NO SECOND NIGHT OUT ACROSS ENGLAND

FEBRUARY 2014
Acknowledgements

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Homeless Link greatly appreciates the participation of the local authorities and service providers in the ‘NSNO in your area’ survey which has informed this report. The service providers also contributed the demographic and statistical information in this report, as well as the individual and service case studies.
INTRODUCTION

The longer someone sleeps rough, the greater the risk that they will become trapped on the streets and vulnerable to becoming a victim of crime, developing drug or alcohol problems, or experiencing problems with their physical or mental health.

In response to this, the concept of No Second Night Out (NSNO) was developed. The idea behind NSNO is to ensure rough sleepers are helped off the streets as quickly as possible, that nobody lives on the streets, and that once helped, people do not return to the streets.

Following the publication of the first report from the Government’s ministerial working group to tackle homelessness in July 2011 (Vision to End Rough Sleeping: No Second Night Out nationwide), local authorities across the country pledged to adopt the NSNO principles.

This report provides a snapshot of the development and roll-out of services based on the principles of NSNO across England. Although most local authorities have signed up to the principles of NSNO, not every area has developed a specific new service response. This report concentrates on a sample of 20 areas of the country with higher levels of rough sleeping as measured by the annual rough sleeper counts and estimates. Between them, these 20 areas represent 38% of the rough sleeping outside London.

The 20 areas covered by the research represent a total of 69 local authorities, from across the country and covering major cities, smaller towns and rural areas. In each case, local authorities and local charities have come together to develop new services, or re-shape or expand existing services, in order to meet the principles of NSNO. These services have been developed with funding from DCLG through the Homelessness Transition Fund (HTF) administered by Homeless Link, single homelessness funding to local authority groupings and from the resources of local authorities and local charities.

You can find a map of the area covered by the report on page 7.

This report draws on analysis of monitoring data from the HTF and follow up surveys with charities and local authorities.
NO SECOND NIGHT OUT ACROSS ENGLAND

EXECUTIVE SUMMARY

DATA ANALYSIS

Service providers in the 20 areas told us that they worked with 2,546 rough sleepers over a six month period.

In total, 67% of rough sleepers worked with were taken off the streets after the first night that they were found to be sleeping rough, and the majority of these rough sleepers (78% of this group) did not return to the streets once helped.

Compared to the rough sleeping data from London recorded on CHAIN, the client profile outside London was more likely to be female, younger and from the UK, although the data in this report includes those at risk of rough sleeping as well as those actually sleeping rough.

- In total, 17% were women
- 20% of clients were aged 16-25
- The proportion of UK nationals was reported as 75%, with 20% of clients being from other European Economic Area (EEA) countries and 5% from outside Europe.

SURVEY

In order to find out how NSNO is working in different parts of the country, both from a commissioning and a service delivery perspective, we surveyed local authorities and service provider agencies delivering services within those 20 areas, to ask about their experiences of setting up and delivering NSNO services.

The most important outcomes of NSNO, according to respondents, were improved services for rough sleepers (cited by 67% of respondents as the ‘biggest success’), followed by strengthened or improved partnership working between local authorities and voluntary sector providers (with an average of seven agencies in each local partnership).

Most NSNO services, as we would expect, are open to people who have spent at least one night on the streets (i.e. are new to the streets). Fewer services cater for long-term entrenched rough sleepers. Concern about entrenched rough sleepers is a theme that emerged across the survey, as respondents noted that while NSNO services are particularly helpful for those new to the streets, they have shone a light on those that remain on the streets, and on the challenges of providing services for long-term rough sleepers.

The biggest challenge in implementing NSNO services was getting buy-in and agreement from all partners (with 38% of respondents citing this as the single greatest challenge). This included agreeing shared working practices and principles to work to. The second biggest challenge was finding sufficient resources to provide the services, including staffing, physical and financial resources.

The survey shows that there is a high level of support for the principles of NSNO, with 90% of respondents reporting a strong commitment to NSNO in their area. And in 95% of areas there is agreement with the efficiency and effectiveness of the NSNO approach. The main reason for this was due to the versatility of the NSNO principles, and the ability to adapt it to meet local need whilst remaining based on shared principles and objectives.
CONCLUSIONS

NSNO services clearly work. In London, 86% of rough sleepers helped by NSNO services in 2012/13 did not sleep rough again. This report shows this success rate is broadly reflected outside London (78% of those helped did not return to the streets). Local authorities and local charities across the country are developing more services to provide this support to rough sleepers.

This report has shown that the NSNO services developed outside London have also succeeded in getting thousands of rough sleepers off the streets and into accommodation, and that few of them return to the streets once helped.

The profile of rough sleepers outside London appears to differ from that in London, and consequently NSNO services have adapted to meet local needs.

Getting partners from local authorities, the wider public sector and the voluntary sector to work together has been the biggest challenge in developing NSNO services, but this work leads to better services for rough sleepers.

The is a strong commitment amongst local authorities and service providers (90%) to the future of NSNO.

The most significant source of funding for NSNO services outside London has been the HTF; while 91% of respondents cited HTF as a source of funding for NSNO in their area, less than half of the areas included other sources of funding. As all HTF funds end by March 2015, there will be a real challenge for local authorities and service providers in sustaining the effectiveness of the NSNO services developed in the last two years.
INTRODUCTION

The last three years have seen the introduction of the NSNO service in London, followed by rapid adoption of the principles of NSNO outside London, often funded by grants from the HTF, a £20 million fund provided by DCLG and administered by Homeless Link. Other sources of funding to support NSNO have been provided by DCLG through local authorities, and local authority groupings.

Following a successful pilot scheme in London, the NSNO principles were adopted by government in their Vision to End Rough Sleeping: No Second Night Out nationwide policy document, published in July 2011.

This report covers the national context, the funding of NSNO schemes via the HTF, the launch of StreetLink, and a qualitative and quantitative survey of 20 areas outside London, to provide a snapshot of how NSNO is being delivered locally.

NSNO works. In London, 86% of rough sleepers helped by NSNO services do not sleep rough again. Local authorities and local charities across the country are developing services to provide this support to rough sleepers everywhere. This report aims to look at just some of the different ways in which local areas have adopted the NSNO principles and implemented ways to deliver these that meet their local requirements.

As there is a comprehensive source of data about rough sleeping in London provided by the CHAIN database, and the Greater London Authority (GLA) has commissioned evaluations of the NSNO service they commission in London, this report does not examine the London context except by occasional reference.

THE NSNO PRINCIPLES

- New rough sleepers should be identified and helped off the streets immediately so that they do not fall into a dangerous rough sleeping lifestyle.
- Members of the public should be able to play an active role by reporting and referring people sleeping rough.
- Rough sleepers should be helped to access a place of safety where their needs can be quickly assessed and they can receive advice on their options.
- Rough sleepers should be able to access emergency accommodation and other services, such as healthcare, if needed.
- If people have come from another area or country and find themselves sleeping rough, the aim should be to reconnect them back to their local community unless there is a good reason why they cannot return. There, they will be able to access housing and recovery services, and have support from family and friends.
NO SECOND NIGHT OUT ACROSS ENGLAND

ADOPTION & ROLL-OUT

SARAH

Sarah, 24, was referred to the Rough Sleepers Team as she had started to sleep rough after her relationship with her mother broke down.

Sarah was engaging with the YMCA to find accommodation. She was assessed and housed on the same day by the NSNO worker, after she had been found rough sleeping on the early morning shift.

Sarah started to volunteer at a mental health project and appeared keen and motivated to secure accommodation as quickly as possible. She kept all her appointments with the NSNO worker and with the YMCA; and within 14 days she had secured herself a flat. The NSNO worker supported her with her housing benefit claim and linked her into the housing benefit discretionary fund.

150+ GRANTS HAVE BEEN MADE FROM THE HOMELESSNESS TRANSITION FUND SO FAR

NATIONAL CONTEXT

The report highlights the development and roll-out of services based on the principles of NSNO across England in the last two years. Although almost every local authority has signed up to the principles of NSNO, not every area has developed a specific new service response.

The map on page 10 shows the development of NSNO service provision across the country. Homeless Link supports local authorities and service providers to both commission and deliver services that meet the NSNO principles, for example through its good practice guidance ‘Adopting the No Second Night Out Standard’.

In December 2013, with support from DCLG, Homeless Link and Broadway launched StreetLink®, an England-wide website and 24/7 phone line which enable members of the public to report rough sleepers so that they can be connected to local services. Public involvement is one of the cornerstones principles of NSNO. Further information about StreetLink is provided in Appendix C.

DEVELOPMENT OF NSNO OUTSIDE LONDON

Following the publication of the first report from the ministerial working group to tackle homelessness in July 2011 (Vision to End Rough Sleeping: No Second Night Out nationwide), many local authorities across the country pledged to adopt the NSNO principles.

From August 2011, Homeless Link took on the administration of the HTF. The first round of grants (£8 million) was awarded in December 2011, with subsequent rounds of £3 million to £4 million across November 2012, March 2013 and a final round in December 2013. In total, over 150 grants have been awarded to date.

The first NSNO services funded (in whole or in part) by the HTF started to operate in early 2012. The first scheme to launch was the Merseyside NSNO project in February 2012. Other schemes have launched since then, and new schemes are still being established.

However, the ways in which local areas have developed new services or modified existing services have varied greatly, depending on levels of local need, local service availability and resources. Some larger
metropolitan areas have developed services based on the model used in London, with assessment hubs, outreach staff, dedicated phone lines, websites and publicity campaigns and a multi-authority approach. Others have developed smaller scale services (e.g. emergency shelters, hostels, outreach services, sit-up services and mobile hubs). Several have simply increased the capacity or reconfigured existing services to address the NSNO principles.

The launch of StreetLink has enabled many areas to use this England-wide service to deliver on the second NSNO principle (Members of the public should be able to play an active role by providing details and referring people sleeping rough). However, there are about 15 areas of the country with local phone lines, including some of the areas covered by this report that work alongside StreetLink.

AREAS OF HIGH ROUGH SLEEPING

This report concentrates on a sample of areas of the country with higher levels of rough sleeping as measured by the Government’s annual rough sleeper counts and estimates in 2011 and 2012. These areas have also been prioritised for HTF funding, so are more likely to have NSNO schemes up and running.

JENNY

This case study demonstrates how the NSNO standard can work efficiently to support someone off the streets, with the availability of a direct pathway through which individuals can move quickly.

Jenny, 41, is a single female who was born in Exeter and has worked all her adult life. She was working as an accountant in Dorset – living in a private rented property – until July 2012 when she was made redundant and subsequently lost her accommodation.

Jenny stayed with friends for a while then returned to Exeter because she felt there were better work prospects there. She paid to stay in the backpacker’s hostel for a month while looking for work. When her money ran out, however, she ended up rough sleeping on the streets of Exeter.

Jenny had never used the welfare benefit system or slept rough before and had no physical, mental health or substance misuse issues. She met the criteria for the NSNO service because she had not slept rough before, and was placed in the emergency assessment accommodation while further investigation was made of her housing need.

Jenny was assisted to claim Job Seeker’s Allowance and housing benefit for the first time, accepted her single service offer of private rented accommodation and began to look for an appropriate place to live. She engaged well with the Rough Sleeper Response Team and was moved to a shared house with floating support under the NSNO service to help her source a suitable property and search for work.
East Staffordshire broadly supports the principles of NSNO but feel they don’t have the resources to implement it.

Staffordshire Moorlands will review their approach to NSNO in 2014 following a strategic alliance with High Peak Borough Council.
NO SECOND NIGHT OUT ACROSS ENGLAND

CLIENT MONITORING DATA

From the most recent returns provided to the HTF (from each of the 20 areas surveyed) we have collated the client data supplied. We look in this section at the total numbers of rough sleepers helped by services, and the demographic profile of the client group. See Appendix D for details on the methodology and data sets used in this report. Although the majority of this data was collected for HTF grant monitoring purposes, it is sufficiently robust to be used in this report.

