

Test Valley Borough Council
Interim Rough Sleeping Action Plan
April 2019 to March 2020

This action plan forms part of the Council's Preventing Homelessness Strategy and the associated Delivery Plan. It is targeted at actions that will support single people and couples who may be at risk of rough sleeping, and with a specific emphasis on preventing and tackling rough sleeping proactively.

It has been developed with regard to good practice around the country and to the government Rough Sleeping Strategy which was published in August 2018. It is intended to support the Council to structure its work to tackle single homelessness in the context of the national priorities of prevention, intervention and recovery, and complements the pre-existing work that is being undertaken in the local area.

This is an interim action plan that will feed into the Council's Review of Homelessness during 2019, including further detailed consultation with stakeholders. It will be formally incorporated into a new Preventing Homelessness & Rough Sleeping Strategy for Test Valley from 2020, which will inform Test Valley's strategic approach to preventing and tackling all forms of homelessness in the area.

No.	What we will do?	When will we do it by?	Who will deliver this?	Resources needed	Milestones	Target/ Outcome	What would success look like?	Comments / Status
1.	Create an operational multi-agency "Homelessness Reduction Board" to review progress towards the action plan quarterly	June 2019 (and then quarterly)	Housing Manager / Senior Housing Options Officers	Officer time	Seek advice from the MHCLG RSI team regarding intention for future Homelessness Reduction Boards, to inform local approach to delivery Initial meeting by end of May 2019 Quarterly meetings programmed in	Clear view from MHCLG regarding their proposed format and approach Multi-agency review and monitoring of our strategic approach to tackling rough sleeping (and preventing it) in the local area. Improved partnership working in the interests of preventing rough sleeping	Quarterly well attended meetings Rough Sleeping Action Plan up to date and actively monitored Ensure preventing and tackling rough sleeping form key aspects of the 2019 Review of Homelessness and subsequent Preventing Homelessness & Rough Sleeping Strategy for the 2Borough	
2. 2	Consult on homelessness prevention and partnership work at Community Partnerships Events	October 2019	Head of Housing & Environmental Health / Policy Manager	Officer time	Homelessness & Housing Strategy round table at October 2019 Community Partnerships event	Increased awareness of local strategy development Partners feeding ideas into the strategy development process	Actively engaged partnership with collective sense of responsibility for homelessness Engaged group feeding thoughts into the strategy development process	

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						<p>Opportunity for further comments on the strategic direction, including operational factors that work well or that need to be improved</p>	<p>and in advance of bringing Preventing Homelessness & Rough Sleeping Strategy to Cabinet in December 2019</p> <p>Active partnership engagement in the new Preventing Homelessness & Rough Sleeping Strategy 2020 to 2023</p>	
3.	<p>Encourage all partners to pledge support to the principle of a local “No First Night Out” approach</p>	June 2019	<p>Head of Housing & Environmental Health / Housing Manager</p>	<p>Officer time</p> <p>Access to MATT Fund and Prototyping Fund to support engagement in project work</p>	<p>Develop a local “pledge” that fits alongside this action plan, for all agencies to sign up to – to develop as part of the Preventing Homelessness & Rough Sleeping Strategy consultation</p> <p>Preventing Homelessness</p>	<p>Key strategic partners sign up to a pledge and commit to working together as part of a strategic approach that aspire to “No First Night Out”, while delivering a minimum “No Second Night Out” standard</p>	<p>All key partners signed up to the pledge and actively working towards a coherent partnership response to rough sleeping focused on prevention, intervention and recovery.</p> <p>Partners actively working together to deliver the pledge, including:</p> <ul style="list-style-type: none"> • TVBC services • Hampshire County Council (including Adult 	

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					<p>Forum following on from Homelessness Reduction Board reviewing progress and introducing a local “pledge” to work together on a “No First Night Out” basis</p> <p>All key partners in the local strategic approach to tackling rough sleeping sign up to the pledge.</p>		<p><i>and Children’s social care, mental health commissioning, and Public Health)</i></p> <ul style="list-style-type: none"> • Community Mental Health Team • Hampshire Constabulary • Registered Providers • Two Saints • Inclusion Drug and Alcohol Service <ul style="list-style-type: none"> • CRC and Probation <ul style="list-style-type: none"> • CAB • Local charities including The Bridge • Local Churches & Street Pastor service <ul style="list-style-type: none"> • Unity • Wider voluntary sector agencies with an interest 	

