

Brighton and Hove City Council

Single Homeless Strategy 2009-2014



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Foreword

For many people our city is a wonderful place to live – we have a unique shopping district, restaurants that cater for all tastes, a few miles of seafront, the Downs on our doorstep and a vibrant night life.

However, for some their housing circumstances can make life a daily challenge – whether it's not having a settled home, access to affordable housing, being unable to maintain a tenancy or the need for support to remain independent.

Homelessness is recognised to affect other aspects of people's lives, leading to the loss of employment, breakdown of family and social networks, loss of confidence and self-esteem, and ill health/wellbeing. Through our strategy we want to help as many people as possible to overcome their personal challenges, and support them to improve their wellbeing and overall quality of life.

We want to ensure that there are a range of services that deliver the right support at the right time to enable individuals to resolve their housing, health and employment issues, and move towards independence and social mobility. Resources in this area should be targeted to those in the greatest need of assistance and focus on tackling the underlying motivational and confidence issues as well as the more practical issues that can be a result of homelessness, in order to achieve sustainable changes.

We also want to ensure that people who wish to come and live and work in the City do so in a planned way and that they do not end up sleeping on the city's streets. Where appropriate, we will continue to reconnect or relocate those people who have support networks in other parts of the country, and find solutions to those that we are unable to work with because they have no recourse to public funds. In this way, we can focus our resources on the city's most vulnerable residents, and continue our work to reduce rough sleeping to as near as zero as possible. We will carry on the work we are doing to reduce offending and street based anti social behaviour



Councillor Mary Mears

Leader of the Council & Chairman of the Strategic Housing Partnership



**Councillor Maria Caulfield
Cabinet Member for Housing**

We want to see the closer integration of cross-sector services in order to provide a holistic and comprehensive package of support for single homeless people and rough sleepers, and to improve access to a range of main stream services such as primary health care, mental health services, and substance misuse services.

We will continue the work that is being carried out to address the causes of repeat homelessness and unemployment in this group by providing motivational support and access to basic skills, life skills and work skills, and continue to maximise opportunities into employment and training.

We will continue to improve access to affordable, settled homes within the city, including developing opportunities within the private rented sector in order to address the high levels of housing need.

Over the life of this strategy we will help improve the lives of many people. However, we have to be realistic and accept that we can not help everyone. Through this strategy we will provide advice and assistance to those who may need a steer in the right direction and target our support at those who need it most.

We urge you to read this strategy and send in your comments. It is only by listening to the experiences of local people that we will be able to tackle the issues that matter most.



Councillor Mary Mears
Leader of the Council
& Chairman of the
Strategic Housing Partnership



Councillor Maria Caulfield
Cabinet Member for Housing

Introduction

The Strategy has three parts.

Part 1 places homelessness in Brighton and Hove in context and sets our vision, guiding principles, key themes and strategic priorities for tackling single homelessness and rough sleeping.

Part 2 sets out our key objectives and priorities for the next five years, the actions we will take to achieve these, the success criteria we will use to judge how well we have achieved them, and the links to local and national indicators in the Local Area Agreement for Brighton and Hove.

Part 3 considers how we will deliver the Strategy through the Homeless and Social Inclusion Steering Group and underlying Working Groups within the Single Homeless Partnership, how we have developed the Strategy, the consultation we carried out, and the results of the Health and Equalities Impact assessments.

Identifying our objectives, priorities and action planning accordingly is vital in helping us to achieve our vision.

This strategy clearly sets out the vision and strategic framework for preventing and tackling the causes of homelessness and promoting social inclusion for single homeless, rough sleepers, ex-offenders and young people at risk, in our city over the next five years.

Part 1 – Introduction & Context

Aims of the Strategy

The Strategy aims to:

- Set out the authority's approach to tackling single homelessness and rough sleeping; our strategic objectives for the Single Homeless Partnership and key stakeholders; and the actions we will take to deliver our objectives through the Working Groups within the Single Homeless Partnership, and overarching Homeless and Social Inclusion Steering Group
- Integrate with the city's Homelessness Strategy, Local Area Agreement and wider corporate objectives to place homelessness and prevention services at the centre of a strategic approach to reducing inequality, and to address housing need by providing support and access to settled homes
- Improve our multi-agency approach to ensure holistic, seamless services that are accessible, timely, responsive, personalised, and tailored to the complex needs of homeless people
- Outline the role of services within the Integrated Support Pathway to reduce inequality across a range of indicators, by providing support to overcome the risk factors and negative behaviours that perpetuate exclusion and are barriers to making sustainable changes; improving people's life chances, and maximising opportunities for independent living
- Promote and develop integrated approaches to housing, skills and employment to enable the most vulnerable residents to participate in the City's economic success, widen their choice of housing options and

provide real opportunities for social mobility

- Work with citywide partners to reduce offending and anti-social behaviour

Local strategic priorities

2020 Sustainable Community Strategy:

Brighton & Hove's Sustainable Community Strategy sets out the vision and plans of the council's partner organisations in the statutory, business, voluntary and community sectors. This is overseen by the Public Service Board, which reports to the 2020 Community Partnership.

This strategy has eight priority areas, six of which are key in the successful implementation of this strategy:

- Promote enterprise and learning
- Reduce crime and improving safety
- Improving health and wellbeing
- Strengthening communities and involving people
- Improving housing and affordability
- Providing quality services

Meeting Brighton & Hove City Council's priorities:

The strategy outlines the key strands of work to be delivered to realise the vision, and supports the priorities in **Brighton & Hove City Council's Corporate Plan 2008-2011** to:

- protect the environment while growing the economy
- make better use of public money
- reduce inequality by increasing opportunity
- fair enforcement of the law
- open and effective city leadership

Meeting the city's LAA priorities:

The Single Homeless Strategy must recognise and address national and regional objectives, and also the needs and aspirations of the city.

To this effect the strategy reflects the five key strands of the **Local Area Agreement 2008-2011**:

- Provide personalised services and solutions for all who need them
- Empower people and communities, whether they identify themselves through shared interests or a shared sense of place
- Build a strong, sustainable economy
- Reduce people's vulnerability through prevention and early intervention
- Provide seamless services.

Links to national policy drivers

Following a review of 10 years of the Rough Sleeping Strategy and subsequent consultation process, the Government published the strategic policy document **"No one left out – an end to rough sleeping"** in November 2008.

The policy document contains a 15 point action plan that builds upon the achievements to reduce rough sleeping and provide sustainable opportunities for independent living through the provision of holistic, timely, and personalised housing and support services.

As the City has a well developed Homelessness and Single Homeless Strategy already the impact of this strategy will see many of its recommendations already in existence.

Tackling social exclusion is a key national theme with the government's aims outlined in **Reaching Out – An Action Plan on Social Exclusion - 2006**; **Reaching Out – Think Family – Social Exclusion Task Force 2007**; the **Public Service Agreement for Socially Excluded Adults (PSA 16)**; the White

paper **New Opportunities - Fair chances for the Future – Jan 2009**; and **Getting on getting ahead – trends in social mobility Dec 2008**.

The **Housing Reform Green Paper** will respond to some of the challenges set out in the Hills' Review of Social Housing, the Cave Review of Social Housing Regulation and the Rugg and Rhodes' Review(s) of the Private Rented Sector. It is also expected to link housing services to economic dependence and social mobility.

The new **Welfare Reform Bill** focuses on helping people get back into work. This builds upon the work of the Hills Review, **Ends and Means: The future roles of social housing in England** that was published in 2007. The Hills review¹ discusses the low levels of economic activity found amongst social tenants, suggesting that local authorities provide a wider range of options to assist people into work such as the integration of employment and housing advice.

The **Leitch Review: World Class Skills 2007** looks at the skills needs of the nation now and in the future and how we are going to meet the skills challenge. The DWP/DIUS paper **Work Skills 2008** and **Realising Potential Feb 2009** outline the government's plans to ensure that lack of skills isn't a barrier to employment, and that the acquisition of skills and qualifications continues when people are in work so they can progress.

The 2007 Green Paper **Homes for the Future** and the Department of Health's 2006 White Paper **Our Health, Our Care, Our Say** and 2007 concordat on adult social care, **Putting People First**. All of these strategic documents want to support people to live independently in the community though the provision of personalised self directed support.

¹ *'Ends and means: The future roles of social housing in England' 2007*

Homelessness in Brighton & Hove

Brighton & Hove is a city with almost a quarter of a million residents living in around 115,000 homes. For many people, Brighton & Hove is an attractive place to live providing a high quality of life. However, continued pressures from **high property prices**, and pockets of **poor quality housing** are having a detrimental effect on the health and well-being of many residents, particularly amongst the most vulnerable members of our communities.

Reducing Inequality Review

During 2007 Brighton & Hove City Council and the Local Strategic Partnership commissioned OCSI and Educe to carry out a **Reducing Inequality Review** to understand more about the people within the City, the inequality they experience and the underlying reasons for these inequalities.

Of the findings, the following are those that relevant to the Single Homeless Strategy:

- inequality in Brighton & Hove is about both **deprived places** and **deprived people**
- there are significant groups across the city with **multiple needs** and these are concentrated in the most deprived areas
- **worklessness** across Brighton & Hove is a key issue with 13,000 people on Incapacity Benefit and up to 17,000 on Job Seekers Allowance over the course of 2007
- those with **low skills** are being squeezed out of the labour market
- **disabled groups** face significant barriers in the city
- those with **mental health issues** face additional barriers with approximately 50% of people on Incapacity Benefit in comparison to 40% in other small cities

- many groups are struggling to access **affordable housing**
- **young adults** are at particular risk in the city
- **alcohol and drug misuse** is a persistent issue

Housing Supply

Brighton & Hove has a large private rented sector and a relatively small social housing sector. Demand for social housing has always been far higher than supply, with more than 10,000 households on the housing register. This has meant that the most vulnerable have been prioritised for Council housing and has contributed to areas of social housing that contain large proportions of vulnerable households, with high levels of benefit dependency, and little social and economic mobility.

Our focus on homelessness prevention over the last 5 years combined with the introduction of Choice Based Lettings and work to promote access to settled homes in the private rented sector has resulted in an improved income mix amongst households entering social housing.

The Council's Housing Needs Survey 2005 found that Brighton & Hove is characterised by significant housing needs:

- 22,000 households in the City contain somebody with a support need.
- The need for affordable housing over the next 5 years runs at approximately 5 times the estimated supply of new affordable homes.
- High market rents contribute to a high level of homelessness applications in the city.
- Levels of overcrowding are significantly higher than regional and national levels.
- A high level of concealed households, containing people who cannot afford to be in the housing

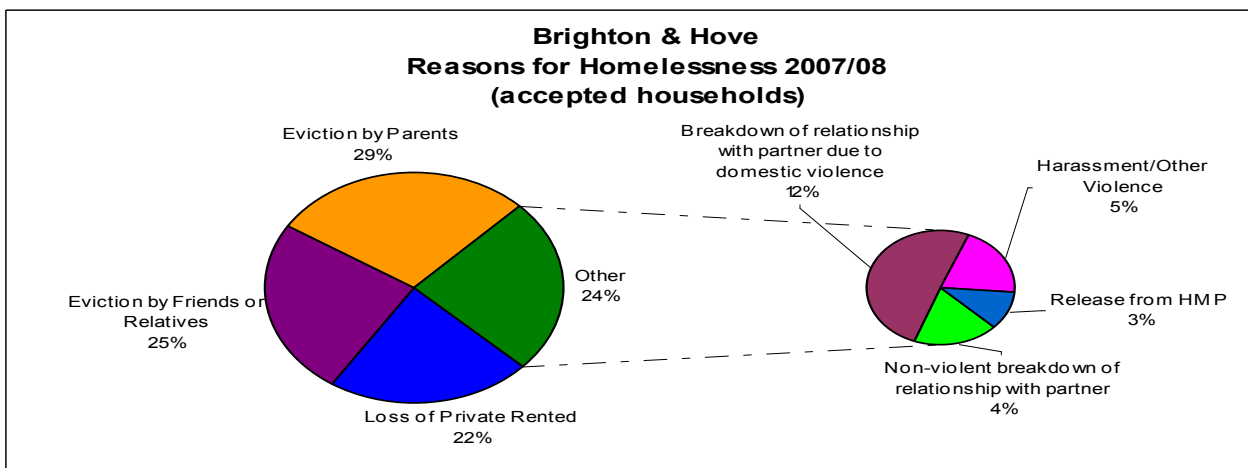
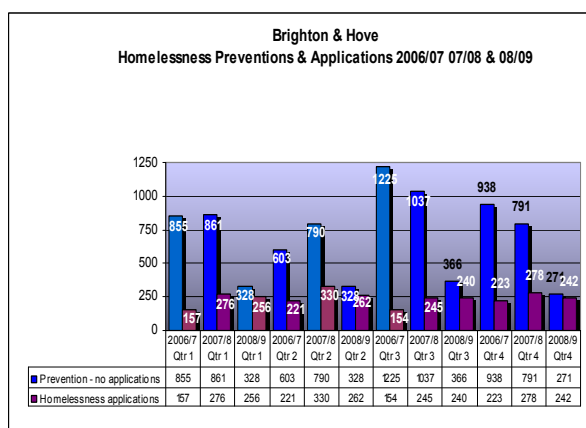
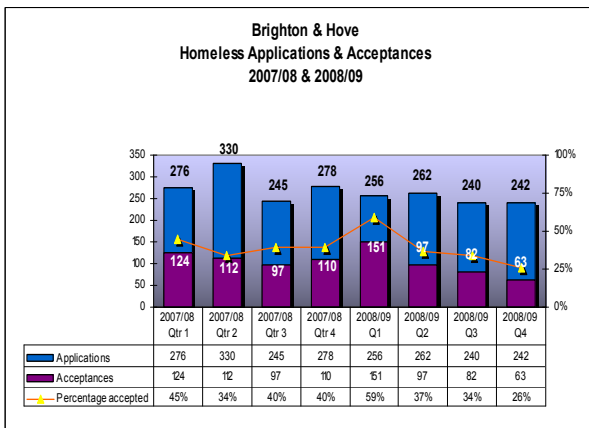
market and are living within another household.

