



Ministry of Housing,
Communities &
Local Government

Rough Sleeping Strategy:

Rapid Rehousing Pathway 2019/2020 Prospectus

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Rapid Rehousing Pathway 2019/2020

1. The Ministry of Housing, Communities and Local Government (MHCLG) invites applications from local authorities that wish to apply for the second round of funding to support the local establishment or enhancement of a **Rapid Rehousing Pathway (RRP)** for rough sleepers, or those at risk of sleeping rough. We recently announced funding for areas who were able to mobilise provision before April 2019, and we are now encouraging bids from Local Authorities, or groups of Local Authorities, who are able to deliver from or soon after April 2019, with strong local need and an ambition to end rough sleeping.
2. We are looking for local authorities, with their partners, who are innovative, creative and want to pioneer a new approach to ending rough sleeping. Above all, we want to hear from local authorities who are determined to support people off the street and those who will be unflinchingly focused on outcomes for this vulnerable group.

What is a Rapid Rehousing Pathway (RRP)?

3. In our Rough Sleeping Strategy¹ (RSS), published in August 2018, we set out our plan to meet our commitment to halve rough sleeping by 2022, and end it by 2027. By 2027, we want to base our response to rough sleeping on a rapid rehousing approach. This means if a person is at risk of rough sleeping they will have their needs assessed quickly in line with the requirements of the Homelessness Reduction Act 2017², be offered appropriate support and be helped rapidly into a settled home, with continuing support alongside.
4. To achieve this ambitious vision, we want to ensure that areas are already working to employ this approach, by having a clear pathway to a home and long-term recovery for people already sleeping rough, with a history of rough sleeping or at imminent risk of rough sleeping. We are therefore clear that every area with one or more rough sleepers should ensure with urgency that there is a clear local pathway into settled accommodation in place that includes rapid assessment of need and eligibility, rapid rehousing into an appropriate settled home and referral into long- or short-term support services, where needed.
5. This approach was endorsed by our Advisory Panel, made up of sector experts and local government representatives, and the RSS which set out policies that will support this system in local areas.

¹ <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>

² <http://www.legislation.gov.uk/ukpga/2017/13/contents/enacted>

Why is this support available?

6. Figures published in January show that the number of vulnerable people sleeping on our streets has fallen for the first time in eight years. While this decrease is encouraging, we must maintain our focus on making sure nobody has to spend even a single night sleeping on the streets.
7. Ensuring that the right support, tailored to an individual's needs, and provided alongside a home, is fundamental. The earlier that a stable base can be established, the greater the chances that an individual will not return to rough sleeping.
8. In many areas, often supported and funded by the Government's Rough Sleeping Initiative (RSI), an RRP exists, or at least some elements of it. We want to ensure this pathway exists, in some form, in every area where there are rough sleepers.
9. Firstly, we launched the Move on Fund, administered and managed by Homes England, which is now open for bids³ from areas outside of London. This fund will provide capital for the delivery of much needed homes for people leaving hostels and domestic abuse refuges, and fund provision of tenancy support for at least two years.
10. In October we invited expressions of interest from areas wanting to be early adopters of the RRP. The funding awarded from this round is being used to rapidly launch 11 of the Somewhere Safe to Stay hub pilots and test some of the other elements of the RRP. We are now inviting bids for funding for 2019/20.
11. The department has also made other funding streams available to local authorities. Two of these, the additional RSI fund and the PRS access fund, closed for applications recently. Where local authorities are already in receipt of, or applying to other funds, they will need to set out how the RRP will add to and extend what they are already doing/planning to do. It will be important for local authorities to apply to the correct fund for what they require locally and to ensure that funding plans join up and that services are co-ordinated.
12. For the RRP bidding round, we are looking for innovative local authorities or groups of local authorities who are determined to reduce the numbers of rough sleepers but do not necessarily have a well developed system for doing so. The elements of the RRP we are inviting bids for are:
 - **Somewhere Safe to Stay Hub Pilots** – We will fund further assessment hubs that build on the No Second Night Out model in London, to rapidly assess the needs of people who are sleeping rough and those who are at risk of sleeping rough and support them to get the right help quickly.

