

23 APRIL 2001 23 MAY 2001

SINGLE HOMELESS STRATEGY ANNUAL PROGRESS REPORT

REPORT OF THE DIRECTOR OF HOUSING

1. PURPOSE OF REPORT

- 1.1 This report informs Members of progress made with the Single Homeless Strategy 1999-2002 and proposes next years Annual Work Plan.
- 1.2 Members will be aware that the Government has set Local Authorities the tough target of reducing rough sleeping by 2/3 by April 2002. Our local target is 7.

2. **RECOMMENDATIONS**

- 2.1 It is recommended that progress to date is noted and that the priorities for the annual work plan are agreed. It is important to note that work is progressed against each aspect of the Single Homeless Strategy as reflected in progress to date.
- 2.2 It is further recommended that the work should focus on the other identified needs within the Single Homeless Strategy. These include young homeless people, older single homeless people with their entrenched lifestyles, substance misuse accommodation provision, ex-offenders and people with learning disabilities. These reflect priorities as agreed with partner agencies.

3. FINANCIAL IMPLICATIONS

3.1 None arising directly from this report however developing the strategy has enabled significant resources to be drawn from local and national budgets, which has supported Leicester's achievements.



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SUPPORTING INFORMATION

4. REPORT

- **4.1** The Governments Rough Sleepers Initiative (RSI)/Homeless Action Programme (HAP) was extended to outside of London in 1996 and has seen Housing Departments feature as the lead agency to deliver policy at a local level. It has required the development of Rough Sleepers plans within wider Single Homeless Strategies. Government funding is allocated in line with local strategies.
- **4.2** Multi agency approaches have become an integral part of Leicestershire's approach, which has received national recognition. There are three tiers to our approach. A commissioning group which includes Health, Social Services, Probation, Benefits Agency and the Police has a strategic and forward planning role. Middle managers from each agency meet bi-monthly to oversee the implementation of the strategy. An inter-professional team of frontline staff (including a general practitioner, nurse, community psychiatric nurses, housing staff, outreach and resettlement staff) meets weekly. Their work is based on case management practices and aims to target work on the most entrenched and vulnerable.
- **4.3** Leicester's approach has enabled considerable success in driving down the number of rough sleepers shown at Appendix 1, and in facilitating additional resources and services Appendix 2.

Local Authorities were subsequently required by the Rough Sleepers Unit to revise strategies, Leicester's revised strategy was finalised in February 2000. This enabled grants to be secured for voluntary sector agencies to establish;

- A Contact and Assessment Approach
- Estate based Tenancy Sustainment Teams
- Education and Training Project
- Buddying Scheme, link up service and local peer support groups
- **4.4** The priorities agreed for year 1 the Single Homeless Strategy and progress

towards team, can be found at Appendix 3. The Year 2 priorities as agreed with partner agencies are also contained within Appendix 3.

- **4.5** Leicester was able to secure funding through the Governments Invest to Save Bid which established Wet facilities at the Anchor Centre. This service contributes to the authorities Crime and Disorder Strategy and approach to reducing levels of street drinking. Open in June 2000 early research suggests that the project is having a positive impact, 59% of users state they are drinking less in the streets. There are however still problems with city centre drinkers and the Police are requesting a bye-law to improve their powers to deal with this.
- **4.6** Initiatives to tackle begging and other daytime street cultures were identified within the revised Rough Sleepers Strategy. A working party including the Rough Sleepers Co-ordinator, City Centre Manager, Community Safety Officer, Leicester Chamber of Commerce, Leicestershire Police, Contact and Assessment Team, is taking this issue forward. To date the group has promoted the governments 'change a life campaign', established a local diverted giving scheme, developed an assertive outreach response from the CAT team. Future proposals include developing local public awareness campaigns, including the promotion of giving in kind or volunteering, targeted police activity, opportunities for fast track detox and multi-agency support interventions.
- **4.7** Other achievements are supportive of the Single Homeless Strategy including those identified in Appendix 4.
- **4.8** The Rough Sleepers Unit have requested local authorities consider contingency planning, winter issues and dealing with problems of entrenchment. The latter is dealt with within the revised Rough Sleepers Strategy and whilst contingency planning and winter issues are not written into plans, they have been considered and appropriate actions taken. Contingency plans to cater for emergencies are contained within the Housing Departments emergency plan and the Councils Major Emergency Plan. More minor incidents can be addressed within the Hostels section by utilising facilities including the Corner Club. The Single Homeless Strategy Managers Forum concluded that a winter shelter was not required but that use would be made of local accommodation and other neighboring winter schemes. This approach has been successful over the past few years and it is unlikely that a radical move away will be required in future.
- **4.9** Homelessness has a greater impact on the physical and mental health of older people and often accelerates problems associated with ageing. Many die prematurely and although their needs are great older people are often reluctant to use mainstream services or assert their rights. Some older people may feel forced into schemes designed for younger people.

