

**Time and Date**

2.00 pm on Tuesday, 10th December, 2019

**Place**

Committee Room 3 - Council House

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**Public business**

1. **Apologies**
2. **Declarations of Interest**
3. **Minutes** (Pages 3 - 12)
  - (a) To agree the minutes from the meeting of Cabinet on 19<sup>th</sup> November 2019
  - (b) Matters arising
4. **Adoption of Rough Sleeping Strategy 2019-2024** (Pages 13 - 134)  
Report of the Deputy Chief Executive (People)
5. **Outstanding Issues**  
There are no outstanding issues
6. **Any other items of public business which the Chair decides to take as a matter of urgency because of the special circumstances involved.**

**Private business**

**Nil**

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Martin Yardley, Deputy Chief Executive (Place), Council House, Coventry  
Monday, 2 December 2019

Note: The person to contact about the agenda and documents for this meeting is Lara Knight / Michelle Salmon, Governance Services, Tel: 024 7697 2642 / 2643, Email: [lara.knight@coventry.gov.uk](mailto:lara.knight@coventry.gov.uk) / [michelle.salmon@coventry.gov.uk](mailto:michelle.salmon@coventry.gov.uk)

**Cabinet Members:**

Councillors K Caan, G Duggins (Chair), P Hetherington, A S Khan (Deputy Chair), T Khan, K Maton, J Mutton, M Mutton, J O'Boyle and P Seaman

Non-voting Deputy Cabinet Members:  
Councillors P Akhtar, R Ali, B Gittins, G Lloyd and D Welsh

By invitation:  
Councillors A Andrews and G Ridley (non-voting Opposition representatives)

Please note: a hearing loop is available in the committee rooms

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OR if you would like this information in another format or  
language please contact us.

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Tel: 024 7697 2642 / 2643, Email: [lara.knight@coventry.gov.uk](mailto:lara.knight@coventry.gov.uk) /  
[michelle.salmon@coventry.gov.uk](mailto:michelle.salmon@coventry.gov.uk)**

# Public Document Pack Agenda Item 3

## Coventry City Council

### Minutes of the Meeting of Cabinet held at 2.10 pm on Tuesday, 19 November 2019

Present:

Members: Councillor G Duggins (Chair)  
Councillor A Khan (Deputy Chair)  
Councillor K Caan  
Councillor P Hetherton  
Councillor K Maton  
Councillor J Mutton  
Councillor M Mutton  
Councillor J O'Boyle  
Councillor P Seaman

Deputy Cabinet Members Councillor P Akhtar  
Councillor R Ali  
Councillor B Gittins  
Councillor G Lloyd

Non-Voting Opposition Members: Councillor A Andrews  
Councillor G Ridley

Other Members: Councillor N Akhtar  
Councillor R Brown  
Councillor J Clifford  
Councillor R Lakha  
Councillor J McNicholas  
Councillor K Sandhu  
Councillor R Singh  
Councillor C Thomas  
Councillor S Walsh

Employees (by Directorate):

People G Quinton (Deputy Chief Executive (People)), P Fahy

Place M Yardley (Deputy Chief Executive (Place)), B Hastie,  
G Hood, P Jennings, R Moon, J Newman, M Salmon

Apologies: Councillor T Khan

## **Public Business**

### **49. Declarations of Interest**

There were no disclosable pecuniary interests.

### **50. Minutes**

The minutes of the meeting held on 29<sup>th</sup> October 2019 were agreed and signed as a true record. There were no matters arising.

51. **2019/20 Second Quarter Financial Monitoring (to September 2019)**

The Cabinet considered a report of the Deputy Chief Executive (Place) which set out forecast outturn position for revenue and capital expenditure and the Council's treasury management activity as at the end of September 2019.

The headline revenue forecast for 2019/20 was a net balanced budget. At the same point in 2018/19 there was a projected overspend of £0.5m. The headline capital position reported £4.8m of expenditure rescheduled into 2020/21.

The largest area of budget pressure and the biggest movement since Quarter 1 was services for housing and homelessness, which were projecting an overspend of £2.8m for the year. There were other overspends in services relating to Looked after Children Placements and Special Education Needs (SEN) Transport with compensating below budget expenditure in corporate areas.

The Council's capital spending was projected to be £218.7m for the year and included major scheme expenditure including investment in the A46 Link Road, Coventry Station Masterplan, Whitley South infrastructure and the National Battery Plant. The position assumed the addition of £0.5m to the Capital Programme in 2019/20 for Waste Containers, for which approval was sought due to the need to fund this expenditure from Prudential Borrowing. The borrowing was to be funded from the additional income generated from the containers.

With regard to the Net Asset Management Revenue Account, expenditure was anticipated to be £1.9m less than budget because of lower costs of capital financing, higher investment income and higher loan income. Other corporate budgets reflected lower than budgeted pension costs linked to an early payment arrangement with the West Midlands Pension Fund (£2m), uncommitted resources related to one-off social care funding (£1m), Coventry and Warwickshire Business Rate Pool income in excess of budget (£1.1m), projected additional savings from the Friargate Project (£0.75m) and lower than budgeted levy costs (£0.6m). It was recommended that a contribution be made from this area into reserves for managing the costs of major.

The Cabinet noted that the report was also to be considered by the Audit and Procurement Committee at their meeting on 27<sup>th</sup> January 2020.

**RESOLVED that, the Cabinet:**

1. **Approve the Council's revenue monitoring position.**
2. **Approve the revised capital estimated outturn position for the year of £218.7m incorporating; £5m net increase in spending relating to approved / technical changes, £4.8m net rescheduling of expenditure into 2020/21**
3. **Approve a contribution to reserves of £0.7m earmarked to fund future costs of managing the Council's major projects.**

**4. Approve the addition of £0.5m to the capital programme in 2019/20 for Waste Containers to be funded by Prudential Borrowing.**

**52. Pre-Budget Report 2020/21**

The Cabinet considered a report of the Deputy Chief Executive (Place), which outlined, as a basis for consultation, a set of new revenue budget proposals for 2020/21 to 2023/24, which represented changes to the Council's existing Budget. The consultation would also include a proposal for a Council Tax increase for 2020/21 of c2% as allowed for within the Government's published guidelines and a separate 2% Adult Social Care Precept as allowed for within Government guidelines. The final Budget proposals and the Council Tax increase will be subject to Council approval in February 2020.

The Council's overall future strategy was set out in the "One Coventry Council Plan" and this set out the key priorities including improving the lives of the most vulnerable people in the city, attracting businesses and jobs to the city and opening opportunities for young people. The council also remained committed to delivering a range of core services to everyone in the city. The report came at a key time for the direction of local government funding. Councils, including Coventry, had been subject to large reductions in Government funding since 2010 but the Chancellor of the Exchequer's Spending Round announcement in September gave an indication that the policy of austerity had been paused to a large degree for 2020/21. Although no indicative figures had been released by Government, initial planning assumptions were that the Spending Round had eased the Council's financial position for one year compared with previous financial forecasts. Despite this, continue demand pressure in some services meant that the need remained to find savings in some areas in order to balance the Council's budget.

The Chancellor's Spending Round announcement included key messages on the delay of key expected reforms for local government funding which had now been put back until 2021/22 at the earliest. This, and the one-year settlement announced, continued to mean that local government faces enormous uncertainty for the period after 2020/21. As a result, the report and the Council's Medium Term Financial Strategy have continued to focus on the need for the Council to find more cost effective ways to deliver some services and ensure that it continues to release resources to fund its priorities.

The report submitted included a number of savings proposals to help bridge the initial budget shortfall for 2020/21. Moving beyond next year, the Council was developing a "One Coventry" approach that explored new approaches across several broad themes; commercialisation, digitalisation, place-based services and a workforce strategy. These approaches were planned to become an increased focus on the Council's financial strategy beyond 2020/21. An updated medium term financial position was included to reflect revised estimates and new expenditure pressures. As a result, the projected financial position has been broadly balanced for 2020/21 but included a cap of £28m in 2021/22 rising to £42m by 2023/24.

The Cabinet noted that, although many of the new savings proposals included within the report could be achieved without a significant negative impact, there

were some changes which would affect services. The proposals were made as a basis for public consultation and the results of the consultation would be reflected in the final Budget Report in February 2020 and considered as part of the final decisions recommended in that report. Further work would be undertaken to confirm all the financial assumptions between now and the final Budget Report.

Details on individual spending and savings were provided in Section 2 of the report and on a line by line basis in Appendix 1. Indicative details were included within the report for the Council's prospective Capital Programme for 2020/21 based on current knowledge. This would be updated in the February Budget Report, reflecting the most up to date programme information available. The draft programme was based overwhelmingly on pre-existing decision and patterns of expenditure.

**RESOLVED that, the Cabinet:**

- 1. Approve the revenue spending and savings options in Section 2 and Appendix 1 of the report submitted and the broad Capital Programme proposals as the basis for the Council's statutory budget consultation process.**
- 2. Approve the proposed approach on Council Tax set out in Section 1.7 of the report.**

**53. Medium Term Financial Strategy 2021-2023**

The Cabinet considered a report of the Deputy Chief Executive (Place), which presented the Medium-Term Financial Strategy (MTFS) for adoption by the Council.

The Cabinet noted that the MTFS sets out the financial planning foundations that support the Council's vision and priorities and the financial and policy context for the Council's forthcoming Budget process. Cabinet considered proposals within the Pre-Budget Report (Minute 52 above refers) and it was further noted that the final Budget Setting Report would be brought to Cabinet and Council in February 2020.

The national funding background to the MTFS was that the Council was currently within the final year (2019/20) of a four-year funding settlement from Government. A major upheaval in the funding arrangements for all councils that had been signalled for the period from 2020/21 onwards had been postponed until 2021/22 at the earliest. The Pre-Budget report that was considered by Cabinet, set out the impact of the one-year settlement proposed for 2020/21. Current medium-term estimates were still based on assumptions of local authorities continuing to face significant financial pressures.

The national political environment was currently subject to much fluidity and uncertainty, resulting from deliberations over the UK's exit from the European Union and the dynamic political situation that flowed from this. The likelihood or otherwise of the Government's ability or intention to adhere to its fiscal rule (that borrowing should remain below 2% of Gross Domestic Product) had been widely questioned by commentators. The short-term impact of this was some short-term

additional funding for local government but with no guarantee that this would continue beyond 2020/21. Therefore, concern remained that the pressure on public finances would not ease in a sustained way and that real reductions in available revenue resources and spending levels were likely to continue.

On a local level, the Council continued to face challenging conditions affected by shortfalls in achievement of a small number of existing savings plans and financial pressures in particular within services for children, housing and homelessness. Although the Council had some ambitious Capital Programme plans, the scale and pace of these represented a significant challenge in terms of the Council's ability to deliver them to the required timescales and within its existing project capacity. In addition, the elements of the Programme that were funded by future West Midlands Combined Authority grant approvals would not be able to proceed until resourcing for these grants had been secured through the WMCA.

Notwithstanding the approaches set out in the strategy, the Council would need to maintain dynamic financial models that take account of changes in its medium-term budget position and ongoing re-evaluation of its Capital Programme. This may include adopting some measures which would have a shorter-term focus or which re-evaluated the Council's approach to financial risk. These would be set out fully at the point of decision making.

In summary, the key national and local contexts that frame the Strategy included:

- A paramount need to protect the most vulnerable people in the city;
- Expectations on the Council to maintain service levels and standards across a wide range of core services;
- A comparatively high rate of local population growth causing greater demand and expenditure pressures in areas such as housing, social care and waste disposal;
- Future real-terms reductions in government resources within a revised local government funding framework;
- A Business Rates retention system emphasising the continued importance of promoting growth in the local economy;
- A very large Capital Programme which defines the Council's aspirational outlook but which establishes a major programming and logistical challenge in order to deliver it.

Taken together, these factors represented a combination of reducing resources, challenging underlying economic and demographic conditions, increased demand, pressure to sustain the quality of services and new challenges represented by government reform and local structural and governance relationships. In these circumstances it was crucial that the Council's financial strategy was both robust and flexible. This would provide the financial foundations required to ensure that Council services were fit for purpose to protect the most vulnerable as well as providing decent core services for every citizen in the city.

In support of these aims, the City Council's strategic financial approach to the demands that it faces included:

- A Council Plan focusing on economic growth, quality of life and a commitment to delivering fundamental services despite fewer resources being available;
- A Local Plan setting the blueprint for taking the City forward, identifying land for new homes, new jobs and new retail and community uses;
- A fundamental commitment to protecting the city's vulnerable children, adults and older people;
- Managing the demand for services selectively, through digital working and community engagement;
- Transformation projects to change the way the Council works and engages with its customers in part to achieve the delivery of savings;
- A programme of major capital schemes to drive regeneration and economic growth in the city including its public realm, the city's highways network and its cultural and leisure offer to make Coventry an attractive place to live and work.
- Growing the city's local income base, within the environment of increasing localisation of funding sources, including Business Rates;
- Partnership working, including as part of the West Midlands Combined Authority, together with voluntary organisations and other partners;
- A continued drive towards income maximisation, including investment in commercial ventures within the context of robust risk management arrangements and mindful of sector guidance;
- A continued Workforce Strategy requiring a workforce working in flexible ways consistent with a modern organisation, ensuring that the Council has the talent in place necessary to deliver the challenging agenda that it faces;
- Seeking to optimise the use of pooled funding available to support social care and health;
- Seeking to modernise, rationalise and prioritise services, consider alternative service delivery models and work in tandem with partners and neighbouring authorities;
- Strong corporate financial planning, monitoring and project management arrangements;

Based on the 2019/20 approved budget, the initial financial gap for the following 4 years as at the start of the new Budget Setting round was £16.7m for 2020/21, rising to £34.4m by 2023/24.

The position from 2020/21 onwards was based on early estimates and could be subject to major change depending on the outcome of the forthcoming changes in the local government finance regime which would not emerge until 2020. The scale of the financial gap was not unusually large in a historical context or compared with authorities similar to Coventry. It would nevertheless require the Council to consider further reductions in services and the need to prioritise the services that it wished to maintain in the future and identify those that may be allocated fewer resources or ceased altogether.

The Cabinet noted that the report had been considered by the Finance and Corporate Services Scrutiny Board (1) and received a briefing note indicating the Board's support of the proposals within the report.

**RESOLVED that, the Cabinet:-**

- 1. Note the comments from the Finance and Corporate Services Scrutiny Board (1).**
- 2. Recommend that Council approve the Strategy as the basis of its medium-term financial planning process.**

**54. Accommodation Based Support for Older People**

The Cabinet considered a report of the Deputy Chief Executive (People), which set out proposals in relation arrangements for the provision of accommodation based support for older people, predominantly in residential and nursing home placements.

The report indicated that The Care Act 2014 placed a duty on the Council to ensure that the care and support needs of people in the City who meet the eligibility criteria for care and support are met. Although the Council's overall objective was to support people to live at home, there were a number of people whose care and support needs were such that this was not feasible. In these cases, accommodation based support was required. In many cases where accommodation based support was required, Housing with Care, where people have their own flat with care and support was provided on site, was used but for some the level of need is such that residential care, which provided a more intensive model of support was required.

The Cabinet noted that the majority of residential placements within the City were purchased through a contract that enabled the Council to purchase placements from providers as required, with no guarantee of availability and with the cost being variable based on the needs of the individual and available supply at the point a placement was required. Some residential placements were available to the Council on a block basis (through the Anchor Trust PFI) and the Council still operated one residential home for older people with dementia at Eric Williams House.

Approximately 600 older people were supported by Coventry City Council to reside in independent / private residential or nursing care homes at any point in time, at an estimated cost of £16m gross per year. An estimated 500 of these placements were within the city costing approximately £13.5m per year.

Although the existing purchasing arrangements enabled the Council to provide residential placements where required, the variable costs resulted in a position where the costs to the Council were not known with any degree of certainty until a placement was required. This degree of variable pricing did not support the Council with overall market management as there was no benchmark for care home prices purchased within the City.

In addition to ongoing residential placements, the City Council, in conjunction with the Coventry and Rugby Clinical Commissioning Group (CRCCG) also provided 32 short term reablement beds on a block contract basis within three residential care providers at a cost of £1.026m per annum. This provision provided a period of rehabilitation, supported with occupational and physical health therapists so as

to maximise independence over a period of up to six weeks, supporting people to regain independence lost following an acute episode or other incident. The objective of this provision was to support people to reach a level of functioning so that they can return home.

In respect of ongoing residential care placements the Council was seeking as a result of a procurement process, to establish a number of care home placements which the Council could access for a fixed fee through securing a series of nomination rights. This would remove some of the price variation and provide availability at a set cost funded by the local authority. For the remainder of the market an 'approved provider' list would be established which would operate on the variable pricing model that was currently in place but under updated and revised contract terms.

In respect of short term reablement capacity the Council was seeking, as the result of a procurement process to secure 32 short term reablement beds to be available from when current contracts expire on 25 May 2020.

**RESOLVED that, the Cabinet:**

- 1. Approve the commencement of a procurement process for permanent residential and nursing home placements to enable the City Council to deliver its duties to older people who are eligible for social care support and require residential and nursing care.**
- 2. Approve the commencement of a procurement process for short term care home services to support people to regain independence following an incident or acute episode.**
- 3. Delegate authority to the Director of Adult Services, following consultation with the Cabinet Member for Adult Services, for the award of contracts following conclusion of the procurement process.**

**55. Coombe Abbey Park - Commercialisation and Sustainable Development of Children's Play Facilities and Car Park Remodelling**

The Cabinet considered a report of the Deputy Chief Executive (Place), which set out proposals for the commercialisation and sustainable development of children's play facilities at Coombe Abbey Park and the remodelling of the car park.

In October 2018 the City Council resolved to fund a tree top, high wire experience at Coombe Abbey Park in partnership with Coombe Abbey Hotel and Go Ape. The Go Ape facility had been operational since April 2019 and exceed expectations in both visitor numbers and financial performance, providing an enhancement to the visitor experience at the park.

The report submitted outlined proposals to further improve the visitor experience at Coombe Abbey Park by investing £800k. £650k would be used to replace and update two existing play areas, one adjacent to the park's visitors centre and the second in the wooded area near Top Pool Lodge, replacing the current outdated, free to use play area. It was intended that the play area near Top Pool Lodge would be a pay and play facility with a proposed charge of £2 per session. The

proposed location of the pay and play facility was provided at appendix 1 of the report. An example of the type of play facility proposed for the charged area was also provided in appendix 2.

In addition it was proposed to use £150k for the remodelling of the existing car park to create an additional 300 parking spaces to handle the expected increase in numbers.

It was proposed that the total capital investment of £800k would be paid back over a period of twenty years for the play areas, and ten years for the car park. In addition, the business case projected a surplus of c.£100k from year three of operation that could contribute to the City Council's medium-term financial strategy.

The report indicated that, subject to planning consent being obtained from Rugby Borough Council, it was proposed to have these new facilities operational by the summer of 2021.

**RESOLVED that the Cabinet:**

- 1. Approve the removal of the existing play equipment and to replace it with a unique and modern adventure play experience.**
- 2. Approve the commencement of a procurement process to appoint a contractor to design and build the Adventure Play Facility at a capital cost of up to £650k.**
- 3. Approve works to reconfigure the car parking arrangements at the existing facility to create an additional 300 car parking spaces at a capital cost of up to £150k**
- 4. Delegate authority to the Director of Streetscene and Regulatory Services following consultation with the Cabinet Member for Policing and Equalities, following the completion of the procurement process to approve the award of the contract to the preferred bidder.**
- 5. Approve expenditure of up to £800,000 to be funded from Corporate Capital Resources during 2019/2020 to complete the project as described in section 1 of this report.**

**56. Authority for Attendance at Conference**

**RESOLVED that, the Cabinet authorise the attendance of the Director of Business Investment and Culture (Andy Williams) and the Director of Project Management and Property Services (Richard Moon) to attend the West Midlands Regional Asia Visit to Hong Kong and Mainland China between 24th and 30th November 2019.**

57. **Authority for Attendance at Conference**

**RESOLVED** that, the Cabinet authorise the attendance of the Deputy Leader of the Council (Councillor AS Khan) and the Head of Sport, Culture and Destination (Val Birchall) to attend the Annual General Meeting – Cities at a Crossroads conference being held in Prague on 20th to 22nd November 2019.

58. **Outstanding Issues**

There were no outstanding issues.

59. **Any other items of public business which the Chair decides to take as a matter of urgency because of the special circumstances involved.**

(Meeting closed at 2.45 pm)



Cabinet

10<sup>th</sup> December 2019

**Name of Cabinet Member:**

Cabinet Member for Housing and Communities – Councillor T Khan

**Director Approving Submission of the report:**

Deputy Chief Executive (People)

**Ward(s) affected:**

All

**Title:**

**Adoption of Rough Sleeping Strategy 2019-2024**

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**Is this a key decision?**

Yes – the Strategy will have an impact on all wards of the City

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**Executive Summary:**

The Council is required by the Ministry of Housing, Communities and Local Government (MHCLG) to publish a Rough Sleeping Strategy by December 2019. Following engagement with key stakeholders, a draft Strategy and Action Plan 2019-24 was widely consulted on from 18<sup>th</sup> September to 30<sup>th</sup> October 2019. The results of this consultation are summarised in section 3 of this report and appendix D.

The Rough Sleeping Strategy focuses on three main principles:

1. To prevent new people from starting to sleep rough
2. To intervene rapidly when people start to sleep rough to help them off the street
3. To promote a person's recovery once they are off the street to build positive lives and so they do not return to rough sleeping

The Strategy is supported by an Action Plan that will remain a live document and be monitored and delivered by the City Council and its relevant partners.

**Recommendations:**

The Cabinet is requested to:

- 1) Consider the consultation responses received to the draft Rough Sleeping Strategy 2019-2024 and the summary report provided at Appendix C to the report.

- 2) Recommend that the City Council adopts the new Rough Sleeping Strategy 2019-2024, attached as Appendix A to the report, and the supporting Action Plan, attached as Appendix B to the report, with immediate effect.

**List of Appendices included:**

Appendix A – Rough Sleeping Strategy 2019-24  
Appendix B – Partners Commitment  
Appendix C – Rough Sleeping Action Plan  
Appendix D - Consultation Statement  
Appendix E - ECA Part 1&2

**Background papers**

None

**Other useful documents**

[Coventry's Housing and Homelessness Strategy 2019-2024](#)

**Has it been, or will it be considered by Scrutiny?**

The draft Rough Sleeping Strategy was considered by the Communities and Neighbourhoods Scrutiny Board (4) at its meeting on the 14<sup>th</sup> November 2019.

**Has it been, or will it be considered by any other Council Committee, Advisory Panel or other body?**

No

**Will this report go to Council?**

No

## Report title: Rough Sleeping Strategy 2019-2024

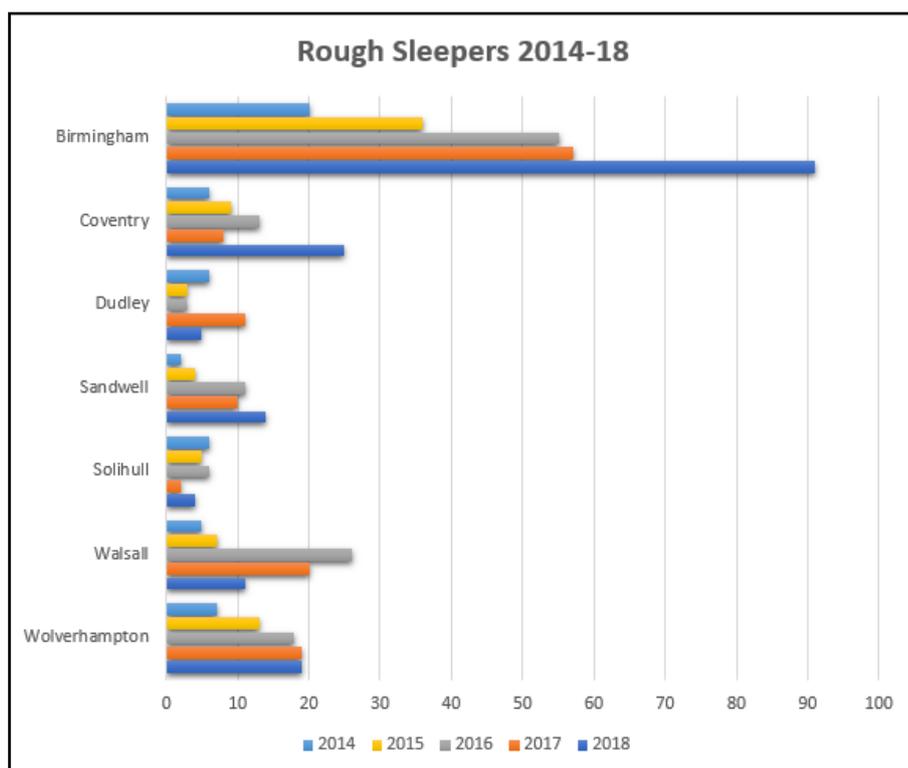
### 1. Context (or background)

1.1 The Ministry of Housing, Communities and Local Government (MHCLG) has made addressing rough sleeping in England a priority. They have committed to halve rough sleeping in this Parliament and to end it by 2027. MHCLG have produced their own Rough Sleeping Strategy and one of the requirements is for individual council's to develop their own strategies and action plans by December 2019. Further information on the Government's Rough Sleeping Strategy can be found at: <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>.