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							in homelessness	
4.	Brief Council on rough sleeping and street activity to increase elected members' awareness about the complexity of rough sleeping issues and how they can support this strategy	September 2019	Head of Housing & Environmental Health / Housing Manager	Officer time	Confirmed pre-Council briefing Invitations sent Briefing plus Q&A delivered	Pre-Council briefing and Q&A raises elected member awareness and understanding of the issues associated with preventing and tackling rough sleeping	<p>Councillors are able to understand the complexity of rough sleeping issues</p> <p>Councillors understand their role as part of the Council's front line</p> <p>Councillors are able to articulate the reasons why giving cash to people on the street may undermine the local service offer, and enable people to sustain themselves on the street</p> <p>Councillors understand the difference between begging and rough sleeping</p>	
5.	Develop a rolling communications strategy to educate local residents and partner agencies	April/May 2019 September 2019	Head of Housing & Environmental Health / Housing Manager / Communications	Officer time	New strategic approach forms part of press release post-Cabinet in	Local service response is promoted Awareness is raised locally	<p>Reduced incidence of begging in town centre</p> <p>Greater awareness and understanding of the</p>	

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	about single homelessness		Manager		<p>March</p> <p>Revisit messages about risks associated with donating cash to people on the street</p> <p>Proportionate communications plan in place at the beginning of autumn that dovetails with any existing homelessness communications plan that is being delivered</p> <p>Appropriate press releases to flag local services, including SWEP</p>	<p>Local residents do not inadvertently enable rough sleeping and sustain people on the street where there are offers of accommodation and support being refused</p> <p>Local residents actively report incidences of rough sleeping</p>	<p>complexity of rough sleeping</p> <p>Greater awareness and understanding of the available services including TVBC commitment to providing emergency accommodation for local people regardless of priority need</p>	
6.	Continue to deliver a universal service (<i>accommodation</i>)	Ongoing since April 2018	Housing Manager	Ongoing financial support through	Capture data to demonstrate offers made /	No-one has to sleep out for a single night	No 'new' rough sleepers hit the street	

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	<i>offers to anyone who may otherwise sleep rough regardless of priority need or intentional homelessness)</i>			the housing options service budget	acceptances / refusals Monitor quarterly, including any learning arising from trends in refusals / acceptances		No 'new' rough sleepers spend more than one night on the street	
7.	Deliver and sustain a "Housing First" model in partnership	From April 2019	Housing Manager / Aster / Two Saints / Hampshire Constabulary	Ongoing financial support through the housing options service budget Accommodation units	3 units tenanted with support Options under review to extend the pilot	3 placements successful maintained Minimum 6 units by 31/03/2020 Deep dive into touch points across the system for individuals support pre-Housing First intervention and analysis of system touch points post-Housing First intervention to support evaluation of	Housing First approach brings inside most vulnerable rough sleepers sustainably Housing First tenants do not return to the street Housing First pilot evidence base supports business case demonstrating the approach saves public money Housing First model is expanded to support additional vulnerable people to move forward	

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						cost benefit of the new approach to the Council and to wider public services	with their lives away from the street	
8.	Review Severe Weather Emergency Provision (SWEP) annually	September 2019	Housing Manager / Two Saints	Officer time SWEP funding	Review 2018/19 experience Ensure appropriate arrangements are in place before autumn 2019 in readiness for severe weather	Adequate SWEP arrangements are in place People accessing SWEP are engaged by wider support services to identify sustainable longer term solutions	No-one sleeping rough during periods of severe weather (without clear offers of emergency accommodation) Provision is adequate to meet need / placements into B&B are minimised People accessing SWEP do not return to the street	
9.	Continue to respond to reports of rough sleepers within 1 working day including outreach undertaken by the Council's housing team / Two Saints	Ongoing (and from April 2019)	Housing Manager / Senior Housing Options Officers / Two Saints / Hampshire County Council	Officer time Two Saints capacity Social Inclusion Services funding	All rough sleepers are visited on the street and made offers of emergency accommodation and support Enforcement action is considered by	Local services respond rapidly to reports of rough sleeping All rough sleepers are offered accommodation and support to end any period of rough sleeping	No First Night Out Minimum standard No Second Night Out Responsive service – all rough sleepers visited on the street urgently and within no more than 1 working day of the report of rough sleeping	

