

Ealing Council Rough Sleeping Strategy 2020-2025

PLACE

Contents

Foreword.....	2
1. Introduction.....	3
1.1. Background.....	3
1.2. Our Vision.....	3
1.3. Strategic Priorities.....	4
2. Rough Sleeping in Ealing.....	6
2.1. Scope of Ealing’s Rough Sleeping Strategy.....	6
2.2. Characteristics of Rough Sleeping in Ealing.....	6
3. Strategic Context.....	10
3.1. National and Regional Priorities.....	10
3.2. Ealing Council Corporate Priorities and Plans.....	11
3.3. Key Ealing Strategies.....	12
4. Strategic Priorities.....	14
4.1. Priority 1: Prevent Rough Sleeping.....	14
4.2. Priority 2: Early intervention (where rough sleeping is identified).....	17
4.3. Priority 3: Work in Partnership to Stabilise Lives.....	22
4.4. Priority 4: Sustainable Independence (preventing a return to the streets).....	26
5. Delivery and Monitoring.....	28
Appendix 1: Consultation.....	30
Appendix 2: Services funded by LBE Housing Demand using central government RSI funding.....	31
Appendix 3: West London sub-regional Rough Sleeping..... & Homelessness Services as of September 2019	33
Appendix 4: Pan-London GLA funded projects 2018/19.....	35

Foreword

This is Ealing's first stand-alone Rough Sleeping Strategy and complements our existing Homelessness Reduction Strategy 2018-22, which focuses primarily on statutory homelessness. Ealing Council are looking to build on our work with a range of partners including the public, community, voluntary and faith organisations to prevent rough sleeping and assist rough sleepers with appropriate support and a route off the streets.

Ealing Council has seen a decade of government spending cuts that have seen us lose 64% of our funding. This makes us much more reliant on external, targeted funding streams from the government and GLA, along with services provided by community organisations. We commission a range of services, including St Mungo's, who provide a street outreach team to support rough sleepers into treatment and accommodation all year round. In freezing temperatures, a severe weather action plan becomes active and emergency beds in hostels or B&B's are offered, alongside extra support and advice.

The government's recent national Rough Sleeping Strategy introduces new targets seeking to half rough sleeping by 2022 and end rough sleeping by 2027. To achieve this will not only require an improved and coordinated response from Ealing Council and other local public sector organisations, but also the support across the community from businesses, voluntary, faith and community organisations and the public. Our new Rough Sleeping Strategy sets out what we will do to meet the challenges of ending rough sleeping in Ealing.

1. Introduction

1.1 Background

Rough sleeping is the most visible and extreme form of homelessness. There have been large increases in rough sleeping nationally and particularly in London. According to the latest government estimates, across London, the number of people sleeping rough has tripled since 2010 from an estimated 415 to 1,283 people (Autumn 2018) on any one night. Ealing, like many other London boroughs, has seen a year-on-year rise in the number of rough sleepers who come onto our streets. In 2018/19, our Outreach Services saw 384 individual rough sleepers. Ealing, despite its prosperous appearance, has the 10th highest levels of rough sleeping in London. The GLA's Rough Sleeping Plan identified three main causes for the increase:

- The worsening of London's housing crisis and changes to the welfare benefit system.
- Reductions in local authority budgets have resulted in cuts to a range of services that prevented people from ending up on or returning to the streets, and that provided effective routes off the streets.
- A growing number of non-UK nationals (particularly those from EEA countries) have become vulnerable to street homelessness.

Sleeping rough can cause or intensify social isolation, create barriers to education, training and paid work and undermine mental and physical health. When rough sleeping becomes prolonged, or is repeatedly experienced, the more likely it is they will develop additional mental and physical health needs, substance misuse issues and have contact with the criminal justice system (collectively known as complex needs). The more complex needs someone has, the more help they will need to move on from homelessness and rebuild their lives.

People who sleep rough are 17 times more likely to be victims of violence than the general public. The average life expectancy of someone sleeping rough is 47 years for men and 43 years for women, and even those people who sleep rough for only a few months are likely to die younger than they would have done if they had never slept rough.

As well as a human cost, there is a significant cost to public services and businesses. The cost of rough sleeping for 12 months (£20,128) versus the cost of successful intervention (£1,426) (At What Cost, 2015¹). It costs around £10,000 each year to support someone in a hostel, temporary accommodation or Housing First arrangement, so preventing rough sleeping tends to be a much less expensive option than allowing homelessness to be experienced for sustained periods or on a repeated basis.

1.2 Our Vision

Our vision aligns with the government's ambitious target's to of halve the number of rough sleepers by 2022 and end rough sleeping by 2027. It will only be possible to end rough sleeping in Ealing by ensuring we provide adequate funding and resources and by working closely with other public sector, voluntary, faith and community organisations and the public. Therefore, our vision is to:

“Work together to both prevent and end rough sleeping, offering proactive and early interventions to stabilise lives and support independence”

¹ Pleace, N. (2015) At what cost? An estimation of the financial costs of single homelessness in the UK. London: Crisis.

This means that we are committed to:

- Making the most efficient use of all existing funding and resources
- Working in partnership with services in the voluntary and statutory sectors who share our concerns about rough sleeping, to enable us to share resources and minimise duplication of effort
- Bidding effectively for external funding to help us maximise staffing and accommodation across sectors, for our local needs
- Reviewing and improve the amount of resources Ealing Council commits to dealing with rough sleeping, in the light of the increased numbers and complexity.

1.3 Strategic Priorities

To meet the challenging target of reducing, then eliminating rough sleeping, we have divided our strategy into four key points in the rough sleeping journey, at which we will carry out targeted actions

Ealing's Rough Sleeping Strategy aims to enable the Council, alongside partners, to carry out the following actions over the next 5 years:

1. Prevent Rough Sleeping (from occurring in the first place)

Ealing Council and our partners aim to identify those at risk and intervene to prevent rough sleeping from occurring in the 1st place.

What we propose to do:

- Improve the identification of those at risk of sleeping rough
- Embed prevention focused support across all services
- Improve the quality and consistency of information, advice and sign-posting offered to those at risk of sleeping rough
- Ensure health and specialist support services are proactive in helping to prevent rough sleeping
- Support those identified as being at risk of rough sleeping into appropriate support and accommodation

2. Early intervention (where rough sleeping is identified)

Where rough sleepers are identified and verified we work to offer a swift rough off the streets and rapid assessment of support and accommodation needs. Rough sleepers usually have support needs, such as drug, alcohol and mental health issues. Accommodation is initially likely to be emergency and short-term accommodation while an assessment is undertaken.

What we propose to do:

- Improve our understanding of rough sleeping in Ealing
- Support rough sleepers without recourse to public funds
- Ensure adequate provision of crisis & emergency accommodation
- Increase the opportunity for rough sleepers to have an early assessment of their support and other needs
- Work in partnership to address any anti-social behaviour and crime associated with rough sleeping
- Work in partnership to reach those rough sleepers who are not engaging with services

3. Work in Partnership to Stabilise Lives

Once an assessment has been undertaken, the aim is to stabilise and rebuild a person's life, supporting them towards recovery by addressing their support and accommodation needs.

What we propose to do:

- Improve the supply of suitable accommodation to meet identified needs
- Maximise our use of London and sub-regionally commissioned services
- Support rough sleepers to independence
- Build effective partnerships to deliver the strategy and commission services meeting the needs of rough sleepers
- Help rough sleepers to regularise their immigration and benefit status, where appropriate
- Tailor services to the varied needs of individual rough sleepers

4. Sustainable Independence (preventing a return to the streets)

The long-term aim is to help those that have experienced sleeping on the streets move in to settled accommodation, whether this is in the private rented sector, social housing or supported housing to enable them to live independent and fulfilled lives in the community, reducing the chances of a return to sleeping rough.

What we propose to do:

- Improve the services available to improve the health, wellbeing and resilience of rough sleepers
- Work to prevent evictions
- Provide a range of long-term accommodation to meet different needs
- Help former rough sleepers maintain a stable lifestyle away from the streets by accessing training and employment opportunities
- Put in place monitoring and review measures to review outcomes and learning

2. Rough Sleeping in Ealing

2.1 Scope of Ealing's Rough Sleeping Strategy

This strategy aims to support both those currently sleeping rough, as well as those at risk of sleeping rough in Ealing with a view to halving rough sleeping by 2022 and working towards ending rough sleeping by 2027.

For the purposes of the strategy, people sleeping rough have been defined as:

- People sleeping, about to bed down (sitting on/in or standing next to their bedding)
- Actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments).
- People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or “bashes” which are makeshift shelters, often comprised of cardboard boxes).

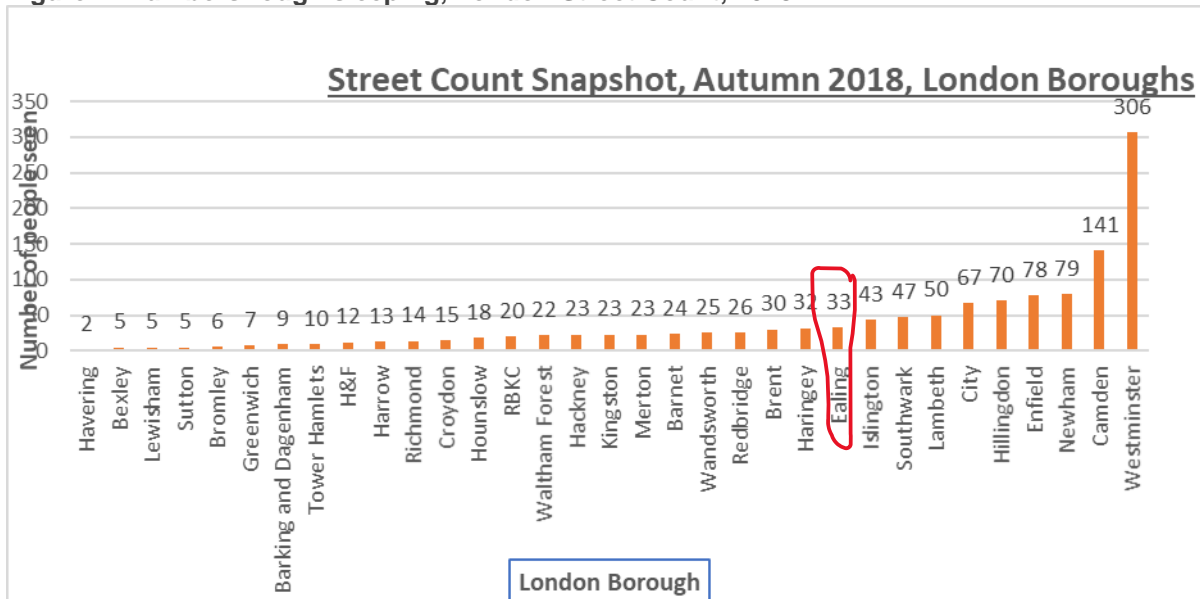
A key priority is to preventing rough sleeping. There is generally no single reason why people end up sleeping rough. High housing costs and welfare benefit changes can be a factor. However, in most cases people are struggling with a series of difficult and overlapping challenges that they need to overcome to move forward with their lives. Risk factors for sleeping rough are usually a combination of the following:

