



2022- 2027

Rough sleeping strategy

prevention, intervention, recovery



NORWICH
City Council

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1. Foreword

Rough sleeping is the most visible and personally damaging form of homelessness. It is something that Norwich, as a city can simply not be ignored. We believe that, with the right support, it is possible for everyone sleeping rough to turn their lives around, even when they face multiple and deep-rooted problems, such as mental illness or addiction.

Rough sleeping is harmful and dangerous, and the longer someone stays on the streets, the more harmful and dangerous it becomes for them. The best thing we can do is to prevent rough sleeping in the first place. Where this is not possible, people must be supported away from the streets as soon as they can be, before things deteriorate, and given help to resolve the problems that led them there in the first place.

People often underestimate the risks and dangers of sleeping on the streets:

- Sleeping on the street is dangerous and severely impacts on people's mental and physical health.
- People sleeping out are at significant risk of becoming victims of crime and anti-social behaviour.
- The longer people spend without appropriate shelter, the longer it is likely to take to recover from that situation.
- Individuals often come from a position of trauma/ fight or flight and making decisions that appear to be unwise.
- Part of supporting people involves challenging them when they make uninformed decisions, and to monitor people's wellbeing to take swift action to prevent serious injury and death.

People who are sleeping out should be provided with the appropriate options so no-one should have to stay on the streets. Sleeping outside is dangerous, frightening and isolating and severely impacts on people's health. It can have a detrimental effect on communities and should not be a lifestyle choice. We believe everyone has the capacity to recover and sustain a life away from the streets.

To develop this strategy for 2022-27 we have reviewed the priorities of the last 2017-22 strategy ¹

This rough sleeping strategy is a wide-ranging document which lays out the Norwich plan to help people who are sleeping rough now and to put in place the structures to end rough sleeping for good.

¹ Rough sleeper strategy 2017-2022

2. Definitions

For the purpose of this strategy 'rough sleeping' is defined as:²

- People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments)
- People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks)

3. Review of the 2017/22 rough sleeper strategy

The spread of COVID19 across the world brought unprecedented challenges and everyone was called upon to play their part to reduce its spread and save lives by responding to the coronavirus outbreak and support the most vulnerable. During lockdown, representations of people sleeping on the streets kept happening.

Between 2020-2022 this meant that services had to work flexibly around processes whilst working from home and home schooling. Front line outreach services in Norwich faced limited resources (such as bespoke accommodation or drug rehabilitation programmes), lack of face-to-face appointments, and many other obstacles that we had to overcome in one way or another. Other challenges during these times meant that the local authority, hotels and hostels have accommodated people who would normally and otherwise be ineligible for support (due to behaviour, risk to others for example) making judgements based on risk to life.³

The 2017/22 strategy was aimed at people **who are roofless and rough sleeping**. Below is a table to recap on three main priorities:

² Norwich City Council street count briefing 2021

³ COVID - 19 Rough sleeper report Phase One March 2020 – July 2020

Targets Achieved (based on the 3 priorities last RS strategy)

Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.

- **Worked with our partners in the Operational Police Team to help prevent and reduce rough sleeping.**
- Created better links with faith and charitable organisations in the area.
- **Released several positive media releases during COVID and 'Everyone In' programme.**
- Updated database of services that work with people who are street homeless.
- **Explore the use of the Homelessness Manchester charter.**
- Highlighted the findings of the Greater Norwich homeless health needs audit with providers and commissioners of health services.

Actively case manage rough sleepers who are reluctant to engage (with help available) by using an assertive outreach model

- **Increased holistic wrap-around support from specialist support providers into supported housing.**
- Work with commissioners to help provide a post detox (dry house) facility in Norwich.
- Introduction of the Housing First model.

Make the best use of our supported housing system to help people move away from homelessness for good.

- **Created an evidence base with agencies and commissioners for supported housing requirements (including specialist needs)**
- Reviewed the greater Norwich hostel move on agreement.
- **Worked with commissioners and providers to help adopt the new funding scheme for supported housing.**
- MEAM evaluation by cordis bright.

