

# Rough Sleeping Strategy 2023 - 2027



## Under The Streetlight

Under the streetlight  
Quarter to one  
Two months since nothing  
Still going strong  
A whisper in my ear  
& then you walk along  
Under the streetlight is my home  
It's where I belong  
Oh the streetlight is my

Early days had just begun  
We're awoken by the sun  
Said we'd be forever young  
Time could fly & we'd have jumped  
Into reality  
Now the sun is looking after me

You see me over there  
Lying numb without a care  
I mean how can I compare  
To the singers everywhere  
Screaming their heart out  
I'm living my life out here  
It's where I belong  
Oh, the streetlight is my

When the snow has touched the ground  
That's when you come to town  
Seeing if I'm safe & sound  
When you know how long I've been  
around here  
Though you come once a year  
I mean who are you pretending  
It's not like your amending  
The downside of my weekend  
Making out that your caring  
Well if you really cared  
You'd notice me then and there

Under the streetlight  
Quarter to one  
Two months since nothing  
  
Still going strong  
A whisper in my ear  
& then you walk along  
Under the streetlight is my home  
It's where I belong  
Oh the streetlight is my  
Home  
  
I'm living my life out here  
Been round here  
It's where I belong  
Oh the streetlight is my  
Home

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<sup>1</sup> Shalea is an artist who wrote the song "Under The Streetlight" in college. She performed the song as part of the legislative theatre process.

# Introduction

Any period of rough sleeping represents a failure to safeguard and protect vulnerable people.

Our aim in this strategy is to set out a vision to end rough sleeping in Haringey. To do this we will make clear what we will do, outline the challenges we may face, and describe how we will measure our progress along the way. Since our last strategy, we have developed a strong evidence-base of trauma-informed practice and service delivery that enables people affected by rough sleeping and multiple-disadvantage, immigration restrictions and gender-based harm to sustain healthy lives off the streets.

This has only been possible because of the people, teams and organisations we work in partnership with. This partnership spans a broad range of statutory, voluntary and grassroots organisations, and importantly people with lived experience themselves. Our shared vision to end rough sleeping, has been co-produced and builds on our achievements since our last strategy in 2018.

## **1. We are committed to systems change and we believe it is possible**

We are committed to evidence-led practice that brings about real change. We believe that ending rough sleeping requires all teams, organisations and services to work as a coherent integrated system with straightforward access to support and equity of outcome. To make this happen the Haringey rough sleeping partnership has invested in shared learning, developing our operational and strategic relationships and embedding co-production into the commissioning and deliver of our services.

In the coming four years, we will continue to challenge ourselves to build and develop our approach, and we will utilise funding and other opportunities to broaden the reach and impact of our work. We will further embed co-production and champion change

## **2. We are ambitious and determined in the context of challenging national policy**

Since the 'Everyone In' initiative ended, rough sleeping has been increasing again. A significant and growing proportion of people rough sleeping are affected by immigration restrictions preventing them from starting work, finding housing and accessing healthcare. During 2021, we contributed to a report by Homeless Link and the No Accommodation Network (NACCOM) called *Unlocking the door: a roadmap for supporting non-UK nationals facing homelessness in England*. The report includes a set of recommendations for how local authorities can best support non-UK nationals facing homelessness, in the face of national policy that severely limits local efforts to tackle non-UK street homelessness.<sup>2</sup>

An end to rough sleeping will only be achieved by ending the destitution brought about by the 'hostile environment'. Until then, we will do all we can to ensure people are afforded their legal rights and entitlements, and to using our powers to ensure vulnerable people can access health, social care and confidential immigration advice as a route away from rough sleeping.

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<sup>2</sup> *Unlocking the door: A roadmap for supporting non-UK nationals facing homelessness in England* | Homeless Link

We remain ambitious in spite of the national and local financial challenges, where we will need to meet the needs of people rough sleeping, with less resource than in previous years. We remain ambitious and determined to end rough sleeping because anything less would be unacceptable.

### **3. We recognise systemic inequality as a root cause of homelessness**

Ending rough sleeping means tackling and transforming the conditions that create it. It requires us to recognize and respond to the effects of systemic inequality, such as racism and homophobia, that mean some people are disproportionately more likely to sleep rough than others.

This strategy will contribute to the work across the borough to challenge inequality, deprivation and social exclusion. We will prioritise our work to prevent rough sleeping by identifying who is at risk of homelessness, intervening earlier and identifying opportunities to tackle root causes by influencing local, regional and national policy.

## Co-producing the Rough Sleeping Strategy

This strategy is the realisation of a process of co-creation that celebrates the skills, qualities and experiences of our community.

Between November 2021 and May 2022, people with lived experience of homelessness, Council officers and partner agencies worked with Arts and Homelessness International to create an original play based on their real experiences. This was the start of a process called Legislative Theatre. Amongst other things, scenes in the play explored the experiences of people rough sleeping, the services who try to support them and the complicated systems and criterion they navigate. Scenes highlighted inconsistencies, prejudices, gaps and barriers with the aim of provoking discussion and creative solutions.

This interactive approach to policy co-design brings people together to propose creative policy and practice ideas centred in lived-experience. Importantly the process requires decision-makers who are involved in the process to make real-time commitments to change. Those commitments were explored further by a Steering Group made up of the original cast of the play and senior Council officers, which were brought together to form the Strategy.

