

## REPORT TO PEOPLE SCRUTINY COMMITTEE

Date of Meeting: 1<sup>st</sup> November 2018

Report of: DIRECTOR

Title: Rough Sleeping Initiative 2018-2020

Is this a Key Decision?

No

Is this an Executive or Council Function?

People Scrutiny Committee

### 1. What is the report about?

To provide members with an update on progress with the Exeter City Council Rough Sleeping Initiative (RSI) including the bidding process, income received and project work streams and timescales.

### 2. Recommendations:

The Committee note the contents of the Rough Sleeping Initiative report and the actions that will be used to inform future service delivery.

### 3. Reasons for the recommendation:

This report highlights the progress to date on all projects to be delivered under the Rough Sleeping Initiatives programme including how rough sleeping in the city is to be reduced.

### 4. What are the resource implications including non financial resources.

This report has no resource implications

### 5. Section 151 Officer Comments:

The additional funding is noted and will be added to the budget via a supplementary budget request. The work is fully funded by ringfenced grant and there is no requirement for additional financial resources.

### 6. What are the legal aspects?

There are no legal issues of concern arising.

### 7. Monitoring Officer's comments:

There are no issues of governance to report.

### 8. Report details:

## Rough Sleeping Initiatives

On the 30th March 2018, the Ministry of Housing, Communities and Local Government (MHCLG) set out a bold cross-government plan of action to significantly reduce the number of people sleeping rough in England. A £30 million fund was also announced for 2018 to 2019 with further funding agreed for 2019 to 2020 targeted at local authorities with high numbers of people sleeping rough was also released. The main criteria for accessing the

fund was for those areas with Rough Sleeping figures 20 or above as of the 2017 autumn returns to the then DCLG. Due to having an estimate of 35 Rough Sleepers the previous autumn, Exeter City Council were one of the 83 Local Authorities in England who were able to bid for funds through Round 1 of RSI funding.

### **Exeter's RSI Bid**

On the 6<sup>th</sup> April 2018 partners were invited to a meeting to discuss gaps in services and opportunities to include as part of a bid to MHCLG. Some of the main areas of need identified during the meeting included:-

- Shared accommodation for chaotic female rough sleepers
- Housing First Pilot
- Dual diagnosis accommodation
- Accommodation on release from prison
- Move on accommodation from Gabriel House
- Rapid access into treatment services
- Rapid access into Adult Social Care
- Meaningful occupation
- Basic Mental Health Interventions
- Psychological clinics

The meeting scoped out what was needed and achievable and ultimately what could be included in a bid to MHCLG.

A further meeting was arranged on the 24<sup>th</sup> April with partners and the MHCLG to continue the discussion and firm up proposals. Exeter's bid to the MHCLG was submitted on the 18<sup>th</sup> May 2018.

Exeter's RSI Bid comprised of eight work stream proposals as follows:-

#### **1) Night shelter / Safesleep**

Set up pop-up emergency winter shelter to house up to 20 people per night over a 6-month period. To be delivered through either a modular build on Council land or to bring an empty building back into use (sites identified but dependant on sign-off by ECC members and subject to planning permissions). Set up with double-cover overnight staffing to be complimented by full-time housing options worker undertaking assessments and referrals and linkage to relevant support agencies for health and welfare interventions.

#### **2) Expanding Housing Led to Housing First**

To expand the current STAR project (individual self-contained units of accommodation with contracted support) which is a housing-led intervention informed by the Housing First model. The project would be expanded with an additional 5 units of accommodation from ECC housing stock. This also incorporates costs for floating support and tenancy sustainment support for the hostel resettlement initiative (see below)

#### **3) Shared Housing (Leases)**

Set up costs and tenancy sustainment support for women's only project and HMP Exeter Resettlement Project - 5 units across two properties e.g. 3-bed and 2-bed. Provider to be supported to take direct lease on properties (unless alternative option to purchase). Ongoing future access and support through remodelled targeted support services.

**4) Resettlement from principal rough sleeper hostel**

Link worker for people accommodated at first stage homelessness hostel (Gabriel House), identifying and engaging with those who can move to Private Rented or alternative forms of accommodation and assisting them into tenancies and providing initial set-up support with referrals to community-based support services where appropriate. This service is separate to the Trailblazer funded Rapid Response service which is working to resettle households from Council operated temporary accommodation into PRS.

**5) Dedicated RSL tenancies**

Hostel / Housing Resettlement for clients with limited successful tenancy histories to be offered tenancies by Housing Associations / RSLs therefore freeing up frontline 1st stage hostel provision. Tenancies would have financial backing (e.g. rent in advance, personal budgets) and full support via additional floating support provision (included within the costs of intervention 2 as this assists with offering full-time employment options).

