

Working Together to End Rough Sleeping

Rough Sleeping Initiative 2022 – 2025: Guidance for Local Authorities

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Introduction

The Government has committed to ending rough sleeping by the end of the current Parliament. The Rough Sleeping Initiative (RSI) is crucial to meeting that commitment. We have made excellent progress on our manifesto commitment to end rough sleeping. The annual rough sleeping snapshot in 2020 saw a 37% reduction from the year before. Rough sleeping levels have fallen 43% since 2017.

As announced at the Spending Review, this Government is committing over £2bn to tackle homelessness and rough sleeping over the next 3 years, with multi-year funding enabling local partners to better plan services and maximise efficiencies. This includes continuation of the RSI.

The Department for Levelling Up, Housing and Communities (DLUHC) are proud to begin the process of working with you to plan for the next phase of Rough Sleeping Initiative (RSI 2022-25). As part of this process, we ask that you and your partners think about their longer-term plans to end rough sleeping locally, and how RSI funding can be used to support these ambitions. RSI 2022-2025 will build on past successes, provide ongoing support to those who need it and continue the work to reduce and ultimately end rough sleeping in England through building sustainable pathways and preventing rough sleeping.

This guidance sets out the process to submit proposals for RSI 2022-2025, the key objectives of the fund, and the support that will be available to local authorities as you develop your proposals during coproduction.

The guidance is not exhaustive, and you will be working closely with RSI advisers throughout this time who will be able to advise and guide you through the process.

Background

The Rough Sleeping Initiative was first announced in March 2018 and sought to make an immediate impact on the rising levels of rough sleeping. In its first year (2018/19) we allocated £30 million to 83 local authorities providing targeted support to the areas who had the highest levels of rough sleeping. This was backed by our rough sleeping adviser team who provide tailored advice and support to RSI areas so that they can achieve their goals of reducing and then ending rough sleeping.

Since 2018/19 RSI has expanded to 249 local authorities in 2019/20 with £46m funding allocated, including £12m for new areas joining the initiative. In the third year of RSI (2020/21), £112m was allocated to 291 local authorities. In the fourth year of RSI (2021/22), £200m was allocated to 281 areas. This work continues to be supported by our expert adviser teams (Rough Sleeping Initiative (RSI) and Homelessness Advice and Support Team (HAST)) who have formed strong partnerships with local authorities and continue to work pro-actively to support you and to provide challenge and assurance of your local approach. The RSI has worked, our impact evaluation identified that in 2018, the initiative reduced the number of people sleeping rough by 32% in the areas funded, compared to the number it would have been had the initiative not been in place.

We want to build on the work of past RSI's funding and enable you to thoroughly plan your response to ending rough sleeping over the next three years. We listened to your feedback and recognised the importance of long-term funding certainty and hope to provide this through RSI 2022-2025.

Section 1: The Purpose of RSI 2022-2025

1.1 RSI 2022 – 2025

This funding, alongside the dedicated support of RSI advisers, is designed to support local authorities build on the successes already established through the RSI, continuing the work to reduce the number of people sleeping rough and enhance services for them and those at risk of sleeping rough. A key aim of RSI 2022-2025 is to give local authorities the funding certainty they need to think longer-term about their responses to rough sleeping and the interventions they need to end it. We are looking for local authorities to think about their current rough sleeping response across these four objectives:

- a) **Prevention** - Activities to stop people sleeping rough for the first time
- b) **Intervention** - Support for those currently sleeping rough to move off the streets
- c) **Recovery** - Support for those who have slept rough to ensure they do not return to the streets
- d) **Systems Support** - Systems and structures to embed change and monitor progress

We expect local responses to mature throughout the funding period, with greater focus being placed on prevention activity as we work together to reduce the number of people sleeping rough.