*“Legislative Theatre is an innovative, joyful and radically accessible methodology for co-creating policies that move communities towards equity, dignity and adequate housing for all. Momentum has been building around the UK for creative, grassroots participatory democracy, and Arts & Homelessness International (AHI) has been at the forefront of that movement, by promoting and supporting Legislative Theatre and similar tools through which people with lived experience of homelessness take the lead on shaping policy platforms. The collaboration between AHI, Haringey residents, myself, and Haringey Council was ambitious in scope, with a strong commitment from the Council to implement the community's ideas. Those proposals have since moved forward into the new Rough Sleeping Strategy. AHI's advocacy and cultural organising practices were essential in bringing about such concrete changes, and I look forward to collaborating with them in the future, to overturn the power dynamics in policy making within the homelessness sector, one performance at a time.”*

(Katy Rubin, Legislative Theatre Practitioner)

Arts and Homelessness International compiled a report describing their work in Haringey which can be found here: [Haringey Rough Sleeping Strategy and Arts and Homelessness Mapping Report 2022 | Arts & Homelessness International \(artshomelessint.com\)](https://artshomelessint.com/report-2022/)

The artwork within the strategy was produced by Mitchel Ceney, Associate at Arts and Homelessness International. At Streets Fest 2022, he collated the ideas and thoughts of people who have used homelessness services, which he turned into the drawings and sketches you can see throughout the strategy.



## About this Strategy

Unlike the Homelessness Strategy, local authorities are not required by law to produce a Rough Sleeping Strategy. However, without we would struggle to develop a shared vision to end rough sleeping with our partners or to describe the route map for how we hope to get there. The objective of this strategy is to set out a shared approach to enabling people who rough sleep to achieve their aspirations, access the support they need and build a happy life off the streets.

The Council has made a number of strategic commitments related to rough sleeping and multiple disadvantage, including in our [Borough Plan](#), our [Safeguarding Adult Board Strategic Priorities](#) and as part of our work with the North central London Integrated Care System, including in the [Health & Wellbeing Strategy](#). These strategies provide clear strategic commitments and a governance structure for the multi-disciplinary work required to end rough sleeping.

The Council's Public Sector Equality Duty, set out in the Equality Act (2010), provides the legal basis for our work to eliminate discrimination and victimisation, to advance equality between people from diverse backgrounds and to ensure equity of access and outcome for people with protected characteristics under the Act. The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status apply to the first part of the duty. Although it is not enforced in legislation as a protected characteristic, Haringey Council consider socioeconomic status a local protected characteristic. Accordingly, the decision to create a rough sleeping strategy represents progress to eliminate discrimination and advance equality of opportunity.

The strategy will help the Council to meet its duties under a range of housing, social care, health and equalities duties. The powers set out in these Acts will enable us to offer support to people who we know are at the most risk of harm and preventable deaths on the streets; women, young people, learning disabled adults, LGBTQ+ people and vulnerable people from migrant communities.

## The National Context

In September 2022, the Department for Levelling Up, Housing and Communities published its national Rough Sleeping Strategy, *Ending Rough Sleeping for Good*. The strategy has four main elements; prevention, intervention, recovery, and promoting a more transparent and joined up system.

The strategy builds on the learning from the pandemic and interventions delivered nationally funded by the Rough Sleeping Initiative. Developed in partnership with the Centre for Homelessness Impact, the strategy articulates, for the first time, the government's definition of ending rough sleeping; '*rough sleeping is ended if it is prevented or is otherwise rare, brief and non-recurring*'.<sup>3</sup> The strategy sets out a data-led metrics framework which will be implemented nationwide wherever local authorities receive RSI funding. As such, the commitments we are making in this strategy will align with the national definitions and impact measures, demonstrating

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<sup>3</sup> [First step to defining an end to rough sleeping \(homelessnessimpact.org\)](https://homelessnessimpact.org/first-step-to-defining-an-end-to-rough-sleeping)

our commitment towards a shared goal to end rough sleeping and enabling us to further develop our evidence-based on the impact of our approach.

We welcome the government pledge to end rough sleeping by 2024. For this to be possible, a systemic social transformation is needed that eliminates poverty and marginalisation. In the interim, rough sleeping can be prevented, made rare, brief and non-recurring.<sup>4</sup>

The Consumer Prices Index rose by 9.6% in the 12 months to October 2022, up from 8.8% in September 2022. The largest upward contributions to the inflation rate in October 2022 came from housing and utilities (electricity, gas and other fuels), food, drink and transport.<sup>5</sup> The cost of living crisis makes it increasingly unlikely that rough sleeping will be ended by 2024, and without additional funding it means it is very likely that the services and organisations that exist to support people affected or at risk of homelessness will have to scale back their support.<sup>6</sup> Since our lowest recorded street count figure during 2020, we have seen a 333% increase in rough sleeping. In December 2022, 19.3% of Haringey residents were claiming Universal Credit, an increase on the previous month. Wherever we can, we will work with our residents, local voluntary and community organisations and our statutory partners to mitigate the financial pressures people face that result in homelessness and rough sleeping.

