

# System of services to deliver the strategic approach to rough sleeping in Nottingham

## Prevention

## Identification and Engagement

## Assessment and Support

## Direct access Short-term supported accommodation

## Sustained, settled accommodation

Rough Sleeping Coordinator

Rough Sleeper Task Group Case conference for solutions to most complex individuals

**Specialist Navigators:** Intensive support for individuals (m/f) with multiple and complex needs at risk of homelessness following discharge from hospital, mental health inpatient stay and release from prison

**Nottingham Homelessness Prevention and Rough Sleeping Strategy**

**Single Support Service Community Navigators:** Intensive and continuous support for entrenched rough sleepers from identification through to resettlement

Community Psychiatric Nurse

Move on Coordinators

**Housing Aid** Statutory Assessment and Personalised Housing Plan (PHP)

Safe Space to Stay (6 beds)

**Duty to Refer**  
Local agreement to maximise early identification and information sharing and to extend the referral process beyond specified public bodies

Street Outreach Team

Rough Sleeping Task Group

Crash pads (10 beds)

Evening Outreach shift

Trusted Assessor Social Workers

London Road Project (8 beds)

**Move-on housing**  
25 self-contained one bedroom flats with support

**Day Centres** Emmanuel House / The Friary

Wellesley House (20 beds)

**Housing led**  
16 self-contained one bedroom flats with intensive wraparound support

**Integrated Care Partnership (ICP)**  
Severe and Multiple Disadvantage workstream

**Voluntary Sector**

Street Pastors and community / faith sector organisations providing free food and goods

Alfreton Road (4 beds)

**Housing Aid NPRAS**

2.5 FTE specialist workers and landlord incentive fund to secure PRS tenancies for rough sleepers

Community Protection Officers

**Homeless Health Team**

Sneinton Boulevard (7 beds)

**Targeted Police operations and compulsory treatment orders**

PHE Community Based Access to Health Services for Rough Sleepers Grant (3 x MH practitioners)

Sneinton Hermitage (10 beds)

**Accommodation for Offenders** (not confirmed)

**Independent Living Support Service (ILSS)**  
Tenancy sustainment for singles/families at risk of homelessness

**Juno 24 hr helpline and support services**

PHE Drug and Alcohol Support for Rough Sleepers Grant (not yet confirmed)

Helix Project (7 beds + outreach support to 6 – not yet confirmed)

**Opportunity Nottingham**  
Changing Futures (TBC)

**Edwin House**

Spot purchase bedspaces for ongoing treatment following hospital discharge

**NSAP 2020/21**  
30 self-contained move on units  
**RSAP 2021/22**  
15 self-contained move on units (a further 15 unconfirmed)

Out of Hospital / Shared Outcomes – navigator, nurse, systems coordinator, accommodation

**Supported Accommodation**

Following statutory assessment (248 beds for adults, 80 beds for Young People, 30 beds for offenders)

**Resettlement Support Service**  
In-reach support for rough sleepers rehoused into their own tenancies / shared housing

### Key – funding source

- Rough Sleeper Initiative
- Nottingham City Council
- Other public sector
- Rough Sleeper Accommodation Programme
- Voluntary sector
- AFO
- Respite Rooms

**Refuge** (31 units)

**Housing Act 1996, Part VII, s193. housing allocation**

## Equality Impact Assessment Form

[screentip-sectionA](#)

### 1. Document Control

**Control Details:**

Title:	MHCLG Rough Sleeping Initiative 2021/22 funding
<b>If this is a budget EIA please ensure the title is the same as the title used within the budget booklet</b>	
Author:	Suzanne Combes, Senior Homelessness Analyst
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Department:	Growth and City Development
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Strategic Budget EIA: Y/N (Does this EIA have an impact on the budget)	N
<b>If yes, please include the reference number</b>	
Exempt from publication: Y/N (All EIA's are published on Nottingham Insight for public viewing unless specified. Exemption criteria is available on the EIA section on the Intranet)	N