³https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733423/Move_On_Fund_Prospectus_Final.pdf

- **Supported Lettings** – This will provide flexible support funding to help people with a history of rough sleeping to sustain their tenancies in homes made newly available across the housing sector.
- **Navigators** – We will fund new specialists who will develop relationships with and help people who sleep rough to access appropriate local services, get off the streets and into settled accommodation. These individuals will work with a range of multidisciplinary teams and provide both navigation and co-ordination support, using strong local relationships, expertise and collective working.
- **Local Lettings Agencies** – We will fund the setup or extension of local lettings agencies, to help local areas to make the most efficient use of rental accommodation, foster the development of strong relationships between landlords and tenants, and where possible develop a property portfolio, all focused on meeting the needs of rough sleepers and former rough sleepers.

13. We are seeking applications from authorities that would like to be considered for funding for one or more of the above services for their pathway.

14. Applicants must:

- be able to deliver new services soon after funding is awarded;
- produce a realistic and achievable delivery plan;
- have a rough sleeping problem and have a clear plan for reducing numbers; and
- have strong local and/or cross boundary relationships.

15. Applications must reach us by 23:59 on the 29 March 2019.

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The Programme

Overview of the offer

16. We will be allocating this second round of funding to areas who can demonstrate that one or more of these interventions will make a marked difference to their offer to those who sleep rough or are at risk of rough sleeping and have an impact on the overall number of people sleeping rough.
17. You will be asked to complete an application form as well as populate a delivery plan. Local Authorities who previously made an expression of interest to be an Early Adopter of the RRP in October 2018, but were unsuccessful, are required to re-submit full, updated plans in the 19/20 application form to be considered for the 2019/20 funding round.
18. We will assess:
 - the local population's needs and your understanding of this;
 - deliverability and feasibility;
 - to what extent your proposals meet the needs of specific groups within the overall population;
 - fidelity to the model as set out in this prospectus;
 - strength of local partnerships and cross authority working, and local commitment to supporting delivery;
 - value for money;
 - strategic fit locally; and,
 - proposed impact and outcomes for rough sleepers and those at risk of rough sleeping.
19. We will not fund work that would happen anyway. This money cannot simply top up an existing project *unless* you can provide clear evidence that the proposal would not have happened without our funding.
20. A key aspect of the RRP is to gather learning and information about which interventions are most effective in reducing rough sleeping. We therefore ask that delivery partners agree to providing feedback and facilitate monitoring of the services adopted.

Local authorities or groups of authorities will be expected to:

- **demonstrate that they have a rough sleeping challenge locally and that they have made an impact already.**
- **demonstrate an understanding of the pathway of services that are available locally to those at risk of or already rough sleeping.**

- **demonstrate that they have considered how they plan to work with neighbouring local authorities and where referrals will come from.**
- **evidence current efforts to reduce rough sleeping.**
- **demonstrate an understanding of their rough sleeping cohort and where those at risk of rough sleeping come from.**
- **demonstrate what current local relationships they have with agencies and charities and how they will support the bid.**

21. In addition, for each of the elements of the RRP that areas bid for, they will be expected to fulfil the following criteria.

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Somewhere Safe to Stay (SStS)

Pilot requirements

22. Building on the existing No Second Night Out assessment hubs (NSNO), these centres will provide a safe emergency environment away from the street which is open and staffed 24 hours a day, 7 days a week, to anyone who is identified and referred as being at imminent risk (within 24 hours of) or already rough sleeping. This will be aimed at single people and couples without children who do not have priority need.
23. SStS projects can be either cross-local authority or single authority run, but we would encourage areas with lower numbers of rough sleepers to work together and allow for referrals from a wider catchment area.
24. During a short stay (target 72 hours) at SStS clients will be fully assessed and have a personal plan designed to alleviate their housing situation and prevent them from rough sleeping in the future.
25. The space should be a shared space, but will also need to adhere to minimum/agreed standards to ensure a dignified and safe stay, and an environment conducive to engagement and psychologically informed working. This is to ensure that only those who really need it will take up the offer, but also to ensure people are willing to move on from the service and know that it is an emergency solution only.
26. The SStS hubs should have separate rooms or spaces for vulnerable people such as women, victims of domestic abuse and people experiencing ill-health, and emergency accommodation for individuals where a positive housing outcome is achievable but over a longer time scale. The environment must be safe and staffed 24hrs a day. Access to shower and toilet facilities is essential as well as basic facilities to store and prepare food and drink. The hubs must have adequate space for staff teams to work from including interview and assessment rooms.
27. Where a Somewhere Safe to Stay hub is placed, there must be suitable move on options to support it. This is to avoid hubs becoming full and/or accommodating individuals longer than is appropriate for their wellbeing and long-term recovery.
28. Areas will also want to consider local need and local cohorts, to ensure that a bespoke 24 hour hub is appropriate for the area and the demographic characteristics of those who are experiencing rough sleeping locally. Individuals should leave the hub with an offer of a pathway to accommodation, which could include supported housing, the private rented sector, social housing or staying with family or friends.
29. There must be agreed alternative offers and contingencies for occasions when the hub is full and it should not be the only option. For example, on occasions if the hub is full, arrangements should be in place with the local authority in order to access other emergency accommodation where needed.
30. Optimum caseloads would be 5 individuals per worker per shift/day. Hub space would need a clear optimal capacity - this would be driven by building availability and staffing models.

