

<b>Subject:</b>	<b>Housing First</b>		
<b>Date of Meeting:</b>	<b>Housing &amp; New Homes Committee 17 January 2018</b>		
<b>Report of:</b>	<b>Rob Persey, Executive Director Adult Services</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Sue Forrest</b>	<b>Tel: 29-2960</b>
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<b>Ward(s) affected:</b>	<b>All</b>		

## **FOR GENERAL RELEASE**

### **1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 This report is in response to a request at the 14<sup>th</sup> June 2017 H&NHC meeting that there be a report back to the Committee in a year's time outlining the effectiveness and progress with the Housing First approach to housing rough sleepers.
- 1.2 That a further report be undertaken to identify the potential savings across the Council and other public service providers that are achievable from using additional properties for Housing First.
- 1.3 That such a report is completed by January 2018, in order that any savings identified can inform the budget process of 2018/19.

### **2. RECOMMENDATIONS:**

- 2.1 That the Housing & New Homes Committee note the contents of the report which is provided for information only.

### **3. CONTEXT/ BACKGROUND INFORMATION**

#### **The Housing First Model**

- 3.1 Many homeless individuals have multiple and complex problems relating to drug and/or alcohol dependency, poor physical and mental health, contact with the criminal justice system, and histories of institutional care and traumatic life events.
- 3.2 Support and accommodation is usually offered through a mainstream stepping stone approach by supported accommodation services, however there is a group of people in need in the city for whom this model of accommodation does not work. They tend to have a long history of repeat homelessness (often many years), multiple and complex needs and known to numerous services. This is the cohort of people that have been accommodated through the housing first service.

- 3.3 The Housing First model is recognised as an exemplar of good practice<sup>1</sup> and recent DCLG bids<sup>2</sup> and large scale responses<sup>3</sup> to increasing homelessness nationally have focused on Housing First as an important and innovative model that should be adopted across the country.
- 3.4 The Housing First service is commissioned and funded by Health & Adult Social Care and delivered by St Mungos. The contract is for 10 individuals including 2 young people who were previously looked after aged 18-25 being funded and referred by Children’s Services. The contract has the flexibility to be extended to support additional individuals should further accommodation and funding become available.
- 3.5 This model provides a highly personalised approach to working with individuals with multiple and complex needs recognising the cross department, cross agency impact of these clients.
- 3.6 This model of accommodation and support fits with the aims of the Rough Sleeping Strategy:
- To reduce rough sleeping
  - To reduce revolving door homelessness
- 3.7 Currently the clients of the Housing First service are placed in a variety of accommodation types;

Type of Housing	Number of clients
Temporary Accommodation	2
Private Rented Sector Accommodation (accessed via the Private Rented Sector Access Officer in Housing Options)	1
Social Housing (gained as Homeseekers prior to Housing First going live)	2
Emergency Accommodation	1
Supported Housing (1 high support (shortly disengaging from Housing First) , 1 low support specifically for the Housing First model)	2
Care Home	1 (client is in the process of disengagement from the service)
Training Flat	1
Total	10
Pending	2

<sup>1</sup> <https://www.bigissue.com/news/sajid-javid-i-want-roll-housing-first-britain/>

<sup>2</sup> <https://www.gov.uk/government/news/40-million-homelessness-prevention-programme-announced>

<sup>3</sup> <http://www.ghn.org.uk/shien/wp-content/uploads/sites/5/2017/05/Housing-First-Report-1.pdf>, <https://www.insidehousing.co.uk/news/news/greater-manchester-to-launch-18m-housing-first-programme-53307>, <https://www.crisis.org.uk/ending-homelessness/homelessness-knowledge-hub/housing-models-and-access/housing-first-feasibility-study-for-liverpool-city-region-2017/>

- 3.8 This profile will change shortly with both clients in TA moving on shortly. The positive move on will be in to social housing under the Care Leavers Protocol as one of the young people concerned has evidenced significant positive change since being supported by Housing First.
- 3.9 There is no intention to use Temporary Accommodation going forward. Better outcomes are evident in the other models used, including low need supported housing and social housing where teams are supportive and aligned with the model.
- 3.10 One client in supported is choosing to disengage with Housing First, he feels the support he was offered has allowed him to make better use of supported accommodation than in the past and he is now able to positively engage with a high support model (he had previously had multiple evictions from hostel services). Another client in supported accommodation is in a low support service via Brighton YMCA specifically delivered to Housing First. This has proved to be a successful model for the client and they are well engaged, managing interpersonal relationships well, including ending a domestically violent relationship, engaging with Victim Support and the police to support criminal charges.

**3.11 Aggregate Figures for Evictions/Abandonments Experienced by the Current Cohort**

Evictions/Abandonments in the year prior to going into Housing First	Evictions in year 1 in Housing First	Evictions & Abandonment in year 2 in Housing First
14	2	2

**3.12 Failures/Breakdowns**

Three clients have been evicted whilst accommodated by Housing First and 1 has abandoned their accommodation.

**3.13 Clients**

The initial cohort was identified as the most entrenched at risk rough sleepers in the City in November 2013. Several clients had significant presenting needs including physical health and suspected mental capacity issues. Several clients expressed a desire for housing but no interest in the model or in engaging with support.

This has led to a change of entrance criteria; new clients need to have capacity to enter into a tenancy, and express a willingness to engage with the model. This does not mean that clients cannot be ambivalent about support, or hard to engage, but they do need to be willing to consider accepting support and recognise that they will be assertively engaged with.