In the year 1999/00 there were 100 admissions to the councils single homeless hostels from people aged 56 years and over and estimates of admissions from those aged 50 years and over are put at 199. This represents 5.6% and 11.1% of all admissions to the singles hostels. In the same period the Homeless and Rehousing Service received 282 applications from persons aged 50 years and over. This represents 7.5% of the 3787 applications received in the period. Action in the coming year will include;

- An appraisal of specialist training requirements of Hostel and Rehousing staff
- Evaluation of the need to deploy a specialist older persons outreach/contact worker
- Ensuring individually tailored long term care and support to enable people to live as independently as possible
- Ensure a range and diversity of move-on accommodation to meet medium and long term needs. Some older homeless people are unwilling to use registered care homes because they fear a loss of independence and personal support networks which may be street culture related
- Explore ways of intervening earlier when older people are endangered by homelessness as the result of a personal or financial crisis
- **4.10** There are a number of policy initiatives which have arisen since the development of the Single Homeless Strategy, including the Governments modernising agenda, these include;
 - Quality Protects
 - Care Leavers Act
 - Youth Offending (Crime and Disorder Act 1998)
 - Children Act 1989
 - The Homes Bill
 - Supporting People
 - NHS White Paper New NHS Modern and Dependable (December 1997)
 - Modernising Social Service. Promoting Independence, Improving Protection, Raising Standards
 - NHS Plan

It is proposed that current services provided to young homeless people are reviewed in line with the basic dimensions proposed by DETR for Supporting People;

- Strategic relevance does provision fit with the local strategic plan?
- Assessment of need do occupancy rates, waiting lists, etc. suggest that the project is well used?
- Location is the scheme in the right place?
- Performance measures
- Quality and effectiveness outcomes and contract monitoring
- Value for money to the local authority and overall cost
- Comparisons essentially, the benchmarking of costs
- Views of service users
- Type of scheme e.g. cross authority
- Type of provider (need for capacity building) smaller on specialist providers

The reviews will be held jointly with the Social Services department and where relevant, with other statutory partners such as the Probation Service or Health Authority. The scope of these reviews will include consideration of provision across statutory, independent and private sectors and will take account of current good practice and local need.

The emphasis is on the specific service and not the agency or organisation as a

whole (the latter is dealt with in the scheme specific evaluations).

Reviews will be themed and in the first instance we will be reviewing services to young people. Projects to be included at this stage will be contacted individually with further information on the detail of the review.

- **4.11** Development of a Multi Disciplinary Centre (MDC) for Single Homeless People has been a priority of Leicester's Single Homeless Strategy since 1996 and has received endorsements from partner agencies. the overall concept is to unite the Nightshelter, a Voluntary sector day centre alongside Health and Social Care in a one stop Healthy Living Centre. A potential building has now been identified and an interagency group established to oversee a specific feasibility study and explore funding opportunities whilst at an early stage of the process, initial appraisals are positive.
- **4.12** Part 2 of the Homes Bill requires Local authorities to adopt a strategic approach in combating homelessness.

The single Homeless Strategy is supportive of the strategic role required of the department and is complementary to strategic planning for children and family provision.

The Government are also extending the descriptions of persons in priority need to include:

- 16/17 years old
- vulnerable as a result of having an institutionalisd background
- vulnerable as a result of fleeing domestic violence or harassment.

