

Report of the Director of Communities and Environment

Report to Executive Board

Date: 19th September 2018

Subject: Street Support: Safeguarding people in need on the streets, and addressing criminality and anti-social behaviour in Leeds city centre

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Beeston & Holbeck, Burmantofts & Richmond Hill, Hunslet & Riverside, Little London & Woodhouse	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The report seeks to highlight a significant 'step-change' in how the city collectively approaches issues relating to street users and associated activity, with an emphasis on the establishment of an integrated multi-agency approach for the 'day to day' function and delivery of services through 'Street Support'.
2. The current and presenting issues relating to street users and associated activity is having a significant impact on the vulnerability of street users as well as the look and feel of the city centre. Issues arising are also resulting in escalating service demand and cost across all sectors. The small but visible increase in the numbers of vulnerable street users in city centre streets, on the riverside/waterfront, in passages, alleyways and places around buildings and in the interconnected spaces like squares, parks and public transport hubs is creating challenges that need to be responded to.
3. A report earlier on this agenda sets out the city's vision and ambition for the city centre. That report recognises the challenges from street use in supporting vulnerable people and creating a city centre that is safe, clean, vibrant and inclusive. This report seeks to focus on the specific issue of street use and develop new responses and approaches to tackle homelessness, rough sleeping, begging, substance misuse and addiction, criminality, anti-social behaviour and other related issues. In developing a new response to these issues, opportunities have been identified to work differently and 'join-up' work more effectively as part of the city's compassionate response to

supporting people in need. In particular, this includes making the right connections and providing the right support to street users in Leeds city centre and in surrounding areas. As a collective, the city needs to work better together to challenge and seek behavioural changes from users of the city centre that negatively impact on our ambition to deliver a city centre that is safe, clean, vibrant and inclusive.

4. Work is progressing on a new operational model and partnership architecture for the city centre which adopts a place-based approach putting people at the centre of what we do. These changes build on from the recent Safer Leeds Executive Review (March 2018) and the refreshed draft Community Safety Strategy (2018/21). The partnership's shared priorities for the next three years will be around:
 - Keeping people safe from harm (victim)
 - Preventing and reducing offending (offender) and
 - Creating safer and stronger communities (location)
5. Of note, these shared priorities are strongly connected as one impacts on the other directly and indirectly. They also denote both a universal and targeted approach to addressing community safety issues, with a recognition that to achieve the desired outcomes, there has to be an emphasis on both 'People and Place'. The city centre community safety partnership will be reviewed in the autumn of 2018 to ensure that it is fit for purpose moving forward and that it feeds effectively into the wider city centre Partnership Board.
6. One example of this new approach, includes the establishment of a new **Safer Leeds: Street Support Team**, which aims to significantly improve the daily focus, interventions and service delivery that is required to respond to the issues relating to street use. The team will be operational in early autumn and will have a common purpose of reducing the number of rough sleepers, safeguarding and protecting people in need, and tackling issues such as begging, criminality and anti-social behaviour linked to street drinking and street drug misuse in the city centre.

7. Recommendations

Members of Executive Board are recommended to:

- a) Endorse the Street Support approach as part of the city's compassionate response to people in need on the street of Leeds; and
- b) Note the progress made on introducing the new Street Support Team, to be fully effective from early autumn 2018 and led by the Chief Officer (Safer Leeds).

1.0 Purpose of this report

1.1 This report seeks to:

- Provide an overview of the developing 'Street Support' programme of change to deal with the reality of significant and acute safeguarding issues that are presenting in the city centre, in particular those associated with street users and street activity.
- Highlight the significant 'step-change' in how the city collectively approaches such issues, with an emphasis on the establishment of an integrated multi-agency approach for the 'day to day' function and delivery of services through 'Street Support' and,
- Highlight how a compassionate response to street users' links directly with the city's vision and ambition to create a city centre that is safe, clean, vibrant and inclusive.

