such as the 'Ready to Work' scheme).



# Chapter 6

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Conclusion and next steps

194. We are under no illusions that the manifesto commitment to halve rough sleeping by the end of this Parliament and to end it by 2027 is a challenging and ambitious objective. However, it is an objective that we are committed to achieving. We know the human cost of rough sleeping. It is not acceptable that in our prosperous society vulnerable people sleep on our streets. We have a duty to support these people, to make sure that they have suitable, safe and stable accommodation. We need to make sure that they have access to the privileges that so many of us take for granted in our day to day lives, including access to healthcare, mental health and substance misuse support, and access to benefits. We must make sure that in the future, no one ever has to sleep rough again.
195. This strategy sets out a bold, long-term vision for achieving this. For the first time, the government is coming together to solve these issues in a targeted, comprehensive way. We know that people who sleep rough need access to suitable accommodation that meets their needs, but this in itself is not enough. We recognise that they also need wider support through health care, mental health, substance misuse and support services. We know that those leaving prison need to be able to access accommodation, those who need help to find work or benefits need to be able to access Jobcentres and that some people need help and support with their immigration status. In order to achieve our ambitious objective, we need all parts of government, local authorities, the care system, the health service, prisons and probation services, the police, immigration services and Jobcentres to come together so that public services are working to support the most vulnerable. There is an opportunity for many parts of society to work together to ensure that we are all doing our bit to end rough sleeping.
196. We need to support those in crisis on our streets now. This strategy focusses, rightly, on putting in place new programmes and structures to support people off the streets now. However, this strategy is the first step to deliver our 2027 vision to end rough sleeping. We recognise that embedding preventative approaches takes time which is why we are committing to updating this strategy annually. We know that there are gaps in our evidence base, and as we better understand the needs of people who sleep rough, we will be able to extend and refine our offer. We will keep this strategy under review and continue to develop work and further initiatives including around how we support non-UK nationals off the streets.
197. We will be refreshing this strategy on an annual basis, setting out the progress we have made and ensuring that our offer remains targeted. We will also publish in the autumn a delivery plan which will set out how we will deliver the ambitious work set out in this strategy. Finally, we will also be following this publication up with a strategy which will address other forms of homelessness.

## Table of Commitments

Section of Strategy	Strategy Commitment	Accountable Department
25.	The Rough Sleeping Initiative will support work in local areas to improve the recording and assessing of rough sleeping by autumn 2018.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
43.	We will ensure that people's lived experience of rough sleeping and homelessness will feed into future updates of the strategy.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
46.	Over the next nine years, we will plug evidence gaps and pilot, test and evaluate new approaches which will inform our plans for wider roll-out.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
65.	In our 2027 vision we are clear that we will deliver a much expanded social investment market, including Social Impact Bonds.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> <li>Department for Digital, Culture, Media and Sport</li> </ul>
70.	We will launch a wider review of homelessness and rough sleeping legislation, which will include the Vagrancy Act. The review will ensure that the structures are in place to deliver effective services and engage with vulnerable people constructively. We expect the review will report by March 2020.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> <li>Department of Health and Social Care</li> <li>Ministry of Justice</li> <li>Home Office</li> </ul>
71.	<p>We will work with the Local Government Association and local authorities so that by winter 2019:</p> <ul style="list-style-type: none"> <li>all local authorities update their strategies and rebrand them as homelessness and rough sleeping strategies;</li> <li>strategies are made available online and submitted to MHCLG; and</li> <li>local authorities report progress in delivering these strategies and publish annual action plans.</li> </ul> <p>Where necessary, we will support these changes by seeking to legislate at the earliest opportunity.</p> <p>Where local authorities do not follow these changes, we will take action.</p>	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
73.	We will consult, by the end of this year, on ways to improve accountability at the local level, including the potential use of local Homelessness Reduction Boards.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>