Leicester has a good track record of operating best practice in these areas. It is unlikely that Leicester will need to shift its practices significantly in its responses to statutory homelessness as they apply to single people.

4.13 Supporting People is the Governments new policy aimed at delivery a coherent and flexible policy and funding framework for providing support to vulnerable people in different types of accommodation and tenure.

It focuses on need and aims to improve the quality of support services provided. The council will work in partnership with other statutory and voluntary sector partners to plan and commission future services. The Single Homeless strategy is key to this process in that it sets priorities for funding and development, and sets out the gaps and challenges in service provision.

5. EQUAL OPPORTUNITIES IMPLICATIONS

5.1 Single Homeless People and Rough Sleepers are often viewed as contributing to crime or fear of crime yet most are very vulnerable people who may have a combination of physical; mental health, addiction and behavioural problems. Homeless people are less likely to access mainstream health, social care or housing services and do not have access to the personal support networks enjoyed by the vast majority of our society.

6. LEGAL IMPLICATIONS

6.1 There are no legal implications associated with this report, however implementation of the strategy may require the reconfiguration of contractual arrangements with partner agencies.

7. POLICY IMPLICATIONS

- **7.1** The Single Homeless Strategy drives forward policy towards facilitating interagency partnership solutions and will enable the Housing Department to meet statutory duties as defined within the Homes Bill.
- 7.2 The strategy will contribute to the City Council's Community plan specifically:
 - In ensuring that a decent home is within the reach of every citizen in Leicester
 - By continuing to support victims of domestic violence whilst taking firm action against perpetrators
 - By raising the importance of education within the community
 - To improve identification and assessment of children at risk of significant harm and provide services to enable them to remain safely in or return to their families wherever possible
 - To take action to reduce social and economic problems which contribute to ill health e.g. unemployment, poverty, homelessness, racial and domestic violence
 - •

8. SUSTAINABLE AND ENVIRONMENTAL IMPLICATIONS

- 8.1 Proposals contained within the Single Homeless Strategy and revised Rough Sleepers Strategy will enable a more structured and planned approach to addressing needs which will increase the chances of self confidence returning and open channels to return to formal and informal education, training and employment.
- **8.2** The strategy provides preventative measures and activities which aim to maintain tenancies. This will inevitably contribute to making Leicesters communities and neighbourhoods more sustainable.

9. CRIME AND DISORDER IMPLICATIONS

9.1 The Single Homeless / revised Rough Sleepers Strategy considers approaches to resolving issues such as begging, street drinking and rough sleeping which are cited as negatively affecting public perceptions of community safety.

10. DETAILS OF CONSULTATIONS

There have been no consultations in the preparation of this report however there has been extensive consultation in respect of development and implementation of the strategy.

11. AIMS AND OBJECTIONS OF THE HOUSING DEPARTMENT

- **11.1** The overall quality of life aim for the Housing Department is 'A decent Home within the reach of every citizen of Leicester'.
- **11.2** The Single Homeless Strategy supports the key objective "to enable all the citizens of Leicester to find and retain a home which suits their needs."

12. LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

- **12.1** Revised Rough Sleepers Strategy Report to Housing Committee 2nd May 2000, Homelessness and Community Care Forum 17th April 2000.
- **12.2** Wet Day Centre, Report to Housing and Community Care Forum 17th April 2000.
- **12.3** Single Homeless Strategy, Report to Housing Committee 7th June 1999.
- **12.4** Services to Single Homeless People, Report to Housing Committee 4th November 1998.

13. HUMAN RIGHTS ACT

- **13.1** Article 8 of the Human Rights Act provides a right to respect for private and family life. This article is broad and has wide ranging implications. It touches on issues such as the right of families to live together, however the rights and freedoms expressed may be limited where this is necessary to achieve other objectives such as protecting public health or safety.
- **13.2** Article 1 of Protocol 1 sets out the right to peaceful enjoyment of possessions and protection of property. No-one can be deprived of property except where the action is permitted in law and justifiable in the public or general interest.