2.0 Background information

- 2.1 The regeneration and development side of having a strong economy and compassionate city is a key strength and clear plans are in place, however; the challenges of street use including rough sleeping, homelessness, begging, criminality, anti-social behaviour and other related issues are on the increase and new approaches are now needed to more proactively address these issues. Whilst most people will understand the significant economic benefits the city centre brings, some perceive that the local authority and other partners are not being as compassionate as we could be, due to the vulnerability of some people who present themselves in the city centre and surrounding areas. Concern is also being expressed regarding associated criminality and anti-social behaviour.
- 2.2 Leeds has witnessed a comparably small but visible increase in the numbers of people rough sleeping and street begging, particularly in the city centre and although the position in Leeds is less than seen in other comparable cities, it is a significant and a growing issue. Despite the good efforts of joint working between the council and partner services it is recognised that prevalence of 'street users' and associated impact of 'street activity' is having a huge impact on a number of levels, including the escalating demands and costs across all sectors. The current approach has been struggling to cope with and address these issues as effectively as we need to.
- 2.3 Leeds has a strong and proud community safety record of partnership working in the city centre and there are many examples of good practice, however; as a collective we should never be complacent as there is always room for improvement. We need to continue to be ambitious and look to doing things differently to maximise all opportunities to review and refresh our approach where needed.
- 2.4 Building on the existing good partnership work and collaboration that already exists, there is a real sense and 'buy-in' for creating and adopting a new partnership approach, to deal with the reality of the current and significant presenting issues in the city centre and take this on to the next level of delivery.

3.0 Main Issues

- 3.1 The city centre is a compact space that has a vibrant day, evening and night time economy which brings many benefits to users and is one of the safest cities in the

UK. There are, however, spaces, places and times where peoples' behaviours can have a negative influence on others. The current and presenting issues relating to street use and associated street activity is having a significant impact on the look and feel of the city centre as well as resulting in escalating service demand and cost across all sectors. Therefore, the public realm, its future design and application of use, treatment and maintenance will become even more important to the city, on a number of levels, as the city centre grows and expands.

- 3.2 The Council's refreshed ambition and vision for the city centre provides a major opportunity to 'join up' work more effectively as part of the city's compassionate response to supporting people in need. In particular, this includes making the right connections with vulnerable people who are rough sleeping and/or begging on the streets and as a collective, working together to challenge and seek behavioural changes of all users of the city centre that negatively impact on our vision for a city centre that is safe, clean, vibrant and inclusive.

4.0 Evidence and Rationale for Change

- 4.1 It is well documented that a sustained street lifestyle is inherently harmful to the health and wellbeing of individuals. Complex needs, including mental health and substance misuse, are common amongst street users often connected to personal circumstances including abusive childhoods, family breakdowns, violence, debt and job loss. For some, street activities such as begging, street drinking and drug taking are often linked. Being on the streets can affect an individual's decision to use drugs, or reduce the likelihood of access to treatment for physical and mental health.
- 4.2 The most common substance misuse issues identified amongst street users are alcohol, heroin, cocaine, and non-psychoactive substances (e.g. Spice) often with associated long-term health problems. This brings with it issues over environmental detritus and potential health risks. Mental health issues, including a high prevalence of self-harm and general poor health is clearly evident. The most common specifically identified mental health issues are depression and schizophrenia; other concerns are mainly anxiety disorders, bi-polar or personality disorders.
- 4.3 Motivation for change, willingness to engage with treatment, and access to treatment can be compounded by a number of factors, such as: the ease with which treatment providers can continue to engage with their client, the use of hospital, withdrawal and relapse, and the level of support available from family and friends.
- 4.4 The council and partners continue to offer emergency and longer-term supported accommodation to people who need it and there is always sufficient availability for any rough sleeper who wishes to take up the offer. People who are sleeping rough on the streets of Leeds are awarded high priority for council re-housing. Through the 'Housing First' approach, a rough sleeper is awarded high priority (at least Band A status) for council re-housing, facilitating a move into their own dispersed self-contained council tenancy, with the properties being fully furnished and intensive support being provided. We can also help a person to secure a private rented tenancy through a payment of a bond/rent in advance with the same offer of high support and furniture. Leeds also puts on extra bed spaces during periods of cold

weather, activated on the first night of sub-zero temperatures. This approach exemplifies our approach as a compassionate city. One person without a home is one too many.