Homeless households are more likely to suffer from **health inequalities** than the rest of the population. This strategy considers homelessness prevention in its broadest sense, within the context of addressing the housing, health, well-being

of vulnerable people.

Levels and causes of Homelessness in the city

The charts below indicate the levels and causes of homelessness in Brighton and Hove.



Successes in reducing and preventing homelessness

Over the past six years the numbers of people rough sleeping in the city has fallen by over 82%, from 66 in 2001 to 12 in 2007 (in accordance with government count guidelines). Despite gaining national and government recognition for our good practice in maintaining the reduction, Brighton and Hove continues to have one of the highest street count figures outside London.

The number of 16/17 year olds accepted as homeless has reduced by 60% as a

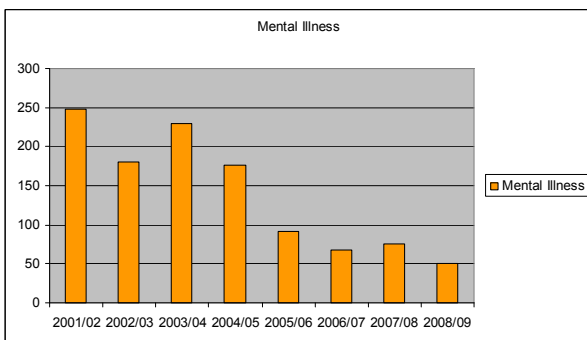
result of the implementation of the Youth Homelessness Strategy 2007/10.

Evictions of young people from the family home are reducing but this remains one of the main causes of homelessness in Brighton & Hove.

The number of **households in temporary accommodation** has steadily reduced from 667 in 2004 to 386 in January 2009 . However, the City is still among the 10% of local authority areas in England with the highest number of homeless households, with 34% of people in Temporary Accommodation being single, and 64% being male.

Of the 237 single households Brighton & Hove City Council accepted as having a duty to house in 2006/07, 58 were young people, 73 were vulnerable due to a physical disability and 68 were vulnerable due to mental illness²

The number of **people suffering mental health issues becoming homeless** has reduced significantly due to the development of integrated services between mental health and housing services. From a high of 248 in 2001/02 this has reduced to below 95 in the past three financial years.



What have we done so far?

The delivery of Brighton & Hove's **Homelessness Strategy 2002-2007** has led to improved quality of place and better outcomes for people in our City who are homeless or in housing need.

The prevention approach has been developed and refined within Housing Options. In 2004 a restructure implemented the "options approach" and in 2006 this was re-focused into specialist teams. The Vulnerable Adults Team now has specialists working with people with Mental Health, Drugs and Alcohol, Hospital Discharges, Learning Disabilities, Offenders & Older people.

The Young People and Families Team has a specific focus for 16/17 year olds, Care leavers and the under 25's. The Crisis Intervention Team deals with

Domestic Violence, Harassment and Hate Crime.

Through our Supporting People Programme and Single Homeless Strategy 2002-2007, we have developed the **Integrated Support Pathway** for single homeless, rough sleepers, young people at risk and ex-offenders. This approach has embedded prevention through crisis intervention and floating support, and accommodation through hostels to independent living.

The pathway enables people to move through services in a structured way, with move-on to the next 'Band' a key part of support planning. Better co-ordination of services has enabled service users to see a clearer route towards fully independent living.

Work and Learning has become an integral element of the **support and resettlement process**, and is essential in helping to meet local targets for planned progression through homelessness services into sustainable living. We have successfully commissioned work and learning services to provide essential "first steps learning", basic skills, life skills training, and employment support to facilitate progression into mainstream learning, training and employment.

Brighton & Hove's innovative **Homeless Psychology Service** uses psychological intervention to prevent repeat homelessness. The Behaviour Support service works with housing support providers to address the emotional and psychological problems that can prevent people from resettling and become a cause of repeat homelessness.

² BHCC Homelessness Statistics 2006/07

Key themes

The objectives in this strategy aim to build upon the progress we have made in tackling single homelessness and rough sleeping by focusing on the following key themes:

- **Reducing inequality and addressing the housing, health and support needs of vulnerable adults, young people and communities of interest** ensuring our services are welcoming and responsive to the needs of our vulnerable residents and communities of interest, tackling discrimination, inequality and disadvantage to help improve the lives of local people.
- **Personalisation/Individual support** that support is accessible, holistic, personalised to meet the needs of the individual, tailored to provide the right support at the right time, challenging and aspirational, and provides clear progression pathways to more independent living
- **Places of Change** that hostels/homeless services are not a place of last resort but are there to provide and create opportunities to change negative behaviours, overcome barriers and to promote independence, health and well-being, and the attainment of skills, training and employment.
- **Prevention/Early Intervention** both in terms of addressing behaviour that is problematic such as anti-social behaviour or substance/alcohol misuse, and in relation to helping people to support themselves and maintain their home.
- **Integrated approaches to employment and housing** addressing worklessness through

learning, skills and employment, extending the role of the Housing Options service to provide an integrated housing and employment advice package, co-location of housing and skills/employment services and creation of a “no wrong door approach”

- **Improving Access to the Private Rented Sector** – to maximise opportunities to settled homes, divert resources away from the overburdened and limited supply of social housing, overcome the effects of population churn in social housing, and promote mixed income communities across the city.
- **Joint working** – that cross-sector partners and agencies work together to simplify access to and provide seamless services that meet the needs of vulnerable people with complex issues.

Our vision

“To eradicate rough sleeping, prevent homelessness, and help the most vulnerable residents to achieve settled homes, independent living and social mobility”

We will do this by working in partnership to deliver personalised services that prevent homelessness and rough sleeping, promote health and well-being, and provide clear progression pathways to independent living and social inclusion.

Our strategic approach to commissioning will be to:

- commission services that contribute to meeting the aims and objectives of the Strategy or that meet gaps in provision identified in this Strategy

- to ensure that outcomes are attached in order to fully demonstrate the effectiveness and performance of services in achieving targets and meeting the aims and objectives of this strategy, and those of corporate and priorities.
- to commission services that are cost-effective and provide value for money

Our guiding principles

The **Single Homeless Strategy**, **Temporary Accommodation Strategy** and **Youth Homelessness Strategy** are all sub-strategies of the **Homelessness Strategy 2008-13** published in July 2008.

The following guiding principles underpin all aspects of our work to tackle homelessness and address housing need in Brighton and Hove:

- Prevention – promoting life change through early supportive intervention and preventative action
- Integration – a lifelong, holistic approach
- Empowerment – a personalised service with rights and responsibilities
- Engagement – active community, service user and stakeholder engagement
- Sustainability – providing sustainable solutions that promote value for money and innovation, and challenge under performance

In addition, this strategy should be placed in context alongside the **Supporting People Strategy 2008-2011** and the overarching **Housing Strategy 2008-2013** “**Healthy Homes, Healthy Lives, Healthy City**”.

Our Strategic Objectives

1. Reduce rough sleeping to as near to zero as possible
2. Improve the health and well-being of homeless and insecurely housed people
3. Reduce inequality, social exclusion and disadvantage through learning, skills and employment
4. Prevent homelessness
5. Ensure people are able to move on and maximise their independence
6. Reduce offending and anti-social behaviour

Priority Outcomes

In consultation with users of our service, local residents, professionals and community groups we have drawn up the following list of priority outcomes which will sit at the heart of the Single Homeless Strategy and ensure we achieve our six core objectives:

Objective 1: Reduce rough sleeping to as near zero as possible

1. Develop a ‘whole-systems’ multi-agency approach; for agencies to work closely together and have clear joint working protocols
2. Develop existing support and advice provision for single homeless people and ensure rough sleepers are prioritised

3. To review our performance against the Government's 15 Point Action Plan to eradicate rough sleeping

Objective 2: Improve the health & wellbeing of homeless and insecurely housed people

4. For the 'whole-systems' multi-agency approach to specifically address issues faced by socially excluded people in accessing health services
5. Ensure ease of access to Primary and Secondary Health Services such as GP's, Alcohol, Substance Misuse and Mental Health
6. Ensure access to/provision of services for people with a dual diagnosis or complex needs.

Objective 3: Reduce inequality, social exclusion and disadvantage through learning, skills and employment

7. Improve access to employment, education and training for former rough sleepers, single homeless or insecurely housed people
8. Ensure a strategic approach to funding, development and delivery of work and learning services for single homeless or insecurely housed people.
9. Ensure that work and learning is firmly embedded in housing support, resettlement and prevention practices
10. Promote social inclusion by maximising the opportunities for employment, learning and skills for single homeless people
11. Work with DIUS, Job Centre Plus/DWP and other key stakeholders to develop an integrated housing and employment approach
12. Deliver services that work to develop homeless people's confidence, self-

esteem, and improve family relationships, social networks and quality of life

Objective 4: Prevent homelessness

13. Work with people experiencing 'repeat homelessness' using psychological interventions
14. Work with services for single homeless people to prevent homelessness through early identification and intervention

Objective 5: Ensure people are able to move on to maximise their independence

15. Deliver and monitor the performance and effectiveness of services within the Integrated Support Pathway in achieving the aims of the Single Homeless Strategy.
16. Take a strategic lead in opening up the Private Rented Sector for single homeless people to provide appropriate and affordable housing for those in housing need and continue to develop new accommodation solutions

Objective 6: Reduce offending and street based anti-social behaviour

17. Work in partnership with services and the police to deliver a clear and consistent message to anti social behaviour offenders.
18. Work in partnership with services to explore new ways to address anti-social behaviour amongst single homeless people and rough sleepers, and make services safer.

Part 2 – The Strategy

Objective 1: Reduce rough sleeping to as near to zero as possible

Actions to meet Objective 1 will contribute to the following indicators in the single set of National Indicators for Local Authorities and Local Authority Partnerships

NI 141 **Number of vulnerable people achieving independent living**

NI 17 **Perceptions of anti social behaviour**

NI 40 **Drug users in effective treatment**

NI 39 **Alcohol-harm related admissions**

Local Indicator Maintain the reduction in Number of Rough Sleepers > 10

NI 149 **Adults in contact with secondary mental health services in settled accommodation***

*** NI that will contribute to national but not local targets**

WHAT WE KNOW:

In 1997 the Government launched its Rough Sleeping Strategy with the aim to reduce rough sleeping by two thirds, which was achieved a year ahead of target in 1991. The government report “More Than a Roof” in March 2003 first highlighted the importance of addressing the additional support needs of homeless people as part of the resettlement support process in order to prevent repeat homelessness and is a key feature in homelessness strategies both nationally and locally.

This principle was firmly embedded in the Supporting People Programme launched in 2003, and the Brighton and Hove Single Homeless Strategy 2002-2007, defining how supported housing providers work with service users and led locally to the introduction of the **Integrated Support Pathway** in February 2007.

The Single Homeless Strategy is the only local strategy that specifically focuses on and addresses the issues faced by rough sleepers in the city. The services within the Integrated Support Pathway aim to ensure that there are places for people to go if they are found rough sleeping with a

holistic support package available to help them to move back toward living more independently.

Other new initiatives such as the Hostels Capital Improvement Programme (HCIP), has physically improved the range and quality of homeless provision, literally transforming many hostels and day centres from “places of last resort” into genuine “places of change”. The HCIP and subsequent Places for Change Programme (PCP) is ensuring a minimum standard of hostel accommodation and day services support for homeless people, bringing an end to inappropriate provision such as night shelters and dormitories nationally.

In Brighton and Hove, HCIP money funded the building of a dedicated Life Skills Room at New Steine Mews Hostel, a Media Centre at the Foyer and the complete redevelopment of George Williams House in Portslade to provide 5 shared houses, 37 self-contained ‘move-on accommodation’ flats and a life skills centre.

Places for Change revenue funding has financed the Programme for Change at the Phase One Hostel, whilst the capital

programme is funding two major redevelopments at First Base Day Centre and Palace Place.

First Base will house a multi-functional service aimed at single homeless people and rough sleepers for initial engagement with health, mental health and other agencies, relocation services, IAG, welfare and benefits, housing advice sessions, social activities, a café style training kitchen and social enterprise, and meaningful occupation/work and learning through a range of groups and practical skills.

The redevelopment of Palace Place will provide a Skills and Support Centre delivering a range of move on support, learning, skills/qualifications and training; ICT suite and internet access, in work advice and job search support, work placement programme and pre-employment opportunities, as well as a range of in-reach services from key agencies in the city.

The capital funding has opened up opportunities to develop resources at the centres and has attracted additional funding and services at all the HCIP and PCP projects in the city.

