

CABINET MEMBER SIGNING

Wednesday, 8th February, 2023, 1.30 pm

Members: Councillor Dana Carlin – Cabinet Member for Housing Services, Private Renters, and Planning

1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2. DECLARATIONS OF INTEREST

A member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

- (i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and
- (ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Register of Members' Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interests are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct

3. ROUGH SLEEPING STRATEGY (PAGES 1 - 84)

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Tuesday, 31 January 2023

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Report for: Cabinet Member Signing – 8 February 2023

Title: Rough Sleeping Strategy

Report

Authorised by: Gill Taylor, Assistant Director for Communities and Housing Support

Lead Officer: Maddie Watkins, Joint Strategic Lead for Homelessness & Vulnerable Adults

Ward(s) affected: All

Report for Key/

Non Key Decision: Key Decision

1. Describe the issue under consideration

- 1.1. Haringey's current Rough Sleeping Strategy was written in 2018. Over the course of 2021/22 a new draft Rough Sleeping Strategy has been co-produced with residents with lived experience of homelessness, council officers and community partners.
- 1.2. The proposed draft Rough Sleeping Strategy is attached in Appendix 1. It builds on successes delivered in the previous strategy to set out the principles, commitments and activities we will deliver to achieve our ambition to end rough sleeping in the borough.

2. Recommendations

The Cabinet Member is asked:

- 2.1 To approve the draft Rough Sleeping Strategy attached at Appendix 1.
- 2.2 To approve the commencement of a public consultation on the draft Rough Sleeping Strategy at Appendix 1.
- 2.3 To note the significant resident and stakeholder co-production undertaken throughout 2021 and 2022. Specifically, to note that the draft commitments and activities within the strategy were co-produced by residents with lived experience of homelessness, council staff and partners using a participatory democracy approach, which included a public legislative theatre event in January 2022, facilitated with support from Arts and Homelessness International.

3. Reasons for decision

- 3.1. Rough sleeping is one of the most harmful and visible consequences of an unequal society. People affected by it are disproportionately victims of abuse and exploitation, more likely to die prematurely and less likely to secure their legal rights and fair access to health services. In 21-22, 268 people slept rough on the streets of Haringey; the cost of living crisis, ongoing impact of Covid-19 and a challenging national policy environment means this figure is likely to increase in the coming years.

- 3.2. Haringey's current Rough Sleeping Strategy was written in 2018. A new Strategy is required to reflect the significant reduction in rough sleeping achieved in the previous strategy period, and to restate our ambition to end rough sleeping and articulate the commitments and activities needed to do this.
- 3.3. The Rough Sleeping Strategy is not a statutory requirement and therefore a statutory consultation is not required. However, the Council is committed to enabling all residents to actively participate in strategy development, as such, following approval of the draft Rough Sleeping Strategy a comprehensive consultation will be undertaken to seek the views of those who have not been involved in the development of the strategy so far.

4. Alternative options considered

- 4.1. Not to develop a new Rough Sleeping Strategy. This was rejected because, although developing a Rough Sleeping Strategy is not a statutory requirement, it is an important mechanism for securing shared understanding and borough-wide commitment to tackling this crucial issue.

5. Background

- 5.1. Haringey's current Rough Sleeping Strategy was adopted in 2018.
- 5.2. Since the current Rough Sleeping Strategy was adopted, we have made significant steps in learning 'what works' to reduce rough sleeping. We are committed to ending rough sleeping in Haringey and have developed a strong partnership between residents, grassroots organisations, commissioned services and public sector partners to achieve this. Together our partnership has achieved a 71% reduction in rough sleeping, implemented a wide range of new services and established the borough as a site of national best practice in the field.
- 5.3. The Covid-19 pandemic highlighted the challenges and opportunities around ending rough sleeping. In particular, the disproportionate harms affecting people with insecure or undetermined immigration status were crystallised as were the opportunities to break down criterion and administrative barriers to supporting this group. Similarly, the specific vulnerabilities and relative invisibility of women and LGBTQ+ people who rough sleep also became clearer, along with the need for specialist services and spaces, the need for inclusive and informed practices and Work through the Dying Homeless Project findings showed that the *Everyone In* scheme met its primary goal of preventing people dying from Covid-19. Less than 3% of recorded causes of death were directly attributed to the disease, a significant achievement given the overall death toll from the pandemic.¹ Learning from our Covid-19 homelessness response has strengthened our partnership working and highlighted the crucial role of health, social care and public health partners at both strategic and operational levels within our work.
- 5.4. Between November 2021 and May 2022, people with lived experience of homelessness, Arts and Homelessness International and Council staff worked together to create an original play based on their real experiences. This process is

¹ 2021 Museum of Homelessness report of findings on homeless deaths in 2020 ([squarespace.com](https://www.squarespace.com))

called Legislative Theatre and it's a form of creative co-production or participatory democracy. In Legislative Theatre, audiences and policymakers watch a play based on the community actors' experiences with ineffective policies and practices. Then, audiences interact with the play to propose new approaches, rules, and policies to address the problems being performed on stage. At the end, community members, actors and policymakers agree a series of commitments and decision makers in the audience are asked to commit to taking immediate and longer-term actions.