1.2 What the funding will cover:

Proposed interventions should reflect your current Ending Rough Sleeping Plans as well as your local homelessness and rough sleeping strategy. They should clearly demonstrate prevention, and the pathway from the streets and into accommodation with support, recognising that while some people can be assisted back to their accommodation or into private rented tenancy, others will benefit from bespoke housing options with specialist support in place.

Local authorities should know who is at risk of sleeping rough, who is new to sleeping rough, as well as who has returned to the streets or has spent long periods rough sleeping. We expect proposals to reflect local need and for services to be commissioned based on robust assessments in order to deliver tailored specialist support for individuals, including under the Equality Act 2010. Local authorities should consider how their offers can be flexible and

respond to seasonal demands, including winter and other surge provision (with no expectation of additional funding from the Department for this purpose in year).

This intelligence and understanding of why people sleep rough should inform the plans for your proposed rough sleeping response and the services and roles you wish to put in place, extend or enhance through RSI 2022-25 funding. You should ensure that RSI 2022-25 provision is informed by this and engage with all relevant stakeholders and delivery partners to ensure that needs can be met.

RSI 2022-25 is designed to provide support across local and regional rough sleeping pathways and there are a range of interventions it can fund. For example:

- **Prevention and early intervention:** Identifying those who are at risk of rough sleeping early and intervening before crisis stage. You should know why people are on the street to target resources at effective prevention and implement practical and strategic responses to help people sustain and manage their accommodation, with early alert systems in place when things are going wrong for an individual. This could include liaison and diversion approaches from hospitals and prisons and work with accommodation providers to reduce short notice eviction through proactive pre-eviction protocols. You should consider how you can improve your work with other agencies to deliver their Duty to Refer, enabling early identification of people at risk of sleeping rough. For example, with navigators or resettlement roles working with people leaving prison, those being discharged from hospital or young people leaving care.
- **Street-based response:** Assertive outreach that engages with those who are sleeping rough to support them into services away from the street. This is the crucial first stage in getting people into a pathway of services and should adopt features such as outreach shifts that correspond with patterns of rough sleeping in the area (for example regular early morning sessions) and personalised approaches focussed on client need. Outreach services should work in a multi-disciplinary approach with specialist teams such as mental health nurses, paramedics and the police. You should also consider the ability to gather data from the street and use it to influence the operation of all other services downstream.
- **First stage accommodation:** Accommodation providing a safe space away from the street, mitigating the risks individuals face when sleeping rough and enabling rapid assessment and move-on. There are various models of rapid assessment hubs and they will need to be tailored to local need with a preference for self-contained. You

should consider how the 'off the street offer' will meet demand all year round including the colder months. When calculating costs, housing benefit recovery should be factored in as appropriate.

- **Housing support and housing led solutions:** Options for the supply of longer-term accommodation opportunities to help sustain a life away from the streets. This works best when combined with appropriate floating support, to help people resettle, and sustain their accommodation. As part of this you should consider work with social landlords and the private rented sector to increase people's access to longer term housing, including enabling access to the private rented sector for those leaving custody. Housing-led solutions should be considered for people with more complex needs who require intensive on-going support in an environment that is flexible enough to promote their recovery. This may include Housing First where the intention is to provide intense support alongside a permanent offer of accommodation. (RSI 2022-25 will not cover capital related bids for accommodation. Capital funding has been made available through the Rough Sleeping Accommodation Programme.)

- **Specialist roles and provision:** Identifying and addressing the needs of the most vulnerable people, such as women, victims of domestic abuse, young people, LGBTQ+, those with drug and alcohol needs or mental ill-health, and people who sleep rough repeatedly and long-term, is vital to sustainably ending rough sleeping.

There is a high crossover between people that sleep rough and people with a history of offending. You should also consider if there are any specialist roles or provision that can be delivered to support people leaving prison into settled accommodation. You should also consider specialist skills for supporting employment and health outcomes.

We expect that any specialist roles will have the full involvement and support of relevant partners, and that interventions integrate and build on partnerships, to avoid stand-alone interventions (where appropriate you should also consider the suitability of other funding streams).