14. AUTHOR OF REPORT

Lisa Barker Service Manager Hostels and Community Care

Ext: 6838

Date: January 2001

Leicester Rough Sleepers Analysis

Count date	Numbers found	Bedspaces
3.11.00	8	2
28.04.00	10	0
29.10.99	13	4
4.6.99	9	3
14.10.98	16	3
18.6.98	10	14
25.6.96	20	22

		25.6.96	18.6.98	14.10.98	4.6.99	29.10.99	28.4.00	3.11.00
	18-25	2	2	1	1	2		1
	26-39	1	4	7	2	7	7	2
	40-59	6	4	3	2	3	1	2
1	Over 60	3		2	1	1	1	0
2	Unknown	6		3	3		1	3
3	Alcohol	3	5	6	3	4	4	5
4	Drugs	2	2	5	2	7	7	1poss
5	Mental Health	2	2	2	2	2	2	1poss
6	Physical	1	3	1	0	9	2	3
7	Not Known	12	3		5	1	2	3
	Male	12	9	12	6	11	10	4
8	Female	1	1	3	3	2	0	1
9	Not Known	7	0	1	0	0	0	3
N ^{o's} ac	known to have commodation						3	2

SUPPORTED HOUSING 2000/01: HC ADP CAPITAL FUNDED SCHEMES

COMPLETIONS:

RSL:	Managing Agent:	Scheme:	Client group:	No. of units:	Completion date:
North British HA	Mosiac	Ashthorpe Road	Physically disabled	5 units + staff flat/office	31 May 2000

IN PROGRESS:

RSL:	Managing Agent:	Scheme:	Client group:	No. of units:	Completion due:
Adullam HA	-	Norman House Remodelling	High risk offenders/ex- offenders with mental health problems	13 bedspaces	August 2001
Advance HA	-	Leicester West Project: Remodelling	Mental health and learning	15 bedspaces	April 2001
Asra HA	-	Checketts Road	Mental health and domestic violence move-on accommodation	13 units	February 2001
Stonham HA	- Bradgate House Remodelling		Offenders/ex- offenders with mental disorders/	10 bedspaces	July 2001

SINGLE HOMELESS STRATEGY - DRAFT WORK PLAN FOR 2000/01

Version:

1 25th August, 2000 Date:

PRIORITIES	RESPONSIBILITY
Use of Leicester hostel and other services by County	Commissioning Group
Agencies	
Basic housing information and sign-posting systems in	Probation
place at Local Prisons for those entering and those leaving	
(Pre-sentence system)	- HAC/Anchor
Work with:	
- Youth Offending Team	
- CARATS	Housing (HAC)
Ensure housing assessments and care planning are	
embedded into processes	
Develop a CAT approach	YASC JT
Begging and assertive cautioning scheme	Police/YASC JT
Street Drinking	Anchor JC
Mental Health Training	ME
Monitoring	Housing SP
Detox	Dr. NH
Storage of blankets	Paul Boyer
Provide information sheets and training to relevant ward	Housing (CCT), Social Services
staff at LRI, General and Glenfrith	(HSW), GP
Care Leavers	Social Services/Housing
Pilot reconfiguration of Specialist Mental Health Services,	L & RH (NHS Trust), Leicestershire
Monitoring and Assessment	Health
Improve access to substance misuse treatment	Rod Moore
Improve/provide services to those whose long term	
substance or alcohol misuse has led to complex health,	Commissioning Group
social care and housing problems	
Re-commissioning services that are short life	Commissioning Group

1. Develop specialist primary health care team to include:	Responsibility	Action	Comments/Progress
- Full time GP	Leicestershire Health Authority	Achieved	Appointment made, funded through Department of Health, Personal Medical Service started 25 March 2000.
- 24 hour access to primary health care	Leicestershire Health Authority	Achieved	Completed for patients of PMS homeless primary care team via contact with 'Health Call'
- Full time nurse practitioner	Leicestershire Health Authority	Achieved	Appointment made, funded by PMS
 Full time drug and alcohol nurse specialist 	Leicestershire Health Authority	Update Required	Identify Lead Officer – no funding identified, not currently a priority
- Practice Administrator	Leicestershire Health Authority	Achieved	Interviews arranged for 26/07/00, appointment in progress. Priority achieved.
- Outreach receptionist	Leicestershire Health Authority	Achieved	Appointment made, start August 2000. Funded by PMS

		Responsibility	Action	Comments/Progress
2				
	service appropriately located within the Trust	Leicestershire Health Authority	Update Required	Dr. Di Gross, Troon Way appointed and input extended 4 th outreach worker appointed will have access to 2 inpatient beds.