**6) Discretionary placements into ECC Temporary Accommodation**

To cover net loss from accommodating clients under a discretionary power i.e. utilising Council temporary accommodation when client / household not owed accommodation duty under HRA legislation.

**7) Mental Health Training**

Rolling out Homeless Link's Mental Health Toolkit to all frontline services including Housing Associations. To upskill and build capacity for navigating and accessing mental health services and also delivering key client engagement and relationship enhancing skillsets for workers. Training would be targeted at further building of knowledge and resourcefulness in the workforce in order to support current tenancy sustainment and also ensure individuals at future risk of rough sleeping are prevented by early identification and signposting to appropriate available mental health support services. Enhanced training for small cohort to include psychological coaching in managing needs and interventions in the community. To provide 3 psychological clinics each week to rough sleepers and those at risk of rough sleeping taking place at CoLab and Gabriel House. To provide clinical supervision to staff and to provide ongoing training for mental health champions across the homeless sector.

**8) Rough Sleeping Coordinator**

Rough Sleeping Coordinator is the glue ensuring that all projects are developing and producing results, completing reports to the MHCLG and overseeing the Rough Sleeping Strategy. The coordinator will work alongside the Partnership Lead and Complex Lives Coordinator to ensure we are delivering on our outcomes.

The total of the bid we submitted to MHCLG, for all eight of the above work streams, was £518,000.

On the 29<sup>th</sup> June 2018 we were informed by the MHCLG that we had been successful with our bid and had been awarded £481,600. All eight of our work streams had been supported and whilst there was a slight reduction in funding in one area we still received the 12<sup>th</sup> highest amount across the 83 Local Authority areas. It should be noted that the reduction of £36,400 equates to salary for one fixed term support worker to assist in supporting clients on the housing first and RSL tenancies. Our prospective bid was for 3 workers but MHCLG awarded for two workers which we agreed was still a viable and adequate resource. Therefore there is no requirement to identify funds to bridge the resultant funding gap.

## **Progress to date**

### **1) Night Shelter**

The Night Shelter is the most important part of our RSI project, if we are to reduce the numbers of people rough sleeping on our streets then this would have the most immediate impact.

#### **Finding a venue**

Work on the night shelter started back in March this year. After the disappointment of 2017 and not being able to secure a building it was important to start locating empty properties at the earliest opportunity. A scoping exercise was carried out in March to identify any empty buildings within a one mile radius of the City Centre. The main criteria for finding a suitable building was that it had to be in close proximity to the City Centre, large enough to accommodate 25 rough sleepers, minimal impact on the surrounding community and inexpensive. In total 16 properties were identified as meeting the criteria, 13 of the properties were managed by McArthur and Wilson, acting on behalf of Crown Estates and despite initial discussions it was evident early on that they wouldn't be keen on working with us. 2 Properties were managed by Stratton and Creber Commercial, whilst they were up for working with us they already had offers in on the properties. The last property identified was the former Indian Restaurant on the Acorn Car Park, owned by Greendale investments Limited, and the property that we would later go onto lease.

#### **The Venue**

##### **Spice Island**

On first inspection the property was in quite a dilapidated state as it hadn't been used for some time and the upstairs bedrooms had received significant damage from previous owners. In November, 2017 Exeter CID executed a Misuse of Drugs Act warrant on the property and found an extensive Cannabis factory along with hydroponic equipment. For the use as a Night Shelter, the property was a perfect match benefiting from having four bedrooms above the main restaurant and significant room downstairs, located central enough to the City Centre to ensure that people would use it. It also had a minimal impact on the surrounding community, with Good Shepherd Drive to the South of the property and apartments to the North of the property being the only real residential properties in the vicinity, Acorn Car Park to the West of the Property and Hotel Du Vin to the East of the property.

##### **Howell Road Car Park**

Howell Road Car Park was identified as a backup option, with the proposal to place a modular build with toilet block on the site. This was always Plan B and would only really be explored further if we were unsuccessful with the initial proposal.

#### **Planning and Member Consultation**

A pre planning meeting was held on the 5<sup>th</sup> June with Cllr's Edwards, Morse and Denham to discuss potential sites. Both venues were discussed and it was agreed that we would continue to pursue two sites, initially the Car Park in Leighton Terrace was earmarked for use as the backup site. A site meeting soon confirmed that Leighton Terrace would have too much of an impact on the surrounding community so we quickly identified other options with the preferred option being Howell Road Car Park.

Further meetings were held in early July with ward councillors for St James and St David's to advise them of the plans and our proposal. Planning for the Site on the former Spice Island restaurant was submitted on the 4<sup>th</sup> July with the application published on the 9<sup>th</sup> July.