1.3 Individuals with restricted eligibility due to their immigration status

Some individuals you encounter will be ineligible for statutory homelessness assistance due to their immigration status and we recognise that supporting this cohort can present unique challenges. We must remind you that the rules as to eligibility relating to immigration status, including for those with restricted eligibility, have not changed. However, this does not mean that you should not offer any support to this group.

Any funding we have provided, including RSI funding, can be used to help anyone, as long as you are acting within the law in doing so. Therefore, we encourage areas to use RSI 2022-25 funding alongside existing interventions to exhaust all options to support this cohort with longer term sustainable solutions.

To help with this, you should assess this group on an individual basis, considering that person's specific circumstances and support needs to identify the most effective interventions. Examples of these interventions are listed below, noting that this is not an exhaustive list:

- Funding to support individuals on voluntary reconnections to home country;
- Funding for support workers/navigators to provide specialist support to enhance an individual's move-on options, including resolving an individual's immigration status;
- Funding for faith and community sector organisations who may be able to provide longer-term support/interventions through shelter accommodation or family placements with support; and,
- Funding for immigration and legal services to support regularisation of status;
- Funding for translation services and/or specialist outreach.

Alongside using funding available to support this cohort, you should also consider how you can work with Home Office to support individuals to regularise their status, as well as encouraging voluntary returns where a person does not have a legal right to remain in the UK. If you would like to discuss what the options for this are in your area, please do get in touch with the Home Office Homelessness Team on:

HOHomelessnessTeam@homeoffice.gov.uk.

1.4 Support to improve the health of people who sleep rough

The experience of the pandemic has redoubled the government's determination to ensure that housing, public health, social care and healthcare and the voluntary and community sector work more closely together in the future than ever before. Throughout the pandemic, we have worked with Department for Health and Social Care (DHSC), Office for Health Improvement and Disparities (OHID), UK Health Security Agency (UKHSA) and National Health Service England (NHSE) to ensure that people sleeping rough or in emergency accommodation have their health needs met. It is vital that we build on this unprecedented collaboration and make sure that the health and well-being of people supported through the

RSI is central to the programme. As part of your application, you must show how you have involved local health (including public health) and care commissioners and providers, including at the Integrated Care System level. Where you identify gaps in local health and care for people sleeping rough, applications for funding to address this will be considered, this could include addressing the physical or mental health or substance misuse needs of people sleeping rough, improving integration between health and housing services or providing suitable step-up/step-down accommodation to allow people who are homeless to leave hospital, or avoid unnecessary hospital admissions.

If you are bidding for costs related to meeting the substance misuse needs of people sleeping rough, you should first consider bidding into the Rough Sleeping Drug and Alcohol Treatment Grant (RSDATG). This will fund evidence-based drug and alcohol treatment and wraparound support to improve access to treatment, including for those with co-occurring mental health needs. If your area is not receiving funding for the RSDATG, you can bid for RSI 2022-2025 funding to provide these services in your area.

Examples of successful health related support funded through RSI 2021-2022 include:

- Funding for nurses and GPs, who deliver in-reach support to temporary accommodation which also includes immunisation, management of long-term conditions and wound care.
- Funding for social workers and health professionals who deliver health care on an outreach basis to the street and into temporary accommodation.
- Funding to set up a mobile health bus which offers support from sexual health, blood borne virus screening, immunisation and stop smoking teams.
- Funding for mental health workers, Clinical Psychologists, CPN (Community Psychiatric Nurse) and substance misuse services.
- Funding for social prescribing offering art, music, and horticulture sessions.
- Funding to enable work with a hospital trust on the hospital discharge pathway and the vaccination programme.
- Funding to offer access to a social prescriber benefits adviser.