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<sup>4</sup> [First step to defining an end to rough sleeping \(homelessnessimpact.org\)](https://homelessnessimpact.org/)

<sup>5</sup> [Consumer price inflation, UK - Office for National Statistics](https://www.ons.gov.uk/economy/inflationandcosts/articles/consumerpriceinflationintheuk/2022-09-01)

<sup>6</sup> [Homeless Link calls on the Government to uplift homelessness funding in line with inflation | Homeless Link](#)

# ROUGH SLEEPING IN HARINGEY

2021/22 (Financial Year)



Were seen sleeping rough in Haringey in 2021/22



## BREAKING THAT FIGURE DOWN



Less people compared to 2020/21



More people compared to 2016/17



Moved into accommodation



Were only seen sleeping rough once

## WHO THEY ARE



- 84% Were male
- 13% were female
- 0% were non-binary
- 3% were unknown

- 5% were 18-25
- 27% were 26-35
- 35% were 36-45
- 22% were 46-55
- 10% were Over 55

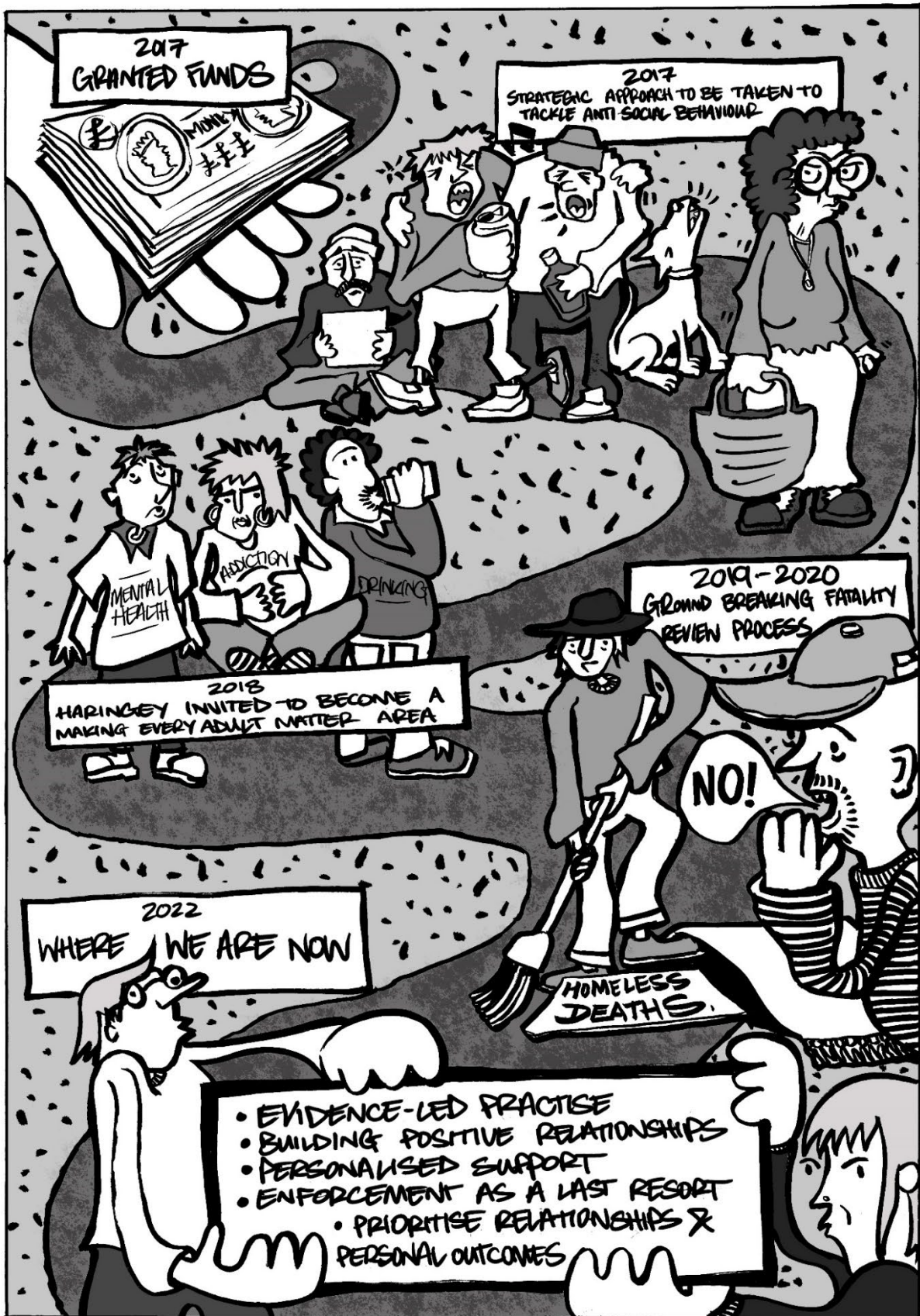


- 38% UK Nationals
- 34% EEA Nationals
- 14% Non-EEA nationals
- 14% Unknown Nationality

- 48% Had mental health needs
- 30% were prison leavers
- 6% were ex-armed forces
- 7% Had been in the care system as a child