- A history of previously sleeping rough
- Residents of hostels or shelters
- Sofa surfing with friends or relatives
- Relationship breakdown
- Chaotic and/or abusive/violent relationships
- Drugs and alcohol problems
- Mental health issues
- Contact with the criminal justice system
- Unsettled immigration status
- Unemployed/seeking work
- Debt and financial problems
- Problems with welfare benefit claims
- Being evicted from settled accommodation
- Former care leavers
- Ex-armed forces personnel

2.2 Characteristics of Rough Sleeping in Ealing

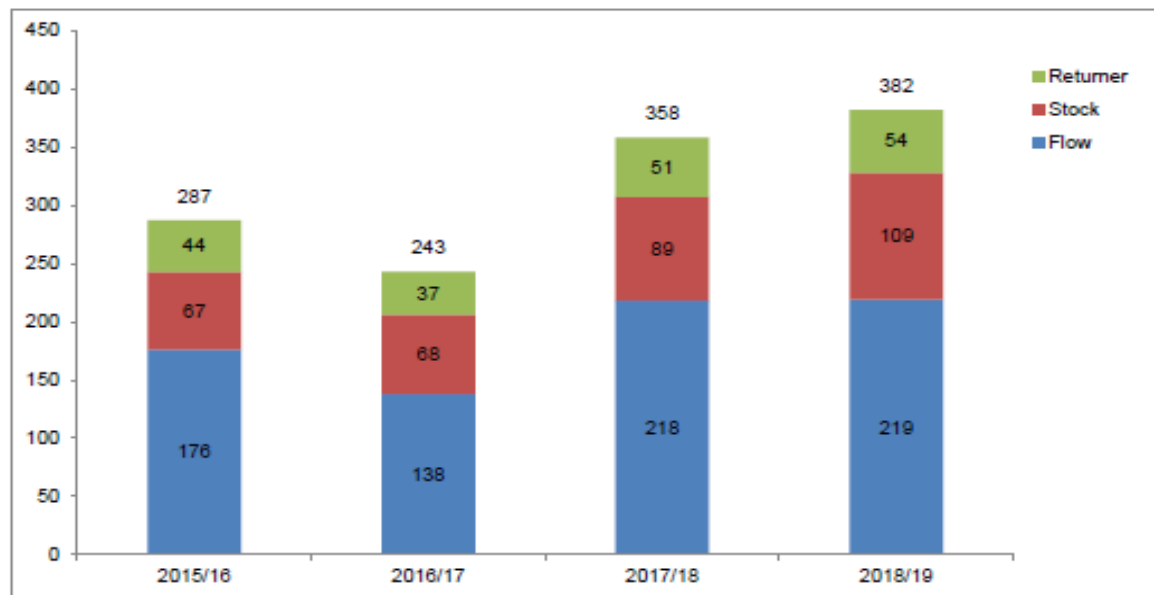
Accurately measuring the number of people sleeping rough is difficult as people rough sleeping move around and are generally not looking to be found. There are currently two main sources of information. Central government's annual rough sleeper count is a snapshot taken on one night in November. Last year, Ealing had the 10th highest number of rough sleeper's in London and 31st highest of all English local authorities.

Figure 1: Numbers rough sleeping, London Street Count, 2018



A more accurate picture is provided service statistics collated by St Mungo’s through the CHAIN data form. There were 382 individuals seen sleeping rough during 2018-19. Of these, 57% were new rough sleepers, 29% had been seen across a minimum of the last 2 years and 14% were returners with a gap in their rough sleeping history.

Figure 2: Numbers seen rough sleeping by St Mungo Outreach Services 2018-19



2015/16 base: 287
 2016/17 base: 243
 2017/18 base: 358
 2018/19 base: 382

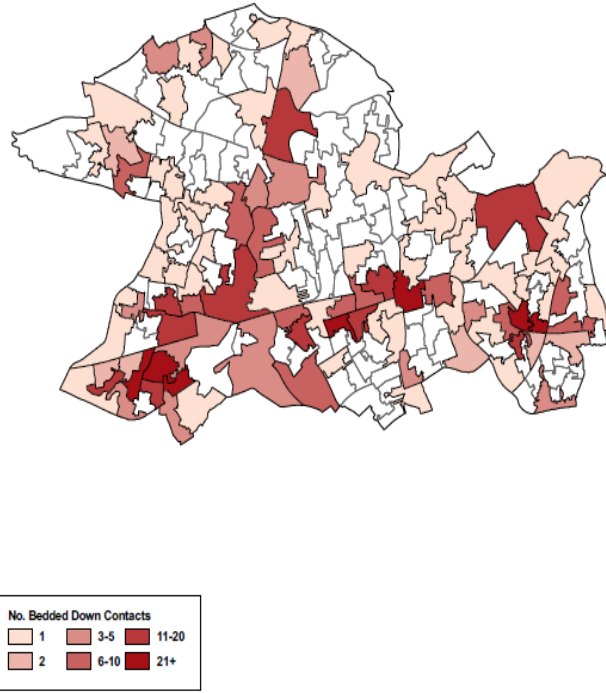
The flow stock and returner model categorises people seen rough sleeping in the year

Most rough sleepers seen by the Outreach Team are male (90%), but female rough sleepers are more vulnerable and as a result, tend to be far less visible. The vast majority (87%) of rough sleepers are aged between 25 and 55 years old.

Rough sleepers tend to be found in urban centres in the borough. The main rough sleeping hotspots are Southall, Acton, Ealing Broadway and Greenford.

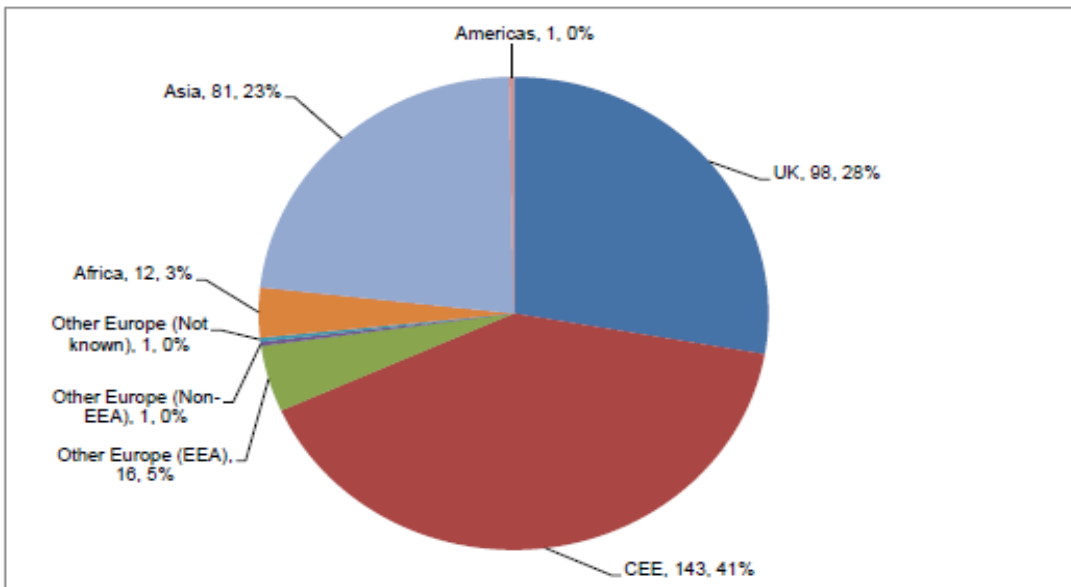
Table 1 & Figure 3: Locations of rough sleepers bedded down

Town Centre	No	%
Acton	28	18%
Chiswick		
Ealing Broadway	27	17%
Ealing Common	7	5%
Greenford	22	14%
Hangar Lane		
Hanwell	2	1%
Northfields		
Northolt	7	5%
Park Royal	3	2%
Perivale	2	1%
South Ealing	3	2%
Southall	48	31%
West Ealing	6	4%
Total	155	



In terms of nationality, the majority of rough sleepers are from Central and Eastern European, notably Poland (24%) and Romania (14%). Just under a third (28%) are from the UK and 23% are from Asia, mostly from India (19% of the total).

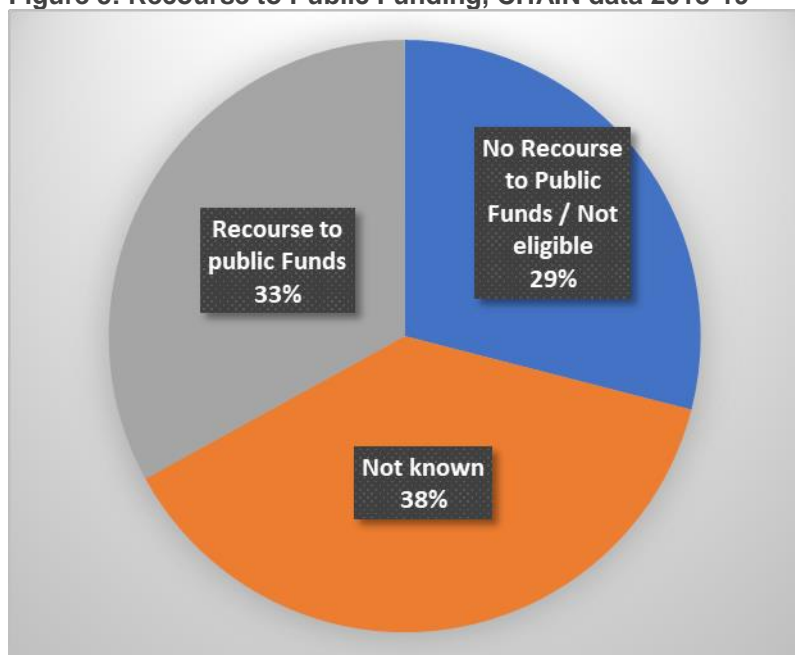
Figure 4: Nationality of Rough Sleepers seen by St Mungo's 2018-19



Base: 353 people seen rough sleeping in the year whose nationality was known.

