

WIRRAL COUNCIL

CABINET

22 SEPTEMBER 2011

SUBJECT:	MERSEYSIDE SUB-REGION "NO SECOND NIGHT OUT" ROUGH SLEEPING PROTOCOL
WARD/S AFFECTED:	ALL
REPORT OF:	KEVIN ADDERLEY, INTERIM DIRECTOR OF CORPORATE SERVICES
RESPONSIBLE PORTFOLIO HOLDER:	CLLR GEORGE DAVIES
KEY DECISION?	NO

1.0 EXECUTIVE SUMMARY

- 1.1 Liverpool City Region has been given the sum of £120,000 Single Homelessness Grant, in addition to the Homeless Prevention Grant given to each local authority, for the purpose of addressing single homelessness and in particular developing a protocol aimed at ending rough sleeping in the City Region. Research and good practice demonstrates that this is best achieved by focussing on early intervention when a new rough sleeper first appears on the street, as well as by dealing with the long term entrenched rough sleepers who often have more complex issues compounded by their time sleeping rough.
- 1.2 The total number of rough sleepers estimated to be rough sleeping on the streets of the Liverpool city region in any one night of November last year was 13, with a maximum of 3 in any local authority area. Although the numbers of rough sleepers in the city region as recorded by the official "counts" submitted to CLG (Communities and Local Government Department) on an annual basis, are low, it is generally recognised that these numbers under represent the number of people who sleep rough in any given period, and any period sleeping rough can have long term negative consequences for the individuals and communities affected.
- 1.3 After Liverpool City Council recorded a rough sleeper count of 13 in August 2008, they focussed on this area of work as part of their homelessness strategy and have had success in tackling and preventing rough sleeping. This work has been recognised by the CLG who asked Liverpool to help extend this work across the city region.
- 1.4 Officers of the city region authorities have been meeting on a monthly basis since January and agreed the draft "no second night out" protocol to address

tackle rough sleeping across the area, based on the successful model which Liverpool adopted which included:

- developing a clear process for identifying, tracking, and supporting rough sleepers off the streets on an individual targeted basis
- developing more individualised solutions for rough sleepers (ring fencing beds in hostels, specialist support, reconnection to area / country of origin)
- re-commissioning services to be more targeted and outcome focused
- ensuring the city council took the lead in co-ordinating the work of the other agencies who deal with rough sleeping
- making identifying / reducing rough sleeping a priority within their homelessness strategy and motivating partner agencies to sign up to this

Systems are now in place, to quickly identify new rough sleepers and bring them indoors before they adapt to the street lifestyle and become entrenched. Adoption of the protocol will enable these systems to be shared out across the Borough, particularly the expansion of the Liverpool rough sleeper outreach service across the city region. This protocol will mean that individuals sleeping rough anywhere in the City Region will be quickly identified and supported to come indoors and not spend a second night sleeping rough.

2.0 RECOMMENDATION/S

- 2.1 It is recommended that Cabinet approves Wirral's participation in the Liverpool City Region "No Second Night Out" protocol with the vision that

"by the end of 2012, no one will live on the streets of Liverpool City Region and no individual arriving on the streets for the first time will sleep out for more than one night."

- 2.2 The financial costs of rough sleeping as researched by the Homeless charity Crisis are significant: a single homeless person costs approximately £24,500 a year. These costs include:
- environmental costs of cleaning up and securing rough sleeper sites
 - health and substance misuse services
 - contact with A&E departments
 - involvement with the police and criminal justice system by being both victims and perpetrators of crime
 - prolonged unemployment / benefits costs
 - failed tenancies

3.0 REASON/S FOR RECOMMENDATION/S

- 3.1 Liverpool City Council has been granted the sum of £120k to use for the purpose of addressing single homelessness, and specifically for developing a no second night out protocol, based on the previous success that Liverpool has had in reducing the number of rough sleepers. Officers of authorities in the City Region have been meeting to develop the protocol which has been drafted and is attached as Appendix 1.