- 5.5. As well as legislative theatre, co-production took the form of 1:1 interviews, group discussions, stakeholder events, literary contributions and graphic design. This was supplemented by data and insight from our directly delivered and commissioned rough sleeping services, both locally and sub-regionally.
- 5.6. This work highlighted the systemic issues experienced by both staff and people affected by homelessness as they try to navigate the complex landscape of services, policies and laws. Issues with training, capacity, system barriers and eligibility criteria were all highlighted. The Legislative Theatre performance created a foundation from which a Steering Group of staff and residents has built the commitments and activities described in the draft strategy.
- 5.7. Learning from the above, as well as significant changes at the regional and national level, require a new strategy which reflects new challenges and opportunities.
- 5.8. The draft Rough Sleeping Strategy asks that all of our practitioners and partners align to the following approach:
 - We are committed to changing the system around homelessness and we believe it is possible
 - We are ambitious and determined in the context of challenging national policy
 - We recognise the causes of homelessness and challenge systemic inequality
- 5.9. Our draft commitments are as follows:
 - To make rough sleeping rare, and to prevent it where possible
 - To ensure that where rough sleeping does occur, that it is brief
 - To ensure that rough sleeping is non-recurrent
 - To exhaust all options to support people with undetermined eligibility to have a route away from the streets
- 5.10. We are proud that this strategy is a collaboration between our residents, partners, Council teams and Arts & Homelessness International. The co-creation of this strategy builds on the Council's ongoing commitment to improve homelessness services by embedding co-production into our decision-making. A full report, written by Arts and Homelessness International describing their work with Haringey and their full findings can be found at Appendix 2, and online at: [Haringey Rough Sleeping Strategy and Arts and Homelessness Mapping Report 2022 | Arts & Homelessness International \(artshomelessint.com\)](https://www.artshomelessint.com/Haringey-Rough-Sleeping-Strategy-and-Arts-and-Homelessness-Mapping-Report-2022)
- 5.11. It is proposed to conduct a public consultation on the draft Strategy over a 6-week period. Residents' and other stakeholders' views will be recorded and will inform the

final version of the Strategy. Our proposed approach has been developed to ensure that the consultation is well publicised using various channels, and that residents disproportionately at risk of rough sleeping are encouraged and supported to engage with the consultation. A programme of workshops and 1:1 sessions will be facilitated to encourage input from existing residents of homelessness and rough sleeping services. Following the consultation, a final draft Strategy will be brought back to the Cabinet Member for approval.

6. Contribution to strategic outcomes

6.1. The draft Rough Sleeping Strategy directly contributes to the objectives and outcomes of the Borough Plan, in particular Priority 1: 'a safe, stable and affordable home for everyone, whatever their circumstances', in particular to;

- Reduce the number of households in temporary accommodation
- Aim to end street homelessness
- Ensure access to high quality housing support that prevents or relieves homelessness for people with additional needs

7. Statutory Officer Comments

Finance

7.1. The draft Rough Sleeping Strategy does not present any financial implications. However, future programmes and projects resulting from implementing the strategy will be assessed and reviewed for financial implications.

Legal

7.2. The Head of Legal has been consulted in the preparation of this report.

7.3. There is no statutory requirement for the Council to publish a Rough Sleeping Strategy but the Council does so in order give coherence to our approach, clearly setting out our commitments towards ending rough sleeping and how we will work with partners and stakeholders to tackle it.

7.4. The strategy has been consulted on in the past, giving rise to a legitimate expectation of consultation on the new strategy. In conducting the consultation, the following general principles of consultation apply:

- That consultation must be at a time when proposals are still at a formative stage;
- That the proposer must give sufficient reasons for any proposal to permit intelligent consideration and response;
- That adequate time must be given for consideration and response; and
- That the product of consultation must be conscientiously taken into account in finalising any statutory proposals.

7.5. The proposed consultation is in accordance with these principles and there is no reason why the Cabinet Member should not approve the recommendations in this report.

Procurement

- 7.6. Strategic Procurement notes the report and confirms there are no procurement implications from the proposal.

Equality

- 7.7. The council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
 - Advance equality of opportunity between people who share protected characteristics and people who do not
 - Foster good relations between people who share those characteristics and people who do not
- 7.8. The three parts of the duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.
- 7.9. Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.
- 7.10. The decision in question is concerning approval of the Councils new Rough Sleeping Strategy which is required to replace the now out of date 2018 strategy.
- 7.11. In 2021 to 22 268 people were seen rough sleeping in the borough of Haringey. As such, the Rough Sleeping Strategy affects a relatively small number of people in the borough. However, those who experience rough sleeping are often the most marginalised and disadvantaged in terms of accessing services, and are those who achieve the poorest health, housing and social care outcomes in the borough. By setting out a vision to end rough sleeping to unite partners in this work, and by making concrete commitments to prevent and reduce rough sleeping, the strategy will have a positive impact on BAME residents, disabled residents and hidden homeless groups such as women, young people and the LGBTQ+ community.
- 7.12. By seeking to prevent a return to rough sleeping by ensuring the provision of appropriate supported housing services, the strategy will have a positive impact on BAME residents, those with disabilities and hidden homeless groups such as women, young people and the LGBTQ+ community.
- 7.13. The draft Rough Sleeping Strategy specifically recognises systemic inequality as a root cause of homelessness. Ending rough sleeping means tackling and transforming the conditions that create it and requires us to recognise and respond to the effect of systemic inequality as they appear in the borough and in the way people access services. Those who experience rough sleeping are disproportionately disadvantaged across multiple areas and often have intersecting protected characteristics, particularly in terms of race, socio-economic status, sex