	Responsibility	Action	Comments/Progress
Establish resettlement & tenancy support staff to work with funding agencies to ensure adequate provision across tenure type	Housing Department	Achieved	 Forge Midland – funded by Housing Department, 2 workers BLISS – SRB5 + Sure Start + LCC funded to work specifically in Beaumont Leys, 4 workers High Risk Resettlement Workers – joint funded by Probation and Housing Forge Novas Resettlement Team – HAP funded, 2 workers Forge Novas Resettlement Workers – DASG funded, 2 workers YASC Resettlement – HAP funded 2 workers.

SINGLE HOMELESS STRATEGY

Year One Priorities – April 1999 – March 2000 As at 23rd August 2000 *Version One*

		Responsibility	Action	Comments/Progress
4.	Develop consultant psychiatric			
	service appropriately located within the Trust	Leicestershire Health Authority	Update Required	Dr. Di Gross, Troon Way appointed and input extended 4 th outreach worker appointed will have access to 2 inpatient beds.

		Responsibility	Action	Comments/Progress
5.	Establish resettlement & tenancy support staff to work with funding agencies to ensure adequate provision across tenure type	Housing Department	Achieved	 Forge Midland – funded by Housing Department, 2 workers BLISS – SRB5 + Sure Start + LCC funded to work specifically in Beaumont Leys, 4 workers High Risk Resettlement Workers – joint funded by Probation and Housing Forge Novas Resettlement Team – HAP funded, 2 workers Forge Novas Resettlement Workers – DASG funded, 2 workers YASC Resettlement – HAP funded 2 workers.

SINGLE HOMELESS STRATEGY Year One Priorities – April 1999 – March 2000

As at 23rd August 2000 *Version One*

		Responsibility	Action	Comments/Progress
3.	Establish resettlement & tenancy support staff to work with funding agencies to ensure adequate provision across tenure type (Cont'd)	Housing Department	Achieved	Mental Health Resettlement Foundation H.A. Foundation Tenancy Support Worker Foundation H.A. Resettlement and Supported Housing Worker Joint Finance Bid (Direct Access Hostels) 2 Tenancy Support Workers (Supported Housing) LCC Priority achieved for 2000, however review to
				ensure ongoing provision due to money funded under taper funding

		Responsibility	Action	Comments/Progress
4.	Establish housing assessment team within the multi disciplinary team setting	Housing Department	Achieved	Housing Assessment Team established within the Community Care Team and will give regular update of progress.

		Responsibility	Action	Comments/Progress
5.	Establish process to monitor and evaluate the strategy with partner agencies	Housing Department	Ongoing	 Monitoring Task Group set up. Strategy to be monitored and evaluated in 4 ways: 1 – Priorities 1999/2000 2 – MDT Monitoring (Death List and head count twice a year) monitoring form evaluated and to be modified 3 – Unified Monitoring System – under consideration 4 – Workshop/Seminar Day (Include user views)

	Responsibility	Action	Comments/Progress
 Ensure that existing Outreach and Resettlement services are maintained 	Housing Department	Ongoing	Achieved up to year 2000, ongoing, however, due to taper funding
			 YASC funding outreach/ resettlement service will cease 31.12.2000 unless alternative funding is secured Novas 3 year funding Drug and Alcohol Support Worker, require further funding (LCC – Joint Finance)

		Responsibility	Action	Comments/Progress
7.	Extend day time opening hours of the Nighshelter	Housing Department	Ongoing	Open Saturday from 2.00pm and Sunday from mid-day. Extended opening planned from Autumn 2000. Flexible approach. Service and opening hours are in place