1.5 Support for people into employment

Employment provision has the potential to aid a person's recovery and make their move away from the streets a sustainable and permanent one. Employment is not necessarily the silver bullet for everyone, but even for those with complex needs who are furthest from the job market, appropriate employment can play an important role in stabilising their lifestyle and integrating them within a community. For individuals with restricted eligibility due to their

immigration status, support to find employment is an important solution and we funded a number of successful schemes supporting this group through RSI 2021-2022.

In your RSI 2022-25 application you should consider what support can be provided to get individuals either into employment or training, in a sustainable and supportive way. This could also include the development of support that ties to accommodation, for instance the offer of work or training being attached to temporary and move-on accommodation. Examples of successful employment support funded through RSI 2021-2022 include:

- A private rented sector (PRS) tenancy sustainment scheme with employment support built in.
- Hiring and working with employment brokers who specialise in supporting our cohort into work.
- Specific roles to develop individuals' work skills and help them navigate employment support available.
- Department for Work and Pensions (DWP) outreach workers providing benefits and employment advice.

We are keen to support partnership working through RSI. Your application could include support to join up at the operational level including co-location of staff between job centres and housing options alongside staff dedicated to developing relationships with a range of organisations that provide opportunities for employment. You should consider close collaboration and commissioning with the voluntary & community sector and local registered providers who are developing innovative employment related support schemes.

Section 2: Planning and preparing the RSI application

This fund is open to all local authorities and combined authorities across England. Proposals can be submitted by a single local authority, and we also encourage joint proposals from groups of local authorities, who can deliver new or enhanced service from 1 April 2022.

2.1 RSI 2022-2025 Coproduction

We recognise the incredible work achieved by local authorities and progress made in local areas. The coproduction process for all areas aims to be proportionate, consultative and focussed on the long-term vision of the area.

Since its inception, coproduction has been a core foundation of the RSI. Coproduction consists of local authorities and DLUHC's expert advisers discussing the current offer, gaps

and needs in an area, and jointly developing plans and initiatives to reduce rough sleeping. Coproduction is also an opportunity to engage with the local voluntary & community sector, people with lived experience and the wider community to understand the most effective and appropriate local approaches to ending rough sleeping.

2.1 Planning for a multi-year application

RSI 2022-2025 is designed to enable you to plan for your services and funding across three years. The application process will ask you to identify which services and interventions will run for three years, as your core service offer.

We do not expect all services proposed to be part of your core offer and require 3-year funding certainty, so ask that you carefully consider which are essential over the whole period and which can be delivered over a shorter timeframe. It is important that you carry out this assessment and be robust about what is essential to receive multi-year funding. We do not expect any proposals which are entirely core and will also be assessing this during moderation.

As part of the coproduction process, you should consider how services will be phased in and out over the three years. As services develop, mature and the needs of those at risk of rough sleeping change over time, certain local offers will be wound down, as well as new services becoming more appropriate. For example, as an area moves from an intervention response to a preventative approach. The application form will allow you to identify the time period the over which services will run.

On approval of any multi-year funding for services under RSI 2022 – 2025, you should anticipate that DLUHC will set ‘payment gateways’, at least annually, so that performance and delivery will be assured before funding is released each year.

2.2 Transitioning to RSI 2022-2025

RSI 2021 – 2022 will end on 31st March 2022. After four years of RSI funding, we anticipate local areas many need to conduct re-procurement and restructure of services.

Given the time needed for coproduction of RSI 2022-25 and to provide you sufficient time to develop proposals we do not expect to confirm allocations before March 2022. To minimise any gaps in provision and loss of skilled staff we expect to be able to confirm a minimum

level of funding to you between 1st April and 30th June 2022. This will be in advance of the moderation process and confirmation of full allocations.

DLUHC will write to all Local Authorities as soon as possible to set out plans for a transition period and any related continuation funding.