In May 2008 the government carried out a review of its Rough Sleeping Strategy – “Rough Sleeping – 10 Years On”. Despite the considerable progress made in tackling homelessness and reducing rough sleeping, reports such as *‘Reaching Out - a consultation with homeless people’* concludes that ‘the problems faced by street homeless people have not gone away’³.

Brighton and Hove is a popular city - it’s proximity to London, coastal location and prosperous economy continues to attract people to the city but with a high housing demand it means that access to affordable housing can be difficult. We

continue to see high influxes of people arriving in the city without accommodation, support or employment, many of whom are vulnerable and have complex needs.

We operate a reconnections policy which aims to reduce the number of people sleeping rough in Brighton and Hove by prioritising reconnection services for rough sleepers who can reconnect and have connections to another area; to ensure that rough sleepers referred to other areas have accommodation and support available to them when they arrive, thus preventing rough sleeping in these areas; and to make sure that the city’s services focus on vulnerable people for whom reconnection or relocation is either unavailable or inappropriate.

We have commissioned services to provide potential and actual rough sleepers with support and financial assistance to ‘reconnect’ with housing and support in areas outside of the city where they have proven support and social networks:(familial, formal and informal), or to other areas if they don’t want to return to the area they have connections in. In addition to support, travel costs are paid for interviews and for the journey to the agreed location.

Over the past six years the numbers of people rough sleeping in the city has fallen by over 82%, from 66 in 2001 to 12 in 2007 (based on street counts carried out in accordance with government guidelines). Despite gaining national and government recognition for our good practice in maintaining the reduction, Brighton and Hove continues to have one of the highest street count figures outside London.

CRI provide the Rough Sleepers Street Services Team and use an **assertive outreach model in partnership with the police** and all relevant services in the voluntary and community sector. This has resulted in improved information sharing, rapid assessment of rough sleepers,

³ Reaching Out - A consultation with street homeless people 10 years after the launch of the Rough Sleepers Unit, Shelter 2007

direct referral rights into temporary and hostel accommodation, the targeting of hotspot areas, and provides a balance between support and enforcement. CRI lead a multi-agency forum that meets regularly to ensure a consistent and co-ordinated approach to managing cases and effective joint working by key agencies.

The rough sleeping population presents with **high and complex needs**, with monitoring by the Rough Sleepers Street Services Team (CRI) in 2007 showing that 55% have alcohol issues, and 46% have substance misuse issues. In the same year, an audit of **support needs for older homeless people** in Brighton & Hove found that 55% of participants had 5 or more support needs, such as mental health problems, physical health problems, poor money management, needing help to access health care, being open to exploitation, poor self care, abusive behaviour, or alcohol dependence.

In order to continue to reduce rough sleeping, and get to as near zero as possible, we want to further develop our multi-agency approach across key agencies in the city, and ensure rough sleepers are prioritised for services.

Working towards a common assessment tool and web-based performance and support system is necessary in order to

provide the holistic, responsive and seamless services this strategy aims to deliver, ensuring that cases can be dealt with quickly, appropriately and cost-effectively.

Building on the success of our whole systems approach to tackling youth homelessness, the redevelopment of the First Base Day Centre will provide a multi-functional centre for rough sleepers and single homeless people, with direct progression routes into the Palace Place Centre, Rough Sleeper Street Services, Relocation Services, SMS treatment services, a wide range of health agencies, advice, welfare and benefits support and work and learning including social enterprise opportunities.

The priorities contained in Objective 1 continue the good work already piloted in the city with both street outreach and building based services, and looks to ensure that day centre provision is strategically relevant and consistent with the authority's approach to tackling rough sleeping and single homelessness.

In November 2008, the government launched its new 15 point Action Plan to eradicate Rough Sleeping "No One left Out". We have ensured that our Single Homeless Strategy is in line with national policy and will continue to monitor and review our performance and effectiveness in achieving the aims of government in this area.

WHAT WE ARE GOING TO DO:

Objective 1: Reduce rough sleeping to as near zero as possible

Priority 1: Develop a whole-systems multi-agency approach; for agencies to work closely together and have clear joint working arrangements.	
Strategic Actions	Success Criteria
(i) Ensuring that strategy objectives and targets are integrated and co-ordinated with other relevant strategy areas	<ul style="list-style-type: none"> Strategies show linked objectives and shared performance indicators
(ii) Improve our links with other regions	<ul style="list-style-type: none"> Joint protocols and linked working agreements in place with surrounding counties
(iii) Develop a common assessment tool	<ul style="list-style-type: none"> Common Assessment Procedure followed by all city agencies working with single homeless people and assessments are shared
(iv) Develop a web-based performance and support system (iv)(a) identify implications of a web-based system for day and street services including mapping issues	<ul style="list-style-type: none"> Web-based system implemented and in use by all agencies working with single homeless people in Brighton & Hove
(v) Develop an information Website for SHS	<ul style="list-style-type: none"> Website developed and implemented

Priority 2: Develop existing support and advice provision for single homeless people and ensure rough sleepers are prioritised	
Strategic Actions	Success Criteria
(i) Developing joint-working arrangements between relocation services with a Reconnections Policy and monitor A2/A8 nationals (Working Group if necessary)	<ul style="list-style-type: none"> Reconnections Policy working throughout services for single homeless people
(ii) Ensure Day Centre provision is strategically relevant and working to the aims of the Single Homeless Strategy; and that there is a consistent approach to tackling single homelessness and rough sleeping	<ul style="list-style-type: none"> Day Centres are represented at the working groups All participating Day Centres achieve Level 1 or higher Day Centre Review recommendations are followed up and good practice shared
(iii) Monitor use of day centres to ensure that rough sleepers are prioritised; to measure the types and effectiveness of targeted interventions; to avoid duplication of services and ensure co-ordinated approach with individuals; Identify those rough sleepers not accessing services	<ul style="list-style-type: none"> Increase numbers of rough sleepers accessing services Effectiveness/outcomes of interventions Co-ordinated provision for the service user Reduce rough sleeping
(iv) Improve links between Outreach and Relocation services i.e. joint shifts, satellite offices etc	<ul style="list-style-type: none"> Increase in numbers engaging with relocation services
(v) Multi-agency attendance at quarterly street counts	<ul style="list-style-type: none"> At least 6 agencies from within the DSSWG to be present including the LA
(vi) Review and improve information for the public on how to report rough sleeping and incidents	<ul style="list-style-type: none"> Establish baseline of enquires Produce leaflet /poster
(vii) review and improve information for the public on expectations/reporting/policy for dealing with street begging etc and contact information	<ul style="list-style-type: none"> Monitor information through complaints, consultation, forums etc
(viii) Use evidence based interventions for the hardest to reach	<ul style="list-style-type: none"> Rough sleeper numbers decreased Develop tool for monitoring effectiveness

Priority 3. To review our performance against the Government's 15 Point Action Plan to eradicate rough sleeping

Strategic Action	Success Criteria
To review action plans of the single homeless strategy working groups and incorporate additional actions that may be required	Action Plans reviewed against 15 point action plan in NO ONE LEFT OUT

Supporting strategies and improvement plans

Brighton & Hove's Sustainable Community Strategy and 2020 Community Partnership, 'Creating the City of Opportunities'	'Reaching Out - A consultation with street homeless people 10 years after the launch of the Rough Sleepers Unit' Shelter 2007
Developing Appropriate Strategies for Reducing Inequality in Brighton and Hove (OCSI) – Phase 2 Summary 2007	'Streets Ahead' - Homeless Link 2007
Local Area Agreement 2008-2013	Homelessness Statistics September 2007 and Rough Sleeping – 10 Years on from the Target, CLG Policy Briefing 20
Housing Strategy 2008-2013	Living in Fear: Violence and Victimization in the Lives of Single Homeless People – Crisis 2006
Homelessness Strategy 2008-13	Ending Homelessness – From Vision to Action, Homeless Link 2006
Supporting People Strategy 2008 – 11	Ending Homelessness – From Vision to Action, Homeless Link 2006
No one left Out Communities ending Rough Sleeping 2008	
"New Opportunities" – Jan 2009 Social Exclusion Task Force	
'Reaching Out' - An Action Plan on Social Exclusion CLG 2006	

Objective 2: Improving the health and wellbeing of homeless people and insecurely housed people

Actions to meet Objective 2 will contribute to the following indicators in the single set of National Indicators for Local Authorities and Local Authority Partnerships

NI 39	Alcohol-harm related hospital admission rates
NI 40	Drug users in effective treatment
NI 119	Self-reported measure of people's overall health and well being
NI 150	Adults in contact with secondary mental health
NI 141	Number of vulnerable people achieving independent living

Local Indicator Reduction in Suicide

WHAT WE KNOW:

For many single homeless people, **access to health services**, including primary care, mental health, alcohol and substance misuse services, can still be a difficult process. In order that people experiencing homelessness are able to access the health services they need at the time they need them, these processes need to be developed so they are easier to use.

An estimate from a local NHS mental health care provider, states that there are around 2,500 injecting drug users in the city⁴ and an estimated 27,000 local people with mental health problems at any one time, of which 3,000 are on a serious mental illness register⁵.

Of the 495 rough sleepers worked with by the Rough Sleepers Team in Jan to Dec 2007, 63% of these reported substance misuse issues, alcohol issues or a dual diagnosis.

'Most drug related deaths are due to mental health and behavioural problems.'⁶ Although heroin is implicated

as a cause for around half of the drug related deaths in the city, alcohol is implicated in 60%.

In 2007 research was carried out by the Substance Misuse Service (SMS) with hostel residents (people in Band 2 of the Integrated Support Pathway). Of those who responded, 153 out of 338 residents had known substance misuse issues. 73% (of individuals) were addressing them and 22% were not interested in addressing their drug issues at this time, whilst 46% of alcohol users were receiving some level of treatment at this time.⁷

With the homeless population presenting with high levels of substance and alcohol misuse it is important to maintain a focus on helping single homeless people, insecurely housed and rough sleepers, into **alcohol and substance misuse treatment services**. Within the Integrated Support Pathway a monitoring system is in place to track engagement with treatment services which has seen an increase to 86% of hostel residents with a substance misuse issue in treatment services. There are priority referral routes into treatment services and a designated Pathway area at New Steine Mews Hostel for those preparing to access residential treatment services at the St Thomas's Fund. CRI provide

⁴ Sussex Partnership Trust

⁵ 'A Focus on Performance' - the Annual Report of the Director of Public Health 2007

⁶ South East Public Health Observatory (2006) Choosing health in the south east: problem drug use, www.sepho.org

⁷ from Band 2 Accommodation Report, SMS 2007

ongoing training and support to frontline workers to help residents address their substance and alcohol issues.

Sleeping rough and moving in and out of emergency accommodation can lead to health problems. This is a difficult group to provide help for - as the government action plan on social exclusion '*Reaching Out*' states, 'Most challenging of all are those adults with chaotic lives who have multiple needs'⁸

As highlighted in **Brighton & Hove's 2020 Community Strategy** - 'Homelessness is linked to increased mental illness and mortality rates, especially among those sleeping rough or in hostels'⁹. The Homeless Link Report '*Ending Homelessness*'¹⁰ states that 'Around 8 per cent of all households accepted as homeless by councils are in priority need on grounds of mental illness'. Local statistics show that of the 237 single homeless households accepted by the council as homeless in 2006/07, 68 were housed as priority need due to their mental health¹¹ some three times higher than the average.

Research has consistently shown that **between 30 and 50 per cent of rough sleepers have mental health needs**. The number of people served by Mental Health Assertive Outreach teams in the UK has risen from over 10k in 2003/04 to over 20k in 2006/07¹².

The report '*Breaking down barriers*' promotes a new vision for Mental Health, recognising that '*Employment, housing and strong social networks are just as*

important to their mental health as the treatment they receive.'¹³ In addition, there is recognition of the need for more assertive outreach work with homeless people with mental health problems, to reach those people who do not approach the services they need.

There continues to be a high incidence of substance misuse and mental health issues in the rough sleeping and street drinking population. To address this area of concern the RSSSRT will, under its new contract look to second a dedicated mental health professional to the team to deal with the client group in an assertive outreach model to achieve a seamless service.

The Mental health homeless team operates a service for those that are not linked to GP services and provide an important access point to assess people's needs and linking them to appropriate secondary mental health services. This service is currently the subject of a Health inequality audit to look at the continued need for a dedicated service of this nature in the City.

Figures show there are high levels of **people with a dual diagnosis** in Brighton and Hove as 42% of clients who fulfilled criteria for assertive outreach had moderate or dependent alcohol or drug use. A local audit in 2002 showed rates of dual diagnosis in the caseload of CMHTs in West Brighton to be 28%, 2 to 3 times the national estimates of 8% to 15%¹⁴.

We are working to gather better evidence about the full extent of the barriers facing people with a dual diagnosis, but the perception that services are difficult to access is upheld by this quote from the '*Mental Health Needs Assessment of Working Age Adults*' PCT 2007:, which says 'The main issue is that patients can

⁸ Reaching Out, An Action Plan on Social Exclusion 2006, CLG 2006 (p22)

⁹ Brighton & Hove's 2020 Community Strategy (p34)

¹⁰ 'Ending Homelessness – Vision to Action' Homeless Link 2006. (p7)

¹¹ 'Brighton & Hove City Council Homelessness Statistics 2006-07

¹² 'Breaking down barriers – the clinical case for change' Department of Health 2007 p8

¹³ 'Breaking down barriers – the clinical case for change' Department of Health 2007 (p3)

¹⁴ Mental Health Needs Assessment of Working Age Adults – PCT 2007

be shunted between both mental health and substance misuse services with each service wanting the other to sort out the sufferer's problems first'.¹⁵

The **Behaviour Support Service** works with people at risk of homelessness using psychological interventions to address negative behaviour issues that can be a barrier to change and lead to repeat homelessness. In addition to providing outcome-focused individual interventions to hostels residents, the Team provides a modular training programme for frontline staff in order to develop and promote a new support model of working with the client group that is based on proven clinical interventions such as Cognitive Behaviour Therapy, Solution Focused Brief Therapy and Motivational Interviewing. The training is supported through regular link worker sessions and the Web Based Resource "Mortar", designed and developed by the Team.