and disability. The Rough Sleeping Strategy prioritises meeting the needs of these groups.

7.14. A full analysis is contained in the Equalities Impact Assessment at Appendix 3.

8. Use of appendices

Appendix 1: Rough Sleeping Strategy, 2023-2027

Appendix 2: Haringey Rough Sleeping Strategy and Arts and Homelessness Mapping Report 2022

Appendix 3: Equalities Impact Assessment

9. Local Government (Access to Information) Act 1985

Not applicable.

Rough Sleeping Strategy 2023 - 2027



Under The Streetlight

Under the streetlight
Quarter to one
Two months since nothing
Still going strong
A whisper in my ear
& then you walk along
Under the streetlight is my home
It's where I belong
Oh the streetlight is my

Early days had just begun
We're awoken by the sun
Said we'd be forever young
Time could fly & we'd have jumped
Into reality
Now the sun is looking after me

You see me over there
Lying numb without a care
I mean how can I compare
To the singers everywhere
Screaming their heart out
I'm living my life out here
It's where I belong
Oh, the streetlight is my

When the snow has touched the ground
That's when you come to town
Seeing if I'm safe & sound
When you know how long I've been
around here
Though you come once a year
I mean who are you pretending
It's not like your amending
The downside of my weekend
Making out that your caring
Well if you really cared
You'd notice me then and there

Under the streetlight
Quarter to one
Two months since nothing

Still going strong
A whisper in my ear
& then you walk along
Under the streetlight is my home
It's where I belong
Oh the streetlight is my
Home

I'm living my life out here
Been round here
It's where I belong
Oh the streetlight is my
Home

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¹ Shalea is an artist who wrote the song "Under The Streetlight" in college. She performed the song as part of the legislative theatre process.

Introduction

Any period of rough sleeping represents a failure to safeguard and protect vulnerable people.

Our aim in this strategy is to set out a vision to end rough sleeping in Haringey. To do this we will make clear what we will do, outline the challenges we may face, and describe how we will measure our progress along the way. Since our last strategy, we have developed a strong evidence-base of trauma-informed practice and service delivery that enables people affected by rough sleeping and multiple-disadvantage, immigration restrictions and gender-based harm to sustain healthy lives off the streets.

This has only been possible because of the people, teams and organisations we work in partnership with. This partnership spans a broad range of statutory, voluntary and grassroots organisations, and importantly people with lived experience themselves. Our shared vision to end rough sleeping, has been co-produced and builds on our achievements since our last strategy in 2018.

1. We are committed to systems change and we believe it is possible

We are committed to evidence-led practice that brings about real change. We believe that ending rough sleeping requires all teams, organisations and services to work as a coherent integrated system with straightforward access to support and equity of outcome. To make this happen the Haringey rough sleeping partnership has invested in shared learning, developing our operational and strategic relationships and embedding co-production into the commissioning and deliver of our services.

In the coming four years, we will continue to challenge ourselves to build and develop our approach, and we will utilise funding and other opportunities to broaden the reach and impact of our work. We will further embed co-production and champion change

2. We are ambitious and determined in the context of challenging national policy

Since the 'Everyone In' initiative ended, rough sleeping has been increasing again. A significant and growing proportion of people rough sleeping are affected by immigration restrictions preventing them from starting work, finding housing and accessing healthcare. During 2021, we contributed to a report by Homeless Link and the No Accommodation Network (NACCOM) called *Unlocking the door: a roadmap for supporting non-UK nationals facing homelessness in England*. The report includes a set of recommendations for how local authorities can best support non-UK nationals facing homelessness, in the face of national policy that severely limits local efforts to tackle non-UK street homelessness.²

An end to rough sleeping will only be achieved by ending the destitution brought about by the 'hostile environment'. Until then, we will do all we can to ensure people are afforded their legal rights and entitlements, and to using our powers to ensure vulnerable people can access health, social care and confidential immigration advice as a route away from rough sleeping.

² Unlocking the door: A roadmap for supporting non-UK nationals facing homelessness in England | Homeless Link

We remain ambitious in spite of the national and local financial challenges, where we will need to meet the needs of people rough sleeping, with less resource than in previous years. We remain ambitious and determined to end rough sleeping because anything less would be unacceptable.