1.2 The Rough Sleeping Strategy and its Action Plan are reflective of and intrinsically linked to the Council's Housing and Homelessness Strategy (2019-24). The two strategies need to be considered and delivered in tandem. The Housing and Homelessness Strategy sets the vision for housing in the city and our priorities. Under Theme 1 it describes developing measures to tackle rough sleeping and support vulnerable people who are (or are at risk of) rough sleeping and understanding the reasons for non-engagement.

1.3 Across England Government statistics show that there has been a 160% increase in rough sleeping since 2010. Coventry has also experienced a significant increase during this period and particularly during the last few years. Official figures demonstrate there has been an increase in numbers from 6 in 2014 to 25 in 2018. This represents a 316% increase in rough sleeping in Coventry over the last 5 years.

**Table1 – The increase in the number of rough sleepers on a yearly basis since 2014 in across the West Midlands Combined Authorities**



**Table 1 – A table showing the increase in the number of rough sleepers on a yearly basis since 2014 in across the West Midlands Combined Authorities**

	Coventry	Birmingham	Dudley	Sandwell	Solihull	Walsall	Wolverhampton
2014	6	20	6	2	6	5	7
2015	9	36	3	4	5	7	13
2016	13	55	3	11	6	26	18
2017	8	57	11	10	2	20	19
2018	25	91	5	14	4	11	19

1.4 The Council welcomes the requirement for a Rough Sleeping Strategy and Action Plan. This will help raise the profile of the issues and challenges around rough sleeping whilst ensuring there is a planned approach to how we can effectively work together to ensure that no Coventry citizen has to bed down on the streets. The Strategy includes a target and vision to eliminate rough sleeping in the city by 2022.

1.5 There is already exceptional commitment, passion, drive and innovation across the City to support and help our rough sleepers off the street. However, we recognise we need to be doing more, and in a more joined up way to ensure our actions are 'SMART' if we are going to meet our own and Ministry of Housing, Communities and Local Government aspiration to eradicate rough sleeping by 2027

1.6 The Rough Sleeping Strategy focuses on:

- The current position in the city.
- Where we want to be.
- What tools and services are already in place.
- How we can maximise their impact.
- What are the gaps and how we will address these.

These elements will be considered for current, future and hidden rough sleepers.

## 2. Options considered and recommended proposal

2.1 **Option 1 is to implement a Rough Sleeping Strategy without Consultation.** This is not recommended as an option. It would involve the Council choosing to implement the Rough Sleeping Strategy without consulting with Coventry's citizens, and other impacted stakeholders. To reduce rough sleeping in the City it is imperative that a partnership approach is in place as the Council's on its own cannot meet the challenge. This can only be achieved by involving and consulting with both, statutory, voluntary and community organisation, as well as rough sleepers.

2.2 **Option 2 is to not publish a Rough Sleeping Strategy.** This is not recommended as an option. Failure to publish a Rough Sleeping Strategy will be challenged by the Ministry of Housing, and Communities and Local Government which states that it is a requirement for individual council's to develop their own Rough Sleeping Strategies and Action Plans by December 2019.

**2.3 Option 3 is to publish a rough sleeping Strategy and not implement the strategy.** This is not recommended as an option. If we publish our Rough Sleeping Strategy and fail to implement the actions, it will impact on our reputation as it will appear that we are not committed and supportive of central governments aspiration of eradicating rough sleeping by 2027. Furthermore, public perception of our commitment as a local authority who is supportive and caring to the most vulnerable people in our society will be challenged.

**2.4 Option 4 is to publish and implement the Rough Sleeping Strategy and Action Plan which has been consulted upon.** This option is the recommend option. It meets the requirements to publish a Rough Sleeping Strategy by MHCLG and its creation has taken in the views and comments of the public, key stakeholders and primarily the views of current and former rough sleepers. A partnership approach was used to develop the draft document and once agreed it will form the basis of co-ordinated and creative work across the city to eradicate rough sleeping in Coventry over the next 5 years.

### **3 Result of Consultation Undertaken**

3.1 The development of the Draft Rough Sleeping Strategy and Action Plan was carried out in partnership with key external and internal stakeholders as well as ex-service users. The well attended discussions at the wider homelessness forum and workshop sessions that were held with key agencies directly working with and supporting rough sleepers, considered the citywide current position, what the collective vision was for rough sleeping with the actions and tools that would be needed to achieve the vision to end rough sleeping in Coventry.

3.2 Following approval by Councillor T Khan, Cabinet Member for Housing & Communities, on the 16<sup>th</sup> September 2019, a six week period of consultation was held between 18<sup>th</sup> September to 30<sup>th</sup> October 2019.

3.3 A key element of the consultation was to ensure alongside agency responses, that both the general public and current and former rough sleepers had the opportunity to feedback on the draft documents. Consultation was undertaken through the following channels and methods:

- The Let's Talk Engagement platform attracted 834 visits to the site and 108 responses/comments as well as 11 questions. Using the platform allowed us to effectively engage with the public and provided a space where people could contribute their thoughts and ideas as well as ask specific questions in relation to the strategy.
- Face to face engagement with 18 people with experience of rough sleeping. This was conducted over two days (16<sup>th</sup> and 17<sup>th</sup> October 2019) at The Salvation Army, Harnell Lifehouse and Steps for Change, City Arcade, Coventry. People with first-hand experience of rough sleeping were asked for their views under the three principles as above.
- Suggestion Boxes and thoughts-boards yielded, 14 responses, these were where anyone could leave a comment or thought about the draft Rough Sleeping Strategy, this facility was available at Steps for Change and Coventry Comfort Carers.

- Engagement with Coventry Homelessness Forum which is attended by key stakeholders supporting people who are homeless or at risk of homelessness on 6<sup>th</sup> September 2019.
- Via social media (twitter / Facebook).
- Direct invitations to comment from partner agencies.
- Internal circulation of the strategy to all CCC employers and departments.

Please see appendix C for full details of the consultation.

#### 3.4 The key points raised through the consultation process included:

- To change the wording from Pillar to Principle.
- Formal development and subsequent recognition of the partnership to deliver the strategy and actions.
- That the vision is embedded and owned by all - One Coventry.
- Knowing how people can get help and give help.
- Enforcement should be used consistently and transparently.
- Language that is used should be positive and encouraging, not labelling and clinical.
- For those accessing services or rough sleeping only having to tell their story once.
- Specific reference to be made to Ex armed forces and Women with complex needs .

#### **Principle 1 - To prevent new people from starting to sleep rough.**

- Better universal, information, advice and guidance for people at risk of rough sleeping, professionals and the public.
- More accessible affordable housing options for single people especially those under 35.
- Early intervention through tailored appropriate support when someone is at risk of rough sleeping.
- A need for joined up services when people are leaving hospital or prison.
- Person led, not service led, interventions when someone is in crisis.

#### **Principle 2 - To intervene rapidly when people start to sleep rough to help them off the street**

- Better supply of affordable housing options.

- More appropriate and a wider choice of emergency/ temporary options for people.
- Information sharing between agencies - I only want to tell my story once.
- The right help needs to be available quickly with easy access points and delivered in a joined-up way.

**Principle 3 - To promote a person's recovery once they are off the street to build positive lives and so they do not return to rough sleeping.**

- On-going support.
- More understanding from people / professionals.
- Help to find employment and access benefits.

**4. Timetable for implementing this decision**

4.1 If the recommendations of this report are approved, the Rough Sleeping Strategy would be adopted and come into effect immediately.

**5. Comments from Director of Finance and Corporate Services**

**5.1 Financial implications**

The funding to resource the work set out in the Rough Sleeping Strategy is primarily grant funding and includes Housing First, Rapid Housing Pathway grant and Rough Sleepers initiative as included in the table below. In addition, we currently purchase support for rough sleepers as part of the overall homelessness support contract. We are in the process of recommissioning this contract with an expanded specification for rough sleeper support. This is within the existing overall financial envelope.

**Table showing confirmed grant funding 19/20 - 22/23**

<b>Funding Stream</b>	<b>2019/20 £000</b>	<b>2020/21 £000</b>	<b>2021/22 £000</b>	<b>2022/23 £000</b>	<b>Total £000</b>
Housing First	506	416	357	357	<b>1,636</b>
Rapid Housing Pathway	129				<b>129</b>
Rough Sleepers Initiative	190				<b>190</b>
Cold Weather Fund	45				<b>45</b>
<b>Total</b>	<b>870</b>	<b>416</b>	<b>357</b>	<b>357</b>	<b>2,000</b>

Alongside the funded provision, there are a number of third sector and voluntary services available in the City. Including, but not limited to, a Winter Night Shelter, Foodbanks, STEPS for Change, a multi-agency drop in service, community-based outreach and several services that provide information and advice through

charitable funding. The faith sector also offers information, support and guidance to people rough sleeping or inadequately housed.

The implementation of the strategy could have a financial impact on core funded housing and homelessness services within the city, due to the risk of increased activity in service and additional support to landlords to house rough sleepers. This should also be mitigated by the strategy through early universal advice to prevent people from sleeping rough, and through the revised specification for commissioned support service from April 20.

The grant funding position post March 20 is uncertain; however, a letter from the MHCLG in early November, confirmed the intention to continue to provide funding for the Rough Sleeping Initiative and Rapid Rehousing Pathway, where there is clear evidence of impact, demand and value-for-money. If further funding is not available to bid into, the existing deployment of resources for Housing and Homelessness would need to be reviewed to ensure the strategy remains deliverable.

## **5.2 Legal Implications**

The Rough Sleeping Strategy and action plan, though independent documents, are intrinsically linked to the Council's Housing and Homelessness Strategy (2019-24). Under the Homelessness Act 2002, all housing authorities must have in place a homelessness strategy based on a review of all forms of homelessness within their district. The proposed Rough Sleeper Strategy further supports this duty and minimalises potential risk from legal challenge.

The Homelessness Reduction Act 2017 imposes upon local housing authorities "assessment" "prevention" and "relief" duties to those whom the authority is satisfied are eligible and either homeless or threatened with homelessness within 56 days.

These duties require authorities to provide personalised written housing assessments including agreed plans setting out the steps that the authority considers it and the applicant should reasonably take to secure accommodation for the applicant ("assessment"). Take reasonable steps to help an applicant threatened with homelessness to secure that their accommodation does not cease to be available ("prevention"). Take reasonable steps to secure that suitable accommodation becomes available (for at least 6 months) to a homeless applicant ("relief").

These duties apply to all those who are homeless or threatened with homelessness, irrespective of whether they have a priority need; and apply in addition to the existing duties to those who are in priority need.

In discharging its functions, the Council must also have due regard to the Public Sector Equality Duty in s149 Equality Act 2010. Please refer to 6.4 below.

## **6. Other implications**

### **6.1 How will this contribute to the Council Plan ([www.coventry.gov.uk/councilplan/](http://www.coventry.gov.uk/councilplan/))?**

The introduction of a Rough Sleeper Strategy will contribute to meeting the priorities in the Corporate Plan, specifically;

- Locally Committed – protecting our most vulnerable people (including preventing homelessness and helping people who do become homeless).
- Locally Connected – Improve health and wellbeing
- Locally Connected – Reducing health inequalities.
- Globally Connected – reducing the impact of poverty
- Globally Connected – helping local into jobs

By working together as a partnership across the City with other organisations, community and faith groups the Rough Sleeping Strategy will enable rough sleepers to have alternative options than having to bed-down on the street. They will be known to organisations working with rough sleepers and services will be tailored to meet their needs in order to give opportunities to have access to affordable housing, appropriate health services, support given to maximise their finances and to access training and employment.

### **6.2 How is risk being managed?**

There are no specific risks from the decision to adopt the Rough Sleeping Strategy 2019-24.

### **6.3 What is the impact on the organisation?**

Officers will be expected to implement the final and agreed Rough Sleeping Strategy. The adoption of the new Rough Sleeping Strategy will ensure the council meets its statutory duty to publish its Rough Sleeping Strategy. It will also provide a formal platform to work with partners to eradicate rough sleeping and provide support to people who are currently rough sleeping or who are at risk of rough sleeping.

### **6.4 Equalities / EIA**

Coventry City Council, Rough Sleeping Outreach Team report on the 29<sup>th</sup> October 2019, they have identified 62 who are presenting as rough sleeping. This is an increase from previous figures, but rough sleeping figures can only be a snap-shot at a period in time and can fluctuate. The majority were males; 92% were males and 8% were females. Of which, 56% were White British, 39% were White European, 3% Black British and 2% were Black African. Ages of our rough sleepers are 16-24yrs 5%, 25-44yrs 65%, 45-49 yrs 11%, 60-64yrs 0%, 65-74yrs 1%. There were 18% where we did not know their ages.

By having a shared partnership approach to strive to eradicate rough sleeping in Coventry by 2022, will improve the wellbeing and life chances of people with protected characteristics, who are homeless or at risk of being homeless, and it will, therefore, have a positive impact.

The results of the formal round of consultation did flag mental well-being impairment is a feature within the cohort of rough sleepers and those who have experienced rough sleeping, therefore it is important that strong effective links are made with appropriate agencies who support people to overcome.

- 6.5 Should the Council find any discrimination, harassment and victimisation during the consultation process the Council will seek solutions to help eliminate but also methods for advancing equality of opportunity and fostering good relations between people. These methods may include adaptations to the Rough Sleeper Strategy and Action Plan and/or inform working practices during and after implementation.
- 6.6 In the development of the Rough Sleeping Strategy the Council have had due regard to the public sector equality duty under s149 of the Equality Act 2010. An Equalities and Consultation Analysis (ECA) Part 1 was carried out during the development of the Draft Rough Sleeping 2019-24. This has now been updated for the Final Rough Sleeping Strategy following the public consultation (Part 2).

#### **6.7 Implications for (or impact on) climate change and the environment**

There are no know implications (or impact on) the environment from the adoption of the Rough Sleeping Strategy 2019-24.

#### **6.8 Implications for partner organisations?**

There are positive implications for partner organisations. The Rough Sleeping Strategy 2019-24 highlights the role of partner organisations and the importance of collaborative working. A number of the actions set out in the action plan will be delivered by partner organisations if they are best placed to deliver positive outcomes.

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# Coventry Partnership Rough Sleeping Strategy 2019-2024

## 1 Preface

- 1.1 The Rough Sleeping Strategy and its Action Plan are reflective of and intrinsically linked to the Council's Housing and Homelessness Strategy (2019-24). The two strategies need to be considered and delivered in tandem. The Housing and Homelessness Strategy sets the vision for housing in the city and our priorities. Under Theme 1 it describes developing measures to tackle rough sleeping and support vulnerable people who are (or are at risk of) rough sleeping and understanding the reasons for non-engagement.
- 1.2 The successful delivery of the Rough Sleeping Strategy and Action Plan is not in the Council's power alone. Therefore, a One Coventry partnership approach is the only way that we will be able to ensure successful realisation of our vision, therefore the strategy will need to be owned, supported and delivered by ensuring effective collaboration and partnership working.
- 1.3 The government defines rough sleeping as being a person who is 'bedded down' (sleeping/trying to sleep) or 'about to bed down' in the open air or another place not designed for habitation. This will include being on the street, in a doorway, park, derelict building, bus/train station, tent or car. A person's housing status is not relevant; the key criteria is that they have been found 'bedded down'/'about to bed down' in a place where someone ordinarily wouldn't try to sleep.
- 1.4 Very few people choose rough sleeping as a permanent lifestyle option. Many people will have held tenancies or been supported in specialist housing but have been unable to sustain or manage accommodation provided. This is often due to complex life experiences such as loss of job, family breakdown, bereavement, periods in care or prison, and serious health issues, or personal lifestyle choices such as substance misuse, criminal behaviour or street culture activities. These issues can often lead to a harmful cycle of multiple exclusions from services.
- 1.5 Rough sleeping is the most visible and acute form of homelessness. The life expectancy of long-term rough sleeper is 47yrs compared to 77yrs for the general population. Rough sleeping is emotive, and it generates public interest, which can be both negative and positive. Witnessing people sleeping rough can evoke negative feelings, which generate uncomfortable, challenging questions for individuals, as well as organisations.
- 1.6 Those affected most by rough sleeping are often hard to engage with, defensive, do not welcome intervention and often have deep rooted mistrust of statutory

organisations. However Rough sleeping is not in a single statutory function's ability to resolve. Partnership, joint accountability and responsibility are required.

## 2 Background

### National

- 2.1 The Government requires Local Authorities to undertake a local Rough Sleepers count or estimate annually and to report the outcome to Ministry of Housing, Communities and Local Government.
- 2.2 The Ministry of Housing, Communities and Local Government reported that “the total number of people counted or estimated to be sleeping rough on a single night in 2018 was 4,677. This was down by 74 people or 2% from the 2017 total of 4,751 and was up 2,909 people or 165% from the 2010 total of 1,768. The number of people sleeping rough increased by 146 or 13% in London and decreased by 220 or 6% in the rest of England. 64% were UK nationals, compared to 71% in 2017, 22% were EU nationals from outside the UK, compared to 16% in 2017, 3% were non-EU nationals, compared to 4% in 2017. 14% of the people recorded sleeping rough were women, the same as in 2017; and 6% were aged 25 years or under, compared to 8% in 2017.<sup>1</sup>
- 2.3 The street counts, evidence-based estimates, and estimates informed by spotlight street counts aim to get as accurate a representation of the number of people sleeping rough as possible. Accurately counting or estimating the number of people sleeping rough within a local authority is inherently difficult given the hidden nature of rough sleeping. There are a range of factors that can impact on the number of people seen or thought to be sleeping rough on any given night. This includes the weather, where people choose to sleep, the date and time chosen, and the availability of alternatives such as night shelters.
- 2.4 The Government has made addressing rough sleeping a priority. It has committed to halve rough sleeping in this Parliament and to end it by 2027. In August 2018 The Ministry of Housing, Communities and Local Government published the Governments Rough Sleeping Strategy. (<https://www.gov.uk/government/publications/the-rough-sleeping-strategy>)
- 2.5 The National Rough Sleeping Strategy is based around three ‘pillars’:
  1. To prevent new people from starting to sleep rough.
  2. To intervene rapidly when people start to sleep rough to help them off the street.
  3. To promote a person’s recovery once they are off the street to build positive lives and not return to rough sleeping.

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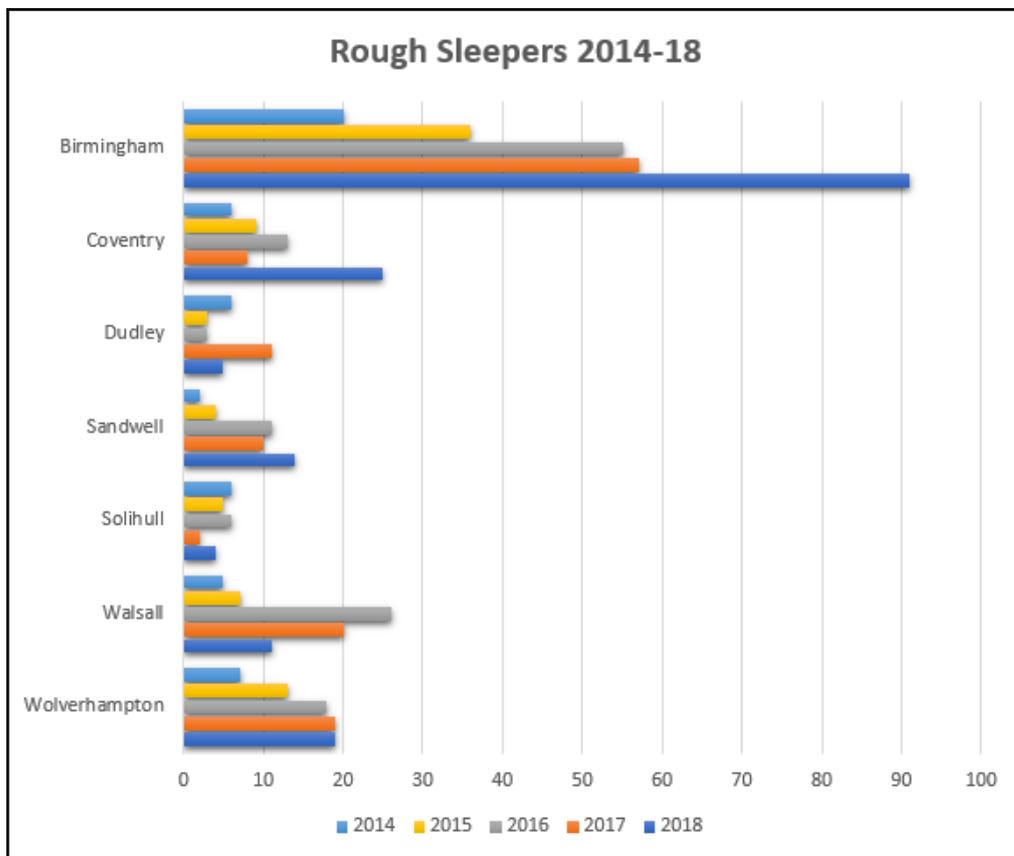
<sup>1</sup> 1.0 Source: MHCLG Rough Sleeping Statistics Autumn 2018, England (Revised)  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/781567/Rough\\_Sleeping\\_Statistics\\_2018\\_release.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/781567/Rough_Sleeping_Statistics_2018_release.pdf)

- 2.6 The national strategy emphasises the importance of local authorities forging strong partnerships with other public services, the third sector, the business sector, community groups, the public, people with lived experience of rough sleeping and current rough sleepers to tackle rough sleeping. One of the requirements is that individual councils and partners should develop their own Rough Sleeping Strategies and Action Plans by December 2019.
- 2.7 It also highlights the importance of the role of health services in tackling rough sleeping because of the high proportion of rough sleepers who suffer from mental ill-health, physical ill-health and addiction issues, the challenges rough sleepers face in accessing mainstream health services and the adverse health outcomes of sleeping rough including reduced life expectancy.

**Coventry**

- 2.8 Coventry has seen a significant increase in the number of rough sleepers since 2014. Official figures demonstrate there has been an increase in numbers from 6 in 2014 to 25 in 2018. This represents a 316% increase in rough sleeping in Coventry over the last 5 years.

**Table1 – The increase in the number of rough sleepers on a yearly basis since 2014 across the West Midlands Combined Authorities**



**Table 1 – A table showing the increase in the number of rough sleepers on a yearly basis since 2014 in across the West Midlands Combined Authorities**

	<b>Coventry</b>	<b>Birmingham</b>	<b>Dudley</b>	<b>Sandwell</b>	<b>Solihull</b>	<b>Walsall</b>	<b>Wolverhampton</b>
<b>2014</b>	6	20	6	2	6	5	7
<b>2015</b>	9	36	3	4	5	7	13
<b>2016</b>	13	55	3	11	6	26	18
<b>2017</b>	8	57	11	10	2	20	19
<b>2018</b>	<b>25</b>	<b>91</b>	<b>5</b>	<b>14</b>	<b>4</b>	<b>11</b>	<b>19</b>

2.9 Table 1 compares the City with the West Midlands Combined Authority. The increase in the City is a greater proportional increase than that of the West Midlands Combined Authority in general, which has seen an increase of 128% over the same period.

2.10 The last official count for Coventry was in November 2018 and as illustrated in the above table there were 25 rough sleepers. Latest local intelligence suggests that the number of rough sleepers in Coventry has increased to 58 in July 2019.

2.11 We also know we have a cohort of individuals in the city that are not what would be defined as a genuine rough sleeper according to the definition. Instead, they are begging on our City streets to sadly supplement their income to support their lifestyle choices. Often these individuals have a tenancy or are in temporary or hostel type accommodation. This cohort can often distort people’s perceptions of the wider issues and complexities around rough sleeping.

2.12 The British Legion report that the number of ex-service forces personnel who are rough sleeping is increasing. In Coventry, this group is not currently a significant number or concern. We are however committed to ensure they do not become a significant proportion of the rough sleeping cohort and we will ensure services are accessible and those working with rough sleepers understand the needs of this group.

### **3 Introduction to the Rough Sleeping Strategy**

3.1 The delivery of the Rough Sleeping Strategy and Action Plan will directly support the Council plan and wider outcomes of the Councils partners including those related to community safety, protecting our most vulnerable people, health and wellbeing and social inclusion.

3.2 The Rough Sleeping Strategy and action plan, though independent documents, are intrinsically linked to the Council’s Housing and Homelessness Strategy (2019-24). The Housing and Homelessness Strategy sets the vision for housing

in the city and our priorities in terms of addressing housing need for all in terms of access and sustainability as well as supply. The successful delivery of the Housing and Homelessness Strategy will help to ensure that the actions needed to address the challenges regarding rough sleeping are achieved.

- 3.3 In line with the National Rough Sleeping Strategy, as a partnership we have designed our vision and defined our actions to work with rough sleepers using the 3 areas described as the **3 core pillars**:
- To prevent new people from starting to sleep rough.
  - To intervene rapidly when people start to sleep rough to help them off the street.
  - To promote a person's recovery once they are off the street to build positive lives and not to return to rough sleeping.
- 3.4 It sets out our ambitions for the City over the next 5 years and details our aspirations. It highlights the need for all key stakeholders to work in partnership to provide a holistic approach to supporting rough sleepers and eradicating rough sleeping. With the collective aspiration being that the Rough Sleeping Strategy and Action Plan will be owned and delivered as a partnership in the City that promotes a common understanding that eradicating rough sleeping is everyone's role, both statutory and non-statutory, by working together to address the challenges we face.
- 3.5 Our action plan will support how we address the wider community's misconception and understanding about those who are genuinely rough sleeping. It will ensure businesses, stakeholders and members of the public know what to do if they encounter someone who is sleeping rough, what services are available and how collectively we can support rough sleepers whilst ensuring that our best intentions do not perpetuate the cycle that many of our rough sleepers find themselves in.