There remains a need to focus on helping vulnerable people access appropriate primary health care - 'Homeless people with poor levels of mental and physical health often rely on costly acute services'.¹⁶

Although we have a **dedicated GP service for homeless people** in Brighton and Hove which is favoured by those who access it, the service is small, and not within easy reach for people across the city. Difficulties in accessing standard GP surgeries due to 'feeling judged' and being "bounced" between services means an over-dependence on emergency and acute services by homeless people continues, highlighting that regular contact with primary health care professionals is still out of reach for the most vulnerable and socially excluded.

¹⁵ Mental Health Needs Assessment of Working Age Adults – PCT 2007

¹⁶ 'Ending Homelessness – From Vision to Action, Homeless Link 2006 (p61)

In addition to the dedicated GP service for homeless people the First Base day centre provides a range of primary and secondary health care services such as dentistry, podiatry, and mental health and nurse practitioner specialists. This ensures that Service users that feel unable to engage in the GP setting can still have access to health services to meet their needs in a setting that they feel comfortable with.

The Council has, with partner agencies, developed a **Severe Weather Emergency Protocol** to ensure that the health of rough sleepers is not adversely affected in times of severe cold weather. This protocol ensures that any verified rough sleeper with a local connection is found accommodation, and that those who have no connection or are not entitled to receive services are given shelter and assistance in reconnecting to an area that they can receive services and accommodation to meet their needs.

The city's Community Health Trainer service is funded by the Primary Care Trust (PCT) and is based within the Drug & Alcohol Action Team (DAAT). The service is **not ring fenced to Drug and Alcohol users** and is in fact a generic health promotion and improvement service. This is part of a national NHS initiative which is outlined in the 2004 Government White Paper Choosing Health.

People within the city who have identified that they wish to change an element of their own behaviour to improve their health can access a personalised service; which will enable and support them to take some action to address their health issues.

In addition, Community Health Trainers and the PALS volunteers service will help signpost people to citywide health services using the Choices Website and Portal.

Young people can often feel excluded from health services that meet their needs in the city and this is addressed in the co location of services at the Youth Advice Centre at Ovest House, which includes sexual health, teenage pregnancy services, health visitors, counselling and substance misuse (RUOK) in the centre that is well known and accessible to young people. Addressing the needs of young people is seen as vital in reducing the risks associated with rough sleeping in the city and preventing a new generation of rough sleepers in the future

This strategy aims to work and **ensure provision of health services for homeless people** that does not reinforce

the idea that services cannot be shared with everyone in the local community, whilst at the same time, providing care which is specialist, appropriate and empathetic to their needs.

Additional focus on **agreeing joint protocols between services** is also necessary so that people who have both mental health and substance misuse issues or a '**Dual Diagnosis**' can receive the services they need. Additional priorities include the provision of **specific training for staff** within supported accommodation around treatment services for alcohol and substance misuse, and the **integration of individual support and treatment planning**

WHAT WE ARE GOING TO DO:

Objective 2: Improving the health and wellbeing of homeless and insecurely housed people

Priority 4: For the 'whole-systems', multi-agency approach to ensure joined up working to address issues faced by socially excluded people in accessing health services

Strategic Actions	Success Criteria
(i) Work with local health stakeholders to develop strategies for socially excluded groups	<ul style="list-style-type: none"> Joint working protocols in place between housing and health and social care services for working with socially excluded homeless people
(ii) Ensure access to city-wide health and well-being initiatives	<ul style="list-style-type: none"> Self reported improvements in health and wellbeing Uptake of new initiatives such as community health trainers and Skilled for health
(iii) Develop and agree shared arrangements for people who are being discharged from hospital and other institutional settings	<ul style="list-style-type: none"> Joint working protocols for discharge of single homeless people are in place between housing and health and other services. Protocols are reviewed on regular basis.
(iv) Gather information on good practice in other areas and use to develop appropriate joint working protocols between supported housing, health and social care services	<ul style="list-style-type: none"> Joint working protocols in place between supported housing and health and social care services Protocols reviewed regularly
(v) Review existing arrangements for accessing health services and look for ways to improve	<ul style="list-style-type: none"> Increased accessibility to health services for single homeless and rough sleepers
(vi) Increase in access to Hep B and offer and uptake for substance misusers /rough sleepers: health promotion	<ul style="list-style-type: none"> Reduction in Hep B Cases
(vii) link with the Homeless Psychology Team to ensure working in a consistent way with individuals that compliments this approach	<ul style="list-style-type: none"> Consistent approach to promote behavioural change Reduction in repeat homelessness

Priority 5: Ensure ease of access to Health Services such as Substance Misuse and Mental Health

Strategic Actions	Success Criteria
(i) To provide an outreach service that works specifically to reach hard to reach rough sleepers with Mental Health issues	<ul style="list-style-type: none"> Outreach service in place that works proactively with hard to reach homeless people Reduction of rough sleepers with Mental Health issues
(ii) Gather statistics on the ease of access for single homeless people for other health services such as dentistry and podiatry	<ul style="list-style-type: none"> Consultation with services and service users on the issues and barriers Report detailing recommendations for improving access to health services for homeless people
(iii) To improve access to drug & alcohol treatment services by setting referral targets for Supporting People funded services, and develop monitoring mechanisms to track access	<ul style="list-style-type: none"> Agree a Substance Misuse and Harm Reduction Policy across services Increase in number of people accessing and completing D&A treatment Increase in number of those completing treatment going into less supported accommodation Joint staff training across services on substance misuse, mental health and other health issues
(iv) In partnership, to ensure provision of advice and training in alcohol and substance misuse treatment provision to staff in supported housing	<ul style="list-style-type: none"> Key-workers in band 2 accommodation achieve a programme of training

Priority 6: Ensure access to and provision of services to people with a dual diagnosis	
Strategic Actions	Success Criteria
(i) Audit the barriers that people with dual diagnosis face in trying to access the services they need	<ul style="list-style-type: none"> • Consultation with services and service users on the issues and barriers • Report detailing recommendations for improving access to health services for homeless people with a dual diagnosis
(ii) Raise awareness of the issues facing people with a dual diagnosis	<ul style="list-style-type: none"> • Strategies in place for raising awareness include recommendations taken from consultation
(iii) Develop joint protocols between homeless and health services	<ul style="list-style-type: none"> • Joint working protocols for discharge of single homeless people with a dual diagnosis are in place between homeless and health services. • Protocols are regularly reviewed.
(iv) Commission a suitable service for single homeless people with dual diagnosis	<ul style="list-style-type: none"> • Consultation process carried out on a new service • New service piloted specifically for people with a dual diagnosis.

Supporting strategies and improvement plans	
Homelessness Strategy 2008-13	Report on the Health Impact Assessment Questionnaire, Brighton and Hove City Council
Supporting People Strategy 2008 – 11	Housing Strategy 2008 – 2013
Housing Strategy 2008-2013	'Breaking Down Barriers – The Clinical Case for Change' Department of Health 2007
Brighton & Hove's Sustainable Community Strategy and 2020 Community Partnership, 'Creating the City of Opportunities'	Tackling Drugs to Build a Better Britain (1998 - 2008): The Updated Strategy 2002
'Reaching Out' - An Action Plan on Social Exclusion Gov 2006	'Health is Global' – Proposal for a UK Government-wide Strategy 2007
' Mental Health and Social Exclusion ' - Social Exclusion Unit 2004	Mental Health Policy, Dual Diagnosis Good Practice Guide – Department of Health
Mental Health Needs Assessment of Working Age Adults – Bernadette Alves, Brighton & Hove City PCT 2007	Mental Health Needs Assessment of Working Age Adults – PCT 2007
South East Public Health Observatory (2006) Choosing health in the south east: problem drug use	Drug Misuse and Dependence – Guidelines on Clinical Management (1999)
Ending Homelessness – From Vision to Action, Homeless Link 2006	Developing Appropriate Strategies for Reducing Inequality in Brighton and Hove, Phase 2 Report, Oxford Consultants for Social Inclusion Ltd (OCSI) 2007
A Focus on Performance - the Annual Report of the Director of Public Health, Brighton & Hove City NHS	No one left out Communities ending rough sleeping CLG 2008
	NHS Constitution 2009 Health

Objective 3: Reduce inequality, social exclusion and disadvantage through learning, skills and employment

Actions to meet Objective 3 will contribute to the following indicators in the single set of National Indicators for Local Authorities and Local Authority Partnerships

NI 150	Adults in contact with secondary mental health services in employment
NI 163	Working age population qualified to at least Level 2 or higher
NI 79	Achievement in a Level 2 qualification by the age of 19
NI 117	16 to 18 year olds who are not in training, education or employment (NEET)
NI 152	Working age on out of Benefits
NI 119	Self- reported measure of people’s overall health and well being
NI 6	Participation in regular volunteering
NI 141	Number of vulnerable people achieving independent living
NI 11	Engagement in the Arts

Local indicator Number of households in temporary accommodation

Local indicator Maintaining the reduction in Number of Rough Sleepers >10

Local indicator Increase number in employment

WHAT WE KNOW:

Work & Learning

Initially highlighted in the Government Report *‘More Than a Roof’ March 2003*, and more recently in *‘Sustainable Communities: Settled Homes- Changing Lives’ March 2006*, and “No one left out – Communities ending rough sleeping” Nov 2008, **learning, skills and employment is now firmly embedded within housing strategies** as part of the process to tackle homelessness.

In addition, addressing worklessness and lack of skills is essential in reducing inequality and sits at the heart of national and local policy to overcome poverty and chronic social exclusion, welfare reform, and for the attainment of economic and social mobility.

Nationally it is estimated that **60% of homeless people have literacy and/or numeracy needs** and that 97% of

homeless people want to work, with 75% wanting to work now.¹⁷

Local research shows that approximately 90% of homeless people within the city are unemployed; 40% are on incapacity benefits; 65% of those skills checked in hostels have literacy and/or numeracy issues; and 62% of those completing the indicator test show signs of dyslexia ranging from mild to severe. The majority of people completing the “I Can” questionnaire had issues with low self-esteem, motivation and confidence.

Brighton and Hove City Council are frequently cited in government policy briefings and independent research for our good practice and innovative approaches to tackling homelessness. Addressing worklessness through learning, skills and employment sits at the centre of our approach and is now firmly

¹⁷ ‘Missed Opportunities - the case for investment in learning and skills for homeless people’ Crisis August 2006

embedded within rough sleeper and supported housing services and is essential in helping to meet local targets for planned progression through homelessness services into sustainable independent living, as envisaged in the Integrated Support Pathway.

Key to the success of the Pathway was the commissioning of a **dedicated Work and Learning Service** to address the **basic skills, life skills** and **works skills** needs of homeless people, by providing progression into and support to sustain, mainstream learning, skills and employment.

Our basic skills project Step by Step provided by the Friends Centre, won national acclaim in November 2007, when they received the Quality Improvement Agency's National Star Award for their "Outstanding provision in response to learner's needs".

To ensure that work and learning has an integral role in the support and resettlement process, we have taken the following steps:

- included work and learning engagement targets within providers' Supporting People contracts;
- Included work and learning in the support and action plan process;
- Trained frontline housing staff in supporting adult learners, basic skills awareness (including carrying out Initial Assessments for literacy and numeracy and dyslexia indicators); and embedding basic skills into informal learning activities;
- Worked with housing providers to develop/provide in-house learning activities/accredited training and provided resources;
- Carried out a basic skills scan across hostels and introduced basic skills assessments into the client Induction Process;

- Set up named link workers at each project who meet regularly to share good practice, develop resources and disseminate information.

We also have a **Work and Learning Manager** responsible for delivery of the Work and Learning Action Plan; co-ordinating the cross-sector **Work and Learning Working Group**; ensuring a strategic approach to the development and delivery of work and learning services for homeless people; and ensuring strategic links into the **Adult Learning Strategy** and **City Employment and Skills Plan** in order to maximise opportunities for the client group.

Engaging in work, learning and skills provides a range of soft outcomes including increased confidence, improved life skills, increases prospects for tenancy sustainment, widens social networks, and helps to address factors linked to homelessness such as mental ill-health, substance misuse and offending, as well as hard outcomes around skills attainment and employability.

The positive results of integrating housing support and access into work and learning for homeless people within the Pathway has led to improvements in basic skills and life skills; increased confidence, motivation and self-esteem; higher levels of engagement with support agencies; an **80% progression into other learning/meaningful activity**; a **55% progression rate** into mainstream learning/training; increased employability; and a **47% rate into employment** for those people completing the work placement programme.

This has provided a basis for positive move-on into more independent living which we are helping people to sustain with our job coaching service, job mentoring, working support service,

floating support and the peer support service.