**3.14 Landlords**

What has worked is when Landlords or Housing providers share the value base of Housing First, recognising housing/a home as a right and the basis for positive engagement, and be willing to joint work with St. Mungo's in a client centred positive risk management style, and adopting a strengths and asset based approach to working with clients.

### 3.15 **Positive Life Outcomes for clients as a result of engagement with Housing First**

- A baby has been prevented from entering the Care System as a Looked After Child – Mum was able to evidence effective parenting in contrast to her previous pregnancy where she lost her child to the care system
- The longest period of sustaining accommodation in a client's adult life achieved
- Reduction and abstinence from substance and alcohol misuse
- Ongoing engagement with education, voluntary work and training
- Client previously known to MARAC has disengaged from a violent relationship
- Reconnection with family and increased wellbeing recorded
- Huge reduction of engagement with the Anti-Social Behaviour services and Criminal Justice services
- Engagement with Health and Social Care resulting in;
  - Successful cancer treatment
  - Improved mobility due to engagement with health services for two clients
  - Capacity and Cognitive Assessments resulting in a diagnosis of dementia and placement in a suitable placement to best meet needs
  - Improved dental health
  - Improved physical health
  - Significant decline in attendances at A&E

### **National Research**

3.16 There is no doubt that effective interventions to prevent homelessness are the most cost effective and minimises the human cost. Additional financial costs relating to repeat or long term homelessness will be borne by services such as homeless services, the criminal justice system and the NHS. The costs of homelessness<sup>4</sup> and rough sleeping vary according to individual journeys and circumstances, but a male, rough sleeping for a year with deteriorating mental health and substance misuse issues then accessing supported accommodation for 12 weeks would cost £20,128, and this would rise to £100,000 over 5 years.

3.17 In 2003 and 2008, the New Economics Foundation estimated that a single homeless person, if they were homeless for one year, would cost the UK public purse between £24,500 and £26,000 more than other citizens<sup>5</sup>.

### **Local Research**

3.18 In June 2017, the commissioning team started exploring research options to assess potential system savings. This work has now commenced.

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<sup>4</sup> At what cost? An estimation of the financial costs of single homelessness in the UK  
Nicholas Pleace, Centre for Housing Policy, University of York July 2015

<sup>5</sup> Cited in Department for Communities and Local Government (2012) Evidence review on the costs of homelessness. London: DCLG.

- 3.19 The University of Salford Sustainable Housing & Urban Studies Unit has been commissioned by St. Mungo's in partnership with Brighton & Hove City council and Westminster LBC to undertake a longitudinal study of the Housing First services provided by St Mungo's in both areas. The research will have two specific components, an impact assessment of the St Mungo's Brighton Housing First service, and a longitudinal study of the St Mungo's Housing First services in Brighton and Westminster.
- 3.20 The first stage of the study will focus on use of health, social care and criminal justice services by the participants in the Brighton and Hove service and how their use of these services altered as a result of their engagement with Housing First. The second focus will be a longitudinal study of the clients engaged across services, their journeys and the impact on them and others of their engagement with Housing First. This will include the comparative impact of the two services which differ in inclusion and approach.
- 3.21 The final report will be available in November 2018.
- 3.22 The council is also part of a research project commissioned by the DCLG to look at the impact of the housing first approach on mental health and substance misuse costs which is part the successful Social Impact Bond grant funding for entrenched rough sleepers.

#### **4. CONCLUSION**

- 4.1.1 The local Housing First service is a small commissioned service, funded by H&ASC which meets the needs of a number of revolving door clients with complex needs.
- 4.1.2 In 2018 the service will increase to 12 clients within existing resource.
- 4.1.3 This service links with Priority 5 Goal 10 of the Rough Sleepers Strategy and embodies the wider ethos and commitment of the document.

#### **5 FINANCIAL & OTHER IMPLICATIONS:**

##### Financial Implications:

- 5.1 The Housing First contract is included as part of the Housing Related Support budgets within Health & Adult Social Care. The 2017/18 net budget totals £5.169m and the Housing First contract value is £0.128m per annum.

As outlined in the report, there are potential savings that could be made across the council subject to the outcome of the report by the University of Salford in November 2018.

*Finance Officer Consulted: Sophie Warburton*

*Date: 14/12/2017*

##### Legal Implications:

- 5.2 As the Committee with overall responsibility for the council's housing functions, including homelessness, it is appropriate for the Housing and New Homes

Committee to receive this report. There are no significant legal implications to draw to members' attention arising from the report which is for noting.

*Lawyer Consulted: Liz Woodley*

*Date: 8/1/18*

### 5.3 Equalities Implications:

An EIA for the single homeless pathway remodelling has been carried out and this recognises that some groups of people have been excluded or have great difficulty accessing and maintaining accommodation in homeless services due their complex needs and that we require a flexible range of services to offer more personalised support, especially for people with complex needs.

### Sustainability Implications:

- 5.4 Housing First is a sustainable way to move people from rough sleeping into accommodation and to support people to maintain their contact with services which are best meeting their needs.

Appendix 1

### Crime & Disorder Implications:

- 1.1 Housing First can have a significant positive role in reducing the crime and disorder perpetrated by the individuals within its service and this has been evidenced by the Brighton & Hove pilot.

The service provider works closely with police, probation service and community safety colleagues to ensure services users are supported to reduce their involvement in crime and anti-social behaviour.

### Public Health Implications:

- 1.2 The Housing First model has been effective at ensuring that clients access the services appropriate to their health and wellbeing needs, and is contributing to the reduction of health inequalities in relation to homeless people.

### Corporate / Citywide Implications:

- 1.3 This service model reduces rough sleeping, which is a corporate priority.