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					relevant statutory agencies to reduce ASB and harmful street activity	Exit strategies are developed with rough sleepers (from the street, from emergency accommodation, and into medium / longer term plans for independent and sustainable living)	Where people refuse assistance, dialogue is commenced at the earliest possible opportunity with the individual to build trust and to work on understanding the obstacles that may be preventing the person from accepting help	
10.	Housing Options Officers to maintain regular contact with single homeless customers with minimum fortnightly check ins	Ongoing (and from April 2019)	Housing Manager / Senior Housing Options Officers	Officer time Personalisation budget (homelessness funding)	Minimum fortnightly check-ins are happening and evidenced on case files All single people (and couples) who are no fixed abode or otherwise precariously housed / at risk of eviction are actively supported by the Council's	Actively reducing the levels of new rough sleepers from hitting the streets Actively reducing the levels of people with a history of rough sleepers from returning to the streets Service focus shifting from rough sleeping to preventing single homelessness	Absolutely minimised levels of new rough sleepers for whom homelessness may otherwise have been preventable Homelessness budgets being used effectively to prevent rough sleeping	

No.	What we will do?	When will we do it by?	Who will deliver this?	Resources needed	Milestones	Target/ Outcome	What would success look like?	Comments / Status
					Housing Service			
11.	Housing Options Officers to maintain regular contact with rough sleepers with minimum weekly check ins	Ongoing (and from April 2019)	Housing Manager / Senior Housing Options Officers	Officer time Personalisation budget (homelessness funding)	Minimum weekly check-ins are happening and evidenced on case files All single people (and couples) who are rough sleeping are actively and directly supported by the Council's Housing Service	Actively reducing the levels of rough sleepers in the area through relationship building and persistent offers of support Service focus shifting from rough sleeping to preventing single homelessness	Absolutely minimised levels of rough sleeping Reduced likelihood rough sleepers will become entrenched Low levels of rough sleeping achieved and sustained	
12.	Undertake regular case audits to monitor service consistency and service quality in the context of supporting single homeless people and rough	Ongoing (and from April 2019)	Housing Manager / Senior Housing Options Officers	Officer time	Case audits discussed at team meetings and 1-1s Findings addressed each month and service delivery	All staff working consistently All staff working in a procedurally compliant way All staff delivering against appropriate aims	Each month a set of light touch recommendations produced for the team and/or individual officers Recommendations are being acted on and appropriate changes to service delivery and case work are being made	

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	<p>sleepers, and to inform any appropriate amendments to service delivery and performance management (including identifying skills gaps and training needs)</p>				improved	<p>included within this action plan</p> <p>Performance issues addressed</p> <p>Training needs identified and met</p>	<p>Procedurally compliant service delivery</p> <p>Rough sleepers and people at risk of rough sleeping are receiving regular help and support that is proactive and engaging, and that seeks to address underlying causes of housing related issues in partnership to achieve sustainable outcomes</p>	
13.	<p>Engage partners in regular / as necessary multi-agency “walkabouts” that target anyone sleeping rough (enforcing and supporting)</p>	Ongoing (and from April 2019)	Housing Manager / Senior Housing Options Officers	Officer time	<p>Regular partnership walkabouts are happening (minimum once a quarter)</p> <p>Walkabouts are scheduled at different times and on different days</p>	<p>Walkabouts continue to happen and involve key agencies (enforcement, accommodation and support)</p> <p>Walkabouts are flexible and frequency can be stepped up depending on emerging demands</p>	<p>Visible multi-agency presence taking an interest in rough sleeping and street activity in Andover town centre</p> <p>Offers of accommodation and support are being made by relevant agencies, whilst enforcement options are actively considered where appropriate to reduce ASB and harmful street activity</p>	