We have linked engagement with work and learning to move-on incentives such as the Special Scheme Rules **for priority banding** under our **Choice Based Lettings Scheme**. For some this has led to successful bidding and move-on into social housing. However, with a very small stock of social housing available, our local targets for planned move-on into independent living can only be realised by making the private rented sector more accessible – and tackling worklessness is absolutely essential to achieving this aim.

We are developing an incentivised pathway to employment and move-on into the private rented sector - the **Stepping In Project** and will be targeting people currently housed in temporary accommodation who do not need to go through the supported housing route in order to address their needs but will benefit from a shorter term intervention to achieve their housing and employment aspirations. This approach will promote social mobility and inclusion and divert demand away from the limited resources of the social housing sector within the city.

In addition to the First Base Day Centre refurbishment, we successfully bid for funding from the Places of Change Programme to redevelop Palace Place to provide a Skills and Support Centre delivering a range of support, learning, skills/qualifications and training; work placement programme and employment opportunities.

The Centre will house the Stepping In Project, and will include a Job Support Area/Employment Zone including access to JobCentre Plus job search facilities and in-work benefits advice; motivational and soft skills training, accredited Life skills programme; peer support and training; an ICT suite for use in tutored sessions, self-directed learning and

supervised internet access sessions; training facilities; and several one to one interview rooms.

Other services located at the Centre will be housing options; support to access private rented sector accommodation, the Homeless Psychology Service (Behaviour Support Team) and the PCT's Community Health Trainers. Other key agencies will also provide regular In-reach sessions.

As part of the DIUS/DWP Work Skills Agenda, Brighton and Hove have been awarded the South East Region's Adult Advancement and Careers Service Pilot. The central hub for this service will be located at Palace Place, bringing a range of work and learning IAG services and networks/partners to the centre, as well as DWP/LSC funded provision such as Pathways to Work and Flexible New Deal providers.

We want to extend our existing Housing Options model to include advice and links into education, training and employment.

We propose to:

- Train Housing Options Staff in basic skills awareness in order to provide them with the skills to recognise/identify where this might be an issue for a client
- To include a work and learning section on the assessment form and refer clients into the Work and Learning Service for an initial assessment and feedback session
- To be able to signpost/refer clients to education, training and employment services
- To have Housing Options Workers and Learning Link Worker who are the referral links into the work and learning services within the pathway and Stepping In Project and external education, training or employment

providers; attending the Link Worker Group; and disseminates information to the rest of their team.

advice services in one place for those people at risk of becoming homeless, or who are homeless or insecurely housed, and who need to address their skills deficits/worklessness.

Extending the service in this way will provide a more accessible and varied range of housing options, support and

WHAT ARE WE GOING TO DO:

Objective 3: Reduce inequality, social exclusion and disadvantage through learning, skills and employment

Priority 7: Improve access to employment, education and training for former rough Sleepers

Strategic Actions	Success Criteria
(i) Continue to provide a homeless work and learning service to address basic skills, life skills and works skills needs, and support progression into other learning, training or employment. (ii) Continue to embed work and learning into the support process and develop learning activities in hostels/projects (iii) Promote “whole systems approach” by providing access to a range of services at single locations within the city (iv) Maximise opportunities for work and learning for single homeless and rough sleepers (v) link work and learning to day centres	<ul style="list-style-type: none"> • Number of referrals into services • Increase in number of service users engaging in work or learning • Increase number of day centre users engaging in work or learning or meaningful occupation (65%) • Link workers in each project • Engagement targets in support contracts • Redevelopment of First Base and Palace Place

Priority 8: Ensure a strategic approach to funding, development and delivery of work and learning services for single homeless or insecurely housed people.

Strategic Actions	Success Criteria
(i) Work and Learning Working Group to ensure a strategic approach	<ul style="list-style-type: none"> • Regular meetings of the Work and Learning Working Group and review of Action Plan
(ii) Delivery of the Work and Learning Action Plan	<ul style="list-style-type: none"> • Action Plan objectives achieved
(iii) Ensuring links with other relevant strategy areas e.g.: Adult Learning Strategy, City Employment and Skills Plan	<ul style="list-style-type: none"> • Work and Learning Manager linked into ALG/CESP and other relevant groups/networks
(iv) Raise Profile of work and learning activities across the city	<ul style="list-style-type: none"> • Evidence and publicise Work and Learning • Promote positive outcomes and work and learning successes

Priority 9: Ensure that work and learning is firmly embedded in housing support, resettlement and prevention practices

Strategic Actions	Success Criteria
(i) Continue to work with housing providers to address the work and learning needs of single homeless and insecurely housed people	<ul style="list-style-type: none"> • Nominated Link Workers for work and learning at all projects with attendance at link worker meetings • Engagement targets for work and learning for housing support providers
(ii) Develop common standards across provision	<ul style="list-style-type: none"> • Work and learning embedded into Initial Assessment and Support Action Plan • Providing accredited training for staff to support adult learners
(iii) Maintaining of in-house activities and outcomes	<ul style="list-style-type: none"> • Facilitate the development of in-house accredited and informal learning activities • Carry out Basic Skills Initial Assessments for all Service Users on induction • Establish baseline information • Provide quarterly snapshots of number of service users in work or learning

Priority 10: Promote social inclusion by providing access to adult learning, training and work opportunities for single homeless people

Strategic Actions	Success Criteria
(i) Continue to provide a work and learning service to address the basic skills, life skills and work skills needs of homeless or insecurely housed people	<ul style="list-style-type: none"> • Increase in number of people engaging in work or learning
(ii) Continue to work with city-wide adult learning/ training and employment support providers to ensure services are accessible and targeted appropriately, and provide suitable progression paths to address skills deficits	<ul style="list-style-type: none"> • Increase in number of people engaging in work or learning
(iii) Continue to develop placement and employment opportunities with local businesses/employers , and self employment/social enterprise opportunities	<ul style="list-style-type: none"> • Increase in number of people accessing placements • Increase in number of people gaining employment
(iv) Provide ongoing support around sustaining employment and/or mainstream learning or training	<ul style="list-style-type: none"> • Increase in number of people accessing support services such as Working Client Support and the Work and Learning Services
(v) Develop placements and employment opportunities through Local Employment Partnerships (LEPs)	<ul style="list-style-type: none"> • Increase in number of people maintaining mainstream learning or employment
(vi) Promote exemplary employer role and develop a mental health charter for employment	<ul style="list-style-type: none"> • Charter complete and promoted
(vii) Maximise access to services supporting people to manage their mental health issues and maintain employment	<ul style="list-style-type: none"> • Referrals to employment support Services • Increase in number of people maintaining employment

Priority 11: Work with DIUS, Job Centre Plus/DWP and other key stakeholders to develop an integrated housing and employment approach

Strategic Actions	Success Criteria
(i) Develop a transitional pathway to address worklessness and housing for people in accommodation	<ul style="list-style-type: none"> • Increase in number of people engaging in work and learning • Increase in number of people gaining employment • Increase in number of people gaining a tenancy within the private rented sector • Reduction in numbers of people in temporary accommodation
(ii) Extend the Housing Options Service to address issues of worklessness in their prevention practises	<ul style="list-style-type: none"> • Prevention of homelessness
(iii) Continue to work with city-wide adult learning/ training and employment support providers to ensure services are accessible and targeted appropriately, and provide suitable progression paths to address skills deficits	<ul style="list-style-type: none"> • Increase in number of people engaging in work or learning
(iv) Work with key stakeholders to ensure a city wide seamless approach to addressing skills deficits, worklessness and homelessness prevention	<ul style="list-style-type: none"> • Increase in number of people engaging in work or learning • Prevention of homelessness

Priority 12: Deliver services that work to develop homeless people's confidence, self-esteem, and improve family relationships, social networks and quality of life

Strategic Actions	Success Criteria
(i) Change the way we plan our services so that chronically excluded adults find them easier to use	<ul style="list-style-type: none"> • Accessibility of services • Number of people engaging
(ii) Be creative about the kinds of services we use, and offer new services like life coaching; individualised budgets; self directed payments	<ul style="list-style-type: none"> • Development of new services • Impact of new approaches
(iii) Make agreements with the chronically excluded adults who use our services that outline what we will do, and what they will do in return, and for these agreements to have real consequences	<ul style="list-style-type: none"> • Number of people engaged • Levels of engagement • Impact of engagement i.e. progress/ achievement of identified goals • Impact on behaviours e.g. reduction in anti-social, criminal, harmful.
(iv) Offer a individually tailored services to chronically excluded adults, so that they get the right kinds of support and training to overcome multiple and deep rooted barriers to social and economic inclusion.	<ul style="list-style-type: none"> • Number of people engaged • Levels of engagement • Impact of engagement i.e. progress/ achievement of identified goals • Impact on behaviours e.g. reduction in anti-social, criminal, harmful behaviour. • Progression towards social/economic inclusion • Reduction in repeat homelessness
(v) Improve links between cross-sector services all over the city and co-ordinate access to those services so that chronically excluded adults have planned programmes of support and training to help them make the changes they need	<ul style="list-style-type: none"> • Joined up services that provide seamless and holistic packages of support • Levels of engagement/progression towards personal goals • Progression towards social/economic inclusion • Impact on behaviours e.g. reduction in anti-social, criminal, harmful behaviour. • Reduction in homelessness

Supporting strategies and improvement plans	
Homelessness Strategy 2008-13	Brighton & Hove's Adult Learning Strategy 2007-2009
Supporting People Strategy 2007-11	Brighton & Hove's City Employment & Skills Plan 2008-11
Housing Strategy 2008-2013	The Leitch Review of Skills, Prosperity for all in the global economy, 'World class skills' 2006
Temporary Accommodation Strategy 2008-2013	"New Opportunities" – Jan 2009
Brighton & Hove's Sustainable Community Strategy and 2020 Community Partnership, 'Creating the City of Opportunities'	Welfare Reform Bill 2009
Sustainable Communities – Settled Homes; Changing Lives (Govt March 2005)	Gregg Review – Jan 2009
Ends and Means: The future roles of social housing in England – John Hills 2007	'Missed Opportunities' The case for investment in learning and skills for homeless people - Crisis 2006
	'Reaching Out' - An Action Plan on Social Exclusion Gov 2006

Objective 4: Prevent homelessness

Actions to meet Objective 4 will contribute to the following indicators in the single set of National Indicators for Local Authorities and Local Authority Partnerships

NI 141 Number of vulnerable people achieving independent living

NI 119 Self-reported measure of people's overall health and wellbeing

Local Indicator Number Rough sleeping > 10

Local Indicator Numbers of households living in temporary accommodation

WHAT WE KNOW:

A focus on services that intervene early to prevent homelessness in the city of Brighton and Hove has meant that people approaching the council for help are, whenever possible, helped to keep their accommodation. This also means a focus on preventing young people from becoming homeless, as well as preventing a new generation of rough sleepers, a key objective of the *Youth Homelessness Strategy*.¹⁸

In 2005/06, 15% of the rough sleepers worked with were young people. In 2006/07 it had dropped to 9%, so this would indicate that **prevention work with young people has been successful** in keeping them off the streets¹⁹. The Youth Advice Centre works in partnership with the Young People and Families Option Team and is responsible for preventing homelessness in 76% of cases. Joint working and early intervention with CYPT services is also key in preventing youth homelessness.

Services commissioned to **prevent homelessness in the community** have exceeded targets, In 2006/07 61% of cases were prevented and this has risen in the first three quarters of 2008/09 to 78%.

The prevention work of the Housing Options Teams has seen a significant reduction in the numbers of households making a homeless application and those being accepted as homeless. For every seven households approaching the Options Teams, homelessness is prevented in six of the cases.

Building on the success of the Option approach, we plan to roll out this model to neighbourhood housing management offices in order to widen people's housing choices, tackle overcrowding and under occupancy, and further prevent incidence of homelessness.

For those who find themselves in a cycle of losing their accommodation repeatedly, we have a **specialist psychology team** providing a Behaviour Support Service within the Integrated Support Pathway. This team works with and helps supported housing workers develop knowledge and skills in using psychological models to enhance the effectiveness of the resettlement support they provide. They also work with service users who are at particular risk of repeat homelessness, understand and deal more effectively with the emotional and psychological problems that can stop them from resettling safely into their communities.

Also key to the work within the Integrated Support Pathway is **continued work with agencies providing advice and support**

¹⁸ Youth Homelessness Strategy 2007-10

¹⁹ Performance Indicators for Rough Sleepers Street Services Team, 2005/06 and 2006/07

to single homeless and young homeless people, in looking at new ways of preventing homelessness, with an emphasis on **working together** to find new preventative methods of service delivery,

As part of the Integrated Support Pathway we commissioned a Crisis Prevention service that works across tenures to maintain people in their homes. The service provides short-term solution-focused interventions for people in crisis, making longer-term referrals to floating support or other agencies as and when appropriate.

We also commissioned the Peer to Peer Service which develops, trains and supports individuals to provide peer support. The service offers drop in sessions, tutored programmes, supervision sessions and a telephone support service. One of the key successes of the service has been the development of informal out of hours support networks using IT such as blogs, email and online social networks, and social networks based upon activities in the community.