A key issue in Ealing is that two-thirds of rough sleepers in Ealing have no entitlement to public funds/benefits. This makes it difficult to assist as it is challenging to secure any funding for support or accommodation. Those rough sleepers who do not have recourse to public funds are more reliant on the services provided by voluntary, community and faith organisations. It should be noted that the majority of the 38% whose eligibility for public funds is 'Not known' have no current benefits in payment but some may be able to make a case for future entitlement, based, for example on their employment history in the UK.

Figure 5: Recourse to Public Funding, CHAIN data 2018-19



The CHAIN data also shows a very high prevalence of substance misuse; mental and physical illness; and previous criminal justice involvement- or a combination of more than one of these. These barriers can make it very hard to help people to leave the streets or to stop coming back.

Table 2: Support Needs of rough sleepers in Ealing 2018-19

Support Needs	No.	%
Alcohol only	45	23%
Drugs only	27	14%
Mental health only	19	10%
Alcohol and drugs	18	9%
Alcohol and mental health	21	11%
Drugs and mental health	12	6%
Alcohol, drugs and mental health	17	9%
All three no	33	17%
All three no, not known or not assessed	7	4%
All three not known or not assessed	183	
Total (excl. not assessed)	199	100%
Total (incl. not assessed)	382	

Note: Total excluding not known or assessed is used as base for percentages.

3. Strategic Context

3.1 National and Regional Priorities

Table 3: Links between the aims of the national Rough Sleeping Strategy, GLA Plan of Action and Ealing’s Rough Sleeping Strategy.

National Rough Sleeping Strategy 2018			
Prevention	Intervention		Recovery
GLA’s Rough Sleeping Plan of Action			
Preventing Rough Sleeping	An Immediate Route off the Streets	Sustainable Accommodation and Solutions	The support people need to rebuild their lives
Ealing Rough Sleeping Strategy			
Prevent Rough Sleeping	Early Intervention	Work in Partnership to Stabilise Lives	Sustainable Independence (preventing a return to the streets)

The National Rough Sleeping Strategy 2018

The government’s national Rough Sleeping Strategy is based around three pillars:

- 1. Prevention-** prevent it from happening in the first place.
- 2. Intervention-** offering a rapid response to support those who are currently sleeping rough.
- 3. Recovery-** to promote a person’s recovery once they are off the street to build positive lives and not return to rough sleeping.

The key target is to halve rough sleeping by 2022 and end it by 2027. To achieve this aim, the MHCLG has refocused their work on preventing all homelessness, including rough sleeping. The Homelessness Reduction Act 2017 fundamentally changed the way local authorities work to support homeless people in their areas, giving them new prevention responsibilities towards more people. It also introduced new duties on other public sector bodies to refer people at risk of homelessness to local homelessness services.

The government’s Rough Sleeping Strategy emphasises the importance of local authorities forging strong partnerships with other public services, the third sector, the business sector, community groups, the public, people with experience of rough sleeping and current rough sleepers to tackle rough sleeping. One of the commitments made by the government is to work with the Local Government Association and local authorities so that by winter 2019:

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

The national Rough Sleeping Strategy also highlights the importance of the role of health services in tackling rough sleeping because of the high proportion of rough sleepers who suffer from mental ill-health, physical ill-health and addiction issues, the challenges rough sleepers face in accessing mainstream health services and the adverse health outcomes of sleeping rough including reduced life expectancy.

The Mayor of London's Rough Sleeping Plan of Action 2018

The Mayor of London's Rough Sleeping Plan of Action was published to set out the London Mayor's vision of a sustainable route off the streets for every rough sleeper and was published around the same time as the national Rough Sleeping Strategy. The London Mayor funds a £8.45m core programme of services, as well as major new services funded by £4.2m of additional investment secured from central government in late 2016 and a further £3.3m that has recently been agreed (see appendix 4). The Rough Sleeping Plan of Action also sets out commissioning priorities for future plans, should any further funding become available from central government.

3.2 Links to Ealing Council Corporate Priorities and Plans

Corporate Plan

There are three key Administration priorities for Ealing as set out covering the 2018/19 to 2021/22. Figure 2 sets out how rough sleeping sits across these three priorities.

Table 4: Rough Sleeping Links with the Corporate Plan 2018-22 priorities

Ealing Corporate Plan: Key Priorities	Links to the Rough Sleeping Strategy
Good, genuinely affordable homes	Affordable accommodation is essential to prevent rough sleeping. A range of accommodation is required from emergency and short-term accommodation, whilst needs are being assessed and support is being provided, to specialist and permanent accommodation.
Opportunities and living incomes	Those living on the street face a range of inequalities, are usually are not in work and have very low incomes and often debt. Helping rough sleepers into employment, training and education helps rebuild people's lives enabling them to become independent.
A healthy great place	Rough Sleeping is more prevalent amongst those who suffer from: <ul style="list-style-type: none"> • Mental health issues • Drugs and alcohol abuse • Learning and physical difficulties and disabilities • Autism It is therefore essential that hospitals, Public Health, GP's and CCG's work to improve outcomes for rough sleepers.

There are also nine outcomes, being pursued through the Future Ealing Programme and Local Strategic Partnership.

Ealing Local Strategic Partnership Borough Plan 2018-22

The Borough Plan sets out the long-term vision and priorities for Ealing. It guides the work of Ealing's overarching Local Strategic Partnership (LSP) to engage with partners and residents and lead the borough over the next four years (2018-22). The Borough Plan has nine outcomes which have been agreed by local partners in health, education, policing, employment, housing, local business and the voluntary and community sector:

- A growing economy creates jobs and opportunities for Ealing residents to reduce poverty and increase incomes and skills
- Children and young people fulfil their potential
- Children and young people grow up safe from harm
- Residents are physically and mentally healthy, active and independent
- Ealing has an increasing supply of quality and affordable housing
- Crime is down and Ealing residents feel safe
- The borough has the smallest environmental footprint possible
- Ealing is a clean borough and a high-quality place where people want to live
- Ealing is a strong community that promotes diversity with inequality and discrimination reduced

Ending rough sleeping requires a community response and the LSP partners are vital in helping to coordinate and access other sources of funding. It is important that ending rough sleeping is embedded as a priority for the Borough in the Future Ealing Programme for forthcoming years.

3.3 Key Ealing Council Strategies

Ealing Housing and Homelessness Strategy 2014-19

This is the overarching strategy. It is under review and shortly to be updated but does cover homelessness and rough sleeping. It's five priorities are:

1. Increase the supply of affordable homes
2. Improve the quality of housing & neighbourhoods in Ealing
3. Support residents to access affordable, well managed social and market rented homes
4. Meet the housing and support needs of vulnerable residents
5. Prevent homelessness

Ealing Homelessness Reduction Strategy 2018-22

This is an interim strategy focusing on statutory homelessness. It updates the Council's priorities for homelessness in response to the Homelessness Reduction Act 2017, one of the biggest changes to the rights of homeless people in England for 40 years. The Homelessness Reduction Act effectively bolts on two new duties to the original statutory re-housing duty:

- Duty to prevent homelessness
- Duty to relieve homelessness

The priorities of the Homelessness Reduction Strategy are:

1. Preventing homelessness
2. Facilitating employment and financial inclusion
3. Ending family B&B
4. Reducing future financial risk
5. Developing new supply
6. Reducing the cost of the TA portfolio
7. Developing new pathways for single people

Health and Well Being Strategy 2016-21

The Health and Well Being Strategy is a long-term strategy for meeting the needs of Ealing, as identified in the Joint Strategic Needs Assessment (JSNA). The Health and Well Being Strategy is a statutory requirement and is developed and delivered jointly by partners in Ealing's Health and Wellbeing Board, a sub-group of the Local Strategic Partnership. Given the health inequalities that rough sleepers face, it is important that links are strengthened with this area of work. The vision of this strategy is to promote wellness, in its broadest sense, throughout Ealing's population. The priorities are to:

- Create and sustain good mental and physical health for children and adults at every stage of life
- Reduce health inequalities by improving outcomes for neighbourhoods and communities experiencing poor health
- Enable people of working age to participate as fully as possible in working life, to improve the health and economic outcomes for them and their families
- Enable everyone to be healthy and independent for as long as possible, helping to prevent or delay the need for social and acute care

Safer Ealing Partnership Strategy 2016-19

The Safer Ealing Partnership (SEP) is the statutory Crime and Disorder Reduction Partnership for Ealing and is another sub-group of the Local Strategic Partnership. Two of the key outcome areas for Future Ealing specifically relate to crime: "Crime is down and Ealing residents feel safe", "Children and Young People grow up safe from harm". This Strategy makes an important contribution to the achievement of these Borough outcomes. The vulnerabilities and complex issues experienced by those sleeping rough, mean working with the Safer Ealing Partnership (SEP) will support our work to end rough sleeping. There are five priorities:

- 1: Deliver better outcomes for the most vulnerable/ at risk through more effective early intervention and prevention
- 2: Drive a consistent and effective approach to Restorative Justice (RJ) across the Partnership.
- 3: Improve the efficiency and effectiveness of the Partnership's approach to addressing Domestic Abuse (DA) and Violence Against Women and Girls (VAWG)
- 4: Drive a balanced and effective approach to preventing extremism and strengthening community cohesion
- 5: Drive a more efficient and effective Partnership approach to ASB, particularly low-level ASB