3. We recognise systemic inequality as a root cause of homelessness

Ending rough sleeping means tackling and transforming the conditions that create it. It requires us to recognize and respond to the effects of systemic inequality, such as racism and homophobia, that mean some people are disproportionately more likely to sleep rough than others.

This strategy will contribute to the work across the borough to challenge inequality, deprivation and social exclusion. We will prioritise our work to prevent rough sleeping by identifying who is at risk of homelessness, intervening earlier and identifying opportunities to tackle root causes by influencing local, regional and national policy.

Co-producing the Rough Sleeping Strategy

This strategy is the realisation of a process of co-creation that celebrates the skills, qualities and experiences of our community.

Between November 2021 and May 2022, people with lived experience of homelessness, Council officers and partner agencies worked with Arts and Homelessness International to create an original play based on their real experiences. This was the start of a process called Legislative Theatre. Amongst other things, scenes in the play explored the experiences of people rough sleeping, the services who try to support them and the complicated systems and criterion they navigate. Scenes highlighted inconsistencies, prejudices, gaps and barriers with the aim of provoking discussion and creative solutions.

This interactive approach to policy co-design brings people together to propose creative policy and practice ideas centred in lived-experience. Importantly the process requires decision-makers who are involved in the process to make real-time commitments to change. Those commitments were explored further by a Steering Group made up of the original cast of the play and senior Council officers, which were brought together to form the Strategy.

“Legislative Theatre is an innovative, joyful and radically accessible methodology for co-creating policies that move communities towards equity, dignity and adequate housing for all. Momentum has been building around the UK for creative, grassroots participatory democracy, and Arts & Homelessness International (AHI) has been at the forefront of that movement, by promoting and supporting Legislative Theatre and similar tools through which people with lived experience of homelessness take the lead on shaping policy platforms. The collaboration between AHI, Haringey residents, myself, and Haringey Council was ambitious in scope, with a strong commitment from the Council to implement the community's ideas. Those proposals have since moved forward into the new Rough Sleeping Strategy. AHI's advocacy and cultural organising practices were essential in bringing about such concrete changes, and I look forward to collaborating with them in the future, to overturn the power dynamics in policy making within the homelessness sector, one performance at a time.”

(Katy Rubin, Legislative Theatre Practitioner)

Arts and Homelessness International compiled a report describing their work in Haringey which can be found here: [Haringey Rough Sleeping Strategy and Arts and Homelessness Mapping Report 2022 | Arts & Homelessness International \(artshomelessint.com\)](https://artshomelessint.com/report-2022/)

The artwork within the strategy was produced by Mitchel Ceney, Associate at Arts and Homelessness International. At Streets Fest 2022, he collated the ideas and thoughts of people who have used homelessness services, which he turned into the drawings and sketches you can see throughout the strategy.

About this Strategy

Unlike the Homelessness Strategy, local authorities are not required by law to produce a Rough Sleeping Strategy. However, without we would struggle to develop a shared vision to end rough sleeping with our partners or to describe the route map for how we hope to get there. The objective of this strategy is to set out a shared approach to enabling people who rough sleep to achieve their aspirations, access the support they need and build a happy life off the streets.

The Council has made a number of strategic commitments related to rough sleeping and multiple disadvantage, including in our [Borough Plan](#), our [Safeguarding Adult Board Strategic Priorities](#) and as part of our work with the North central London Integrated Care System, including in the [Health & Wellbeing Strategy](#). These strategies provide clear strategic commitments and a governance structure for the multi-disciplinary work required to end rough sleeping.

The Council's Public Sector Equality Duty, set out in the Equality Act (2010), provides the legal basis for our work to eliminate discrimination and victimisation, to advance equality between people from diverse backgrounds and to ensure equity of access and outcome for people with protected characteristics under the Act. The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status apply to the first part of the duty. Although it is not enforced in legislation as a protected characteristic, Haringey Council consider socioeconomic status a local protected characteristic. Accordingly, the decision to create a rough sleeping strategy represents progress to eliminate discrimination and advance equality of opportunity.

The strategy will help the Council to meet its duties under a range of housing, social care, health and equalities duties. The powers set out in these Acts will enable us to offer support to people who we know are at the most risk of harm and preventable deaths on the streets; women, young people, learning disabled adults, LGBTQ+ people and vulnerable people from migrant communities.

The National Context

In September 2022, the Department for Levelling Up, Housing and Communities published its national Rough Sleeping Strategy, *Ending Rough Sleeping for Good*. The strategy has four main elements; prevention, intervention, recovery, and promoting a more transparent and joined up system.

The strategy builds on the learning from the pandemic and interventions delivered nationally funded by the Rough Sleeping Initiative. Developed in partnership with the Centre for Homelessness Impact, the strategy articulates, for the first time, the government's definition of ending rough sleeping; '*rough sleeping is ended if it is prevented or is otherwise rare, brief and non-recurring*'.³ The strategy sets out a data-led metrics framework which will be implemented nationwide wherever local authorities receive RSI funding. As such, the commitments we are making in this strategy will align with the national definitions and impact measures, demonstrating

³ [First step to defining an end to rough sleeping \(homelessnessimpact.org\)](https://homelessnessimpact.org/first-step-to-defining-an-end-to-rough-sleeping)

our commitment towards a shared goal to end rough sleeping and enabling us to further develop our evidence-based on the impact of our approach.