2,546 ROUGH SLEEPERS WERE SUPPORTED, IN THE 20 AREAS WE SURVEYED, OVER A PERIOD OF SIX MONTHS

This case study is from Brighter Future’s Round 3 project in Stoke. It demonstrates how, regardless of the level of entrenchment and complex needs, there is always a solution to be found. Brighter Futures used a multi-agency and Housing First approach to support this individual off the streets after 16 years sleeping rough and homeless.

Chris, 56, had been rough sleeping or homeless for 16 years. Previous to that he had been married with children, and had been in paid employment. Chris drank regularly, committing petty crime from an early age and received his first prison sentence in his early teens, a pattern that was to continue for over 40 years.

Chris became homeless when his wife died from alcohol-related illnesses. He went on to have several more relationships, but also lost these partners to alcohol-related illnesses. Chris’ mental health deteriorated and he struggled with the loss of his wife, partners and children. Chris developed numerous health issues after many years of alcohol abuse, self-neglect and poor living situations including sleeping rough. An outcome star, risk assessment and support package was implemented immediately. Multiple agencies were contacted for extra support for Chris, social services, crisis team, alcohol services, police, specialist housing team, a Rehab Programme was suggested. Chris decided he would like to explore options other than Rehab, A Housing First approach was suggested. Daily contact was made with Chris, and he engaged well with his Complex Needs Worker. He was offered food, drinks and help to make and attend appointments.

Then Chris was arrested for breaching his ASBO, and received an eight-week custodial sentence. Chris was visited in prison where he stated he felt ‘really well’ and ready to try his own accommodation, with support. A furnished property was found for Chris, and upon release, Chris was met and taken to his new property. Complex Needs, Resettlement, Outreach, Social Services, Alcohol Services and Housing Support were all available to Chris for support. Support with budgeting, benefits, shopping was offered to him.

To date, Chris is still engaging well with his Complex Needs Worker and has daily contact with her. Chris has made considerable progress: He now comes to the office if he needs support, which is a massive step forward. Chris still sometimes sleeps rough, however with support he returns to his property.
The rough sleeping population is made up of four groups:

- New rough sleepers (on the streets for more than one night, but less than 6 months)
- Long-term rough sleepers (on the streets for more than 6 months)
- Rough sleepers helped off the streets after one night
- Rough sleepers who have returned to the streets.

The breakdown of clients in each group is as follows:

- **New rough sleepers**: 1,205 (47%)
- **Long-term rough sleepers**: 322 (13%)
- **Off streets after one night**: 1,700 (67%)
- **Returned to the streets**: 369 (14%)

These four groups are intended to be mutually exclusive. However, examination of the data returned indicates that some schemes have counted rough sleepers in multiple categories. It would appear from our analysis that many schemes have counted new rough sleepers who have been helped off the streets after one night twice: Once in this category, and once in one of the other categories. So the sum of the four categories comes to 3,596, higher than the total of 2,546 rough sleeping clients.

Some 67% of rough sleepers worked with were taken off the streets after the first night that they were found to be sleeping rough; the majority of these rough sleepers (78% of this group) did not return to the streets once helped.

In London in 2012/13 (where the data is much more robust), 68% of rough sleepers were new, and 51% of new rough sleepers were taken to NSNO. Some 86% of this group did not return to the streets.

Definitions used here of ‘long-term entrenched rough sleepers’ and ‘rough sleepers returning to the streets in this report’ do not correlate directly with the definitions used in London’s CHAIN data collection. CHAIN data relates to annual rather than six month periods. However, the most recent annual data from CHAIN shows 3% entrenched rough sleepers in London and 10% returning rough sleepers.

* See Appendix D for detail on how data was collected.
In conclusion, although the data is not precise in this area, it indicates that the effectiveness of the NSNO schemes surveyed in getting new rough sleepers off the streets after their first night, and preventing them from returning to the streets, is not far short of the performance of the longer-established London NSNO scheme. Further research would nevertheless be needed to confirm this, with tighter controls on data definitions and data collection systems.

DEMOGRAPHIC PROFILE

The 20 areas surveyed collected demographic data on their clients. The majority of (but not all) areas reported against each of the client categories provided (gender, age and nationality). Note that the demographic data covers the entire client group of 4,044 clients, which includes the 2,546 rough sleepers and the 1,498 people at risk of rough sleeping.

GENDER

All areas were able to provide data on client gender. Of the total 4,044 clients the surveyed schemes reported working with, 83% were men and 17% women. This compares to CHAIN data for London of 88% male and 12% female. It is possible that this difference is partly accounted for by the data set including clients at risk of rough sleeping as well as people actually sleeping rough.

AGE

Data on client age profile was provided by every area. Data includes numbers of young people (aged 16-25) and older people (over 50). It can be assumed from this that the remaining clients are all aged 26-50, although this data was not specifically collected.

20% of clients were in the young people category (16-25). This is higher than the comparable number for CHAIN in London (10%), whereas the number of older people (12% over 50) is broadly comparable with the CHAIN data (9% over 55).
NATIONALITY

Schemes were asked to report the number of people they worked with who were from the UK, from the rest of the European Economic Area (EEA), or from outside Europe. In total data was provided on 91% of all clients.

The proportion of UK nationals was reported as 75%, with 20% of clients being from other EEA countries and 5% from outside Europe. This compares to figures from CHAIN of 47% UK nationals, 40% EEA nationals and 13% non-EEA nationals.

Veronica

StreetBuddies is an outreach service that targets areas where it is known that street drinking, street drug use, begging and rough sleeping take place. It is a peer mentor service, partly delivered by volunteers who have experienced street homelessness themselves.

Service workers came across Veronica on one of their outreach shifts, where she was drinking in a park with a group of individuals. She stated that she was rough sleeping and in need of support. She came across as very vulnerable, as she was not used to rough sleeping.

Veronica had a history of alcohol dependency and mobility problems relating to an ankle injury caused by domestic violence from a previous partner. She had undergone considerable trauma in her life, quite recently experiencing sexual assault, as well as ongoing domestic violence from a previous partner.

Veronica was referred in to the No Second Night Out team, which was able to offer her emergency accommodation. Her alcohol problem, coupled with a complicated relationship with her homeless boyfriend, resulted in her not returning some nights and therefore jeopardised her stay. However, persistence in working with her through StreetBuddies outreach and supporting her with the challenges that were leading to her staying out enabled her to engage better with the hostel staff.

After her stay in NSNO emergency accommodation, Veronica moved in to supported accommodation where she is receiving further support to stabilise and to rebuild herself.
In order to find out how NSNO is working in different parts of the country, both from a commissioning and service delivery perspective, we surveyed local authorities and provider agencies delivering services within those 20 areas, about their experiences of setting up and delivering services that meet the NSNO principles.

We received a total of 44 responses from the 20 areas (some areas provided multiple responses) from local authorities and voluntary sector service providers. Answers were provided from a range of people working on commissioning and delivering NSNO within the local authorities and from a range of service delivery staff, many delivering a number of services covering the NSNO principles. Responses were received from at least one organisation in every area covered by the survey.

HOW WAS THE SURVEY ANSWERED?

Respondents were asked to answer for their area or group of local authorities. However, all respondents chose only to answer for the specific local authority where they worked. This indicates that despite often strong working relationships, respondents did not want to act as the voice of a group which may have differing opinions, even if working and commissioning as one.

Some respondents indicated that even when they were working at part of a wider grouping, applying NSNO on the ground meant that in practice, NSNO looked very different in one local area from another. Therefore they could not provide broad brush answers on how exactly NSNO looked across the region.
1. FROM WHAT DATE WAS NSNO OPERATIONAL IN YOUR AREA?

Respondents were asked to tell us in which year NSNO services were set up in their area. Most NSNO schemes were launched in 2012. One local authority respondent noted that they had been operating a service that conforms to the NSNO principles since 2005, so provided that date as their launch date.

![Year NSNO was launched in your area](image)

<table>
<thead>
<tr>
<th>Year NSNO was launched</th>
<th>%</th>
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<tbody>
<tr>
<td>2005</td>
<td>2</td>
</tr>
<tr>
<td>2011</td>
<td>6</td>
</tr>
<tr>
<td>2012</td>
<td>47</td>
</tr>
<tr>
<td>2013</td>
<td>43</td>
</tr>
<tr>
<td>2014</td>
<td>2</td>
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2. HOW MANY AGENCIES ARE WORKING TOGETHER TO DELIVER NSNO IN YOUR AREA?

We asked respondents to list the agencies they consider themselves to be working with in delivering NSNO. Respondents interpreted the question differently. Some chose to list just the agencies they are contractually or financially linked to, while others listed the wider grouping with whom they consider themselves in less formal partnership. Their answers have been clustered together here into the following groups: Local authorities involved, voluntary agencies involved, and other statutory agencies involved.

![Number of agencies working together in your area to deliver NSNO](image)

<table>
<thead>
<tr>
<th>Number of agencies</th>
<th>min.</th>
<th>avg.</th>
<th>max.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local authorities</td>
<td>1</td>
<td>3.4</td>
<td>13</td>
</tr>
<tr>
<td>Voluntary agencies</td>
<td>1</td>
<td>3.6</td>
<td>16</td>
</tr>
<tr>
<td>Other, e.g. police, NHS services</td>
<td>1</td>
<td>0.9</td>
<td>12</td>
</tr>
</tbody>
</table>

There was a large range of agencies cited. One respondent listed over 30 different agencies working together. On average there are seven agencies working together to deliver an NSNO service; this includes three local authorities, three voluntary agencies and one other service, such as mental health or the police.

“Colleagues have more focused goals around rough sleeping, and as a combined goal for the area it has resulted in a learnt mutual respect for each other’s areas of expertise and how well it can work when we all pull together and don’t deliver services in isolation.”
3. WHO CAN ACCESS NSNO SERVICES IN YOUR AREA?

Respondents were asked to select which groups of rough sleepers could access the NSNO services in their area. They were provided with seven options, plus an option to add other categories.

The results indicate that whilst the scope of NSNO services is quite broad, most NSNO services, as we would expect, are open to people who have spent at least one night on the streets (i.e. are new to the streets). Fewer services cater for anyone sleeping rough or long-term entrenched rough sleepers. Concern about entrenched rough sleepers is a theme that emerged across the survey, as respondents noted that while NSNO services are particularly helpful for those new to the streets, they have shone a light on those that remain on the streets, and on the challenges of providing services for long-term rough sleepers.

“(NSNO) has provided a much clearer understanding of the different needs of rough sleepers ... the NSNO cohort can be moved ... however a cohort of those with complex needs remain rough sleeping.”

4. HOW IS NSNO BEING DELIVERED IN YOUR AREA?

Respondents were provided with the following list, and asked to tick as many options as applied to them:

- Assertive Outreach (e.g. peer outreach)
- Public involvement in referral (e.g. StreetLink, local referral line)
- Rapid access to a place of safety (e.g. a fixed hub with a single service offer, brokerage service, mobile hubs in rural areas)
- Emergency accommodation (e.g. sit-up services, volunteer hosts for overnight stays, Housing First)
- Reconnection (e.g. accompanied reconnections, use of personal budgets, partnerships with migrant community groups).
How is NSNO being delivered in your area?

Most respondents also provided additional information, mainly highlighting specific ways in which NSNO is delivered in their area. For example, the use of a dedicated NSNO worker, following dedicated pathways, providing severe cold weather shelters, the use of dormitory accommodation, the use of peer mentor volunteers and having a rapid access service.

"Access to mental health services have always been a problem for this client group, through our NSNO strategy group we have managed to pilot a mental health clinic at our welfare centre twice a week which has enabled speedy mental health assessments and treatment."