## **4 Current Position**

- 4.1 We have seen an unprecedented increase in the numbers of rough sleepers in our City, as previously described in 2.8. This includes an increase in females with complex needs and lifestyles and needs that are not met by domestic abuse services and those with no recourse to public funds.
- 4.2 Through dialogue with partners and former rough sleepers we know that, alongside the increase in numbers, the complexities of the people sleeping rough have also changed with a large proportion having substance misuse and or mental health needs. Coventry City Council and its partners work hard within their limited resources to support those who are at risk of rough sleeping. However, the current provision is not able to meet the increase in demand. This coupled with austerity measures regarding reductions in other areas of public services, disproportionality low Local housing allowance (LHA) rates in the city in comparison to private sector rents, a lack of affordable accommodation as well as the roll out of Universal Credit have all contributed,

and will continue to do so, to the increase in those who find themselves with no other option than sleeping on our City's streets.

- 4.3 Across Coventry, we have a range of services that are currently working tirelessly to address the challenges the City is facing. Some of these are public funded and there are a number of others which are provided on a charitable basis.
- 4.4 The Council has recently secured external funding from the Ministry of Housing, Communities and Local Government to fund 3 posts to specifically work alongside our commissioned Assertive Outreach service, to help identify and support rough sleepers in Coventry into recovery, with one of the posts specifically working to identify, support and facilitate recovery of those rough sleepers with no recourse to public funds. These services went live in July 2019.
- 4.5 As a City, we are part of the combined authority's Housing First pilot, whereby we have received funding to support up to 109 rough sleepers over the next 2 years. Housing First is designed to provide secure, appropriate accommodation to entrenched rough sleepers alongside the required wrap around support, so that the individual can transition from the street to a settled home. The first recipient of this service was during September 2019.
- 4.6 Alongside the funded provision, there are a wealth of charitable and voluntary services available in the City, including but not limited to; a Winter Night Shelter, Foodbanks, STEPS for Change (a multi-agency drop in service), community-based outreach and several services that provide information and advice through charitable funding. We also have a buoyant, committed faith sector that offers and provides a wealth of information, support and guidance to people rough sleeping or inadequately housed.
- 4.7 There is already exceptional commitment, passion, drive and innovation across the City to support and help our rough sleepers off the street. However, we recognise we need to be doing more, and in a more joined up way to ensure our actions are 'SMART' if we are going to meet our own and Ministry of Housing, Communities and Local Government aspiration to eradicate rough sleeping by 2027.
- 4.8 Sadly, there are individuals who position themselves to look like rough sleepers and display what can be described as aggressive begging and on occasions more serious criminal activity in public places. Though our main priority is to support rough sleepers off the street and into recovery by providing alternatives in terms of places to go when they are moved on, we also recognise that there will be at times the necessity to use enforcement powers to manage situations that are of an antisocial or criminal nature.

## 5 The Vision

- 5.1 Coventry is going through a period of change of where it will be in the spotlight; City of Culture 2021, European City of Sport 2019 and being a host city for the Commonwealth Games in 2022. We have exciting plans to change the City Centre – but over the last 10 years our funding from government has been halved, meaning we must change what we do and how we do it. We know we can't do this alone and we're lucky to have strong partnerships with businesses, community organisations and local people that are already helping us to deliver services differently. For us to be able to deliver our own and central government's aspiration of eradicating rough sleeping by 2027, the strong partnerships we have in the city will be key.
- 5.2 Our approach to housing and homelessness in the city is going through a period of change. We have a new Housing and Homelessness strategy that was adopted in the spring 2019; we are re-designing our housing related support services, with the new provision being in place by April 2020, and we are re-modelling our approach and provision of temporary accommodation. We have never been better placed in terms of commitment, skills and passion across the city, both internally and externally, to be able to really change the lives of people who live on our streets.

5.3 Our vision for the city and rough sleepers is simple:

### ***We will eradicate rough sleeping in Coventry***

And we will do this by:

***As a city working creatively and collectively to prevent people from having to sleep rough and ensuring that every individual person who is sleeping on the street will receive support and advice to secure and maintain, safe suitable accommodation with the aim of eliminating rough sleeping in the city in 2022.***

## 6 What do we need to do as a Partnership to achieve our vision for the City?

- 6.1 The Partnership have identified a range of long term actions/priorities that will help us achieve the City's vision; the priorities and actions are not the city councils alone and will be owned and delivered through the partnership.
- 6.2 Alongside our long-term priorities the Partnership have identified some key short terms actions that will be fundamental to delivering our longer-term vision and strategy. As a partnership, our immediate focus is to understand who our current genuine rough sleepers are, why they are rough sleeping and the complexities around this and what they need to support them into recovery.
- 6.3 Commissioned outreach services alongside other non-funded street outreach and intervention services, as well as our own Ministry of Housing, Communities and Local Government funded provision will be focusing in the immediate term on intelligence gathering – by understanding the reasons for and the needs of

our current rough sleepers we will effectively be able to deliver our aspirations and priorities as outlined below for the longer term.

### **To prevent new people from starting to sleep rough**

1. Early universal advice and information to seek to prevent people from needing to sleep rough will be available to all.
2. As a City we will develop robust discharge pathways to ensure that no-one leaves hospital with nowhere to go.
3. As a City we will ensure there are similar processes in place for those leaving prison.
4. As a City we will ensure that all agencies are clear and understand their obligations under the Duty to Refer to refer any individual who is homeless or threatened with homelessness to the Councils Homeless Service.
5. Through our multi-agency partnerships, the Partnership will ensure early identification of people at risk of rough sleeping and provide appropriate interventions.
6. The commissioned services will provide support and are accessible to those with complex needs and those who are at risk of rough sleeping.
7. Effective information sharing systems will be in place to enable a rapid response to those approaching crisis.
8. Advice and education regarding the signs, triggers and realities of rough sleeping for the wider public will be available, including in schools, colleges, and health and social care partners.
9. Policy decisions and changes will consider the impact on rough sleepers.
10. Our work with our combined authority colleagues will ensure we share best practice, raise awareness and where the opportunity arises, share resources to tackle rough sleeping across the region.

### **To intervene rapidly when people start to sleep rough to help them off the street**

1. As a partnership we will have a case management approach to those rough sleeping in Coventry, which is shared and signed up to by all partners.
2. We will work collectively to understand the barriers those sleeping rough face in getting off the street. Once we have identified the barriers, we will work cohesively to remove them wherever possible.
3. All our rough sleepers will know what health care provision is available and how to access it.
4. Hot and cold weather provision will be in place and the public will be informed regarding what shelter and provision is available for rough sleepers in extreme elements.
5. We will work as a partnership to develop and provide drop-in and hub facilities in the City, which offer somewhere for rough sleepers to go.
6. Once identified, as a partnership we will work quickly to get rough sleepers into services, ensuring that the accommodation that we offer does not exacerbate their complexities.

7. Community safety and the police will where necessary use their enforcement powers where rough sleepers and their behaviours impact the public and issues and concerns will be dealt with swiftly, consistently and appropriately.
8. The Council will work with Ministry of Housing, Communities and Local Government to ensure effective use of the funding we have received to support those who find themselves on the street.
9. The partnership will work to coordinate all the efforts across the city to ensure we are not duplicating work and interventions with individuals to echo the One Coventry approach.

**To promote a person’s recovery once they are off the street to build positive lives and so they do not return to rough sleeping**

1. As a City partnership we will maximise the potential that Housing First offers to the City.
2. We will collectively provide a menu of options that best meets their individual needs when transitioning from rough sleeping to a settled home.
3. The Council will build relationships and develop agreements with both RSL landlords and the private rented sector, to support them if they house rough sleepers – including, in some cases, financial support.
4. There will be multi-agency case management approach to supporting a person to sustain their tenancy.
5. All partners will work with the individual so that they understand the consequences of their choice if they return to the streets, including in some cases prosecution.
6. Ex-rough sleepers will be supported to access employment and training opportunities.
7. Ex-rough sleepers will be supported to ensure are receiving full benefit entitlement.
8. Where an ex-rough sleeper has on-going health needs, they will know how they can access health care and any social care support.
9. As a City we will have an alternative giving scheme that provides an alternative for the public who want to give money to rough sleepers who are begging.

**7 What Success Will Look like?**

- 7.1 We will know that we are succeeding in addressing rough sleeping through our partnership strategy, if we are delivering our vision under the 3 core pillars. Success cannot be achieved by working in isolation. As we have stated throughout this strategy it is a partnership strategy and the responsibility and the ability to deliver it belongs to us all. We will be asking all key agencies, partners, statutory sector colleagues and the community sector to identify what they can do to support delivery of the Vision (see below) and we will use this to further inform our Action Plan.

7.2 The Rough Sleeping Action Plan will grow and change over time as the environment we are working in is forever changing and shifting.

7.3 But ***As a city we will eradicate rough sleeping***

*We will do this by:*

***“As a city working creatively and collectively to prevent people from having to sleep rough and by ensuring that every individual person who is sleeping on the street will receive support and advice to secure and maintain, safe suitable accommodation with the aim of eliminating rough sleeping in the city in 2022”.***

## **8 Monitoring Delivery**

8.1 The requirement to publish a Rough Sleeping Strategy sits with the local authority. However, our One Coventry approach means that this is a Partnership Strategy. Accountability and the monitoring and scrutiny of its delivery will be equally through the city Council's internal governance structures and through our partnership forum.

8.2 Monitoring and review alongside the scrutiny of the delivery of the milestones will be carried out internally by our own Strategic Housing Board. Alongside this the homelessness partnership forum in the city will also provide oversight and ensure partnership accountability for its delivery.

**Partner Commitment**

Partner Commitment		
Organisation	Commitment	Relating Pillar
<p>The Salvation Army Outreach Co-ordinator, Coventry</p>	<p>I will continue to work to the best of my ability to support and provide a service for our Rough Sleepers.</p> <p>I will continue to work in partnership with outside agency to build our new venture Steps for Change</p> <p>I will look into Prison release referrals as people are being released either with No Fixed Abode or to the camp beds or streets.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p>
<p>The Salvation Army, Coventry</p>	<p>The Salvation Army are committed to tackling Rough Sleeping and to support vulnerable people who are or are at risk of rough sleeping.</p> <p>By working in partnership, we can be supportive to each other; we can be open and encourage morale within the teams</p> <p>By working in partnership and to be successful each member needs to feel a sense of support and optimism about the collaboration, contributions to the partnership and the partnerships decision making.</p> <p>Key principals set, openness, trust and honesty, for there to be shared goals and values, regular communication between partners.</p> <p>Partnership working is at the heart of the agenda for tackling rough sleeping in Coventry.</p> <p>We will attend rough sleeper walks and rough sleeper strategy meetings.</p> <p>We will provide an outreach service.</p> <p>We will ensure SWEP (Severe Weather Emergency Protocol) is in place.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.</p>

	<p>We will make sure clients are registered with a GP at the first meeting.</p> <p>We will refer clients who have no other options.</p>	
<p>Kairos</p>	<p>Kairos women working together (WWT) are committed to working collaboratively and in partnership with other agencies and services in and around Coventry City (statutory and third sector alike) this is a vital element of the ideal model (in our opinion) and this is a pathway to help create better coordinated services for those women we currently support and for those women in future we like to support.</p> <p>Our Commitment is also to continue to share and promote our specialist services, knowledge and insights into the women’s needs and requirements.</p> <p>The Kairos commitment places an emphasis on the importance of a gender informed approach (and also environment) this approach is already embedded within every aspect of Kairos ethos.</p> <p>The Kairos commitment considers this model to be a “Best Practise” approach, which is especially true for those women identified as complex in need.</p> <p>The Kairos Commitment will also promote and encourage a consideration for a female centred approach in all practise, as this approach supports and priorities the women at the fore of <i>all practise</i> and services.</p> <p>This Commitment is to a Collaborative partnership way of working “Best practice” is a gender informed approach in our case with a female centred focus and where possible in a gendered environment, this is our pledge a pledge which is hopefully already visible throughout every aspect of our existing model, practise and services and it is through our model practise and services that we believe the most effective results will be witnessed particularly so regarding partnership working for all services (both stakeholders and delivery partners ), which will be evident , and most noted through better and increased engagement figures and outcomes/impacts and recorded results .</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.</p>

	In conclusion we at Kairos WWT believe that our commitment and approach to services, stated above compliments supports and increases the overall desire and remit of the Rough Sleeping strategy and to the OneCoventry model.	
CRISIS	<p>Crisis is committed to working alongside Coventry City Council and partner agencies to ensure that where rough sleeping can't be avoided, it should be rare, brief and non-recurring. Crisis will support individuals to end their rough sleeping through creative support and through working alongside partner agencies to meet the needs of rough sleepers.</p> <p>Crisis will also support Coventry City Council and other partners by utilising the knowledge and experience that the organisation has gathered from its work around Great Britain.</p> <p>We can take information from partner agencies and look to work with individuals who are at risk of eviction. When individuals at risk of homelessness are referred we can look to support them through use of our coaches.</p> <p>We will make our services available to those in need. This will involve offering individual opportunities to engage in classes / receiving 1-1 support.</p> <p>We can support / refer individuals who may come into contact with our service, over to Housing First.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p>
West Midlands Police	To Follow	
Change, Grow, Live	To Follow	
Coventry Cyrenians	To continue to provide suitable accommodation to homeless individuals in Coventry with flexible support to address their support needs. The main aim is to secure them their own accommodation when ready.	To intervene rapidly when people start to sleep rough to help them off the street.

	<p>To continue to provide mediation to prevent homelessness for young people aged 13-18.</p> <p>We will ensure that all staff are aware of the strategy.</p> <p>We will inform those people liable to help immediately of their options.</p> <p>We will engage in case management approach and sign up to it.</p> <p>We can engage positively in multi-agency initiatives.</p> <p>We can share referral criteria on accessing services.</p> <p>We can publicise SWEP actions when appropriate.</p> <p>We can provide semi-independent accommodation options.</p>	<p>To prevent new people from starting to sleep rough</p> <p>To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.</p>
<p>Brighter Futures</p>	<p>We will work together with local agencies on the selection of customers for Housing First, to make sure we make an impact on the people who need this intensive level of support and for whom other homelessness services are not effective.</p> <p>We will collect robust and comprehensive evidence of the impact of Housing First, to allow us to review and improve practice, and demonstrate outcomes to support the project to achieve sustainable funding and become a permanent part of the spectrum of homelessness service provision in Coventry.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.</p>
<p>The Arc (Ayriss Recovery Coventry C.I.C)</p>	<p>To continue to work passionately, using our experts by experience to engage and share with people we come in contact with, using our stories to prevent others following in our paths.</p> <p>We will work better, smarter and closer with other organisations.</p>	<p>To intervene rapidly when people start to sleep rough to help them off the street.</p>

		To promote a person's recovery once they are off the street to build positive lives and don't return to rough sleeping.
The Jesus Centre	<p>To carry on providing the basic needs support for rough sleepers and a place to go during the day.</p> <p>To carry on providing on-going low level crisis support to prevent repeat homelessness.</p> <p>To provide social activities to help prevent repeat homelessness.</p> <p>To provide a venue for regular support "surgeries" so that once someone is housed and their formal support provision has finished, there is somewhere to go to get help with any further issues that crop up that might lead to repeat homelessness.</p>	<p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person's recovery once they are off the street to build positive lives and don't return to rough sleeping.</p>
Coventry Comfort Carers	We can offer trust and friendship and direct people to the appropriate services.	To intervene rapidly when people start to sleep rough to help them off the street.
SWMCRC, Probation	<p>We will take action in reference to our duty to refer and we will make referrals to accommodation providers.</p> <p>We will work in partnership and signpost people to the most appropriate agency.</p> <p>We can offer advice and guidance to all ex-offenders / prison leavers.</p> <p>We can support in risk management.</p>	To prevent new people from starting to sleep rough.

<p>MEAM (Making Every Adult Matter)</p>	<p>We will gather information from the whole MEAM network and provide links with other areas.</p> <p>We will help create links and share best practice nationally.</p> <p>We will liaise with partners and help develop processes.</p> <p>We can provide critical friend support and specialist policy support from MEAM policy team.</p> <p>We can provide facilitation, free training on trauma informed care / strengths-based practice and access to learning hubs and other national / regional learning opportunities.</p>	<p>To prevent new people from starting to sleep rough</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p>
<p>Coventry Citizens Advice, Frontline Network</p>	<p>We can gather and input views from frontline workers (local and national) and we can provide a forum for Frontline workers to network and share information.</p> <p>We can link organisations locally.</p> <p>We can help agencies access ‘Vicars Relief Fund’ for client grants.</p> <p>We can share information across a wide range of homeless agencies via the Frontline Network.</p>	<p>To prevent new people from starting to sleep rough</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p>
<p>Coventry Citizens Advice</p>	<p>We can make our advisers fully aware of options, rights and responsibilities open to rough sleepers and potential rough sleepers.</p> <p>We will provide accessible, quality, free, independent, confidential advice and advocacy to prevent homelessness (by addressing social determinants of homelessness) e.g. benefits and debt issues.</p> <p>We will provide support in sourcing accommodation for rough sleepers (Rooted Project).</p> <p>We will provide quality advice and advocacy to help ex-rough sleepers retain their tenancies, plus some emergency material support (e.g. food voucher Hardship Fund).</p>	<p>To prevent new people from starting to sleep rough</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person’s recovery once they are off the street to build positive lives and don’t return to rough sleeping.</p>

	We will record, collate, analyse and share data on triggers of rough sleepers and barriers to rough sleepers getting / keeping tenancies.	
Hope Into Action, Coventry	<p>We can take referrals for low-medium risk tenants when we have vacancies, currently we have one male house with space for 3.</p> <p>We will support our tenants to maintain their tenancy. We help them learn the skills in order to move on into private or social sector accommodation. We do all we can to enable them to make the best of their situations and support them when things go wrong.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.</p>
Coventry Emergency Shelter	<p>We will support Coventry City Council to access and develop projects.</p> <p>We will work to abolish criteria which disqualifies people from the service.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p>
Anchor Centre	<p>We can offer prompt access to register with a GP – no address needed.</p> <p>We can offer access to Community Psychiatric Nurse / mental health so people are more able to manage tenancy.</p> <p>We can provide drop-in clinics for immediate health needs.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person’s recovery once they are off the street to</p>

		build positive lives and not to return to rough sleeping.
Valley House	<p>We will attend regular meetings and share information across the organisation.</p> <p>We can provide intelligence on any homelessness and maintain relationships with providers.</p> <p>We can offer Valley House services and resources, i.e. domestic abuse accommodation if rough sleeper needs this support.</p> <p>We can share publicity with our contacts and stakeholders.</p> <p>We can continue to send domestic abuse accommodation spaces to the Homeless department.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.</p>
Coventry Haven Women’s Aid	<p>We will discuss the strategy with private landlords we have contact with to ensure they are included.</p> <p>We will continue to deliver presentations for all agencies / voluntary sector organisations so they know the clear referral pathways into the service. This must include those victims in temporary accommodation (B&amp;Bs, hotels) who have been identified as homeless due to domestic violence and abuse (DVA); referral pathways are clear into the new DVA services in Coventry.</p> <p>We offer a Safe to talk helpline 0800 111 4998 - 7 days a week for male and female victims of DVA. Via this helpline we can access both refuge provision and supported accommodation for men and women including out of area if as victims of abuse they need to flee out of area.</p> <p>We can offer outreach support where it’s safe and convenient.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.</p>

	We will continue to support those in temporary accommodation; women need to be safe and in women only spaces.	
Through Care	We will support care leavers to use agencies / resources available to sustain a tenancy. We will provide early referrals for support with housing.	To prevent new people from starting to sleep rough.  To intervene rapidly when people start to sleep rough to help them off the street.  To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.
PHI	We can provide property to the council / housing associations / ALMOs at sub-LHA rates in order to assist with the provision of social housing in Coventry.	To intervene rapidly when people start to sleep rough to help them off the street.
Coventry Winter Night Shelter	We will talk to hospital when guests are there and ask them to discharge when bed available. We will share information of who is in the shelters During winter we will expand our capacity if possible when SWEP for more guests. We will help guests move on whilst in the shelters. We will link guests to agencies and services to build relationships ahead of them moving on.	To prevent new people from starting to sleep rough.  To intervene rapidly when people start to sleep rough to help them off the street.  To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.

Department for Works and Pension. DWP	<p>JobCentre Plus (JCP) will join any case management group at a point when we can support.</p> <p>We will work with Housing First and other organisations who support homeless to offer a JCP contact.</p>	<p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.</p>
Emmaus Coventry	<p>We will network with agencies such as prison services, councils to refer people potentially becoming homeless to our service.</p> <p>We will approach homeless people and speak to them about our charity. If they are using drugs / in the midst of addiction then we signpost them to drugs / alcohol agencies with a promise we can offer them a place in our community when their addiction is under control.</p> <p>We will offer counselling / therapy to people who use our service. We provide random drug tests and work with them to plan to move on into private rented or social housing.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p> <p>To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.</p>
Panahghar	<p>We can carry out support work to ensure service user is in a position to maintain a tenancy when they leave their temporary accommodation - budgeting - understanding the complexities around managing a tenancy / bills.</p> <p>We will provide outreach support for people experiencing DVA and are from the BME community.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To promote a person’s recovery once they are off the street to build positive lives and not to return to rough sleeping.</p>

	<p>We will offer support work not only focuses on DVA specific issues but also budgeting, mental wellbeing, benefits eligibility, immigration to name but a few.</p>	
<p>Coventry &amp; Warwickshire Mind</p>	<p>I will educate my team about the changes in homelessness strategies.</p> <p>We will research referral processes and criteria into the right housing services.</p> <p>We will make better links with local services providing support for the homeless.</p> <p>We can become more knowledgeable when supporting homeless people who access the Wellbeing Hub.</p> <p>We can work better with external services to meet people's multiple needs at once.</p>	<p>To prevent new people from starting to sleep rough.</p> <p>To intervene rapidly when people start to sleep rough to help them off the street.</p>

N.B As we develop the formal partnership further partner commitments will be added.

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**Principle 1**

No	Partnership commitment	Actions	Due Date	Lead	Other Agencies	What Success Looks Like
1	Early universal advice and information to seek to prevent people from needing to sleep rough that is available to all.	Develop a communication strategy - which will include methods and forms of communication for rough sleepers, Partners (internal and external) and public, maximising as many methods of communication.	Apr-20	Rough Sleeping Operational Group.	CCC Communication Manager.	People who are sleeping rough are informed of services that are available to them within the City.
		Reframe homelessness - collectively work with the City of Culture project team through their homelessness workstream to explore how we can reframe the messages around homelessness and rough sleeping to raise public awareness and change perception.	Apr-22	Rough Sleeping Operational Group.	City of Culture Project Lead.	
		Develop a toolkit for use in schools, hospitals, Doctors and DWP etc to raise awareness and challenges faced by people who are sleeping rough and what services are available.	Jul-20	Rough Sleeping Operational Group	Education. Public Health. Children Services. DWP.	

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2	As a City we will develop robust discharge pathways to ensure that no-one leaves hospital with nowhere to go.	Hospital discharge pathway for secondary care services to be developed and implemented in partnership with service users and partners.	Apr-20	Hospital discharge team. Housing Options. Outreach Workers. Service Users	Rough Sleeping Operational Group.	Hospital discharge pathways are clear and robust to ensure that everyone who leaves hospital as part of a planned discharge has somewhere to go home to.
		Proactively work with hospitals to ensure no one leaves without somewhere to go and share the learning and experience from this work to influence policy change.	Review current practice. Dec-19  Moving forwards review on an annual basis.	Crisis. Hospital	Rough Sleeping Operational Group.	
		Maximising alternative funding opportunities with partners for the benefit of people who are at risk of homelessness to help develop and support pathways to housing.	ongoing	Rough Sleeping Operational Group. Housing Options.	CCC Community Resilience Team.	

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3	As a City we will ensure there are similar processes in place for those leaving prison.	Prison discharge pathway to be developed and implemented in partnership with service users and partners.	April 20	Housing Options. Prison service. Probation service.	Rough Sleeping Operational Group.	Prison discharge pathways are clear and robust to ensure that everyone who leaves prison and returns to Coventry has an option regarding housing.
		Proactively work with Prisons - to ensure no one leaves without somewhere to go and share the learning and experience from this work to influence policy change.	Review current practice. Dec-19  Moving forwards review on an annual basis.	Housing Options. Prison service. Probation service.	Rough Sleeping Operational Group.	
		Maximising alternative funding opportunities with partners for the benefit of people who are at risk of homelessness to help develop and support pathways to housing.	on going	Housing Options. Prison service. Probation service.	Rough Sleeping Operational Group.	