Planning for the site at Howell Road Car Park was submitted on the 17<sup>th</sup> July and Published on the 23<sup>rd</sup> July 2018. Deadlines for Planning were on the 2<sup>nd</sup> August and 16<sup>th</sup> August 2018 respectively.

Planning was granted on both sites at the Planning Committee on the 3<sup>rd</sup> September 2018. In total we received two objections for the site on the former restaurant and none on the site at Howell Road Carpark.

### **Neighbour Consultation**

The following businesses were consulted on the 11<sup>th</sup> July:-

- Mercure Hotel
- Hotel Du Vin
- Cosy Club
- Whitton Liang (management company for Dean Clarke House)
- Burrington Estates
- Guinness Trust (Landlord for Good Shepherd Drive)
- Premier Inn

We also met with residents of Good Shepherd Drive at their Coffee morning on the 23<sup>rd</sup> July 2018. There was a good turnout at the meeting and whilst some of the residents were very much against the idea a number of residents could see what we were trying to achieve and supported our proposal. Their main concern was around their security and the gate to the scheme, which is situated along from Hotel Du Vin and across the road from the shelter. We have taken on board their concerns and liaised with both planning and Guinness Trust to ensure that a key lock can be situated in the gate – providing additional security. An additional meeting is to be held on the 23<sup>rd</sup> October with the service providers to discuss how the project will be run and answer any residents questions prior to the opening of the night shelter.

### **Procurement of Support Service**

The tender for the support service was advertised on contracts finder on the 12<sup>th</sup> July 2018. The tender was to find a provider who could:

*Leading on from last year's successful campaign we are looking for an experienced provider or providers to lead on this year's SafeSleep 2018-2019. SafeSleep will provide emergency accommodation for Rough Sleepers and people at risk of rough sleeping in Exeter.*

*You will:*

- *Need to provide an inclusive service that accommodates up to 26 rough sleepers each night.*
- *To manage ECCs Night Shelter and work closely with community and local businesses. Planning application has been submitted on two sites with a decision due in early September.*
- *To work with ECC, Outreach Services and Voluntary agencies to ensure that people move on to sustainable accommodation at the end and during SafeSleep.*

*Expressions of interest are invited from any suitably qualified and experienced provider/providers. Providers must have a previous experience of providing accommodation services for rough sleepers*

The closing date for the tender was on the 9<sup>th</sup> August 2018 and we received one tender submission. The submission was a joint bid between Julian House and BCHA, this was the first time the two organisations have actively worked together to co-produce a bid. Whilst on the one hand there is now a lack of direct competition in the city, the upside is there is a

real growing sense of a partnership forming between the voluntary sector and to have two of the most prominent services working together in the city can only be a positive.

### **Management Plan**

As part of the Planning decision we were required to write a management plan for the Shelter covering:

*The Management Scheme shall include the following: A) details of the management arrangements for the property, including procedures for dealing with (i) management problems, (ii) anti-social behaviour, (iii) noise and (iv) fires or other emergencies; and, B) the maximum number of bed spaces to be occupied at any one time. Occupation shall be managed in accordance with the approved scheme*

(See member's portal for copy of Management Plan)

### **Update as of 26<sup>th</sup> September 2018**

- Lease on the property to be signed with Greendale Investments Ltd. before 16<sup>th</sup> October 2018
- The Complex Lives Coordinator is taking the lead on the operation of the service and is working extremely hard to ensure that the project is set up and has everything in place before we open on the 1<sup>st</sup> November 2018
- Julian House and BCHA Open evening held on the 11<sup>th</sup> September 2018, over 40 people attended the event
- Interviews for SafeSleep staff inc Night Staff, Casework Coordinator and SafeSleep coordinator took place over the 25<sup>th</sup> and 26<sup>th</sup> September.
- 20 volunteers in process of recruitment
- Week commencing 8<sup>th</sup> October will see Training provided for all new staff and volunteers. Training to include Trauma Informed Care, Difficult Behaviour and Universal Credit Training.
- Mid October – fit out of the project
- Soup Kitchens are on board to serve food out of the shelter
- 1<sup>st</sup> November 2018 – project opens to occupants

## **2) Expanding Housing Led services into Housing First Project**

We have been monitoring the progress of Housing First, as an accommodation solution for people with complex lives, for several years now. It has grown rapidly over the last two years with the government recognising this in 2017 Autumn Budget and announcing £28 million investment in Housing First in 3 Pilot Areas – Liverpool, Manchester and West Midlands. The challenge for Exeter has always been in meeting the support costs especially as we have minimal influence at present on how current services are commissioned under Devon County Council's contribution to Homelessness Prevention Support (formally known as Supporting People). The RSI Fund presented the perfect opportunity to put this forward as part of the bid. Exeter Housing First Project (although small at only 5 units to begin with, increasing to 15 with Year 2 Funding) will be the first Housing First project in Devon and Cornwall fully following the 7 core principles set out by Homeless Link and [FEANTSA](#).

