

# Response ID ANON-CTGS-6KFV-E

Submitted to Single Homelessness Accommodation Programme (SHAP) - Locality Strategic Gap Analysis  
Submitted on 2023-11-10 14:52:40

## Respondent Details

1 Your first name

Your first name:  
Sarah

2 Your surname

Your surname:  
Laycock

3 Select the local or combined authority you work for

Select the local or combined authority you work for:  
North Northamptonshire (E06000061)

If you are not employed by a local authority, please give the name of the organisation you work for. Note that gap analyses submitted by organisations other than local authorities will only be considered where submission has been agreed by DLUHC, Homes England and/or GLA officials:  
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5 Your job title or role

Your job title/position:  
Rough Sleeper Coordinator

6 Should we include anyone else in correspondence about this submission?

Yes, take me to a page to provide their contact details

## Additional Contact #1

7 Their first name

Their first name:  
Suzanne

8 Their surname

Their surname:  
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10 The local authority they work for

The local authority they work for:  
North Northamptonshire Council

11 Their job title or role

Their job title or role:  
Housing Policy and Performance Manager

12 Should we include anyone else in correspondence about this submission?

No, take me to the next section

## Routing Page

43 To get you to the right page, select whether this gap analysis concerns a pathway outside of London or in London

Outside of London

### Pathways Outside of London

44 What SHAP target authority area does this gap analysis relate to?

What SHAP target authority area does this gap analysis relate to?:

North Northamptonshire

Additional target areas:

45 Which SHAP pathway does this gap analysis relate to?

Pathway for adults with histories of sleeping rough who have a high level of support need

### Pathway Strategic Gap Analysis

49 What gaps in provision have been identified in the pathway?

What gaps in provision have been identified in the pathway?:

Specialist supported accommodation for rough sleepers with complex needs.

It has been identified that a main gap in the rough sleeping pathway in North Northants is dedicated supported accommodation which can meet the needs of individuals with complex needs including individuals experiencing multiple exclusion homelessness (MEH).

Based on current rough sleeping numbers, support needs, and current barriers faced the facility or accommodation would need:

- to provide between 15-18 additional bed spaces with En-suite facilities where possible to reduce the number of shared amenities
- 24/7 security based on the success of the S&H model with the proposal to have onsite support workers if all located in one unit
- to be within the Kettering area which is central to North Northants and easily accessible and where currently the least number of provisions are
- Access to a support room and office space for utilisation as a hub for partners to offer support and treatment on site
- Accessible drop in facilities for rough sleepers to use during the day to increase engagement
- Move on flats to help with transition to independent living and ensure tenancy sustainment can be achieved when intensive support is reduced
- to accommodate individuals for up to 2 years to provide enough scope to effectively support complex cases.

A further gap that has been highlighted is short term assessment spaces and provision for those with NRPF and through providing additional bed spaces via SHAP it is envisaged that this will enable the Council to meet this need through other locally funded provisions.

Female only provision – HMO property

Another identified gap in North Northants is for a female only provision or dedicated self-contained properties. The Rough Sleeping Team have seen a recent increase in females approaching with support needs who have been victims of exploitation while rough sleeping. This indicates the need to have dedicated small, female only provisions or accessible accommodation located in North Northants. Location of these can be flexible but looking at current provisions ideally in Corby or Rushden areas. The numbers are not high so a proposal to have 2 HMO properties with a total of six bed spaces would be sufficient or individual properties to meet this need.

50 How have these gaps been identified?

What process have you followed to identify these gaps?:

An exercise was conducted with the Rough Sleeping Team (RST) to review caseload and identify the common barriers faced when trying to secure suitable accommodation for rough sleepers. This highlighted that the main provisions locally are suitable for individuals with low to medium support needs and therefore the main barriers being faced include:

- No Recourse to Public Funds (NRPF)
- Couples
- Pets
- Criminal charges – Sex offences / Arson
- High needs - MEH cases
- IH decisions- too difficult to move on
- Hoarding

In the month of September 2023, only 14% of rough sleepers seen did not have a support need and the breakdown of support needs was as follows:

- Mental health (22%)
- Drugs and alcohol (25%)
- Complex needs (17%)
- Excluded from services (17%)
- NRPF (5%)

This shows individuals with complex support needs has increased since the beginning of the year when in February 2023, 30% of rough sleepers did not

have a support need.