All artwork shown throughout the Strategy produced by Mitchel Ceney, 2022

## Achievements & Learning since our last Strategy

Our previous rough sleeping strategy was published in 2018. The strategy made ambitious commitments to tackling the harms of rough sleeping. It is with pride that we can say that over the course of the last 4 years our rough sleeping programme has become people focussed, has prioritised relationships and personal outcomes and has worked collaboratively to achieve the following outcomes:

### Resident Outcomes

- 52% Reduction in street count figure over a 3 year period
- Concluded our Making Every Adult Matter project, achieving significant reductions in unplanned hospital admissions and arrests for those involved in the project.
- £3.6m Rough Sleeping Initiative funding over 3 years

### New Services

- Mulberry Junction
- Olive Morris Court
- The Cranwood Night Shelter
- Homeless Health Inclusion Team
- Out Of Hospital Care
- Rough Sleeping Drug and Alcohol Team
- Osborne Grove
- Burgoyne Road & the Haringey Resettlement Service

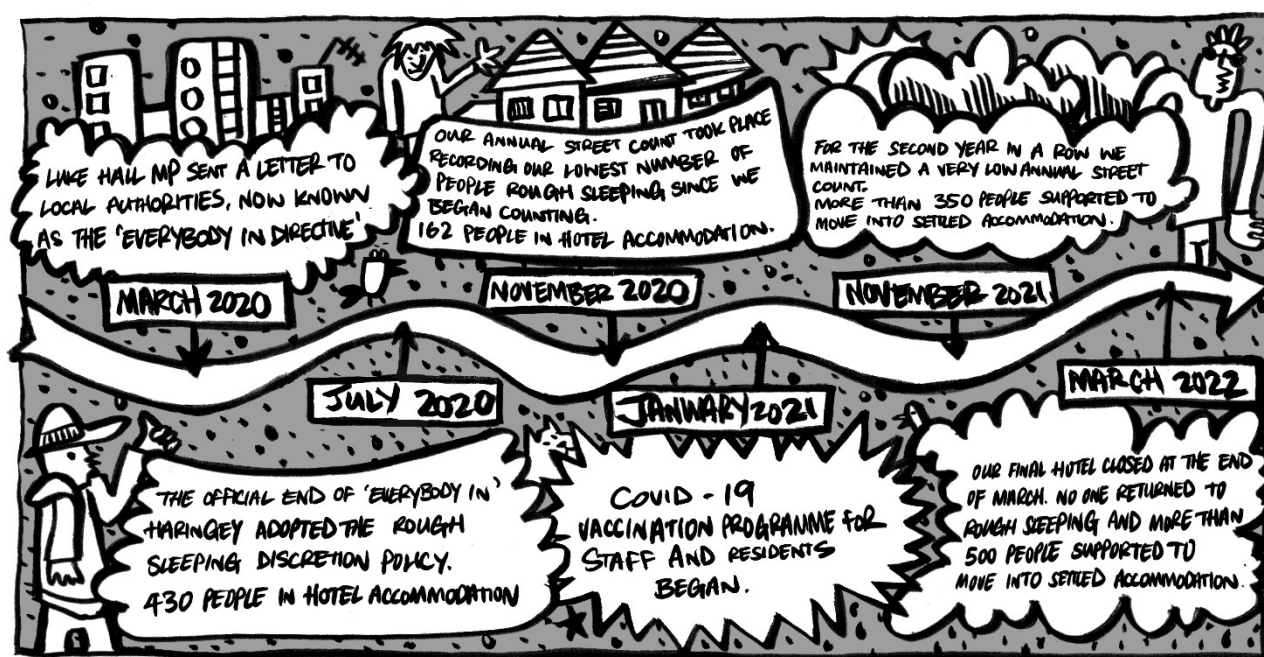
### Policy Change

- Fatality Reviews
- Safeguarding Adults Priorities
- Live Well Strategy & the Health and Wellbeing Board
- Developing a multiple disadvantage framework to be used across council services
- Building new supported and specialist housing

### Practice Improvement

- Prioritising partnerships with faith and community orgs including funding 25+ voluntary and community sector organisations to deliver supported housing, floating support, street outreach and specialist advice and information
- Developing communities of practice
- Weekly multi-disciplinary team meetings
- Our approach to enforcement as a last resort to address safety and risk only, and strongly resisting the trend to identify rough sleeping as an anti-social behaviour

## Learning from Covid-19



Today, we are seeing substantial increases in non-UK National rough sleeping, and expect this to continue. We take forward the learning from the pandemic, and that this was the closest to ending rough sleeping that we have been. This confirms the benefits of focussing on service delivery rather than establishing eligibility, and highlighted the challenges facing migrant communities and people with insecure immigration status. Learning from our Covid-19 homelessness response has strengthened our partnership working and highlighted the crucial role of health, social care and public health partners at both strategic and operational levels within our work.

The end of *Everyone In*, and continuing concerns about collusion with immigration enforcement teams create significant barriers to successful outcomes with this group of people. We are committed to utilising all available resources and lawful avenues to address the housing and health needs of this vulnerable group, and would welcome further national initiatives that support this effort. As a borough, we are committed to enabling all those who are entitled to apply for EU Settled Status, but we remain concerned about the number of people met by our outreach team with pre-settled status or no recourse to public funds. Despite this, and through building on the strengths of our partnership, we are ambitious about achieving a sustained reduction in rough sleeping in Haringey. We will focus on at-risk groups such as people affected by immigration control, women and LGBTQ+ people who have the most limited options and the poorest outcomes. Specific commitments will be made to the above-mentioned groups later in the strategy.