### **What is Housing First?**

Housing First is designed for people who need significant levels of support to enable them to break the cycle of homelessness. Among the groups who Housing First services can help are:

- People who are homeless with severe mental illnesses or mental health problems
- Homeless people with problematic drug and alcohol use,

- Offending histories
- Homeless people with poor physical health, limiting illness and disabilities.
- Housing First services have also proven effective with people who are experiencing long-term or repeated homelessness who, in addition to other support needs, often lack social supports i.e. help from friends or families and are not part of a community.

Housing First uses housing as a starting point rather than an end goal. Providing housing is what a Housing First Service does before it does anything else. The service is able to focus immediately on enabling someone to successfully live in their own home as part of a community.

Once someone is settled in their home, Housing First support teams also aim to support an individual to improving their health, well-being and social support networks of the homeless people it works with. This is very different to the homelessness services that try make homeless people with high support needs 'housing ready' before they are rehoused by placing conditions on them to address other needs they may not be ready to address. Some existing models of homelessness services require someone to show sobriety and engagement with treatment and to be trained in living independently before housing is provided for them.

Housing First is designed to ensure homeless people have a high degree of choice and control. Housing First Service users are actively encouraged to minimise harm from drugs and alcohol and to use treatment services: They are not required to do so. The current system requires homeless people to use treatment services and to abstain from drugs and alcohol, before they are allowed access to permanent housing and may exclude someone from re housing if they do not comply with treatment or do not show abstinence from drugs and alcohol.

Housing First is designed to provide open-ended support to long-term and recurrently homeless people who have high support needs, although this will be different for each individual. Unlike many homelessness services, Housing First provides long-term or permanent support to people with on-going needs; the service will need to be flexible to provide different levels of support depending on the level needed and to be able to react to dormant cases. <http://www.homeless.org.uk/facts/our-research/housing-first-in-england-evaluation-of-nine-services#sthash.z9ZugZ2V.dpuf>

There are seven core principles of Housing First:-

- People have a right to a home
- Flexible support is provided for as long as it is needed
- Housing and Support are separated
- Individuals have choice and control
- An active engagement approach is used
- The service is based on people's strengths, goals and aspirations
- A harm reduction approach is used

### **Procurement of Support Service**

The tender for the support service was advertised on contracts finder on the 23<sup>rd</sup> July 2018. The tender was to find a provider who could:-

*Provide an **inclusive** and flexible service that is innovative and works to meet our vision as documented in **Appendix B Developing a Housing First Model in Exeter**. Provide a Trauma Informed Support Service to 5 Housing First tenants in Year One plus transitional support for 10 clients moving on through the Hostel Move-on Scheme. (Subject to funding)*



*Year two would add an additional 10 tenants under Housing First plus a further 10 clients through the Hostel Move-on Scheme, meaning up to 35 tenants would be eligible for support depending on ongoing need.*

The closing date was on the 20<sup>th</sup> August 2018, once again we received one tender submission which was a joint submission between BCHA and Julian House.

#### **Update as of 26<sup>th</sup> September 2018**

- Support service procured
- Closing date for jobs is on the 28<sup>th</sup> September 2018 with shortlisting and interviews week commencing 8<sup>th</sup> October 2018.
- Working with Outreach services, 3 people have already been identified and discussions have taken place about Housing First as an opportunity for them.
- Hope that the first Housing First tenants will be in accommodation before December.

### **3) Shared Housing Projects**

#### **Prison Release Project and Female Only Project**

In the summer of 2017 we held a number of workshops to look at unmet need across the city. A specific women only project, housing first and prison release project were identified as the most needed in the city.

#### **Women's Only Project**

Since the change of remit at the Esther Community in 2014 to a young person's service Exeter has not had a supported women's only project. During this time we have seen an increase in females rough sleeping in the city and those who are being assisted in our temporary accommodation and being accommodated at Gabriel House. The RSI fund has given us an opportunity to bring on line a crucial resource that has been much needed for the past 4 years.

#### **Prison Release Project**

The last 4 years has seen major changes to the way support for ex-offenders is delivered. A 2013 White Paper, "*Transforming Rehabilitation: A Strategy for Reform*" set out the government's intention to outsource the supervision and rehabilitation of low and medium risk of serious harm offenders to Community Rehabilitation Companies to be established by the private and charitable sector. The intention was that their work would replace that done by existing Probation Trusts in England and Wales; and that in addition CRCs would have responsibility for the supervision of the rehabilitation of offenders serving short-term prison sentences. A separate public-sector National Probation Service was to be established to manage the supervision and rehabilitation of medium and high risk of serious harm offenders. Legislation was passed in the form of the [Offender Rehabilitation Act 2014](#) to enable changes to the statutory basis for offender supervision to support the proposed reforms. Community Rehabilitation Company (CRC) is the term given to private-sector supplier of Probation and Prison-based rehabilitate services for offenders in England and Wales.