The following data for 2023/24 highlights the need for the additional SHAP properties to help meet local need:

- An average of 34 individuals were seen rough sleeping per month and approximately 27% were new to rough sleeping and not known to the team. The flow of new rough sleeper data has reduced since last year due to new reporting methods of how this is now measured by DLUHC.
- Within North Northants we have identified a Target Priority Group (TPG) of 33 individuals since April 2023. As it stands out of the 33 identified as our TPG, 21% are rough sleeping, 69% are in accommodation (Supported Accommodation, Social Housing, staying with friends or with in the RSAP project), unfortunately 6% have died (which is two long-term rough sleepers).
- Out of the individuals who are still rough sleeping 42% have drug and alcohol support needs, and are infrequently engaging with services, 57% have mental health support needs, all of which are not working with services due to being unable to get them diagnosed. These individuals are entrenched rough sleepers who have no trust in services and are reluctant to attend drop-in sessions. This has been a barrier within NNC pathway for a long time along with having sufficient accommodation provisions to meet their support requirements.
- Between April 2023 and September 2023, the RST have found 12 women bedded down. Out of the 12 females seen two were transient and refused help. 7 out of the 12 females seen were vulnerable and had multiple support needs, such as drug and alcohol misuse, and mental health support needs. Two of these vulnerable females frequently return to rough sleeping due to evictions from supported accommodation provisions that are not suited to their support needs.

51 What offers and accommodation and support are you currently making to bridge these gaps?

Outline the provision that currently exists around these gaps:

The Council have introduced the following initiatives to try and help provide support and suitable accommodation to this cohort including:

- 1) 6 Housing First properties funded through RSI providing supported accommodation to individuals with complex needs
- 2) S&H was introduced in December 2021 as a temporary supported provision to meet increasing demand locally
- 3) The Rough Sleeping Team provide in-reach support to rough sleepers who have been placed in temporary accommodation via the use of discretionary powers which helps reduce the number of tenancy failings but has limitations due to staffing levels and the needs for around the clock support for complex cases
- 4) Fully staffed Rough Sleeping Team now including a dedicated Housing Options Advisor all funded through RSI is ensuring timely move on where possible and enabling solutions to be achieved direct from the streets for individuals with low or no support needs.
- 5) 10 properties secured via RSAP for entrenched / high need rough sleepers now in place with two dedicated support workers to ensure tenancy sustainment.
- 6) NNC have secured through the Public Health (SSMTR) Housing Support Grant 2 dedicated housing tenancy support workers for North Northants with one role now in place and the second to be recruited to imminently.
- 7) Repurposing RSI funding to enable floating tenancy support for households in temporary accommodation to try and prevent evictions / breakdowns and reduce the risk of rough sleeping.
- 8) Working with public health and mental health colleagues to try and fund dedicated mental health nurses and specialist support roles for drug and alcohol for the North as these are recognised as the main support needs of rough sleepers locally. These roles will work closely with the Rough Sleeping Team and take the service out in the community to increase engagement and to help individuals to maintain their treatment and support.

It is worth noting that although the above interventions are in place there is still a high number of singles with multiple complex support needs in mainstream TA and whilst NNC there are initiatives to increase tenancy support for some it is not enough, and existing supported options locally are not able to meet this level of need.

52 Who has been involved in identifying these gaps and what involvement have they had?

Who has been involved in identifying these gaps and what involvement have they had?:

Members of the North Northants Homeless Forum engaged in the self-assessment of the rough sleeping pathway conducted for RSI funding which highlighted the need for supported housing solutions for high needs / complex individuals.

The first North Northants Homelessness Conference was held in September 2022 with over 130 delegates attending from both statutory and voluntary community sector partners in the area helping to highlight the gaps within the pathway which again highlighted the lack of supported accommodation for vulnerable individuals with complex needs.

The Rough Sleeping Team have been consulted from an operational perspective in terms of the individuals they are supporting and identified what they find are the main gaps in the pathway and the barriers to securing suitable accommodation for rough sleepers currently being supported.

Task and finish groups are also in place with Public Health and Northamptonshire Healthcare NHS Foundation Trust and partners on separate initiatives to bring in additional specialist drug and alcohol and mental health roles to support this cohort more remotely across the area.

From this a report is being taken to the Council's Executive meeting in December for approval to use £600,000 of Public Health reserves to fund over a two-year period dedicated wraparound support roles for this cohort in which it will provide an evidence base of what service is needed locally to support rough sleepers ahead of re-commissioning services in 2026.

53 In identifying these gaps, how have you given due regard to the Public Sector Equalities Duty?

In identifying these gaps, how have you given due regard to the Public Sector Equalities Duty?:

The proposed dedicated supported accommodation provision for North Northamptonshire will not be limited to specific groups and all protected characteristic groups outlined in the Public Sector Equality Duty will be able to access this provision and therefore will be available to all rough sleepers

locally. Individuals needs will be assessed on a case-by-case basis to identify which accommodation will best meet their needs and alternative accommodation sought if accommodation supported via SHAP is not suitable or if this level of support is not needed.

The female only provisions have been identified based on vulnerabilities the Rough Sleeping Team have identified locally including victims of Domestic Abuse and sex workers, therefore dedicated provision in North Northamptonshire to ensure these rough sleepers can be supported in suitable accommodation available to meet their needs and one which is not detrimental to their needs would be a beneficial addition to the pathway.