Some local authorities also mentioned the challenges of providing these services in their areas, including having to provide services to a large rural area, and lack of staff and accommodation resources in their area.

"Covering rural rough sleeping still presents a challenge."

Some providers kept the NSNO worker/provision separate from their wider provision, while others took a more integrated approach. There were also some notable differences in the client types worked with, and how this shaped the services provided and agencies worked with. Some areas had a large reconnection focus whilst others focused on verified rough sleepers or referrals from StreetLink and the local authority.

"Newcomers to rough sleeping are being fast tracked away from the streets and are therefore avoiding becoming part of the local street community."

NORTH WEST

Project  | Riverside ECHG Street Buddies Outreach
HTF funding  | HTF Round 3 grant of £200,000 for period July 2013 to December 2014

Approach  | Street Buddies and NSNO Outreach work together and also independently with rough sleepers directly on the streets. Street Buddies is a volunteer-led befriending service for clients rough sleeping entrenched and new. This is to enable these clients to move from the streets into suitable accommodation. There are three full-time staff, providing outreach seven days a week work across ten local authorities in Greater Manchester.

Success so far  | Between March and August 2013 the NSNO project had 564 referrals, of which 491 were eligible for the service. Some 310 were clients who did not spend a second night on the street; while 140 people seen were new to the street and ten were on the street long-term. Some 18 were people at risk of rough sleeping, and 13 people returned to the street during the period.
5. WHAT IS THE SINGLE MOST SIGNIFICANT CHANGE IN THE ROUGH SLEEPING POPULATION OR PROFILE?

This question was designed to find out what specifically had changed within the rough sleeper population or profile in the respondent’s area. This was an open ended question where respondents were asked for the single most significant change; however most respondents cited multiple changes. These have been grouped together by theme and the chart below shows the most frequently cited changes.

![Significant Changes in Rough Sleeper Population or Profile](Image)

By far the most common change cited by local authorities and providers was ‘improved services for rough sleepers.’ This heading includes the following range of improvements: Rough sleeping going down, better access to services, fewer nights on the streets, better reconnection, better identification of rough sleepers, fewer cases of entrenchment, improved success with entrenched rough sleepers and increased understanding of rough sleeper needs.

“NSNO allows us to quickly offer Hub accommodation to clients while we look into their housing situation. Previously we may have had to work with someone while they continued to rough sleep in order to have time to look at the situation.”

Other changes cited are mostly strategic, including improved data collection and improved working/shared vision across agencies.

“All local authorities are signed up to meeting the NSNO standard, and there are agreed Reconnections and NSNO Single Service Offer Principles which give consistency across the peninsula.”

6. WHAT IS THE MOST SIGNIFICANT WAY IN WHICH SERVICES ARE COMMISSIONED OR DELIVERED AS A RESULT OF NSNO?

This question aimed to find out how the implementation of the NSNO principles had changed the way services are commissioned by local authorities and delivered by the providers to people on the ground. This was an open ended question where respondents were asked for the single most significant way in which services are commissioned or delivered as a result of NSNO; however most respondents cited multiple ways. These have been grouped together by theme and the chart below shows the responses most frequently cited.
Answers to this question were very similar to the previous question, with most respondents reporting that the most significant change has been improvement to the services provided for rough sleepers. These improvements include: More services to offer, better reconnection services, fewer entrenched rough sleepers, better outreach, quick response times, quick assessment and better availability of staging post accommodation, specialist NSNO workers freeing up entrenched rough sleeper worker, better pathways and streamlining of services.

“At a time of significant reductions in support accommodation provision ... NSNO has galvanised the partnership approach to ensure nobody spends a second night out and where possible that we assist people before they spend one night out on the streets.”
7. IN YOUR VIEW, WHAT IS THE SINGLE MOST SIGNIFICANT CHANGE IN THE WAY SERVICES ARE WORKING TOGETHER IN YOUR AREA AS A RESULT OF NSNO?

This question aimed to look at what local authorities and providers consider to be the biggest change in the way agencies work together since their implementation of NSNO services in their area. This was an open ended question where respondents were asked for the single most significant change in the way services are working together; however most respondents cited multiple changes. These have been grouped together by theme and the chart below shows the most frequently cited changes.

The most common response was a belief that the change has been to strengthen or improve the partnership working with local authorities and/or voluntary agencies and/or other statutory agencies. The second most commonly cited change relates to improvements in the way that services are delivered to clients. These include: Having a dedicated rough sleeper worker, additional resources, speed of response, and new pathways for rough sleepers being developed.

“Better communication between the big pathways (mental health, substance misuse and young people) and the role of the pathway leader within NSNO make communication along the homeless pathway better and more accountable.”

8. IN YOUR VIEW, WHAT WAS THE BIGGEST CHALLENGE YOU FACED IN SETTING UP NSNO AND WHAT DID YOU LEARN FROM IT?

This question looked at the challenges that local authorities and service providers faced when setting up NSNO in their area, and how they overcame these. This was an open ended question where respondents were asked to describe the biggest challenge they faced and what they learnt from it; however most respondents cited multiple challenges. These have been grouped together by theme and the chart below shows the most frequently cited challenges.
The biggest challenge faced was getting buy-in and agreement from all partners. This included agreeing shared working practices and principles to work to. The second biggest challenge cited, and faced in over a quarter of responses, was finding sufficient resources to provide the services, including physical and financial resources. The lessons learnt included the importance of not setting up a scheme too quickly, ensuring everyone has an opportunity to voice their opinion, adapting to changing financial and staffing situations and reviewing what has happened to learn from it for future NSNO work and developments.

“The biggest challenge was getting other agencies / local authorities to understand the criteria and the service provided. NSNO staff / managers attended team meetings of all local authorities / agencies to explain the criteria. I think all those visited ... have learnt about the pressures others are under and also how to work together to achieve the same aim.”
9. WHAT HAS BEEN THE BIGGEST SUCCESS AS A RESULT OF SETTING UP NSNO?

This question asked local authorities and providers to consider their biggest achievements in the setting up of NSNO services in their area. This was an open ended question where respondents were about the biggest success as a result of NSNO; however most respondents cited multiple successes. These have been grouped together by theme and the chart below shows the most frequently cited successes.

### BIGGEST SUCCESSES IN SETTING UP NSNO IN YOUR AREA

Source: No Second Night Out In Your Area survey, Homeless Link

- **Better services and/or outcomes for rough sleepers**: 27%
- **Setting up services that benefit the whole sub-region**: 19%
- **Engaging with partners**: 17%
- **Creating consistency in approach**: 17%
- **Engaging the public**: 10%
- **Getting HTF funding to engage a provider**: 7%
- **Better services and/or better outcomes for rough sleepers**: 7%

### LIVERPOOL

**Project**: Whitechapel Centre – WC Project Liverpool  
**HTF funding**: HTF Round 1 grant of £186,637 for period January 2012 to December 2014

**Approach**: The scheme involves a consortium of agencies working together to achieve the NSNO standard in Liverpool by providing a single point of contact for rough sleepers and a dedicated worker for each, ensuring coordinated access into accommodation, and consistent and comprehensive assessments of need. The consortium has five voluntary sector partners plus the City Council and Primary Care Trust. NSNO is delivered through assertive outreach, rapid access to a place of safety, emergency accommodation, public involvement in referral and a reconnection service. The Whitechapel Centre manage the Hub and Sit Up Resolution Team, who are funded to ensure that anyone new to rough sleeping in Liverpool does not spend a second night on the street. It also ensures that anyone at risk of rough sleeping has a safe alternative to sleeping out.

**Success so far**: During the period January to June 2013, a total of 654 people were assessed by the Hub and Sit Up Homelessness Resolution team and of these 361 were deemed to have either been rough sleepers or at risk of rough sleeping that night. The remaining 293 individuals were referred on to other services to get help with their housing or other support issues.

All 361 individuals who were eligible for Hub/Sit-up services were offered a solution to ensure they did not spend a second night out. Some clients chose not to take up the interim solution, or took up the solution but then left the service before a longer term option could be offered. 270 individuals were offered a long-term solution and 244 of these took up that offer. Options which were offered included supported accommodation, reconnection, private rented and RSL accommodation. Clients were also supported with other issues which impacted on their accommodation such as obtaining benefits, linking in with a GP and accessing support for addiction and mental health issues. Of the 244 who took up their offer, nine individuals were later seen sleeping out by the Rough Sleeper Outreach team. All those who were seen rough sleeping continue to be engaged by various Whitechapel Centre projects.
Creating better services and/or outcomes for rough sleepers was the most commonly cited success, followed by setting up services that benefit multiple areas or a sub-region.

“We are seeing first hand that NSNO allows a prompt response to engaging and working with rough sleepers, enabling us to get clients swiftly off the streets so that appropriate assessments can be carried out and that accommodation or reconnection can be explored.”

“The biggest success of NSNO ... has been the ability to engage with more rough sleepers in the area than ever before. By promoting the use of StreetLink we have been able to work with more clients who rough sleep in remote areas outside the main town.”

10. HOW IS NSNO FUNDED IN YOUR AREA?

Respondents were given a range of funding sources to select from and could select as many as apply in their area. They were also given the opportunity to select an ‘other’ option and provide further information about this source of funding.

Almost all areas receive some HTF grant funding to support their NSNO work, with just under half the areas also using other local authority funding or contracts. Just over a third also use some Single Homelessness Funding and/or housing benefit.

“In our area, demand for service has been double initial expectations – so finding a way to develop and continue the work post-HTF funding is the biggest challenge.”
**BEDFORDSHIRE**

**Project** | NOAH Enterprise - Street Outreach Project  
**HTF funding** | HTF Round 3 grant of £183,999 for period July 2013 to December 2014

**Approach** | The NSNO scheme covers both city and rural locations in Bedfordshire. The Street Outreach Project forms part of a wider package of provision by the NSNO Action Group, which is made up of Bedford Borough Council and all front line providers working directly with rough sleepers in Bedford. Provision includes public involvement in referral (via StreetLink), emergency accommodation (sit-up), rapid access to a place of safety (Hub) and a reconnection service. Referrals come from either Bedford Borough Council, StreetLink or directly to NOAH itself, and are accepted from anyone sleeping rough in Bedford. An individual, person-centred, tailored support plan is created for every client that NOAH maintains contact with for over two weeks. Each support plan focuses on the following areas of need: Accommodation, physical health, mental wellbeing, alcohol and substance misuse, self-care, motivation, finance and benefits, social networks and meaningful use of time.

**Success so far** | The project has received 86 referrals in the last six months, all of whom have received support. Of these, 42 were rough sleeping at the point of engagement and the remaining 44 were at immediate risk of rough sleeping. Of the 42 rough sleepers referred, 15 were sleeping rough for more than six months and NOAH is still intensively working with these individuals to either encourage further engagement or to find them settled accommodation. NOAH was successful in finding settled accommodation for 41 clients; and 19 of these clients were housed within seven days of referral. There have been large numbers of rough sleepers migrating from Central Bedfordshire to Bedford and Luton. Through the reconnections component of the project, NOAH is now getting an understanding of the extent of this.

Crucial to the success of this project was the setting up of the Bedford NSNO Action group and the Bedfordshire Strategy Group, both comprising of key staff from partner agencies. The Strategy Group includes senior representatives of Bedfordshire Police Service, Bedfordshire NHS, Bedford Borough and Central Bedfordshire Councils, as well as NOAH Enterprise. The Group meets every three months. The NSNO Group meets monthly and includes all partners integral to implementing NSNO in Bedford. This group agreed the client referral pathways for rough sleepers in Bedford, determining which service would work with each client group. All rough sleepers are referred to the NOAH Enterprise Street Outreach Team and assessed by them in the first instance.
11. IN YOUR OPINION, HOW STRONG IS THE COMMITMENT TO THE FUTURE OF NSNO IN YOUR AREA?