Section of Strategy	Strategy Commitment	Accountable Department
74.	In the Rough Sleeping Initiative areas, through our practitioner team, we will support Health and Wellbeing Boards (HWB) to recognise and respond to the health needs of people who sleep rough. We will support them to fulfil their statutory duties, and to provide leadership in the development of homelessness and rough sleeping strategies.	<ul style="list-style-type: none"> <li>• Ministry of Housing, Communities and Local Government</li> <li>• Department of Health and Social Care</li> </ul>
76.	We will work with Safeguarding Adult Boards to ensure that Safeguarding Adult Reviews are conducted when a person who sleeps rough dies or is seriously harmed as a result of abuse or neglect, whether known or suspected, and there is concern that partner agencies could have worked more effectively to protect the adult. Lessons learned from these reviews will inform improvements in local systems and services.	<ul style="list-style-type: none"> <li>• Department of Health and Social Care</li> <li>• Ministry of Housing, Communities and Local Government</li> </ul>
77.	We will work with the Local Government Association to develop a comprehensive package of sector-led support for homelessness and rough sleeping. We expect this to be in place by summer 2019.	<ul style="list-style-type: none"> <li>• Ministry of Housing, Communities and Local Government</li> </ul>
80.	We will undertake research into workforce challenges and opportunities in Housing Options teams and the voluntary sector, with the results feeding into future policy approaches.	<ul style="list-style-type: none"> <li>• Ministry of Housing, Communities and Local Government</li> </ul>
81.	Based on findings from the new research into LGBT homelessness, we will set out further concrete steps to address the issues of LGBT homelessness in the first yearly refresh of the Strategy.	<ul style="list-style-type: none"> <li>• The Government Equalities Office</li> <li>• Ministry of Housing, Communities and Local Government</li> </ul>
82.	We will establish data pilots by summer 2019 to develop and test an outcomes framework for homelessness and rough sleeping.	<ul style="list-style-type: none"> <li>• Ministry of Housing, Communities and Local Government</li> </ul>
84.	We will test ways of including a person's housing status in new NHS data collections to inform future policy and commissioning of services for homeless people.	<ul style="list-style-type: none"> <li>• Ministry of Housing, Communities and Local Government</li> <li>• Department of Health and Social Care</li> </ul>
85.	We will request that NICE produce guidance to support targeted homelessness prevention, integrated care and recovery.	<ul style="list-style-type: none"> <li>• Department of Health and Social Care</li> </ul>

Section of Strategy	Strategy Commitment	Accountable Department
86.	We are funding research to inform ways of working in the delivery of hospital discharge and primary care services, due for publication in 2018 and 2019. We will actively promote the learning from this research into effective hospital discharge models, in partnership with the health service. This will be promoted in the 83 areas.	<ul style="list-style-type: none"> <li>• Department of Health and Social Care</li> </ul>
88.	We will invest £3.2 million per year for two years to launch pilots in a small number of resettlement prisons in England. The pilots will support offenders who have been identified as being at risk of rough sleeping on release. The pilots will start in April 2019 and will run for two years. We will use the information to learn lessons that will inform the future provision of accommodation for ex-offenders.	<ul style="list-style-type: none"> <li>• Ministry of Justice</li> <li>• Ministry of Housing, Communities and Local Government</li> </ul>
90.	We are planning to trial a new process to improve access to benefits on leaving prison in late August 2018 in both public (HMP Wayland & Norwich) and contracted prisons (HMP Birmingham); and to implement the new process in the autumn.	<ul style="list-style-type: none"> <li>• Ministry of Justice</li> <li>• Department for Work and Pensions</li> </ul>
91.	We are further improving the support available to prisoners prior to release by providing assistance to offenders to help them access benefits and employment support.	<ul style="list-style-type: none"> <li>• Ministry of Justice</li> <li>• Department for Work and Pensions</li> </ul>
92.	We intend to introduce an 'accommodation on release' performance metric for prison Governors from 2019/20, which will be jointly owned with Community Rehabilitation Companies, who are already subject to this performance measure.	<ul style="list-style-type: none"> <li>• Ministry of Justice</li> </ul>
93.	We will work with local and national partners to develop a pilot for 'residential women's centres' in at least five sites across England and Wales.	<ul style="list-style-type: none"> <li>• Ministry of Justice</li> </ul>
97.	We will work across government and with other national and local partners to develop a National Concordat on Female Offenders.	<ul style="list-style-type: none"> <li>• Ministry of Justice</li> </ul>
102.	We will fund £3.2 million in 47 areas to employ specialist personal advisers to provide intensive support, appropriate to their needs, to the most at-risk care leavers in their area.	<ul style="list-style-type: none"> <li>• Department for Education</li> </ul>