4.0 BACKGROUND AND KEY ISSUES

- 4.1 The continued target of the Government to eliminate rough sleeping by 2012, together with the successful work done in the sub-region to prevent and tackle homelessness, has led to the Communities and Local Government (CLG) department to grant the sub-region an additional £120k to implement measures to target single homeless people at most risk. This is in addition to the Homelessness Prevention Grant allocated to the individual Councils. The sub-regional Single Homelessness Fund is stipulated to be for the purpose of developing a 'no second night out' protocol across the Liverpool City Region including Halton, Knowsley, Liverpool, Sefton, St Helens and Wirral. This is a significant opportunity to take a leap forward in an issue with high public visibility despite Government funding austerity measures.
- 4.2 It is critically important to identify rough sleepers quickly for targeted support to get them indoors before they become 'entrenched'. Rough sleepers tend to have a complexity of physical, mental health and substance misuse issues. With an average life expectancy of just 42 years, research by Crisis showed they are 35 times more likely to commit suicide than the general population. The longer an individual continues to rough sleep the more entrenched and complex their issues become and the more costly to the individual and society they are to resolve successfully.
- 4.3 The financial costs of rough sleeping as researched by Crisis are significant: a single homeless person costs approximately £24,500 a year. These costs include:
- environmental costs of cleaning up and securing rough sleeper sites
 - health and substance misuse services
 - contact with A&E departments
 - involvement with the police and criminal justice system by being both victims and perpetrators of crime
 - prolonged unemployment / benefits costs
 - failed tenancies
- 4.4 Reducing rough sleeping has been a key Government priority since 1998 when achieving a two-thirds reduction by 2002 became the target. In 2008 CLG published a rough sleeping strategy "No One Left Out" which set the ambitious aim to eliminate rough sleeping completely by 2012.
- 4.5 The coalition Government has continued this by dealing with single homelessness in general as a priority with a focus on identifying, reducing and eradicating rough sleeping. To underpin this they have increased the amount of the Preventing Homelessness Grant given to local authorities and given the national charity Crisis a funding pot to administer specifically for voluntary sector projects that have local authority support to tackle single homelessness.
- 4.6 Levels of rough sleeping are formally measured by yearly snapshot counts or estimates of the number of rough sleepers on one particular night within the local authority boundaries. It has always been recognised by the CLG that these counts do not give an accurate measure of the flow of rough sleepers

on and off the streets, which is generally recognised as 10 times a particular nights' count. In December 2010, Wirral submitted a rough sleeper estimate to CLG of 3. The other city region authorities submitted similarly low figures. In recent years, starting from a higher level of rough sleeping, Liverpool instigated new procedures to tackle this issue which was becoming a problem in that area and reduced their rough sleeping count from 13 to 3 by

- developing a clear process for identifying, tracking, and supporting rough sleepers off the streets on an individual targeted basis
- developing more individualised solutions for rough sleepers (ring fencing beds in hostels, specialist support, reconnection to area / country of origin)
- recommissioning services to be more targeted and outcome focused
- ensuring the city council took the lead in co-ordinating the work of the other agencies who deal with rough sleeping
- making identifying / reducing rough sleeping a priority within their homelessness strategy and motivating partner agencies to sign up to this

and systems are now in place, to quickly identify new rough sleepers and bring them indoors before they adapt to the street lifestyle and become entrenched.

- 4.7 The CLG have recognised this success and have asked Liverpool to disseminate our good practice across the City Region and implement a “No Second Night Out” protocol. This protocol will mean that individuals sleeping rough anywhere in the City Region will be quickly identified and supported to come indoors and not spend a second night rough sleeping. Implementing such a protocol is an ambitious, challenging, but achievable objective and should be a key part of Wirral Homelessness Review due to be completed in December.
- 4.8 CLG have given Liverpool £120K in funding to lead on this project which is in addition to the Preventing Homelessness Grant which they provide to each local authority. The following local authorities have agreed to work together to develop this area and are approaching their Cabinet's for approval to sign up to the protocol:
- Halton Borough Council
 - Knowsley Borough Council
 - Liverpool City Council
 - Sefton Metropolitan Borough Council
 - St Helen's Metropolitan Council
 - Wirral Borough Council
- 4.9 A City Region task group has been set up which meets monthly to oversee the development of a protocol. The vision of the protocol is that:
- “By the end of 2012, no one will live on the streets of Liverpool City Region and no individual arriving on the streets for the first time will sleep out for more than one night.”***
- 4.10 A draft of the protocol is attached in Appendix 1 which outlines how we intend to achieve this. The key points of this are:

- developing “One point of contact” for reporting rough sleepers across the City Region (i.e. one phone number / email address)
 - Ensuring that appropriate services are available across the whole of the City Region (outreach services, access to accommodation and personalised solutions, tracking and monitoring processes)
- 4.11 Initial work has identified a cost effective plan to use the additional funding to fund the extension of Liverpool’s Rough Sleepers Outreach Service across the City Region; this service is currently provided in Liverpool by the Whitechapel Centre who won the contract in an open tendering process. The council’s procurement department have advised that as this organisation is the only provider of such a specialist service in the City Region, it would be sensible to vary their existing contract to include the City Region work (a procurement exercise would likely have the same result but cost time and money to progress). The cost of extending this service across the City Region would be £85,000 for 20 months. The funding for this would come from the additional £120K given to the city region by DCLG

5.0 RELEVANT RISKS

- 5.1 Without the implementation of a “no second night out” protocol there is a risk that in the current economic climate and forthcoming welfare reform, the incidence of rough sleeping in Wirral will increase.