4	As a City we will ensure that all agencies are clear and understand their obligations under the Duty to Refer to refer any individual who is homeless or threatened with homelessness to the Councils' Homeless Service.	Deliver annual refresher training in terms of organisations who under the HRA have duty to refer.	April 20	Homeless Prevention Team, Local Authority	Rough Sleeping Operational Group	Coventry is successfully using the duty to refer process with 98% of referrals receiving successful intervention as part of the prevention and relief duty.
		Analyse the source and the context of any "duty to refer" received, in order to recommend policy changes and influence service design and delivery.	Review current practice. Dec-19  Moving forwards review on an annual basis.	Homeless Prevention Team, Local Authority.	Rough Sleeping Operational Group.	
		Ensure we have and use up to date and accurate statistical and demographic information for the service users and the City when we are designing services.	Review current practice. Dec-19  Moving forwards review on an annual basis.	Insight.  Homeless Prevention Team Local Authority.	Rough Sleeping Operational Group.	

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5	Through our multi-agency partnerships, we will ensure early identification of people at risk of rough sleeping and provide appropriate interventions.	Annual audit of the prevention process through dialogue and statistical analysis with the prevention team, floating support service , duty to refer information, discharge pathways information etc. Review the findings to ensure that the processes are being used appropriately and are used to identify people who are at risk rough sleeping.	Annual as of April 20	Commissioning Manager for Housing and Homelessness.  Experts by Experience.	Rough Sleeping Operational Group.	We have effective multi- agency working arrangements in the city that all Partners are signed up to and support - this has meant that we have been able to identify and work effectively to stem the flow of new rough sleepers.
		To develop a threshold model that will be used universally across the Partnership, in order to stream line and manage risk and agree collaborative interventions for a rough sleeper.	May-20	Commissioning Manager for Housing and Homelessness.  Rough Sleeping Operational Group.	Housing Options Team.	
		Develop a directory of universal and targeted prevention services for both professionals and people who are at risk of homelessness and rough sleeping.	Apr-20	Rough Sleeping Operational Group.	Homelessness Forum.  CCC Communication Manager.	

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6	Our commissioned services will provide support and are accessible to those with complex needs and those who are at risk of rough sleeping.	The outcomes that are specific to rough sleepers as part of the KPI's of the commissioned services will be monitored on a quarterly basis and be part of an annual report.	Apr-21	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.	Our commissioned services have supported 90% people who previously would have ended up rough sleeping.
		Commissioned outreach services will provide monitoring information in line with the threshold model which will be shared with the Homelessness Forum quarterly.	Apr-21	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.	
		To develop SMART reporting to help forecast and project trends that may impact on rough sleepers.	May-21	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.	
7	Effective information sharing systems will be in place to enable a rapid response to those approaching crisis	Explore options available for a shared case management system across multiple agencies working with rough sleepers in the City and develop a partnership business case for consideration.	Dec-20	Rough Sleeping Operational Group	CCC Strategic Housing Board.	We have a shared case management system in the City that is used by all people working with rough sleepers, the introduction of the system has meant that we are able to respond quickly to support individuals both in recovery from rough sleeping but also ensure we can prevent people needing to sleep rough.

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		Develop and embed an agreed Information Sharing Agreement across the Partnership including a Consent to Share Proforma for service users.	Jan-20	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.  CCC Information Governance.	
		Establish and embed a weekly case management meeting with key partners.	Jan-20	Rough Sleeper Co-ordinator.	Key Stakeholders.	
8	Advice and education regarding the signs, triggers and realities of rough sleeping for the wider public will be available, including in schools, colleges, and health and social care partners.	Developing a toolkit for use in schools, hospitals and doctors, DWP etc to raise awareness and challenges faced by people who are sleeping rough and what services are available.	Jul-20	Rough Sleeping Operational Group.	Education.  Public Health.  Children Services.  DWP.	All professionals and citizens in Coventry understand rough sleeping, the triggers and the signs and know how to access advice and support for people they work with or for themselves.
		Develop a directory of universal and targeted prevention services for both professionals and people who are at risk of homelessness and rough sleeping.	Apr-20	Rough Sleeping Operational Group.		

		Reframe homelessness - collectively work with the City of Culture project team through their homelessness workstream to explore how we can reframe the messages around homelessness and rough sleeping to raise public awareness and change perception.	Apr-22	Rough Sleeping Operational Group.	City of Culture Project Lead	
		Develop a communication strategy - which will include methods and forms of communication for rough sleepers, Partners (internal and external) and public maximising as many methods of communication.	Apr-20	Rough Sleeping Operational Group	CCC Communication Manager	
9	Policy decisions and changes will consider the impact on rough sleepers.	As part of the relaunch of MEAM. Develop and establish a system change forum.	Jan-20	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.	The responsibility to ensure no Coventry citizen has no other option than sleeping rough is embedded and mainstreamed in all policy decisions, this will mean that we will see a downward trend in new rough sleepers and have through effective intervention housed 109 rough sleepers through Housing First.
		Develop an informal impact assessment tool for voluntary use throughout the local authority in terms of considering the needs of rough sleepers in policy changes and decisions.	Jun-20	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.	

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10	Our work with our West Midlands Combined Authority colleagues will ensure we share best practice, raise awareness and where the opportunity arises, share resources to tackle rough sleeping across the region.	Continue to be actively involved in the WMCA homelessness taskforce and develop cascading mechanism's for information sharing and best practice.	on-going	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.	By working in partnership across the West Midlands Combined Authority we have successfully reduced rough sleeping by 90% in the region.

**Principle 2**

No	Partnership commitment	Actions	Due Date	Lead	Other Agencies	What Success Looks Like
1	As a Partnership we will have a case management approach to those rough sleeping in Coventry, which is shared and signed up to by all partners.	Identify the right people who can make change to be involved in case management. Create a case management process. Which include Terms of Reference, Information Sharing Agreement and Purpose.	Jan-20	Rough Sleeper Co-ordinator.	ARC MRC The Salvation Army. Police Change, Grow, Live.	We have a shared case management system in the city that is used by all people working with rough sleepers, the introduction of the system has meant that we are able to respond quickly to support individuals both in recovery from rough sleeping but also ensure we can prevent people needing to sleep rough.
		Explore options available for a shared case management systems across multiple agencies working with rough sleepers in the City and develop a partnership business case for consideration.	Jun- 20	Rough Sleeping Operational Group.	CCC Strategic Housing Board.	
2	We will work collectively to understand the barriers those sleeping rough face in getting off the street. Once we have identified the barriers, we will work cohesively to remove them wherever possible.	Analyse the biography of the current cohort of rough sleepers in order to identify trends and needs in order to develop SMART reporting.	May 20	Rough Sleeper Co-ordinator.	Commissioning Manager for Housing and Homelessness.	We understand why people sleep rough and our intelligence and information sets regarding reason for rough sleeping is robust, we now understand the reasons for people sleeping rough, we use the strength and skills of our Partnership in the City to ensure those sleeping rough do not face barriers through our organisational systems and processes.
		Once trends have been identified deliver events/workshops/training to those working directly and indirectly with rough sleepers to raise awareness of issues and challenges faced.	Review Jan-20  review on an annual basis.	Rough Sleeping Operational Group.	ARC. CRISIS. STEPS.	

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		Develop SMART measurements of the overall vision of the Rough Sleeping Strategy and undertake an annual impact assessment of the Rough Sleeping Strategy.	Dec 19	Commissioning Manager for Housing and Homelessness.		
		Experts by Experience to review and challenge the work of the Rough Sleeping Operational Group on an annual basis and make recommendations to the homelessness forum on progress and slippages.	Review Jan-20  review on an annual basis.	Experts by Experience.	CCC. ARC. CRISIS.	
		Identify Employment and Education agencies in the community and the Partnership will provide support to build an offer for rough sleepers and promote with our service users via Steps for Change hub.	Review Jan-20  review on an annual basis.	Rough Sleeping Operational Group.	Central Govt. Refugee Centre.	
		Develop and agree a third party verification criteria, when someone doesn't have ID to access support and services.	Feb-20	Rough Sleeping Outreach Team.	Crisis - Outreach Team.	

		Explore the option of a "care-of" postal addresses where people do not have a fixed address and develop a business case and implementation plan.	Sep -20	Rough Sleeping Operational Group.	DWP	
3	All our rough sleepers will know what health care provision is available and how to access it.	Complete an audit of the health needs of known rough sleepers and use the findings to influence commissioned provision and service development as part of the systems change and one-Coventry approach.	May-20	Rough Sleeping Outreach Team.		Our contract with the Anchor Centre has been renewed, the provision continues to provide health support and intervention for those who are rough sleeping. Our drugs and alcohol provision effectively offer support and medical intervention for those rough sleepers who need it. We have forged links with the mental health trusts and now have a clear pathway to ensure that those who do sleep rough can access support for their mental health.
		Map specialised primary and secondary health provision as well as non-clinical health prevention services and create a directory for use by the support workers.	Aug-20	Rough Sleeping Operational Group.		
		Explore added value opportunities in partnership with Coventry University for 1st and 3rd year paramedic students. To maximise health professionals to work alongside the Rough Sleeper Outreach Team and develop a Business Case for approval and implementation.	Apr-20	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Outreach Team.	

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		Develop a toolkit for use in schools, hospitals, Doctors and DWP etc to raise awareness and challenges faced by people who are sleeping rough and what services are available.	Jul-20	Rough Sleeping Operational Group.	Education. Public Health. Children Services. DWP.	
4	Severe Weather Emergency Protocol SWEP will be in place and the public will be informed regarding what shelter and provision is available for rough sleepers in extreme elements.	Review the current SWEP for 2019/20.	Dec-19	Rough Sleeping Operational Group.		We have robust SWEP protocols with clear activation and escalation routes. The protocol ensures there is provision for those who need it in extreme weather.
		As part of new contract mobilisation, agree SWEP process, pathways and procedures in preparation for Summer 2020.	Apr-20	Commissioning Manager for Housing and Homelessness.		
		Agree with the Homelessness Forum, Partners and Service Users cascade SWEP activation.	Jun-20	All		
		Explore the potential funding options for a non-commissioned 365 day night shelter and develop a Business Case and Implementation Plan.	Dec-19	Commissioning Manager for Housing and Homelessness.		

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5	We will work as a Partnership to develop and provide drop-in and hub facilities in the City, which offer somewhere for rough sleepers to go.	Develop a business plan for Steps to Change to continue to grow.	tbc	The Salvation Army.	There will be a place for people to go for advice and support regarding housing.
		At new contract go-live, ensure the Hub provision as per contract specifications is advertised and works in partnership by sharing information and facilitation of joint working opportunities.	Apr-20	Commissioning Manager for Housing and Homelessness.	
		The Salvation Army to review current offer and to ensure that Steps for Change is an inclusive service which all rough sleepers can access.	tbc	The Salvation Army.	
6	Once identified as a Partnership we will work quickly to get rough sleepers into services, ensuring that the accommodation that we offer does not exacerbate their complexities.	Map services available to rough sleepers in the City and prepare a service gap analysis to inform and influence the wider priorities of Coventry City Council and partner organisations in terms of gaps and funding.	Review Jan-20  review on an annual basis.	Commissioning Manager for Housing and Homelessness.	We have recognised that one size does not fit all and sometimes accommodation choices that were previously available for rough sleepers acted as a barrier to coming off the street . We now have a range of options including female/male only provision as well as smaller and not city centre based provision so that people have real choice.
		Have agreed set of pathways with all Partners that will meet the needs of our service users.	Apr-20	Rough Sleeping Operational Group.	

Rough Sleeping Action Plan 2019-22

		Develop a minimum offer of services which Partners will sign up to which will be offered to those rough sleepers.	May-20	Rough Sleeping Operational Group.		
7	Community safety and the Police will where necessary use their enforcement powers where rough sleepers and their behaviours impact the public and issues and concerns will be dealt with swiftly, consistently and appropriately.	Develop and review existing enforcement measure in consultation and co-design with agencies supporting rough sleepers which include statutory and voluntary services.	tbc	Community Safety.	Rough Sleeping Operational Group.	Begging in the city centre has reduced by 90% . Community safety and the Police, work with the rough sleeping team to address issues and concerns raised by the public as and when they arise. Now that there is an alternative for both the public and in terms of helping rough sleepers and for those who find themselves rough sleeping in terms of having somewhere to go, we rarely see people begging and sleeping on our city streets .
		There is a consistent delivery of enforcement which has been communicated widely and is understood by individuals, agencies and public.	tbc	Community Safety.	Rough Sleeping Operational Group.	
8	The Council will work with Ministry of Housing, Communities and Local Government to ensure effective use of the funding we have received to support those who find themselves on the street.	Coventry City Council will continue to meet with Ministry of Housing, Communities and Local Government on a regular basis to discuss progress with Ministry of Housing, Communities and Local Government.	on-going	Coventry City Council.		Continues central government funding to support our delivery of services to eradicate rough sleeping and support rough sleeping interventions.
		Coventry City Council will review the spend of Rough Sleeping Initiative.	on-going	Coventry City Council.		

		The Partnership will respond to potential funding opportunities from MHCLG and others to maximise income streams to support rough sleeping.	on-going	Rough Sleeping Operational Group.		
9	The Partnership will work to co-ordinate all the efforts across the City to ensure we are not duplicating work and interventions with individuals to echo the One Coventry approach.	The Rough Sleeping Operations Team will identify what is happening in the City. Then identify what agency is best to meet the service and develop a co-ordinated approach.	Jan-20	Rough Sleeping Operational Group		There is an appropriate and co-ordinated offer of support available to meet the needs of the community.

**Principle 3**

No	Partnership Commitment	Actions	Due Date	Lead	Other Agencies	What Success Looks Like
1	As a City Partnership we will maximise the potential that Housing First offers to the customer and to the City.	Ensure Housing First referrals are processed consistently and quickly and those identified and eligible secure housing that is appropriate and meets their needs.	Review Jan-20  review qtrly	Brighter Futures.	Rough Sleeping Operational Group.	We have successful housed 109 rough sleepers and they have maintained their tenancies.
		Set up regular meetings with Registered Providers (quarterly) to ensure positive relationships and sharing of positive experiences from Housing First.	Dec-19	Commissioning Manager for Housing and Homelessness.	Registered Providers.  Brighter Futures.	
		Develop additional SMART reporting regarding the wider positive impacts of Housing First (reduced hospital admissions, reduced recalls to custody etc ) and report annually on its impact.	Apr-20	Commissioning Manager for Housing and Homelessness.	Datawarehouse.	

Rough Sleeping Action Plan 2019-22

2	We will collectively provide a menu of options that best meets an individual needs when transitioning from rough sleeping to a settled home.	Develop a service directory/handbook that provides the details of Information and Advice services that help a person to settle into a new home.	Aug-20	Rough Sleeper Co-ordinator	Brighter Futures	People who have transitioned from the street to accommodation feel supported and empowered.
		Collectively through sharing and analysing intelligence and feedback, identify gaps in the current services if impact on a person's ability to maintain accommodation and use this information to inform funding applications and partnership opportunities.	Sep-20	Rough Sleeper Co-ordinator.	Rough Sleeping Operational Group.	
3	The Council will build relationships and develop agreements with both registered social landlords and the private rented sector, to support them if they house rough sleepers – including, in some cases, financial support.	In consultation with registered social landlord's develop a no exclusion for rough sleepers policy that outlines the expectations of both provider and support service if a tenancy is offered to a former Rough Sleeper.	Jul-20	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.	People who have a history of rough sleeping are able to access Registered Social Landlord and Private Rental Sector tenancies.
		In consultation with the Private Rental Sector develop a no exclusion for rough sleepers policy that outlines the expectations of both landlord and support service if a tenancy is offered to a former Rough Sleeper.	Jul-20	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.	

Rough Sleeping Action Plan 2019-22

4	There will be multi-agency case management approach to supporting a person to sustain their tenancy.	Through the new Vulnerable Persons and Complex Needs Panel, identify those most at risk of losing a tenancy and ensure continuation / provision of floating support is in place.	Apr-20	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.	People sleeping rough and/or with complex needs will only need to tell their story once.
		Facilitate agencies together for case management for specific high risk identified cases - ensuring this is a priority with statutory bodies.	May-20	Commissioning Manager for Housing and Homelessness.		
5	All Partners will work with the individual so that they understand the consequences of their choice if they return to the streets, including in some cases prosecution.	Agree with landlords and registered providers the messages to be given as part of tenancy sign up/ sustainment including what actions will trigger interventions and to agree a process for intervention in a timely manner.	May-20	Homelessness Forum discussions. Main housing providers.		Our enforcement processes are clear, transparent and they are enforced consistently. Rough sleepers understand the consequences of returning to the street when accommodation has been offered and is available.
		Explore potential for funding opportunities and develop a business case for developing respite alternatives to temporary accommodation while issues are resolved.	Mar-20	Rough Sleeper Co-ordinator.	Council Homeless Prevention Team.	

		Review existing enforcement measure in consultation and co-design with agencies supporting rough sleepers which include statutory and voluntary services and share the outcomes and/or changes of the review.	tbc	Community Safety.  WMP		
		Spot check delivery of enforcement to ensure it has been communicated widely and is understood by individuals, agencies and public.	Review Jan-20  review on an annual basis.	Rough Sleeping Operational Group.		
6	Ex-rough sleepers are supported to access employment and training opportunities	Map the existing employment and training opportunities and undertake a gap analysis to identify the gaps and barriers.	Sep-20	Rough Sleeping Operational Group.	Employment and Training Services.	Appropriate employment and training opportunities will be available and accessible to all Coventry citizens.
		Once barriers and gaps to the existing services have been identified work with employment and training services to develop agree protocols and pathways.	Sep-20	Rough Sleeping Operational Group.	Employment and Training Services.	
		Invite employment and training team from Coventry City Council to contribute to the Rough Sleeping Operation Group.	Nov-19	Rough Sleeper Co-ordinator.	Commissioning Manager for Housing and Homelessness.	

Rough Sleeping Action Plan 2019-22

7	Ex-rough sleepers will be supported to ensure they are receiving full benefit entitlement.	Work with DWP services to look at how we can work effectively and in partnership in relation to benefit relation issues which effect a person's tenancy.	Apr-20	Rough Sleeper Co-ordinator.	DWP.	No-one will lose newly acquired accommodation due to late benefit entitlement.
		Agree and develop processes to ensure that if a former Rough Sleepers is to have benefit sanctions then DWP will notify the support agencies.	Apr-20	CRISIS.	Rough Sleeping Operational Group.	
8	Where an ex-rough sleeper has on-going health needs, they will know how they can access health care and any social care support.	Agree and develop with health partners, Health and Wellbeing pathways to services to ensure needs are met and accessible to ex-rough sleepers.	Sep-20	Commissioning Manager for Housing and Homelessness.	Rough Sleeping Operational Group.  Coventry Warwickshire Trust.	Health services are accessible and suitable and meet the needs of people who have transitioned from street.
		Request and provide evidence of need that in the redesign or re-procurement of primary health care services that consideration will be given to include nurse practitioners as part of the service offered to service users with no-fixed abode.	tbc	Commissioning Manager for Housing and Homelessness.	Public Health.  Coventry and Warwickshire Trust.	

Rough Sleeping Action Plan 2019-22

		Explore with mental health partners a multi-agency funding proposal to deliver assessment for those with dual diagnosis.	tbc	Commissioning Manager for Housing and Homelessness.	Public Health. Mental Health Services.  Adult Health and Social Care.	
9	As a City we will have an alternative giving scheme that provides an alternative for the public who want to give money to rough sleepers.	Identify and determine suitable options for alternative giving schemes.	Dec-19	Commissioning Manager for Housing and Homelessness.	Rough Sleeper Co-ordinator.	The public no longer routinely give money directly to rough sleepers who are begging instead funds are collected and distributed in a managed and appropriate way.
		Implement the agreed option and report annually on funds raised and distributed to the Homelessness Forum.	Jan 20	Commissioning Manager for Housing and Homelessness.	Rough Sleeper Co-ordinator.	

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## Consultation Statement – Rough Sleeping Strategy

The draft Rough Sleeping Strategy (and supporting Action Plan) was published for consultation between 18<sup>th</sup> September 2019 and 30<sup>th</sup> October 2019.

This document provides a summary of the consultation responses received and how they have affected the review of the draft Strategy and Action Plan.

The Rough Sleeping Strategy focuses on three main pillars:

- 1. To prevent new people from starting to sleep rough**
- 2. To intervene rapidly when people start to sleep rough to help them off the street**
- 3. To promote a person's recovery once they are off the street to build positive lives and so they do not return to rough sleeping**

The consultation was promoted and conducted in a number of ways:

- a) Face to face engagement with 18 people with experience of rough sleeping. This was conducted over two days (16<sup>th</sup> and 17<sup>th</sup> October 2019) at The Salvation Army, Harnell Lifehouse, Coventry and Steps for Change, City Arcade, Coventry. People with first-hand experience of rough sleeping were asked for their views under the three pillars as above. See [here](#) for results.

There was also a whiteboard installed at Steps For Change on 17<sup>th</sup> October where people could comment under the heading: 'Thoughts Board – Rough Sleepers'.

The following comments were added:

- “Winter – shoes/boots appeal – smart stuff”
  - “We should have an all-year-round shelter not just in winter”
  - “I didn’t know there was so much help available”
  - “We need more hostels, not hotels, as there is support there”
  - “I felt safe on the street”
  - “Need full-time support workers”
  - “Need to share information about me to other agencies who will help me”
  - “Booze – over 18s (tokens or monitored) with dinner/dances”
  - “I don’t feel safe on the streets”
  - “Some people think we choose to be homeless”
  - “Is it a basic human right to have a home?”
  - “Don’t give money to rough sleepers”
- b) Let’s Talk Coventry online platform, where people could make comments on and ask questions about the Draft Rough Sleeping Strategy. There were 834 visits to the site and 108 responses/comments, as well as 11 questions. See [here](#) for results.
- c) Suggestion Boxes left at Steps For Change and Coventry Comfort Carers.

There were no comments obtained from the suggestion box with Coventry Comfort Carers.

There were two comments obtained from the suggestion box at Steps For Change:

- “Open more churches for people to sleep in”
- “Kill the angels so we may sing”

d) Engagement with Coventry Homelessness Forum attended by key stakeholders supporting people who are homeless or at risk of homelessness on 6<sup>th</sup> September 2019.

e) Via social media (Twitter / Facebook)

<b>Facebook</b>	
<b>Reach</b> The number of people that have seen the content within a certain period	5.9k
<b>Impressions</b> The number of times a post from the page is displayed	7.5k
<b>Shares</b> When a piece of content is shared with a Facebook user’s friends	28
<b>Likes</b> When a user shows their support for the content	10
<b>Comments</b> When a user submits a comment on a piece of content	1
<b>Clicks</b> When a link has been clicked by a user	78

<b>Twitter</b>	
<b>Reach</b> The number of people that have seen the content within a certain period	74.9k
<b>Impressions</b> The number of times the content is displayed	1.7k
<b>Retweets</b> When a user re-posts a Tweet	2
<b>Likes</b> When a user shows their appreciation for a Tweet	1
<b>Clicks</b> When a user clicks on hashtag(s) in a Tweet	40

f) Direct invitations to comment from partner agencies.

There were two partners who responded directly. See [here](#) for the responses.

g) Internal circulation of the strategy to all CCC employers and departments.

For ease of reference, consultation responses from (a) the face to face engagement and (b) the online platform and (f) direct invitations to partner agencies have been summarised separately. Other feedback has been summarised separately including social media analytics regarding reach and impact.

### a) Face to Face Engagement

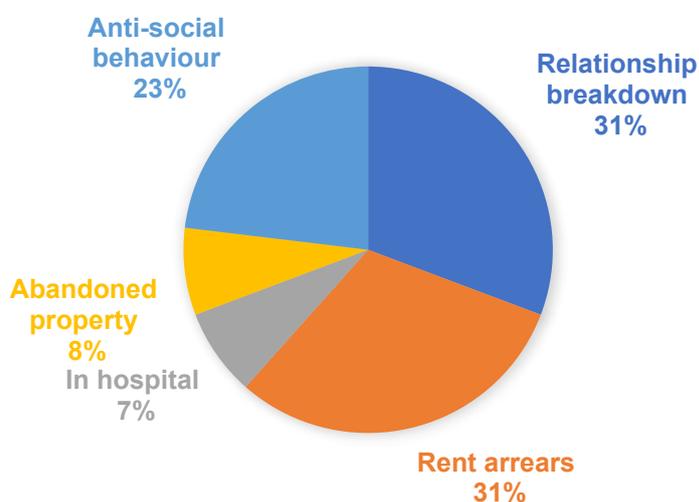
In total 20 people with first-hand experience of rough sleeping were interviewed and a number of service users left or made comments via the suggestion boxes. All had experienced rough sleeping, be it sleeping on the streets or in vehicles. Of those interviewed, 17 were male, two female and one transitioning from male to female. Their ages ranged from approximately 25 to 62.

For ease of reference, consultation responses from the face to face engagement have been summarised by each Pillar.

#### **Pillar 1: To prevent new people from starting to sleep rough**

The main reason people were rough sleeping was due to losing their previous home. In order to understand how to prevent people from sleeping rough, we need to understand why they become homeless:

### REASON FOR LOSING HOME



The most common factors for this were due to rent arrears or a relationship breakdown. Almost a third of the people surveyed lost their home due to rent arrears, generally because they were unable to afford the rent. Many people who were formally interviewed said that they needed support with budgeting when they had a tenancy.