- 4.5 The government has allocated £28m to develop Housing First pilots in Greater Manchester, the West Midland and Liverpool city regions. The national rough sleeper strategy states that the government will review the success of the pilots and look at wider funding options, for other authorities, to develop Housing First models. Leeds has not waited for this to occur and has developed its own Housing First model. Essentially rough sleepers are being given high priority for re-housing and Leeds Housing Options officers are pro-actively helping people to bid for available council homes. Around 100 rough sleepers have been helped to come off the streets through this route since August 2017 and it is taking only a matter of weeks for people to be re-housed. We are using the 'Personal Budgets' fund to help furnish people's new homes. Some of the tenancies have not worked and community isolation, with a gravitation back to the streets, has been the main cause of tenancy breakdown.
- 4.6 For many street users this lifestyle offers them an extended social network and becomes their community; they do not want to be isolated in a tenancy on their own as when they are on the streets they can make connections, form relationships and be part of an extended community. Some become entrenched; they form strong social groups on the streets in the face of really difficult living conditions, and the only focus of each day is survival. The days become weeks and months, and the idea of re-entering mainstream society is firmly to the back of their minds. When professionals try to help to bring some structure and organisation into their lives, it can take many attempts to succeed and the biggest obstacle is not always about providing a home.
- 4.7 It is also important to stress that some of the people on the streets of the city centre, including some of those with sleeping bags and tents, are not homeless but are begging, often to feed an addiction. Common recorded linked offences to problematic beggars include theft (especially shop theft for alcohol or food) and violence (most commonly physical assaults).
- 4.8 For those on the street for the first time, especially young people, experiencing homelessness can make them extremely vulnerable, and they face multifarious challenges; there is an increased risk of exploitation, violence and abuse against them, trafficking, and involvement in gang or organised criminal activity
- 4.9 Generally, the public do not distinguish between the homeless, rough sleepers and/or beggars. The visibility, activity and behaviour of some street users can directly influence the public's perceptions and concerns for their own safety, increasing levels of fear and uncertainty in public spaces. This visibility can also have a negative impact on businesses, often through people not wanting to enter premises due to the behaviours of some persistent and aggressive street users. The views of the public are often polarised, some believe that the state has failed these people and others believe the state needs to deal with them through enforcement. Often some members of the public with good intentions will give money to street users, and may feel they have helped someone with immediate needs but without knowing the consequences i.e. it may feed a dependency, such

as drugs or alcohol. This maybe a short-term fix but what we do know is it takes more than money to turn a life around.

- 4.10 In Leeds, the cohort of street user's changes in the city centre during the day, evening and the night time economy. This in itself brings challenges in terms of service delivery and impacts on the public realm.

5.0 Profile of Street Users and Demand on Services

- 5.1 A strategic profile of street users who are currently active in the city centre has been undertaken to provide a baseline of the cohort. This will be maintained and added to as the information sharing and intelligence is further enhanced. Recognising this is the picture of what we know now and is likely to be an underestimate, an overview of some of the key intelligence we have is as follows:

Cohort:

- There are an estimated 200 known active streets users (end of July 2018).
- 89% are male and 11% female, with an average age of 38 (age ranges from 17 to 61). Trends over the last couple of years suggest that the average age is reducing significantly with more people under 30 being presented.
- The most common ethnicity is White British (c.90%). The cohort of remaining c.10% fluctuates between people of mixed ethnicities, and Asian and Black ethnicities. There are a small cohort of people from the refugee / asylum seeker community and of note this again fluctuates and has at time seen increases.

Risks:

- Reasons given to the Street Outreach Service for sleeping rough and begging within this cohort includes: domestic related issues, drug and/or alcohol dependency, financial problems, mental health issues, self-harming and lack of medical support, vulnerability leading to coerced behaviour.
- Information recorded on Police systems about the individuals shows that only 23 of the cohort have no known warning markers. 92% have some form of known offending behaviour (e.g. shoplifting, assault, criminal damage, ASB, drunk and disorderly drug dealing and possession of weapons being the most frequent.)

Repeat locations and hotspots (as of end of July):

- Boar Lane, Great George Street, Briggate repeat locations:
 - Sainsbury's Dortmund Square
 - Trinity Church
 - Trinity Centre
 - House of Fraser Briggate/ McDonalds Briggate/Boar Lane
- Centenary Bridge, Kirkgate and Sovereign Square increasing concern.
- Seating directly outside doors, in entrances and fire exits common.
- High footfall areas (entrances to shopping centres), covered locations, and areas with street seating often see congregations of street users.
- Aggressive and passive aggressive begging occurring at ATM locations across the city centre.
- Approximately 90 begging related 'incidents are recorded per month by the Council's on street CCTV.
- 183 calls to the Ambulance Service were received in the last 3 months, of which 163 were dispatched just to 3 connecting areas Boar Lane, City Square and

Wellington Street. All were linked to homelessness, drugs and alcohol calls. It was estimated that this cost the service £42k.