Respondents were provided with a range scale and asked to give their opinion of the strength of the commitment to NSNO in their area.

**STRENGTH OF COMMITMENT TO THE FUTURE OF NSNO IN YOUR AREA**

Source: No Second Night Out In Your Area survey, Homeless Link

<table>
<thead>
<tr>
<th>Strength of Commitment</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Strong</td>
<td>53%</td>
</tr>
<tr>
<td>Quite Strong</td>
<td>37%</td>
</tr>
<tr>
<td>Not Strong</td>
<td>5%</td>
</tr>
<tr>
<td>Not at All Strong</td>
<td>2%</td>
</tr>
<tr>
<td>No Opinion</td>
<td>2%</td>
</tr>
</tbody>
</table>

Over 50% of respondents said they felt there was a very strong commitment to the future of NSNO in their area, and over a third said the commitment was quite strong, these combined totals indicate that in 90% of areas the commitment to the future of NSNO is either very or quite strong.

12. TO WHAT EXTENT DO YOU AGREE WITH THE FOLLOWING STATEMENT: “NSNO IS AN EFFICIENT AND EFFECTIVE APPROACH TO TACKLING ROUGH SLEEPING WHICH ALL AREAS SHOULD ADOPT”?

In this question respondents were provided with a range scale, (strongly agree, agree, disagree, strongly disagree, no opinion) and asked to state the level to which they agree with the efficiency and effectiveness of the NSNO approach. They were also asked to provide further information explaining their choice.

**EFFICIENCY AND EFFECTIVENESS OF THE NSNO APPROACH**

Source: No Second Night Out In Your Area survey, Homeless Link

<table>
<thead>
<tr>
<th>Efficiency and Effectiveness</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>64%</td>
</tr>
<tr>
<td>Agree</td>
<td>33%</td>
</tr>
<tr>
<td>Disagree</td>
<td>5%</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>0%</td>
</tr>
<tr>
<td>No Opinion</td>
<td>0%</td>
</tr>
</tbody>
</table>

The responses highlight that in 95% of areas there is agreement with the efficiency and effectiveness of the NSNO approach.

There were 18 additional comments from providers about this question, giving a range of reasons for their answer choices. By far the most common reason, cited by ten respondents who strongly agreed or agreed with the statement, was that they felt this was due to the versatility of the NSNO model, and its ability to be adapted to meet local need while remaining based on shared principles and objectives with political buy-in.
Two quotes from the providers also offer interesting detail on the effectiveness of NSNO:

“For us NSNO is the standard, not necessarily a prescribed model. Each area can choose how to deliver it / the model, but the standard and objectives remain fixed. Common objectives allow political buy-in and ownership. It is this buy-in politically; along with the outstanding outcomes that we have achieved, that has meant I strongly agree with the statement.”

“NSNO is a proactive response to tackling rough sleeping before clients become entrenched. Promoting the service to agencies such as street cleaners, taxi drivers and others means that we can all play a part to reduce rough sleeping. The relationships we have with other agencies means we are able to liaise and facilitate early interventions and access to accommodation resulting in positive outcomes for the clients.”

Around 5% (two local authorities) stated that they disagreed with this statement, having answered positively in the previous question saying that the commitment to NSNO in their area was either quite, or very strong. They provided the following explanatory comments to this question:

“It very much depends on what resources are available to an area and what level of rough sleeping problem an area has. The model has to be adapted to fit the local circumstances. For example in our area, the ‘London model’ of NSNO (where only new rough sleepers access it) would not have been welcomed and would not work. We are happy to have a model that accepts all rough sleepers, even though it sometimes means that people don’t actually get access on the second night which causes a challenge around the actual name.”

“The principles of NSNO seem to offer the solution; but without the resources to deliver the principles, what you get is a watered-down service loosely based on the principles which is very disappointing.”

13. PLEASE INCLUDE ANY OTHER COMMENTS YOU HAVE ABOUT THE DEVELOPMENT OR IMPLEMENTATION OF NSNO IN YOUR AREA HERE.

Respondents were given a final opportunity to say anything further about NSNO in their area. About half of respondents answered this question. Most reiterated the challenges, successes or changes to delivery that they had mentioned in previous answers. Seven respondents specifically cited their concern about future funding. One respondent stated that NSNO in their area had been very good for new rough sleepers, but that there was a lack of choices for entrenched rough sleepers and a MEAM® approach would suit this client group better.

“We have learnt that the service needs to be adaptable to suit the changing needs of rough sleepers, and we have adapted our services accordingly. NSNO has, for us, made true partnership working a priority and assisted the charity to reach its aims / objectives by making a real difference to local people.”

“Client choice is not always as possible to ensure as we would like when giving a Single Service Offer, as there is often a lack of choice in the area and the consequence of refusal is the removal of services. NSNO is particularly successful for new to the street rough sleepers – however for long-term, entrenched clients, the concept has surpassed their currently damaging lifestyles and a MEAM-style approach with further resource is needed.”
EXETER

Project | St Petrock’s Exeter – The Exeter Transitions Project
HTF funding | HTF Round 1 grant of £250,000 for period April 2012 to March 2014

Approach | The Exeter Transitions Project is a collaborative project led by St Petrock’s and is part of the Devon and Cornwall NSNO, consisting of all 11 local authorities. The project provides building-based assessment services (St Petrock’s), Outreach (SHOT) and a flexible out-of-hours service. A 24 hour telephone line to support the reporting of rough sleepers is in place through in-kind support, and a range of assessment beds and short-term accommodation has been made available from Exeter City Council. The service is accessible to verified rough sleepers, people new to the street and people who have returned to the street after six months.

The project has been delivering on two key areas of activity:

• The NSNO Rough Sleeper Response Service which is tasked to assess all new rough sleepers in the city within 24 hours and to provide a single service offer (SSO) within 72 hours.
• The Exeter Support Options Panel (ESOP) which provides a range of personalised services to help individuals maintain their tenancy and gain independence. The service is accessible, flexible and can respond rapidly to referrals through a virtual assessment panel.

Over the last six months the project has focused on speed of response (92% of individuals receiving an initial assessment within 24hrs) and the offer of a credible and realistic single service offer (91% off SSOs were accepted).

Success so far | 95 individuals have been assessed through this service in the period. The most frequent rough sleepers were men (83%) who were either returning to rough sleeping after a period of 6+ months in accommodation or new to rough sleeping. The main reasons provided by those new to the streets included relationship breakdown and leaving insecure or temporary accommodation arrangements. The number of female contacts at 17% continues to be higher than previous records, generally around 5% per annum. The introduction of a short-term move on accommodation unit has helped create a faster flow through of assessment places, by providing accommodation for those with delays on the availability of their SSO option. These new developments have resulted in 73% of clients identified as avoiding a second night out.

A key element to the success of the project is the single service offer, based on the assessment of an individual and one which is judged to be the most appropriate to prevent an individual from continuing to rough sleep. 75 SSOs were made during the six month period, of which 68 were accepted. Some 63% were accommodation offers and 37% were reconnection offers. Of the accommodation offers accepted, 40% were for first stage accommodation, 23% for Private Rented, the remainder for a range of supported and specialist accommodation. Seven single service offers were declined; six of these were related to a reconnections offer and one to accommodation.
APPENDIX A

In this section there is an overview of NSNO in each area; a description of one or more of the HTF schemes in the area (or part of the area); and some key comments from the local authorities and providers, taken from the surveys they completed for this report.

Arun and Chichester 30
Bath and North East Somerset UA 31
Bedford UA 32
Bournemouth UA 33
Bradford 34
Bristol 35
Brighton and Hove UA 36
Derbyshire 37
Devon and Cornwall 38
Greater Manchester 39
Kent 40
Leicester 41
Luton 42
Merseyside 43
Northampton 44
North East Region 45
Oxford 47
Stoke-on-Trent UA 48
Taunton Deane 49
West Yorkshire 50
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

Arun and Chichester districts have significant issues with rough sleeping. They publicly launched NSNO to assist new rough sleepers and people at risk of homelessness. Stonepillow provides the NSNO service for Arun and Chichester District Council. New rough sleepers or those threatened with street homelessness are referred by housing options staff to Stonepillow.

Funded by the HTF, Stonepillow provides a Housing First model which includes a cross-district hub within the Chichester and Arun area. In Arun, Stonepillow has developed a Housing First model that provides immediate, secure and safe accommodation for up to six rough sleepers, as well a home detox facility. In Chichester, Stonepillow provides access to a Night Refuge every night for up to 28 days. A Housing First Coordinator has responsibility for engaging with residents regarding their individual needs and coordinating with local district councils, police and welfare services. Two resettlement workers located in the hub help to match accommodation requirements to the individuals.

KEY SURVEY FINDINGS

CHANGE

There has been a reduction in rough sleeping and improved services for rough sleepers.

“Communication and information sharing is a significant change in the way agencies are working together in our area. Through multi-agency meetings we can establish and ascertain a clear journey for clients.”

CHALLENGE

“If we really want to tackle rough sleeping more resources are needed. When we have been able to concentrate all our efforts in one particular area the results have been significant.”

OF NOTE

“Having assertive outreach services are crucial” “If clients cannot attend our services outreach is offered and ongoing support can be brought to them.”

“There is more focus on joint working and pulling together intelligence. The police are instrumental in this.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

NSNO was launched in this area in April 2012 with assertive outreach workers in Bath and North East Somerset. Their work has focused on the city of Bath. The outreach workers identify and contact known rough sleepers and assist them to access services. The regular daily contact means that rough sleepers have confidence in the outreach workers. Closer working by the outreach workers has resulted in monthly estimates of rough sleepers and greater understanding of their individual needs, which has enabled improved planning and provision of services.

In this area HTF has funded Julian House to develop an assertive outreach team that provides support to rough sleepers and those at risk of rough sleeping. Outreach workers work with rough sleepers to initiate and sustain their use of temporary accommodation, whilst enabling them to make positive lifestyle changes in addressing health, addictions, offending and worklessness. The service focuses on prevention, ongoing support and the creation of sustainable pathways into independence.

KEY SURVEY FINDINGS

CHANGE
NSNO means that “rough sleepers are seen and supported every day.”

“New rough sleepers are directed away from the streets, to secure private accommodation and many go on to secure paid employment.”

“More joined-up working with local authorities, credit unions, private landlords and voluntary organisations that provide emergency shelters.”

CHALLENGE
The biggest challenge is resources, with funding from the HTF being cited as the only current source of NSNO funding.

OF NOTE
The effect of NSNO has been to improve the number of new rough sleepers being helped. The remainder of rough sleepers are mainly those “refusing to engage with services, have been excluded or have refused reconnection.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

NSNO was launched in Bedford in 2013 and is open to anyone sleeping rough in Bedford. The No Second Night Out Action Group is made up of representatives from all front line services engaging directly with rough sleepers, and has oversight of the implementation of NSNO in Bedford. New Opportunities And Horizons (NOAH) has been contracted to implement the Sub-Regional reconnection service and the Sub-Regional Street Outreach Service through separate funding streams.

NOAH is funded through HTF to provide an effective street outreach service for rough sleepers in the county. They provide the link between rough sleepers and accommodation provision that Bedford BC arranges and the ongoing support to maintain rough sleepers in sustainable accommodation. NOAH works with the structures put in place by Bedfordshire’s councils as a result of the Government’s investment.

An accommodation pathway has been developed enabling front line services to assess the most appropriate services for rough sleepers. The Nightshelter offers a short-term bed space whilst a person’s support needs are identified, before being moved on to other supported housing. People new to the streets assessed as able to sustain accommodation without support are referred to the council’s Rehousing team to locate private rented accommodation. People who do not have a local connection to Bedford are supported to return to their home area. The council has also contracted with the Polish British Integration Centre to assist with reconnection of Eastern Europeans who are sleeping rough and have no recourse to public funds.