4. Strategic Priorities

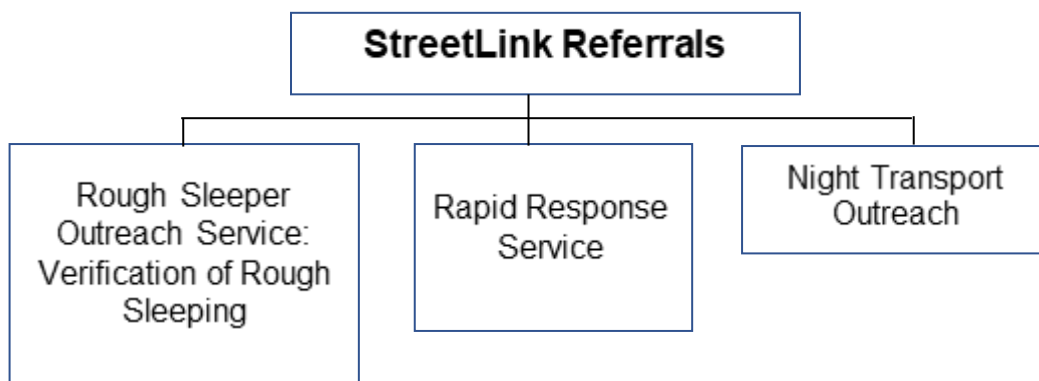
4.1 Priority 1: Prevent Rough Sleeping

KEY CHALLENGES

- Ealing Council Housing Solutions Team are well placed to help to prevent rough sleeping, but not all rough sleepers seek access to the service.
- Where rough sleepers have no recourse to public funds, the Housing Solutions Team is not allowed to offer them a housing service.
- People can fall through the net when leaving prison, hospital and asylum seeker accommodation.
- Welfare reform has helped increase rough sleeping.
- Tenancy insecurity, high rents and welfare reform are making it increasingly difficult to secure and sustain private rented sector (PRS) accommodation.
- Restrictions to Legal Aid have made it harder to access the legal assistance needed to prevent homelessness and rough sleeping.
- Certain groups are at greater risk of sleeping rough: ex services personnel, care leavers, those with a criminal history, those with mental health issues, LGBT+
- Many people are returning to rough sleeping, for reasons that include a lack of adequate support to enable them to live independently, the inability to access specialist services for substance misuse and mental health, and inconsistent approaches to eviction.
- Services across the public, community, voluntary and faith organisations may not necessarily be focused on the prevention of rough sleeping and may have an approach which is about responding to existing rough sleeping.
- It may not always be very clear how to access services and there may be gaps in the provision of information and advice.
- Women appear to make up only 10% of those sleeping rough, but we know the real numbers are higher as they tend to be more vulnerable and less visible.
- Ealing has a high proportion of rough sleepers who have no recourse to public funds who may not speak English.
- Funding cuts across the public sector mean it is difficult to meet increasing demand for services, stretching the services provided by the community, voluntary and faith sector
- Services may not work in the most effective joined up way

StreetLink is the national referral line managed by St Mungo's in partnership with Homeless Link and jointly funded by the GLA and central government. StreetLink's aim is to enable members of the public to connect people sleeping rough with the local services that can support them. The details are then sent to St Mungo's Outreach Service, Rapid Response Service or Night Transport Outreach Team for verification. St Mungo's Outreach Team aim to identify and engage with new rough sleepers within a target of no more than 3 days. The Rapid Response Service aims to refer people sleeping rough to one of three London hubs that are open all year round. The hubs are not an accommodation project, but a safe environment away from the street where a team of assessment and reconnection professionals can carry out a comprehensive assessment and talk to people who are new to rough sleeping through the options available to them to end their rough sleeping. There is a challenge when hubs become full and can take no further referrals

Figure 6: Verification of rough sleepers in Ealing



Objective 1.1 Improve the identification of those at risk of sleeping rough

To prevent rough sleeping, we intend to identify those key services which have contact with those at risk of rough sleeping to ensure that support can be provided, avoiding a person having to sleep on the streets. At this stage, a person may be at risk of losing their home, be sofa surfing or staying with friends or relatives.

There are a wide range of services and organisations which can help identify and refer those at risk including; public sector services, advice services, immigration services, job centres, libraries, storage facilities, food banks, churches. To prevent rough sleeping, we identify those key services where people most at risk are likely to present and will help improve awareness in their organisations of issues around rough sleeping and referral routes, through briefings and presentations at team meetings. Through the Homelessness Forum, we will also be working to identify resources to raise awareness around referrals and provide training opportunities to help prevent rough sleeping, which we will open up to key partners.

Objective 1.2 Embed prevention focused support across all services

There is a wide range of services for rough sleepers in Ealing. Some of these may be publicly funded, but many are not. Services provided by community, voluntary and faith organisations make an invaluable contribution to supporting those at risk of rough sleeping. We intend to work with the Homelessness Forum and other partners to try and ensure that all services, regardless of whether they are in the public or voluntary sector are aware of how they can help to prevent homelessness.

We will also work to ensure that prevention is embedded in all partners strategies and commissioning of services in related areas, supporting the requirement to end rough sleeping by 2027.

We have made an effort to improve the Council's opportunities to prevent single people from becoming at risk of sleeping rough by commissioning a Single Homeless Prevention Service (SHPS) provided by Hestia. We will ensure that the staff working in SHPS are able to identify those at risk of rough sleeping and prioritise offers of help.

We have also been instrumental in obtaining sub-regional funding to help people at imminent risk of sleeping rough, before they spend a 'first night out'. The Somewhere Safe to Stay service has been very positive and we will ensure that Ealing Council continues to maximise referrals for Ealing people at risk.

Objective 1.3 Improve the quality and consistency of information, advice and sign-posting offered to those at risk of sleeping rough

We are aware that there may be gaps in the services available to support those at risk of sleeping rough. To address this, we will review the information on services, qualification criteria and referrals pathways which is available to professionals who work with people who might become at risk of sleeping rough. We will also review gaps across the following areas with borough partners and seek resources to: address any gaps to meet identified need:

- Benefits support
- Immigration advice
- Access to emergency beds
- Housing advice about a tenancy
- Access to financial and budgeting help about debt
- Access to support and supported accommodation
- ETE support
- Routes into affordable housing
- Mental Health
- Drugs and Alcohol
- Criminal Justice

To help undertake and support this work, we will be setting up a working group, as a sub group of the Homelessness Forum, to review current and future interventions, with prevention as a focus.

Objective 1.4 Ensure health and specialist support services are proactive in helping to prevent rough sleeping

Our CHAIN data indicates that around 90% of everyone sleeping on the streets in Ealing lives with a mental health, alcohol or substance mis-use issue, often a combination of issues. Those affected by homelessness die, on average, around 30 years earlier than the general population.

To improve health outcomes for those at risk of rough sleeping, we will be working with Clinical Commissioning Group and GP Federation to promote GP's becoming Safe Surgeries ensuring access for those sleeping rough. We will also be looking to improve assessments and on-going support from Mental Health Services and early intervention from Drug and Alcohol Services, both much needed services, given these groups are at high risk of rough sleeping.

Objective 1.5 Support those identified as being at risk of rough sleeping into appropriate support and accommodation

We will be working with our West London partner boroughs to review and monitor the effectiveness of the sub-regional Somewhere Safe to Stay service and hub, run by St Mungo's in Shepherd's Bush and ensure Ealing Council Housing Solutions staff make optimal use of it and that other referral routes are opened up, where appropriate.

The Somewhere Safe Service is a pilot funded by the government to help those sleeping rough be quickly assessed by specialist outreach workers, so they get the support they need to take the first steps towards recovery. The hub plays a vital role in identifying the issues that led to an individual sleeping on the streets in the first place and provide support to help them through things like a relationship breakdown, addiction or financial difficulties.

We will also be seeking funding opportunities to increase emergency bed spaces and floating support provision to expand capacity in the borough to meet increased demand.

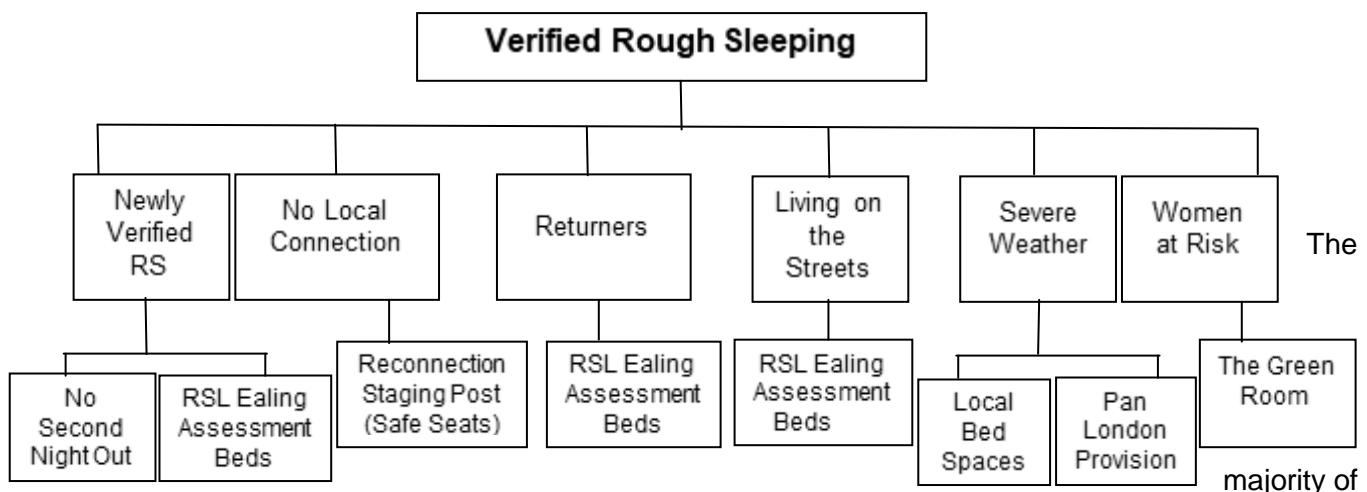
4.2 Priority 2: Early intervention (where rough sleeping is identified)

KEY CHALLENGES

- Our Street Outreach Service has not been increased in scope in over 12 years and has not kept pace with the huge increase in demand and complexity of rough sleeping in the Borough
- Government funding is issued on a short-term basis with no promise of continuation, making it difficult to plan and mobilise services which will provide a sustained response
- The response to those on the streets is not sufficiently rapid or targeted.
- There is a chronic shortage of assessment services, emergency accommodation and women-only services.
- There is significant scope to build on the success of the 2017/18 Severe Weather Emergency Provision (SWEP).
- Current interventions are failing some long-term rough sleepers.
- We value the work of our voluntary and charitable sector partners and will work to add value to the work they do, through working closely with them to optimise pathways and referral routes and to support them in funding bids they may make to government or other funders.
- Hostels and supported housing are increasingly unavailable to rough sleepers.
- Hostels do not work for everyone, so other options are needed.
- The interventions available for non-UK nationals sleeping rough are much more limited.
- Short-term accommodation options for non-UK nationals are extremely limited.
- The longer an individual remains on the streets, the more likely that secondary issues can become an issue.
- There is currently not enough capacity in the system to intervene as effectively as we need to
- People engaged in street activity will not always be sleeping rough, despite the public's perception

Referrals from StreetLink are verified and then referred to local services, depending on their circumstances.