All calls for service to West Yorkshire Police (last 2 months):

- There were 4,288 calls for service to the Police in the city centre, equivalent to more 70 calls a day.
- There were nearly 200 mentioning homeless.
- There were 144 calls coded as “begging/ vagrancy”:
 - 72 classed as ‘priority’ (99% deployed)
 - 71 classed as ‘standard’ (59% deployed)
 - 71% of these take over half an hour to arrival (code 6) 50% over an hour
- Spice related call for service to the Police has dramatically increased ~ around 16 per month (Sept 2017) to around 66 per month (July 2018).
- Wednesday, Thursday and Fridays see the highest volumes of calls to the Police.
- Over the last 3 years, calls increased in August, November and December.

5.2 In last 18 months, there have been six rough sleepers who have died following periods of being on the streets of Leeds and there are around eight individuals at high risk due to a range of complex medical needs. A lessons learned review of is to be led by the Adult Safeguarding Board in the autumn.

5.3 This snapshot of evidence clearly demonstrates that the demand for services is increasing and the potential human, social and economic costs are escalating. An independent analysis and evaluation from a quantitative and qualitative perspective is to be commissioned to inform the wider determinants of street life and inform both future policy and response.

6.0 Street Support - establishing a new integrated approach

6.1 Leeds faces significant challenges and pressures in relation to street users and improving the health and wellbeing outcomes of the street population. To address existing, new and emerging risks, threats and harms, there must be a collective emphasis on meeting the needs of people, as well as preventing future victimisation and offending; ensuring every contact counts.

6.2 There is a real opportunity to adapt our approach to some critical and complex issues; of which three are highlighted here:

- ➔ Problem Solving ~ requires a breakthrough in prevention, early intervention and addressing vulnerability at an individual, family and community level
- ➔ Acute Safeguarding Risks ~ diverse and complex issues require transformation in service delivery models
- ➔ Invest to Save ~ addressing sources of demand through partnership activity, that builds trust and confidence

What are we seeking to achieve? (Ambition)

To create and foster:

- ❖ *A city that is inclusive and safe for all*
- ❖ *A compassionate city that safeguards the vulnerable, those at risk of and/or who are rough sleeping/ begging and/ or those who are exploited and*
- ❖ *A city that challenges and seeks to change behaviours of all users that negatively impact on safer and cleaner streets*

What are the desired results? (Outcomes)

All people in Leeds City Centre:

- ➔ are safe and feel safe in the streets and places they go
- ➔ enjoy the benefits of a clean environment
- ➔ enjoy the benefits and can participate in an inclusive and vibrant day, evening and night time economy
- ➔ have a voice and influence in shaping the city 'here and now' and in the 'future'

All street users:

- ➔ are safe from harm
- ➔ are able take up suitable accommodation and have support to sustain a tenancy
- ➔ enjoy a healthier lifestyle
- ➔ are offered practical support to address needs
- ➔ get the appropriate treatment for substance misuse, physical, emotional and mental health needs
- ➔ can access and secure education, training and employment

How will we know if we are making a difference? (Measurements of Success)

Whole population indicators can measure/quantify the achievement of an outcome:

- Reduction in crime and disorder
- Reduction in the number of street users
- Improved public perceptions of a safer and cleaner environment

The Programme/ Service measurements will answer 3 key questions:

- How much did we do? (quantity)
- How well did we do it? (quality)
- Is anyone better off as a result? (quantity & quality of effect or customer/client outcomes)

7.0 Street Support Team

7.1 Work is progressing on developing a new community safety operating model, building a placed-based architecture for the city centre which puts people at the centre of the approach, regardless of the issue. One example of this, includes the establishment of a new **Safer Leeds: Street Support Team**, which aims to significantly improve the daily focus, service delivery and interventions that are required to respond to the issues relating to street users and associated linked street activity. This will link in with the wider work that is going on around this complex agenda.

7.2 Plans to established such a team were agreed In April 2018 and work has progressed at pace as a result. The plans build on the existing good partnership work and collaboration that already occurs and seeks to take this onto the next level. There is a real sense that a new approach is required to deal with the reality of current significant and presenting issues in the city centre and a genuine

commitment from across the partnership to initiate a programme of change that results in better outcomes for street users as well as people who live, work and/or socialise in Leeds city centre.