Targets to carry over / retrieve **

Reduce the number of people sleeping rough on our streets and where possible develop interventions to stop it from happening in the first place

- Publicise homelessness, housing advice and support services especially amongst hard-to-reach groups such as people sofa surfing and the wider public.
- **Influence future commissioning of services for people who are homeless so that we can improve their health and wellbeing outcomes.**
- Identify people at risk of rough sleeping earlier, especially those people who are sofa surfing through better monitoring of housing advice contacts.
- **Forge closer links with organisations who can provide humanitarian help to people who are destitute and have no recourse to public funds.**

Actively case manage people sleeping rough who are reluctant to engage (with help available) by using an assertive outreach model.

- Work with our partners who specialise in substance misuse and mental health services to increase engagement with people who are street homeless.

Make the best use of our supported housing system to help people move away from homelessness for good.

- **Work with our partners to develop a protocol for people who do not engage with support offered to help get them off the streets.**
- Pool training opportunities for supported housing staff across providers.

**Achieving some of the targets from the previous 5-year strategy were impacted due to the COVID pandemic between 2020-2022 **

4. Introduction

Norwich City Council (NCC) were keen to follow the success of 'Everyone In' where we successfully demonstrated that, given the mandate and funding, councils, working with their partners, had the means to help the vast majority of people who slept rough.

Some of the features that contributed to the success included:

- rapid and expansive response in picking up and accommodating people sleeping rough and people living in unsafe conditions at risk of sleeping rough, including those not normally eligible for public services due to immigration status.
- comprehensive needs assessment (RAG), including health, substance abuse and specific needs of women.
- multi-agency approach
- quick turnaround in moving people into more secure accommodation.
- engagement with health services to get a tailored service for this cohort, including primary health care and access to mental health, drug, and alcohol services. This included a more dynamic approach to delivering prescriptions, and more services adapting an outreach approach rather than that of a centre-based service.
- Dedicated partners who showed a commitment to deliver services.
- making the most of new technology to conduct remote meetings between agencies, drastically reducing the logistical barriers to co-operation⁴
- Identified weaknesses in the system and individuals whose needs that could not be met, as a result this required more holistic approach to end someone's homelessness – where one agency could not be held responsible to find the solution.
- Formed the No homeless in Norfolk partnership.

4.1 Governance

Oversight

- This strategy will be reviewed annually by the Portfolio Holder and Head of Housing.

Engagement

- We will engage partners in the formulation and development of actions where relevant and gather their feedback post implementation.
- We will engage with the Norwich Coproduction Alliance to ensure we include the voice of those with lived experience.

Monitoring

- The Councillors and the Leadership team will be appraised of progress regularly.
- Monitor the delivery of the rough sleeping strategy.

Review

- We will review the Strategy every 3 years to ensure it remains fit for purpose.

⁴ COVID - 19 Rough sleeper report Phase One March 2020 – July 2020

4.2 Relevant policies and legislation

Rough sleeping strategy: prevention, intervention, recovery:

[Rough sleeping strategy: prevention, intervention, recovery - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/rough-sleeping-strategy-prevention-intervention-recovery)

Ending rough sleeping for good

[Ending Rough Sleeping for Good \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/consultations/ending-rough-sleeping-for-good)

Rough sleeping initiative funding allocations

[Rough Sleeping Initiative: 2022 to 2025 funding allocations - GOV.UK \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/consultations/rough-sleeping-initiative-2022-to-2025-funding-allocations)

Rough sleeping accommodation programme

[Rough Sleeping Accommodation Programme: Prospectus and guidance \(out- side of Greater London\) \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/consultations/rough-sleeping-accommodation-programme-prospectus-and-guidance-outside-of-greater-london)

Single homeless accommodation programme

[Single Homelessness Accommodation Programme: prospectus and guidance \(outside of Greater London\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/single-homelessness-accommodation-programme-prospectus-and-guidance-outside-of-greater-london)

Health matters: rough sleeping

[Health matters: rough sleeping - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/health-matters-rough-sleeping)

5. Focus of this strategy

5.1 The voice of people with lived experience of homelessness

People who use services and providers working together to Inform what kind of services need to be commissioned and reach a collaborative outcome, however this can sometimes be difficult to capture due to engagement.

Some comments received have included:

- Not having to do formal paperwork, doing informal paperwork to gather information⁵
- Paperwork is a service provider priority not a service user priority.
- I ask for help to access rehab, but there isn't any funding⁶
- By the time you get to rehab you relapse
- Service don't listen to us but other services and make overconfident decisions that are wrong.