Section of Strategy	Strategy Commitment	Accountable Department
105.	We have committed to conduct a feasibility study – led by MHCLG and co-funded by DWP. The long-term ambition for this research is to develop a quantitative, predictive model (or models) of homelessness and rough sleeping, which can be applied to various policy scenarios, to help assess the impacts of government intervention on levels of homelessness. This will be supported by an evidence review on the broad range of factors that might influence levels of homelessness, from the housing market to welfare systems, as well as individual drivers.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
106.	In order to inform thinking for the development of policy options to address affordability in the Private Rented Sector post-2020, we want to gather evidence from stakeholders, including the homelessness sector and local authorities, as to the challenges in local areas and options to address them.	<ul style="list-style-type: none"> <li>Department for Work and Pensions</li> </ul>
107.	To reduce the number of modern slavery victims at risk of homelessness once they exit central government support, we will extend the period of move on support from 14 to 45 days, significantly increasing the time available for support providers to work with victims to ensure they have safe and secure accommodation to move to before exiting National Referral Mechanism support. We will also be rolling out drop-in hubs for victims leaving the National Referral Mechanism, which will be accessible up to six months after leaving National Referral Mechanism support, providing an opportunity to signpost victims at risk of homelessness to appropriate support. We will roll out these changes at pace by March 2020.	<ul style="list-style-type: none"> <li>Home Office</li> </ul>
108.	Depending on the results of six local authority pilots to test pathways for victims moving out of National Referral Mechanism support into local communities, we will use learning to inform a national roll out.	<ul style="list-style-type: none"> <li>Home Office</li> </ul>
110.	We will host a roundtable in autumn 2018 with homelessness and anti-slavery organisations to bring together experts on these issues at a national level and identify opportunities to build on the work of regional anti-slavery networks.	<ul style="list-style-type: none"> <li>Home Office</li> <li>Ministry of Housing, Communities and Local Government</li> </ul>
111.	We will draw on data gathered through the Women’s Aid ‘No Woman Turned Away’ project to inform our future approach to supporting victims of domestic abuse, and to develop person-centred, bespoke interventions which flexibly address individual needs.	<ul style="list-style-type: none"> <li>Home Office</li> <li>Ministry of Housing, Communities and Local Government</li> </ul>
116.	We can confirm that the Rough Sleeping Initiative will receive up to £45 million for 2019/20 to continue its vital, targeted, work.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>