From the comments made, in order to prevent people from starting to sleep rough there needs to be:

- Emphasis on efforts to keep people in their homes rather than evictions.
- Agencies to work together/share information to be able to intervene before a person becomes homeless.
- Affordable rents.
- Advice on support available with paying rent or rent arrears such as Housing Benefit/Universal Credit/Discretionary Housing Payments.
- Early support/intervention to ease pressure on family relationships.
- Support with budgeting skills/priority debts for vulnerable people or people with addictions to alcohol, drugs, etc, so they do not risk accruing rent arrears.
- A greater public understanding of rough sleeping and why people sleep rough.

The following statements were made in response to Pillar 1:

- I lost my flat due to rent arrears – I was working in a low paid job, but I didn't know about Housing Benefit.
- I lost my bank card so couldn't pay my rent, so landlord evicted me without notice.
- I slept in my car for several months after losing tenancy because I didn't pay the rent as it wasn't a priority to me due to my addictions.
- I lost my previous tenancy due to "being stupid" – having loud parties.
- I lost tenancy because I was in hospital and the landlord let my room to someone else.
- I previously had a joint tenancy but was removed from the property by police.
- I had a housing association property but was bullied and people took over my flat selling drugs.
- I went to housing association to tell them, but they wouldn't listen and wanted me out.
- I have slept rough since I lost my tenancy due to debts.
- I was evicted with £2000 arrears which is still outstanding.
- I moved out of previous home and wouldn't go back.
- I had my own home which was sold due to relationship breakdown.
- I was evicted due to ex-partner being a drug user.
- Some services are good but there needs to be more.
- Housing Associations need to give people more chances.
- Communication – we need to know about the services, targeted where people are sleeping rough.
- Private landlords are out of reach due to finances.
- I am happy for agencies to share information.
- I felt not listened to.
- General communication – social landlords and universities to play a part.
- I wanted help but not got the right help – landlords are quick to evict.
- Communication needs to be improved.

- Need more education about rough sleeping – people judge.
- People would understand what it's like to be homeless if they spent a night or two on the streets.
- People should be more sympathetic and understanding.
- People think that you choose to be homeless.
- Many of the public will provide food – even schoolchildren who have learned about rough sleeping.

**Pillar 2: To intervene rapidly when people start to sleep rough to help them off the street**

**Safety**

Overall, most of people who responded said that they didn't feel safe on the streets and some reported that they had been attacked and robbed.

The following statements were made:

- I have suffered abuse/violence on the streets.
- I have been robbed on the streets so don't sleep much.
- I didn't feel safe on the streets but tried to find a safe space.
- People have been more abusive recently – there is a website telling people not to help homeless people.
- I don't feel safe on the streets – have been robbed and attacked - especially as there is so much violence these days.
- Reported an attack to the police but was told “you've put yourself in that position”.
- I feel safe in Salvation Army.
- Drug use is high on the street but under control.
- Salvation Army is like a family.
- I slept in tent in the city centre – felt safe – much safer than in Salvation Army.
- Being in Salvation Army is good but it's not your home.
- I have a support network now and have not been using drugs since I have been in the Salvation Army.

**Awareness of support and services available**

The vast majority knew that there were places such as night shelters, Steps For Change, Salvation Army or places to go for meals. People are getting advice about support from many sources, in particular from outreach workers and fellow rough sleepers.

A small number of people questioned did not know that there was support available for rough sleepers. One suggested there should be more information available specifically targeted at rough sleepers, such as posters in the city centre or leaflets in shop doorways.

The following statements were made:

- I was told about Steps this morning by council outreach workers.
- In hospital after an accident, I was told about Steps who referred me to Open Hands.
- A fellow rough sleeper told me about Steps.
- Steps got me a rough sleeper bed at Salvation Army and now I'm a resident.
- Knew about Salvation Army as I've been there before.
- I'm aware of places you can get hot breakfasts and meals – temples, etc, but only know this since being in the Salvation Army.
- There is no use having information for rough sleepers on websites.
- A friend advised me about Salvation Army.
- I was referred by the hospital.
- There is good support for homeless people.
- I know where to go for help – foodbanks, etc.
- Police took me to Rough Sleeper Service at Salvation Army.
- Support from CGL (alcohol issues) and I'm engaging with all services, social worker, etc.
- Steps For Change approached me when I was on the street and told me about Brighter Futures.
- Brighter Futures are still looking at alternatives for me.
- A member of the public told me about ChangePlease.org which is a charity that will help you get training for a job.
- Generally, someone (outreach workers) will speak to rough sleepers every day.
- Salvation Army are very supportive, and they give advice.
- I heard on the grapevine about Salvation Army.
- Salvation Army was the last option, but I would avoid.
- Communication – need to know about the services, targeted where people are sleeping rough
- Advertising the shelter and Steps For Change.
- Support from Steps for Change – if they weren't there, no options.
- I was in Salvation Army on the Monday and had a room by Wednesday.
- I didn't know there was help available.
- I have been in rough sleeper beds.
- Came to Salvation Army – as I had used them before.
- People have been supportive, social care supportive.
- I didn't know what to do – have posters in town, leaflets in shop doorways.
- Sometimes I have used night shelters – was told about it by other rough sleepers or by "the people who come round" (outreach workers).
- I have used night shelters and rough sleeper beds.
- Other people said to come to rough sleeper beds.

## **Barriers to housing**

Many rough sleepers reported instances of what they felt were barriers to being housed. This included having no identity documents or debts that needed to be cleared first. One person claimed to have been 'blacklisted' by a housing association - meaning that particular housing association would not house them in the future.

Some claimed that when they had approached the Council's Housing and Homelessness department, they didn't feel supported and found the process complicated.

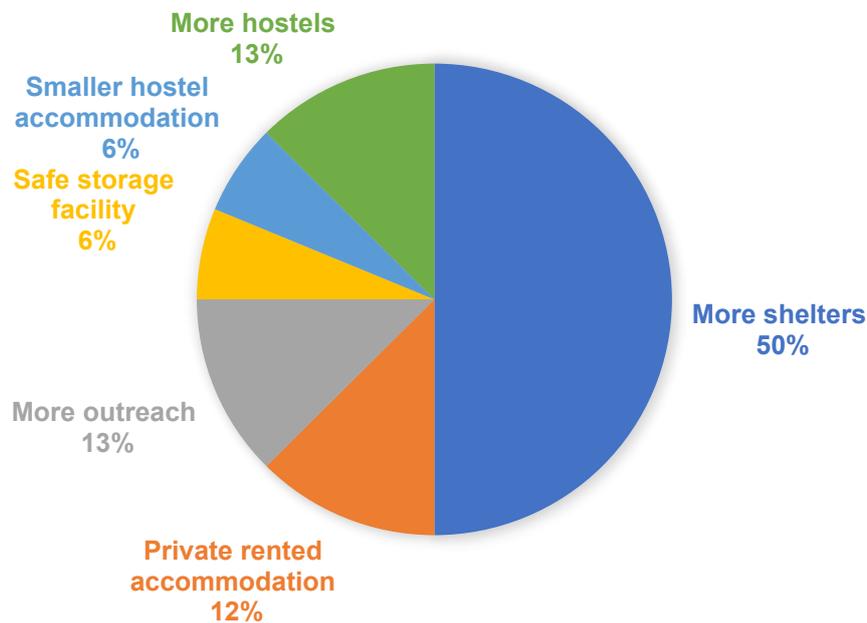
The following statements were made:

- I had no ID so Housing wouldn't help me initially.
- I previously had a joint tenancy but was removed from the property by police; this will stop me from being housed.
- Not very good support when I went to the council – they don't seem to understand.
- I was asked why I couldn't stay with friends, but I have no friends.
- Housing asked me to provide immigration letters and I had great difficulty trying to get the letters.
- I'm now blacklisted by housing association – they will "mark" people if they have had anti-social behaviour issues in the past.
- Brighter Futures can't help due to the housing association blacklist.
- I need a 3rd party order to wipe my debts before I can get another tenancy.
- Policy/process is overwhelming.
- I had ID but it was lost/stolen.
- Simplified process needed.
- If you're male, single, over 25, no one is interested.
- Staff are heartless to it all.
- Didn't feel nice – I was left feeling demeaned and people look down their nose.
- It's a job to get a permanent address.
- I wouldn't want private landlords as they judge.
- Make sure people get support to bid for properties because some people won't bother.

## **More services**

Half of the respondents felt that there should be more shelters, particularly greater provision in bad weather. Some requested more outreach support. Some commented that hostels were more suitable for them than hotels, as hostels provide

support. A number said there should be easier access to private rented accommodation.



The following statements were made:

- I feel that a safe storage facility would be a good idea.
- Salvation Army is very big, and it might be better to have smaller places.
- I didn't think Salvation Army was appropriate due to who was living there.
- We need services due to bad weather.
- We need to have provision for cold weather.
- Some services are good but there needs to be more.
- Have more services involved working together.
- We need more outreach services.
- You need hostels where you get support NOT hotels where you don't get support.
- Some people won't go to hostels.
- We need more shelters.
- Alternative shelters needed with different options.
- More outreach needed.
- Private rent – more accommodation needed – easy access.
- More night shelters needed.
- Have shared houses/private tenancy - as long as we could pay a weekly amount.
- Need to have more hostels not hotels as hotels don't provide support.
- Medical issues – agencies should talk to each other more.
- Have more alternative night shelters.
- Night shelter starts 28th Oct but why not earlier as it's getting cold now?

### **Pillar 3: To promote a person's recovery once they are off the street to build positive lives and so they do not return to rough sleeping**

#### **Support with tenancy**

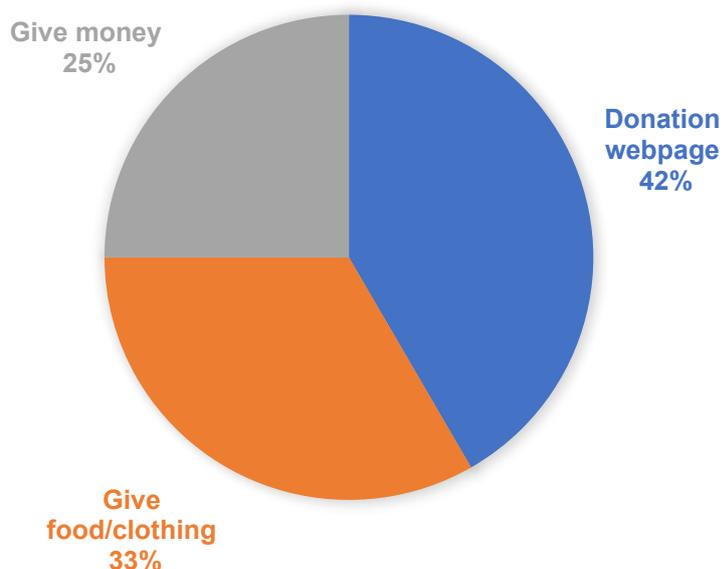
The vast majority of people questioned said that if they would need support if they had a tenancy. Many felt that, in order to maintain the tenancy, they would need help with budgeting and prioritising debts.

The following statements were made:

- I won't have counselling because I need a base first or I will forget appointments.
- I would need support if I had a tenancy, so I don't return to my old ways.
- I will need support in a tenancy – to pay bills – I know paying rent is a priority.
- Eradicating rough sleeping by 2022 is very unlikely because partners don't work together, and housing associations will turn people down which leads to a return to rough sleeping.
- Brighter Futures will support you for 5 years after getting a tenancy.
- Help people get back with family.
- Without Salvation Army (and others like it) you'd be back on the streets.
- I'm not bothered if private or social landlord – wants a long-term solution.
- Need more support when housed to stop losing property.
- Debt advice, budgeting advice needed.
- Support network required when get own property – cookery course.
- Normal life is difficult as you get institutionalised.
- Need a stepping stone.
- Once housed I would want support budgeting, transport to get items to and from home.
- I would need help to address debt.

#### **Donations**

The interviewees were asked for their views on how the public could best help rough sleepers to promote their recovery. Many were in favour of a donation webpage and a third of them said that they would rather the public give food/clothing to a rough sleeper rather than money. However, a quarter of them were happy for rough sleepers to be given money.



In summary, the following issues were raised:

- People should give food to homeless people, not money.
- I think homeless people should be helped with food, clothes.
- Also, the opposite, some people will give money because they don't care what it is spent on, thinking "if I was on the streets, I'd take drugs".
- I am happy for people to give money direct, also food, new shoes, 2nd hand clothes.
- If people give to a charity, I'm not convinced all of it goes to the homeless.
- I'm happy to give money to rough sleepers, whatever they chose to use it for – some people prefer that way of life.
- Not a good idea to give money to rough sleepers.
- Donation page would be good.
- Have a donation page.
- Prefer to have a donation webpage.
- Rough sleepers – instead of money, give them food so not spending on drugs/alcohol.

## **b) Let's Talk Coventry online engagement platform**

Let's Talk Coventry is Coventry City Council's new online engagement platform. The platform allows members of the public to become knowledgeable about proposed changes, as well as to respond to the consultation. The engagement platform contained a public survey as well as a Q+A forum for the public to ask questions about the strategy. The Q+A forum also allowed officers to respond to members of the public in a way which would clarify the scope and proposals in the consultation.

After the consultation concluded, Council analysts identified key themes within the responses. This was accomplished through reading through all of the responses, and then categorising them. Sometimes, consultation responses touched on a number of themes.

The questions and comments were separated into the following themes:

- **Accommodation:**
  - This theme included questions to do with the suitability of accommodation offered to rough sleepers, as well as alternative accommodation suggestions offered by members of the public.
- **Achievability:**
  - This theme had to do with people questioning whether the strategy will be achievable, as well as concerns related to resourcing and funding.
- **Clarity of Strategy:**
  - This theme was to do with questions about whether the objectives are sufficiently clear with regards to aims, division of responsibilities, ways of measuring success, and timeframes.
- **Complex Needs:**
  - Responses in this theme focussed on the overlapping health, mental health, addiction, and education needs which rough sleepers have.
- **Enforcement:**
  - This theme focussed on questions of law enforcement and security with relation to rough sleeping.
- **Gender and Age:**
  - This theme was comprised of responses questioning how those of different genders, ages, and minority backgrounds would be factored into the strategy.
- **Giving:**
  - This theme surrounded concerns of how to enable members of the public to give effectively to those in need.
- **Information:**
  - This theme was to do with how information and awareness about rough sleeping, as well as what opportunities are open to rough sleepers, is made available to rough sleepers, partners, and members of the public.
- **Partnership:**
  - This theme was to do with how different organisations in the city work together to help rough sleepers.
- **Supportive:**

- Responses in this theme were supportive of the strategy but did for the most part did not touch on other themes.
- **Other:**
  - Responses in this theme were otherwise difficult to classify.

The table below shows the **questions** received from Let's Talk engagement platform, and officer comments made in response. Each of the questions has been classified into one of the above themes.

Theme	Question	Officer response and proposed change (if relevant)
Information	Why do you do a good job then use abbreviations like MHCLG for - Ministry of Housing, Communities & Local Government, RSL etc? Are you only talking to people who understand council speak?	Thank you for your comments. We understand that abbreviations can be off-putting and assume people know what we are talking about. We will ensure in the final document that we explain fully what each abbreviation is.
Information	How will you engage the following in the consultation: - people currently sleeping rough - people who don't use IT?	We will be engaging with rough sleepers in a number of ways - including a round table discussion at Steps for change in the city arcade, one on one interviews where we will ask rough sleepers to share their story and through asking partners who work with rough sleepers to gather feedback. For members of the public with no access to IT we will ensure they are aware of the strategy and are able to give feedback by sharing the content through posters and leaflets in key points in the city.
Information	When we see a person sleeping rough or sitting in a shop doorway or car park, is it safe to assume that the Rough Sleeping Team are already aware of them or should we be alerting the team to them? Also, when people are begging for money for a hostel room or hot meal, what is the best advice to give them? Do you think they would already know where to get	We usually are aware of who rough sleepers are particularly in town. People can report where a rough sleeper is on the StreetLink website, which go directly to the Rough Sleeping outreach team. These are useful when people are out of the city centre in more hidden locations. We do give out a small flyer (to rough sleepers and the public) with all the nearby places that offer free food for the homeless and there is something every day. You can tell them that the Council's

	<p>help and are just after money for other reasons or do you think there might be some people who really don't know how to access the help available? Is there a simple guide to who the person sleeping rough should contact if they insist that they have been recently banned from Harnell Lane?</p>	<p>Rough Sleeping team can give them a list if they don't have it or they can pop in to Steps For Change (8 City Arcade in town) for the details too. Harnall Lane will have cooling off periods for people for 1 or 2 days normally and for more serious offences they might suggest a longer cooling off period. I always suggest people check with staff at Steps For Change as usually people can get a bed again.</p>
Complex Needs	<p>How will the employability element be looked at to ensure rough sleepers are offered full advice, career guidance and training to successfully secure and maintain a role?</p>	<p>We are adding some more specific elements into the strategy to reflect this. Thank you.</p>
Enforcement	<p>Why are people allowed to beg and make "camp" in shop doorways during the day and return "home" at night?</p>	<p>The issue of rough sleeping and begging is a very sensitive matter and we need to balance the vulnerabilities of those living in that manner with the effect that they are having on others. Enforcement options, i.e. forcing people to move on is not something as a Council we look to do immediately unless we can clearly show the person's behaviours are unacceptable, we do it from time to time but we use the option sparingly. That said if the public or businesses are being adversely affected in a significant manner we will do so promptly and proportionately. We have been successful in securing central govt funding for two posts specifically to deal with rough sleepers and to offer support and to expedite them on their journey into support and accommodation. These posts have been in place for only a few months but already we are far more agile in terms of being able to engage with rough sleepers and to encourage them into services. Should we be satisfied that we have</p>

		done all we can from a support point of view then we will look at how appropriate it is to look at enforcement options.
Accommodation	Why are millions being spent on student accommodation when we have people with no accommodation to live in!!! So consequently, they are on the streets begging and sleeping.	The student accommodation being built in the city is paid for by organisations like Unite Students; the Council doesn't provide funding for the building of student accommodation, therefore none of the money would or could of been spent on affordable housing. As a result of the increase in purpose-built accommodation and based on our discussions with the universities and local agents we are now seeing a shift however and a decline in HMO bed spaces being taken up directly by the universities and as a result there is anecdotal evidence showing a drop off in demand for HMOs from students - this hopefully will mean in the longer term larger properties will be returning to the non-student market thus increasing availability of rented housing in the city.
Giving	A common mantra is you must not give people who are sleeping rough money because it may encourage bad habits (ie alcohol or substance abuse). Have the council a view on this? On the other hand where you would like to offer money to a charity that helps rough sleepers you want to be confident that the money actually reaches them and is not swallowed up in admin costs. Again are there cost efficient charities that help these people?	We are currently exploring an alternative giving scheme which would allow the public to make donations to a single point which then charities and organisations working with rough sleepers would be able to apply for funds for individuals. There a number of alternative giving schemes and we are keen to ensure that the chosen scheme is one where every penny goes directly to a Coventry rough sleeper.

Information; Gender and Age	Sounds great to me. So is this strategy for everyone, or still excludes us NRPF migrants and refused asylum?	We have received some funding to work specifically with those who have NRPF and there is currently a funded outreach worker based with the Refugee and Migrant centre supporting our rough sleepers with NRPF. The action plan we are developing to support the strategy will hopefully help us address some of challenges this group face with a focus on supporting them to gain settled status so they can access to mainstream provision.
Partnership	Would it be beneficial to have a commitment from individual RP's within the strategy? Are you looking for us to do this?	As discussed I will be contacting you about this.
Partnership	The commissioned services will provide support and are accessible to those with complex needs and those who are at risk of rough sleeping. Who are your partners supporting those with complex needs and do you have a recognised pathway? Are there any contacts with Sexual Violence strategies or agencies?	We are currently re-commissioning our housing related support services including specialist provision for those with complex needs. Referral routes and pathways into the new services will be developed as part of the mobilisation of the new contracts and will be in place by April 2020.
Partnership	Thank for this consultation. How do we ensure our continued engagement with the development of the Homelessness Strategy as a service? The Strategy should include reference to the high quality employment support pathways that exist in Coventry. Could it be made explicit that agencies will identify and offer a sustainable route to economic and social	Thank you, David. We'll add those changes and welcome the opportunity to work closely with the Job Shop and your teams. Let's talk further about the details.

	<p>independence for people who are former rough sleepers. While many people who are rough sleepers may not be ready to enter immediate employment it will be important that they are given the best quality support when they are able to benefit from it. This implies a need for a direct link between services offered by the Job Shop and by the range of Programmes funded to support into employment, education and training</p> <p>Parag 1.4 Agree that 'loss of job' is a negative factor related to someone becoming a rough sleeper. Therefore suggest someone in our service attends meetings of the partnership or act as a consultee to the partnership on issues related to employability.</p> <p>Parag 2.5/3/3 'Promote recovery' as part of national government 3 core pillars. This should include a guaranteed referral to the Job Shop for ongoing employment support once a partnership agency engaging with an individual assesses that the individual is ready to receive such support. This may be before the individual is deemed to be 'job ready' but should be at a point where it is likely that an individual will attend appointments and engage positively with the support they are offered by us or by our delivery partners.</p> <p>Parag 4.4 Establish regular meetings between the Assertive Outreach Service and an agreed point of contact at the Job Shop. This to ensure up to date information about Job Shop services and local employment, education and training opportunities can be shared. Under 'To promote</p>	
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	<p>a person's recovery once they are off the street to build positive lives and so they do not return to rough sleeping' On Point 6 add 'This will include a managed referral into the services offered by the Job Shop and by the range of Programmes funded to support into employment, education and training'.</p>	
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## Online Consultation Survey:

The survey on the Let's Talk Coventry platform posed three questions:

### Q1 - Do you think these actions as set out in the Draft Strategy will help us to achieve the vision?

- This question prompted the respondent to answer yes or no.

### Q2 - Are there any other priorities that should be included in the Draft Rough Sleeping Strategy?

- This question allowed a free text response field.

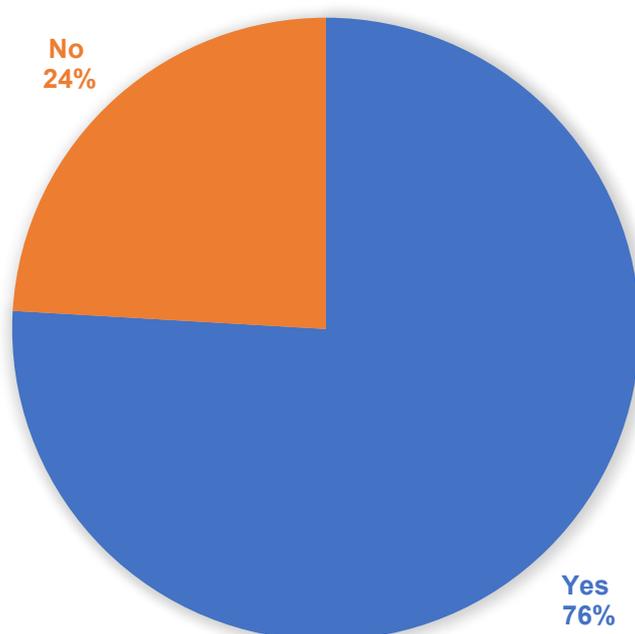
### Q3 - Do you have any other comments on the Draft Rough Sleeping strategy?

- This question allowed a free text response field.

The graph below shows the response to **Q1: Do you think these actions as set out in the Draft Strategy will help us to achieve the vision?**

Of the 108 people who responded, 82 agreed and 26 disagreed.

Do you think these actions as set out in the draft strategy will help us to achieve our vision?



### Summary of Survey Responses:

Owing to the lengthy nature of free-text responses, full and unabridged responses to questions two and three are included in the appendix. Each of these responses

found in the appendix may be seen next to their thematic classification. What follows here, therefore, is a summary of responses.

Classification of responses to questions two and three into themes reveals the following common responses per theme.