⁵ Pathways board mtg report and case study 16.09.2022

⁶ Co-production session hosted by Caroline Hill 13.10.22 at Pottergate Arc

- I'm fed up of people telling me what I need
- All I want is a flat to rebuild my life, I don't need anything else, I don't need support.
- I was evicted and now I have wasted my last 3 years.
- The email they sent doesn't work.
- I don't know the ins and out of things (when talking about home options)
- Hostels break their own rules.

5.2 The local picture

Norwich City Council is also recognised by Government as a Gold Standard Authority - one of 14 gold standard homelessness and prevention services in the country.⁷ Norwich is described as a flow city which results in a constant presentation of individuals who end up rough sleeping. Being a flow City presents challenges with volume of new presentations of people reporting to sleep rough which results in services being constantly stretched in order to meet the demand and the standard that is expected in response to rough sleeping in the city. This is recognised through the Rough Sleeper Initiative funding that is received through a robust application and justification process.

There is no local figure for how many people are homeless in Norwich living in precarious arrangements and there are almost 600 beds within supported accommodation in Norwich, however the offer in Norwich is not just about housing. There is strong focus on the support that individuals receive that is linked to their offer of accommodation. The council takes a pro-active approach through the employment of a specialist rough-sleeper team who actively co-ordinate rough sleeping and homeless services in Norwich that includes:

- Winter night shelter – 7 nights a week operating in local churches between December and March
- SWEP activation (Cold and Heat)
- Re-connections
- Housing Led – Housing First / NSAP / RSAP
- NAM – prevention focus and move on to free up hostel beds and allow move through / Pre eviction protocol
- Nourish - more dignified approach.
- Annual Street Count
- Offer of a homelessness application for everyone who is sleeping on the streets.
- Monitoring of Street link intelligence and rapid response
- SSTSH (Rapid 72-hour assessment beds)
- AFEO

Working with partners we are also able to continue to deliver:

- The Arc Day centre and Kings Community centre
- Pathways Norwich
- Norwich street Aid

⁷ [Norwich City Council awarded 'gold standard'](#)

- SSTSH – Quick access to beds
- Prison leavers and prevention work
- Partnership working with police and OPT:
 - Rough sleeping hotspots.
 - Neighbourhood policing week
 - Begging

- Weekly operational partnership group – attended by mutli agency groups.
- MDTs targeted at individuals entrenched rough sleeping.
- Project Adder and CGL interventions
- NSFT – outreach mental health nurse and nurse practitioner.
- Doorways – vulnerable women’s specialists
- Partnership work with Norfolk County Council – People from Abroad Team
- Young People support and crash beds.
- NSNO / SUS beds emergency beds.

5.3 Key challenges

In Norwich we are committed to reducing rough sleeping for those with limited eligibility. Many Migrants, including asylum seekers, are subject to the NRPF rule. This means they cannot access state benefits in the UK and makes it difficult for them to secure housing through the local authority. Norwich City continues to see an increasing number of presentations that are destitute on the streets. There is a need to continue to understand how the partners that work closely with Norwich City Council can be supported to provide additional resources as a result of this demand.

The impact of the COVID pandemic saw unprecedented 1st time homelessness presentations as a result of the furlough scheme, rising unemployment, relationship breakdowns (many involving domestic abuse) and people staying with friends and family no longer having access to accommodation due to the lockdown and isolation rules / social distancing. This saw additional pressure on the local authority and has seen the demand for 1 bed social housing rise to an unprecedented level.

In the Summer of 2022, the UK saw the start of a cost-of-living crisis which again has resulted in an increase in numbers of people sleeping rough for the first time. This number is expected to continue to rise as the local authority and homelessness services continue to see new presentations of homelessness.

Homelessness is rarely just a housing need; some individuals who have been sleeping rough for a long time, hidden homeless and or sofa surfing in unsafe accommodation continue to struggle to engage with support to provide longer term accommodation.

These more complex cases required more help to move on from homelessness and rebuild their lives. Many of the individuals accommodated had care and support needs and had historically been in residential or supported housing due to their care needs. Increased cross-sector working is vital as Norwich City Council works in partnership with multiple agencies, voluntary groups, and services.