### 2. Document Amendment Record:

Version	Author	Date	Approved
1	Suzanne Combes	15.07.2021	

**3. Contributors/Reviewers** (Anyone who has contributed to this document will need to be named):

Name	Position	Date
Rosey Donovan	Equality and Employability Consultant	22/07/2021

**4. Glossary of Terms**

Term	Description
RSI	Rough Sleeping Initiative
MHCLG	Ministry of Housing, Communities and Local Government
NCC	Nottingham City Council
SIG	Strategy Implementation Group
EIA	Equality Impact Assessment
SOT	Street Outreach Team
BAME	Black, Asian and Minority Ethnic
NRPF	No Recourse to Public Funds

[screeintip-sectionB](#)

**5. Summary**

(Please provide a brief description of proposal / policy / service being assessed)

This assessment is in relation to the implementation of a decision to use funds totalling £2.069m awarded to Nottingham City Council by MHCLG following NCC’s successful application to the Rough Sleeping Initiative fund 2021/21.

This is the fourth consecutive year NCC has been awarded funds from the RSI programme. The council uses the funding to deliver vital emergency accommodation and support services for rough sleepers in Nottingham, delivered by a variety of key partners all of whom are members of the Homelessness Prevention Strategy Implementation Group (SIG). Many of these services are well established and their continuation is reliant upon ongoing awards of RSI funding, which MHCLG asks councils to bid to on an annual basis. The way in which these services operate however, including utilisation of alternative shelter, has been severely impacted by the Covid-19 pandemic. NCC’s application for RSI funding in 2021/22

is therefore larger than previous years and includes adjusted and new service elements. The full suite of measures is listed in appendix A of the key decision to which this EIA relates.

The provisions to be funded under RSI 2021/22 will be delivered alongside a wider system of accommodation and support commissioned by the city council that work to prevent and alleviate rough sleeping and homelessness. These are set out in appendix B.

**screeintip-sectionC**

**6. Information used to analyse the effects on equality:**

(Please include information about how you have consulted/ have data from the impacted groups)

The measures included in Nottingham’s bid for funding through the Rough Sleeping Initiative were developed with input from the city’s multi-agency Rough Sleeping Task Group, key partners of the Nottingham Inter-agency Homelessness Strategy Implementation Group and with consideration of information collected by the NCC-commissioned city rough sleeper Street Outreach Team. The key priorities and associated recommended areas of focus of the city’s [Homelessness Prevention and Rough Sleeping Strategy 2019-2024](#) were also considered when developing the proposed RSI funded services.

The profile of people sleeping rough and their associated specific support needs such as barriers to accessing settled accommodation, have been considered throughout the development of the RSI 2021/22 bid in order to direct funding to a range of accommodation and support services resulting in inclusive provision for all rough sleepers in the city.

**7. Impacts and Actions:**

<b><u>screeintip-sectionD</u></b>	<b>Could particularly benefit</b> <b>X</b>	<b>May adversely impact</b> <b>X</b>
People from different ethnic groups.	<input type="checkbox"/>	<input type="checkbox"/>

Men	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Women	<input type="checkbox"/>	<input type="checkbox"/>
Trans	<input type="checkbox"/>	<input type="checkbox"/>
Disabled people or carers.	<input type="checkbox"/>	<input type="checkbox"/>
Pregnancy/ Maternity	<input type="checkbox"/>	<input type="checkbox"/>
People of different faiths/ beliefs and those with none.	<input type="checkbox"/>	<input type="checkbox"/>
Lesbian, gay or bisexual people.	<input type="checkbox"/>	<input type="checkbox"/>
Older	<input type="checkbox"/>	<input type="checkbox"/>
Younger	<input type="checkbox"/>	<input type="checkbox"/>
Other (e.g. marriage/ civil partnership, looked after children, cohesion/ good relations, <u>vulnerable</u> children/ adults).	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b><i>Please underline the group(s) /issue more adversely affected or which benefits.</i></b>		