- **Accommodation:**

- **Respondents commonly expressed a worry that accommodation offered did not cater for rough sleepers with dogs.**

- *'There should be consideration given to people with dogs/companion animals as they are often unable to access housing which accepts pets.'*
- *'What specific help will there be for homeless people with dogs? I assume that Cov City Council will work with the animal charities to ensure there is provision for both people and animals so they can both be housed together and get vet help if needed'*

- **Respondents also worried that accommodation offered was unsuitable or dangerous.**

- *'Ensuring that emergency housing is clean, secure and safe, and also provides options for the recipients to be indoors in the daytime - for example the Allesley hotel which homes a lot of homeless people is notorious for its bedbug infested and unsafe conditions, and it also kicks the residents out in the daytime to roam the streets in all weathers'*
- *'An importance around 'safe' accommodation; that are safe for the individual eg: away from their perpetrator(s)'*

- **Achievability:**

- **Respondents commonly questioned whether adequate funding and resources are available to ensure the strategy is a success.**

- *'Of course the actions set out are good in principal and I applaud the vision, I do not however know if there is funding available to rehouse, retrain, provide mental health services etc.'*
- *'Once the strategy is in place and starts to show success it cant be something that stops once funding runs out. Although rough sleeper numbers may decline this doesn't mean the strategy has successfully solved the problem it just shows the strategy is working.'*

- **Clarity of Strategy:**

- **Respondents commonly worried about what specific roles individual partners would have, as well as how success would be evaluated.**

- *'I think that the strategy would have been made clearer by listing the partners and their specific roles. Achieving these outcomes by 2022 seems incredibly optimistic. A proper breakdown of each activity, even if just headlines would have helped. Moreover, I would have liked to understand what is being achieved right now out of the action points and what will be a brand new initiative. This would assist in making a judgment about the viability of the vision.'*
- *'Yes a clear measurable use of resources, such as X amount of outreach time will be provided per day/per week on a one to one basis to help tackle the entrenched rough sleepers in our city. Simple aim of taking X amount of rough sleepers off the street per week/per month'*

- **Complex Needs:**

- **Respondents worried that the strategy did not deal with the complex needs of rough sleepers in sufficient detail to provide the support they need.**

- *'Of course, any additional resource and a 'joined up' approach is welcome and the three pillars encapsulate what needs to be done. However, we feel that the big issues driving the huge increase in rough sleeping are not being addressed.  
Universal Credit and benefit cuts  
Mental Health Issues  
Domestic Violence  
Poor support for ex offenders leaving prison.  
Not sufficient supported housing for people who find it difficult to cope or who are drug/alcohol dependant.  
Of course, some of these issues cannot be dealt with alone by Coventry- we need a national campaign to realise the funding and policy change that will resolve those issues.'*

- *'change and open dialogue across the City without anyone fearing that they can't mention the 'elephant in the room'*

*The policy should also address:*

*Mental Health - people with complex problems are overwhelmingly more likely to experience poor mental health; there needs to be quick and easy access to triage and treatment as a core underlying causal factor. 6 weeks CBT is NOT enough.*

*Furthermore the whole strategy needs to ensure that services which are engaged in this policy are working towards a trauma informed practice. Too many times i have seem peoples situation exacerbated by staff who are poorly trained or not suited for the tasks they find themselves carrying out. Mental health first aid should be mandatory for people working with rough sleepers as well as excellent drug and alcohol awareness. Naloxone should be available in the City Centre in case of emergency.*

*Drug and Alcohol - how is this not mentioned in this policy???? Drugs and alcohol abuse are interwoven with the trauma-addiction cycle, and whilst it also is a major causal factor in begging and anti-social behaviour we should acknowledge that the current recovery services are failing and need to be much much better. The Council should take it upon themselves to get behind new and innovate measures to tackle addiction in the City including supporting those lobbying for change and more rehab places. The NHS needs to be engaged so we can move towards a system where people with addictions can also get the long-term mental health support they need without having to be clean first (this undermines the recovery process and needs to change).'*

- **Enforcement:**

- **There was a particular worry with regards to how rough sleeping is associated with crime, and how people can feel unsafe in the city centre.**
  - *'Cross referencing with Police and partner agencies to see if the registered Rough Sleepers are committing crime/offences which could be alleviated with correct intervention. Removal of rough sleeper bedding to a secure area allowing owners to collect within a designated time frame. This will clear the areas an potentially stop another rough sleeper using the bedding for themselves.'*
  - *'Zero tolerance of rough sleeping in the city disabled car park. Vulnerable disabled people are being prayed on for money and are frightened to use the facilities that help them because of permanent rough sleepers who bed down there and sit there all day being threatening and abusive.'*
  - *'We need to consider the impact that a growing rough sleeping community has; it attracts people who might find such a community appealing. I used to live in Vancouver, and have seen this vicious circle first hand. At a tipping point the rough sleeping community becomes attractive for some people at risk, and the appeal to these marginalised people increases the homeless community. Drug abuse, violence and self harm*

*follow. To protect these vulnerable people a more robust strategy is needed. We need penalties for rough sleepers as well as help for them.'*

- There was also a concern for the impact this would have on local businesses.
  - *'It feels very overwhelming in the city due to the high level of direct-begging (people approaching you as you walk along). This is intimidating for many and creates an oppressive atmosphere that must be affecting businesses.'*

- **Gender and Age:**

- **There was a particular worry with how this policy helped female rough sleepers, and those who had suffered domestic violence.**
  - *'Focused services - this policy treats all service users under the same broad brush and that approach will never work. Women only services need to be available as the issues and barriers that homeless women face are very different and require specialist support (DV/exploitation etc) you can go to organisations like Kairos, FWT, Haven and the Womens Partnership for best practice in this regard. This must be incorporated. There are other niche groups which need to be considered in terms of equality of provision including LGBTQ and speakers of other languages'*
  - *'Where are the links with VAWG specialists in city, any provision of women only safe spaces? The multi agency initiatives are great but lack insight into how safe women feel accessing support here ( as males also use this). Is there specific data available on how many women are within the estimated July 2019 count? How will this strategy link with VAWG specialist agencies such as women's aid , crasac, Kairos etc?'*
- **There was also a concern expressed about the problems experienced by care-leavers.**
  - *'Sufficient Support for care leavers to prevent them from becoming rough sleepers'*
  - *'Priority given to those who are underage sleeping rough as well as those who are leaving children's homes or foster care'*
- One respondent expressed concern for older people.
  - *'A few weeks ago I had to call an ambulance for an older man who had collapsed outside the hotel - he thought he might have*

*broken his hip. He was obviously too frail to be left/placed in the hotel and needed residential nursing care.'*

- **Giving:**

- **Many respondents wanted there to be a place for concerned members of the public to give to rough sleepers.**
  - *'Maybe instead of making begging illegal, we could make giving cash to beggars illegal; you could have a secure drop off point say in a bank (ie 'hole in the wall' type of thing) in areas where there are lots of beggars like the area around the Godiva statue in town - people could then give money but not directly to beggars, instead it would go to the strategy directly.'*
- Respondents also wanted clarity of advice relating to giving.
  - *'There is no mention of an approach to discourage people from donating money to rough sleepers. Among the population there is a disagreement as to whether giving money helps or hurts.'*

- **Information:**

- **Respondents were concerned about whether there was enough information about what opportunities there were for rough sleepers.**
  - *'I think there needs to be better information for other departments who have to deal with rough sleepers, such as parks dept as we have found it hard to find the right contacts in the past.'*
  - *'Can we have a big poster in town to say where and when we can get help?'*
  - *'Engaging the wider community. There is a lot in the strategy about agencies working together and ensuring that rough sleepers know where to access support, but relatively little about educating the general public in how they can signpost and support rough sleepers. If the problem is to be solved then it will take the combined efforts of everybody, not just public sector bodies and charities.'*

- **Partnership:**

- **There were a number of responses to do with how different organisations in the city work together to help rough sleepers.**
  - *'I think this needs to go back to the drawing board with a view to the council gaining a better understanding of what good quality direct provision looks like, and how the needs of service users*

*can be properly considered. I'm sure third sector services across the City would be happy to support a more inclusive, trauma-informed approach to meeting the needs of the most vulnerable in our City.'*

- *'Develop further links with the wider community sector and partnerships such as 'Coventry Women's Partnership', to offer wrap around support to enable people to move away from rough sleeping, as well as preventing rough sleeping in the first instance'*

- **Supportive:**

- **There were a number of responses which were simply supportive of the proposals.**

- *'I think the draft covers all relevant areas.'*

- **Other:**

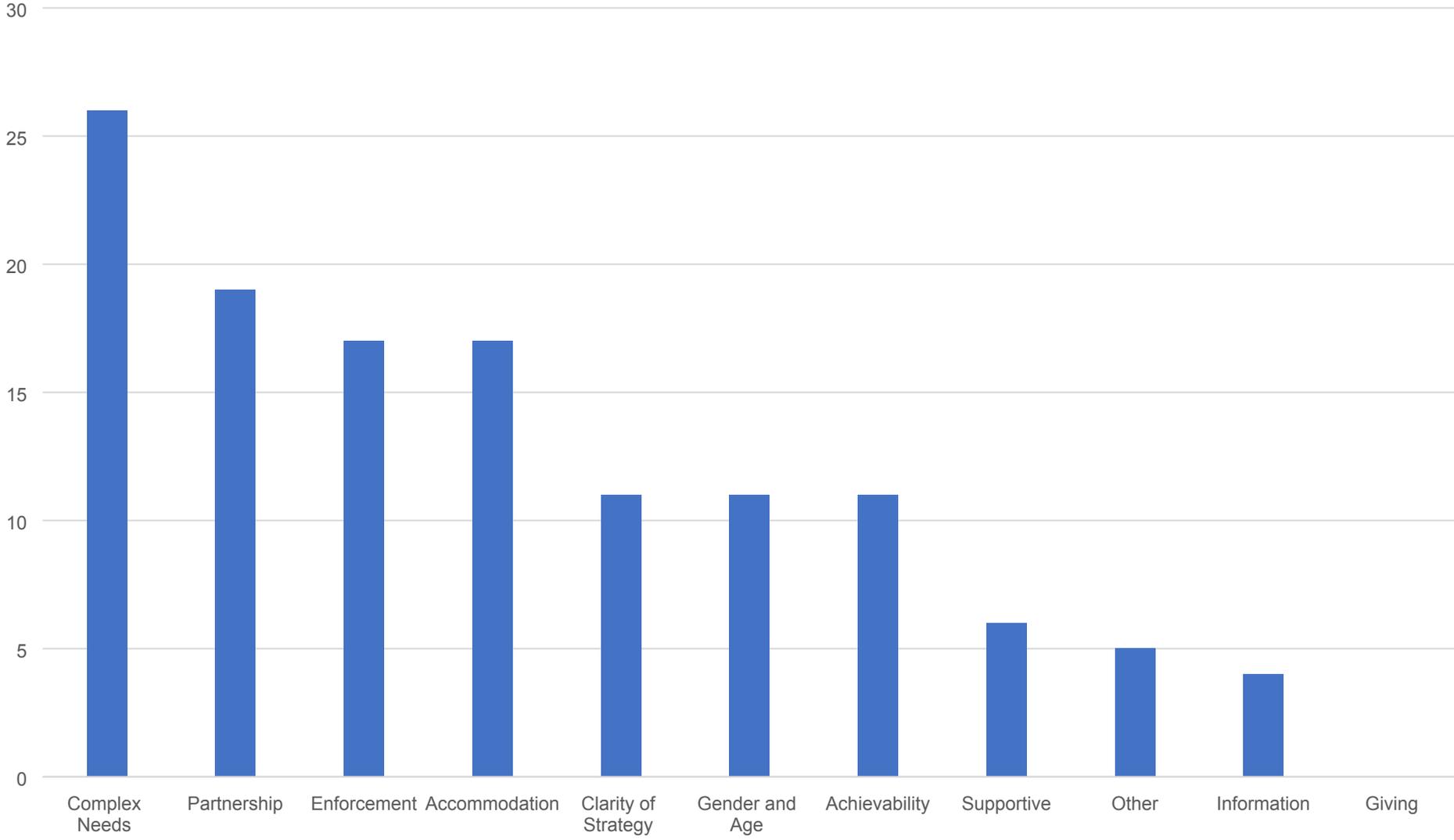
- **There were a number of responses that did not fit into other areas. Some of these responses seemed to spam. Another response in this category had to do with immigration.**

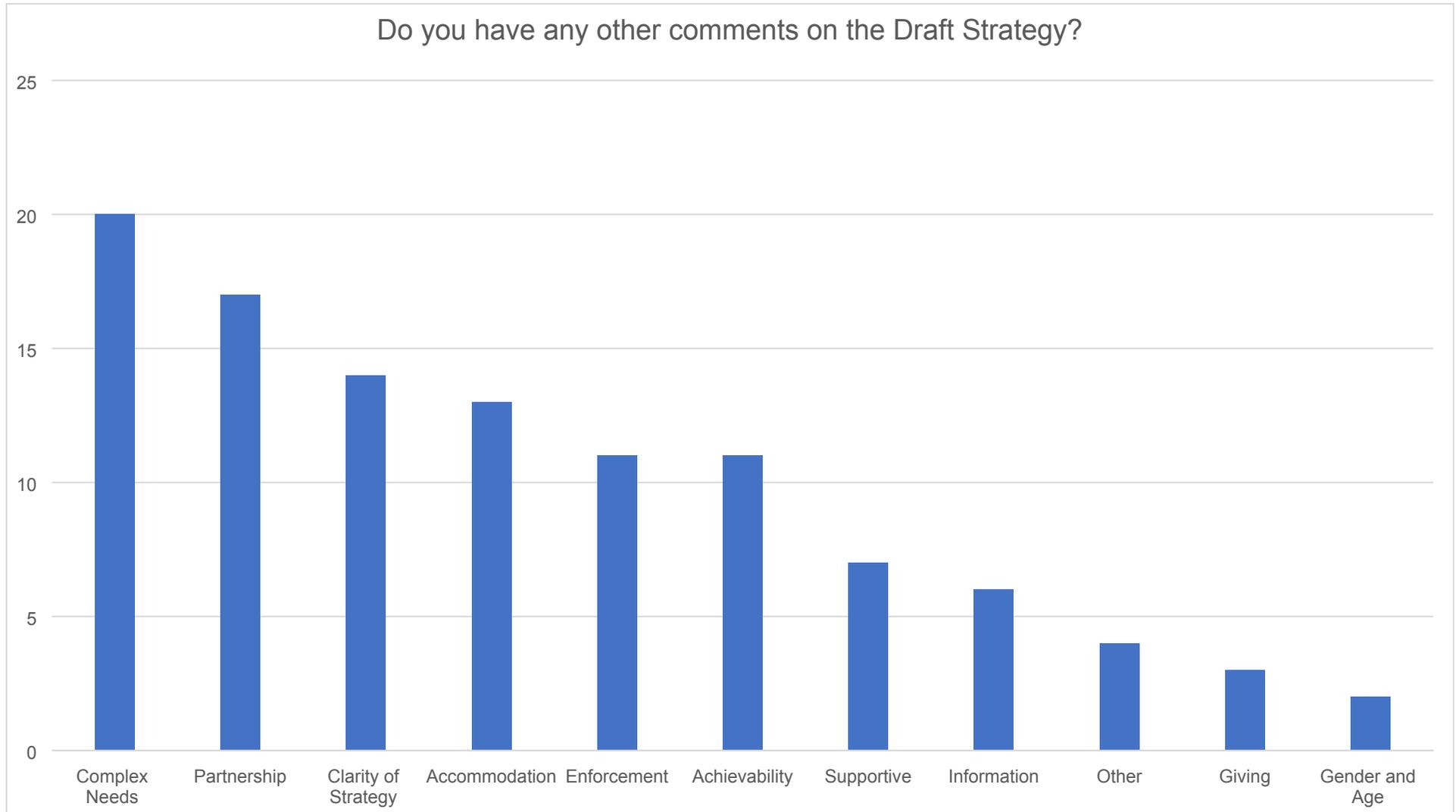
- *'Rrr'*
  - *'Why did Coventry take on so many immigrants (we are virtually the top provider in this area) when we already had a homeless problem. Surely its more important to sort out those we already have before taking on more people needing homes. No more until everyone here is homed and getting the care and benefits they need to keep them safe.'*

### **Prevalence of Themes:**

Having reviewed the sorts of responses which were received during the consultation, the following graphs illustrate the relative prevalence of each theme in the survey responses. There is one graph for each of questions two and three. This information is provided to provide an impression of the consultation responses and it is important to emphasise that conscientious consideration must be given to all responses, including those less prevalent, particularly if they relate to equality groups and therefore the discharge of public sector equality duty.

Are there any other priorities that should be included in the Draft Strategy?





**f) Direct Invitations to comment from partner agencies**

**1. Zoe Titchener, Coventry Citizens Advice, emailed on 30/10/19 with the following comments:**

<p><b>Do you think these actions as set out in the Draft Strategy will help us to achieve the vision?</b></p>	<p>I support the aims of the strategy. I feel the objectives, under the three “pillars” of Prevention, Intervention and Recovery, are at a very high level and need much more supporting information, to define more specific actions, with an agreed owner, timescales and expected outcome.</p> <p>I am aware that further details will be captured in the Rough Sleeper Action Plan. This is yet to be circulated, so I’m not able to comment on how this will support the strategy. I am unclear whether the supporting Plan will be issued for public consultation.</p> <p>Where actions are listed as being delivered in partnership, the document would benefit from clarity over who this includes – Coventry City Council; commissioned providers; statutory bodies; funded third sector agencies; unfunded/voluntary organisations, other organisations such as Registered Social Landlords or the DWP. While I strongly support co-ordinating efforts and reducing duplication within the sector, the strategy would benefit from clearer definition of what partnership working means in each case.</p>
<p><b>Are there any other priorities that should be included in the Draft Rough Sleeping Strategy?</b></p>	<p>The council and other bodies have statutory obligations to address homelessness, particularly through the Homelessness Reduction Act, but the HRA is not referred to within the document.</p> <p>Some statutory HRA duties specifically link with the items detailed under the three “pillars”, such as the provision of advice and information, and the Duty to Refer, including discharge routes from hospitals and prisons.</p> <p>Many of the other actions – support to access relevant benefits, building links with the Private Rented Sector – include work that may also take place under the HRA, for all types of homelessness.</p>

	<p>I would expect to see many more references to the HRA, especially where actions have a direct link to statutory duties, and for the strategy to detail how rough sleeper work links in with the HRA service.</p> <p>Ideally I would aim to make existing services open to all, rather than designing separate services for people sleeping rough. For example, HRA services should not need to be amended from business-as-usual delivery in order to be accessible to people sleeping rough.</p> <p>Clients with No Recourse to Public Funds (NRPF) are mentioned in the strategy introduction but not referred to under any of the “pillar” actions. It is unclear whether this strategy is concerned with NRPF clients as well as those with recourse. Intervention item 6 for example says “Once identified, as a partnership we will work quickly to get rough sleepers into services” – this makes no distinction about whether clients are NRPF.</p> <p>If NRPF numbers are increasing, the strategy should have an approach for these cases.</p> <p>Similarly, the document says there has been an increase in female rough sleepers, but there is no corresponding action to address this or identify any underlying issues such as domestic violence or trafficking.</p> <p>The document notes a lack of affordable housing but does not address this issue elsewhere. The rough sleeper strategy needs to be closely linked with the Housing &amp; Homelessness strategy, with a focus on affordable housing.</p>
<p><b>Do you have any other comments on the Draft Rough Sleeping strategy?</b></p>	<p>Funding for the Rough Sleeper Initiative and Housing First is extremely welcome. Monitoring the delivery and effectiveness of these projects should be a key part of the rough sleeper strategy. It would be helpful to know what actions and targets sit under these existing contracts and how these are monitored, as they directly relate to the strategy and are key tools in reducing rough sleeping.</p>

	<p>As noted above, the objectives are at a very high level. The strategy or a supporting document could provide much more detail explaining how the aims under each “pillar” will be achieved. I am aware of a proposed Action Plan to accompany this strategy, but this has not yet been released. I find it difficult to comment in detail on the strategy without the accompanying Action Plan.</p> <p>Section 8 states the Strategic Housing Board will scrutinise delivery of milestones, but I am not clear from this document what those milestones are or where they are documented.</p>
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**2. Liam Nagle, Community Safety Team, Coventry City Council, emailed on 30/10/19 with following comments:**

We are pleased to see a specific strategy to address the issue of rough sleeping as we believe it needs to be looked at separately from homelessness, it is clear that the reason many people sleep rough is far more complex than simply offering them somewhere to live, else the issue would be far easier to resolve.

The three priorities listed are ones we are in general agreement with, clearly the key to it will be the actions that underpin those priorities. We are also encouraged to see the suggested question on the fact sheet regarding the difference between beggars and rough sleepers. We believe that in addition to this there needs to be a clear comms strategy across all key agencies with key messages about beggars and establishing a realistic and easy alternative for those that do wish to give something to help those less fortunate but does not perpetuate the issue by giving cash directly to the individual.

There is mention of establishing a giving scheme, but we feel it’s unrealistic to expect people to download apps, visit websites and similar. We discussed at City Tasking the possibility of acquiring contactless giving terminals, if this could be progressed and possibly extended to other City wide locations that would be a real help as experience tells us if we are effective in the City Centre the issue will switch to other established urban high streets such as Earlsdon, Cheylesmore and similar, we’d be keen to be proactive rather than reactive in this regard.

From a Community Safety/Street Enforcement viewpoint there needs to be a conversation regarding managing people's expectations regarding problematic rough sleepers and similar and what is achievable when it comes to enforcement matters as in reality the legal toolkit is very limited and taking enforcement action is very polarising.

However it's clear that many stakeholders including business owners and those tasked with driving footfall and visitors to the City Centre are of the opinion that we should be doing more to move on/enforce against long term rough sleepers in prominent locations and we would like the strategy to acknowledge this and identify pathways, processes and support to ensure this happens.

We believe that the strategy needs to acknowledge 2021 and the City of Culture year, this is undoubtedly going to cause an influx of transient individuals, either when large events are on, or as is more likely for extended periods. If we do not have some sort of flex within existing policies regarding local connection or similar, if we do not offer an alternative to sleeping rough, particularly if the winter night shelter isn't open, then people will have little alternative but to sleep rough.

### Key Changes made to the Strategy and Action Plan

Key suggestions for change	Action Taken
To change the wording from Pillar to Principle.	Undertaken.
Formal development and subsequent recognition of the partnership to deliver the strategy and actions.	Included in the Action Plan.
That the vision is embedded and owned by all - One Coventry.	Included in the Action Plan.
Knowing how people can get help and give help.	Included in the Action Plan.
Enforcement should be used consistently and transparently.	Included in the Action Plan.
For those accessing services or rough sleeping only having to tell their story once.	Included in the Action Plan.
Specific reference to be made to ex-armed forces and Women with complex needs.	Included in the Strategy

**Principle 1 - To prevent new people from starting to sleep rough.**

<b>Key suggestions for change</b>	<b>Action Taken</b>
Better universal, information, advice and guidance for people at risk of rough sleeping, professionals and the public.	Included in Action Plan.
Early intervention through tailored appropriate support when someone is at risk of rough sleeping.	Included in Action Plan.
A need for joined up services when people are leaving hospital or prison.	Included in Action Plan.
Person led, not service led, interventions when someone is in crisis.	Included in Action Plan.

**Principle 2 - To intervene rapidly when people start to sleep rough to help them off the street**

<b>Key suggestions for change</b>	<b>Action Taken</b>
More appropriate and a wider choice of emergency/ temporary options for people.	Included in Action Plan.
Information sharing between agencies - I only want to tell my story once.	Included in Action Plan.
The right help needs to be available quickly with easy access points and delivered in a joined-up way.	Addressed through partnership approach to delivery of the Action Plan.

**Principle 3 - To promote a person's recovery once they are off the street to build positive lives and so they do not return to rough sleeping.**

<b>Key suggestions for change</b>	<b>Action Taken</b>
On-going support.	Included in Action Plan..
More understanding from people / professionals.	Included in Action Plan.
Help to find employment and access benefits.	addressed through partnership approach to delivery of the action plan.