31. SStS hubs should develop robust data and recording systems to evidence and monitor their work but also highlight the gaps and challenges locally and nationally to inform service and sector improvement. Crucially, all pilot areas will need to record outcomes and move on success.
32. In the Rough Sleeping Strategy, we committed to piloting 15 hubs, and announced 11 SStS Early Adopters in December 2018. We welcome strong bids for SStS hubs which meet the above criteria, but we may be taking forward fewer proposals for hubs in the 2019/20 bidding round, compared to the 2018/19 Early Adopters round.

Pilot areas will be expected to:

- **have a suitable building identified, with suitable or imminent planning permission and be operational soon after funding is awarded.**
- **implement a robust triage process with skilled staff trained and able to determine those who fit this cohort.**
- **implement an assessment with staff trained and able to make assessments of and referrals for entitlement for housing, benefits, care and support.**
- **have access to a range of viable and affordable, sustainable accommodation options representative of the local need.**
- **demonstrate that they have the support of other local areas, local delivery partners and a range of multidisciplinary teams.**
- **demonstrate that their service will be part of a pathway that includes assessments of local authority duties, and provision of a personalised housing plan.**
- **be able to estimate the use and throughput of their hub and have contingency plans for when the hub is full.**
- **demonstrate consideration of and provision for vulnerable groups within the overall cohort.**
- **commit to monitoring this information and participate in an evaluation.**

Supported Lettings

33. This is funding to provide tenancy sustainment support to sit alongside homes that are let to rough sleepers leaving the street, former rough sleepers leaving hostels, and those at imminent risk of sleeping rough.
34. Supported Lettings funding should be used to give confidence to landlords to bring forward new units for rough sleepers. The additional tenancy support should encourage Landlords (both private and social) to take on people who are leaving or who have recently left the streets.
35. This funding can be used to employ tenancy sustainment officers and floating support officers that can support former rough sleepers to maintain their tenancies and associated management or personalised budget costs. This funding cannot be used to support those already housed, families, or to provide deposits or landlord incentive schemes.
36. This tenancy sustainment support is only suitable for former or current rough sleepers who have low/medium needs and will not be high level enough for those with multiple and complex needs, though areas could top this funding up if they so wish. Areas will need to consider whether this is appropriate for their local populations of rough sleepers or former rough sleepers in hostels.
37. The role of a tenancy sustainment support officer could include, but is not limited to:
- Support to develop independent living skills;
 - Support with learning and skills to manage a tenancy and adhere to tenancy terms;
 - Support with learning to budget;
 - Support to access or signposting to health and care services;
 - Support or signposting to claim benefits;
 - Support to develop and cultivate support networks;
 - Signposting into work or education;
 - Signposting to other services and agencies for help and support.