KEY SURVEY FINDINGS

CHANGE

“There has always historically been a very good level of partnership working in Bedford. However, this project has brought NSNO onto more organisations’ agendas and has increased awareness of the extent of rough sleeping in Bedford.”

CHALLENGE

Engaging all the local authorities but “the requirement for the rough sleeping and single homelessness grant to be utilised on a sub-regional basis with Bedford as the lead authority has, for the first time, seen significant improvement in engagement from all authorities in the sub-region.”

OF NOTE

“Using some of the money to facilitate an emergency accommodation project in a neighbouring authority” has impacted on the demand for services in other parts of the county and enabled NOAH to be more effective in the delivery of the sub-regional street outreach and reconnection service.

“The ability to reconnect appropriately while ensuring the required support is in place to facilitate the reconnection means we are helping more people off the streets into appropriate accommodation.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

NSNO was publicly launched in Bournemouth with the involvement of multiple voluntary and statutory agencies. Hostel accommodation has been remodelled to involve a three tier pathway of services. The top tier involves three schemes which operate as assessment centres, allowing for comprehensive needs assessment to be undertaken and for people to then be referred into the most appropriate service from there. A reconnections policy is in place. All referrals to supported housing are made via a central Hub team.

The HTF funds Crime Reduction Initiative (CRI) Bournemouth’s Street Services Team to provide recovery-focused comprehensive support packages to facilitate change. With the involvement of the HTF-funded workers, the team provides outreach at different times in relation to service users needs. They have provided additional evening outreach (usually until midnight or 1am) and this has provided the team with further knowledge and information on behaviour patterns and street activity. The team is located in the same premises as both the single point of access to the treatment system, Criminal Justice Intervention Team and Substance Misuse Social Workers. This supports joint working between these teams and Street Services and enables timely discussion around the management of cases and engagement with hard-to-reach service users.

KEY SURVEY FINDINGS

CHANGE

The way services are working together has changed, even where agreement has been challenging, it has been helpful that all agencies have been clear on the direction of change.

“Other partner agencies and organisations have recognised the team’s ability to react swiftly and use resources under the NSNO strategy. This has been beneficial in developing relationships, notably with the local SHELTER housing advice team.”

CHALLENGE

There is a coordinated pathway through housing and related services. This single pathway has meant a much more joined up service, but has resulted in people staying longer in services because there is a single gateway, and also because direct access has been removed. The local authority has noted they have struggled with the logistics of providing emergency accommodation for all those new to the streets.

OF NOTE

“Newcomers to rough sleeping are being fast-tracked away from the streets and are therefore avoiding becoming part of the local street community.” The provider has noted the need for a sit-up service in this area, which would improve services for rough sleepers further.

“Getting the police on-board was key.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

NSNO was publicly launched in November 2012 and provides support to anyone sleeping rough in Bradford. The scheme is delivered as a partnership through Bradford Council, Bradford Change Agents, Hope Housing and Nightstop. There are numerous outreach sessions that take place in Bradford throughout the day. The Change Agents receive email referrals from StreetLink and report back accordingly. There are two hosting services in Bradford - Hope Housing (over 25s) and Nightstop (under 25s). Bradford outreach services have very good relations with Reconnections and repatriate clients on a regular basis.

The HTF funds the Bradford Change Agents to work in partnership with the council and newly developed Homelessness Hubs; designed to deliver day shelter, street outreach, housing, floating support, cold weather provision, advice, substance support and training. The project builds on these developments to target resources at entrenched rough sleepers in areas where two of the new hubs are based. The project is designed to end the revolving door of rough sleeping, and through a coordinated approach to engagement and intensive working, mark the beginning of positive and sustainable outcomes. The project employs case workers to identify entrenched rough sleepers and ensure that they will always be referred back to a case worker, tasked to take the lead to coordinate secure accommodation, housing related support, training, volunteering and job opportunities.

KEY SURVEY FINDINGS

CHANGE

“The Change Agents believe that partnership working is key to a successful service. When the Change Agents first started they ensured that they introduced their service to all of the agencies in Bradford that would benefit from it. This has been instrumental when working alongside other agencies and has ensured excellent communication and partnership working.”

CHALLENGE

Long-term funding, as the main source of funding for the scheme comes through the HTF.

OF NOTE

There is commitment to NSNO in the area and a belief in its efficiency and effectiveness.
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

NSNO has been operational in Bristol since January 2012 and is delivered by Bristol City Council, St Mungo’s, Salvation Army and Julian Trust Nightshelter. The scheme is accessible to verified rough sleepers, new rough sleepers, migrants and rough sleepers with no recourse to public funds. Provision includes assertive outreach, public involvement in referral, rapid access to a place of safety, emergency accommodation and a reconnection service. NSNO has given a renewed focus in moving people off the streets as soon as possible, targeting resources at people new to rough sleeping to prevent them becoming entrenched.

In this area the HTF funds St Mungo’s. They deliver the Rough Sleeper Outreach Service for the City of Bristol and manage the Compass Centre Services for rough sleepers, people using homelessness services, and those at risk of homelessness in Bristol. They are also the lead contractor for Bristol’s Wellbeing Service for homeless people. The NSNO project mainly addresses the emerging profile of New to the Street rough sleepers to reduce the opportunities for newly homeless people to settle or return to sleeping on the streets of Bristol. They operate a monitored mini hub for NSNO referrals and have an NSNO coordinator to work with the outreach service, concentrating on new to the streets outreach referrals, reconnections and diversionary work.

KEY SURVEY FINDINGS

CHANGE

There has been an improvement in the way services are working together as the NSNO team is engaging more with the private sector team (maximising private rented sector take up).

“New rough sleepers are directed away from the streets, secure private accommodation and many go on to secure paid employment.”

“More joined up working with local authorities, credit unions, private landlords and voluntary organisations that provide emergency shelters.”

CHALLENGE

The only source of funding listed was the HTF.

OF NOTE

From now on, Bristol will be incorporating NSNO into their rough sleeping services tender process.
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?
The NSNO scheme was launched in November 2011 and is accessible to new rough sleepers and those most entrenched. Provision includes assertive outreach, public involvement in referrals, emergency accommodation and a reconnections service. This is delivered by Brighton and Hove City Council, Brighton Housing Trust (BHT), CRI and the Sussex Partnership Trust. CRI has one officer employed as part of the rough sleepers team who operates on an assertive outreach basis. Referrals are taken from partner agencies and the public. The worker is kept separate from traditional rough sleeping services. There is a second worker working with the most entrenched long-term rough sleepers.

In this area the HTF funds the Brighton and Hove Homelessness Transition Team partnership project with BHT and CRI which aims to significantly reduce rough sleeping in the city. It works to move new rough sleepers quickly off the streets and into accommodation, (this ensures that those new to rough sleeping will not develop links with the street community and become longer term or entrenched rough sleepers); and by preventing long-term repeat rough sleeping through the provision of specialist interventions, delivered by clinical professionals.

KEY SURVEY FINDINGS

CHANGE
The advantage has been to target new rough sleepers and prevent them becoming entrenched, with these individuals being successfully diverted away from homelessness services back into employment and accommodation.

The development of new pathways for those new to rough sleeping has made the big difference to services for new rough sleepers.

CHALLENGE
Securing accommodation in bed and breakfasts and the private rented sector. This has been overcome by relationship building with individual bed and breakfasts and landlords. Only funding from the HTF was cited for provision in the area.

OF NOTE
In future commissioning, Brighton would like to ensure that it retains a focus on early intervention and new rough sleepers. NSNO has been a very positive development in Brighton and Hove, preventing new rough sleepers becoming entrenched.

“Brighton and Hove’s main cohort of rough sleepers remains male individuals with complex needs and substance misuse issues. Had NSNO not been in place we may have started to see a different demographic.”

The availability of specialist input for new rough sleepers has enabled the rest of the rough sleepers team to focus on more entrenched rough sleepers.
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?
The scheme was launched in March 2013 and is accessible to anyone sleeping rough in the area. The NSNO team consists of three workers who cover Derby City and Derbyshire and the service has been promoted across the county to all authorities, agencies, day centres, housing providers and organisations. The service is designed to work through referrals and intelligence and relies on members of the public, as well as other agencies and services, passing on information in order to locate and offer a service to rough sleepers. In addition to public involvement in referral, provision includes rapid access to a place of safety, emergency accommodation and a reconnection service.

In this area the HTF funds Riverside ECHG to manage NSNO Derby/Derbyshire (NSNOD). NSNOD promotes and advertises the national website and 24/7 telephone line. Each referral is passed onto the outreach teams for appropriate action. NSNOD works with Derby City, Single Point of Entry, local authorities, homeless teams and with partner agencies, day centres and volunteers to accommodate longer-term rough sleepers in combined hub/ accommodation units. It works to find an immediate solution for getting people off the streets, including reconnection, engagement with specialised services, employment/training and access to accommodation providers. NSNOD identifies and provides a number of sit-up and emergency beds and these are solely used for NSNO, entrenched rough sleepers, and new rough sleepers to ensure clients will not be sleeping out on the streets.

KEY SURVEY FINDINGS

CHANGE
There is now an offer of accommodation and assistance to everyone that requires a bed for the evening or has been on the streets for one or more nights.

CHALLENGE
When setting up the service, there was a change in service provision between the original bid to set the service up, and it going live, during which period there was a 400 bed space reduction for single homeless people. “At a time of significant reductions in support accommodation provision in Derby, the NSNO has galvanised the partnership approach to ensure nobody spends a second night out and where possible that we assist people before they spend one night out on the streets.”

Riverside reported that “The funding for NSNO was secured prior to the cuts to accommodation-based services in Derby. This in turn has meant that accommodation solutions are limited for clients with complex needs / chaotic lifestyles / drug / alcohol dependency issues, who may be excluded from the two main accommodation providers in Derby City. In order that these clients do not remain in the sit-up beds for a lengthy period of time, it has been necessary to work with agencies on formulating a realistic exit strategy for this client group to avoid bed blocking of the sit-up beds. This remains a challenging area. There have also been difficulties in Derbyshire trying to find accommodation solutions in rural areas, due to lack of direct access long-term provision for clients with alcohol / substance abuse and offending histories.”

OF NOTE
There are still entrenched rough sleepers who will not engage with services.

“Figures demonstrate that from the start of the project in March, to October, 45 clients were reconnected back to their local areas and 12 clients repatriated. These clients would otherwise have been accessing local services and resources. Of the 57 clients that were reconnected or repatriated, 28 clients confirmed that they had drink / drug dependency issues, mental health and or a history of prolific offending.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

Each area has a different response to meeting NSNO, but they have all signed up to a Devon and Cornwall No Second Night Standard. There is a 24 Hour Referral Line for members of the public, all 11 local authorities have Outreach services, and there is agreement on reconnections and NSNO Single Service Offer Principles which gives consistency across the peninsula.

In this area the HTF has funded a partnership in North Devon led by the Freedom Social Project (FSP), and St Petrock’s in Exeter. FSP has increased resources within the existing Day Centre, and rural outreach services were reconfigured to help deliver a NSNO standard. They provide places of safety across the district, involving short-term temporary accommodation with support to help people off the streets. With an average stay in each unit of two months, project staff members undertake a full comprehensive assessment and develop an appropriate move-on plan. This project works alongside the existing Rough Sleeper Outreach Team and delivers a multi-agency response, targeting clients new to the streets.

The St Petrock’s project employs three staff to ensure that homeless people have faster access to more responsive services, alternatives to hostels, support services tailored around their needs, and increased levels of trust to access services. This work aims to prevent rough sleeping through providing accommodation and reconnection. It tackles entrenched rough sleeping, using diversity of engagement, and helps keep them in secure tenancies through individualised budgets and assessment and brokerage.