Over the past year we have been working very closely with Working Links (Community Rehabilitation Company), National Probation Service (NPS) and Office of the Police Crime Commissioner (OPCC) and other District LA's to improve relationships but also to improve the way in which services are provided to ex-offenders. Since the introduction of CRC we



had seen a steady increase in ex-offenders leaving prison without accommodation and rough sleeping on the streets of Exeter and other cities. This was a particular problem for HMP Exeter so part of our previous Rough Sleeping Grant was to request funding for a Prison Resettlement Worker as part of the bid. This role was pivotal in reducing rough sleeping on release and works with any prisoner who would likely have no accommodation when they left prison. The biggest challenge that we have experienced was accessing accommodation for those clients who were 'constantly in and out of prison' and didn't meet the threshold for accommodating by local authorities 'often deemed non-priority'. Supported accommodation is often full and not always the best solution for someone leaving prison and no longer using substances. Because of this we were keen to include a Prison Release Property as one of the projects on our RSI bid.

#### **Update as of 26<sup>th</sup> September 2018**

- Julian House was selected as the preferred provider bringing on the two properties
- Women's project is on line and full – all three occupants have a recent history of rough sleeping
- Project worker is in post and delivering support
- Linking the project with the Women's Resilience Project at the CoLab
- Prison Resettlement Project proving to be more difficult to bring on line, important to ensure that the property is situated in the right place. Numerous viewings held in September but unfortunately yet to find suitable property.

#### **4) Resettlement from Gabriel House hostel**

The role will focus on identifying and engaging with individuals and couples who can move to alternative forms of accommodation (including private rented). The resettlement worker will be expected to refer, enable and assist individuals into move-on tenancies and provide initial set-up support plus ensure referral and connections have been made to community-based support services and networks in order to enable and maximise tenancy sustainability.

The resettlement worker will work closely with Housing Needs Caseworkers to ensure that there is a joined up process in the resettlement of clients moving on from the projects. All vacancies freed up from someone moving on from one of the projects **must** go to a client who is currently rough sleeping in the city or in some circumstances at immediate risk of doing so. Clients moving on from projects must be tenancy ready and be able to show that they can budget appropriately and be willing to engage with supporting services where appropriate.

#### **Update as of 26<sup>th</sup> September 2018**

- Bournemouth Churches Housing Association (BCHA) were selected as the preferred provider to lead on the hostel resettlement worker
- Hostel Resettlement Worker is now in post
- 15 clients have been identified as being ready for move-on and work is now commencing in bringing together a Move-on Plan for each of the clients.

#### **5) Dedicated RSL Tenancies**

We are looking to work with Registered Social Landlords to accept 10 clients who are ready for independent living and moving on from Hostels in the city. Referrals to come from The Haven, Gabriel House and BCHA Move-on Projects. Any spaces that are freed up from

clients moving through this project must go to someone who is currently rough sleeping in Exeter.

### **Individual Budgets**

£10,000 will be available with a maximum of £1,000 per client. This funding is available to help with the purchase of furniture, white goods, and other items needed to occupy unfurnished premises. Funding can also be used to fund meaningful activities for example Education courses, training opportunities, gym membership.

### **Rent in Advance**

Council to provide guarantee for rent for first two months of tenancy up to value of £1,000 if Housing Benefit isn't in payment.

### **Potential Claims on Property in event of eviction**

If there are problems with the tenancy within the first 12 months and ECC are not able to assist with preventing homelessness or assisting to address the problems and the provider has to take further action against the tenancy, then the provider can make claim of up to £1,000 to cover, loss of rent, Court Costs, damage, repairs.

### **Support**

All clients moving on through the Hostel Move on Scheme will be provided with up to 3 Hours support per week per person, the support will be provided by BCHA as part of the Housing First Project.