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14.	Identify and engage with people who have been accommodated sustainably, with a history of rough sleeping, to understand what works and what doesn't work, to inform future service changes	December 2019	Housing Manager / Senior Housing Options Officers	Officer time Voucher incentive for participants	Cohort of people with experience of rough sleeping who are managing accommodation identified Discussions with cohort to inform future actions	Insight with the benefit of lived experience Understanding what we do well, and what can be improved Constructive feedback on our wider partnership working	Candid feedback from service users that can inform future strategic actions and changes in the way we deliver operational services with partners	
15.	Review the outcomes achieved through the Yellow Brick Road project	September 2019	Housing Manager / Yellow Brick Road Project	Officer time	Review outcomes from the initial prototyping cohorts Identify how the model could be improved and develop adjustments for any future cohorts Identify potential future opportunities to	Clear outcomes data informing potential adjustments to the scope of the pilot	Data supports business case for further tranches of training The pilot has supported people to change their behaviour and resulted in sustainable outcomes Initial cohorts have improved prospects of accessing the Private Rented Sector	

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					assist additional cohorts			
16.	Ensure the MATT Fund and Prototyping Fund are actively contributing to preventing and relieving single homelessness	Ongoing (and from April 2019)	Housing Manager / Senior Housing Options Officers	Housing Options Budget Officer time	Effective use of MATT fund with demonstrable outcomes Effective use of MATT fund with demonstrable outcomes Quarterly reviews of spend and outcomes	Both funds demonstrably contribute to preventing people rough sleeping Both funds contribute to sustainable relief of homelessness (and rough sleeping)	Increased partnership engagement and wider sense of ownership of homelessness and housing problems Active support for individuals to move lives forward positively Homelessness (and rough sleeping) is effectively prevented and relieved	
17.	Identify any specific training needs for front line officers and support staff that may assist them in working with people who are rough sleeping	Ongoing (and from April 2019)	Head of Housing & Environmental Health / Housing Manager	Training budget	Use the PDD process to identify any associated training needs for individual team members Review best practice and identify training options that look at influencing	Staff are fully skilled up and equipped to deliver effective services Staff continue to be supported with the necessary skills to deliver an asset-based service All staff are able	Staff have the necessary skills to do their jobs Single people are actively engaged by officers through strengths-based approaches Front line staff are increasingly participating in the future design of the service, building on	

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					behavioural change Consider revisiting Advantaged Thinking and Chimp Management style workshops	to work positively with rough sleepers in the interests of harm reduction and ensuring accommodation offers are sustainable	new approaches and learning from what works, and what has not worked	
18.	Support single people with rent deposit loans and/or bond guarantee to assist them to access PRS accommodation	Ongoing <i>(and from April 2019)</i>	Housing Manager / Senior Housing Options Officers / Homelessness Prevention Officer	Officer time Within existing resources Any additional resource requirements to be identified (MHCLG funding bids outstanding – success on any/all PRS access components will impact on the local approach	Private Landlords and Letting Agent Forum to discuss the issue and look at incentives Review feedback from landlords and consider additional elements that may be feasible	Housing Service actively offering PRS access support to single people and couples Ongoing review and development of landlord incentives and available support for tenants (and prospective tenants) Using pre-tenancy training as additional lever to persuade	Increase in the number of single people accessing the PRS with TVBC support	

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				and have their own project plan associated with deliver)		landlords to offer tenancies to people who have experienced complex needs and/or street homelessness		
19.	Review local emergency bed capacity and options to increase it during periods of high demand	March 2020	Head of Housing & Environmental Health / Housing Manager / Senior Housing Options Officers / Two Saints / Aster	Officer time <i>(Any additional resource requirements that may fall beyond scope of existing budget to be determined as part of review)</i>	Identify potential options including with local voluntary sector Establish likely future requirements based on caseload and impact of new approaches over the life of this action plan	Need established based on experience of service delivery and partnership engagement Actions determined and fed into new Preventing Homelessness & Rough Sleeping Strategy Identified flexible options to increase capacity for emergency placements if required at certain times in the year Identify	Reduced use of bed and breakfast to meet the Council's commitment to prevent / relieve rough sleeping Maintain high levels of cases resolved under the duty to relieve homelessness Low levels of rough sleeping on any given night (less than 2 people out in autumn 2019 estimate)	