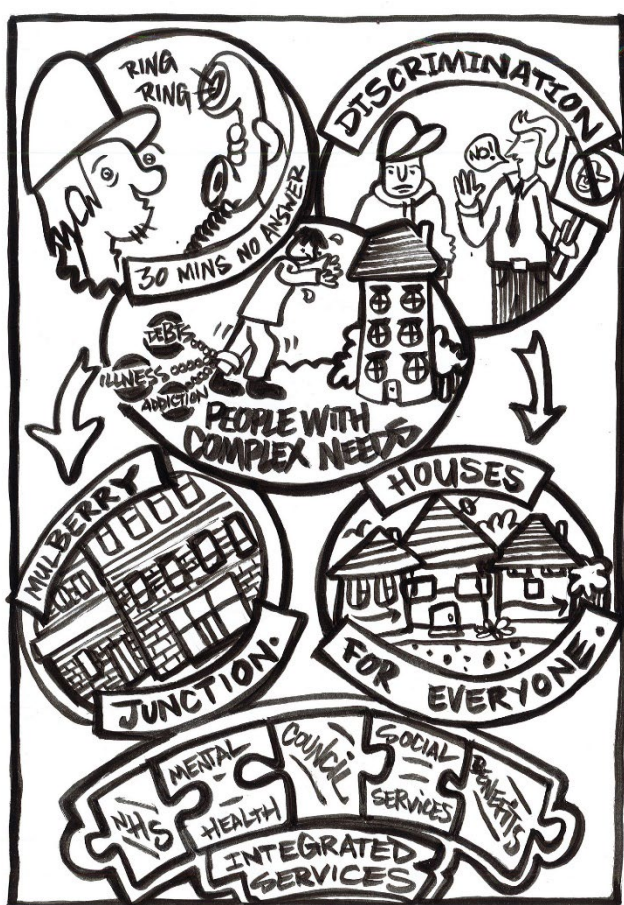


## What We Will Do

The commitments made in this strategy are;

1. To ensure that rough sleeping is **prevented** where possible and that where it does occur, that it is **rare**
2. To ensure that where rough sleeping does occur, that it is **brief**
3. To ensure that rough sleeping is **non-recurrent**
4. To **exhaust all options** to secure routes off the street for people who face immigration restrictions

### Commitment 1: We will ensure that rough sleeping is prevented where possible, and where it does occur that it is rare



It is our priority to prevent rough sleeping, and to ensure that where it does happen it is rare.

In 2021/22, 62% of people seen bedded down in Haringey were new to rough sleeping.<sup>7</sup> We are committed to better understanding the interactions of those at risk of rough sleeping, and using this evidence to inform our interventions.

a) We will work with partners to minimise evictions that lead to street homelessness

We will prioritise move on from the supported housing pathway and prevent evictions where possible. We will deliver our services using a personalised and trauma informed approach which promotes recovery, builds skills & resilience. We will work to support our partners to work in ways that prevent evictions and hold them to account where they are not working

effectively to achieve this. A number of the evictions that immediately precede rough sleeping occur in types of accommodation where it is less easy to prevent the eviction. For example, end of NAS accommodation and exempt provider evictions. In order to minimise this, we will ensure that clear information on our services is available on our website, and that we deliver in person services

b) We will commission and deliver suitable supported accommodation

<sup>7</sup> Greater London Full Annual Report 2021-22: <https://data.london.gov.uk/dataset/chain-reports>

In Haringey, we believe that a coordinated multi-agency approach, which empowers people to tackle the complex and connected vulnerabilities that trigger homelessness, will deliver the best homelessness prevention outcomes for single people. As such, we will commission suitable supported accommodation that meets the needs of those experiencing homelessness in our borough. We will commission our services in such a way that allows our providers and their teams to develop real relationships with residents, and acknowledge this as a valuable outcome.

Accommodation provision is more than just bricks and mortar. A staggering 100% of those interviewed as part of the co-production of the strategy believed that arts and creativity are important in homelessness provision. Arts plays a role in prevention and support to empower and improve the lives and well-being of people affected by homelessness through creative education and participation. The following commitment was developed by Arts and Homelessness International, alongside other organisations working across arts and homelessness in the borough:

- We believe that arts enhances individual wellbeing, resilience, agency backed up by [research](#).
- We will increase access and opportunities for people who are or were homeless to engage in arts and creativity

We are committed to delivering services flexibly and innovatively and our work to embed arts into homelessness services has begun. During the pandemic and throughout 2020 we worked with Arts and Homelessness International to organise creative projects in supported housing and emergency hotel provision where people were isolating. As part of this, books and art packs were distributed, and creative workshops held for those isolating. A [research project](#) on the impact of arts and homelessness during the pandemic was also undertaken.

This strategy and the work that comes out of it is a reflection of our belief that marginalised communities make key cultural contributions. In order to make arts accessible to those who experience homelessness and rough sleeping we will work across the Council to embed the arts into the development of places, services and projects.