- 7.2 It is anticipated that this team will be fully operational in early autumn and will be the first programme of change as part of the new operating model.
- 7.3 The Safer Leeds: Street Support Team will see the formation of a dedicated multi-disciplinary team with specialist professional workers assigned from a number of different sectors. This partnership team will be led by the local authority reporting directly through the new Safer Leeds governance arrangements, chaired by the Director of Communities and Environment.
- 7.4 The Team will have an overarching common purpose to reduce the prevalence of rough sleepers, safeguard and protect people in need, and tackle issues such as begging, anti-social behaviour and linked issues to street drinking/ drug use, amongst street users in the city centre.
- 7.5 The team will be responsible for the day-to-day management of a cohort of street users who are presenting as high risk/ high harm, working directly with street users and as part of wider Street Support partnership collaboration, working collectively with a number of connected virtual teams and service providers.
- 7.6 The approach adopted by the Team will be one of:
 - ✓ High Support/ High Challenge
 - Targeted engagement, prevention and early intervention
 - Targeted crisis prevention and relief
 - Targeted intervention and recovery support
 - Targeted universal and specialist service provision
 - ✓ Engagement/ Support/ Enforcement
 - Rapid specialist assessments
 - Robust and accountable case management
- 7.7 Team members will be assigned as the lead professional for individual cases, accountable for the following through individual intervention plans to ensure those people with the highest levels of need receive bespoke ongoing support and safeguarding and, where appropriate, enforcement. In recognition that there is likely to be some displacement to outer areas/ other district town centres, where this occurs the lead professional will remain in place for this individual and will work with other local service providers.
- 7.8 The team will be co-located within City Exchange in the heart of the city centre and will work within agreed information sharing, intelligence gathering and case conferencing agreements. There will a single communication platform for the team and where appropriate this will be extended to other critical service providers.
- 7.9 The core Team will be formed from a mixed funding model which includes existing local authority staff transferred to the team, funding from the Ministry of Housing, Communities and Local Government (MHCLG) Rough Sleepers Initiative to fill gaps

in service provision and new resources funded directly from core services. Staff mobilisation are in place and will see:

Service	Post (s)	No
LCC ~ Community Safety Safer Leeds	^Team leader	1
	City Centre Liaison Officers	4
	ASB Case Workers	1
	Senior Analyst	1
LCC ~ Housing Options	^Housing Options Workers	2
LCC ~ Adults & Health	*Senior Social Worker (M/H)	1
	*Specialist Nurse (M/H)	1
LCC ~ Commissioned Services (PH)	*Housing Support Worker (Beacon)	1
	*Substance Misuse Worker (Forward Leeds)	1
CGL	*Outreach Worker (CGL)	1
	*In-Reach Worker (CGL focus Hospital & Prison)	1
West Yorkshire Police	^Police Constables	3
	*Police ASB Link Officers	2
	Total	20

^ Denotes posts that are new and additional

* Denotes ~ posts that are funded through the MHCLG RS Initiative (as outlined below)

7.10 The government announced a funding pot of £30m for 2018/19 (of which Leeds received £352,000) to help 83 local authorities with the highest rough sleeper numbers to substantially bring down their number. Leeds will be using this allocation in the following way reflecting the principle of strong partnerships.

- **Recruitment of a specialist mental health social worker and nurse:** working alongside the Street Outreach Team providing mental health care/support on the street to rough sleepers and helping them access mainstream services thereafter.
- **Recruitment of a specialist complex needs (addiction) case worker:** employed by Forward Leeds and working alongside the Street Outreach Service provide a support service on the street to rough sleepers and helping them access mainstream services thereafter.
- **Recruitment of an additional Outreach worker for the CGL Street Outreach Team:** helping to find rough sleepers and bring them off the street. The recruited worker has lived experience of rough sleeping.
- **Recruitment of an additional supported housing worker:** employed by the Beacon consortia with a role of identifying supported housing bed spaces and longer-term re-housing thereafter.
- **Recruitment of a Prison In-Reach Worker:** employed by the CGL Street Outreach Team and working in local prisons, alongside other prison based services, to ensure that no person needs to be released from prison onto the streets.
- **Creation of a 'Personal Budget' fund of £120,000 for rough sleepers/those at risk of rough sleeping:** the fund can be used to pay for interventions that help people stay in their existing homes and move away from a life on the streets. This could include bonds to access private rented accommodation and buying furniture to furnish properties. It is assumed Leeds will be help around 80 people in 2018/19 at an average cost of £1,500.