<p style="text-align: right;"><a href="#"><u>screeentip-sectionE</u></a></p> <p><b>How different groups could be affected</b> (Summary of impacts)</p>	<p style="text-align: right;"><a href="#"><u>screeentip-sectionF</u></a></p> <p><b>Details of actions to mitigate, remove or justify negative impact or increase positive impact</b> (or why action isn't possible)</p>
<p><b>Gender.</b> The <a href="#"><u>No Way Out</u></a> study (2018) identified males as accounting for 84% of persistent rough sleepers in Nottingham City. Recent Street Outreach counts, carried out on a monthly basis, confirm that the level of female rough sleepers remains at</p>	<p>Clear reporting arrangements either have already or will be agreed with service providers in order to monitor the effectiveness of the services. These arrangements will be underpinned by contacts between the Council and the service providers. Monitoring</p>

16% and provision has been included within the various RSI-funded accommodation services in line with this level. Therefore the majority of bedspaces will be occupied by males, in line with proven and anticipated demand. The more general homelessness system in Nottingham (not rough sleeper specific) includes female only bedspaces in refuges and complex needs accommodation in recognition of these particular causes/factors of homelessness affecting women.

Additionally NCC are exploring options to deliver female specific respite rooms due to the link between females experiencing homelessness as a factor of other severe multiple and complex needs (evidenced by Opportunity Nottingham data) many of whom will also be survivors of domestic abuse. These would not be funded by the RSI, which does not provide for all rough sleeper services in the city.

**No Recourse to Public Funds.** Only 3 rough sleepers from SOT head counts in the year to July 2021 are recorded as having No Recourse to Public Funds (NRPF) however, there are known to be a number of NRPF individuals temporarily accommodated, including with SIG partner Host Nottingham, who would otherwise be sleeping rough and are considered at risk of it. Homelessness legislation and government funding streams, including the RSI, severely limit the assistance local authorities can provide for this group. The RSI funding does however, include a small amount of funding allowing NCC to enable assessment and exploration of further options for people from overseas (including those with NRPF). Outside of the scope of the RSI a very small number of emergency bedspaces for those with NRPF are available within projects run by partner organisation Framework.

arrangements will also capture the profile of people accessing services, in order that the effectiveness of interventions for people with different equalities characteristics can be assessed.

All RSI-funded services will be subject to consistent and frequent monitoring, reviewed regularly to ensure services can respond to any changes in need and demand from specific, often minority, groups such as people from different ethnic minorities, Lesbian, gay or bisexual people., pregnant women, and those with specific faiths and belief that could otherwise be negatively impacted by existing service provision for rough sleepers.

The existing Rough Sleeping Co-ordinator post provides day to day operational management of homelessness in Nottingham, with monitoring oversight from the Homelessness Strategy manager. The Co-ordinator has overall responsibility for the return of performance information required by MHCLG across contracted and non-contracted services. The Rough Sleeping Co-ordinator will maintain oversight of the overall performance of the measures funded through the RSI in order to make sure that they are working effectively to address the needs of people sleeping rough in the City. This will include the oversight of monitoring (including submissions to MHCLG) and regular review through the City's Rough Sleeping Task Group.

The organisations selected to deliver the services put in place through the implementation of the related delegated decision have been chosen both for expediency (given short timescales for responding to the bid) and for their proven experience in working with homeless and socially excluded citizens. To prepare for future waves of government funding related to the continuation of services for rough sleepers and/or implementation of new ones, NCC are inviting expressions of interest from stakeholders to join a rough

**Vulnerable adults.** By the situation of sleeping rough alone, all rough sleepers could be described as being vulnerable, however it is well documented that a large proportion of rough sleepers have complex needs, most commonly related to addictions and mental health. The provision of accommodation therefore is only part of the solution required and the RSI-funded suite of provision addresses this through various elements including system navigators, a mental health specialist and shelter/accommodation that is supported by appropriately trained staff. SOT head counts in the 12 months to July indicate 56% of individuals had drug and/or alcohol issues and 30% had mental health issues and the true picture is likely to be higher due to some individuals refusing to engage/divulge such personal information when identified.