Streets Fest is another example of our commitment to innovative service delivery in the community. Streets Fest is an annual health & wellbeing event, established in 2018, for people experiencing homelessness. The event provides an opportunity for people to access a wide range of different support services in the same place, on the same day, in a fun, festival themed setting. Our learning following five years of successful delivery, is that bringing services outdoors, and providing music and the arts in this way helps to reach those in greatest need. We are committed to continuing to provide events and services in this way, and we will embed the arts and creativity into rough sleeping services using the [jigsaw](#) of homelessness support.

**a) We will co-locate within services that interact with those at highest risk of rough sleeping and will improve accessibility**

We will continue to design our interventions so that they are delivered within the community and closest to those we aim to support. We will continue to support hospital discharge navigation teams and we will work in partnership with the NHS to support the improvement of hospital discharge processes including the duty to refer. We will continue to ensure that everyone seen rough sleeping is supported to a statutory assessment of their homelessness, and we will work with other council services to ensure that assessments are undertaken flexibly and, in a trauma-informed way that meets the needs of those who have experienced multiple-disadvantage. We

will work with prisons and the probation service to ensure the successful implementation of new national initiatives to reduce custody releases to the streets. We are committed to communicating

*"Time is a concept about when you eat and when you sleep. Time fizzles out til it's just daytime and night-time. In the day, you are just waiting for it to pass and in the night, you're trying to find a place to sleep safely. Avoiding the concept of time helps you survive, you embrace 'crossing that bridge when you come to it. I still could not tell you how long I rough slept for. Not even close."*

*(Bruk Mellese)*

effectively with our partner services to prevent rough sleeping from ever occurring.

## **Commitment 2: To ensure that where rough sleeping does occur, that it is brief**

Any period of time rough sleeping represents a failure of services to safeguard and protect vulnerable people. We recognise the value of sufficient and effective use of the supported housing pathway, but often those experiencing rough sleeping require additional support to move away from the streets. *Everyone In* evidenced the benefits of lowering the threshold for immediately accessible accommodation. It evidenced that once in, generally support needs, incidents, experiences of harm and neglect lessen, and outcomes are improved. As such, we are committed to the following:



### **a) We will provide suitable 'off the streets' accommodation**

It was clear throughout the legislative theatre and co-production process that the reinstatement of emergency accommodation to provide shelter for people affected by rough sleeping was of key importance. As such, we are committed to re-opening a 20-bed night shelter for those experiencing rough sleeping in the borough.

### **b) We will deliver in-person support services and outreach**

The cornerstone of our rough sleeping programme is the Haringey Street Outreach Team. The team has expanded significantly since our last strategy and are out on the streets of Haringey daily, working tirelessly to build relationships and deliver genuinely supportive and effective interventions to those that are rough sleeping. A



clear priority for residents and stakeholders as identified by the legislative theatre process was the need for in person homelessness services in a hub setting. We are incredibly proud of, and committed to continuing, our Mulberry Junction service. Recent events including the war in Ukraine and broader cost-of-living crisis have shown just how much of a lifeline Mulberry Junction is in the community. This is also reflected in a threefold increase in the number of people visiting each month. We are committed to designing services to respond to demographic needs; we will recruit native language speakers to specific roles, acknowledge language barriers and their impact on service provision, and where we can bring in local communities to help with translation services.

**c) We will respond to and prioritise hidden homelessness**

*“Women absorb violence in order to make things right, to keep a household, women become incredibly resourceful at experiencing and enduring violence. Because violence is such a major part of homelessness for women, opportunity means that responses can’t be planned or wait until the next morning.”*

Alison Charles, Intensive Support Navigator, Haringey Council

Minoritized communities experience the greatest barriers to accessing services and are invisibilised in most national statistics. In the financial years 21-22, just 35 women were seen bedded down in Haringey, compared to 226 men. It is now largely acknowledged that women are hidden in official reporting measures, and women’s homelessness is to a much greater extent than previously thought. A recent report by Fulfilling Lives in Islington & Camden found that lone adult homelessness is as likely to be female as male – women are just less visible.<sup>8</sup> Violence is a major part of women’s experience of homelessness, and violence can occur outside of the hours of 9-5. We are committed to ensuring that assessment and support can be provided for women on site flexibly and in a trauma and culturally informed way. We are committed to embedding learning processes and developing forms and communities of practice where challenges can be discussed, beliefs challenged with openness and humility. We are committed to stepping away from engagement as a prerequisite to service provision, allowing and encouraging time as well as increasing our understanding of the power dynamics between women and services. We will develop and expand our specialist women’s spaces and services and provide better specialised training for practitioners across the borough.

Of a total 268 people seen rough sleeping across the course of the year in Haringey, only 14 (5.2%) were aged between 18-25. This is lower than the London average, and London as a whole saw a slight decrease in the proportion of people seen rough sleeping who were aged 25 or under.<sup>9</sup> While the numbers of young people experiencing rough sleeping is lower than other age ranges in the cohort, supporting young people who are homeless is a preventative mechanism. Vulnerably housed and hidden homeless young people are one step away from street homelessness, many of the complex needs seen in our rough sleeping cohorts and the work of Making Every Adult Matter Programme started developing in youth, in interactions with the criminal justice system, care systems and other public services. As such we are committed to upstreaming the prevention of rough sleeping to delivering outstanding services to young people

<sup>8</sup> from Fulfilling Lives in Islington & Camden (FLIC, part of Single Homeless Project), Joanne Bretherton and Nicholas Pleace, Centre for Housing Policy, University of York, and London Borough of Camden

<sup>9</sup> Greater London Full Annual Report 2021-22: <https://data.london.gov.uk/dataset/chain-reports>

who are experiencing or at risk of other forms of homelessness. We will continue to be involved in and committed to pan London and cross borough efforts to create better services for young people.