We welcome the government pledge to end rough sleeping by 2024. For this to be possible, a systemic social transformation is needed that eliminates poverty and marginalisation. In the interim, rough sleeping can be prevented, made rare, brief and non-recurring.⁴

The Consumer Prices Index rose by 9.6% in the 12 months to October 2022, up from 8.8% in September 2022. The largest upward contributions to the inflation rate in October 2022 came from housing and utilities (electricity, gas and other fuels), food, drink and transport.⁵ The cost of living crisis makes it increasingly unlikely that rough sleeping will be ended by 2024, and without additional funding it means it is very likely that the services and organisations that exist to support people affected or at risk of homelessness will have to scale back their support.⁶ Since our lowest recorded street count figure during 2020, we have seen a 333% increase in rough sleeping. In December 2022, 19.3% of Haringey residents were claiming Universal Credit, an increase on the previous month. Wherever we can, we will work with our residents, local voluntary and community organisations and our statutory partners to mitigate the financial pressures people face that result in homelessness and rough sleeping.

⁴ [First step to defining an end to rough sleeping \(homelessnessimpact.org\)](https://homelessnessimpact.org/)

⁵ [Consumer price inflation, UK - Office for National Statistics](https://www.ons.gov.uk/economy/inflationandcosts/articles/consumerpriceinflationintheuk/2022-09-01)

⁶ [Homeless Link calls on the Government to uplift homelessness funding in line with inflation | Homeless Link](https://www.homelesslink.org.uk/news/homeless-link-calls-on-the-government-to-uplift-homelessness-funding-in-line-with-inflation/)

Local Context

ROUGH SLEEPING IN HARINGEY

2021/22 (Financial Year)



Were seen sleeping rough in
Haringey in 2021/22



Bedded down contacts by area

BREAKING THAT FIGURE DOWN



Less people
compared to
2020/21



More people
compared to
2016/17



Moved into
accommodation



Were only seen
sleeping rough once

WHO THEY ARE



84% Were male
13% were female
0% were non-binary
3% were unknown

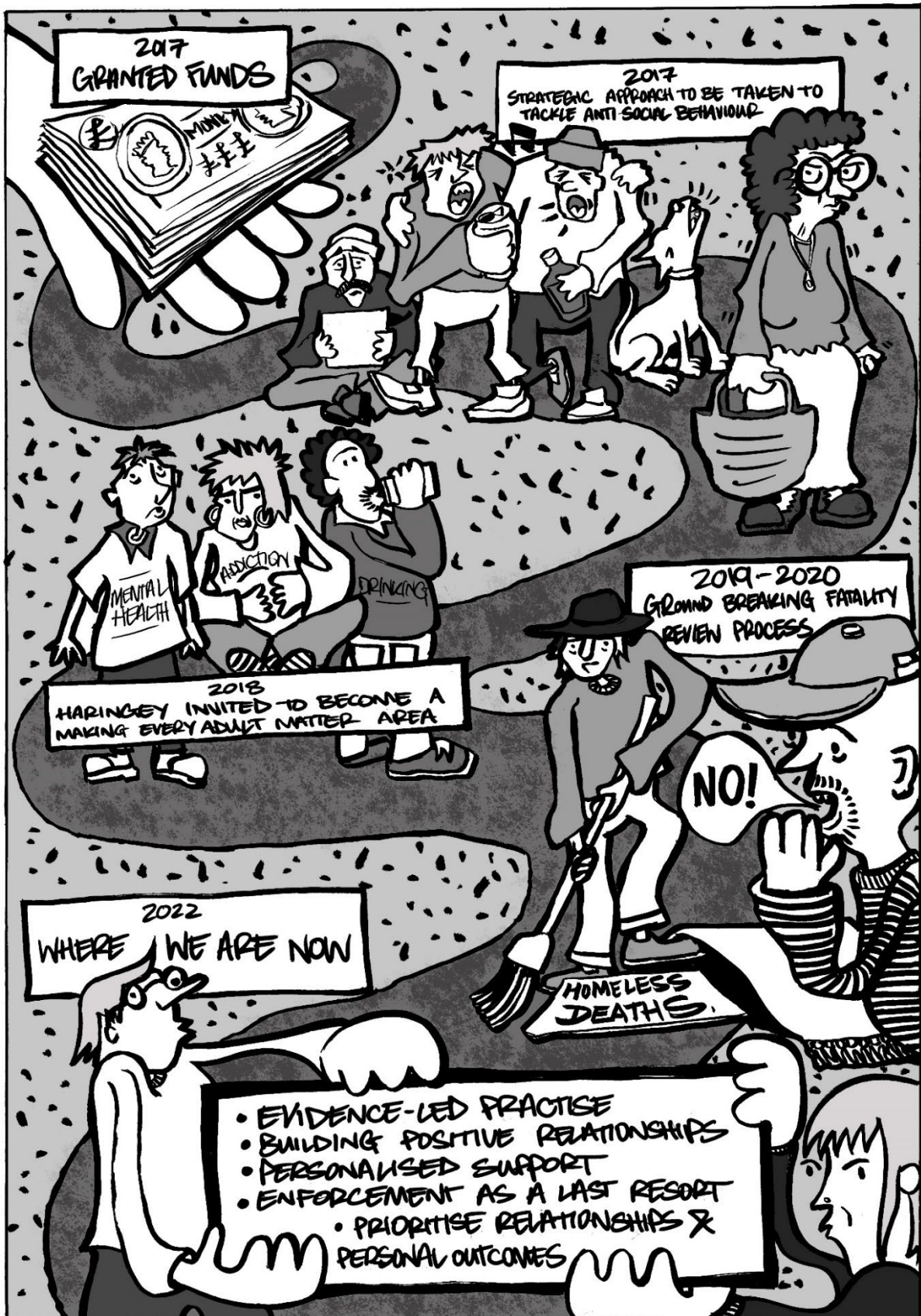
5% were 18-25
27% were 26-35
35% were 36-45
22% were 46-55
10% were Over 55