		Responsibility	Action	Comments/Progress
8.	Establish co-ordination forums for Day Centres and Drop-ins, Outreach Resettlement and Tenancy supported services	Housing Department	Ongoing	Day Centre Forum established, represented across voluntary sector, Police and Housing. Outreach Forum set up, developing CAT approach. Resettlement Forum established. All forums to take forward key priorities identified in revised strategy

		Responsibility	Action	Comments/Progress
9.	Evaluate the need to restrict access to permanent or long term accommodation unless there is a local connection or other form of duty	Housing Department	Ongoing	Allocation Policy revised in consultation with partners July 2000. Access restricted to those with a local connection. Training requested by both Frontline staff and MDT. Agencies require notification of policy changes as they happen and want this point highlighted at Commissioning Group.

	Responsibility	Action	Comments/Progress
10. Improve the environment and use of facilities in the Anchor Centre	Housing Department and Leicestershire & Rutland Probation Services	Completed improvements	Integrated with Wet Day Centre

	Responsibility	Action	Comments/Progress
 Develop day centre which allows drinking on the premises 	Housing Department and Social Services	Ongoing	Wet Day Centre Opened 19 th June, 2000. Funding secured through "Invest to Save" monies. Protocols established with Police and SSD and Health Launch 30.08.2000

		Responsibility	Action	Comments/Progress
12.	Establish protocols and training to enable housing assessment team to undertake social care assessments	Social Services	Ongoing. Training earlier this year delivered to all members of the Community Care Team	All members of the team have received training from Social Services to undertaken less complex social care assessments. The Community Care Manager to arrange a meeting with Mark Ellis in order to write a joint protocol with respect to the referral and assessment processes through to appropriate Rehousing
		Responsibility	Action	Comments/Progress
13.	Establish protocols and training to enable housing assessment team to refer direct to NHS Substance Misuse Service.	Leicestershire & Rutland Healthcare NHS Trust	- Priority Outstanding. Treatment has been identified for priority in following year's plan.	Lead Officer, Rod Moore Referrals for assessment available on same day. It is now clear that the key issue is not the ability to refer to the service, but the very long wait for treatment once referred.

	Responsibility	Action	Comments/Progress
14. Develop NHS input to wet facilities	Leicestershire & Rutland Healthcare NHS Trust	Achieved	Dr. Nigel Hewett, PMS scheme. Room refurbished and furnished. Provision to begin August 2000
	Responsibility	Action	Comments/Progress
 Establish a nurse leader post for the Outreach Mental Health Nurses Team 	Leicestershire & Rutland Healthcare NHS Trust	Achieved	Established. Team Leader appointed October 1999 on one year pilot basis

	Responsibility	Action	Comments/Progress
16. Seek funding to establish a housing			
support scheme for high risk single	Leicestershire &	Achieved	Joint funded 2 part time High Risk Resettlement
homeless offenders	Rutland Healthcare		Workers. Project now established
	NHS Trust		

	Responsibility	Action	Comments/Progress
17. Establish a multi-disciplinary approach within one central location	All Commissioning Group	Update Required	Suitable building being actively sought. Require up- date from Commissioning Group and identify Lead Officer.

	Responsibility	Action	Comments/Progress
18. Review NFA rota	Leicestershire & Rutland Healthcare NHS Trust	Ongoing	Mark Ellis and Dr. Di Gross. Replaced with 12 month pilot project to case manage, starts end August 2000, to operate in parallel to NFA rota and to review outcomes for pilot project.

SINGLE HOMELESS STRATEGY ACHEIVEMENTS 99-2000

- Reconfiguration and enhancement for Mentally Disordered Offenders
- Development of BLISS Team
- Recruitment of lead officer for Supporting People
- Outreach work undertaken by Nightshelter staff
- Establishment of support workers in direct access hostels
- Acquired joint finance for resettlement from the direct access hostels
- Establishment of voluntary sector Tenancy Support Schemes in the three Housing Management Areas.
- Establishment of Volunteer Co-ordinator to facilitate befriending schemes, peer support and local networking.
- Enhanced CPN services
- Development in partnership with a registered Social Landlord for 24 beds for people with mental ill health.