WHAT WE ARE GOING TO DO:

Objective 4: Prevent homelessness

Priority 13: Work with people experiencing 'repeat homelessness' using psychological interventions	
Strategic Actions	Success Criteria
(i) Provide 1 : 1 client and staff support service for people at risk of repeat homelessness	<ul style="list-style-type: none"> • Client engaging with Behaviour Support Team • Reduction in repeat homelessness
(ii) Maintain the website www.mortarnet.org.uk , including collating examples of proven good practice in using psychological interventions to enhance resettlement support	<ul style="list-style-type: none"> • Ongoing usage of website resource • Regular updating of information
(iii) Continue to support the link-worker scheme to deliver training in therapeutic approaches from psychology and supervision, so each link-worker can become a resource for their individual team.	<ul style="list-style-type: none"> • Link-worker meetings every month • Group supervision/knowledge sessions • Link-workers disseminate information/good practice to their respective teams • Develop a modular training package for front line workers
(iv) Develop a system of tracking to provide evidence around the effectiveness of interventions	<ul style="list-style-type: none"> • System developed and implemented • Development of local evidence base

Priority 14: Work with services for single homeless people to prevent homelessness	
Strategic Actions	Success Criteria
(i) Monitor progress of contracted services on increasing the numbers of people whose homelessness is prevented	<ul style="list-style-type: none"> • Performance indicators show increased homeless prevention
(ii) Through contract monitoring, assist services to work together to continually develop preventative methods of service delivery	<ul style="list-style-type: none"> • Regular contract monitoring and working group meetings show new measures and joint working improves prevention of repeat homelessness
(iii) Review eviction protocols across a range of temporary and supported housing	<ul style="list-style-type: none"> • 100% clients get exit interview • RSSST informed of all evictions • Rough sleeping prevented
(iv) Identify actions to tackle “revolving door” clients	<ul style="list-style-type: none"> • Reduce evictions • Rough sleeping/repeat homelessness prevented

Supporting strategies and improvement plans	
Homelessness Strategy 2008-13	Ends and Means: The future roles of social housing in England – John Hills 2007
Supporting People Strategy 2005-10	Youth Homeless Strategy 2007-10
Housing Strategy 2008-2013	
‘Reaching Out’ - An Action Plan on Social Exclusion Gov 2006	‘Cognitive and Behavioural Therapeutic Interventions to Tackle Homelessness’ N Maguire, H Keats, S Sambrook 2006

Objective 5: Ensure people are able to move on to maximise their independence

Actions to meet Objective 5 will contribute to the following indicators in the single set of National Indicators for Local Authorities and Local Authority Partnerships

NI 141	Number of vulnerable people achieving independent living
NI 40	Drug users in effective treatment
NI 150	Adults in contact with secondary mental health
NI 163	Working age population qualified to at least Level 2 or higher
NI 117	16 to 18 year olds who are not in training, education or employment (NEET)
NI 152	Working age on out of Benefits
NI 119	Self-reported measure of people's overall health and wellbeing

Local Indicator Maintain the reduction in numbers of Rough Sleepers >10

Local Indicator Number of households living in temporary accommodation

WHAT WE KNOW:

The lack of suitable Move-on accommodation is a national problem. Reaching Out' report by Shelter in 2007²⁰ states that the 'most important challenge facing hostels for rough sleepers is access to suitable move-on accommodation'.

In 2006 Homeless Link commissioned an audit of supported housing in ten Local Authorities called the 'Move On Plan Protocol' – MOPP²¹. The MOPP found that there were **more people ready to move on than there was available and achievable accommodation**, for them to move to, including Private Rented and other more independent accommodation.

One of the outcomes was the development of the 'Matchfund Scheme' which aims to improve move on from supported housing into private rented accommodation. This scheme encourages service users to save

towards a deposit to move on with the fund matching any savings as an incentive.

The government has recognised a need for more research in this area, and in January 2008 the CLG announced the commissioning of an independent review of Private Sector Accommodation, to look into what problems tenants and landlords face and what works well in the sector.

The main aim of the **Integrated Support Pathway**, is "to establish an integrated pathway of resettlement services that challenge service users to make life changes, fulfil their potential, achieve independence and become contributing members of the community."

A key success of this strategy will be meeting our local targets for service users making a planned progression through homeless services into independent lives within the community, which they can and do sustain. Ensuring that there is sufficient decent and affordable settled accommodation available is a huge challenge locally for the Council and the Strategic Housing Partnership.

²⁰ Reaching Out - A consultation with street homeless people 10 years after the launch of the Rough Sleepers Unit, Shelter 2007

²¹ 'Move On Plan Protocol' – MOPP

Moving on through the Pathway is essential to ensure that supported housing is available for the people who need it most, and is one of the biggest challenges facing supported housing providers.

Research gathered by Supporting People in April 2007 found that of the current residents in short term supported accommodation, 27% could move on now to 'less supported' and 20% could move into 'no support', if suitable accommodation were available.²²

We have linked engagement with work and learning to move-on incentives such as the Special Scheme Rules for **priority banding** under our **Choice Based Lettings Scheme**. For some this has led to successful bidding and move-on into social housing. However, with over 10,000 people on the housing register and between 800 -1000 lets per year through Choice Based lettings, social housing is an unrealistic aspiration for many of those people moving on from supported housing into general needs accommodation.

Social housing accounts for only 14% of accommodation in the city, whilst we have a private rented sector that accounts for approximately 24% of accommodation. Given the limited supply of social housing and large supply of private rented accommodation there is a need to manage move on expectations, diverting people away from social housing and ensuring that the private rented sector is utilised to its fullest potential.

This strategy takes a lead in **opening up the Private Rented Sector** for single homeless people to provide appropriate and affordable housing options for those in housing need.

Key to this is continuing to develop new accommodation solutions across the city. We are developing an incentivised pathway to employment and move-on into the private rented sector - the **Stepping In Project** and will be targeting people currently housed in temporary accommodation who do not need to go through the supported housing route in order to address their needs but will benefit from a shorter term intervention to achieve their housing and employment aspirations.

We are establishing "working houses" with one of our supported housing providers to provide short term accommodation for people in the Pathway who are in employment or training whilst they save a deposit for accessing the private rented sector.

We have developed and launched a Move-on toolkit for housing providers and one for service users, and have carried out some spot research with landlords already providing social housing.

More research needs to be done on the amount of Private Rented available – Brighton and Hove remains a very popular area for buy-to-let properties but with numerous colleges and two universities the area has a high population of students, with many renting from private landlords.

Cross-Strategy planning identified the need to start a Private Rented Sector Working Group. This group focuses expertise from representatives within the Council, Strategic Housing Partnership and voluntary sector to lead on improving access to Private Rented Sector accommodation and make it a more a viable option for single people who have experienced homelessness. From working directly with landlords to provide a consistent approach, the group will also look at joint ways to address the identified barriers to access. This will continue the work that has been undertaken such as

²² 'Influencing the Regional Housing Strategy: do we need more move-on? Response from Brighton & Hove Supporting People Providers' April 2007

extending the Council's Deposit Guarantee Scheme to those that have been identified as ready to move on to independent living. This scheme is supplemented by the use of short-term floating support to facilitate the transition from a supported environment to full independence. To help sustain tenancies

referrals to ongoing Floating Support, the Peer Support or Crisis Prevention services are made as appropriate.

WHAT ARE WE GOING TO DO:

Objective 5: Ensure people are able to move on to maximise their independence

Priority 15: Deliver and monitor the effectiveness and performance of services within the Integrated Support Pathway in achieving the aims of the Single Homeless Strategy	
Strategic Actions	Success Criteria
(i) Review the Integrated Support Pathway and continue to work with all partnership services at the 'working group' meetings	<ul style="list-style-type: none"> Review of the Pathway complete Actions from review added to working group action plans
(ii) Improve Service User involvement by developing clear ways to ensure they are able to have a say in service design, development and delivery	<ul style="list-style-type: none"> Service users are involved in reviewing the Pathway Service user involvement across all agencies in the Pathway are consolidated
(iii) Review and evidence effectiveness of ISP services linking to national and local indicators with the LAA and other relevant strategies	<ul style="list-style-type: none"> Collect relevant data Reporting to the ISPWG against the key indicators Evidencing impact
(iii) Develop staff training & qualifications, a peer support model, sharing good practice and consistent performance indicators across services	<ul style="list-style-type: none"> Training matrix developed across the Pathway. Development of new performance indicators
(iv) Ensure all services within the Pathway are accessible and appropriate for the wider community including monitoring how we are meeting the needs of minority groups and linking in with the community outreach strategy	<ul style="list-style-type: none"> Equality impact assessment of the ISP Collecting/reviewing monitoring evidence regularly and implementing change if appropriate Evidencing how services are accessible for people with a variety of needs including those related to language, faith, gender, sexuality and disability Developing links with other areas around good practice Improved access to translation services via the SP cash limited fund

Priority 16: Take a strategic lead in opening up the Private Rented Sector for single homeless people to provide appropriate and affordable housing for those in housing need and continue to develop new accommodation solutions	
Strategic Actions	Success Criteria
(i) Produce a protocol/ business plan for consultation and sign up by all partners working to access the private rented sector. Agree Protocol with the Strategic Housing Partnership	<ul style="list-style-type: none"> • Protocol agreed and partners signed up • Increase the number of single homeless people moving into the private sector
(ii) Work with landlords to acquire more properties	<ul style="list-style-type: none"> • Increase in number of properties available for single homeless people
(iii) Agreeing a shared way of working to access the private sector	<ul style="list-style-type: none"> • Protocol in place across services providing practical guidance on accessing the private sector
(v) Monitor the effectiveness of the 'Move-on Toolkit' in assisting providers to move people through their services	<ul style="list-style-type: none"> • Increase in number of single homeless people move-on into the Private Sector
(vi) Work with providers to build confidence in the private sector as a viable alternative to social housing	<ul style="list-style-type: none"> • Increase in number of single homeless people move-on into the Private Sector
(vii) Provide more services to help people access private housing.	<ul style="list-style-type: none"> • Increase in number of single homeless people move-on into the Private Sector • Strategic protocol agreed with the Strategic Housing Partnership • Rent Deposit for move on option to PRS

Supporting strategies and improvement plans

Homelessness Strategy 2008-13	Brighton & Hove's Sustainable Community Strategy and 2020 Community Partnership, 'Creating the City of Opportunities' – 2007
Supporting People Strategy 2005-10	
Housing Strategy 2008-2013	Living in Fear: Violence and Victimization in the Lives of Single Homeless People – Crisis 2006
Sustainable Communities: Settled Homes; Changing Lives – DCLG 2006	Settled Housing Solutions in the Private Rented Sector– Gov 2005
	Influencing the Regional Housing Strategy: do we need more move-on? Response from Brighton & Hove Supporting People Providers' April 2007

Objective 6: Reduce offending and anti-social behaviour

Actions to meet Objective 6 will contribute to the following indicators in the single set of National Indicators for Local Authorities and Local Authority Partnerships

NI 17	Perceptions of anti-social behaviour
NI 38	Drug-related (Class A) offending rate
NI 39	Alcohol-harm related hospital admission rates
NI 40	Drug users in effective treatment
NI 30	Re-offending rate of prolific and priority offenders

Local Indicator Number of Rough Sleepers > 10

WHAT WE KNOW:

Action to **reduce anti-social behaviour** on the streets of Brighton & Hove has won the city trailblazer status with our services successful joint police and street outreach patrols, agreed levels of enforcement and increased accessing of services. **Partnership work in the city** is strong in this area, with regular forums which include representatives from key agencies such as the specialist outreach teams for rough sleepers and anti-social behaviour, the community safety team and the Police, all working together to reduce the numbers of people committing street-based anti-social behaviour.

There have been a number of initiatives in dealing with issues in certain parts of the city in particular the door step management policy. For some residents who live in the locality this can be problematic if the hostel residents are the cause of anti social behaviour. To address doorstep management issues a "**Community Responsibility Protocol**" is being developed with the city's homeless projects. This looks at the impact that anti social behaviour has in the area and how this will be addressed by the projects' management if it is occurring.

Statistics collected by the Community Safety Team shows a reduction in the number of people who perceive anti-

social behaviour as a problem in their community, being 46% of people in 2003 and 36% in 2006.

Brighton & Hove has a history of attracting visitors to the city. Prior to the commencement of the Tackling Begging & Street Drinking Partnership in October 2003, the city had high levels of begging and areas of consistent street drinkers in the city centre. Since March 2004 the numbers of people begging has been closely been monitored, not rising above 13 on any one day across the city, with an average of 6 since August 2005.

Reducing the numbers of street drinkers has not followed in line with the targets set, but the city now has a template that key partners can follow to disrupt and intervene where a 'street drinking school' is becoming established. This work follows the approach adopted at Norfolk Square which focused on a combination of support and enforcement delivered by police and outreach workers.

There are a number of factors that make it difficult to lower the numbers of street drinkers across the city, such as **limited access to alcohol treatment options** and high support service users, vulnerable due to mental health or recovering from substance dependency, who have accepted social networks that congregate on the streets. In addition,

service user consultation in 2007 by the Anti-Social Behaviour Team concluded that although persistent substance abusers know where to go for treatment, there is a lack of knowledge on what detox services are available locally, regarding alcohol misuse.²³ When service users were asked what services they knew about, ‘...nobody mentioned counselling or structured day programmes as an option’

Preventing homelessness among ex-offenders is a key element in the Homelessness Strategy. Getting offenders into stable accommodation is the foundation for successful rehabilitation and for ensuring we manage risk efficiently. Accommodation can provide the anchor for a previously chaotic life and act as a springboard for other crucial steps such as getting and keeping a job, and accessing health care or drug treatment. Monitoring by the Rough Sleepers Street Services Team (CRI) in 2007 shows that of the all the rough sleepers worked with in the period, 9% were prison leavers.