38% UK Nationals
34% EEA Nationals
14% Non-EEA nationals
14% Unknown Nationality

48% Had mental health needs
30% were prison leavers
6% were ex-armed forces
7% Had been in the care
system as a child





All artwork shown throughout the Strategy produced by Mitchel Ceney, 2022

Achievements & Learning since our last Strategy

Our previous rough sleeping strategy was published in 2018. The strategy made ambitious commitments to tackling the harms of rough sleeping. It is with pride that we can say that over the course of the last 4 years our rough sleeping programme has become people focussed, has prioritised relationships and personal outcomes and has worked collaboratively to achieve the following outcomes:

Resident Outcomes

- 52% Reduction in street count figure over a 3 year period
- Concluded our Making Every Adult Matter project, achieving significant reductions in unplanned hospital admissions and arrests for those involved in the project.
- £3.6m Rough Sleeping Initiative funding over 3 years

New Services

- Mulberry Junction
- Olive Morris Court
- The Cranwood Night Shelter
- Homeless Health Inclusion Team
- Out Of Hospital Care
- Rough Sleeping Drug and Alcohol Team
- Osborne Grove
- Burgoyne Road & the Haringey Resettlement Service

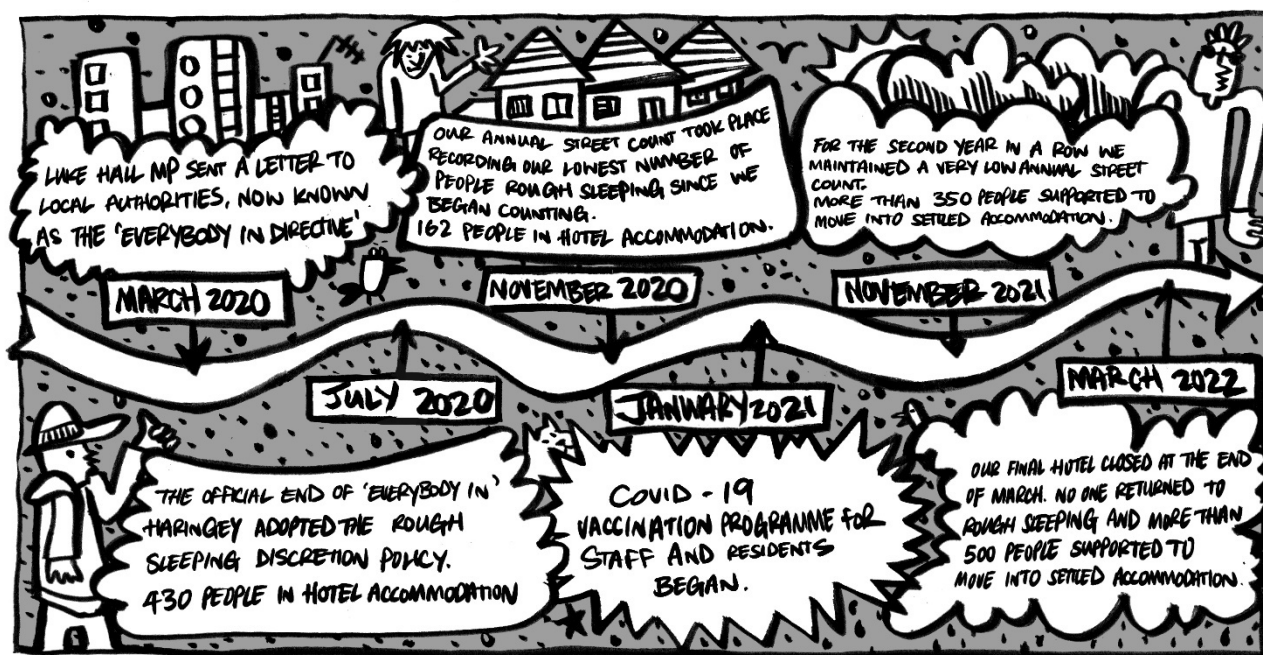
Policy Change

- Fatality Reviews
- Safeguarding Adults Priorities
- Live Well Strategy & the Health and Wellbeing Board
- Developing a multiple disadvantage framework to be used across council services
- Building new supported and specialist housing