### **Update as of 26<sup>th</sup> September 2018**

- Support service has been tendered with BCHA and Julian House submitting the successful bid
- Currently out to advert, with the closing date for jobs on the 28<sup>th</sup> September 2018 with shortlisting and interviews week commencing 1<sup>st</sup> October 2018.
- RSLs will be contacted when the RSI Coordinator is in post towards the end of October

## **6) Discretionary placements into emergency accommodation**

At Exeter we have always gone the extra mile to help those in need and take pride in helping 'the many and not the few'. Unlike a lot of LA's, if someone is verified as being homeless and not in priority need then if we have a vacancy in our temporary accommodation and there is a move on plan in place for that individual, we will offer interim accommodation rather than see them on the street. Whilst this isn't always possible we often have a number of individuals in emergency accommodation who are either 'Intentionally Homeless' or 'non priority'. In contracted accommodation there is a net deficit between what we pay the owner and what we are able to claim back through housing benefit revenue. As part of the RSI bid we proposed to accommodate up to 10 people at any one time who are non-statutory homeless and rough sleeping or at risk of rough sleeping in Exeter. Part of our RSI bid was to cover the net deficit in what we are not able to claim through Housing Benefit.

### **Update as of 26<sup>th</sup> September 2018**

- Due to the implementation of the Homelessness Reduction Act all relevant accommodation paperwork has had to be updated.
- There was a slight delay in accommodating under the RSI initiative but this has now been resolved and we currently have 8 people in under a power who would otherwise have been rough sleeping or at risk of rough sleeping.

## 7) **Mental Health Training**

### **Current Problems**

There are a number of challenges that the homelessness sector faces on account of limitations of the current supply and set up of clinical mental health services. Some of the current challenges include:-

- Level of complexity that clients present with is far greater than previously experienced
- Limited preventative and early intervention services working with clients who experience complex lives
- Increased knowledge of Trauma and the effects this has going forward on client lives
- Clients find it extremely difficult to access mainstream services and are often discharged due to lack of engagement or substance-related diagnoses
- There is a prevailing expectation for clients to both fit with and navigate into established statutory access and assessment pathways
- Lack of clinical supervision opportunities for frontline services
- Lack of support for providers who find it increasingly more difficult to work with clients who present with Personality Disorders, dual diagnoses etc
- Lack of time and resource to produce evidence base for potential system change.
- Lack of clear pathways for clients with complex lives

### **Our Vision**

Over the next 18 months we would like to fully evaluate what is needed moving forward to better assist in meeting the mental health needs of rough sleepers and people residing in emergency and first stage housing and hostels in the city. We plan to do this in five main ways.

### **Provide training to frontline staff in using Homeless Link's Mental Health Toolkit and Brief Interventions**

In Year one we plan to provide training to frontline services including working with our Tenants Services Team and RSL'S who oversee a combined total of 7,500 properties. The training will be to deliver a mental health awareness course using the Homeless Link Wellbeing toolkit. All frontline services will be trained to understand the Toolkit and to be equipped to put the toolkit into practice.

### **Training Programme**

- What is Mental illness? A brief look at models and perspectives
- Overview of the major mental health problems and issues of dual diagnosis affecting young people and adults - signs and symptoms
- Services and treatments available
- Who to contact and work with
- How services are configured and funded
- Referral routes and criteria
- Building relationships with local services
- What can staff do to help service users in distress
- How staff and services can contribute to positive mental health, including the Psychologically Informed Environment
- Overview of the main features of mental health law and up and coming reform

### **Psychological Therapy Clinics**

We will provide a series of therapeutic clinics working with Drs Adam Morgan or Dr Ståle Rygh. Clinics will be held 3 times per week over a 30 week period. These clinics will be provided out of Gabriel House (Homeless Hostel) and two clinics at Clock Tower Surgery (CoLab). The clinics will be inclusive and work where clients use services and meet their needs.

Each clinic will offer three (60 min) slots for individual psychological therapy, i.e. three clients can be seen per clinic. These sessions will offer a formulation based and trauma informed approach to supporting and helping clients to better cope with and overcome mental health and other psychological issues they are facing. Formulation is a well-established process used by clinical, and other applied psychologists and involves developing a client specific, bio-psycho-social explanation of the issues the person is struggling with. For the homeless population a trauma informed approach is essential given the very high prevalence of life trauma experienced by this client group (the evidence around the significance of trauma in the aetiology of mental health and addiction issues is well established in research literature. See for example the many 'ACE' (adverse childhood events) studies).

This approach has already been successfully implemented at St Petrock's in recent years. It has proved essential to take the service to the clients. Despite the chaos of many such clients' lives, having the service co-located with other essential services has meant that it has been possible to engage such clients successfully in psychological therapy.

### **Clinical Supervision**

We will provide consistent clinical group supervision across the sector with three 4 weekly clinical supervision sessions with Staff at Gabriel House; the ICE team and their partners and another to be confirmed.

As mentioned above complex trauma is a common precursor to serious mental health difficulties and addictions (and typically refers to repeated abuse in childhood). Often people with this history present with an ongoing vulnerability to further abuse in relationships and often experience domestic (or other) abuse as adults (as well as a host of other poor 'outcomes'). Working with such people is therefore both highly demanding and potentially stressful, and workers can be prone to vicarious trauma and burnout. (It is important to add here that the work can also be highly rewarding!)