Figure 7: An Immediate Route off the Streets: initial referral routes



rough sleepers in Ealing are referred to one of three London Assessment Centres, part of the GLA's funded No Second Night Out programme (NSNO). NSNO comprises three assessment hubs in Lewisham, Hackney and Shepherds Bush. Assessment hubs provide a safe, warm place for a short time, and 'staging posts' which provide accommodation for people who have an identified route out of the hubs and are waiting for that route to become available.

Those who find themselves sleeping rough or the first time are supported to access the service by outreach teams. In an NSNO assessment hub, they spend time with specialist staff who will establish their current situation and the best options available to them. The NSNO team then make clients a Night shelters service offer based on their specific circumstances and needs, and support clients to take up that offer.

During 2017/18, NSNO worked with over 1,500 people across London who were sleeping rough of which 86% were not seen rough sleeping again in that year. Of these, 92 were rough sleepers referred from Ealing.

Hub closures, where they have reached full capacity, and a reluctance to travel are barriers, which we need to seek to overcome. We will work with the West London Hub to minimise long stays for Ealing clients.

Table 5: accommodation outcomes achieved with people seen rough sleeping in the year, compared to outcomes for rough sleepers in the previous year.

Accommodation type	2017/18		2018/19	
	No. events	%	No. events	%
Temporary accommodation				
Assessment centre	92	48.9%	123	81.5%
Bed & breakfast	7	3.7%	0	0.0%
Clinic/Detox/Rehab	2	1.1%	2	1.3%
Friends & family	12	6.4%	4	2.6%
Hostel	22	11.7%	9	6.0%
Local authority temporary accommodation	28	13.8%	7	4.6%
Nightstop	0	0.0%	0	0.0%
Second-stage accommodation	1	0.5%	0	0.0%
Other temporary accommodation	4	2.1%	1	0.7%
<i>Temporary accommodation subtotal</i>	<i>166</i>	<i>88.3%</i>	<i>146</i>	<i>96.7%</i>
Long term accommodation				
Care home	0	0.0%	0	0.0%
Clearing House/RSI	4	2.1%	2	1.3%
Local authority tenancy (general needs)	0	0.0%	0	0.0%
Private rented sector - independent	15	8.0%	2	1.3%
Private rented sector - with some floating support	0	0.0%	0	0.0%
RSL tenancy (general needs)	0	0.0%	0	0.0%
Sheltered housing	0	0.0%	0	0.0%
St Mungo's complex needs	0	0.0%	0	0.0%
St Mungo's semi-independent	0	0.0%	0	0.0%
Supported housing	1	0.5%	0	0.0%
Tied accommodation	0	0.0%	1	0.7%
Other long-term accommodation	2	1.1%	0	0.0%
<i>Long term accommodation subtotal</i>	<i>22</i>	<i>11.7%</i>	<i>5</i>	<i>3.3%</i>
Total	188	100.0%	151	100.0%

Note: An individual may have been booked into accommodation more than once during the period.

There are two night-shelters in Ealing and, while both make a valuable contribution to helping rough sleepers, there is no borough-wide permanent provision. **Hope for Southall Street Homeless** provides beds for 14 rough sleepers who have been found and verified by St Mungo's Outreach Team. It is an independent Charity and rough sleepers need to have a connection with Southall. The service provides a rolling night shelter for local rough sleepers, who have been referred by the Ealing Outreach Team. The other provision is the Severe Weather Emergency provision provided by **Ealing Churches Winter Night Shelters**, an independent charity, which provides rolling night shelters in participating churches in the borough between late November and March. In addition to the hostel provision, there is also some specialist provision, including recovery focussed provision run by Equinox for those with substance misuse issues and a Hospital Discharge House run by St Mungo's for those who need continuing support with their physical health in Ealing.

Objective 2.1 Improve our understanding of rough sleeping in Ealing

Understanding the trends and characteristics of those sleeping rough is essential to respond to their needs. St Mungo's are funded and have recorded comprehensive information through their CHAIN data collection. We will continue to review this data to inform the service provision and commissioning. We will also work with our partner organisations to capture and share key data about potential rough sleeping and homelessness.

Objective 2.2 Support rough sleepers without recourse to public funds

Two thirds of rough sleepers in Ealing do not have recourse to public funds. Meeting the needs of rough sleepers without recourse to public funds is particularly challenging as options are usually much more limited.

The Mayor's pan-London **Routes Home Service** who work with EU nationals who want to return to their home country and need assistance to do so. The Routes Home Service provide access to specialist advice for non-EU nationals with complex immigration issues.

Recognising this is such a key issue in Ealing, we will be setting up a Working Group reporting to the Ealing Homelessness Forum to review gaps in services for those with NRPF and work up proposals with a view to seeking funding. Some of the issues we will be looking at are:

- We will bid for further MHCLG funding to expand the provision of beds for people without recourse to public funds, who are willing to work with services to regularize their stay in the UK and for whom that is realistic
- Improving the opportunities for voluntary reconnection for rough sleepers who wish to return to their home country
- Exploring whether it is possible to bid locally or sub-regionally in order to provide services which address the needs of Roma rough sleepers
- Seek funding opportunities to build on and extend the provision of immigration advice in key languages, for rough sleepers with an irregular immigration status, or lacking identity papers
- Consider commissioning a residential project to support "work ready" migrants who may not be eligible for benefits
- Seek funding for year-round beds for rough sleepers who are engaging with immigration support advice

Objective 2.3 Ensure adequate provision of crisis & emergency accommodation

Ealing has a range of emergency provision, but it needs to be expanded to meet increased demand. We will be seeking additional resources to extend the number of emergency beds we can provide, to help rough sleepers to leave the streets more quickly, even if they do not qualify for No Second Night Out services. We will also be looking to identify and bid for resources to enable us to provide an expanded winter emergency provision, to avoid more vulnerable rough sleepers spending winter nights on the streets. To support this work, we will be working with the GLA commissioned No Second Night Out Service to ensure that it is used effectively with clear pathways.

Night-Shelter Case Study

Hope for Southall Street Homeless runs a night shelter throughout the year for rough sleepers, restricted to those found and verified in the district of Southall in the London Borough of Ealing. The shelter service is a community initiative in response to the chronic high level of street homelessness in Southall. In the past 3 years until March 2019, Southall has recorded no less than 34% of the borough's total of rough sleepers.

Over 90% of the shelter's guests are from the Punjab region of India. Nearly all, as non-EEA nationals, are undocumented migrants, unable to access any form of welfare benefit. This creates the practical problem for case work about finding a resolution to their future. The optimum outcome may be seen as facilitating a return to their home country. Most resist this option, at least initially, because they have been pressed into coming in order to earn and remit money to their families. In other words, they come as labour migrants, and their home region, the Punjab, records one of the highest levels in the world of remittances from overseas earnings. The pressure on these workers is intolerable when they cannot find work, which invariably leads to the resolution of this pain through alcohol, leading to deteriorating health.

The intense and focused case work on guests' health and on their dependency of alcohol to deal with their being excluded from main support, reveals the depth of the human problem beneath the experience of rough sleeping

Objective 2.4 Increase the opportunity for rough sleepers to have an early assessment of their support and other needs

We intend to explore whether it would be possible to develop a local Assessment Hub for Ealing, to provide direct access by the Outreach Team, especially for those who are not appropriate for NSNO, or for occasions when NSNO is closed. This will provide invaluable additional capacity to support the existing pan-London NSNO funded Assessment Hubs.

We will also be looking to work with partners to review current supported housing beds in the borough for rough sleepers and determine whether there is a need and opportunity to increase provision.

Objective 2.5 Work in partnership to address any anti-social behaviour and crime associated with rough sleeping

Rough sleeping is the most visible form of homelessness and street activity such as begging, street drinking, street-based drug use and other anti-social behaviour can be more visible again and often causes concern for local communities. It is important to point out that those engaged in street activity will not always be sleeping rough but are likely to have a range of housing and support needs and will often be vulnerable themselves and potentially contribute to the vulnerability of those sleeping rough.

Research by Crisis² found that people sleeping on the street are almost 17 times more likely to have been victims of violence and 15 times more likely to have suffered verbal abuse in the past year compared to the general public. Almost 8 out of 10 have suffered some sort of violence, abuse or anti-social behaviour in the past year, often committed by a member of the public. The findings of the research showed:

- Almost 8 out of 10 rough sleepers suffered some sort of crime or anti-social behaviour whilst homeless (79%), while 77% have suffered it in the past year.
- More than half have had things stolen from them whilst on the street (54%)
- Almost 1 in 4 have had their belongings deliberately damaged or vandalised whilst homeless (23%)
- In more than half of cases of people being hit or kicked, a member of the public unknown to the respondent was responsible (55%)
- Over half said they had not reported the last crime or anti-social incident to the police, often because they thought the police wouldn't do anything about it (53%)

² Sanders, B. & Albanese, F. (2016) "It's no life at all": Rough sleepers' experiences of violence and abuse on the streets of England and Wales. London: Crisis.

The government's Rough Sleeping Strategy 2018 acknowledges that the Police have an important role to play in local partnership working to prevent and tackle rough sleeping, due to their role ensuring community safety and tackling crime.

The council has a strong approach to all anti-social behaviour (ASB), regardless of the housing status of those perpetrating offences. The proposed Rough Sleeping Strategy Steering Group will support the work of the Safer Ealing Partnership in responding to criminal and anti-social behaviour affecting Ealing's street population, either as victims or offenders. In terms of enforcement, a new borough wide PSPO helps target problematic behaviours, including aggressive begging and street drinking. Ealing Council will be monitoring the borough-wide PSPO to ensure any possible disproportionate impact on rough sleepers as a result of activities connected to the order are understood and mitigated in conjunction with partners.