KEY SURVEY FINDINGS

CHANGE

“The Devon and Cornwall Rough Sleepers Partnership has allowed for a collaborative and joined-together approach to reducing rough sleeping across the peninsula, with local authorities and the voluntary sector working closely together.”

“All local authorities are signed up to meeting the NSNO standard, and there are agreed reconnections and NSNO Single Service Offer Principles which give consistency across the peninsula.”

“Improving response times and access to assessment beds and accommodation.”

CHALLENGE

Data protection meant that the local authorities were unable to share one regional database system. Getting all local authorities on board was also a challenge, as six of the 11 areas had never had any outreach services before.

OF NOTE

“We are seeing first hand that NSNO allows a prompt response to engaging and working with rough sleepers, enabling us to get clients swiftly off the streets so that appropriate assessments can be carried out and that accommodation or reconnection can be explored.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

NSNO Manchester operates as an outreach service with the aim of linking new rough sleepers in to emergency accommodation and support as per the NSNO principles. The service started in April 2012 and it was then set up with an NSNO co-ordinator and two part-time outreach workers who worked across the ten local authorities. The initial phase was to set up a centralised referral route for the Greater Manchester area and work with each local authority, and its partner agencies, to adopt the approach and identify a local pathway. The decision was made to not operate with a centralised emergency hub but instead work with the provision within each local authority. There is a widely-known referral number operating 24 hours a day.

There are two projects HTF funded to deliver NSNO in the Manchester area. This section focuses on the work of Riverside ECHG. Riverside ECHG’s NSNO support staff work with verified rough sleepers, new rough sleepers, people at risk of rough sleeping, migrant rough sleepers and rough sleepers with no recourse to public funds. Entrenched rough sleepers that are found are linked into specialised services. Provision includes a combined hub/accommodation unit for assessments to find an immediate solution, including emergency accommodation, reconnection, and engagement with specialised services. The hub accepts referrals 24 hours a day. Riverside ECHG completes a personalised support plan with each rough sleeper to include partnership agencies.

KEY SURVEY FINDINGS

CHANGE
“Greater Manchester NSNO means that local authorities have worked in a more coordinated and strategic way, looking at what is best for Greater Manchester rather than their own authority.”

Services work in a more integrated way when working with rough sleepers, adopting best practice particularly when complemented by other projects.

“This is enabling clients to access services with no or low support needs quickly - then ensuring they get out of services in a relatively short time frame. This means people do not become entrenched, not just in lifestyle but in services.”

CHALLENGE
Getting all local authorities on board and to sign up, “local authorities have different pressures and priorities, particularly in relation to homelessness and rough sleeping… patience and resilience are key as well as getting an understanding of the pressures and demands in each local authority.”

“Across the ten authorities there are different services and different ways of working - each authority has its own pathway and way of working. We learnt that one size does not fit all. Each authority has an appropriate bespoke solution, depending on the services available.”

OF NOTE
Services are currently commissioned across the whole of Greater Manchester, giving consistency across the area and all authorities an opportunity to learn from each other and adopt good practice in the delivery of services.

“Salford now has the chance to make a real difference to NSNO with its own hub. This will mean that there are services in both Manchester and Salford, so that people will not gravitate to the city and can stay in their own town to receive a service.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

The charity Porchlight has managed the outreach service in Kent for a considerable time, mainly working with more long-term rough sleepers. In 2012 Porchlight was awarded HTF funding (£250,000) for one year to roll-out NSNO (working with new rough sleepers). The funding expired at the end of March 2013. The Kent authorities continued to fund the project for a further three month period whilst looking at the outcomes, but decided not to continue funding after that. The Porchlight NSNO ceased at the end of June 2013.

The Kent authorities have allocated their sub-regional funding of £577,000 to a new service, Kent Advice Service for Single Homeless (KASSH), which is specifically aimed at providing advice and support for single people who are homeless or threatened with homelessness. This has recently launched and is administered through advice centres (Gateways) which alternate between the Kent authorities and are run by Riverside ECHG.

In this area, Porchlight was funded to operate a scheme to target new rough sleepers (those who had been sleeping rough for less than three months). Referrals were made to one of seven Assessment Centres operating from existing day centres. The outreach worker and staff at the day centre undertook full assessments and linked individuals into appropriate services. Provision included assertive outreach, rapid access to a place of safety, emergency accommodation, public involvement in referral, and a reconnection service.

KEY SURVEY FINDINGS (FROM PORCHLIGHT ONLY)

Kent local authorities did not participate in this survey.

CHANGE

“Previously our main Outreach service (Supporting People funded) always had a waiting list. Clients who were not particularly vulnerable but new to the street might wait for some time to receive support. The launch of this service removed the waiting list in days and allowed the Core Outreach service to focus on long-term rough sleepers.”

“Better understanding about the need to separate and work with new rough sleepers in different ways from the standard outreach and daycentre approach.”

CHALLENGE

Lack of ownership and commitment to the principles of NSNO and the consistent single offer among partners and local authorities.

OF NOTE

“Our Supporting People funded ‘Core’ Outreach team has experienced huge cuts to funding. We are not sure what impact this will have on the number of rough sleepers on the streets of Kent, but are committed to fundraising to maintain this team. The NSNO approach is key to preventing the entrenched rough sleepers of the future remaining on the streets because of a lack of resources and strategic commitment from local authorities to address rough sleeping. We have increased our Helpline team as a part of our commitment to receiving reports of rough sleepers. We are continuing to work closely with StreetLink.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

The project brings the City Council and the Voluntary Service Organisations together to form the Homeless Leicester Partnership (HeLP) Board under the leadership of Action Homeless.

The development of a NSNO Pathway for Leicester ensures that rough sleepers quickly access shelter and support and receive an effective assessment of need and service offer via Leicester City Council’s Single Point of Access and Referral (SPOC), located within the Dawn Centre (Homelessness Hostel and multi-purpose building) for this purpose.

In this area the HTF funds HeLP and Rough Sleepers Task Force (RSTF) to improve prevention and first night response, and to provide support so people do not return to the street. HeLP works with county boroughs to build a coordinated approach to rough sleeping within existing budgets (supported by Leicester City Council resources). It is piloting an Intensive Entrenched Floating Support approach to find and maintain private tenancies and ensure people do not return to the street. It has created an empathetic response to EU migrant rough sleeping; and appropriate supported reconnection in partnership with the local authority, emergency services and the UK Border Agency. They have also built partnerships between the voluntary and community sector and the local authority, to improve assessment and allocation systems and influence the strategic approach to homelessness.

KEY SURVEY FINDINGS

CHANGE

“The recognition and acceptance that this could not be achieved in isolation brought the voluntary and statutory services together working towards the same goal.”

“Working on this project has really focused everybody on what needs to be achieved and has helped to develop and build on previously fragile relationships.”

“Colleagues have more focused goals around rough sleeping and as a combined goal for the area has resulted in a learnt mutual respect for each other areas of expertise and how well it can work when we all pull together and don’t deliver services in isolation.”

“We have reduced the number of entrenched rough sleepers who have been out on our streets for long periods of time, due to the new entrenched floating support services.”

CHALLENGE

“Getting the local authority to come on board.”

OF NOTE

The number of rough sleepers remains relatively low.

“Shocked how quickly once the right service was commissioned from the grant how clients engaged and are starting to show more stability, and the seven clients we had originally identified are now attached to our floating support services and are engaging.”

“NSNO has taken that a step further in ensuring that services are more joined up and therefore making access easier for the most vulnerable. We have learnt from this and so I am certain that other areas will see the benefits this brings.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

NSNO was launched in Luton in 2013 and has involved Luton Borough Council, NOAH Enterprise, Bedford Council and Central Bedfordshire.

In this area the HTF funds NOAH. NOAH facilitated the setup of the Referral Group and the Strategy Group, both comprised of key staff from their partner agencies. The Strategy Group is comprised of senior police, health and local authority representatives. The practitioner/referral group includes the town centre police, the local Mental Health Partnership Trust, Clarendon Link (a local, tier two drug agency with a drop-in service) and Luton Drug & Alcohol Partnership. It was agreed that these practitioners are the most likely to identify suitable people to refer onto the project. Both groups provide practical support to the NSNO project. Within weeks of the project starting, NOAH met its annual target of 30 referrals and currently has 33 clients with whom they are working. Every client has the opportunity to use NOAH Enterprise’s extensive range of welfare services, ranging from hot meals through to accommodation and benefits advice. NOAH Enterprise has started working with the Public Health Data team at the local NHS to quantify the economic benefits of services provided to rough sleepers.

KEY SURVEY FINDINGS

CHANGE
Focus of services on single homeless people.

The biggest success, transition-funded services provided by NOAH enterprise.

That they “are seeing fewer entrenched rough sleepers and are now able to concentrate more on those new to the streets.”

CHALLENGE
“Getting partners together, especially cross-boundary.”

“Access to mental health services has always been a problem for this client group. Through our NSNO strategy group we have managed to pilot a mental health clinic at our welfare centre twice a week which has enabled speedy mental health assessments and treatment.”

OF NOTE
“Rehousing 60 of the 83 referrals received to date” and “a speedy and effective response to rough sleeper alerts.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

NSNO offers one telephone number and website for reporting rough sleepers across the city region and a dedicated outreach team which responds to the calls and identifies rough sleepers, wherever they are, supporting them into accommodation in the relevant local authority area. For those rough sleeping for the first time in Liverpool, there is access to a dedicated hub which will assess their needs and work to identify a solution which meets their needs so they do not have to return to rough sleeping.

In this area, the HTF funds a project involving a partnership of agencies working together. Their aim is to achieve the NSNO standard in Liverpool, providing a single point of contact for rough sleepers and a dedicated worker for each, ensuring coordinated access into accommodation, and consistent and comprehensive assessments of need. The core NSNO service is delivered by two voluntary sector partners supported by a wider partnership of service providers, plus the City Council and Clinical Commissioning Group. This project focuses on providing a hub and assessment service and night sit-up facility.

KEY SURVEY FINDINGS

CHANGE

There is a clearer understanding of the different needs of rough sleepers.

Most significant change in way services are delivered or commissioned: “Much stronger partnership working across the agencies and also on a city region basis.”

“It has forced the development of clearer pathways and responses into services.”

Biggest challenge: “When it comes to mainstreaming the initiative nearly two years later, when budgets are significantly reducing. There is a concern locally that it has created a fast track into services which is bypassing those who are equally in need but are sofa surfing for example.”

“Buy-in / recognition for need for a rapid response and solution, and then achieving that buy-in.”

CHALLENGE

NSNO clients can be moved in and out of services within a reasonable time frame, however those with complex needs remain rough sleeping.

OF NOTE

NSNO “highlighted the (rough sleeper) issue and galvanised support for a rapid response and solution. Also ensure greater willingness to be part of that solution.”

Agreement that it is an efficient and effective approach, but concern that it could be seen as a fast track into services for those who would not necessarily be rough sleeping otherwise.
NSNO was set up in Northampton in partnership with the local authority and Northampton Association Accommodation for Single Homeless (NAASH). Northampton Borough Council leased two properties to NAASH, which were knocked together to provide one large unit. The accommodation assists short-term first time homeless, also sit-up to reconnect. It also provides longer term beds for entrenched rough sleepers and those with no recourse to public funds. Northampton Borough Council outreach service provides the majority of the referrals. NSNO also works in partnership with Oasis House Places for change provision, as on occasion people present higher support needs after a short stay in NSNO and need the additional support it can offer.

In this area the HTF funds the NAASH NSNO Housing Project which supports rough sleepers, including those in crisis, A10s and entrenched rough sleepers. The project aims to end rough sleeping in Northampton through partnership; proactive, preventative, innovative solutions; personalised engagement; intensive, challenging support; advocacy; timely move-on, using all appropriate options.