6.0 Four key areas

Prevention – Understanding the issues that lead to rough sleeping and being able to address them before people are forced to sleep on the street.⁸

Intervention – Helping those already sleeping rough with swift support tailored to their individual circumstances.

Recovery – supporting people in finding a new home and rebuilding their lives.

Systems - Look at blockages in the system and how we connect the system to the offer?

⁸ [Rough sleeping strategy: prevention, intervention, recovery - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

Four key areas summary

A summary of our priorities is listed below.

Each priority is explained in more detail later in the strategy.

	WHAT WILL WE BE DOING?	HOW WILL WE KNOW IF IT'S WORKING?
Key area 1 Prevention	<ul style="list-style-type: none">• Review of the Norwich hostel eviction model.• More support for marginalised / disadvantaged groups.• Improvements to discharge from institutions.• Targeted prevention in relation to the cost-of- living crisis.	<ul style="list-style-type: none">• Decrease in number of people evicted from the hostel system.• Increased access to rights, resources, and opportunities to enable services to adequately deal with vulnerable groups.• Effective prevention that ensures that individuals staying in state institutions are supported into accommodation and not onto the streets should see this indicator reduce over time.• Emphasis on working with those in more vulnerable groups, to offer support to individuals in tenancies and shared accommodation.

	WHAT WILL WE BE DOING?	HOW WILL WE KNOW IF IT'S WORKING?
Key area 2 Intervention	<ul style="list-style-type: none"> • Create a post within NCC to work alongside partners to deliver targeted services for those with NRTF. • Support the introduction of a more targeted outreach model and review the 'off the street offer'. • Introduce a Local connection protocol. To link into re-connection role. 	<ul style="list-style-type: none"> • Gain a deeper knowledge of the cultural matters that lead to rough sleeping for those with limited eligibility. • Reduction in number of people becoming entrenched rough sleepers (this means that they have been seen sleeping rough for 31 nights or more in a 3-month period). • Reduction in silt up in the hostel system with individuals unable to evidence a 2 yr. local connection to enable Move On.
Key area 3 Recovery	<ul style="list-style-type: none"> • Introduce a Trauma Informed approach for all frontline staff. • Encourage good representation from statutory partners and wider homelessness services at MDTs. • Increase the number of Housing Led projects. 	<ul style="list-style-type: none"> • Develop an enhanced toolkit for staff working with complex clients and marginalised groups. • Formal agreement / derived from Ops – that will require a statutory attendance similar to the MARAC meetings. • Reduction in silt up in the hostel system with individuals unable to evidence a 2 yr. local connection to enable Move On.
Key area 4 Systems	<ul style="list-style-type: none"> • Develop an Encampment policy to effectively manage encampments in the City. • Panel to discuss 'most serious complex cases' partnerships/meetings • Introduce a set of KPIs. • Work more closely with hostels to reduce hostel silt up. 	<ul style="list-style-type: none"> • Introduce a multi-agency approach to ensure there is a consistent and rapid response to dealing with tents and encampments in the city. • Source bespoke accommodation options for individuals facing multiple system barriers into services. • Effective reporting of numbers of those rough sleeping. • Reduction in silt up as a result of effective management of the Hostel Move on agreement and exploration of alternative Move on options.

Key area 1 – Prevention

Understanding the issues that lead to rough sleeping and being able to address them before people are forced to sleep on the street.

Why is this a priority?

The number of people rough sleeping on a typical night in Norwich has decreased due to the increased capacity in emergency beds in the system that include 14 beds in the 'somewhere safe to stay hub' (the 72-hour assessment centre) 3, No second night out beds and 4 Sit up beds based at Bishop bridge. In total there are 22 emergency / short stay beds in use on any given night in the city. This is representative of the current figures being reported, which is on average, 30 presentations of people that are verified each month. During the winter months the Night Shelter provides additional capacity in the system.

As a result, the numbers verified on the most recent Annual Street Count in 2022 was 9 individuals, a 10 percent decrease from the 10 counted in November 2021 and the lowest in Norwich for 7 years.

What is the local picture in Norwich?

The above is evidence that Norwich as a flow city continues to see a high number of individuals that rough sleep in the city. Between June 2022 and Nov 2022 Norwich saw 161 presentations of people sleeping rough in the city, however through engagement and utilising the resources available, we are able to ensure that no one has to stay on the streets and rough sleeping is minimised.