Key Milestones:

Date	Activity
November 2021 – January 2022	Coproduction <ul style="list-style-type: none">• Completion of Area Self-Assessment Tool• Meetings with RSI Advisers• Completion of application form and project plan
4th February 2022	Deadline for Area Self-Assessment Tool & Application Form
February	Scoring and moderation of proposals
March/April	Expected Allocations & Announcements

Stage 1 - Coproduction: Self-Assessment

A 3-year spending review settlement is the opportunity to think longer-term and innovatively about new and different approaches to end rough sleeping. This is why, for RSI 2022 - 2025 we are asking you to complete a self-assessment exercise in order to support your development of an application for RSI 2022-2025.

The purpose of this tool is to allow you to consider your current rough sleeping offer (where you are now) and how the future rough sleeping offer will work (where you want to be), and where the gaps are between the two.

The self-assessment will be used by DLUHC to inform decisions on applications during RSI moderation.

The self-assessment tool is provided as an attachment to this guidance with an explanatory note.

We recommend this exercise is completed before completing the application form.

Stage 2 - Coproduction: completing the application form

Similar to previous years, the form will require detailed costs, volumes and deliverables for service offers to be funded through RSI, alongside some brief summary descriptions.

DLUHC are currently exploring options for developing an improved online form. A link to the application form will be provided to you by December 2021. In the interim, a summary of the key questions and information requested in the application form are provided in Appendix B.

You will also be required to submit a high-level project plan in excel format which sets out key milestones and deliverables during 2022 – 2025. This may include such things as procurement exercises and service start dates. A blank project plan template will be issued alongside the application form.

The application form, project plan and self-assessment exercise must be received by DLUHC no later than midnight 4th February 2022. Earlier submissions are welcomed.

Stage 3 - Moderation

Our aim is for the moderation stage to provide a fair and robust assessment of the RSI 2022 – 2025 proposals. Following coproduction, proposals will be reviewed and considered, including by your adviser, against these criteria:

- Transition and delivery plans
- Value for money and impact
- Local monitoring and understanding of local need
- Partnership working and accessibility of services
- Local leadership and innovation

We will use additional information, e.g., Self-Assessment Exercise, Ending Rough Sleeping Plans, RSI 2021-2022 proposals and delivery, to understand the wider context of your RSI 2022 – 2025 proposal.

All proposals undergo evaluation by a panel, supported by your rough sleeping adviser. Initial ratings will be scrutinised, and the panel will make a recommendation for funding. You may receive feedback, and/or be asked to make amendments before a final amount is agreed.

Recommendations require Ministerial sign off before being communicated. We expect to inform you of the outcome of your submissions by April 2022.

2.4 Key Performance Indicators

We will use Key Performance Indicators (KPIs) to help measure the success of RSI 2022-25, which will be aligned with the outcomes we want to achieve. We will continue moving towards an outcomes focused approach underpinned by the data we collect to ensure we

have a good understanding across a range of outcomes relating to accommodation, health and employment for example. Illustrative KPIs are outlined below:

- Reduction in the number of individuals sleeping rough
- Increase in the proportion of people rough sleeping who have had their needs assessed
- Increase in the number of individuals with a tailored service offer
- A reduction in the number of individuals sleeping rough for the first time
- Expenditure and underspend

DLUHC will confirm with areas the final KPIs on completion of the moderation process. These KPIs will be monitored through monthly data collection and information provided through the rough sleeping adviser teams.

The expectation is that you update your Ending Rough Sleeping Plans once funding has been awarded and on a yearly basis during RSI 2022-2025.

Annex A: RSI 2022-2025 in London

Crucial to realising the Government's manifesto commitment to end rough sleeping by the end of the current Parliament, is a successful response in London, where the scale of the problem is most acute. We understand that London faces a unique combination of challenges, with transient client groups, high levels of 'flow' onto the streets and a high proportion of clients with restricted eligibility due to their immigration status. London is also a diverse area, with different boroughs or regions facing different challenges around tackling rough sleeping locally. Finding collaborative solutions to these problems is key, as was evidenced by the great work of boroughs, the Greater London Authority, London Councils and other partners throughout the pandemic and into the recovery phase.