### Commitment 3: We will ensure that rough sleeping is non-recurrent

In 2021/22 28% of those seen bedded down fell into the 'stock' category, and 10% were 'returners' which means they were not seen bedded down in the previous year but were in the years prior to that. A previous bedded down contact is a strong indicator that someone is likely to rough sleep again and we are committed to ensuring that single homeless approaches made by those who are known to CHAIN and the outreach team are offered intensive support to avoid a return to the streets.

- A) We will increase the supply of affordable supported accommodation available long term for those who need it to sustain recovery

The Housing Related Support service has delivered on a number of new services since the previous rough sleeping strategy. We are committed to exploring all possible capital funding streams in order to deliver affordable supported accommodation within the borough.

Some of our services include;





Our **Osborne Grove** service, a former nursing home identified for major re-development. In the interim the property is being used to provide supported accommodation for single homeless adults with needs around substance use, mental or physical health, and/or criminal justice involvement. Osborne Grove is staffed 24 hours and benefits from large communal spaces, office accommodation and a large catering kitchen.



Our **Olive Morris Court** service. Launched in December 2021, Olive Morris Court provides 32 self-contained, modular build supported homes. The service provides intensive and flexible support with staff on site 24/7 and a wide range of visiting support services from statutory and voluntary partner agencies.



Our **Resettlement Service** which provides visiting support in shared accommodation, operating from properties located across Haringey. The team provides flexible support and goal planning to help people manage their tenancy, gain employment and skills and generally gain confidence in their skills to live independently after a period of homelessness.



Our commissioned **Housing First** service which includes 30 bedspaces of specialist mental health provision.

**b) We will jointly commission ambitious and integrated health and care services focussed on equity of access and outcome**

Our Homeless Health Inclusion Team consists of dedicated primary care, mental health, substance use and homelessness practitioners. We will commission high quality support services that address the significant health inequalities faced by people experiencing rough sleeping to address their long-term physical and mental health conditions. In Haringey, we believe that a coordinated multi-agency approach, which empowers people to tackle the complex and connected vulnerabilities that trigger homelessness, will deliver the best physical and mental health outcomes for single people.

We recognise that an end to rough sleeping is about more than housing and will only be achieved by addressing unequal access and outcomes within the health and social care system as well. As such, we commission a dedicated social worker post that supports people who are street homeless to access their entitlements under the Care Act around care needs, safeguarding and preventative support. Generally, people who are sleeping rough face overlapping and multiple disadvantages, including challenges accessing and sustaining drug treatment interventions, than the wider population and this is a factor in the shocking statistics about the [average age of death](#). In Haringey, the high rate of comorbidity between drug and alcohol use and mental illness within the rough sleeping cohort, led to focused discussions about an integrated response between health and homelessness services.

Our ambition is to commission an integrated health service which works to reduce health inequalities, by improving the health care and social inclusion of those rough sleeping and those in supported accommodation in Haringey.





c) We will embed new ways of working with people facing multiple disadvantage

Building a collaborative and empathetic homelessness service in Haringey is key. Throughout the legislative theatre process and mapping work with Arts and Homelessness International, it was identified that there was a need for training and capacity building for Council staff and those with lived experience. This includes a need for specific training related to mental health, peer mentoring, trauma informed care and systems. It was also identified that people with lived experience should work in council services, especially those that live in council provided accommodation. Much of this work has begun, and will be taking forward as part of the Multiple Disadvantage strategy.

In 2018, Haringey were awarded funding as part of the Making Every Adult Matter Programme. The MEAM

approach supported 34 individuals experiencing severe and multiple disadvantage over a three-year period. The aim was to establish new ways of working with people facing multiple disadvantage, which could be extended beyond the lifespan of the project. We tracked the outcomes and experiences of those involved (with their consent) for 3 years from April 2019-March 2022, which contributed to a national evaluation. Our MEAM cohort consisted of 9 women and 25 men and 25% of the cohort were from BAME backgrounds. At the start, 20% of cohort were rough sleeping – all have since achieved positive moves off the streets. Today only 3 out of the original 34 people require ongoing intensive support. The following outcomes were also noted:

- In Year 1 there was a 25% decrease in A&E attendances, in Year 2 a reduction of 50%.
- In Year 1 there was also a 14% reduction in arrests, Year 2 a 38% reduction.
- Over 50% of the cohort now have their own self-contained accommodation.

The success of the MEAM project has laid a clear foundation for the development of a borough-wide, cross-organisational multiple disadvantage framework. This will form the basis of our plan to continue the work to embed new ways of working for people that experience multiple disadvantage across the Council, and will include homeless services training, as was identified in the legislative theatre proposals. This will undoubtedly strengthen the work that has already been started to embed co-production in service design and delivery.