**KEY SURVEY FINDINGS**

**CHANGE**

“Services can be delivered in a joined up approach.

Assisting entrenched rough sleepers and people with no recourse to public funds who had very limited housing options.

“Reducing rough sleeping and assisting entrenched rough sleepers to access a flexible service that can get customers ready to engage in the Place of Change service in Northampton.”

**CHALLENGE**

“Getting properties ready for occupation.”

“The biggest challenge was getting other agencies / local authorities to understand the criteria and the service provided. NSNO staff / managers attended team meetings of all local authorities / agencies to explain the criteria. I think all those visited, including NAASH, have learnt about the pressures others are under and also how to work together to achieve the same aim.”

**OF NOTE**

“NSNO complements the 1 hostel service in Northampton, meaning that those with support needs are accommodated in the hostel. As NAASSH provide the services in both projects, this means that a customer can move between the services if their needs change, or if they are waiting for a bed in either project, thus reducing the need to rough sleep.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

NSNO is targeted at new rough sleepers who have been verified by the street outreach team and our approach is to ensure that an offer is made to all verified rough sleepers. Twelve local authorities in the region have worked together to support the development of services and responses that address single homelessness and rough sleeping. The partnership work has helped to ensure that there is a consistent and effective way to address rough sleeping, that local authorities are working together where people move across boundaries, and that we share ideas about ways of preventing homelessness amongst this group of people.

There are four HTF projects funded to deliver NSNO in the North East, Changing Lives (formally the Cyrenians) in Newcastle, Sunderland and Durham, and First Stop Darlington in Darlington.

Changing Lives, Newcastle brings together a partnership of agencies in the Newcastle area to deliver the NSNO standard in the city and develop a personalised approach to help entrenched rough sleepers off the streets and into sustainable accommodation. The partners involved in this project are: Changing Lives, Your Homes Newcastle, Stonham Housing (part of Home Group) and Newcastle City Council.

Changing Lives, Sunderland uses peer support and assertive outreach to address the needs of rough sleepers and establish a consistent link between services and the individual, establishing a common case management process to identify varying causes and informing existing systems.

Changing Lives, Durham Adults facing Chronic Exclusion (ACE) outreach team aims to reduce the number of people sleeping rough in Durham. Rough sleepers are identified by outreach teams visiting key homelessness hotspots around the city and county, and by the public who are able to report rough sleeping through a dedicated telephone helpline manned by the ACE team. Through outreach, the ACE team ensures that rough sleepers are able to access supported housing as well as health and social services.

First Stop Darlington provide an integrated service for multiply excluded homeless clients in Darlington that includes support in health, mental health, abuse, addictions and criminal justice issues as well as housing, accommodation and life skills. They have established the NSNO strategy group to address need by facilitating a multi-agency approach to developing a NSNO implementation policy.

KEY SURVEY FINDINGS

(The local authority response came from Newcastle, and only refers to that local authority).

CHANGE
Specific public involvement with public being able to make referrals.

“The Regional Homeless Group has also helped to develop a regional response to rough sleeping and to plug the gaps in service provision across the region, i.e. emergency accommodation options, outreach support etc.”

“The main changes have been at a regional level where some local authority areas with little provision have been able to access funding for dedicated services.”

CHALLENGE
Managing public expectations, especially as many public referrals were for the ‘stock group.’ Also highlighted the issue of begging in Newcastle and has triggered the relaunch of the ‘killing with kindness’ anti-begging campaign in partnership with the police.
OF NOTE
The public involvement has highlighted the issue of begging in the city as most public referrals are for those begging rather than ‘bedded down.’

Using our Gateway system to record all rough sleepers who are referred via NSNO routes across the region and improving the overall collection of data.

“We have always worked in partnership with Darlington Council but this has strengthened this partnership. Have also made stronger links with Adult services.”

“Greater recognition of rough sleeping and how the public can respond to this and then also receive feedback on what has happened to that individual has been an excellent development. This has been particularly effective when used in conjunction with support initiatives around street begging and gaining an understanding from the public that many street beggers are not homelessness.”

Also some concern about NSNO reports being unverified, so although they are all followed up, they do not represent the whole population.
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?
There has been a pilot NSNO service in operation in Oxford since July 2012. The aim is to prevent rough sleepers spending a second night out on the streets of Oxford. NSNO Oxford is delivered by Broadway Homelessness and Support. It does not work exclusively with new rough sleepers but offers accommodation for all rough sleepers including those who are entrenched. There is an expectation that a client will receive a Single Service Offer onto the homeless pathway within seven days of entering the NSNO hub. NSNO Oxford has been operating for 18 months.

Broadway has just received Round 4 HTF funding and aims to establish a project in Oxford which will enable entrenched rough sleepers to move away from the streets through the principles of personalisation. The project will involve offering entrenched rough sleepers a personal budget to purchase the products or services they believe will assist them to move from the streets. A project coordinator will be employed to assist clients to formulate an action plan to achieve their move into accommodation and to use their personal budget. The coordinator will work closely with partners to ensure accommodation is sustained and progress away from rough sleeping is maintained. The project started 2nd January 2014.

KEY SURVEY FINDINGS

CHANGE
Verification process has stopped a large number of inappropriate referrals from other services.

"Better communication between the big pathways (mental health, substance misuse, young people) and the role of the pathway leader within the NSNO make communication along the homeless pathway better and more accountable."

The system is more flexible, and entrenched rough sleepers can now access the hostel pathway when there is a window of opportunity to get them into accommodation.

CHALLENGE
Increase in complexity of cases seen by outreach and the Hub, with most clients having two or more support needs in addition to their homelessness.

There is now a strong concentration of complex clients in the system. This has impacted on service delivery, slowing the pathway down and making move-on more challenging.

OF NOTE
"There has been an improvement in liaison between all services that come across rough sleepers and single homeless people as there is now one main contact: NSNO."

"The ability for a very clear, joined-up working approach across all stakeholders in Oxfordshire working in partnership to enable all rough sleepers equal access to hostel accommodation. It is only by working in partnership that we are able to do this."

"The model has to be adapted to fit the local circumstances."
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?
There is an outreach team, contracted through a local provider, which undertakes early hours sessions throughout the week, actively identifying any rough sleepers and starting to work on their needs at the point of contact. Accommodation is provided, on a statutory basis, through the City Council with additional hostel accommodation available through a number of local providers. Reconnection activities with other areas of the country, or abroad, may be undertaken by the City Council or outreach provider. Reports of rough sleeper activity can be made through a locally established Freephone number and email address, or through the national StreetLink service.

Brighter Futures is newly funded under Round 4 of HTF. The project will transform the way people with complex needs in a large mainly rural area are supported. Using the NSNO approach they will provide an assertive outreach service across Staffordshire and Shropshire to engage with rough sleepers, and help them access local services or reconnect where appropriate. The project will work with people with multiple and complex needs who are at risk of rough sleeping to implement effective and innovative approaches, including use of expert citizens and personal budgets. Alongside council partners they will run a Making Every Adult Matter (MEAM) pilot in one area showcasing how small-scale investment and better coordination of current services can improve outcomes for people with complex needs, including entrenched rough sleepers.

KEY SURVEY FINDINGS

CHANGE
Adoption of NSNO principles by other areas has aided reconnections and positive interchange in case information.

The positive national attention and support for NSNO principles raises the profile locally and across local authority areas, encouraging organisations to adopt the same agenda and work collectively on the need of rough sleepers.

“Improved understanding of what rough sleeping is and the vulnerabilities and complexities of the needs of people sleeping rough. This has led to changes in services being targeted towards rough sleepers in a different way e.g. some services prioritising these referrals for accommodation when allocating bed spaces.”

CHALLENGE
“A lack of accommodation in some areas, so one element of the challenge is getting partners to look at and understand how other approaches may be used e.g. Housing First.”

OF NOTE
Stoke has been working to NSNO principles since 2005, when the deaths of some rough sleepers was the catalyst for a change in the approach.

They have HTF funding, local authority funding, charitable funding and housing benefit. There is very strong commitment to the future of NSNO in the area and agreement that it is an efficient and effective approach to tackling rough sleeping.
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

Since November 2012, the local authority has worked in partnership with Taunton Association for the Homeless to deliver NSNO. Taunton Association for the Homeless (TAH) has two Outreach Workers who set up drop-in services at local day provision for rough sleepers, where new clients are assessed and given housing advice. In many cases this includes a referral to new crash pad facilities at the local hostel. The outreach team has advertised its service in local areas via posters and agency visits and respond to reports of people sleeping rough within 24 hours. They also carry out regular street outreach sessions to known hotspot areas.

The HTF has funded TAH to provide a specialist project led by an Assertive Outreach and Resettlement Team to reduce the current number of rough sleepers across Taunton Deane and Sedgemoor. The project also works in partnership with the local authority to provide innovative and inclusive homeless prevention advice for targeted groups as described above.

KEY SURVEY FINDINGS

CHANGE

The number of rough sleepers has gone down.

The biggest change in service delivery has been full assessments for all rough sleepers at day services and an increase in emergency accommodation.

Services are working together in the area sharing working arrangements to prioritise rough sleepers above those at risk of homelessness in both use of day services and access to accommodation.

“NSNO has greatly reduced rough sleepers becoming entrenched. This allows us to work much more effectively with new rough sleepers to the streets. Our crash pads have also been instrumental in this area.”

CHALLENGE

Covering rural rough sleeping is the biggest challenge.

“Getting people/agencies to communicate and bridge confidentiality restraints.”

OF NOTE

“In our area demand for service has been double initial expectations - so finding a way to develop and continue the work post-HTF funding is the biggest challenge.”
WHAT DOES NSNO LOOK LIKE IN YOUR AREA?

NSNO was launched in Leeds in April 2013 and has allowed three existing services to work more closely together. Working closely with the Leeds Street Outreach Team to carry out regular outreach sessions and act on StreetLink referrals. All rough sleepers found are offered a Hub placement and quickly assessed by the NSNO Coordinator and Leeds City Council. Clients wanting reconnection are referred to the dedicated CRI reconnection team that cover West Yorkshire.

In Wakefield and Kirklees NSNO was launched as a new service in June 2013. Outreach sessions take place when referrals are made both via StreetLink and other agencies. Emergency accommodation is provided to those verified as rough sleepers, and NSNO workers offer support to look at move-on options. NSNO workers support EU and UK reconnection where appropriate.

The HTF funds a project to coordinate and enhance existing services in the local authority areas of Leeds/Wakefield/Kirklees, utilising a regional approach, to ensure that all rough sleepers/potential rough sleepers are identified and provided with the services they need, based on the key principles of NSNO. A partnership of two organisations, CRI and St George’s Crypt, ensures that each area meets the four specified outcomes, key services around hubs are coordinated, there is no inappropriate duplication of services, the use of innovative technology is developed and improved outcomes are reported.

KEY SURVEY FINDINGS

(The local authority response only covered Leeds).

CHANGE

“Raising the profile amongst lesser engaged partners and involving the public in addressing the issue of rough sleeping in the city.”

(Leeds) “NSNO allows us to quickly offer Hub accommodation to clients while we look into their housing situation. Previously we may have had to work with someone while they continue to rough sleep in order to have time to look at the situation.”

(Wakefield) “Before NSNO in Wakefield, no other services were in place that covered the work that we currently do in the area.”

CHALLENGE

“The biggest challenge faced was the three main services involved in NSNO agreeing the best way of working in order to achieve the best results for our clients. We learned from this that in order to offer the best support to our clients we need to look at how the service develops and how we all continue to work together.”

OF NOTE

“NSNO works well in Leeds because it complements a larger initiative to tackle rough sleeping in the city.”