## Appendix 1

The table below shows the responses to Q2: **Are there any other priorities that should be included in the Draft Rough Sleeping Strategy?**

Theme(s)	Contribution
Enforcement	Penalties should be available for non-compliance of help offered, including being banned from the city centre during shopping hours..
Accommodation	All multi storey student accommodation developments should allocate a floor/rooms solely for use by Rough Sleepers, free of charge.
Clarity of Strategy, Information	accountability as to which partner is responsible for what areas of the core values. Regular updates as to how things are progressing ie how many you have off the streets and in housing
Gender and Age	Where is support for 16+?
Clarity of Strategy	Time deadlines should be applied to individual cases
Partnership, Enforcement, Clarity of Strategy	<p>Named coordinator to support rough sleepers</p> <p>List of agencies who support ( updated regularly ) on council website</p> <p>List of feeding places</p> <p>Removal of bedding etc in city centre</p> <p>Police to remove beggars</p>
Partnership, Gender and Age	<p>The strong emphasis throughout the draft strategy of partnership working is welcomed.</p> <p>It was recognised that there had been an increase in female rough sleepers and those with no recourse to public funds. In terms of the former are there any links to domestic violence, accepting of course both male and females can experience this?</p> <p>In terms of NRPF is this mirrored elsewhere and is there evidence that individuals are moving from one part of the West Midlands to another?</p>

Theme(s)	Contribution
Complex Needs, Partnership, Clarity of Strategy	<p>There's insufficient focus on harm reduction and actions to reduce harm as an immediate response to rough sleeping. Drug related deaths are increasing nationally (alho not in Coventry currently) and rough sleepers will be dis-proportionally affected by this.</p> <p>CGL provides naloxone (to reverse the effects of opiate overdose) to drug users and soon the police will be issuing it also. All agencies working with rough sleepers should be trained in administering naloxone and, where possible, should be issuing packs to people who do not have one. There should be greater awareness of naloxone so that kits are not inadvertently taken off rough sleepers or cleared up with other personal items.</p> <p>Rough sleepers frequently have extremely complex needs. Current pathways, joint working and approaches around physical and mental health is insufficient for this cohort (and there are no partnership commitments from CCG, CWPT, Anchor Centre and UHCW in the document). Clients will not prioritise their own health and health services could / should be more flexible and assertive in their approach to providing support.</p>
Accommodation	<p>Yes, access to accommodation is a basic need and right that should be available to all, regardless of lifestyle choice and situation. People who are rough sleeping due a lack of services that will permit access should therefore be of high priority. This may be rough sleepers who have dogs, of which is a core barrier, with little services available they are forced to continue to rough sleep as they are emotionally attached to their dog and unable to give the dog up, sometimes their only family. Also, drug users that do not wish to end their habit should be provided with a safe space in which they can access basic accommodation.</p> <p>Additionally, for those who choose to sleep rough, services to provide them with food, water, hot drinks, bedding, clothing, showers, should be provided. Instead of taking a hard approach because of the city of culture status, we should be supporting people with their own choices and enabling them to live safety in our streets if that is what they want.</p>
Partnership, Achievability	Funding to ensure the strategy is delivered in a timely and correct manner. Professionals access to a centralised database
Gender and Age	The strategy mentions increase in female rough sleepers but not a clear or distinct priority identified for addressing need within a gender perspective.
Complex Needs, Enforcement,	Stop the begging by car park payment machines, this encourages people to pretend they are sleeping rough

Theme(s)	Contribution
Complex Needs,	I think that there should be more emphasis placed on enabling rough sleepers access to physical and mental health services. Rough sleepers are often reluctant to access services available to the public and having a designated multidisciplinary outreach service offering support with the above could be a better way to engage. Similar could apply to the services offering support with substance misuse.
Clarity of Strategy, Achievability	1.4 ... loss of job/income/benefits reference to those No Recourse to Public Funds - without a change in national policy, they will not have access to any services or benefits. reference to those with No Local Connection - without a change in local policy, they will again not be given access to local services. 5.3 & 7.3 Statin the vision of the elimination of rough sleeping by 2022 is akin to a Miss World contestants aspiration to work for world peace and achieving this is NOT within the behest of a Coventry partnership alone and would require national changes to legislation. It may very well be the case, that in spite of all our combined efforts, the situation could well deteriorate.... Any strategy needs to reflect this FACT to avoid us looking rather naïve when it fails to come to fruition.
Complex Needs	I believe some are not homeless they are beggars
Achievability	This will cost a huge amount of money to do effectively do you have the funds on a long term basis?
Supportive	No
Accommodation	Empty shops/factories could be used as short-term measures until they are needed again.
Supportive	No
Complex Needs	Can we budget for much better Mental Health Treatment, tied in with this is substance abuse. Look at ways of helping those affected to improve their self worth, value to society and quite possibly usefulness with employment
Enforcement	action needs to be taken ASAP to remove bedding etc from the city centre.
Complex Needs, Partnership	The Majority of rough sleepers that I have spoken to have mentioned broken relationship and /or not wanting to ask for help from family members because shame. I have also worked with many families of young people who are experiencing relationship difficulties and threatened homelessness. Mediation and Conflict Coaching can be used effectively to prevent homelessness, re-establish and improve relationship and ongoing support from relatives and friends.
Achievability	No, it needs to be achievable - not fighting on too many fronts

Theme(s)	Contribution
Complex Needs	Yes we have an increase of drug uses who are sleeping rough, they too need help should they need it.
Enforcement	Compulsory removal of rough sleepers
Enforcement	Fines after warning if not conform to council interventions Removal of all items of rough sleepers from the city centre during shopping hours.
Complex Needs, Partnership, Gender and Age	Develop further links with the wider community sector and partnerships such as 'Coventry Women's Partnership', to offer wrap around support to enable people to move away from rough sleeping, as well as preventing rough sleeping in the first instance. There are steering and working groups currently you could feed into, such as Marmot Steering Group, and Marmot Poverty Group (this involves a range of agencies across VCS working in employment, advice and guidance services).
Enforcement, Clarity of Strategy	I think the council needs to decide what it's policy is on the building of bashes (temporary slum dwellings). These are springing up all around the city and give the impression of an entrenched, immovable problem - it also communicates that the authorities are resigned to the permanency of homelessness
Complex Needs, Partnership, Clarity of Strategy, Gender and Age	* The commissioned services will provide support and are accessible to those with complex needs and those who are at risk of rough sleeping.  Which partners are you working with to identify those at risk with complex needs and have you got links into Sexual Violence support networks ?
Clarity of Strategy, Achievability	Yes a clear measurable use of resources, such as X amount of outreach time will be provided per day/per week on a one to one basis to help tackle the entrenched rough sleepers in our city Simple aim of taking X amount of rough sleepers off the street per week/per month

Theme(s)	Contribution
<p>Complex Needs, Partnership, Clarity of Strategy, Gender and Age, Achievability</p>	<p>This generic policy, whilst it has some good objectives fails to properly understand the nature of homelessness, its complexities and the abject failure of the current system to tackle the problem.</p> <p>it should explicitly acknowledge that the current system is broken as a starting point. This then opens the door for wholesale change and open dialogue across the City without anyone fearing that they can't mention the 'elephant in the room'</p> <p>The policy should also address:</p> <p>Mental Health - people with complex problems are overwhelmingly more likely to experience poor mental health; there needs to be quick and easy access to triage and treatment as a core underlying causal factor. 6 weeks CBT is NOT enough. Furthermore the whole strategy needs to ensure that services which are engaged in this policy are working towards a trauma informed practice. Too many times i have seem peoples situation exacerbated by staff who are poorly trained or not suited for the tasks they find themselves carrying out. Mental health first aid should be mandatory for people working with rough sleepers as well as excellent drug and alcohol awareness. Naloxone should be available in the City Centre in case of emergency.</p> <p>Drug and Alcohol - how is this not mentioned in this policy????</p> <p>Drugs and alcohol abuse are interwoven with the trauma-addiction cycle, and whilst it also is a major causal factor in begging and anti-social behaviour we should acknowledge that the current recovery services are failing and need to be much much better. The Council should take it upon themselves to get behind new and innovate measures to tackle addiction in the City including supporting those lobbying for change and more rehab places. The NHS needs to be engaged so we can move towards a system where people with addictions can also get the long-term mental health support they need without having to be clean first (this undermines the recovery process and needs to change)</p> <p>Focused services - this policy treats all servive users under the same broad brush and that approach will never work. Women only services need to be available as the issues and barriers that homeless women face are very different and require specialist support (DV/exploitation etc) you can go to organisations like Kairos, FWT, Haven and the Womens Partnership for best practice in this regard. This must be incorporated. There are other niche groups which need to be considered in terms of equality of provision including LGBTQ and speakers of other languages.</p>

Theme(s)	Contribution
Complex Needs	<p>At this moment across the country there is a housing crisis, most people who have a mortgage or rent are 'only a couple of pay checks away from losing their home' if they lost their jobs, says a survey by the housing charity 'Shelter'.</p> <p>Job losses can be caused by many things and most people can bounce back because of family and friends help. But some are caused by ill health and especially mental health is one of the big factors in people ending up rough sleeping on the streets. Addictions like drink, gambling and drugs hold them down in constant dept and on the streets.</p> <p>For the homeless it is almost impossible to make regular appointments for help from the different agencies who could help, when you have no address or stable base for appointments to be sent to.</p> <p>I hope this service will offer reassurance and support to those who need it most, helping prevent situations that see people with mental health issues homeless, alone and at risk.</p>
Complex Needs, Accommodation, Achievability	<p>There is nothing mentioned in the strategy about building houses, or additional funding being available. So when the city is experiencing what could be termed a 'housing shortage' how are you going to physically house people?</p> <p>Of course the actions set out are good in principal and I appauld the vision, I do not however know if there is funding available to rehouse, retrain, provide mental health services etc.</p>
Accommodation	Building more truly 'affordable' housing let at a social rent.
Complex Needs, Enforcement	<p>We need to consider the impact that a growing rough sleeping community has; it attracts people who might find such a community appealing. I used to live in Vancouver, and have seen this vicious circle first hand.</p> <p>At a tipping point the rough sleeping community becomes attractive for some people at risk, and the appeal to these marginalised people increases the homeless community. Drug abuse, violence and self harm follow.</p> <p>To protect these vulnerable people a more robust strategy is needed. We need penalties for rough sleepers as well as help for them.</p>
Accommodation	Affordable housing
Accommodation	There should be consideration given to people with dogs/companion animals as they are often unable to access housing which accepts pets.

Theme(s)	Contribution
Complex Needs, Enforcement, Accommodation	<p>To work with local communities to ensure that homeless people accommodated in temporary accommodation understand and respect the communities that they will find themselves placed within.</p> <p>What should be done with persistent rough sleepers? Those who refuse temporary accommodation when it is offered, or who find themselves ejected from temporary accommodation because of anti-social behaviour or drink/drug problems.</p>
Complex Needs, Accommodation , Gender and Age	<p>You need to stop using hotels.</p> <p>'Once identified, as a partnership we will work quickly to get rough sleepers into services, ensuring that the accommodation that we offer does not exacerbate their complexities'.</p> <p>Please stop housing vulnerable people in failing hotels (e.g. Allesley Hotel) who do not provide adequate, clean and/or safe accommodation. I have talked to many homeless people housed in 'temporary' accommodation there over the last few years. Some individuals have been housed there for over two years or more. They are not treated with any respect by the hotel e.g. are asked not to eat breakfast downstairs the day after a wedding and given a sandwich instead.</p> <p>I have heard many stories of fights, break ins, drug dealing/taking etc from the hotel residents. I can't believe the place is still open. Some people housed there are genuinely frightened. One long term resident returned from a short stay in hospital to find her room/home had been broken into - she also told me she lay in bed ill for days with water (from the room above) running down the walls. One young man from Birmingham with complex mental health issues told me he couldn't stay there overnight and so regularly went into town to stay with friends because 'it all kicks off at night'. One man was released from hospital in a wheelchair and housed on an upper floor without a working lift. Another man told me that the fire doors were locked at night and that no staff are on duty. Another man told me he actually felt safer in prison. A few weeks ago I had to call an ambulance for an older man who had collapsed outside the hotel - he thought he might have broken his hip. He was obviously too frail to be left/placed in the hotel and needed residential nursing care.</p> <p>Apart from the fact that the hotel isn't suitable to house vulnerable adults and/or children most residents find it expensive to get into town to access local services including schools.</p>

Theme(s)	Contribution
	<p>There is also a significant impact on the wider local community and businesses (e.g. One Stop shoplifting) who have to deal with an increase in anti social behaviour, drug dealing in the surrounding streets, break ins etc. This same community is paying for you to provide and implement an effective Rough Sleeping Strategy.</p> <p>Placing homeless people in these type of hotels/accommodation does 'exacerbate their complexities'. The hotels provide no support, have no expertise in dealing with the homeless and have no standards of care in place.</p>
Complex Needs, Enforcement, Accommodation	Ensuring that emergency housing is clean, secure and safe, and also provides options for the recipients to be indoors in the daytime - for example the Allesley hotel which homes a lot of homeless people is notorious for its bedbug infested and unsafe conditions, and it also kicks the residents out in the daytime to roam the streets in all weathers, no wonder the poor residents are turning to drink and drugs. I don't think the taxpayer should be paying slum landlords to house vulnerable people and make their problems worse, these landlords should be prosecuted.
Supportive	no
Complex Needs	Dealing with the drug taking amongst the homeless. Unless this major issue is addressed, the strategy will make no or little difference.
Other	Encourage the families of rough sleepers to help in their needs so that the full cost and responsibilities do not fall on the rest of the community .
Enforcement	get people off the streets rapidly
Enforcement	It is sad that people are rough sleeping but many of them are beggars who intimidate residents, prevent people from visiting the city centre and make our city undesirable to visit. One particular area of concern is the area in front of the station where somebody appears to have set up camp for the last couple of months. They are not there during the day, just at key times to beg. The whole area around the public seating area is strewn with litter and looks absolutely awful. That together with people sleeping around the new Council buildings. If I had just got off the train to visit Coventry I would turn back round and leave. It is a dreadful first impression. Not the impression we want for City of Culture.
Accommodation	people who have pets and are made homeless should have access to accommodation that allows them to take their pets with them.
Other	Ftr4
Other	Rrr

Theme(s)	Contribution
Partnership, Accommodation	What specific help will there be for homeless people with dogs? I assume that Cov City Council will work with the animal charities to ensure there is provision for both people and animals so they can both be housed together and get vet help if needed - I am sure there would be strong support for this by Coventry citizen.
Enforcement	Stop beggars asking for money constantly
Accommodation , Achievability	More social housing is needed. Personally I am sick to death of all this student housing that is being built in the city centre. Its ugly and an eyesore and why is investment being made only for students who are only temporary visitors to the city when long term residents are being forced into cramped unsuitable accommodation. The way I see it the rough sleeping strategy does nothing to address the lack of suitable affordable housing in the city which is one of the reasons why the country is experiencing a homeless crisis in the first place!!!!
Complex Needs, Gender and Age	working with/monitoring at risk children and care leavers to ensure they don't face homelessness.
Accommodation	Limit the number of properties being made available for students, so that normal people can have affordable housing which will drastically reduce homelessness
Other	A protocol for dealing with rough sleepers around the city including parks and open spaces, see next question
Partnership, Achievability, Supportive	Yes, I believe so provided it is a fully integrated approach and money and staff resource are invested
Complex Needs	Sufficient Support for care leavers to prevent them from becoming rough sleepers
Clarity of Strategy	We feel that the details in the Draft Strategy aren't strong enough. More direct approach with more positive outcomes. it appears to be very vague and offer the clarity it needs
Supportive	No
Partnership, Enforcement	<p>Cross referencing with Police and partner agencies to see if the registered Rough Sleepers are committing crime/offences which could be alleviated with correct intervention.</p> <p>Removal of rough sleeper bedding to a secure area allowing owners to collect within a designated time frame. This will clear the areas and potentially stop another rough sleeper using the bedding for themselves.</p>
Accommodation	Rough sleepers that may have pets. They face the most difficulties getting off the streets.
Achievability	Enough trained personnel to carry through your objectives.

Theme(s)	Contribution
Partnership, Information	Engaging the wider community. There is a lot in the strategy about agencies working together and ensuring that rough sleepers know where to access support, but relatively little about educating the general public in how they can signpost and support rough sleepers. If the problem is to be solved then it will take the combined efforts of everybody, not just public sector bodies and charities.
Partnership, Information	Engaging the wider community. There is a lot in the strategy about agencies working together and ensuring that rough sleepers know where to access support, but relatively little about educating the general public in how they can signpost and support rough sleepers. If the problem is to be solved then it will take the combined efforts of everybody, not just public sector bodies and charities.
Supportive	I think the draft covers all relevant areas.
Complex Needs, Gender and Age	Priority given to those who are underage sleeping rough as well as those who are leaving children's homes or foster care.
Enforcement	Ensuring the removal of mattresses etc. that are littering the city,
Complex Needs	Check if people are actually a rough sleeper and why as you said find out barriers
Enforcement	Zero tolerance of rough sleeping in the city disabled car park. Vulnerable disabled people are being preyed on for money and are frightened to use the facilities that help them because of permanent rough sleepers who bed down there and sit there all day being threatening and abusive.
Partnership	An excellent plan only if all strategies are followed through vigorously by all the agency partnerships working as one!!!
Complex Needs, Partnership	Speaking to people during the day. Social interaction can go a long way. Neighbourhood wardens were good for this.
Complex Needs, Partnership	If rough sleepers are not able to undertake volunteer work-based activities - can we (as part of the independent arts network in Coventry) work with the various agencies to develop a range of activities that offer a programme of educational, transferable and life skills via drama/writing/media? I feel we can offer valuable bespoke support to individuals with various needs as well as offer forums for shared life experiences that may help other rough sleepers as they transition.
Other	What about people not from Coventry who are sleeping in our city at night ?

Theme(s)	Contribution
Achievability	I have answered yes to previous question , but not 100% convinced. But something needs to be done as soon as possible to help people off the streets. The numbers in town are a sad reflection on our city and the society we live in.
Partnership, Clarity of Strategy	The Strategy should include reference to the high quality employability pathways that exist in Coventry. It should make it explicit that agencies will identify and offer a sustainable route to economic and social independence for people who are former rough sleepers. While many people who are rough sleepers may not be ready to enter immediate employment it will be important that they are give the best quality support available at the point when they are able to benefit from it. The primary route for this support in Coventry will be a referral into the Job Shop and the Programmes available to address multiple barriers that may make it difficult for individuals to move toward, enter and sustain employment.
Complex Needs, Enforcement, Accommodation	An importance around 'safe' accommodation; that are safe for the individual eg: away from their perpetrator(s)
Complex Needs, Partnership, Accommodation , Gender and Age	<p>Of course, any additional resource and a 'joined up' approach is welcome and the three pillars encapsulate what needs to be done. However, we feel that the big issues driving the huge increase in rough sleeping are not being addressed.</p> <ul style="list-style-type: none"> <li>Universal Credit and benefit cuts</li> <li>Mental Health Issues</li> <li>Domestic Violence</li> <li>Poor support for ex offenders leaving prison.</li> <li>Not sufficient supported housing for people who find it difficult to cope or who are drug/alcohol dependant.</li> </ul> <p>Of course, some of these issues cannot be dealt with alone by Coventry- we need a national campaign to realise the funding and policy change that will resolve those issues.</p> <p>We agree that a range of providers would be more suitable than relying on just one.</p> <p>The document refers to limited resources. Without a huge increase in resources for the Local Authority we are concerned that only limited support will be available which is not sufficient to support the most vulnerable rough sleepers.</p> <p>Housing offered can sometimes be in places where the individual can be more 'at risk'</p> <p>Young homeless people are more vulnerable and much more needs to be done to ensure that all young people can access affordable decent accommodation in the city.</p>

Theme(s)	Contribution
Complex Needs, Partnership	<ul style="list-style-type: none"> <li>• We support the proposal of developing a strategy to tackle homelessness across Coventry and through UHCW as an acute provider that serves the populations of Coventry and Warwickshire would like to see this connect with the work in Warwickshire on the feasibility of the Pathway model..</li> </ul>

## Appendix 2

The table below shows the responses to Q3: **Do you have any other comments on the Draft Rough Sleeping strategy?**

Theme(s)	Contribution
Accommodation, Enforcement, Giving	<p>All rough sleepers and their belongings should be cleared from the city centre shopping area during shopping hours as this is not good for the general public to feel threatened with their begging etc. It also does not look good for visitors to the city who assume the council does not care about this situation. Maybe a ? spare shop premises or other venue should be provided for rough sleepers to use and keep their belongings during the day with people available to give them help as required.</p> <p>There should be a policy for the Council/Government departments to provide pre-paid accommodation, food etc. rather than give money to people who do not use it for essential basics like a home + food, then so many people would not become homeless in the first place.</p>
Complex Needs, Achievability	<p>I worked nights at student accommodation in Gosford street from feb until sept 18. I came into contact with a lot of these ruff sleepers they choose to live on the streets and beg because they know people will help them . These people need to be re educated this wont be easy a vast majority have dependency issues and mental heath problems. How far will the funding you have go and once this runs out who will be funding this bearing in mind the city council is cutting every budget possible . The amount of money being wasted on the city of culture nonsense Coventry city centre is a dump the only people who really use it are students beggars druggies basically the dregs of Coventry as you councillors know that's why you moved your head offices away from the main part of the city . The vast majority of people that I have spoken to all say the same the city is a dump</p>
Clarity of Strategy	<p>There should be a follow up stratgedy on cases who have been offered help especially if the appear back on the streets</p>
Clarity of Strategy	<p>Without context, the line about how those returning to the streets may - in some cases - face prosecution does not sound at all positive. It raises a question as to when this might be appropriate how it might potentially be misused.</p>

Theme(s)	Contribution
Complex Needs, Partnership, Enforcement, Achievability	<p>It reads fine on paper. But will you be able to find the financial, human and other resources to implement the strategy with the care, compassion and consideration required?</p> <p>People are in need of help, support and assistance - not policing. This principle must be at the forefront.</p> <p>I saw no mention of role of voluntary associations and members of public.</p>
Complex Needs, Partnership, Clarity of Strategy, Gender and Age	<p>The reference to the Duty to Refer is welcomed but I wonder if there should be a more explicit requirement for partners across the city to be aware of this and the role each has to play, particularly registered providers.</p> <p>It is also important to see the recognition that there is a wider health agenda and that engagement with both health commissioners and the NHS more widely critical to deliver some of the wider outcomes of the strategy. This is particularly important in terms of physical health but also in terms of mental health.</p> <p>Is there any evidence that suggests there is an increase in the most vulnerable rough sleeping and is this a part of a wider issue related to human trafficking and or organised crime. Is there any evidence from West Midlands Police to support this.</p> <p>I would also have expected to see a link made to Safeguarding more clearly.</p> <p>Perhaps there could be the opportunity for the lived experiences of someone who has rough slept to be used within the strategy to stress why outcomes can be so important?</p> <p>I appreciate this might be easier said than done but could be a powerful message to a wider audience who may just feel for some rough sleeping is a choice and feel that the solution is making it less visible rather than tackling the root societal causes.</p>
Partnership, Clarity of Strategy, Giving	<p>The case management approach is excellent; it not only needs to be signed up to by all partners (as the document says) but it also needs really strong leadership.</p> <p>There is no mention of an approach to discourage people from donating money to rough sleepers. Among the population there is a disagreement as to whether giving money helps or hurts.</p>

Theme(s)	Contribution
Partnership, Accommodation	Services other than The Salvation Army should be brought in to support the operation of the strategy. The Salvation Army cherry-pick who can access their accommodation and do not provide a safe environment in which rough sleepers can access and be treated with respect. It would therefore be beneficial to see a consortium of services provide a variety of accommodation types and services that work together every day, rather than just come together monthly/quarterly and walk away that actions that are never followed up and lost.
Partnership, Clarity of Strategy	A consistent approach by all agencies involved is vital to delivering this service.
Accommodation, Gender and Age	Where are the links with VAWG specialists in city, any provision of women only safe spaces? The multi agency initiatives are great but lack insight into how safe women feel accessing support here ( as males also use this). Is there specific data available on how many women are within the estimated July 2019 count? How will this strategy link with VAWG specialist agencies such as women's aid , crasac, Kairos etc?
Accommodation	Why did Coventry take on so many immigrants (we are virtually the top provider in this area) when we already had a homeless problem. Surely its more important to sort out those we already have before taking on more people needing homes. No more until everyone here is homed and getting the care and benefits they need to keep them safe.
Complex Needs, Partnership	More emphasis could be placed on rough sleepers experience of complex multiple traumas. By raising awareness of the trauma recovery among staff from statutory and voluntary agencies we could increase chances for engagement and positive interaction.
Partnership, Clarity of Strategy	A form of words that shows that charitable partners will be supported by CCC and not just relied upon. Whilst tens of thousands of pounds go to large contractors, it often feels like the third sector is picking up the crumbs.  I have spent more time begging for money than someone sitting in a doorway!  Best regards,  Nobby Clarke

Theme(s)	Contribution
Achievability, Supportive	It's a start but I will be interested to see how much the overall picture actually changes. I very much hope it does. It's a disgrace to our so called civilised society.
Complex Needs	It is my understanding that help is available only if the person want's the help? If true, what would the plan be for rough sleepers who refuse any help?
Supportive	No
Enforcement	no point in fining a homeless person for begging
Supportive	It seems comprehensive. It's good that it refers to the wider public as well as the rough sleepers
Partnership	Fostering a joined up thinking envisioned will be key to the success of this initiative.
Complex Needs,	Most concerned how the same lady continues to sleep under the subway in grey friars green , Coventry. I pass her each day , what should be done in cases like this, she looks very 'ill' somedays - does the draft really help some one like this - thank you
Partnership	FWT would like to join current working groups to support this strategy. Email Christine.mcnaught@fwt.org.uk
Complex Needs, Enforcement	This seems like a good pre-emptive strategy, which is forward thinking. But there also needs to be a strategy for the current situation - the proliferation of homelessness now, means that many have been on the streets long-term and have 'settled' into it. What will we do to support and change their circumstances? It feels very overwhelming in the city due to the high level of direct-begging (people approaching you as you walk along). This is intimidating for many and creates an oppressive atmosphere that must be affecting businesses.
Other	a certain amount of rough sleepers does not trouble me although I could imagine too many, at the moment (end of 2019) it does not seem too many
Clarity of Strategy, Achievability	It's not clear or concise, it has a bold aim of eradicating rough sleeping but with no clear delivery plan or action plan as to how it will be achieved.
Accommodation	Not just winter night shelter, all year round shelter
Complex Needs, Partnership	I think this needs to go back to the drawing board with a view to the council gaining a better understanding of what good quality direct provision looks like, and how the needs of service users can be properly considered. I'm sure third sector services across the City would be happy to support a more inclusive, trauma-informed approach to meeting the needs of the most vulnerable in our City.
Clarity of Strategy	Local newspapers should be stopped from reporting on individual cases, this can be unhelpful for the vulnerable individuals concerned e.g. 'Celtic Gary' reported at Coventry Live

Theme(s)	Contribution
Complex Needs, Partnership, Accommodation, Achievability	I think it the best strategy for a long time I hope you do not run out of money and the NHS do not deliver their part including Mental Health services. Its a national problem and should be sorted on a national level. Nationalise the building industry and built homes for all not just the rich.
Partnership, Clarity of Strategy, Achievability	I think that the strategy would have been made clearer by listing the partners and their specific roles. Achieving these outcomes by 2022 seems incredibly optimistic. A proper breakdown of each activity, even if just headlines would have helped. Moreover, I would have liked to understand what is being achieved right now out of the action points and what will be a brand new initiative. This would assist in making a judgment about the viability of the vision.
Accommodation	It appears to do no more than give support to rough sleepers, instead of focusing on the need for more housing within the city of Coventry. Also, it makes no mention of how rough sleepers will be able to cover their rents given the cuts to housing benefit that this Labour led council has done nothing to oppose!
Enforcement	I may have missed it but there doesn't seem to be much emphasis on the homeless respecting city space. Retailers are trying to trade with customers stepping around dirty sleeping bags, comatosed individuals and their belongings, making the coventry retail experience appalling. Are we so wishy washy that no one is prepared to say this is unacceptable? Look at the rates these city centre businesses are paying out. No one can be surprised if they go out of business because people want to stop visiting Coventry. There is no place for duvets and belongings being left out during the day in pedestrian areas. It's fine to have a compassionate approach but the bigger picture needs to be considered and acted on quickly.
Complex Needs	Many don't want intervention... what do you do rev these?
Enforcement	Doesn't really matter what anyone tries to do about this problem. It's easier for the 'rough sleepers' to camp out around car park machines and other prime spots in the city centre as this is the only way they want to get (beg) money!
Accommodation	Safer hostels Hostels that allow dogs Safe storage for rough sleepers to leave their belongings during the day
Supportive	I am pleased to see that useful gaps in provision have been identified and an empathetic approach to supporting people is leading the strategy.