6.0 OTHER OPTIONS CONSIDERED

- 6.1 The Single Homelessness Grant provided by CLG to the sub-region was provided for the purpose of developing this protocol.

7.0 CONSULTATION

- 7.1 A draft of the “no second night out” protocol has been shared with the Wirral Homelessness Forum, the Health and Homelessness Strategy Group and the Town Centre Outreach Steering group for comments and input.

8.0 IMPLICATIONS FOR VOLUNTARY, COMMUNITY AND FAITH GROUPS

- 8.1 A wide range of Voluntary, Community and Faith Groups are represented on the Wirral Homelessness Forum, the Health and Homelessness Strategy Group and the Town Centre Outreach Steering group and work together in partnership to address the needs of this client group. They share the aim to meet the needs of rough sleepers, ultimately by ensuring that everything will be done to prevent people from sleeping rough, and generally believe that the current rough sleeper count under-represents the numbers sleeping rough.
- 8.2 Staffing for the non second night out project will be provided through the expansion of the existing Whitechapel centre team, and they will rely on the input and co-operation of staff and volunteers of the voluntary, community and faith sector (in addition to the Wirral Housing Options team) to address the

needs of individuals identified. The provision of bed spaces for this client group in voluntary sector will be negotiated if the need arises.

9.0 RESOURCE IMPLICATIONS: FINANCIAL; IT; STAFFING; AND ASSETS

9.1 There are no additional IT implications. Staffing for the project will be provided through the expansion of the existing Whitechapel centre team, and they will rely on the input and co-operation of staff and volunteers of the Wirral Housing Options team in addition to the voluntary, community and faith sector to address the needs of individuals identified. Small grants to remove barriers and provide personalised solutions will be available from the Homelessness Prevention Fund which is administered by the Housing Options team. The removal of rough sleepers from the streets reduces costs elsewhere as identified in paragraph 2.4 above.

10.0 LEGAL IMPLICATIONS

10.1 Under the Homelessness Act 2002, a local authority has a duty to address all forms of homelessness in its district.

11.0 EQUALITIES IMPLICATIONS

11.1 Rough sleepers are predominantly male. CLG research shows that care leavers and ex-service personnel are over represented. A high proportion need support with substance mis-use (**drugs (41%) and alcohol (49%)**) which can be exacerbated, and sometimes caused by, rough sleeping. Over a third have mental health problems. The protocol will have a positive impact on all rough sleepers.

11.2 Equality Impact Assessment (EIA) ?

(a) Is an EIA required? No

(b) If 'yes', has one been completed?

12.0 CARBON REDUCTION IMPLICATIONS

12.1 There are no carbon reduction implications.

13.0 PLANNING AND COMMUNITY SAFETY IMPLICATIONS

13.1 There are no planning and community safety implications.

REPORT AUTHOR: *Catherine Green*
Rehousing Services Manager
telephone: (0151) 691 8462

email: catherinegreen@wirral.gov.uk

APPENDICES

Appendix 1:

REFERENCE MATERIAL

SUBJECT HISTORY (last 3 years)

Council Meeting	Date
Scrutiny Committee Presentation on Rough Sleeping	19th March 2009

Liverpool City Region “No Second Night” protocol:

Our vision is that by the **end of 2012**, no one will live on the streets of Liverpool City Region and no individual arriving on the streets for the first time will sleep out for more than one night.

This is a Liverpool City Region Project signed up to by the following authorities:

- Halton Borough Council
- Knowsley Borough Council
- Liverpool City Council
- Sefton Metropolitan Borough Council
- St Helen’s Metropolitan Council
- Wirral Borough Council

Delivering this protocol as a City Region Project will enable us to be more equipped to achieve this as all local authorities in the city region will be working together in a co-ordinated way by pooling resources, intelligence.