Norwich is a key centre within a wide rural area. People from outlying districts will come into Norwich to access a wide variety of services that provide help for people who are street homeless.

Business as usual

Minimise rough sleeping through intensive management of rough sleeping and of hostel bed spaces.

45 people are supported on average every month by the floating support and resettlement team.

Fortnightly NAM (Norwich Accommodation meetings) with supported housing and partner agencies to plan and prevent people losing accommodation and problem solving how we can help people find support and accommodation.

Monitor cold weather events to make sure there are extra protections for people who are either rough sleeping or at risk. Everyone will have an offer of accommodation.

Our specialist nurses provide much needed help to people in physical and mental health crisis.

Norwich City Council offer support to prevent people from becoming homeless, working with a range of local services to support people maintain their tenancies, sustain employment and to build effective relationships.

YMCA pathways engagement worker who provides preventative support, advice and assistance to individuals threatened with homelessness.

Projects

Housing led approaches in Norwich over the past five years. Providing homes to people who have had their lives damaged by rough sleeping in partnership with Norwich City Council, Broadland Housing Association and St Martins. To date housing led projects such as the Housing First model have provided 43 homes to people experiencing rough sleeping.

AFEO scheme for ex-offenders attempting to break the link of offending/rough sleeping. At the end of October this project had housed 25 individuals.

A 14-bed (Somewhere safe to stay hub) sees on average 13 people every month. 170 people used the service in the last year alone. (Between Jan 2022 and Dec 2022).

Priorities over the next 5 years (above)	What do we know and what can we do about it	How will we know if it is working	How will we measure success
<p>Review of the Norwich hostel eviction model</p>	<p>A contributing factor to homelessness in Norwich is eviction from supported accommodation intended to resolve homelessness. However, this should not overshadow the value of the supported accommodation sector and their work with some of the most vulnerable and at times people with very challenging needs in Norwich. However not every eviction from supported accommodation is due to high-risk situations; clients are also evicted for other breaches of their licence agreement.</p>	<p>This Protocol seeks to ensure that supported accommodation providers in Norwich give all clients the right to be given notice of their accommodation provider's intention to evict and the opportunity to appeal it unless the eviction is due to the high risk of violence. Immediate evictions should be a last resort. Work with partners to understand the pressures to prevent repeat homelessness and numbers of those rough sleeping and aim to promote multi-agency working and accountability through the Hostel Accommodation Meetings (NAM)⁹.</p>	<ul style="list-style-type: none"> • Reduction in the number of service users being evicted from supported accommodation. • Reduction in the number of service users leaving accommodation without planned and positive move-on accommodation. • Reduction of people not returning to rough sleeping after they have been supported off the streets and into supported accommodation.

Priorities over the next 5 years (above)	What do we know and what can we do about it	How will we know if it is working	How will we measure success
More support for marginalised groups	<p>Increase of people becoming homeless due to family rejection, discrimination, and violence due to sexuality and gender identity.</p> <p>A large proportion of hostel provision is based on gender.</p> <p>NCC sees a high volume of Young People under the age of 25 that are threatened with parental homelessness come through homelessness services.</p>	<p>Identify unmet need and opportunities to improve our responses to meet the needs of transgender and non-binary people who are at high risk of facing rough sleeping and work with partner organisations to ensure transgender and non-binary people are not discriminated against whilst accessing homelessness services.</p> <p>Continue to work with partner organisations to ensure transgender and non-binary people are not discriminated against whilst accessing homelessness services;"</p> <p>Move away from crisis intervention and more focus on prevention and mediation through partnership working between the YMCA and Home Options prevention teams.</p>	<ul style="list-style-type: none"> • Team members trained when completing assessments to ask about gender identity and to recognise this as a possible root cause of a person's homelessness. • Increased number of people making a homelessness application that identify as non-binary. • More accessible hostel beds that are non-gender specific such as the SSTSH / SUS / WNS/TA • Reduction in youth homelessness accessing YMA provision and Night stop through successful mediation.
More robust discharge from institutions	<p>People are faced with homelessness when they leave prison, or hospital with no home to go to and with no effective discharge plan in place.</p> <p>Need a closer working system between partners to establish a connection between housing and hospital to prevent unsafe discharge</p>	<p>Multi-agency approach and earlier prevention work to ensure the Duty to Refer is completed by external partners in a meaningful way with a follow up procedure and not just a paper exercise.</p> <p>Increased communication with hospital wards and probation to ensure that no one leaves prison or hospital to the streets.</p> <p>Increased awareness of an individual's cycle within the criminal justice system and links between homelessness and offending and mental health admissions to hospital.</p>	<ul style="list-style-type: none"> • Reduction in rough sleeping numbers – 85 days following discharge from prison or hospital. • Increase in number of individuals being accommodated though AFEO and CAS3 accommodation. • Reduction in hospital admissions and custody as a relapse due to unplanned and unsafe discharge.