We will also work with partners to support effective sharing of information in relation to all clients and individuals of concern, who may pose a risk (including one of exploitation) to rough sleepers. We will seek to ensure continued awareness of and tackling issues related to Modern-Day Slavery, Trafficking, Hate Crime and Domestic Abuse are at the heart of partnership activities. Ensuring a rapid intervention by assessing needs in a safe place will help reduce the likelihood of vulnerable rough sleepers becoming victim of violence and abuse. To raise awareness around begging, we will undertake a partnership media campaign to raise public awareness and to highlight that most beggars are not rough sleepers and advise of appropriate alternative means of giving.

We will also be working to ensure that the design of new and existing housing developments, parks and open spaces discourage rough sleeping and undesirable street activities.

Objective 2.6 Work in partnership to reach those rough sleepers who are not engaging with services

Unfortunately, because rough sleepers often have such complex issues and do not always want to accept assistance, there are a sizable proportion of outreach cases that have negative outcomes. A barrier commonly identified by outreach teams is that it can often be much more difficult to build relationships with this group, due to past trauma or a mistrust of professionals which has developed over time. To address this, we intend to continue and build on the 'Tasking and Targeting' approach to assisting complex individuals to access help and hot spots and areas with long-standing rough sleeping issues to receive targeted multi-disciplinary input.

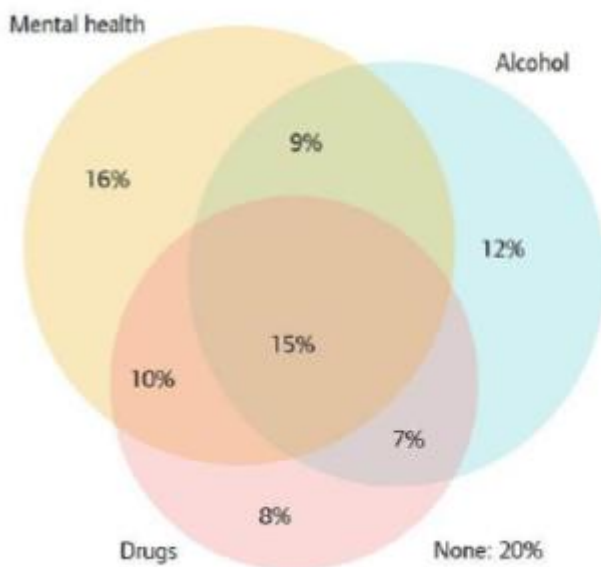
4.3 Priority 3: Work in Partnership to Stabilise Lives

Key Challenges

- The vast majority of rough sleepers have support needs (mental health, alcohol, drugs) and often a combination, which means that the route to recovery and independence can be more challenging.
- Achieving positive outcomes for those with dual diagnosis and complex needs is more challenging and there is a lack of specialist services
- There is a general lack of supported accommodation options and move-on accommodation which can delay a person from living independently.
- There is a particular lack of accommodation for those with health and substance use support needs
- Most rough sleepers will need to engage with mainstream services which can be problematic, particularly where a person has complex needs or has sleep rough for a long time-specialist services for rough sleepers are few and far between
- The solutions for non-UK nationals sleeping rough are extremely limited.
- Support services for rough sleepers is currently patchy and not very jointed up
- Cuts to public funding make it more difficult to secure funding to provide for rough sleepers and such funding is often only short term

In 2017/18, 77 per cent of people sleeping rough in London had a mental health, drug or alcohol support need, with many people experiencing more than one of these issues. Ealing's CHAIN data shows 92% of rough sleepers whose needs were assessed had support needs.

Figure 8: Support needs of those sleeping rough in London 2017/18



Objective 3.1 Improve the supply of suitable accommodation to meet identified needs

Moving on from assessment and hostel provision, there are several short to medium term accommodation options. **The Staging Post in Brent** which has 9 rooms for rough sleepers. There is also a **Supported Lettings contract** which provides accommodation for rough sleepers and those at risk of rough sleeping. Those accessing Supported Lettings need to have a West London connection and have accepted an offer of PRS or other unsupported accommodation in West London.

There is also pan-London provision through the GLA funded Clearing House service, which provides access to affordable rented homes combined with specialist floating support, earmarked for people with a history of rough sleeping. New tenancies are on a two-year fixed term, with the expectation that people will move on once they no longer need support.

We will ensure our Housing Solutions service is responsive to the need to prevent rough sleeping and can make appropriate referrals, undertake prevention activities and take any necessary safeguarding actions.

We are aware that short to medium term provision needs reviewing to ensure it both meets demand and the changing needs of rough sleepers in the borough. Specific needs that we believe may need expanding include:

- Cross borough provision
- Accommodation for couples
- Accommodation for those with pets
- Women-only provision for women with complex needs

Objective 3.2 Support rough sleepers to independence

St Mungo's Bricks and Mortar training programme provides clients with a range of vocational construction skills including painting, decorating and tiling, bricklaying and plastering, kitchen & bathroom fittings, basic carpentry and lock fittings. Clients work towards a professional qualification and link in with the employment team to find paid work. We intend to identify further opportunities for referring into employment and training support.

We intend to work with community, voluntary and faith organisations to build on the existing range of activities and projects in the borough that improve self-esteem and build invaluable skills. Some of these activities are delivered through day centres, such as Acton Homeless Concern who run two drop-in centres, may be based out of accommodation services or operate completely independently.

A Mile in Her Shoes

Nicola Miller set up A Mile in Her Shoes from scratch in 2013, initially as a community project in Ealing. It is a small, volunteer led charity that partners with homelessness organisations and refuges to provide fun, inclusive weekly running fitness groups for women. The charity has since expanded but is still primarily London focused. Through running-related fun and fitness, it aims to create an inclusive community where women can feel good about themselves; bringing them together to enjoy the physical, mental and social benefits of exercise.

A Mile in Her Shoes was shortlisted for the Guardian Public Service Awards and voted 'Favourite Small Charity' at The Running Awards in 2017.

Objective 3.3 Build effective partnerships to deliver the strategy and commission services meeting the needs of rough sleepers

Ealing's Homelessness Forum was established more than 20 years ago to address the increasing need for housing and assistance. It is held quarterly and aims to strengthen the communication and coordination of support between statutory and voluntary services specifically concerned with homelessness in the borough. We are looking to build on the excellent work of Ealing's Homeless Forum by exploring further opportunities for joint training & sharing good practice and to encourage community, voluntary sector and faith organisations to work in partnership to deliver the outcomes of this strategy.

We have had the chance to have a Borough Rough Sleeping Co-ordinator for the first time, from MHCLG funding. This post has already proved very valuable as a strategic and funding lead and has enabled us to bid successfully for additional resources for winter beds. We will seek to embed this post in existing Council structures and identify ways to fund it from Homelessness funding streams

4.4 Priority 4: Sustainable Independence (preventing a return to the streets)

Key Challenges

- There is a lack of affordable long-term accommodation to provide a settled base, particularly social housing.
- Most rough sleepers have support needs, and there is a lack of adequate provision for people with these needs.
- There are insufficient services to help rough sleepers into employment and training.
- Substance mis-use issues decrease a person's chances of sustaining a tenancy once housed
- The provision of tenancy sustainment is piecemeal and insufficient
- Lessons must be learnt following the death of any rough sleeper, to inform and improve practice.
- Those who are housed, but are engaged in street activity, such as begging and street drinking, are particularly vulnerable to losing their accommodation.
- A high proportion of rough sleepers return to the streets.

Without adequate support, many people will return to the streets. Due to the complexity of issues experienced by rough sleepers, there is a high proportion of negative outcomes with around 20% of rough sleepers returning to rough sleeping in Ealing and a further 13.3% are unaccounted for. If we are to end rough sleeping, it is critical that we break the cycle of revolving rough sleeping and strengthen measures to prevent the return to sleeping rough.

Objective 4.1 Improve the services available to improve the health, wellbeing and resilience of rough sleepers

To address the health needs of rough sleepers in the borough, we will be working with Clinical Commissioning Groups, hospitals, GP's and particularly specialist services. Key areas that we have identified are:

- Continued support for people with multiple and complex needs whose needs fall beneath the threshold for support from some services.
- Improving palliative and end of life care for homeless people.
- Embedding rough sleeper services in Frequent Attender multi-agency meetings in Hospital and Mental Health services

We are considering opportunities to bid for funding to develop targeted health support for people on the streets, including a physical health nurse and a mental health nurse based within the Outreach team, and improve the ability to quickly access Occupational Therapy and other health professionals.

Objective 4.2 Work to prevent evictions

Tenancy sustainment support plays a vital role in helping to prevent rough sleeping (or a return to rough sleeping) and can also improve other outcomes, such as engagement with substance use treatment. Funding cuts over recent years have severely reduced the capacity of floating support and tenancy sustainment services. We will be exploring whether it is possible to commission a tenancy sustainment service, as well as working with the Homeless Forum to develop a starter pack of advice and help for newly housed rough sleepers to help prevent a return to rough sleeping.

Objective 4.3 Provide a range of long-term accommodation to meet different needs

A relatively small number of rough sleepers access social housing, given the extreme shortage. The private rented sector is therefore the main source of longer-term accommodation for rough sleepers, though finding affordable rented accommodation presents major challenges. There is a West London Private Rented Sector Access Scheme, but there is only one active provider, New Day. This scheme provides access to the private rented sector for single homeless with low/no support needs including help to claim welfare benefits, arranging direct payments to the landlord and tenancy sustainment.

Our key action here will be to identify gaps and funding opportunities for long-term accommodation to ensure there is a range of secure, affordable options available including:

- Private Rented Sector accommodation– work with private landlords to lease properties
- Accommodation suitable for under 35s, such as HMOs.
- Affordable accommodation for those likely to return to work
- Homes provided by Registered Providers Associations-social housing, London Living Rent and Discounted Market Rent
- Deposit Guarantees

Our commissioned SHPS service will work with those at risk of rough sleeping and those who have slept rough but have no priority need for accommodation. They will help to find accommodation and are also paid by results if they successfully sustain the tenancy, or other accommodation, for at least 8 months. We will make this a strong focus as we review and monitor the success of SHPS

Lastly, we intend to explore funding opportunities to expand and continue “Housing First” provision. Housing First approaches have become increasingly common in recent years. These involve people with complex and multiple needs, for whom traditional models of sustainable accommodation have not worked, going straight from the streets into stable homes. There is no requirement for them to be ‘housing ready’. Once they are housed, people’s needs are addressed through coordinated and intensive support – though there is no requirement to engage with this support. In London there are small scale Housing First programmes running in 11 boroughs. The first Housing First pilot in London was commissioned by Camden council and established in the borough in 2010.