7.11 In line with the funding, Leeds will finalise stretched targets to reduce rough sleeping during 2019/20, and moving forward.

8.0 National Rough Sleeping Strategy

8.1 The government published its national rough sleeper strategy in August 2018. Leeds has waited to update its local Homelessness and Rough Sleeping Strategy until the national strategy was published to ensure the Leeds strategy reflected and responded to the national approach. The national strategy includes targets to halve rough sleeper numbers (from the 2017 baseline) by 2022 and to end rough sleeping by 2027. The national strategy is rooted in three '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** so once they are off the street to build positive lives and don't return to rough sleeping

8.2 The Leeds strategy on rough sleeping will therefore be based upon the **three 'pillars' of prevention, intervention and recovery**. It will be an integral part of the wider Leeds City Council Homelessness Strategy, which is being updated in light of the Homelessness Reduction Act.

8.3 The national rough sleeping strategy refers to a number of funding pots that could be available to tackle rough sleeping and Leeds will make sure that it bids, as appropriate, for available funds.

8.0 Street Support ~ Additionalities and Interconnected Opportunities

8.1 Recent Street Support Operational Progress

8.1.1 In terms of recent progress, daily street briefings are now in place to share intelligence and information between partners. This has resulted in more regular joint partnership patrols of the city centre to identify and work with street users in order to seek to influence them to take up offers of help and signpost them into relevant support services. There are currently now interim weekly operational meetings focused on the identified cohort, particularly those considered high risk/high harm. Housing Options are working even closer with partners and on average are now rehousing 5/6 rough sleepers a week. Street Cleansing services also perform regular checks on a daily basis in public spaces within the city centre. Alongside this, West Yorkshire Police and Leeds City Council are using enforcement tactics to deal with persistent and aggressive beggars and those who refuse to engage with support services, including those who have been rehoused through the Housing First model, who return to the streets to beg or are committing other criminal offences. One of the tactics deployed is the use of Dispersal Orders, which last up to 48 hours, with some notable successes in August, particularly in and around Briggate.

- 8.1.2 Leeds has witnessed a visible increase in the numbers of people on the street using a variety of substances including 'Spice' and, therefore, an increase in both medical incidents, many linked to the use of Spice, and anti-social behaviour by those under the influence of the drug. The increasing numbers is having a direct impact on emergency services including the ambulance service, A&E and calls for service to West Yorkshire Police.
- 8.1.3 Work is ongoing with our commissioned services to engage and educate users, and in addition we are working on both harm reduction packages and enforcement responses, looking at what works elsewhere. Safer Leeds recently facilitated a multi-agency meeting to ensure a shared understanding of the problem and to agree a number of actions as part of our collective response. This will include work to better record significant incidents related to the use of Spice; a better process to direct individuals into treatment; and a campaign to improve awareness of the drug, its impact and its legal status. For example, there is some evidence that many individuals who are taking Spice are unaware that it has been re classified as a Class B drug).
- 8.1.4 The Police are aware of problems relating to drugs and violent crime in and around the city centre. Every weekend Leeds district policing colleagues run an operation called 'Capitol' which involves numerous officers from across Leeds being deployed into the City Centre to provide a more effective policing response. These officers receive detailed briefings, around locations, premises and individuals to carry out specific targeted activity.

8.2 Health and Streets Users

- 8.2.1 The issues of wider health determinants for street users who suffer from acute mental ill-health, physical ill-health and addiction issues. These support needs lead to people starting, staying and going back to a street lifestyle. All of these challenges have been exacerbated by the rise in the use of substances such as Spice.
- 8.2.2 There are opportunities to consider a 'system change' of how the city collectively address these issues. Leeds City Council and Safer Leeds will seek to have further conversations with the Health and Wellbeing Board and its Partnership Executive Group to explore the connections and where traction on these issues can be made. This will include moving forward on ideas around Street Medicine, street based and /or community prescribing and/or including detox from substances such as Spice. These are intrinsic health services issues as part of person recovery and will aid and promote recovery and help keep people off the street or.
- 8.2.3 One of the ideas being progressed is that of bringing health services directly to street users, Street Medicine. Having mental health professionals and addiction support workers, attached to the Street Support services, is the start of this work with mental health/addiction support workers delivering support on the street and helping people access mainstream health services thereafter.
- 8.2.4 In addition, Bevan Health Care, commissioned by the Leeds Clinical Commission Group to deliver primary health care to homeless people will play a vital role. Bevan has, using its existing resources, started to look at developing a 'street

medicine' service in Leeds by establishing a mobile health service (Bevan Bus) that will go out and deliver health services to street users from the bus provision. Consideration is being given to how we can best assist Bevan to deliver this service including giving permission to station the bus on land where street users can access the service.