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						opportunities to increase E-bed capacity at Dene Court and potential to achieve them		
20.	Develop integrated and coordinated assessment processes for people with complex needs to prevent and relieve homelessness through support planning and active multi-agency engagement	September 2019	Housing Manager / Senior Housing Options Officers	Officer time Partner commitment	Improved alignment of agency assessments Personal Housing Plans owned by a range of agencies and the client Individual multi-agency action plans agreed for specific individuals	Coherent partnership response to people with complex needs who are either rough sleeping or at risk of rough sleeping Shared sense of responsibility for the prevention and relief of homelessness Asset-based assessments undertaken by TVBC housing team are reflected in referral forms to other agencies Care Act assessments are conducted on all	The system demonstrably working together to support people with complex and multiple needs Partnership working focused on behavioural change and sustainable interventions Reduced focus on “statutory constraints” across individual components of the system of public services, in the interests of common sense responses and playing to the strengths of agencies with the most relevant skillsets to deal with specific challenges or obstacles preventing people moving their lives	

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						elderly / frail rough sleepers	forward positively	
21.	Develop individual (multi-agency) action plans for <u>every</u> identified rough sleeper including reviewing obstacles to bringing them inside and specific actions to remove those obstacles (and to include the agency best placed to address specific needs)	June 2019	Housing Manager / Senior Housing Options Officers / Engagement Officers (Community Safety)	Officer time Partner commitment	Develop the CMARAC to include reviews of individual rough sleeper action plans Draw together Personal Housing Plans and wider partnership responses into one place Identify appropriate lead agency in all cases of rough sleeping (this may not always be "housing")	Multi-agency action plans (and exit strategies) in place for all rough sleepers and including people in accommodation who have recently slept rough Lead agency ownership of monitoring and delivering those plans empowered to challenge delivery by contributing agencies to ensure progress across all partner commitments Rough sleeping no longer seen to be a "housing problem" and	Multi-agency plans in place for every identified rough sleeper in Test Valley Different agencies leading on plans for different individuals, and at different times Wider system recognition that bricks and mortar alone cannot resolve the underlying causes and effects of rough sleeping Reduced levels of entrenched rough sleeping locally Reduced levels of rough sleeping locally Reduced levels of people "returning" to the street	

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						treated in the context of the underlying causes and wider, complex issues associated with each individual who finds themselves on the street		
22.	Develop multi-agency risk assessment/action plans setting out how individual rough sleepers will be supported to sustain their accommodation in the initial stages of moving from the street and/or from supported accommodation (1-6 months), and in the medium term 6-12 months)	June 2019	Housing Manager / Senior Housing Options Officers / Engagement Officers (Community Safety)	Officer time Partner commitment	Partners working together to identify key risk factors that may result in a return to the street, and practical actions to overcome them and mitigate risk Develop the CMARAC to include reviews of individual rough sleeper action plans once accommodation	Multi-agency risk assessment action plans (and exit strategies) in place for all rough sleepers who are brought inside Lead agency ownership of monitoring and delivering those plans empowered to challenge delivery by contributing agencies to ensure accommodation is sustainable and the right	Multi-agency risk assessment plans in place for every newly accommodated rough sleeper in Test Valley Different agencies leading on plans for different individuals, and at different times Wider system recognition that bricks and mortar alone cannot resolve the underlying causes and effects of rough sleeping Reduced levels of repeat rough sleeping locally	

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					<p>has been secured</p> <p>Identify appropriate lead agency to ensure the right support is being provided to maximise prospects of success</p>	support is being delivered	<p>Reduced levels of rough sleeping locally</p> <p>Reduced levels of people “returning” to the street</p>	
23.	Promote the national StreetLink service to ensure residents, business and agencies are actively reporting rough sleeping (also link to the local referral pathway)	Ongoing (and from April 2019)	Head of Housing & Environmental Health / Housing Manager / Communications Manager	Officer time	Ensure awareness of StreetLink as part of homelessness communications plan	Press releases / media output periodically highlights the national service and encourage residents to contact the Council if they are worried about their housing situations / report rough sleepers to StreetLink	<p>Increased awareness of StreetLink services</p> <p>People contacting the Housing Service at the first sign of tenancy problems</p> <p>StreetLink reports flagging rough sleepers in the local area with the TVBC housing team</p>	