**Ethnicity.** Ethnicity of rough sleepers is not a characteristic typically recorded at the monthly SOT counts. A recent exercise analysing detailed case notes of rough sleepers over the last 18 months was carried out by the NCC's Rough Sleeping Coordinator in collaboration with the SOT. This found that the ethnicity of only 5% of the rough sleeping population in Nottingham from the were Black, Asian and Minority Ethnic (BAME) group, which does not currently support specific provision for BAME services in relation to rough sleeping. All RSI-funded rough sleeping support and accommodation provision is accessible to all rough sleepers, regardless of ethnicity.

**Age.** An age profile analysis of rough sleepers identified at the SOT monthly head counts in the year to July 2021 determined that there are very few (6%) very young (under 25 years old) and no elderly (aged over 65) rough sleepers. Additionally only 8% were aged 55 to 64. The remaining 86% were fairly evenly split between the 25-34, 35-44 and 45-54 age brackets. This analysis does not support age-specific services in the rough sleeping, however, systemic

sleeping provider framework from which proven suitable providers will be selected. A contractual requirement of our commissioned services aims to ensure a diverse workforce.

In addition to NCC's regular and existing partnership forums (including the SIG and Homelessness Stakeholder Forum) a series of rough sleeping specific partnership events will be delivered over the course of the RSI funding duration to gather front line insight and identify new trends to ensure services are responsive. This information will be used to develop rough sleeping specific service bids for future years.

There is a requirement for NCC to develop an annual Ending Rough Sleeping Plan as part of RSI funding conditions, which will include addressing of any issues and proposed solutions relating to specific impacted rough sleeping cohorts.

<p>structures supporting the RSI ensure that any age vulnerable groups (very young/very old) are referred to social care automatically.</p> <p><b>Disability.</b> Providers of supported accommodation funded by the RSI are expected to deliver accessible accommodation and facilitate adaptations if necessary in line with need. RSI services will identify any specific needs or additional requirements related to disability and will systemically ensure provision can meet them. Statutory assessment is a required part of RSI-funded scheme delivery and physical health needs will be responded to accordingly following assessment.</p>	
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**8. Arrangements for future monitoring of equality impact of this proposal / policy / service:**


- Continued monitoring and analysis of SOT monthly head counts of rough sleepers, tracking trends and identifying reductions/increases in proportions of specific groups.
- Monitoring of cases brought to the Rough Sleeper Task group.
- Agreed contract monitoring of services within the provision.
- Utilisation of Opportunity Nottingham data to levels of specific groups among their cohort of beneficiaries, all of whom have a history of rough sleeping or at risk of sleeping rough.

**9. Outcome(s) of equality impact assessment:**

<input checked="" type="checkbox"/>	No major change needed	<input type="checkbox"/>	Adjust the policy/proposal
<input type="checkbox"/>	Adverse impact but continue	<input type="checkbox"/>	Stop and remove the policy/proposal

**10. Approved by (manager signature) and Date sent to equality team for publishing:**



<b>Approving Manager:</b> Rachael Harding Homelessness Strategy Manager	<b>Date sent for advice: 20.07.21</b> Send document or Link to: <a href="mailto:equalities@nottinghamcity.gov.uk">equalities@nottinghamcity.gov.uk</a>
<b>Approving Manager Signature:</b> 	<b>Date of final approval: 01-08-2021</b>

**Before you send your EIA to the Equality and Employability Team for advice, have you:**

1. Read the guidance and good practice EIA's  
<http://intranet.nottinghamcity.gov.uk/media/1924/simple-guide-to-eia.doc>
2. Clearly summarised your proposal/ policy/ service to be assessed.
3. Hyperlinked to the appropriate documents.
4. Written in clear user-friendly language, free from all jargon (spelling out acronyms).
5. Included appropriate data.
6. Consulted the relevant groups or citizens or stated clearly, when this is going to happen.
7. Clearly cross-referenced your impacts with SMART actions.

**PLEASE NOTE: FINAL VERSION MUST BE SENT TO EQUALITIES OTHERWISE RECORDS WILL REMAIN INCOMPLETE.**