Theme(s)	Contribution
Complex Needs, Accommodation	<p>It is important to ensure that temporary accommodation is appropriate. Housing homeless people with problems such as mental health or drink and drug issues in accommodation located close to residences with young families and elderly people its not helpful to either the homeless people or the local residents.</p> <p>Temporary accommodation that is on the outskirts of the city means that homeless people have to travel long distances on foot or public transport in order to access city centre support facilities.</p>
Accommodation	Please come and talk to the homeless residents of Allesley Hotel and Allesley Village to hear everyone's concerns.
	More council homes need to be built. Also, if the council were to introduce a scheme like 'graven hill' in Bicester, this could attract high earners to the city and provide greater tax revenues and support for local businesses. The extra service type jobs would reduce homelessness.
Other	[This was a blank response]
Accommodation	its a very poor image of the city when you see the same people in the same place day and night. its not rough sleeping, its all day and night.
Clarity of Strategy, Enforcement, Achievability	We are turning into a nation of do-gooders rather than tackling the problem face on. You need to step up the enforcement to stop the beggars and those who intimidate people and concentrate on helping those with a genuine need. I also think that your strategy fails to set out clearly measurable and achievable goals.
Other	Ffr
Other	Fff
Giving	Maybe instead of making begging illegal, we could make giving cash to beggars illegal; you could have a secure drop off point say in a bank (ie 'hole in the wall' type of thing) in areas where there are lots of beggars like the area around the Godiva statue in town - people could then give money but not directly to beggars, instead it would go to the strategy directly. Probably a dumb idea though.

Theme(s)	Contribution
Complex Needs, Information	<p>If this strategy reduces homelessness or eradicates it completely then that will be amazing. But why has it taken so long to get to this point. I think it's important to raise awareness of how the public can help rough sleepers as one of the worst things about working in town is the huge feeling of helplessness that you get knowing these vulnerable people are there and are struggling but not having a clue how to really help them and make a difference as let's face it buying them a coffee isn't going to get them off the street is it. I also think training and education is really important as is access to therapy services in order to build their confidence and address the issues which made them homeless in the first place</p>
Partnership, Information	<p>look into incentivising/rewarding local independent businesses for donating left over food at end of the day.  encourage religious institutions to encourage their attendees to donate to foodbanks or run their own food collection drives at their place of worship which can then be donated to food banks.  awareness campaign so members of public know who to call/can direct rough sleepers to if they see a young person in such conditions or rough sleepers in adverse weather conditions.</p>
Enforcement, Information	<p>I think there needs to be better information for other departments who have to deal with rough sleepers, such as parks dept as we have found it hard to find the right contacts in the past.  There should also be a RS protocol that could be used when reports of rough sleepers come in to our department, who to contact, serving notice if they do not want to engage with yourselves and find alternative accommodation. This protocol should include Police / community safety in case the RS become aggressive.  We have seen an increase in the last 2-3 years from hardly and RS in parks to around an average of 10 a year mainly spring / summer times, with a proper protocol in place it should make it easier to deal with them and get them the help they need to find a proper home rather than sleeping in a Park.</p>
Partnership	<p>It would be a great idea if Steps For Change could be open 24/7 but I do understand</p>
Information	<p>Can we have a big poster in town to say where and when we can get help?</p>
Complex Needs	<p>Booze? Get in then no need to steal!! Or tokens, etc.</p>

Theme(s)	Contribution
Clarity of Strategy, Enforcement	The whole feeling of the words in this strategy are very weak. It needs a more direct approach with one to one training. If items are left out more than 12 hours then need to be removed. There are at least four places in the city centre that looks like fly tipping as the people are rarely there, but their belongings are i.e. by Friargate. Could we find a place for them to be put during the day as a "safe haven" i.e. in the new Steps for Change centre in City Arcade. They can be taken there to be washed and kept safe - there is plenty of storage rooms upstairs.
Supportive	No
Clarity of Strategy, Achievability	Once the strategy is in place and starts to show success it cant be something that stops once funding runs out. Although rough sleeper numbers may decline this doesn't mean the strategy has successfully solved the problem it just shows the strategy is working.
Accommodation	More needs to be done. Closed and unused shops spaces etc. Should be used as emergency sleeping area for rough sleepers to get away from rain and cold weather.
Supportive	It seems like a comprehensive plan to help those in desperate need of support
Achievability	I applaud the objectives, just hope you can achieve them and find enough cash to follow through. Good luck, a very worthwhile Strategy.
Complex Needs, Accommodation	Early intervention to migrate a swift move from street to temporary accommodation then to something more settled would be good to see. This would give agencies time to evaluate in temporary accommodation further needs for medical/drug/addiction interventions and stop the homelessness cycle.
Clarity of Strategy	I am keen to know the time line for this strategy and how it will be evaluated.
Achievability	I think it is a very good strategy and something the City should be proud of. I just want to see it implemented.
Supportive	It will be a long process so patience and perseverance is necessary.
Complex Needs	Help and support . Especially in winter times no one in these days should be on the streets if they can help themselves
Achievability	On paper it's looks great and if implemented in full will be great but it ALL needs to be implemented as a whole and not piecemeal approach, with adequate funding and personnel

Theme(s)	Contribution
Enforcement	Every rough sleeper should be given the opportunity to get off the street but not allowed to continue to sleep rough on the street once they have been offered help. They should be given an ultimatum of take up the opportunity of appropriate shelter, get off the street or go to prison.
Information	Just makes sure the information about the strategy is widely known and available for the general public to pass on your strategy to any homeless person.
Complex Needs	<p>Great plan, supporting to access employment!! Preventing solves problem.</p> <p>Not sure, it would help the rough sleepers knowing that there is help with their health issues, if they do not have capacity to exert themselves to seek help. Whatever the strategy, they may need intensive support and follow up plan until they have truly gained an autonomy.</p>
Information	Ensure that once the strategy is approved the public promotion is easy to understand, inclusive and relatable. A more personal approach may be more affecting and effective. ie: don't use cartoons/graphics...this only perpetuates the narrative of 'rough sleepers' being 'other'/not 'us', where, as we know it could easily be one of us. Julia Negus - Theatre Absolute

Theme(s)	Contribution
Complex Needs, Partnership	<p>Specific points on the strategy related to employability support:</p> <p>Parag 1.4 Agree that ‘loss of job’ is a negative factor related to someone becoming a rough sleeper. Therefore suggest someone in our service attends meetings of the partnership or act as a consultee to the partnership on issues related to employability.</p> <p>Parag 2.5/3/3 ‘Promote recovery’ as part of national government 3 core pillars. This should include a guaranteed referral to the Job Shop for ongoing employability support once a partnership agency engaging with an individual assesses that the individual is ready to receive such support. This may be before the individual is deemed to be ‘job ready’ but should be at a point where it is likely that an individual will attend appointments and engage positively with the support they are offered by us or by our delivery partners.</p> <p>Parag 4.4 Establish regular meetings between the Assertive Outreach Service and an agreed point of contact at the Job Shop. This to ensure up to date information about Job Shop services and local employment, education and training opportunities can be shared.</p> <p>Under ‘To promote a person’s recovery once they are off the street to build positive lives and so they do not return to rough sleeping’</p> <p>On Point 6 add ‘This will include a managed referral into the services offered by the Job Shop and by the range of Programmes funded to support into employment, education and training’.</p>
Complex Needs, Partnership, Clarity of Strategy	<p>We can utilise our position to connect to the proposed Coventry rough sleeper’s strategy, which is focused on those that are already or at risk of sleeping on the streets.</p> <p>We would like to understand the plans underpinning the pledge in relation to supporting discharges from hospital to ensure that we are able to improve the outcomes for the patients we service and understand the wider impact on care.</p> <p>We are planning to undertake a needs assessment as a Trust on the issues and support required for patients in hospital care who are homeless of which rough sleepers are one element. We would appreciate the opportunity to discuss this further.</p>

<b>Theme(s)</b>	<b>Contribution</b>
Complex Needs	I think that it's fine as a strategy, I know that the government are giving more resources to tackle the symptoms of homelessness but unless the root causes are resourced then the strategy can't work - there needs to be a lot more resources put into housing generally, employment, poverty, addiction help, mental and physical health services etc

**Coventry City Council  
Equality and Consultation Analysis (ECA) Form**

*In line with the principles of decision making outlined in the City Council Constitution, the Council will ensure that its decision making is open and transparent, and that due regard is given to the Council's obligations and desire to promote equality of opportunity and equal treatment.*

## Form 1

***This part must be completed, and before formal consultation is undertaken and must be available during the consultation stage.***

**Author of this document: Sophie Hall**

**Name of ECA and Service: Draft Rough Sleeping Strategy – Housing.**

**Head of Service: Jim Crawshaw**

**Date of completion: 8<sup>th</sup> August 2019**

### ***Background to the planned changes***

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**1. What is the background to the planned changes? Why is this change being considered?**

Coventry City Council has strategic housing duties, and duties towards people who are homeless or threatened with homelessness.

The Ministry of Housing, Communities and Local Government (MHCLG) has made addressing rough sleeping a priority. They have committed to halve rough sleeping in this Parliament and to end it by 2027. MHCLG have produced their own Rough Sleeper Strategy and one of the requirements is for individual Council's to develop their own Rough Sleeper Strategies and Action Plans by December 2019.

Coventry City Council's Rough Sleeping Strategy will set out how we plan to reduce rough sleeping in the City by providing support and developing a planned partnership approach to deliver existing and develop new services specifically for current and future rough sleepers.

Coventry has seen a significant increase in the number of rough sleepers over the last few years, which has been replicated both locally and nationally. Therefore, it welcomes the requirement for a Rough Sleeping Strategy and Action Plan. This will help raise the profile of the issues and challenges around rough sleeping whilst ensuring there is a planned approach to how we can effectively work together to ensure that no Coventry citizen has no other option than to bed-down on the streets.

The Draft Rough Sleeping Strategy focuses on the current position in the City, where we want to be, what tools and services are already in place and how we can maximise their impact and what are the gaps and how we will address these. These elements will be considered for current, future and hidden rough sleepers.

## Coventry City Council Equality and Consultation Analysis (ECA) Form

### 2. Who do you need to consider as part of this ECA? *\*stakeholder analysis*

- People who are currently rough sleeping
- People who have been rough sleeping
- People who are homeless or at risk of homelessness
- General members of the public
- Homelessness organisations and charities
- Advice agencies
- Registered Providers (housing associations)
- Private Landlords

### *Pre-Consultation Engagement*

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*This section refers to any activities that took place (such as briefings, meetings, workshops, scoping exercises etc) with stakeholders before the formal consultation period.*

### 3. What engagement activities took place prior to formal consultation and what feedback (if any) was received in relation to equality issues?

The initial development of the Draft Rough Sleeping Strategy and Action Plan was carried out in partnership with key external and internal stakeholders, which included ex-service users. The discussion considered the city's current position and considered what the collective vision was and the actions and tools that would be needed to achieve the vision to end rough sleeping in Coventry.

It was recognised to address any equality issues, we need to ensure both past, current and potential new rough sleepers views are considered and included. To do this it was agreed, we will work with current partner organisations to facilitate consultation that is appropriate to rough sleepers that ensures their views are collected in a way that feels safe and meaningful to them.

### *Analysis of Impact*

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In this section please ensure that you consider the three aims of the general duty as they affect **protected groups**. These groups are:

Age  
Disability  
Gender reassignment  
Marriage/Civil Partnership  
Pregnancy/Maternity  
Race  
Religion/Belief  
Sex  
Sexual Orientation

## Coventry City Council Equality and Consultation Analysis (ECA) Form

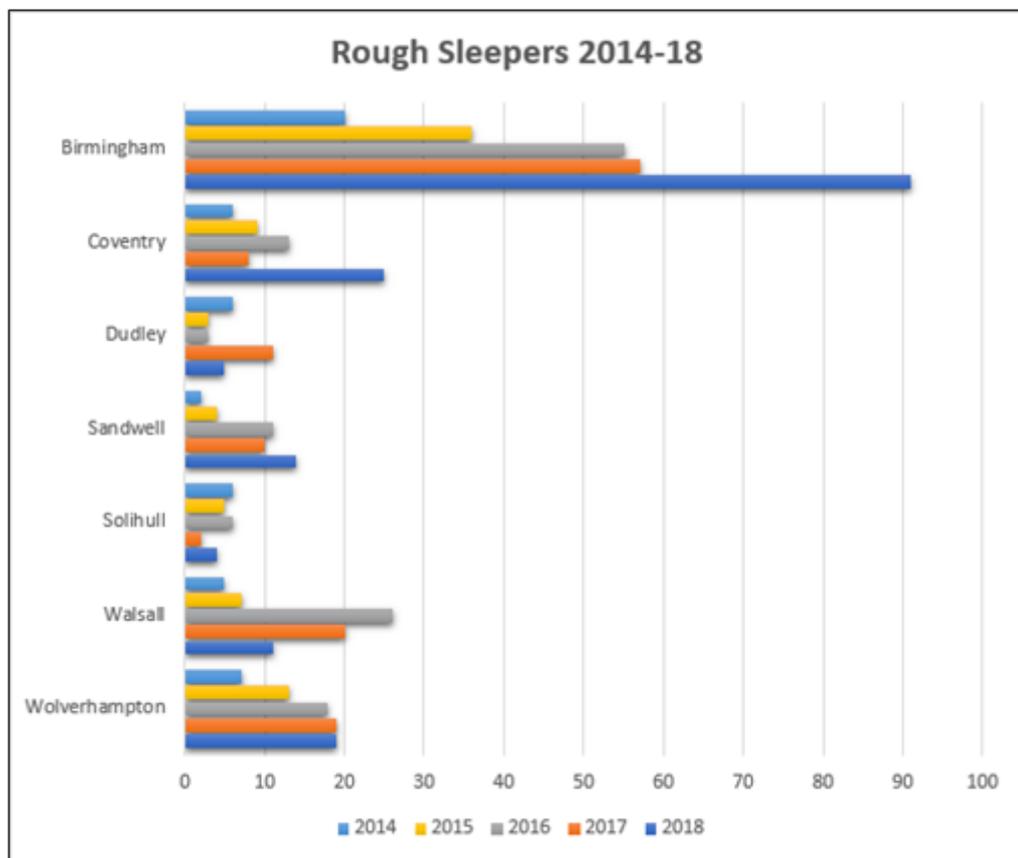
The **three aims of the general duty** require that a public authority, in the exercise of its functions, must have due regard to the need to:

- Eliminate discrimination, harassment and victimisation
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it

**4. Outline below how this proposal/review could impact on protected groups positively or negatively, and what steps/mitigations (if any) could be taken to reduce any negative impact that has been identified.**

Coventry has seen a significant increase in the number of rough sleepers over the last few years. Official figures demonstrate a 316 per cent increase in rough sleeping in Coventry over the last 5 years. This is a greater proportional increase than that of the greater WMCA which has seen an increase of 128 per cent over the same period, alongside the increase seen in neighbouring Nuneaton and Bedworth (267 per cent), and Nottingham (comparable size city) (278 per cent).

**Table1 – The increase in the number of rough sleepers on a yearly basis since 2014 across the West Midlands Combined Authorities**



## Coventry City Council Equality and Consultation Analysis (ECA) Form

**Table 1 – A table showing the increase in the number of rough sleepers on a yearly basis since 2014 in across the West Midlands Combined Authorities**

	Coventry	Birmingham	Dudley	Sandwell	Solihull	Walsall	Wolverhampton
2014	6	20	6	2	6	5	7
2015	9	36	3	4	5	7	13
2016	13	55	3	11	6	26	18
2017	8	57	11	10	2	20	19
2018	25	91	5	14	4	11	19

The last official count for Coventry was in November 2018 and there were 25 rough sleepers as illustrated in the table above, however latest intelligence suggests that the number of rough sleepers in Coventry is 58.

By nature of the complexities of the cohort demographic information is very limited. The team who work with Rough Sleepers indicate that they have information for 43 current rough sleepers. The City has secured external funding to appoint 3 posts whose role is to specifically work with our rough sleepers to overcome barriers in securing a tenancy and supporting the client to access medical support, training and or employment opportunities. As part of the interim Rough Sleeping Action plan; one of the priority areas is to identify and engage with all 58 rough sleepers from the July 2019 unofficial count.

<b>*Gender:</b>	
Male	32
Female	10
Unknown	1

\*The draft Rough Sleeping Strategy aims to work in partnership with local organisations to provide services which will have a positive impact on both male and female, which will support them to overcome any barriers to secure a tenancy.

<b>*Age:</b>	
16-24yrs	3
25-44yrs	9
45-59yrs	5
60-64yrs	0
65-74yrs	0
75yrs & over	0
Unknown	26

\*Demographics of the current cohort of rough sleepers is limited. Rough sleepers generally do not wish to engage in conversation with our Rough Sleeper Workers and so establishing their ages can prove problematic.

<b>*Ethnicity:</b>	
White British	15
Black British	2
White European	5

## Coventry City Council Equality and Consultation Analysis (ECA) Form

South American/British	1
Unknown	20

\*The City has a cohort of rough sleepers who are from the EU or outside EU and Refugees. There is limited information and the data is not thorough in part due to language barriers. However, this is a priority for the service area to identify and engage with this cohort and there is a Rough Sleeper Worker whose role is to specifically engage and work with this cohort in the action plan going forward

Disability	
Yes	0
No	12
Unknown	31

\*Demographics of the current cohort of rough sleepers is limited. Rough sleepers generally do not wish to engage in conversation with our Rough Sleeper Workers and so establishing if the person has any disabilities can prove problematic. However, research indicates that rough sleepers have complex needs which can include mental health issues which may be significant enough to fall under the protective characteristics.

### 5. Are there any other vulnerable groups that could be affected?

Other groups that could be affected are:

- care Leavers;
- prison leavers;
- those leaving an institution or hospital;
- victims of domestic abuse;
- asylum seekers who receive refugee status and have limited time to leave accommodation provided by the Home Office;
- people in fuel poverty;
- people in poverty and as a result are unable to cover their basic housing costs.

Each of these groups are subject to specific targeted areas of work of the Housing and Homelessness Strategy, which the Rough Sleeper Strategy complements. For example, prison leavers will be included within the homelessness services re-commissioning work. There is a separate tendering exercise to provide services to victims of domestic abuse – as well as an accompanying strategy.

There is also a group of people who are not 'eligible' for homelessness services provided by the Council under the Housing Act 1996 (as amended) - usually due to their lack of immigration status, including people with 'No Recourse to Public Funds' (NRPF). There are very few options available to this group if they need housing assistance as they are specifically excluded from public services and are not eligible for certain benefits (such as housing benefit). We know that a large proportion of our rough sleepers fall into this group.

If the household contains dependent children, the Council may have duties under Section 17 of the Children Act 1989 to accommodate the family. 10 applicants who made a full homelessness application in 2017/18 were found to be 'not eligible'.

Housing Services will work closely with Children's Social Care services and the Migration Team, as well as voluntary organisations (such as the Coventry Refugee &

## Coventry City Council Equality and Consultation Analysis (ECA) Form

Migrant Centre and the Coventry Winter Night Shelter) to offer appropriate assistance and signposting etc.

Rough sleepers have complex needs and often there are presenting with mental health issues which are being self-medicated and therefore, not being effectively supported. Through the commissioning of the Council's homelessness services as well as linked services associated with drug and alcohol support for example the council and its partners work with health care providers to support the health and wellbeing of homeless households and rough sleepers.

There is a cohort of hidden rough sleepers such as sex workers whereby these people are not present at the time of any counts as they are working, and potentially they bed-down on the street during the day. The Rough Sleeper team will work in partnership with specific teams who offer support to sex workers so that their housing needs will be considered.

### **6. What are the gaps in evidence? Can this be addressed during the consultation stage?**

The current cohort of rough sleeper's demographic information is very limited. The team who work with Rough Sleepers indicate that they have information for 43 current rough sleepers. However, at the last unofficial count this number has increased to 58 rough sleepers. This gap in information can be addressed by the newly appointed Rough Sleeper Outreach Workers whose role is to work with our rough sleepers and specifically our rough sleepers who are refugees with status and EU immigrants, to engage and support them.

With the introduction of a new outreach team we expect over the next 6 months that further information to be collected, including the protective characteristic data and therefore be able to be analysed and included in management information process and/or service specifications.

The current data on rough sleepers does not record information about religion/belief, sexual orientation, gender reassignment, or marriage/civil partnership (specifically – it does record if the household type is a 'couple').

It is not expected that religion or marriage/civil partnership has an impact on housing and homelessness or peoples' ability to access housing. However, research undertaken at a national level shows that people may be more at risk of homelessness and may experience barriers to housing due to sexual orientation or gender reassignment.

### **7. What are the likely impacts of this project/review on staff from protected groups?**

No specific impacts on staff are expected.

## Form 2

*This section should be completed AFTER any consultation has been concluded.*

Author of this document: Sophie Hall

Date of completion: 31<sup>st</sup> October 2019

### *Potential Impacts – further information*

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- 8. Referring to the information detailed in question 4 of ECA Form 1, state if the potential impacts have been confirmed. Also detail below any additional information about potential impacts that has been highlighted during any consultation.**

It was not known as to whether the current cohort of rough sleepers have a mental impairment, research suggested that this could well be a feature, but this detail of information had not been previously collected. Following face to face feedback with people who are currently rough sleeping or have recently experienced rough sleeping all shared that they have required support with their mental well-being, citing substance misuse or depression due to a relationship breakdown as the cause. We know that the majority of those sleeping rough have a substance misuse issue and or a mental health need however, mental health needs are often not formally diagnosed due to their manifestation being related to a lifestyle choice and not a formal mental health diagnosis.

Therefore, in order to ensure that the Rough Sleeping Strategy and Action Plan meets all groups with a protective characteristic consideration will be given to improve links with secondary health services who provide support to individuals experiencing mental well-being difficulties due to substance misuse or depression.

During our consultation and research process we have established a cohort of hidden rough sleepers who are sex workers. Whilst they are not protected in terms of the Equality Act in terms of having a protected characteristic, they are a minority group whose needs are not currently being met. There we will be undertaking more engagement with this group and current service providers to understand how best to meet their needs.

We were also able to update our latest demographic information of our cohort of rough sleepers. Coventry City Council, Rough Sleeping Outreach Team report on the 29<sup>th</sup> October 2019, they have identified 62 who are presenting as rough sleeping. This is an increase from previous figures, but rough sleeping figures can only be a snap-shot at a period in time and can fluctuate. The majority were males; 92% were males and 8% were females. Of which, 56% were White British, 39% were White European, 3% Black British and 2% were Black African. Ages of our rough sleepers are 16-24yrs 5%, 25-44yrs 65%, 45-49 yrs 11%, 60-64yrs 0%, 65-74yrs 1% and there were 18% where we did not know their ages.

**Coventry City Council  
Equality and Consultation Analysis (ECA) Form**

*Outcome of equality impact*

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**9. Indicate which of the following best describes the equality impact of this project/review:**

- There will be **no** equality impact if the proposed option is implemented
- There will be **positive** equality impact if the proposed option is implemented
- There will be **negative** equality impact if the proposed option is implemented but this can be objectively justified
- There will be both **positive and negative** impacts if the proposed option is implemented

*Summary of ECA*

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**Write a paragraph below which summarises the key aspects of this ECA.**

*This paragraph should be included in the Equalities/EIA section of any Cabinet/Cabinet Member Report.*

By having a shared partnership approach to strive to eradicate rough sleeping in Coventry by 2022, will improve the wellbeing and life chances of people with protected characteristics, who are homeless or at risk of being homeless, and it will, therefore, have a positive impact.

Mental well-being impairment is a feature within the cohort of rough sleepers and those who have experienced rough sleeping, therefore is important that strong effective links are made with appropriate agencies who support people to overcome.

# Coventry City Council Equality and Consultation Analysis (ECA) Form

## Approvals from Director and Cabinet Member

**Name of ECA Author - Sophie Hall**

**Date - 31/10/19**

**Director:** David Ashmore

Date – 19/11/19

**Cabinet Member:** Councillor T Khan

Date – 4/11/19

**Please detail below any committees, boards or panels that have considered this analysis.**

<b>Name</b>	<b>Date</b>	<b>Chair</b>	<b>Decision taken</b>
Scrutiny Board 4	14/11/19	Councillor N Akhtar	N/A

## *Next steps*

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Please send this completed ECA to the Insight Team as follows:

Wendy Ohandjanian ([wendy.ohandjanian@coventry.gov.uk](mailto:wendy.ohandjanian@coventry.gov.uk) tel. 7683 2939)

Jaspal Mann ([jaspal.mann@coventry.gov.uk](mailto:jaspal.mann@coventry.gov.uk) tel. 7683 3112)

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