Priorities over the next 5 years (above)	What do we know and what can we do about it	How will we know if it is working	How will we measure success
<p>Targeted prevention in relation to the cost-of-living crisis</p>	<p>Cost of living crisis on levels of homelessness are showing an increase in numbers of people sleeping rough for the first time.</p> <p>Some people are more at risk of being pushed into homelessness than others. People supported accommodation, living in poverty and those with a history of homelessness and rough sleeping are more likely to experience repeat homelessness.</p> <p>This number is expected to continue to rise.</p> <p>Floating support service to support vulnerable tenants and increase accessibility to health care clinics and drop ins at hostels to access advice in regard to mental and physical health and underlying conditions that impact on ability to manage a tenancy.</p>	<p>Earlier intervention to reduce the personal and financial cost of homelessness and repeat rough sleeping.</p> <p>Better understanding the various ways, the cost-of-living crisis is impacting on those using the homelessness services living in a variety of hostel settings, housing first / housing led tenancies and first- time tenants.</p> <p>Increase support for tenants to access budgeting advice and support to manage financially to remain living independently.</p> <p>Better engagement to target group of people who are unable to access services that will prevent deterioration of health care needs and a decline in mental health that may lead to abandonment, non-engagement, and evictions from supported accommodation.</p>	<ul style="list-style-type: none"> • Reduction in people reporting to sleep rough for the first time. • Decrease in those individuals being evicted from supported accommodation providers due to non-payment of rent that is directly linked to affordability and cost of living rise. • Reduction in abandonments and eviction from supported accommodation providers due to non-payment of rent that is directly linked to affordability and mental / physical health.

⁹ 2022 off the street protocol

Key area 2 – Intervention

Helping those already sleeping rough with swift support tailored to their individual circumstances.

Why is this a priority?

Welfare reform, lack of affordable housing and cuts in welfare and services covering mental health, drug and alcohol abuse have contributed to the rise of rough sleeping numbers.

What is the local picture in Norwich?

Homelessness services ensure a person-based approach to resolving each individual rough sleeper's situation.

Business as usual

Develop innovative and targeted approaches to reaching clients that build on the successes during the pandemic.

Operate SWEP Severe Weather Emergency Protocol, all local authorities must do all they can to prevent deaths on the streets, and for their partners and the public to support these efforts.

Prioritisation of individuals for SWEP Accommodation is based on need, not housing entitlement.

Continue to work with Pathways Norwich to ensure that there is 'no wrong door' for people to access the help they need.

Personalised support is focused on everyone, by experienced Pathways team members, to encourage a positive outcome for each person. The Pathways Norwich team comprises experienced and qualified specialists, employed by the partner organisations and delivered from hubs around the city¹⁰.

Projects

Adopted a No Second night out approach to ensure that no one new to the streets spends more than one night sleeping rough. This is supported by the homeless street link reporting that directly informs the RSC at NCC of new sleep sites. By intervening early this project aims to reduce the number of people sleeping rough.

Work alongside charities and St Martins to deliver emergency respite provision during the winter months to increase opportunities to engage with entrenched rough sleepers and other so-called 'hard-to-reach' groups, who may be more likely to accept support, particularly in the Winter months.