## Commitment 4: We will exhaust all options to find routes off the street for vulnerable people who face immigration restrictions

*“One of the clearest shared points of agreement across all interviews was the value - to staff, services and individuals accommodated - of a stable universal accommodation offer that does not exclude people based on immigration status.”*

Homeless Link, Roadmap

Rough sleeping is increasing. A total of 8,329 people were seen rough sleeping in London during 2021/22. Just over half (52%) of people seen rough sleeping in 2021/22 were from the UK, while slightly over one fifth (22%) were from CEE<sup>10</sup> countries.<sup>11</sup> As a result of our innovative practice in this area, we were invited to partner with Homeless Link and the No Accommodation Network (NACCOM), to produce a ‘roadmap’ to providing better services for people affected by homelessness and immigration restrictions. The research captured practice and policy lessons from the pandemic, and aims to identify achievable, long-term approaches to better supporting this group. The report can be found here: [NEW REPORT: ‘Roadmap’ for tackling non-UK national homelessness | Homeless Link](#). In this report, it made clear that national policy hampers local efforts to tackle non-UK national homelessness.<sup>12</sup> It is futile to discuss strategies to end or reduce rough sleeping, without a commitment to improving parity in access to services for non-UK nationals experiencing rough sleeping.

### **A) We will work with partners to deliver accommodation, and where we cannot we will ensure there is an offer of employment support, immigration advice, and effective signposting.**

We are committed to operating a no wrong door approach, and ensuring that where people come to the Council for housing support, our teams and services effectively signpost to the places and people that can assist. In our experience, the majority of those who rough sleep in Haringey have been in the borough for many years. Many have been working in insecure employment and vulnerably accommodated prior to sleeping rough for the first time. We are committed to supporting people to access the labour market through our Haringey Works service, or through specialist commissioned employment support providers, focussing specifically on providing enhanced support to people with Settled and Pre-Settled Status. We will also continue to ensure the availability of specialist immigration advice in the borough.

## How Will We Measure our Progress?

A delivery plan will be developed that sets out how partners will work together to achieve the commitments made above. Our approach has and will continue to be informed by the latest available intelligence when determining the actions required to achieve our strategy vision. The Council uses the Combined Homelessness and Information Network (CHAIN) to monitor people seen bedded down across each month in the borough. CHAIN is a multi-agency database that is

<sup>10</sup> EU expansion in 2004 and 2007 enabled people from the following countries to come to the UK to work: Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Slovenia. These are referred to as Central and Eastern European (CEE) countries in this report.

<sup>11</sup> Greater London Full Annual Report 2021-22: <https://data.london.gov.uk/dataset/chain-reports>

<sup>12</sup> Unlocking the Door; A roadmap for supporting non-UK nationals facing homelessness in England

used across London. Borough level and London wide quarterly and annual reports can be accessed here: [Rough sleeping in London \(CHAIN reports\) - London Datastore](#).

In 2018, the Council started undertaking bi-monthly street counts. While we acknowledge that street counts only represent a partial picture of rough sleeping in the United Kingdom, it is useful as part of a toolbox of other data collection and mapping methods. As such Haringey continue to undertake bi-monthly street counts using the evidence-based estimate approach.

The description of rough sleeping which has been used most routinely for national statistics since 2010 defines rough sleeping as: *“People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or “bashes” which are makeshift shelters, often comprised of cardboard boxes)”*

Haringey recognizes that the definition of rough sleeping excludes key places and situations that minoritized groups typically rough sleep in, obscuring their lived experience and their statistical presence in the national picture. To end rough sleeping, we would first need to understand it more accurately and openly, and then explore the specific causes, effects, and triggers for different population groups. We are committed to improving the data collected to accurately portray the above-mentioned groups, and to incorporate this into provision of services. This includes gaining accurate data on the scale of homelessness, to enable us to fully understand the experiences of those that are less visible, and the services they interacted with along the way. We recognise that we do not have a clear enough view of the gaps in services that are causing people to rough sleep for the first time locally, and the transition points prior.

Our aim with this strategy was for it to be fully co-created, and one of the core findings of the Mapping Report produced by Arts and Homelessness International, was that:

‘More needs to be done to work with partners to find effective ways to encourage people with lived experience to actively participate in policies and actions that impact them. We saw how successful this was using arts to facilitate policy co-creation during the Legislative Theatre project – and this innovative approach enabled people to engage.’ AHI Mapping Report 2021

Following on from the publishing of the strategy, we will be convening a Peer Scrutiny Panel, who will meet once a year over the lifetime of the strategy and whose aim will be to assess the efficacy of the interventions and measure progress towards the commitments made.

As well as this, steps are already being taken to improve the data available, to inform decision making and to make visible the needs of those who may be invisible in existing data reporting measures. For example, Haringey elected to participate in a pan-London women’s census, which took place in September 2022. Local authorities & their partners were invited to share data, undertake gender-informed outreach shifts and work with colleagues across the sector to estimate the number of women affected by street homelessness in their area.

In addition, we will bring together data from different sources, to ensure those who have experienced homelessness are only required to tell their story once, and that this is accurately reflected on systems where it is consented to. Improving read across multiple systems will also



be a priority, including improving existing reporting measures such as CHAIN and Inform, to evaluate the efficacy of current interventions.

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