In 2008 the Council was selected by the CLG and Ministry of Justice to run a two year demonstrator project looking specifically at the issue of remand and short term offenders leaving Lewes Prison, **POAL Project**, returning back into the community. For remand and short term offenders a continued problem is the lack of settled accommodation which in turn is a known indicator to someone committing further offences and being returned to prison. This project will look at the issues and report back on the potential solutions to reduce offending rates in this client group.

Brighton & Hove Crime and Disorder Strategic Assessment 2007 states that at least **40% of all recorded violent crime is alcohol-related**. Homeless people are

often seen as a cause of crime, but the research suggests that they are far more likely to be victims. Research by *Crisis*, ‘*Living in Fear*’²⁴ shows the need for increased partnerships between homelessness agencies and the police to work with hostels and day centres to make their services safer, and encourage service users to report crime. This report highlights that over the country, service users ‘...feel they cannot approach the police with any assurance or comfort; they feel that they have been failed by the homeless services in that hostels are often unsafe’²⁵.

In response to this a **3rd Party Reporting Protocol** has been developed. This is designed to increase the safety of rough sleepers and street drinkers from being the victim of crime by enabling a third party to report the crime. This also assists the Police in building up knowledge of criminal activity on the streets and being able to respond to it in a proactive way.

Specific partnership groups both in and outside of the Integrated Support Pathway will continue to focus on the issues of street drinking, begging and other kinds of **anti-social behaviour**. With continued **partnership working across services** and the police, we will work to make services safer and to provide consistent messages to anti-social behaviour offenders.

The safety of staff is also an important issue that has been addressed by the implementation of the **Indecent Notification Protocol**. This protocol ensures that if service providers are kept informed of serious incidents such as threats or assaults by service users on staff or other service users in order to make services safer for both staff and service users.

²³ Anti-Social Behaviour Team Quarter 2 Report 2007/08, Service User Feedback

²⁴ Crisis, ‘Living in Fear’

²⁵ Crisis, ‘Living in Fear’

WHAT ARE WE GOING TO DO:

Objective 6: Reduce offending and anti-social behaviour

Priority 17: Work in partnership with services and the police to deliver a clear and consistent message to anti social behaviour offenders

Strategic Actions	Success Criteria
(i) Work with the case work forums (Anti Social Behaviour and Rough Sleepers) to ensure continued partnership working with persistent ASB offenders	<ul style="list-style-type: none"> • Reduction in street-based anti-social behaviour
(ii) Work with services for homeless people and the police to develop consistent protocols around dealing with ASB, both within services and on the streets	<ul style="list-style-type: none"> • Reduction in street-based anti-social behaviour

Priority 18: Work in partnership with services to explore new ways to address anti-social behaviour amongst single homeless people and rough sleepers, and make services safer

Strategic Actions	Success Criteria
(i) Work with services for homeless people and the police to develop joint protocols for reporting incidents (third party reporting)	<ul style="list-style-type: none"> • Perpetrators of violent crime and anti-social behaviour are reported to the police • Service Users report feeling safer in day centres and supported accommodation services • Reduction in street-based anti-social behaviour
(ii) Review and improve existing 'door-step management' protocols across supported housing and day centre services for single homeless people including barring procedure to achieve a city wide approach	<ul style="list-style-type: none"> • Reduction in street-based anti-social behaviour
(iii) work with supported accommodation providers to work with in the Respect Housing Management Standards in partnership with the Community Safety Team	<ul style="list-style-type: none"> • Respect Housing Management Standards in place • Providers supported to meet their contractual obligations around anti-social behaviour

Part three – Delivering the Strategy

Homelessness & Social Inclusion Steering Group and underlying working groups

The Homelessness Strategy 2008-2013 is delivered through the Homelessness & Social Inclusion Steering Group. Four working groups oversee specific areas of the Homelessness Strategy, the Single Homeless Strategy and the Youth Homelessness Strategy Action Plans. A further group oversees delivery of the Temporary Accommodation Strategy. The progress of the working groups is

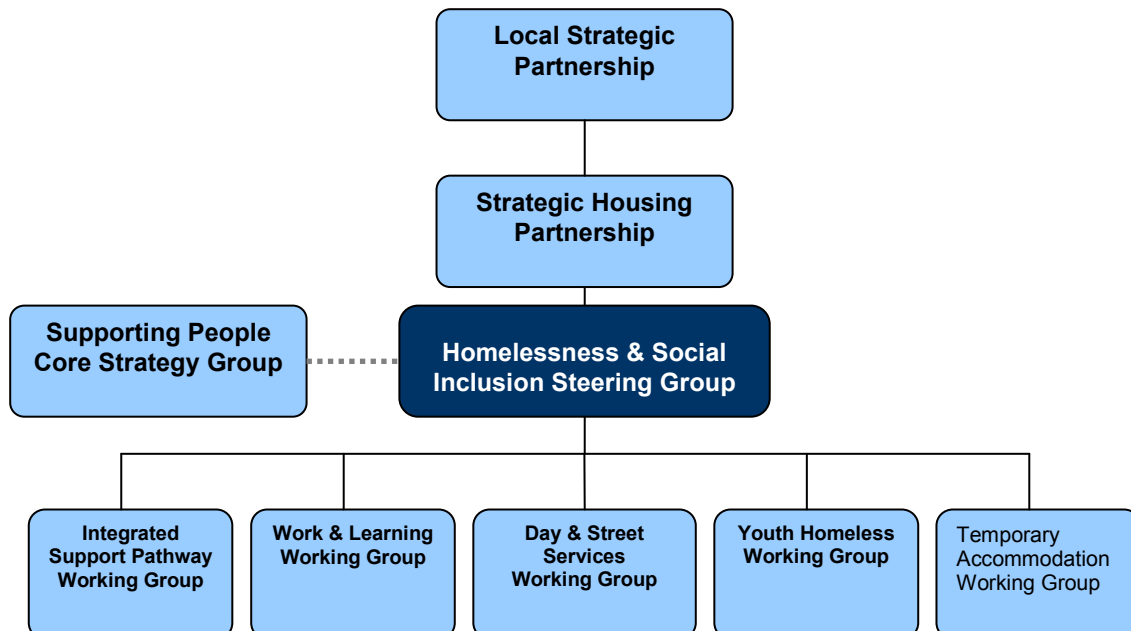
monitored and reviewed each quarter by the Homelessness & Social Inclusion Steering Group.

The five working groups that sit under the Homelessness & Social Inclusion Steering Group, as shown in **diagram 1** below, are:

- Integrated Support Pathway
- Day and Street Services
- Work & Learning
- Youth Homelessness
- Temporary Accommodation

How the Strategy is delivered through the Homelessness & Social Inclusion Steering Group

Diagram 1:



The Single Homeless Strategy Working Groups

Whilst the Strategy provides the vision and direction, the Integrated Support Pathway is the delivery vehicle for achieving the aims and objectives of the Single Homeless Strategy. The Working groups provide the framework in which we work to meet the core objectives and identified priorities, which form the basis of the individual actions plans for each Working Group.

Each group is made up of cross-sector multi-agency membership, is chaired by a local service provider, and has clear terms of reference and clarification of role and remit. Action Plans have been agreed for the period **2008-2011** but are reviewed and updated on a regular basis in order to monitor progress and incorporate changes as necessary in order to remain responsive to changing needs and priorities.

Although the Strategy runs until 2014, the Action Plans coincide with the timeframe of the Local Area Agreement in order to ensure that our strategic priorities remain in line with corporate and city wide objectives and priorities.

Action Plans for the Day and Street Services Working Group, ISP Working Group and Work and Learning Working Group are contained above.

The Youth Homeless Action Plan forms part of the Youth Homeless Strategy, likewise the Temporary Accommodation Plan sits within the TA Strategy.

Some groups have operational networks sitting below them such as the Hostel Managers' Forum and Private Sector Working Group, and there are also task groups set up to deliver specific actions.

We have a strong record of cross-sector partnership working within our services

and are fully committed to the involvement of our partners. Inter-agency work remains key in tackling the issues faced by single homeless people in the city, and we aim to continually improve on how we lead on this for all agencies and services in the city. Successful delivery of the priorities within the Single Homeless Strategy requires continued and proactive involvement of the agencies within the city that provide services to homeless people. Through the partnership working within the Integrated Support Pathway working groups, we will continue to promote voluntary sector involvement and improve service delivery across the city, ensuring a consistent and strategic approach to delivering an excellent standard of service to single homeless people.

Monitoring & Review

Regular monitoring and evaluation is integral to the delivery of the Single Homeless Strategy. The Strategy will be reviewed annually by the Homelessness & Social Inclusion Steering Group, with the support of the working groups. The annual review will aim to provide a clear assessment of impact, progress and improvement, focussing on analysis and evaluation rather than description or process. Quarterly monitoring and the annual review will not only involve the leads for each strategic action but will also include officers and senior managers from across the council, partner agencies, and the community and voluntary sector, through the working groups of the Homelessness & Social Inclusion Partnership.

In 2008 we carried out an in-depth review of the first year of the Integrated Support Pathway, involving service users, staff and stakeholders. The findings have influenced future service and been incorporated as actions into the Working Group Action Plans. We will continue to carry out annual reviews on a sampling strategy basis and use the growing performance/evidence base of data being

collated through our reporting mechanisms to demonstrate impact, identify gaps and influence future service direction/commissioning. A report of the findings can be found on the Brighton and Hove City Council website or at www.supportingpeople@brightonandhove.gov.uk.

Managing Resources

The Adult Social Care & Housing directorate operates according to the principles set out in the council's corporate statement on resource management. The financial strategy for the Single Homeless Strategy is also based upon the following principles:

- Investment decisions are targeted at the extent to which work contributes to the 6 core objectives of this strategy and to better outcomes for people who are homeless or in housing need.
- Resource decisions are based on agreed priorities and need, as outlined in the Homelessness Strategy, Single Homeless Strategy and Supporting People Strategy
- A 'whole systems' approach to planning and commissioning and the management of risk with the aim of reducing budget pressures arising out of high cost services through more effective early intervention and prevention.

Engaging Service Users

The voices of service users must be central to annual review of the Single Homeless Strategy. If we are to be successful in providing the best possible response to single homeless people, we need to know what works and to ensure that we understand the impact that any service changes have had upon those using our services.

We will promote service user involvement in reviewing this Strategy by using all available channels, from the working groups in the Integrated Support Pathway to established service user panels and groups.

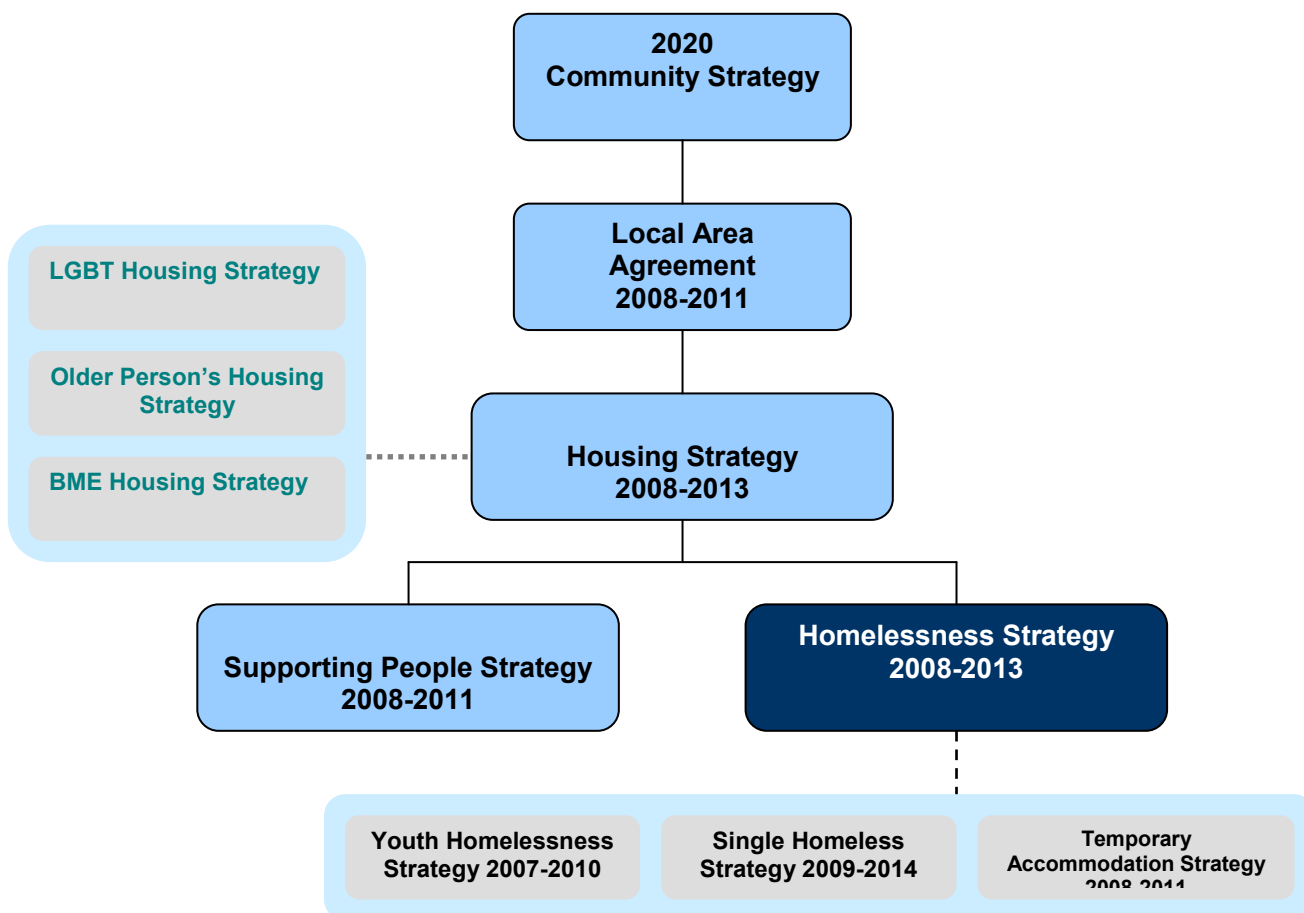
How the Strategies fit together

As a sub-strategy of the Homelessness Strategy 2008-13, the Single Homeless Strategy is embedded within the overarching Housing Strategy 2008-13 with the aim of delivering mixed and cohesive communities. We have ensured that our new Single Homeless Strategy fits within this wider strategic framework that improves health, and community well being. (see diagram below)

To do this we have ensured that in the development of the Single Homeless Strategy we have considered the needs and views of the whole city, including people who are using our homelessness services.