8.2.5 All the above work will intensify further as the Street Support Team comes on-line.

8.3 Big Change Leeds

8.3.1 A new alternative giving campaign for Leeds, called the Big Change Leeds, will also be launched in October 2018. This is a city collaboration between Leeds BID, Leeds City Council and with support from the Leeds Community Foundation. It has been created to question behaviours and raise awareness, inform and educate, and engage people in alternative ways to help those in need on the streets. Our aim is to achieve lasting change through education and the presentation of sustainable alternative options, which will directly benefit those in need.

8.3.2 Big Change is a campaign created to promote and support our Street Support online presence where businesses and individuals can help make a lasting change to someone's life. The Street Support system is a central online resource created to help people in need living on city streets. It actively brings organisations together onto one public facing platform ~ making information about existing resources in the city and how people can help directly, available all in one place. The Street Support system presents the opportunity to both offer help and appeal for help. It connects charities, organisations and the general public with a mechanism to make donations of money, time or items. It will deliver outcomes for those in direct need; the main aim of an alternative giving campaign is to directly address the needs of individuals via funding claims managed through the Leeds Community Foundation small grants programme. The first pilot round was opened in August 2018, with small grants of up to £2,500 being made available. These will be announced as part of the launch with examples of how this has benefited individual people in need on the streets of Leeds.

8.3.3 By providing an opportunity for the public to access an alternative giving website, it is hoped that their moral and emotional values will be satisfied as they are given the option to donate money, useful items, or their time directly to support organisations within the voluntary and community sector who work directly with people who beg. This will potentially reassure people and by giving this way it will have a more sustainable impact on individuals' lifestyles.

8.3.4 Big Change, and the extensive infrastructure behind this new campaign, presents an opportunity in Leeds to bring a truly collaborative, new, whole city approach. It has a city focus, not organisational; the campaign is not owned by one single organisation but by the city.

8.4 Community Groups

- 8.4.1 There are a number of community groups that are active in trying to help rough sleepers in the city and support wider street users/ people in need on the streets. Some of the groups provide an outreach service and others focus on providing food outlets. Some groups focus on trying to keep people as safe as possible on the street (provision of food/clothes) whereas others focus on re-housing.
- 8.4.2 The development of the Leeds Homelessness Charter has and will, give an increased voice to people with lived experience of rough sleeping. Over the spring and summer months a number of events have taken place led by Unity in Poverty Action (UPA) as part of the work on developing the Leeds Homeless Charter; which statutory services, third sector, business and community groups can sign up to. It is anticipated that this will be ready by the end of the year with a formal launch early in 2019. The events have included people with lived experience, volunteers, service providers in the voluntary and community sector and a range of public sector providers including the local authority. UPA have commented that good progress has been made, relationships are better as a consequence of people listening, participating and engaging in a positive dialogue.
- 8.4.3 Examples including:
- i) the Mental Health / Addiction working Group, which aims to identify the routes/ pathway someone can take, from being on the street to accessing support and finding secure accommodation, as well as identify where things can be improved;
 - ii) the Migration / Homeless working Group ~ a number of people from the refugee / asylum seeker community have had good opportunity to feed into the LCC Homeless Strategy through a number of different means;
 - iii) the Commissioned Services Connecting with Charities / Grass Root Groups who are working on a draft safeguarding document which is currently being considered by the Volunteer Centre and LCC Safeguarding Team to get their thoughts on activities.
- 8.4.4 Discussions with people with lived experience of rough sleeping has highlighted that isolation, loneliness, boredom and inactivity are reasons why people leave their tenancies and gravitate back to the street. Under the banner of recovery, collectively, within and across the public sector, voluntary and community sector and private sector there are connections to be made, enhance and develop as part of a suite of potential packages of measures to help people build a life away from the streets. For example, recently an agreement with the Council's Sport Service to pay a discounted rate (through homeless prevention funding) for gym membership for former rough sleepers has been arranged and connections are being made with Leeds United Foundation part of their community work.
- 8.4.5 Helping people access training, volunteering and employment, when the time is right, is going to be vital to helping people build their new lives in their homes. There are a number of VCS services who offer work experience/peer support to former rough sleepers and/or substance misusers as a precursor to helping them secure employment in various sectors. The Howarth Foundation, a relatively new charity that is supported by Leeds City Council works with a range (and growing

numbers) of private sector organisations that helps people who have lived a street lifestyle to access and secure training and employment opportunities with a range of employers.