For the purpose of this protocol, a rough sleeper is:

People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents (inappropriate use of 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”). Definition taken from Evaluating the Extent of Rough Sleeping. Communities and Local Government September 2010

We will also use the following sub definitions to identify the extent of the issue:

New Rough Sleepers (Flow): people who move onto the streets for the first time in the year (Financial year)

Continuing Rough Sleepers (Stock): people who were sleeping rough in the previous year as well as the one in which the analysis is being undertaken

Returning Rough Sleepers: (Returners): people who have been seen previously on the streets but not in the preceding year. Definition taken from No One Left Out Communities and Local Government Nov 2008



In principle, we will deliver this by:

(Not all local authorities will want or need to sign up to every aspect of the protocol)

- **Gathering intelligence:**
 - ❖ Providing one point of contact for reporting rough sleepers (one phone number for the whole of the City Region)
 - ❖ Rolling out Liverpool's rough sleepers database across the city region and sharing good practice re Liverpool's tracking group across the city region
 - ❖ Co-ordinating rough sleeper estimates and counts across the City Region

- **Contact:** extending outreach services across the city region, ensuring that any rough sleeper in the city region can be reached and offered a service

- **Enforcement:** ensure that rough sleepers who refuse to come indoors are subject to appropriate enforcement action

- **Co-ordinating Cold Weather provision**

- **Offer individualised solutions:**
 - ❖ ensuring that the right support is given at the right time, without duplication between agencies, through monthly tracking meetings
 - ❖ developing a comprehensive menu of services which are available in each local authority area (draft attached as Appendix 1). Please note that smaller local authorities may not need the services that the larger local authorities require
 - ❖ ensuring that each local authority has, as a minimum, access to the following services for rough sleepers:
 - outreach services
 - reconnection

We will ensure that rough sleepers who refuse to come indoors:

- continue to be offered support and options to come indoors and move away from a rough sleeping lifestyle

- understand fully the solution(s) that they have been offered and refused and have the capacity to make the decision to refuse these options

- are subject to appropriate enforcement action if they have unreasonably refused offers of accommodation (we need to decide how will this be agreed)

We will also examine locations which are continuously used as rough sleeping sites to see whether there are factors that require environmental enforcement, for example, unsafe or illegal disposal of rubbish / food.

Responsibilities of each local authority: It is important to recognise that the provider of outreach services cannot solve rough sleeping on their own. Each local authority will be expected to have the following framework in place:

- To be able to respond to reports of rough sleepers, bring people indoors and prevent a second night out, the project staff from the Whitechapel Centre will require same day access to accommodation options. While the project staff will be able to negotiate these on a daily basis there needs to be a commitment from accommodation providers within each authority
- Space / use of meeting room to carry out assessments
- Commitment from enforcement agencies such as the Police and Environmental Enforcement Teams
- Commitment to data sharing agreement
- Each authority will need to help identify and bring relevant key personnel to their tracking meetings
- Clearly identified processes for referring to social services / mental health services

Funding: Liverpool City Region has been given £120,000 to fund this project. This money can be spent over two years.

Funding is also available from Crisis to develop existing schemes to support single people and rough sleepers to access the private rented sector, and priority will be given to extending existing schemes geographically. A voluntary sector organisation must apply for the funding.

The following Local Authorities have signed up to the following different aspects of this protocol:

	Providing one point of contact for reporting rough sleepers	Rolling out Liverpool's rough sleepers database	Co-ordinating rough sleeper estimates and counts across the City Region	Extend outreach service across the city region	Ensure that rough sleepers who refuse to come indoors are subject to appropriate enforcement action	Co-ordinating Cold Weather provision	Offer individualised solutions	Facilitate reconnection	Access to the private rented sector scheme with Crisis
Halton Borough Council	✓	✓	✓		✓	✓	✓	✓	✓
Knowsley Borough Council									
Liverpool City Council	✓	✓	✓	✓	✓	✓	✓	✓	✓
Sefton Metropolitan Borough Council	✓	✓	✓	✓	✓	✓	✓	✓	✓
St Helen's Metropolitan Council	✓	✓							
Wirral Borough Council	✓	✓	✓	✓		✓	✓	✓	✓

This protocol has been signed up to and agreed by the following representative of each of the city region Local Authorities:

<p>Signed by:</p> <p>Print Name:</p> <p>Date:</p> <p>On Behalf of Halton Borough Council</p>	<p>Signed by:</p> <p>Print Name:</p> <p>Date:</p> <p>On Behalf of Knowsley Borough Council</p>
<p>Signed by:</p> <p>Print Name:</p> <p>Date:</p> <p>On Behalf of Liverpool City Council</p>	<p>Signed by:</p> <p>Print Name:</p> <p>Date:</p> <p>On Behalf of Sefton Metropolitan Borough Council</p>
<p>Signed by:</p> <p>Print Name:</p> <p>Date:</p> <p>On Behalf of St Helen's Metropolitan Borough Council</p>	<p>Signed by:</p> <p>Print Name:</p> <p>Date:</p> <p>On Behalf of Wirral Borough Council</p>