Clinical supervision is therefore an essential tool to support front line staff in working with such a challenging client group. It is designed to help both with improving the quality of the help that is offered, as well as to protect staff against burn out.

Clinical supervision aims to do this by offering the opportunity to stand back and think through specific clients or situations in a safe and unpressured environment. It also offers the chance to share the burden of the work and draw on the experience and expertise of peers and others. Front line work is often busy with limited opportunities to take stock in this way.

These supervision sessions will also help support staff to develop and use clinical formulations in their work with clients. These sessions will also support the mental health champions (see below) to apply the knowledge and skills learned via training.

### **Homelessness Mental Health Champions**

We will look to create Mental Health Champions across the main Homelessness Services including Assertive Homelessness Outreach Service; Gabriel House; St Petrocks; Housing Options Service; ICE team and their partners.

### **Ongoing Training for Mental Health Champions**

We will provide ongoing training and peer group supervision for our Homelessness Mental Health Champions, training them in brief interventions and Cognitive Behavioural Therapy (CBT). Training will include low-level talking therapies based on both cognitive behavioural therapy and dialectic interventions (teaching coping methods and self- de-escalation and calming techniques) and introductory counselling skills (active listening and feedback, self-ownership and self-empowerment). Implementation of this knowledge and newly acquired skills will enable staff to support service users and therefore extend and enhance current mental health support to the client group.

This training will aim to do two things. Firstly, to offer a good basic grounding in the theory and application of CBT and allied therapies, and secondly training in integrating a trauma informed approach to this work given the population being worked with. Again the on-going application of this training will be supported via the monthly clinical supervision sessions. We will also introduce people to Compassion Focused Therapy, which builds on the core tenets of CBT. CFT was developed in response to clients with severe mental health problems who didn't benefit from CBT and other conventional therapy models. CFT help clients work through common obstacles to therapeutic progress, including excessive self-blame, shame and self-criticism, and focus on developing compassionate qualities to negotiate past and current difficulties more effectively. CFT was originally developed for people who presented with emotionally unstable personality presentations, but now has an increasing evidence base for the treatment of Depression, Anxiety, Eating Disorders and PTSD.

We will incorporate self-compassion training to enable staff to acknowledge the emotional impact of their work and develop self-compassion strategies and practices to look after their own wellbeing and develop psychological resilience.

By upskilling and supporting frontline staff we hope to be able to better support clients providing brief interventions, promoting wellbeing and provide CBT informed intervention.

### **Update as of 26<sup>th</sup> September 2018**

- Psychology Clinics are now up and running
- Dr Adam Morgan is leading on the weekly Clinic at Gabriel House and has been providing this since the start of August
- Dr Stale Rygh is leading on the twice weekly clinic at the CoLab and this has been delivered since the start of September.
- Adam has also introduced a weekly Breakfast Club at the CoLab with the Community Mental Health Team attached to the ClockTower Surgery, this has been well received by the residents at Gabriel house.
- Dates have been booked for the Homeless Link Training and invites sent out
- Reflective Practice for staff at Gabriel house and CoLab has now taken place and this will continue to be delivered every 4 weeks.
- Stale and Adam will shortly be preparing additional training for our Mental Health Champions

### **8) Rough Sleeping Coordinator**

One thing that we have learnt from previous bids was the need to factor in a coordinator as part of our bid. Our RSI bid is very ambitious and there is a lot to achieve in a short space of time and therefore the Coordinator is key to Exeter delivering positive outcomes and meeting

the MHCLG targets. Working alongside the Housing Needs Partnership Lead and the Complex Lives Coordinator, the Rough Sleeping Coordinator is key to overseeing a number of the work-streams completing the monthly returns to the MHCLG and to co-produce, with rough sleepers and people with a lived experience, a [Rough Sleeping Strategy](#) for Exeter.

#### **Update as of 26<sup>th</sup> September 2018**

- We are pleased to confirm that Chris Keppie is joining us and will be taking up the role of the Rough Sleeping Coordinator for Exeter. Chris is a highly experienced housing professional and is currently working in a Homelessness Coordinator role. He has strong research skills and is used to commissioning services and overseeing the delivery of the DCLG Social Impact Bond in Gloucestershire. Chris will be joining us towards the end of October.