Objective 4.4 Help former rough sleepers maintain a stable lifestyle away from the streets by accessing training and employment opportunities

Rough sleepers, particularly those with high support needs, face huge challenges in gaining employment. St Mungo’s homeless charity has reported that 80% of their clients said that work was one of their goals. The government’s Rough Sleeping Strategy outlines the employment support currently available for homeless people and commits to provide additional support, including providing training on homelessness to all Jobcentre Customer Services Managers.

St Mungo’s provides three pan-London services. An Employment Team works with clients to fulfil their ambitions to work, get experience, further training or volunteer as part of their recovery from homelessness. Additionally, a Bricks and Mortar training programme provides clients with a range of vocational construction skills including painting, decorating and tiling, bricklaying and plastering, kitchen & bathroom fittings, basic carpentry and lock fittings. St Mungo’s also operate a project, STRIVE, to help people improve their literacy and numeracy so they can improve their chances of finding work and their earning potential in the future.

The Mayor of London has an aspiration to set up an Employment Service for rough sleepers with work navigators providing tailored, intensive employment support and temporary shared accommodation, where needed. However, funding has yet to be identified to set up such a service. We intend to explore funding or jointly commissioning affordable local accommodation linked to ETE support and linking newly settled ex-rough sleepers to employment support services, should funding become available.

Objective 4.5 Put in place monitoring and review measures to review outcomes and learning

In addition to the strategy monitoring arrangements set out in Section 5, we are also working with the Ealing Homeless Forum to explore setting up an Advisory and Monitoring Panel with current and past service users and looking at how services can best incorporate co-production methodologies in designing and delivering services.

In 2018, there were an estimated 726 deaths of homeless people in England and Wales, a 22% increase. Of these, 20% (148) were in London. Ealing has 3-4 deaths per year the last two years. In 2018 the greatest number of homeless deaths nationally (40%) were related to drug poisoning, with suicide 12% and alcohol-specific causes a further 12%. Locally, we will work with our Safeguarding Adults Board to conduct reviews into deaths on streets and in homeless hostels.

Table 6: Deaths of homeless people (identified and estimated) in Ealing, ONS

	2013	2014	2015	2016	2017	2018
Identified Deaths	5	1	6	4	3	3
Estimated Deaths	6	1	7	5	4	4

Case Study - T

T is a 53 years old male, an EU national originally from Poland, who first came to the UK in 2005. He speaks Polish and some English.

T suffers with a long history of depression, and suicidal ideation - with a history of suicide attempts. At the worst of times he experienced hearing very destructive voices. His alcohol use can be very high, but he also is able to detox regularly, but whilst rough sleeping continually relapses.

T was doing well since coming to UK with his then partner, having successfully run his own small business in decorating. After the breakdown of his relationship he started drinking alcohol problematically which led to him falling behind with work, and then claiming welfare benefits. His issues started when his Housing Benefit payment was severely delayed and he was evicted from the property for arrears and without much notice. He returned to London at this point – as he was hoping to stay with some friends here, but as this fell through, and so he turned to alcohol once again and ended up Rough Sleeping.

T was first seen sleeping rough in March 2016 in the Borough of Ealing. He was taken to No Second Night Out (NSNO). A week later he was offered reconnection back to Poland which he rejected and returned to rough sleeping. He disappeared after this until 2018, during which time he had been rough sleeping in a shed unknown to residents or services.

In 2018 during the severe weather in February he was referred into in Pan-London SWEP accommodation where he was re-assessed and offered – yet again reconnection back to Poland - which he again rejected. Due to his high alcohol use at the time, he was also rejected by Ealing Churches Winter Night Shelter and returned to the streets. The St Mungos Ealing Outreach team started working with him.

In March 2018 he was referred into local SWEP provision. He had self-detoxed and this time was accepted by Ealing Churches Winter Night Shelter where he stayed until the end of March. He was assisted with applying for benefits due to having a significant work history and to access advisory services around this, as well as being referred to Employment support services. Unfortunately, as the claim was initially rejected and he returned to the streets.

Recently T disclosed that this was very dark time for him. Being in such a suspended state for a long time – with the benefits appeal in progress, unsure about his future – it was difficult to face his days. His Mental Health was deteriorating, and he was struggling to address this in any other way than self-medicating with Alcohol.

In May 2018 a bed became available in the Assessment Centre in St Anselm's Church where he was placed in a shared room. During this time there, he was linked with mental health services, and put on antipsychotic medication with regular support. Although unable to work, he engaged in meaningful activities like English for Speakers of other Languages (ESOL) and Construction Skills Certification Scheme (CSCS).

In November 2018 his benefits appeal was successful and at this point he was referred into an MHCLG funded assessment bed (B&B) and then referred to the Clearing House for accommodation. T moved into a Clearing House flat in Hackney in June 2019 and reports that he is very happy and is looking forward to get on with his life.

5. Delivery and Monitoring

In terms of coordinating actions in the Delivery Plan and any commissioning or funding bids, a Rough Sleeping Strategy Steering Group will be set up and meet quarterly. The group will consist of a combination of representatives from the public, community, voluntary and faith organisations. The existing Homeless Forum has a broader focus and is largely centred around information sharing, whereas the Rough Sleeping Strategy Steering Group will be focused on delivering the outcomes being sought from the Rough Sleeping Delivery Plan.

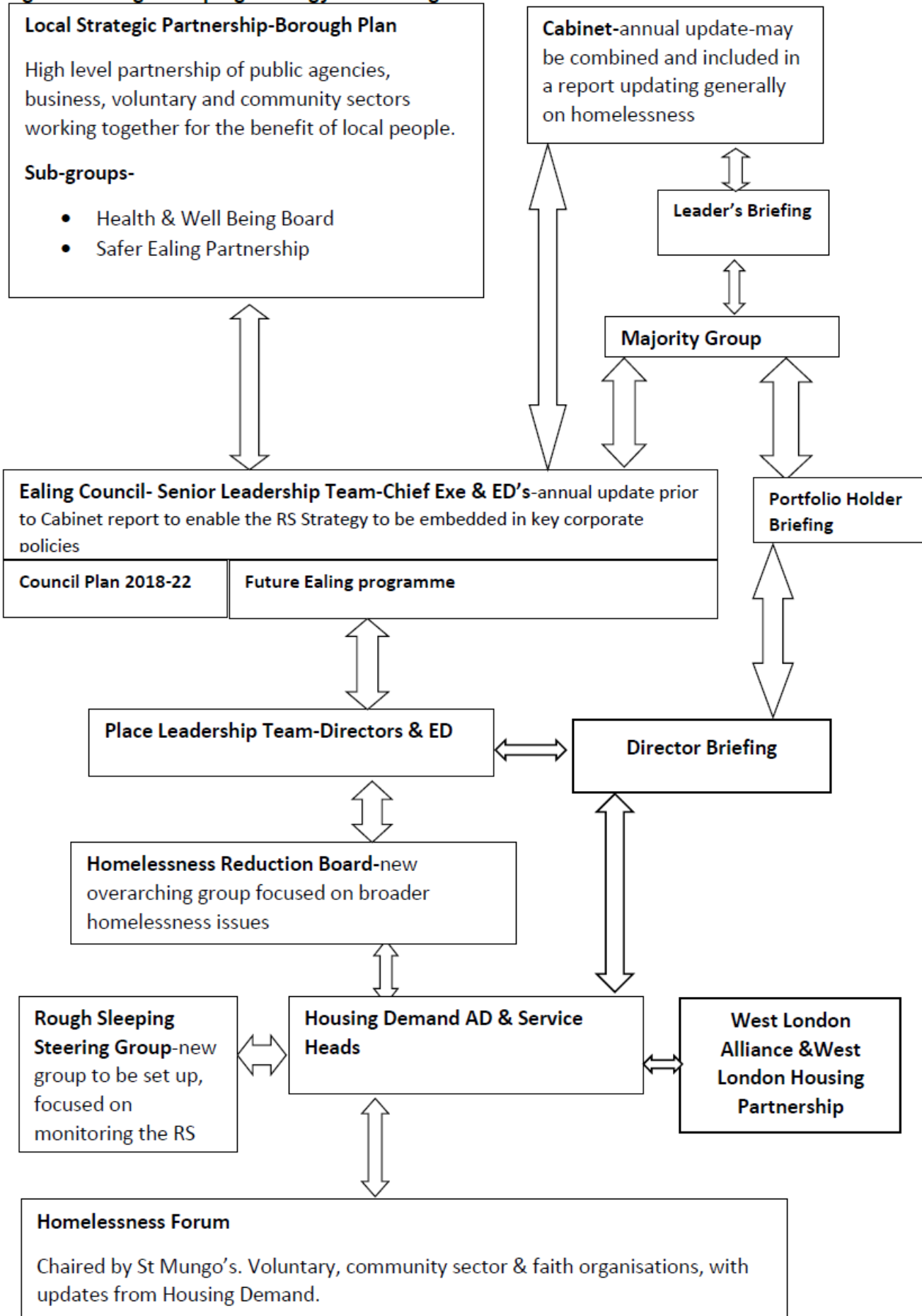
While Ealing Council's Housing Demand Service received £421,000 in funding for rough sleeping in 2019/20, this amount was only for that year. We will work with our MHCLG lead to make an effective bid for similar or increased funding in 2020/21 and the amount will be announced in January 2020.

The Council will consider how it can improve its internal; resourcing of rough sleeping. A new Outreach contract will be commissioned in 2020 and we will ensure it is specified in a way which will enable the contractor to properly address increased demand and the targets in this strategy.

The strategy will need to pull in resources internally from Community Safety, Public Health and Adult Social Services. Externally, we will be seeking commitments of support from Health, the Police, Home Office, Probation and Prison Service along with the many voluntary and community sector services that also provide support and accommodation.

Progress relating to the Rough Sleeping Delivery Plan will be reported to another new group, the Homelessness Reduction Board, which will have a broader focus on achieving the borough's outcomes relating to homelessness more generally. The government has just concluded a consultation on structures that support partnership working and accountability in homelessness and is considering whether to make Homelessness Reduction Boards a statutory requirement. An annual progress update on the Delivery Plan will be reported to the Council's Senior Leadership Team and Cabinet.