Section of Strategy	Strategy Commitment	Accountable Department
118.	We will ensure that people sleeping rough can access local systems by providing new funding for rough sleeping navigators.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
121.	We will be pilot a new Somewhere Safe to Stay service in 15 locations around the country which have high numbers of people who sleep rough. This will be backed with up to £17 million in new funding. We expect that by 2020, these will support up to 6,000 people.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
124.	We will work closely with local authorities, providers, hostel residents and other stakeholders to launch a review of hostels focussed on capacity, quality and outcomes. We work with the sector to outline this work this year with the full review commencing in Spring 2019.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
126	<p>We will introduce new training for people working with those who sleep rough. This will include:</p> <ul style="list-style-type: none"> <li>new specific packages focussed on identifying and supporting vulnerable groups, including victims of modern slavery and domestic abuse;</li> <li>training and non-statutory guidance around LGBT issues and how to most effectively support individuals;</li> <li>training for front-line staff on how to deal with unpredictable environments, for instance with clients under the influence of New Psychoactive Substances such as Spice.</li> <li>training for staff on how to support non-UK nationals, including ensuring they access the full range of support they are entitled to.</li> </ul>	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government with support from the Government Equalities Office and the Home Office</li> </ul>
128.	We will launch a new £5 million fund to help local areas take action to help non-UK nationals who sleep rough off the streets.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
129.	The £100 million Controlling Migration Fund will reopen this summer, with an increased focus on bids from local authorities to work with non-UK nationals who sleep rough.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> <li>Home Office</li> </ul>
133.	We will provide an additional team to support and resolve the immigration status of non-UK nationals who are sleeping rough.	<ul style="list-style-type: none"> <li>Home Office</li> </ul>

Section of Strategy	Strategy Commitment	Accountable Department
136.	We will set up a cross-government working group to explore options for more work to support non-UK nationals off the street, with the results feeding into our approach in forthcoming Rough Sleeping Strategy updates. It will meet regularly from autumn 2018.	<ul style="list-style-type: none"> <li>• Home Office</li> </ul>
141.	In 2018/19 we will provide up to £2 million in health funding to test models of community-based provision designed to enable access to health and support services for people who are sleeping rough. This will include services to support people with both mental ill health and substance misuse issues.	<ul style="list-style-type: none"> <li>• Department of Health and Social Care</li> </ul>
142.	We will begin a rapid audit of provision targeted at people who sleep rough that can be used to inform future commissioning decisions.	<ul style="list-style-type: none"> <li>• Department of Health and Social Care</li> </ul>
143.	We will host a round table in August 2018 to discuss what further action is needed to improve access to primary care for people who sleep rough. It will also discuss monitoring progress towards reducing inequalities.	<ul style="list-style-type: none"> <li>• Department of Health and Social Care</li> </ul>
144.	Guidance on care for homeless people at the end of their lives will be promoted through the Ambitions for Palliative and End of Life Care Partnership and wider stakeholders made up of organisations from across healthcare and third sector, including NHS England.	<ul style="list-style-type: none"> <li>• Department of Health and Social Care</li> </ul>
146.	Drawing on work to develop the long term plan for the NHS, we have asked NHS England to spend up to £30m on health services for people who sleep rough, over the next five years.	<ul style="list-style-type: none"> <li>• Department of Health and Social Care</li> </ul>
149.	We will work with local authorities and their partners to tackle street activity as part of the Rough Sleeping Initiative work.	<ul style="list-style-type: none"> <li>• Ministry of Housing, Communities and Local Government</li> </ul>
152.	We want to build learning and findings from our recent work in local areas to tackle street drinking into the government's new alcohol strategy, currently in development. One of its main themes will be support for vulnerable people.	<ul style="list-style-type: none"> <li>• Home Office</li> </ul>
154.	Ministers and the Association of Police and Crime Commissioners will host a roundtable event in the autumn, to encourage leadership on rough sleeping from Police and Crime Commissioners and across the wider police to drive collaboration and sharing of best practice. This will initially focus on the 83 Rough Sleeping Initiative areas.	<ul style="list-style-type: none"> <li>• Home Office</li> </ul>