Building on this success and taking on board feedback from boroughs, we would like to make partnership working easier under RSI (2022-2025). Alongside proposals from individual boroughs, in RSI (2022-2025) we are particularly encouraging applications for cross-borough and sub-regional interventions. As demonstrated by the work of existing partnerships, a sub-regional approach to tackling rough sleeping has many benefits and efficiencies, in terms of information-sharing, joint programming and pooling of resources – ultimately driving better outcomes for vulnerable individuals. For example, where they may not be viable at borough level, specialist interventions often work well at a sub-regional level.

There is already much activity taking place at a sub-regional level, including health interventions via Integrated Care System areas, and London Council's work to put a refreshed focus on the entrenched Target 1000 cohort through sub-regional governance structures. RSI (2022 – 2025) is, therefore, a further opportunity to build on, and enhance, this collaborative approach.

Process

As part of the coproduction process, RSI advisors will be convening sub-regional meetings to discuss the local need and to explore opportunities for joint projects or programming which would enhance the rough sleeping response in the sub-region. We appreciate the resource implications involved in sustaining an effective sub-regional partnership, so advisors will also work with areas to put forward proposals for a funded coordination post per sub-region.

Each sub-region will have dedicated RSI advisor support, as set out below:

Sub-region	Boroughs	Lead RSI Advisor(s)
North	Islington, Camden, Barnet, Enfield, Haringey, Westminster	David Johnson
West	Ealing, Hammersmith and Fulham, Hillingdon, Hounslow, Harrow, Brent, Royal Borough of Kensington and Chelsea	David Johnson
East	Barking and Dagenham, City of London, Havering, Newham, Hackney, Waltham Forest, Redbridge, Tower Hamlets	John Isserlis
South-West	Merton, Kingston, Croydon, Sutton, Richmond, Wandsworth	Sean Backhurst
South-East	Lewisham, Greenwich, Southwark, Bromley, Bexley, Lambeth	Sean Backhurst and Francesca Gasparo

We want to see this collaborative model mature steadily over time. Although we are encouraging ambitious joint bids from Year 1, we appreciate that some joint proposals may take further time to develop. Therefore, we also anticipate welcoming further sub-regional bids to RSI 2022 – 2025 funding at later intervals.

As in previous years, there will be no specific amount set aside for joint bids. Each bid will be assessed on its own merit at assessment stage. We also continue to welcome applications from any grouping of local authorities, not limited to sub-regions.

Annex B – RSI 2022-2025 application form questions

The form for completion will be issued in December. These questions are provided to support early planning for the completion of the form. You will also be asked to provide a high-level project plan with the application and a template will be provided alongside the application form.

1. Area name
2. Areas covered (joint bids)
3. Contact email
4. What is your local area target for rough sleeping each year, assuming all RSI (2022-2025) interventions are funded in full?
5. Provide a summary of key partners (including health, probation, other community services and those with lived experience) you have engaged with to develop the application (100 words)
6. Total Spends
 - a. Total spend: intervention
 - b. Total spend: recovery
 - c. Total spend: prevention
 - d. Total spend: systems support
7. Intervention name (*to be completed per intervention bid for*)
 - a. Is this a new intervention or continuation?
 - b. Start date of service (dd/mm/yyyy), please factor in transition period
 - c. End date of service (dd/mm/yyyy)
 - d. Service description (200 words)
 - e. How will this help you respond to target priority group (100 words)
 - f. Service type (intervention, prevention, recovery, system support) - *lead pillar*
 - g. Total costs. Broken down per funding year.
 - h. How many bed spaces will be funded? (physical bed spaces, NOT clients per bed space). *Broken down per funding year.*
 - i. What is the unit price for accommodation? *Broken down per funding year, per bed cost.*
 - j. How many staff (FTE) will be funded? *Broken down per funding year, per staff member.*
 - k. How many clients will this support over the year? *Broken down per funding year.*

- I. What is the percentage of Housing Benefit support that you will claim?