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24.	Maintain commitment to ex-Forces personnel as set out in both the national and local Armed Forces Covenant	Ongoing (and from April 2019)	Head of Housing & Environmental Health / Housing Manager / Senior Housing Options Officers	Officer time Partner commitment	<p>Continue to reach out to the Army Welfare Service to review opportunities to work together to prevent homelessness and manage expectations</p> <p>Ensure that all entry points to the Housing Service capture whether someone is or has ever served in the Armed Forces</p> <p>Ensure that any applications for housing support from veterans are processed with due regard to the law, associated</p>	TVBC continues to deliver a best practice service for veterans (including veterans who may be homeless, threatened with homelessness, or who have experienced / are experiencing rough sleeping)	<p>Ongoing dialogue with local veterans charities</p> <p>Ongoing contact with Army Welfare Service</p> <p>No veteran or member of the wider forces community (including divorced or separated partners or serving forces personnel) is disadvantaged as a result of the demands of service</p>	

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					regulations and guidance			
25.	Consider the role of Psychologically Informed Environments to ensure emergency, temporary and supported accommodation supports and promotes wellbeing	December 2019	Head of Housing & Environmental Health / Housing Manager / Senior Housing Options Officers	Officer time <i>(Any additional resource requirements that may fall beyond scope of existing budget to be determined as part of review)</i>	<p>PIE considerations to complement pre-existing work if appropriate – to cement the local approach and ensure accommodation solutions are actively contributing to recovery</p> <p>Review the success of MEAM in Basingstoke and Winchester areas with a view to identifying learning that could be adopted in Test Valley</p>	<p>Establish practical application of PIE in Test Valley</p> <p>Establish any potential additional and unbudgeted costs associated with introducing PIE / MEAM approaches</p>	<p>Enhancements to local service delivery</p> <p>Partnership actively considering recovery for people with a history of rough sleeping and how existing services could be reconfigured to ensure they maximise positive influence on individual's recovery</p> <p>Appropriate therapeutic support in place to promote recovery in people with complex and/or multiple needs</p>	

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					Work with Two Saints to review the local service delivery in the context of recovery			
26.	Review eviction protocols with key partners in the provision of supported accommodation for single people	June 2019	Housing Manager / Senior Housing Options Officers	Officer time Partner commitment	Eviction process reviewed with Two Saints Eviction process reviewed with Aster (as appropriate) and other RPs (as appropriate)	Proportionate staged responses to tenancy / licence breaches Flexible approaches where those accommodated have complex support needs Adjustments to operational approaches to eviction protocols ensure the health and safety of relevant schemes and staff	Managed evictions from supported housing with exit strategies to ensure wherever possible that evictions do not result in street homelessness Fewer evictions from supported housing	

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27.	Review service structure with a view to the potential to introduce resettlement support within the Council's Housing team	March 2019	Head of Housing & Environmental Health / Housing Manager	Any options to be achievable within existing budget and with a view to targeted use of central government grant funding for homelessness	Options considered by Cabinet Roles and grading established Recruitment Implementation, training, team building	Elements of health and wellbeing support introduced to the housing team Ability to target resettlement support in keeping with an asset-based approach and to build on the Council's innovative way of working with people Additional capacity to support people with multiple and complex needs who are at risk of homelessness or homeless / rough sleeping	New tenancies created are sustained Improved tenancy starts Improved local offer for PRS landlords Improved temporary accommodation management and increased throughput	
28.	Review the action plan and develop project plans dependent on any successful bids for	Timescales dependent on MHCLG for pre-existing bids	Head of Housing & Environmental Health / Housing Manager / Corporate Policy	Office time Potentially match funding dependent on	To be determined based on the outcomes of outstanding bids	To be determined based on the outcomes of outstanding bids	Additional funding drawn down from external sources to support the local strategic and operational response to	

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	external funding, including MHCLG funding rounds (PRS Fund, Rapid Rehousing Pathways, Rough Sleeper Initiative)	under consideration HEH Service to remain vigilant to ensure participation in appropriate funding opportunities to support the ongoing development of the local approach to meeting the needs of homeless and vulnerable people	Manager	nature of opportunities being pursued			homelessness including reducing and preventing rough sleeping in the local area. Enhanced service delivery through targeted funding to support the Council's internal services and services being delivered by partner agencies	