Practice Improvement

- Prioritising partnerships with faith and community orgs including funding 25+ voluntary and community sector organisations to deliver supported housing, floating support, street outreach and specialist advice and information
- Developing communities of practice
- Weekly multi-disciplinary team meetings
- Our approach to enforcement as a last resort to address safety and risk only, and strongly resisting the trend to identify rough sleeping as an anti-social behaviour

Learning from Covid-19



Today, we are seeing substantial increases in non-UK National rough sleeping, and expect this to continue. We take forward the learning from the pandemic, and that this was the closest to ending rough sleeping that we have been. This confirms the benefits of focussing on service delivery rather than establishing eligibility, and highlighted the challenges facing migrant communities and people with insecure immigration status. Learning from our Covid-19 homelessness response has strengthened our partnership working and highlighted the crucial role of health, social care and public health partners at both strategic and operational levels within our work.

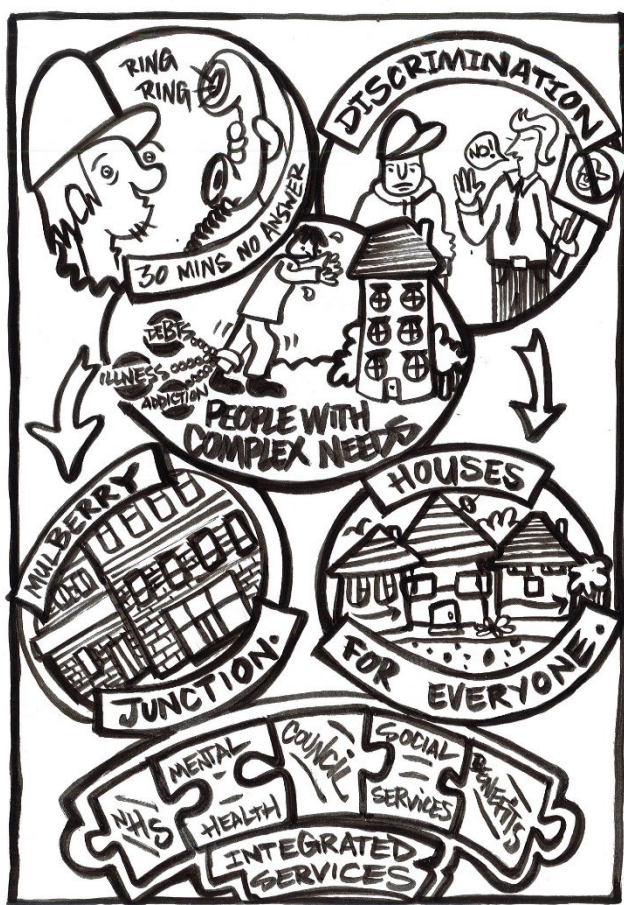
The end of *Everyone In*, and continuing concerns about collusion with immigration enforcement teams create significant barriers to successful outcomes with this group of people. We are committed to utilising all available resources and lawful avenues to address the housing and health needs of this vulnerable group, and would welcome further national initiatives that support this effort. As a borough, we are committed to enabling all those who are entitled to apply for EU Settled Status, but we remain concerned about the number of people met by our outreach team with pre-settled status or no recourse to public funds. Despite this, and through building on the strengths of our partnership, we are ambitious about achieving a sustained reduction in rough sleeping in Haringey. We will focus on at-risk groups such as people affected by immigration control, women and LGBTQ+ people who have the most limited options and the poorest outcomes. Specific commitments will be made to the above-mentioned groups later in the strategy.

What We Will Do

The commitments made in this strategy are;

1. To ensure that rough sleeping is **prevented** where possible and that where it does occur, that it is **rare**
2. To ensure that where rough sleeping does occur, that it is **brief**
3. To ensure that rough sleeping is **non-recurrent**
4. To **exhaust all options** to secure routes off the street for people who face immigration restrictions

Commitment 1: We will ensure that rough sleeping is prevented where possible, and where it does occur that it is rare



It is our priority to prevent rough sleeping, and to ensure that where it does happen it is rare.