Figure 9: Rough Sleeping Strategy Monitoring



Appendix 1: Consultation

Over 50 partner agencies represented on Ealing's Homelessness Forum have been consulted in the development of this strategy.

An internal workshop was held in September with key public sector staff and the strategy development and draft Delivery Plan was discussed at the October meeting of the Ealing Homeless Forum. A further cross departmental briefing for senior LBE staff was undertaken on November 21st.

A wider 6-week public consultation was undertaken between 4th October and 17th November 2019 via a survey on Ealing Council's website. There was broad support for the proposed priorities, with preventing rough sleeping and early intervention seen as the most important priorities with 81% and 77% feeling these were relatively more important. The greatest support was shown for the following actions:

- Improving tenancy sustainment/working to reduce evictions (93%)
- Ensuring support is available for drugs, alcohol and mental health issues (80%),
- Identifying gaps in long term accommodation provision to inform strategies & funding bids, ensuring there is a range of options to meet different needs (73%)
- Improving joint working across statutory, voluntary and community & faith-based organisations in the borough (60%)
- Improve education, employment & training opportunities for ex-rough sleepers (53%)

Appendix 2: Services funded by LBE Housing Demand using central government RSI funding

Initiative	Costs	Description
IMPROVING OUR STRATEGY FOR REDUCING ROUGH SLEEPING		
1. Rough Sleeper Borough Coordinator.	£53,000	1.0 FTE strategic role, taking lead responsibility for the co-ordination of outreach and related support functions and for reducing rough sleeping in Ealing borough
IMPROVING OUR EMERGENCY RESPONSE TO ROUGH SLEEPING		
2. Assessment beds	£152,000	13 block booked beds for rough sleepers, and up to 17 others in local B&B (depending on budget and eligibility for HB)
3. Outreach Co-ordinator	£36,000	0.6 FTE additional outreach deputy manager to sit in locally commissioned Outreach Service
IMPROVING OUR LONGER TERM RESPONSES TO SUSTAIN THE REDUCTIONS IN ROUGH SLEEPING		
4. Housing Progression worker	£53,000	1.0 FTE Housing progression/move-on worker, within the locally commissioned Outreach Service. Role to ensure flow through all types of accommodation from assessment beds through to unsupported move-on.
5. Floating Support Worker	£45,000	1.0 FTE Floating Support for those in short term accommodation, located within the locally commissioned Outreach Service.
6. Complex Needs Support Worker	£53,000	1.0 FTE Complex Needs Worker, with a focus on substance misuse / coexisting mental illness and substance misuse, located within the Outreach Service.
7. Legal Advice work	£28,000	Purchase of legal advice and assistance to regularise immigration statuses – co-located with the Outreach Service.

Services funded by LBE Adult Social Care

Provider	Type of Service	Units	Annual Contract Value
Equinox	Hospital Discharge-floating support for clients with Housing Support Needs	50	£46,743.46
St Mungo Community Housing Association	Single Homeless with Support Needs-accommodation with floating support	16	£107,596.83
St Mungo Community Housing Association	Single Homeless with Support Needs-floating support	15	£99,460.96
St Mungo's	Rough Sleeper-accommodation	24	£277,075.17
West London YMCA	Single Homeless with Support Needs-accommodation	15	£86,959.19

Appendix 3: West London sub-regional Rough Sleeping & Homelessness Services as of September 2019

Project	Description
Somewhere Safe to Stay (SStS) Pilot	<p>Contract between RBKC & with St. Mungos, from Feb. 18 for 14 months, funded by MHCLG Rapid Rehousing Pathway Early Adopters fund (£818,000)</p> <p>There are 4 elements to this service;</p> <ul style="list-style-type: none"> • Triage – taking referrals from housing options teams and other agencies e.g. JCP • Rough Sleeping Prevention Service is part of it & will be funded from this money from Sept.2019-March 2020 • 9 sit-up beds in the hub (in LBHF) with 24/7 staffing, target 72-hour turnaround – intensive work to secure move –on, mainly PRS • 9 rooms within the hub, for more complex cases – intensive work to secure move-on; mainly supported housing <p>Additional staff recruited so that service is 24/7, and can take higher needs clients</p>
PRS Staging Post	<p>Contract between RBKC & St. Mungos, from October 2018 – June 2020, funded by RSI (£109,358), as part of RBKC’s funding.</p> <p>Staging Post in Brent has 9 rooms, for rough sleepers from NSNO, borough assessment or emergency beds or SStS, who are PRS ready.</p> <p>The project has two objectives:</p> <ul style="list-style-type: none"> • To move rough sleepers into the Staging Post from NSNO hubs, assessment & emergency beds, thus creating space for people to be moved off the streets into the hubs & beds • To work intensively with those who are placed in the Staging Post to secure PRS & relieve homelessness for rough sleepers <p>The project opened in November 2018. By August 2019, 43 people had been placed in the Staging Post and 30 had been successfully moved on.</p>
Supported Lettings	<p>Contract between Brent & Caridon Foundation, from September 2019 – May 2020, funded by MHCLG Rapid Rehousing Pathway (£97,163), for a West London Supported Lettings (Floating Support Service) for rough sleepers and those at risk of rough sleeping. Referrals from SStS, Staging Post, other Staging Posts, NSNO hubs, outreach teams & hostels. Need to have a West London connection and have accepted an offer of PRS or other unsupported accommodation in West London. The service will take 20 new referrals per month; building up to a caseload of 80 by December. They offer support of approximately 2 hours a week for up to 3-4 months. 9 referrals were received from SStS & Staging Post by mid-September, so referrals have been opened up to other agencies.</p>

<p>PRS Access Scheme</p>	<p>Approved Provider List for PRS Access for Single Homeless. Only one active provider, New Day. Provide access to the PRS for single homeless with low/no support needs including help to claim UC/HB and to arrange for direct payment to landlord, tenancy sustainment. The scheme has been in place since December 2011, and New Day had placed 866 people by August 2019. A total of 1666 have been placed by approved providers and a further 368 found their own through the voucher scheme, making 2034 overall.</p> <p>£100,000 funding from MHCLG PRS Access Fund increased incentives to £700 for studios and £1000 for rooms in HMOs (higher because of difference between LHA and market rent). So far, between April & August, New Day have placed 26 people and are now taking referrals from SStS.</p> <p>Trinity Homelessness Projects are seeking to take on leases of HMOs currently leased by Noting Hill Genesis in Hillingdon and join the Approved Provider List. Up to £57,000 Better Homes Grant funding is available to get the properties up to scratch.</p>
<p>Out of London PRS Project</p>	<p>Boroughs pay for this project. Properties are procured mainly in the West Midlands, where two officers are based. They inspect, meet and greet & provide resettlement / tenancy sustainment support for households moving from London, mainly those subject to the benefit cap, to suitable, affordable accommodation.</p> <p>Some boroughs offer this as an option, others enforce offers. Some also place households owed a social care duty e.g. NRPF, intentionally homeless families. 534 households have been placed since the project went live in October 2016.</p> <p>£186,355 of capital funding through Better Homes Grant has been spent on improving 58 properties in the West Midlands, an average of £3212 per property, for families in West London and a further £155,000 is available.</p>

Appendix 4: Pan-London GLA funded projects 2018/19

Project/service	Description	Cost in 2018/19
Contracts		
1 No Second Night Out (NSNO)/Severe Weather Emergency Provision	Three assessment hubs, plus accommodation 'staging posts', for those who are new to the streets Provision for all those on the streets during sub-zero temperatures	£3,680,000
2 Safe Connections*	Supported connections within the UK for those who are relatively new to the streets	£727,043
3 London Street Rescue /Night Transport Outreach*	Outreach service in boroughs that do not commission outreach, focussed on taking new rough sleepers to NSNO Outreach service operating on London Buses and the London Underground and Overground	£788,755
4 Routes Home	Specialist support for non-UK nationals	£599,406
5 Tenancy Sustainment Teams	Tenancy support to those who move into Clearing House units	£1,311,931
6 Clearing House	Allocation of Clearing House units	£209,992
7 CHAIN	Rough sleepers' database	£222,493
8 Social Impact Bond*	A payment by results project focusing on frequent rough sleepers	£1,000,000
Grants – Rough Sleeping Innovation Fund round 1		
1 Homeless Health Peer Advocacy	Peer advocacy for rough sleepers to access health services	£45,000
2 Women's Hidden Homeless Project	Service aimed at engaging 25 of the most entrenched female rough sleepers	£21,000
3 Homeless Women's Health Project	Supports female rough sleepers to overcome physical and mental health barriers to exiting rough sleeping	£31,871
4 Missing People Project	Project linking the Missing People database with the CHAIN database.	£28,195
5 Homelessness and Acquired Brain Injury Project	Improves awareness and skills of working with rough sleepers with acquired brain injury.	£4,500
6 Supporting Women Towards Change	Works with women with multiple needs across four south London boroughs	£52,613
7 Beam	Crowdfunding for education and training for current and former rough sleepers to access employment.	£13,750
8 Saving Lives	Develops training and guidance for services on mental capacity	£9,187
9 Housing First Richmond and Wandsworth	Housing and intensive support for rough sleepers with complex needs in Richmond and Wandsworth	£18,500
Grants – Rough Sleeping Innovation Fund round 2		
1 Change Please	Provides training and employment for rough sleepers at two new cafés, alongside supporting them to access and sustain accommodation	£40,000
2 Aneemo	A web-based training and support tool for staff in the homelessness sector, with a focus on working with people with mental health issues and experiences of trauma	£23,649

3 The Connection at St Martin's (CSTM)	To increase the capacity of non-commissioned services to support people sleeping rough who are not from the UK	£52,709
4 TAP London	Facilitates contactless donations to homelessness charities	£23,400
5 Stonewall Housing	To provide safe shelter accommodation and daytime community centre to homeless LGBTIQ+ people	£50,000
6 Praxis	Housing advice and immigration casework for homeless non-EEA homeless migrants in three London hospitals	£39,919
7 Housing Justice	Supports church and community night shelters to implement a strengths-based casework model	£35,363
8 St Mungo's	Supports couples who have no route of the street via direct intervention, training and a toolkit for homelessness professionals	£22,500