### **Year Two Funding**

On the 4<sup>th</sup> September 2018, it was announced by the MHCLG that Exeter had been awarded a provisional allocation of £444,260 for the 2019-20 period. The grant is ring-fenced and is provisional and to be confirmed in February 2019 subject to:

- a. Exeter achieving a RAG rating of green or amber/green from MHCLG. This RAG rating will be based on:
  - i. Delivery of all the RSI funded interventions for 2018-19 funding that were agreed with you (as set out in your proposal form) fully and on time. If your agreed interventions were not delivered fully and/or on time then MHCLG reserve the right not to pay the provisional allocation for 2019-20 or to only pay this partially.
  - ii. The approval of your RSI adviser that the purpose of the original proposals is being met. This assessment will take account of local environment and mitigating circumstances.
  - iii. The approval of your RSI adviser that you are demonstrating sufficient leadership and positive behaviours on the RSI agenda i.e. are senior leaders engaged in their plans to reduce rough sleeping, local authorities are responsive to MHCLG requests.
- b. A rough sleeping strategy being in place and agreed with your RSI Adviser.

If your 2018 rough sleeping snapshot figure does not reduce against your 2017 snapshot figure:

- a. MHCLG would reserve the right to work with you to revise and refocus your proposed interventions for 2019-20 where appropriate.

#### **Projects that could be funded in Year 2**

Our Year 2 bid had proposed funding of £547,340 and whilst the majority of our work streams received backing the overall award of £444,260 was less than the requested amount.

The night shelter and dedicated RSL tenancies received reduced funding of £26,000 and £32,000 respectively. The funding gap of £26k equates to MHCLG not agreeing to repeat fund a dedicated housing caseworker at the night shelter on the basis that capacity should be provided by the housing advice caseworker team. This is acceptable given that subject to current recruitment the housing advice caseworker team will be at full capacity going into 2019. The £32k reduction represents MHCLG maintaining this year's funding for the

housing-related support to clients in RSL tenancies. ECC bid for an extra worker in order to keep caseloads low. However the scheme is still tenable with the 2 full time support workers that MHCLG have agreed to continue to fund.

The Hostel Resettlement Worker and associated client budget fund (£45k total bid) was the only project not to receive funding as the MHCLG felt this was duplicated in another work stream. Under this year's RSI work stream the Housing Needs team is working closely to support BCHA with positive client move-on from Gabriel House. It is anticipated that this improved partnership working will build stronger resettlement practices which will incorporate the work of this year's dedicated Hostel Resettlement post.

None of these differences between the bid amounts and the actual awards are considered critical to the overall viability of year 2 service delivery and the Council is not expected to bridge the funding gaps. However, notwithstanding this it should be noted that a proportion of the £61,800 funding for the provision of temporary accommodation for clients under discretionary powers could potentially be utilised as contingency to assist with the above funding gaps if necessary and subject to MHCLG approval.

<b>Intervention Proposed</b>	<b>Description of Intervention</b>	<b>Our proposed funding</b>	<b>MHCLG provisional funding</b>
Expanding Housing Led Services	To further expand the current STAR project into Housing First Pilot. The project is expanded by an additional 10 units of accommodation	£64,000	£64,000
Other	Set up Night Shelter to house up to 20 people per night over a 6 month period	£139,000	£113,000
Expanding Housing First or housing led services	Continued support for Women only project and Prison Resettlement Project	£64,000	£64,000
Increased Move-on Support for clients in Supported/Temp	Link worker and individual budget fund to support move on from Gabriel House	£45,000	£0
Rough sleeper coordinator	Project management role	£45,000	£45,000
Identify and funding temporary accommodation	To cover on-going net loss from accommodating clients under a discretionary power	£61,800	£61,800
Increased Move-on Support for clients in Supported/Temp	Dedicated RSL Tenancies with support	£98,000	£66,000
Fund or facilitate additional specialist partnership support	To provide 3 weekly bespoke psychological clinics for rough sleepers , clinical supervision and ongoing training for MH champions	£30,460	£30,460



**9. How does the decision contribute to the Council's Corporate Plan?**

Rough Sleeping Strategy contributes towards the Corporate plan by meeting the following objectives:-

- Promoting active and healthy lifestyles
- Building great neighbourhoods
- Providing value-for-money services through partnership working

**10. What risks are there and how can they be reduced?**

The biggest risk is that Rough Sleeping in the city continues to increase despite all the interventions through the RSI bid. People decide not to use the night shelter and continue to sleep on the streets and / or there is significant influx of people rough sleeping in the city due to unforeseen circumstances. This can be reduced by working together as a partnership and ensuring that the resources are efficiently deployed. The bid was co-produced with partners and we were only permitted to include projects which would improve services and meet the current gaps in accommodation services.

**11. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?**

Our RSI project main aim is to reduce Rough Sleeping in the City ensuring that everyone has a safe and secure place that they can call home.

**12. Are there any other options?**

No

**Bindu Arjoon, Director**

Local Government (Access to Information) Act 1972 (as amended)  
Background papers used in compiling this report:-

Contact for enquires:  
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