Nourish is a project that provides hot evening meals in a safe in-door venue in Norwich city centre. It is available seven days a week and people are also able to access support and signposting to other services.¹¹

¹⁰ [Pathways Norwich](#)

¹¹ [Nourish | The Feed](#)

Priorities over the next 5 years (As set out above)	What do we know and what can we do about it	How will we know if it is working	How will we measure success
<p>Create a post within NCC to work alongside partners to deliver targeted services for those with NRTF</p> <p>Support the introduction of a more targeted outreach model and review the 'off the street offer'</p>	<p>Increase in number of individuals with limited eligibility that have enduring mental health and addiction.</p> <p>A high percentage of those sleeping rough will access the existing rough sleeping pathway through a team of support workers utilising dedicated short- term stay accommodation.</p> <p>Over the last 3 years the numbers of those individuals rough sleeping is less visible therefore there is less requirement to have an outreach presence and we can look to create a model that will provide trauma-informed support to a smaller caseload that have complex needs that are barriers to general needs hostel / accommodation routes.</p> <p>Introduce a flexible model of outreach that will provide a more rapid response to the individuals' needs.</p>	<p>Gain a deeper knowledge of the cultural matters that lead to rough sleeping for those with limited eligibility.</p> <p>Forge closer links with organisations who can provide humanitarian help to people who are destitute and have no recourse to public funds.</p> <p>It will prevent first-time rough sleeping.</p> <p>Reduction in the number of days individuals staying at the hub to allow movement in the system.</p> <p>Model of support staff / keeping one worker to an individual to foster relationships. Outreach teams work with rough sleepers to understand how they became homeless and to look at how we can help them to address it.</p>	<ul style="list-style-type: none"> • Reduction in the number of individuals that are sleeping rough due to eligibility. • Increase in successful applications for status and right to remain as a result of intensive targeted support and links with charity and 3rd sector organisations and statutory services. • Reduction in street drinking within this community. • Increase in clients per year who access short stay accommodation and move into longer term accommodation. • Reduction in numbers of those individuals seen in consecutive quarters suggesting long term rough sleeping. • Reduction of target group or entrenched/lon-term clients.

Priorities over the next 5 years (As set out above)	What do we know and what can we do about it	How will we know if it is working	How will we measure success
<p>Introduce a Local connection protocol.</p>	<p>Norwich is a flow area and attracts individuals who are likely to be drawn by the vast services available to those that are rough sleeping. This includes prison release from HMP Norwich.</p> <p>Reconnection should never just be a ticket home, but support designed to find suitable and sustainable housing solutions.</p> <p>Need rapid identification and reconnection of people who are rough sleeping in the city through a locally agreed, client-centred assertive resettlement process.</p>	<p>Actively support those without a local connection to Norwich who are rough sleeping or are at risk of rough sleeping, to return in a planned way to an area where they have accommodation, support networks or some other connection.</p> <p>Create a robust agreed mechanism to refer people to a place where they have formal or informal support networks that is formally agreed with partners.</p> <p>The reconnection offer provides a homeless person with an offer of accommodation and support.</p>	<ul style="list-style-type: none"> • Reduction in silt up within the hostels of those individuals on bronze band due to lack of 2yr local connection. • Reduction in the number of people travelling between areas and subdistricts. • Contact to be established within 3 days to prevent individuals becoming 'settles' • 60% of those presenting from another area to be re-connected successfully.

Key area 3 – Recovery

Supporting people in finding a new home and rebuilding their lives.

Why is this a priority?

A stable home is an essential element in a person's recovery from sleeping rough, but it needs to go hand-in-hand with flexible support that is tailored to individual needs to help them keep it.

Prolonged periods of rough sleeping have a significant impact on someone's mental and physical health. The longer someone experiences rough sleeping for, 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 lives¹².

What is the local picture in Norwich?

Getting people into appropriate accommodation quickly is important. Work with our partners in substance misuse and mental health services to increase engagement with rough.

¹² [Rough sleepers and complex needs | Crisis UK](#)

Priorities over the next 5 years (As set out above)	What do we know and what can we do about it	How will we know if it is working	How will we measure success
	<p>driving the scale up of high-fidelity Housing led projects as a solution for people who are facing multiple disadvantages.</p> <p>Continue to work in partnership with housing providers including Flagship housing, Broadland Housing and St Martins Housing Trust to provide 1 bed properties in the City</p>	<p>sustain a long-term accommodation.</p> <p>Support workers linked to the projects provide intensive flexible support through smaller manageable caseloads.</p> <p>Provide independent and secure housing to people holding their own tenancy.</p> <p>Support links with relevant services across sectors to meet the full range of user needs.</p> <p>Continue to monitor the progress of all the housing led properties via a multi- agency approach with regular monthly meetings.</p>	<ul style="list-style-type: none"> • Improved staff morale. • Cost savings • Reduction of public services • Reduction in number of people sleeping rough who had previously moved into long-term accommodation. • Reduction in presentations of chronic health conitions. • Tailored outcomes to ensure individuals are provided.