The review of this strategy is a part of our bigger Housing Strategy development, which has seen us reviewing eight of our Housing Strategies in 2007, coordinating our strategies so that all housing services work together more smoothly.

Diagram 1: How the Strategies fit together



The review process

The eight Housing Strategies that have been reviewed together are:

- New citywide Housing Strategy
- Review of the Supporting People 5-year Strategy
- Review of the Homelessness Strategy
- Review of the Single Homeless Strategy (this document)
- New Temporary Accommodation Strategy
- New Black and minority ethnic Housing Strategy
- New Older People's Housing Strategy
- New Lesbian, Gay, Bisexual and Transgender Housing Strategy

It is only by working with partners and residents that we will be able to find and address the housing issues that matter most in the city. The consultation process involved using a briefing pack which was disseminated across the city in partnership with professionals, community groups and local residents. Within this briefing pack was a section on Homelessness which was split into 3 parts focusing on particular areas of housing need within the city.

- Tackling the causes of homelessness
- Single Homelessness and Rough Sleepers
- Temporary Accommodation.

The 3-month consultation period, between June and August 2007, involved a series of consultation meetings and events with

stakeholders from all over the city, including many groups we have never spoken to before. We arranged groups, presentations, discussions, meetings and events, visited organisations, publicised our work in the local press and community newsletters, and carried out some street outreach.

What we learnt through consultation

It is only by working with partners and the people who are using services that we are able to find and address the issues that matter most in the city. A briefing pack was used to help review homelessness and develop the new housing strategy for the city in partnership with professionals, community groups and local residents. We've taken what you told us and written a consultation report which was used to inform the development of the new Single Homeless Strategy. There are 2 versions of the consultation report: the summary version and the full version.

Copies are available from housing.strategy@brighton-hove.gov.uk.

See Appendix 2 for the 'Consultation Report Summary' of the key themes taken from what providers, wider stakeholders and service users told us.

Health Impact Assessment of the Single Homeless Strategy

As part of the consultation and development process, a thorough Health Impact Assessment was completed on each of the housing strategies in review, in December 2007. This assessment concluded that the most important issues as reported by service users and service providers were issues with their accommodation, including the need for repairs, problems with damp and noise which are linked to mental health issues &

depression; Anti-social behaviour and a Lack of social support.

Our key objective to improving the 'health and wellbeing of homeless and insecurely housed people' details our proposed actions to **improve access to mental health services** and maximise access to services supporting people to manage their mental health issues and maintain employment. (Objective 2, Priority 4)

Also within this objective is the priority to **improve services**, by both working with supported accommodation providers to deliver services that are within the 'Respect Housing Management Standards', and leading the organised sharing of good practice across services via the working groups within the Integrated Support Pathway. (Objective 2, Priority 3)

Within our 6th key objective, to 'Reduce offending and street based anti-social behaviour' are priorities highlighting the work we intend to do to ensure people committing **anti-social behaviour** are dealt with in a consistent way across services to minimise re-offending, as well as ensuring continued joint working with the 'Tackling Begging & Street Drinking Partnership'. (Objective 6)

Key to the tackling of **social inclusion** are our integrated Work and Learning services, and within this strategy is the priority to deliver services that work to develop homeless people's confidence, self-esteem, and improve family relationships, social networks and quality of life'. (Objective 3, Priority 11)

A key priority within this Strategy is to **improve access to health services**, specifically **substance misuse**, which will involve increased partnership working between housing, substance misuse and primary care services. (Objective 2, Priority 4)

On top of this we will be piloting a new initiative to provide work and learning services to people in **temporary accommodation**. (Objective 3, Priority 10)

Equalities

An equalities impact assessment is being conducted on this strategy as part of the development process, which looks at all the priorities and actions in detail and their effect on the communities of interest. A mitigation report will be compiled that details the impacts that may have potential for a negative effect on any section of the community, and what

positive actions we have included as part of the delivery of the strategy, to mitigate these actions. These actions are incorporated into the Single Homeless Strategy Action Plans.

See Appendix 3 for the Equalities Impact Assessment report.

Appendices

Appendix 1: Integrated Support Pathway

Appendix One

Introduction to the Integrated Support Pathway

Our approach to tackling rough sleeping and repeat homelessness has been to provide a holistic package of support and advice that addresses the wide range of complex needs of homeless or insecurely housed people and provides clear progression routes into social and economic independence.

In conjunction with the Supporting People Programme, we launched the **Integrated Support Pathway** for single homeless and insecurely housed, rough sleepers, vulnerable young people at risk of homelessness and ex-offenders in February 2007. A key aim of the Pathway is to give vulnerable people the right type of support at the right time to enable them to move through homelessness services into employment and more independent living, thereby overcoming their personal barriers to social inclusion.

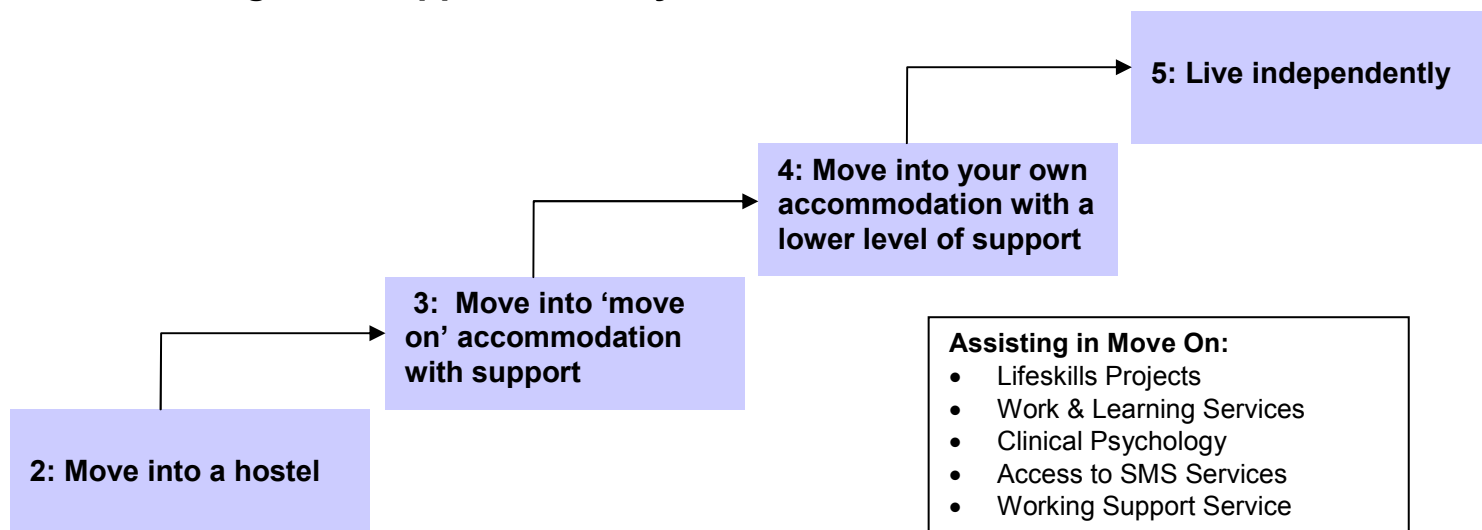
The right support at the right time acknowledges that people's needs change over periods of time. Many people find themselves in a crisis situation and in danger of losing their accommodation. Some will need limited support to prevent this from happening. Others will require supported accommodation and move on to lower levels of support as time progresses

as they get closer to being able to live independently.

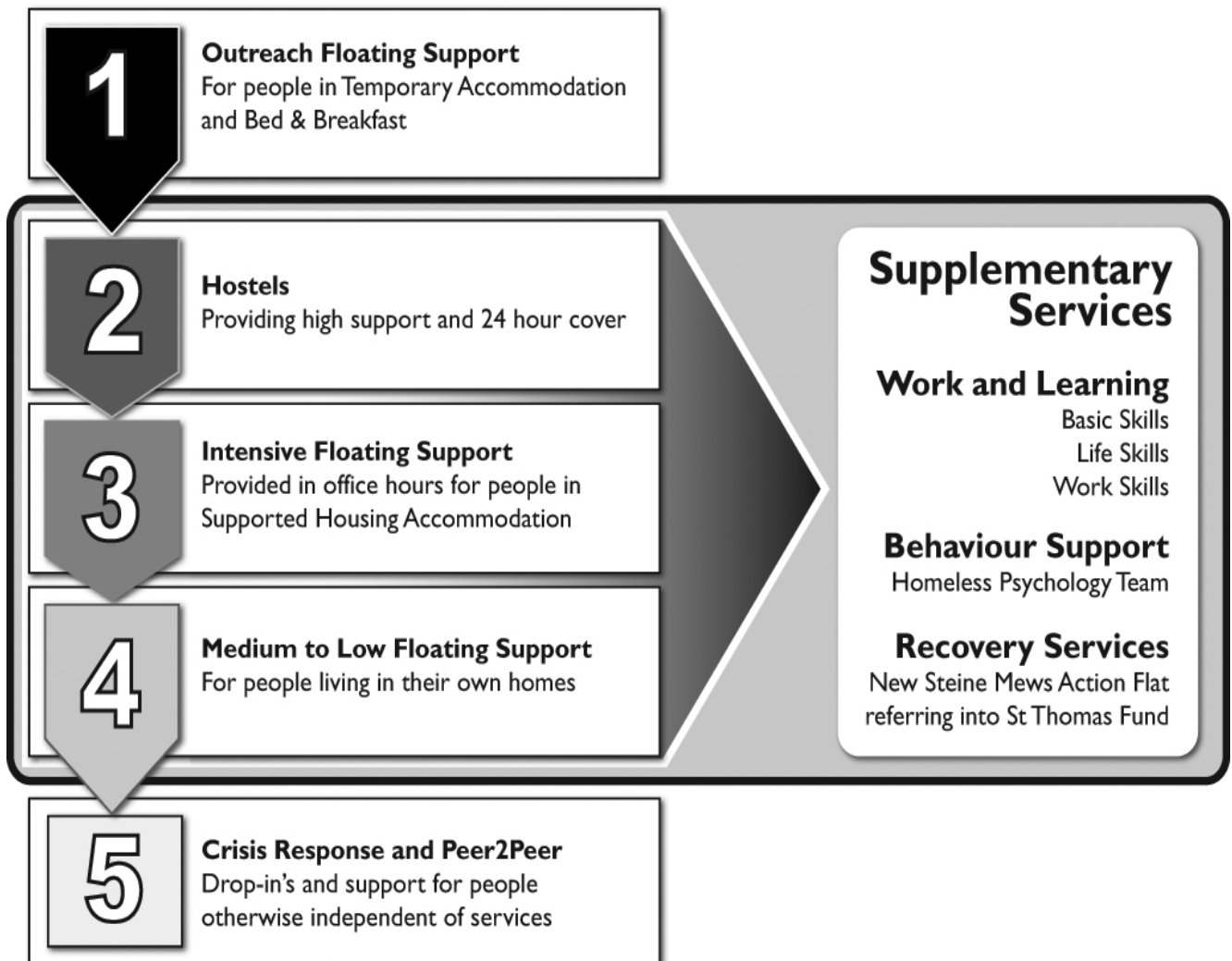
The Pathway is made up of 40 services provided by 12 different organisations across five bands that define the level and type of support available. With over 1500 units of support, the 5 bands of the Pathway move from outreach floating support for people in Bed & Breakfast and temporary accommodation, through hostels providing 24 hour cover, to floating support tied to supported accommodation or provided in people's own homes, and a range of prevention services, including Peer Support, Working Support and Crisis Prevention. There is a dedicated Work and Learning Service, Homeless Psychology Team providing behavioural support, and referral/action routes into substance misuse services.


£6.3 million was invested in services in the Pathway through the Supporting People programme in the year 2007/08. Additional services to the Pathway funded through the Homelessness Grant include the Rough Sleepers Street Services Team, Rough Sleepers Relocation Services, Young People's Housing Advice Services (including prevention) and the Clinical Psychologist for the Behaviour Support Team.

The Integrated Support Pathway



BAND





Housing Need and Social Inclusion
Single Homeless Strategy 2008-13