8.5 New Leeds City Council Homelessness Strategy

8.5.1 As previously stated Leeds has waited to update its local Homelessness and Rough Sleeping Strategy until the national strategy was published (August 2018) to ensure the local strategy reflected and responded to the national approach. The Leeds strategy on rough sleeping will therefore be based upon the three 'pillars' of prevention, intervention and recovery. It will be integral part of the wider Leeds City Council Homelessness Strategy as rough sleeping. This is being updating, in light of the Homelessness Reduction Act and will have 5 priorities:

- Minimise rough sleeping
- Prevent homelessness
- Update supported housing
- Minimise youth homelessness
- Support priority groups

8.5.2 It is anticipated that a draft strategy will be ready for launch as part of the World Homelessness Day on the 10th of October, prior

9.0 Corporate considerations

9.1 Consultation and engagement

9.1.2 The development of our work around Street Support is very much a partnership endeavour and there has been significant engagement with key stakeholders and partners including more formal consultation where appropriate and referenced specifically in this report.

9.2.1 Equality and diversity / cohesion and integration

9.2.1 The issues in this report are complex and impact on many vulnerable people. It is well documented that a sustained street lifestyle is inherently harmful to the health and wellbeing of individuals. Complex needs, including mental health and substance misuse, are common amongst street users often connected to personal circumstances including abusive childhoods, family breakdowns, violence, debt and job loss. The proposals contained within this report are intended to respond positively to these challenges to ensure vulnerable people are safe from harm; are able take up suitable accommodation and have support to sustain a tenancy; enjoy a healthier lifestyle; are offered practical support to address needs; get the appropriate treatment for substance misuse, physical, emotional and mental health needs; and can access and secure education, training and employment.

9.3 Council policies and best council plan

9.3.1 The Council's Best Council Plan's (2018/2021) overall aim is to reduce poverty and inequality. The proposals in this report will make a positive and specific contribution to our priorities around: health and well-being, housing, safe and strong communities and inclusive growth.

9.4 Resources and value for money

9.4.1 The proposals within this report are being funded by existing resources across a range of services and partners with additional financial support from the Ministry of Housing, Communities and Local Government's (MHCLG) Rough Sleepers Initiative. In April 2018, a bid for £352K funding (MHCLG) was approved to extend the Housing First model with a focus on reducing Rough Sleeping during 2018/19. In August 2018, confirmation was received that this funding will be extended for the whole of 2019/2020.

9.5 Legal implications, access to information, and call-in

9.5.1 This report does not contain any exempt or confidential information and is subject to call-in.

9.6 Risk management

9.6.1 National changes to government legislation and prioritisation will bring both challenges and opportunities for the city. The local authority will continue to explore additional funding opportunities where this adds value to its local priorities as part of an ongoing commitment to support programmes of change through an 'invest to save' approach.

9.6.2 There are possible risks associated with future budget reductions. Work will take place with partners to better understand what the implications and risks associated with budget reductions on the partnership's endeavours are to deliver against its shared priorities.

10. Conclusions

10.1 Fundamentally the issue of street users and the associated street activity has to be a whole city approach if a transformation is to occur. Leaders across all public services, the voluntary and community sector and the private sector, need to consider what action can be taken collectively and what their offer is at an organisational, service and operational level to help achieve better outcomes.

10.2 There is a real opportunity to refocus our approach and activity on some critical challenges and build on the collaboration that already occurs and take this on to the next level of delivery.

10.3 This report updates Members of Executive Board on a range of actions being progressed to support street users and the impact they have on the safety, cleanliness, vibrancy and inclusivity of the city centre. These include the establishment of the new Street Support team; our wider endeavours around Street Support; the Big Change Leeds; the Homeless Charter; and the Rough Sleepers Strategy.

11.0 Recommendations

11.1 Members of Executive Board are recommended to:

- a) Endorse the Street Support approach as part of the city's compassionate response to people in need on the street of Leeds; and
- b) Note the progress made on introducing the new Street Support Team, to be fully effective from early autumn 2018 and led by the Chief Officer (Safer Leeds).

12.0 Background documents¹

12.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.