Appendix One:

Menu of services for rough sleepers across the city region:

	Halton Borough Council	Knowsley Borough Council	Liverpool City Council	Sefton Metropolitan Borough Council	St Helens Metropolitan Council	Wirral Borough Council
Rough Sleepers Outreach Service			Early morning and evening outreach service provided by Whitechapel Centre	No provision	No provision	Only as per street drinking below
Street Drinkers Outreach Service			Afternoon and evening outreach service provided by the Basement	No provision	No provision	2 town centre street drinking project outreach workers employed by Phoenix, funded by DASS. Workers are confined to Birkenhead town centre
Day centre services / Enablement Services			Day Centre Service focused on enabling rough sleepers to move away from the lifestyle through education, training and meeting health needs	Salvation Army Community Centre in Bootle provides meals and shower facilities	HOPE House provide meals and showers certain week days till 2.30. Advice & support on housing is available. This is a service that rough sleepers/chaotics may attend.	Drop in centre at Ark in the morning. Access to nurse and mental health assessment Charles Thompson mission provides hot meals and clothes etc for anyone presenting including rough sleepers and families in poverty (has been operational since 1800s). Nurse clinic also held here.
Night shelter provision				No provision	No provision	Provided at both YMCA and Ark hostels
Cold Weather Provision	Designated accommodation made available from Dec – Mar when trigger temps are hit		Overnight shelter available from Dec to March when trigger temperatures are hit. Additional outreach and support also available Dec to March	Overnight shelter available from Dec to March when trigger temperatures are hit.	Salvation Army/YMCA provide a 'sit up' service during the cold weather - use of their lounge.	As above

Ring fenced beds	3 beds ring fenced for rough sleepers within designated hostels during bad weather conditions		12 beds ring fenced for rough sleepers in 6 different hostels	No provision	No provision	1 ring fenced bed for 16 and 17 year olds
Personalised solutions			Budget set aside from Preventing homelessness grant for personalized solutions	No provision	No provision	None
Reconnections			Reconnections are facilitated by the outreach team provided from the Whitechapel Centre	No provision	No provision	Only as and when on an ad hoc basis for cases through hostels or Housing Options team
Homeless Nurses			2 homelessness nurses based in city centre GP practice which is an enhanced GP service for homeless people – also has an alcohol nurse and leg ulcer nurse	No provision	There is a Lifestyles Team run by the PCT which includes a Health for Homeless section. They engage and support with homeless/rough sleepers etc and link in with services. Currently one nurse and one support worker.	One outreach nurse for homeless clients visits all hostels and drop-in centres. Evening nursing service at the Ark (2 hours x 5 sessions). Originally only for Ark residents but now open to other homeless people as a pilot project.
Mental Health service for homeless people	Mental health outreach team		Mental Health Outreach Team	CHART assists with homeless and in-ward hospital assessment	Nurse in Health for Homeless Team is a qualified RMN as well as RGN. Links established with mental Health services	Mental Health Practitioner for homeless people
Street Resettleme nt Project	Prevention and bond guarantee scheme available		Rent bond and support scheme to enable rough sleepers to access the private rented sector	No provision	No provision	Not specifically

General hostel provision	<p>2 x single homeless hostel accommodation Age 16-65</p> <p>1 x Single hostel Age 16-25</p> <p>1 Complex needs age 16 – 25</p> <p>1x 32 independent scheme for families and teen mothers</p> <p>1 x women's refuge</p>			<p>Accommodation for young people via Forum Housing Association.</p> <p>Bosco Society hostel for substance misuse.</p> <p>Leo Project for abstinent alcohol addiction</p>	<p>2 hostels for single homeless. Another hostel for single homeless females only.</p>	<p>SP funded hostels, refuge, foyer, mother and baby units etc</p>
Other			<p>The Basement</p> <p>The Big Issue in the North</p>	<p>No provision</p> <p>Did have a project targeted at A8 Migrant Workers in Southport but funding has ended. Also quite strong Faith support for homelessness in Southport.</p>	<p>SP provision for young (foyer + supported lodgings), and offenders.</p>	<p>Charity is looking to set up a food bank.</p> <p>Hospital homeless discharge link worker funded by PCT and Homeless Prevention fund to ensure people not homeless on discharge</p>
						<p>Based at APH, will try to arrange accommodation for homeless people in hospital.</p>
						<p>Homeless people may access detox and rehab services with support from other organisations</p>