Key area 4 – Systems

Look at blockages in the system and how we connect the system to the offer?

Why is this a priority?

Many people who experience rough sleeping struggle to access the support services they need. For example, if someone has both a mental health and drug or alcohol problem, they can often be refused help by both mental health and substance abuse services until they have addressed either issue. There is a need to support systems change to impact on the wide range of people and services which might play a role in supporting people facing multiple disadvantage or preventing people from becoming multiply disadvantaged in the first place.

What is the local picture in Norwich?

Norwich City Council has levered in considerable funding (both national and local) into the city to help reduce and prevent rough sleeping. There is strong backing from Council leaders to our approach including additional financial support to our work. Norwich City Council is leading on the Norfolk Strategic Housing Partnership which was formed as a result of the “Everyone in” approach to helping everyone off the street.

Business as usual

Norwich City Council fund the Pathways Norwich service that is managed by a consortium of local and national charities.

Projects

Priorities over the next 5 years (As set out above)	What do we know and what can we do about it	How will we know if it is working	How will we measure success
<p>Develop an Encampment policy to effectively manage encampments in the city</p> <p>Work more closely with hostels to reduce hostel silt up.</p>	<p>Norwich has seen an increase in small encampments in the city following the COVID pandemic and as a result an increase in vacant shop doorways.</p> <p>Need to create a process involving all partners to encampments to understand the complexities of rough sleeping and what powers each representative in the group can and cannot do, to ensure there is a consistent and rapid response to dealing with tents and encampments.</p> <p>There is a heavy reliance on moving people through the hostel system onto the Norwich city Council housing register.</p> <p>Increased demand on 1 bed properties has seen a significant reduction in the stock and allocation of properties has seen an increase in the time taken to move people into tenancies, resulting in hostel silt up.</p> <p>Hostels are also experiencing an increase in the number of people referred that are 'new to homelessness and rough sleeping' this is a result of the fall out following the Covid 19 pandemic and associated impacts.</p> <p>Hostels are also working with people whose needs are much higher or more challenging than usual due to the pressures</p>	<p>Provide a united multi-agency response to increase understanding and empathy and to break down the stigma homeless people face and help them get the support they need to live independent, fulfilled lives, breaking the cycle of homelessness.</p> <p>To ensure that the circumstances of each person sleeping on the street is we recognised as unique and that the support we offer to them is tailored to their individual circumstance.</p> <p>Anti-social behaviour and health and safety issues related to encampments are managed effectively.</p> <p>Safeguarding concerns and matters of urgency relating to environmental issues and criminal behaviour are addressed.</p> <p>Introduce more robust ways of working and communication between the Resettlement teams, hostel providers and Norwich City Council Home Options Teams.</p> <p>Need to refresh our approach around referrals into the hostel system through a revision of the selection process and to divert people away from supported housing that do not meet the criteria.</p> <p>Create a post that will target those individuals that are bed blocking whom are ineligible for the housing register but deemed ready for Move on with no support needs.</p> <p>Explore the recovery of rent arrears and debts as a result of fixed term incomes whilst in receipt of housing benefit.</p>	<p>Reduction in time that people spend without appropriate shelter through appropriate dispersal.</p> <p>Improved communication between police, homeless services and NCC to manage expectations of the community and local businesses and reduce complaints and media enquiries.</p> <p>Reduction in ASB linked to encampment.</p> <p>Reduction of referrals from others services saturating the hostel system.</p> <p>Decrease in numbers of those on Bronze band due to no 2 year local connection.</p> <p>More support though Move on into private rental utilising the Homeless ness prevention fund.</p> <p>Create an</p>

Priorities over the next 5 years (As set out above)	What do we know and what can we do about it	How will we know if it is working	How will we measure success
			<p>street' accommodation within 3 days.</p> <p>60% of someone rough sleeping reconnected within 10 days.</p> <p>70% of rough sleepers seen sleeping out for less than 31 nights in a 3-month period.</p>



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