When reviewing local rough sleeping data for October 23, rough sleepers are still predominantly male (84%) in North Northants and there are fewer females (16%) however this breakdown has increased since April 23 when there was 94% males / 6% female split. Rough sleepers are predominantly white, UK nationals and aged 25 and above and so far for 23/24 there has been no under 18s found rough sleeping and only 4 individuals seen aged between 18-25.

The breakdown of support needs shows that mental health and alcohol / drug misuse are the main support needs of this cohort with only 9 individuals during 23/24 declaring a physical health need.

## The Case for SHAP Funding

54 What other options have been considered at locality level to address these gaps and why is SHAP preferred?

Which other funding streams have been considered to meet these gaps, and why is SHAP considered the most appropriate?:

SHAP is the preferred option for North Northants as it will help to deliver specialist supported accommodation for individuals with complex needs which is recognised as a significant gap locally. This will enable a provision for individuals who are experiencing multiple exclusion homeless (MEH) and who have often exhausted other viable housing options and are in a revolving door of rough sleeping.

In terms of the Council there are only 2 former local authority areas that are stock holding (Corby and Kettering) which reduces the opportunity to be able to use any existing council stock for this purpose. The Council are already acquiring properties on the open market via the General Fund to support temporary accommodation demands.

Also, the Council is seeing an increasing demand on the homelessness service in the area. 3,863 households approached the Council as homeless during 2021/22, which is an average of 320 approaches per month compared to 4,778 households in 2022/23. This is an increase of just over 900 cases in a year with a current average of 400 homeless approaches per month. This trend is continuing in 2023/24 with 3,370 approaches made between April and October 23 which on average is approximately 480 approaches per month.

The highest percentage of households approaching as homeless is still single households with an increased number of failings being seen in duty TA placements due to support needs with single households representing 28% of the total TA placements in October 23 which has reduced slightly since 35% in April 23. This is along with North Northants seeing a higher proportion of families experiencing homelessness than regional and national averages. H-CLIC data shows homelessness amongst single people is the highest proportion of all approaches at relief stage representing 65% of all cases in 2021/22 and remaining at this level for 2022/23 (65.4%).

Single males still represent the highest household type from all homeless households (46% in 2021/22, 44% in 2022/23) which is similar to the regional and national average of 48%.

Homelessness amongst single females in North Northants continues to increase from 18.3% in 2021/22 to 21.3% in 2022/23 and is now above the regional average (20.5%) and in line with the national average (21.4%).

Looking at accommodation type of time of application for those owed a relief duty this shows that in 21/22 118 were either rough sleeping or no fixed abode and this rose to a total of 127 in 22/23.

55 How will delivery of SHAP schemes complement existing activity to reduce homelessness and rough sleeping?

How will delivery of SHAP schemes complement existing activity to reduce homelessness and rough sleeping?:

Delivery of the SHAP schemes proposed will complement current pathways and free up capacity of teams to focus on prevention and help to stem the flow of people to the streets.

If SHAP can deliver a dedicated specialist supported housing scheme in one location of North Northants this will complement existing funding streams / initiatives being delivered as they only partly plug the gap currently.

For example, the 16 dispersed properties are still insufficient to meet local demand, between April 2023 and Sept 2023 of the 87 rough sleepers seen across North Northants 26% have low support needs, with 29% having medium support needs and 45% having high support needs. This evidence shows that the support needs of our rough sleepers is increasing and the requirement for suitable accommodation is critical for this cohort so they can be placed in suitable specialist accommodation with appropriate wraparound support to help reduce blockages and failures in existing provisions. S&H is an emergency temporary accommodation provision used for discretionary powers or S188 statutory duty. There is support staff on site, but this is limited to one member of staff and a security officer, along with council teams providing additional intensive support to all residents. This provision is aimed at removing rough sleepers from the streets to assess their support needs whilst signposting and supporting them to the right provision but is only a temporary option. Currently stays are longer than envisaged due to the level of support needs of some individuals and lack of move on options so the additional provision through SHAP will help to achieve a better flow and increase accessibility to the right accommodation to meet individual's needs.

In addition, the re-commissioning of Dorking House, funded by RSI has been unsuccessful due to needing to secure additional funds to enable this provision to be financially viable to accommodate rough sleepers with complex needs and is limited to only 9 bed spaces so again will still not meet the

demand locally.

With regards to a female only provision, of the 20 rough sleepers supported in 2022/23 only 5 secured supported accommodation and due to their level of need are difficult to secure placements for. During 23/24 of the 12 females supported so far this year only 25% have been supported into suitable accommodation highlighting the need for additional provision for this cohort.

The additionality of a specialist supported accommodation provision for complex needs and a female only provision or accommodation would enable other existing supported provisions to accommodate rough sleepers with low to medium support needs to avoid tenancy failure and help increase the flow and move on for this cohort.

## Information Sharing Notice

56 Please confirm your acceptance below

I am content for the information in this form to be shared with Homes England or Greater London Authority officials as appropriate