Local authorities or groups of local authorities will be expected to:

- **evidence that they would have more affordable homes which could be utilised by rough sleepers (PRS, Housing Association, or council homes) if tenancy sustainment support were to be available.**
- **demonstrate that they have a cohort of low/medium needs rough sleepers or former rough sleepers who could benefit from such support.**
- **demonstrate good value for money;**
- **have local partnerships that will allow them to recruit or contract suitable support workers swiftly.**

- **have other locally available resources that that would support the supported lettings team in their role. Funding will not be awarded for deposit, rent or incentive schemes.**
- **demonstrate that they have considered and incorporated provision for vulnerable groups or those with specialist needs.**

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Navigators

38. Navigators will be assigned to rough sleepers who would benefit from tailored support. This support will be most suited to those with higher and more complex needs, which are likely to include health-related support needs, and those who have been sleeping rough for a longer period of time. Caseloads should not be more than 20 but could be lower.
39. They will focus on developing a relationship with the individual, offering personalised, creative, innovative and effective support. They should maintain their relationships with clients, building trust and working in an inclusive and empowering way and acting as a single point of contact.
40. Through this support they will work on finding a housing solution, but they will also support the individual in their recovery to improve their health and wellbeing, find employment, undertake training, develop budgeting skills, cultivate positive social circles and be better equipped to maintain their accommodation and independence and avoid returning to the street.
41. Navigators should be empowered to co-ordinate care and support services, work with stakeholders and provide support, encouragement and advocacy to enable clients to navigate support and accommodation pathways to move away from the living on the streets. This will require freedom to try different forms of innovative interventions to achieve outcomes, with the full support of local agencies.
42. Navigators should be able to work flexibly, have a variety of skills and be supported by the local authority and partners (eg. commissioners for health and care services), to work with clients who may struggle to engage with services, over an extended period. They should be able to demonstrate positive individual outcomes for clients, over the 12 month funded period.
43. The bid for navigators may include a personalised budget amount of up to £500 per client per annum.

Local authorities or groups of local authorities will be expected to:

- **demonstrate that they have a local population of rough sleepers with higher needs who would benefit from the assistance of a navigator.**
- **demonstrate that their navigator will have the full and productive support of key local stakeholders/services and/or be embedded in a multidisciplinary team who will help to facilitate their tailored and targeted approach.**
- **demonstrate that they have a route to recruitment for flexible (including flexible hours) and trained navigators or advocates.**
- **demonstrate that their navigators are professionals with expertise and experience in supporting people with multiple and complex needs.**
- **demonstrate existing provision available locally that will support navigators. Funding will not be awarded for deposit, rent or incentive schemes.**

Local Lettings Agencies

44. These are organisations or a group of specialists who provide help for individuals who are not owed a housing duty by the local authority and need additional support to access the private rented sector or other suitable housing.
45. Lettings Agencies can provide a range of services, which can include:
- Signposting to local services, including deposit services or charities;
 - Advice on renting, tenancy agreements and budgeting;
 - Guidance on support services and referrals to housing providers;
 - Brokering relationships with local landlords and housing providers, to create a bank of landlords who will let to more vulnerable tenants;
 - Leasing of properties and rental guarantees for landlords; and/or
 - Managing or holding a portfolio of property to be rented by vulnerable individuals.
46. This funding will provide for the setup of new Local Lettings Agencies and the expansion of these services to provide more support to help rough sleepers and former rough sleepers get into settled accommodation. This can be established in a dedicated building or as part of a Housing Options service.
47. Whilst Local Lettings Agencies can provide services for several vulnerable groups who are not owed a duty of housing by the local authority, this funding should provide specialist posts to give support to rough sleepers, former rough sleepers and those at risk of rough sleeping. These individuals will understand the specific issues that face this group and will have a range of strategies to overcome these challenges to support rough sleepers and those leaving hostels into settled, appropriate accommodation in all housing tenures.

Local authorities or groups of local authorities will be expected to:

- **already have or be in the process of setting up additional local resources/services that that would support the local lettings team in their role, such as deposit schemes, landlord liaison and incentives.**
- **demonstrate that they have a clear strategy to ensure that the service will provide housing outcomes for rough sleepers and rough sleepers with additional vulnerabilities or needs.**
- **demonstrate that they have a route to recruitment, where necessary.**

Delivery Plan

48. As part of the application process a delivery plan template will need to be populated, in partnership with supporting stakeholders. The delivery plan will be considered in parallel with the application form and should contain realistic and achievable milestones as successful local authorities and their partners will be expected to adhere to it.

Funding

49. Grants will be paid to the appropriate principal local authority that is supporting the application (under section 31 of the Local Government Act 2003) but can then be directed to local delivery partners.

50. If successful, local authorities (or lead authorities) will be given funding for up to March 2020.

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