Section of Strategy	Strategy Commitment	Accountable Department
157.	We will launch a new online platform to help individuals, community groups and businesses support people who sleep rough off the streets for good	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
165.	We will undertake an extensive and robust evaluation of Housing First and will ensure that all learning from these pilots will be used to inform decisions on roll-out. We will also publish interim findings which will inform future work. The evaluation will begin in autumn 2018.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
166.	We are exploring the introduction of an exemption from the Shared Accommodation Rate for the Government-backed pilots of Housing First. Any learning from this will be captured through the planned evaluation of the pilots, and factored in to further roll-outs of Housing First.	<ul style="list-style-type: none"> <li>Department for Work and Pensions</li> </ul>
167.	As we move towards a rapid rehousing approach, we will learn from the evidence and explore whether the current definition of those that have lived in a homeless hostel is still the right one for the purposes of exemption from the Shared Accommodation Rate.	<ul style="list-style-type: none"> <li>Department for Work and Pensions</li> </ul>
168.	We are launching a prospectus with Homes England for bids for the £50 million Move-On Fund outside of London.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
172.	We have allocated up to £135 million from dormant accounts to social investment, with the majority going towards housing for vulnerable people and the rest being spent on new models of community funding. The first opportunities in this programme will be launched in the autumn.	<ul style="list-style-type: none"> <li>Department for Digital, Culture, Media &amp; Sport</li> <li>Ministry of Housing, Communities and Local Government</li> </ul>
175.	We are opening a new Supported Lettings Fund, of up to £19 million, which will fund flexible support and tenancy sustainment for homes provided exclusively for people who sleep rough.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
177.	We have committed to undertake a review of housing related support services. This will commence in September 2018.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
181.	We will primarily focus the £20 million Private Rented Sector Access Fund on supporting schemes that help single homeless people and families. We will publish further details of our plans later this year.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>

Section of Strategy	Strategy Commitment	Accountable Department
182.	We will open a new fund to support the set up or extension of local lettings agencies in order to source, identify or provide homes and advice for people who are homeless or at risk of homelessness.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
183.	We will launch a new Social Impact Bond aimed at young people. The Young Futures Fund will be aimed young people who not in education, employment and training (NEET), are between the ages of 18-24 and are at risk of homelessness and rough sleeping.	<ul style="list-style-type: none"> <li>Department for Digital, Culture, Media &amp; Sport</li> <li>Ministry of Housing, Communities and Local Government</li> </ul>
184.	To meet demand for the Rough Sleeping Social Impact Bond programme, we are now providing £1.2 million of outcomes payments across the programme to ensure that more than 150 people will have access to the support they need to secure and sustain accommodation.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> </ul>
186.	To enable the voices of small charities, including faith groups, into further iterations of the strategy, we will convene a roundtable bringing together a range of charitable organisations.	<ul style="list-style-type: none"> <li>Department for Digital, Culture, Media &amp; Sport</li> <li>Ministry of Housing, Communities and Local Government</li> </ul>
189.	<p>In order to ensure homeless people receive the support they need to access and navigate the benefit system and find work, we will:</p> <ul style="list-style-type: none"> <li>establish a work coach homelessness expert to act as a single point of contact in every Jobcentre;</li> <li>Jobcentre Plus Partnership Managers will be tasked with building effective working partnerships with housing services, homeless charities and organisations;</li> <li>provide a dedicated, comprehensive package of guidance for work coaches and external stakeholders that clearly sets out the DWP support offer for people who sleep rough; and</li> <li>share as best practice the innovative partnership work between Newcastle Jobcentre Plus and Newcastle Local Authority, an early adopter of the Homelessness Prevention Trailblazer Programme across the whole Jobcentre Plus network.</li> </ul>	<ul style="list-style-type: none"> <li>Department for Work and Pensions</li> </ul>
192.	Subject to further evidence and affordability, we will support further pilots and proofs of concepts building on these models.	<ul style="list-style-type: none"> <li>Ministry of Housing, Communities and Local Government</li> <li>Department for Work and Pensions</li> </ul>

## Endnotes

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- iii MHCLG (2018) *ibid.*
- iv MHCLG (2018) *ibid.*
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- x MHCLG (2018) *ibid.*
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- xv Greater London Authority (2018) *ibid.*, Fitzpatrick et al (2012) *ibid.*
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