From a commissioning perspective it is that the principles of NSNO are now contractually included in all relevant service specification.

(Kirklees) “The biggest success was making services aware of NSNO in the Kirklees area and allowing more services to make us aware of rough sleepers and promote the use of StreetLink. We have also been able to help the council have a better understanding of the rough sleeping culture in the area and the main rough sleeping locations.”
(Wakefield) “The biggest success of NSNO in Wakefield has been the ability to engage with more rough sleepers in the area than ever before. By promoting the use of StreetLink we have been able to work with more clients that rough sleep in remote area outside the main town.”

NSNO is “effective when part of a broader proactive approach including a range of different initiatives.”

“The high level of buy-in and commitment from various partners has been very positive.”
APPENDIX B

The Homelessness Transition Fund (HTF) is a £20 million grants fund set up as part of the Government’s rough sleeping strategy published in July 2011. The HTF is administered by Homeless Link, with an independent Grants Panel, and funds from DCLG. The Fund makes grants of up to £250,000 over up to three years to the voluntary homelessness sector. Grants support NSNO schemes and other innovations to end rough sleeping, as well as helping critical services move to more sustainable funding arrangements. The Fund runs up to March 2015, with all funds allocated in consecutive rounds up to March 2014. To date, over 150 projects have been supported across England, all of which are working to achieve one or more of the following four outcomes:

- No one should spend a second night out
- No one should live on the streets
- No one should return to the streets once helped
- No one should arrive on the streets

The Fund has supported the roll-out of variations of the London NSNO pilot in over 70 areas throughout England. In some cases, it supported only part of a wider service, and not all the services are called ‘No Second Night Out’. Some grants aim to help entrenched rough sleepers, as well as or instead of those new to the streets. No project replicates the London model exactly, because the projects are tailored to meet local needs and adapted to local circumstances. Also, as the HTF was set up as a reactive, open grants fund, there is no standard service specification.
Variations on the London model include:

**LIVERPOOL**
Across two day centres and a hostel, using a rotating ‘sit-up’ service rather than beds

**BATH AND HARROGATE**
Targeting all rough sleepers

**WISBECH**
Specific focus on Europeans into employment

**DONCASTER**
Partnership with supermarkets to engage the public

**LINCOLNSHIRE**
A good example of cross-authority working and delivering a countywide strategy with individual local district priorities as well overall county priorities

**BRISTOL**
Nightstop hosting for younger clients

Grants are monitored on a six-monthly basis. This report covers a sample mainly drawn from projects awarded grants in the first three rounds of the Fund.

Data for this report is taken from the most recent six month reporting period. In most cases, this covers activities in the period April to September 2013, but will vary according to the round in which the grant was awarded. The report therefore provides a snapshot of what these projects have achieved in the most recent six month period.

An external evaluation of the Fund was commissioned from Cobweb Consulting in 2013. Following the publication of this report, the external evaluation will consider a sample of case study areas on which to drill down further. In its deliberations, the Grants Panel has consistently emphasised the importance of client involvement in shaping NSNO, and the case study report will include an emphasis on ‘client voice’.
In December 2013, with support from DCLG, Homeless Link and Broadway launched a new service – StreetLink – to enable the public to alert local authorities in England about rough sleepers in their area. The local authorities are linked in with hundreds of charities who can help make a permanent change and help an individual rebuild their life.

Most of the 326 local authorities in England with responsibility for housing and homelessness has committed to working to end rough sleeping by adopting the principles of NSNO. This commits each local authority to work with local charities to offer rough sleepers a route off the streets at first contact, to make sure that nobody lives on the streets, and to ensure that once helped, people do not return to the streets.

Since its launch over a year ago, the StreetLink phone line, website and app have made over 11,000 referrals of rough sleepers to local authorities, and we know that over 4,500 people have been successfully connected to local services. There are hundreds of people now housed in safe accommodation as a direct result of a referral by a member of the public to StreetLink.

Across England, StreetLink aims to work in conjunction with local services. Several local areas have their own rough sleeper referral lines, and where this is the case, StreetLink will patch calls directly through to those lines, so that people can speak to someone in their local area. Where there is no line, and an area is launching NSNO or a particular rough sleeping initiative, StreetLink is often asked for promotional materials so that it can be promoted in the area as the way for the public to help connect a rough sleeper to the local services.
METHODOLOGY

The research for this report concentrated on 20 areas across England. The areas to be covered were taken from the list of areas in England outside London with high levels of rough sleeping (as measured by the annual rough sleeping counts and estimates). We carried out both a quantitative analysis of the client data recorded by the schemes in a six month period, and a qualitative survey of the local authorities and voluntary sector agencies involved in the NSNO schemes in these areas.

The 20 areas surveyed between them cover about 38% of all rough sleeping outside London, and a total of 69 local authorities (as eight of the schemes cover multiple local authorities).

On page 57 you can see data for rough sleeping across the survey areas in 2011 and 2012.
## Area

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<td>Julian House</td>
</tr>
<tr>
<td>Bedford UA</td>
<td>17</td>
<td>19</td>
<td>NOAH Enterprise</td>
</tr>
<tr>
<td>Bournemouth UA</td>
<td>16</td>
<td>11</td>
<td>CRI</td>
</tr>
<tr>
<td>Bradford</td>
<td>30</td>
<td>26</td>
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</tr>
<tr>
<td>Bristol</td>
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<td>9</td>
<td>St Mungos</td>
</tr>
<tr>
<td>Brighton and Hove UA</td>
<td>37</td>
<td>43</td>
<td>Brighton Housing Trust</td>
</tr>
<tr>
<td>Derbyshire</td>
<td>35</td>
<td>43</td>
<td>Riverside ECHG</td>
</tr>
<tr>
<td>Devon</td>
<td>63</td>
<td>51</td>
<td>Freedom Social Projects, St Petrocks, PATH</td>
</tr>
<tr>
<td>Greater Manchester</td>
<td>60</td>
<td>71</td>
<td>Riverside ECHG</td>
</tr>
<tr>
<td>Kent</td>
<td>138</td>
<td>125</td>
<td>Porchlight</td>
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<tr>
<td>Leicester UA</td>
<td>50</td>
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<td>Action Homeless</td>
</tr>
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<td>Luton UA</td>
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<td>25</td>
<td>NOAH Enterprise</td>
</tr>
<tr>
<td>Merseyside</td>
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<td>25</td>
<td>Whitechapel Centre</td>
</tr>
<tr>
<td>Northampton</td>
<td>15</td>
<td>5</td>
<td>NAASH</td>
</tr>
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<td>North East region</td>
<td>32</td>
<td>62</td>
<td>Cyrenians</td>
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<tr>
<td>Oxford</td>
<td>8</td>
<td>12</td>
<td>Broadway</td>
</tr>
<tr>
<td>Stoke-on-Trent UA</td>
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<td>2</td>
<td>Brighter Futures</td>
</tr>
<tr>
<td>Taunton Deane</td>
<td>25</td>
<td>15</td>
<td>Taunton Association for the Homeless</td>
</tr>
<tr>
<td>West Yorkshire</td>
<td>36</td>
<td>37</td>
<td>CRI</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>641</strong></td>
<td><strong>666</strong></td>
<td></td>
</tr>
<tr>
<td>National total</td>
<td>2,181</td>
<td>2,309</td>
<td></td>
</tr>
<tr>
<td>London total</td>
<td>446</td>
<td>557</td>
<td></td>
</tr>
<tr>
<td>Outside London total</td>
<td>1,735</td>
<td>1,752</td>
<td></td>
</tr>
<tr>
<td>Proportion covered</td>
<td>37%</td>
<td>38%</td>
<td></td>
</tr>
</tbody>
</table>
Within the list there are a variety of NSNO scheme designs, covering different areas of the country. The areas covered include unitary local authorities, metropolitan councils, district councils, multiple districts in the same county, counties, metropolitan areas and an entire region. In total, this sample of 20 areas includes 69 local authorities. However for the local authority survey, we only collected information from one lead authority in each area, and the voluntary sector providers surveyed do not always cover all local authorities in the area.

We consider that the areas surveyed provide a good representative sample for the entire country. The list covers large cities, smaller cities, towns, suburban and rural areas, and each geographical region of the country is covered. However, because of the way in which the sample has been chosen, it is not possible to extrapolate from these findings to the rest of England, where NSNO services are less likely to be in operation.

The annual counts and estimates of rough sleeping are carried out in the autumn of each year and published the following February by DCLG. In preparing the list of areas to be surveyed, rough sleeping counts and estimates for the last two years (2012 and 2011) have been examined.

Note that not all areas of high rough sleeping are included in this survey. Exclusions are for three main reasons:

1. No local authorities in London are included. This is because London has a separate process for evaluating the effectiveness of NSNO. The London NSNO project has been running since April 2011. NSNO in London has been independently evaluated, and the impact of NSNO in London is measured on a continuous basis by the CHAIN database of rough sleeping in London.

2. Some areas of high rough sleeping have not yet established new services or reconfigured existing services around the NSNO principles.

3. This report is focused on a sample of areas to illustrate the principles of NSNO and the variety of service responses developed locally. Not all areas with NSNO services could be included within the scope of the report.
DATA COLLECTION

From each of the 20 areas surveyed, data was collected about the numbers of clients worked with over a recent six month period, and the demographic profile of these clients. Most of this data comes from the six-monthly monitoring returns supplied as part of the HTF grant monitoring requirements. This was supplemented by additional data collected from areas directly, and in some cases conversations with areas to check their data.

We have attempted to collate the numbers from the 20 areas to present some overall findings from the NSNO services across the country. However, conclusions from this data need to be treated with caution for a number of reasons:

1. VARIETY OF SCHEMES SURVEYED
The 20 areas included in this survey are not identical in design or operation as can be seen from the area profiles in Appendix B. Some schemes may be in contact with more clients because of the scheme design (e.g. a helpline may receive many more calls than an outreach team, and they may not be able to verify that all their callers are actually sleeping rough).

2. DATA COLLECTION SYSTEMS
There are a range of data collection systems in place, of varying levels of sophistication. It may be that some schemes do not always measure unique individuals, or may count the same clients in multiple categories. All schemes are asked to answer the same questions, but it is not always easy to determine from the survey responses that they have used the same definitions in their data collection.

3. PEOPLE AT RISK OF ROUGH SLEEPING
The HTF monitoring reports allow schemes to report those clients they work with that are at risk of rough sleeping as well as those that are actually sleeping rough. The demographic data on gender, age, nationality covers the total population of clients, not just rough sleepers. It is possible that the profile of rough sleepers differs from the ‘at risk’ population, but we cannot determine that from this data.

4. TIMEFRAMES
For each scheme, we looked at the most recent six-monthly data. However, owing to the different start dates for the schemes, the grant monitoring cycles differ. In most cases, the data covers the period April to September 2013, but in some cases it covers a slightly earlier or later period such as January to June 2013, or June to November 2013. In one case, the most recent data is for the period October 2012 to March 2013.

For illustrative purposes, we have provided some of the figures from the most recent CHAIN Street to Home annual report covering rough sleeping in London in 2012/13. Again, some caution is needed here in making comparisons, for the same reasons given above. The CHAIN database has been developed over a 15 year period and is tightly managed, so it can be considered to be a much more robust data source. Outside London there are some robust systems, but not all schemes employ them. They are also mainly run by the scheme provider, whereas CHAIN is commissioned separately from an independent provider.
END NOTES

1. www.broadwaylondon.org/CHAIN
3. This guidance can be downloaded from: www.homeless.org.uk/effective-action/NSNO
4. www.streetlink.org.uk
5. Making Every Adult Matter (MEAM) is a coalition of four national charities – Clinks, DrugScope, Homeless Link and Mind – formed to influence policy and services for adults facing multiple needs and exclusions. www.meam.org.uk

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