In 2021/22, 62% of people seen bedded down in Haringey were new to rough sleeping.⁷ We are committed to better understanding the interactions of those at risk of rough sleeping, and using this evidence to inform our interventions.

a) We will work with partners to minimise evictions that lead to street homelessness

We will prioritise move on from the supported housing pathway and prevent evictions where possible. We will deliver our services using a personalised and trauma informed approach which promotes recovery, builds skills & resilience. We will work to support our partners to work in ways that prevent evictions and hold them to account where they are not working

effectively to achieve this. A number of the evictions that immediately precede rough sleeping occur in types of accommodation where it is less easy to prevent the eviction. For example, end of NAS accommodation and exempt provider evictions. In order to minimise this, we will ensure that clear information on our services is available on our website, and that we deliver in person services

b) We will commission and deliver suitable supported accommodation

⁷ Greater London Full Annual Report 2021-22: <https://data.london.gov.uk/dataset/chain-reports>

In Haringey, we believe that a coordinated multi-agency approach, which empowers people to tackle the complex and connected vulnerabilities that trigger homelessness, will deliver the best homelessness prevention outcomes for single people. As such, we will commission suitable supported accommodation that meets the needs of those experiencing homelessness in our borough. We will commission our services in such a way that allows our providers and their teams to develop real relationships with residents, and acknowledge this as a valuable outcome.

Accommodation provision is more than just bricks and mortar. A staggering 100% of those interviewed as part of the co-production of the strategy believed that arts and creativity are important in homelessness provision. Arts plays a role in prevention and support to empower and improve the lives and well-being of people affected by homelessness through creative education and participation. The following commitment was developed by Arts and Homelessness International, alongside other organisations working across arts and homelessness in the borough:

- We believe that arts enhances individual wellbeing, resilience, agency backed up by [research](#).
- We will increase access and opportunities for people who are or were homeless to engage in arts and creativity

We are committed to delivering services flexibly and innovatively and our work to embed arts into homelessness services has begun. During the pandemic and throughout 2020 we worked with Arts and Homelessness International to organise creative projects in supported housing and emergency hotel provision where people were isolating. As part of this, books and art packs were distributed, and creative workshops held for those isolating. A [research project](#) on the impact of arts and homelessness during the pandemic was also undertaken.

This strategy and the work that comes out of it is a reflection of our belief that marginalised communities make key cultural contributions. In order to make arts accessible to those who experience homelessness and rough sleeping we will work across the Council to embed the arts into the development of places, services and projects.

Streets Fest is another example of our commitment to innovative service delivery in the community. Streets Fest is an annual health & wellbeing event, established in 2018, for people experiencing homelessness. The event provides an opportunity for people to access a wide range of different support services in the same place, on the same day, in a fun, festival themed setting. Our learning following five years of successful delivery, is that bringing services outdoors, and providing music and the arts in this way helps to reach those in greatest need. We are committed to continuing to provide events and services in this way, and we will embed the arts and creativity into rough sleeping services using the [jigsaw](#) of homelessness support.

a) We will co-locate within services that interact with those at highest risk of rough sleeping and will improve accessibility

We will continue to design our interventions so that they are delivered within the community and closest to those we aim to support. We will continue to support hospital discharge navigation teams and we will work in partnership with the NHS to support the improvement of hospital discharge processes including the duty to refer. We will continue to ensure that everyone seen rough sleeping is supported to a statutory assessment of their homelessness, and we will work with other council services to ensure that assessments are undertaken flexibly and, in a trauma-informed way that meets the needs of those who have experienced multiple-disadvantage. We

will work with prisons and the probation service to ensure the successful implementation of new national initiatives to reduce custody releases to the streets. We are committed to communicating

"Time is a concept about when you eat and when you sleep. Time fizzles out til it's just daytime and night-time. In the day, you are just waiting for it to pass and in the night, you're trying to find a place to sleep safely. Avoiding the concept of time helps you survive, you embrace 'crossing that bridge when you come to it. I still could not tell you how long I rough slept for. Not even close."

(Bruk Mellese)

effectively with our partner services to prevent rough sleeping from ever occurring.

Commitment 2: To ensure that where rough sleeping does occur, that it is brief

Any period of time rough sleeping represents a failure of services to safeguard and protect vulnerable people. We recognise the value of sufficient and effective use of the supported housing pathway, but often those experiencing rough sleeping require additional support to move away from the streets. *Everyone In* evidenced the benefits of lowering the threshold for immediately accessible accommodation. It evidenced that once in, generally support needs, incidents, experiences of harm and neglect lessen, and outcomes are improved. As such, we are committed to the following:



a) We will provide suitable 'off the streets' accommodation

It was clear throughout the legislative theatre and co-production process that the reinstatement of emergency accommodation to provide shelter for people affected by rough sleeping was of key importance. As such, we are committed to re-opening a 20-bed night shelter for those experiencing rough sleeping in the borough.

b) We will deliver in-person support services and outreach

The cornerstone of our rough sleeping programme is the Haringey Street Outreach Team. The team has expanded significantly since our last strategy and are out on the streets of Haringey daily, working tirelessly to build relationships and deliver genuinely supportive and effective interventions to those that are rough sleeping. A

clear priority for residents and stakeholders as identified by the legislative theatre process was the need for in person homelessness services in a hub setting. We are incredibly proud of, and committed to continuing, our Mulberry Junction service. Recent events including the war in Ukraine and broader cost-of-living crisis have shown just how much of a lifeline Mulberry Junction is in the community. This is also reflected in a threefold increase in the number of people visiting each month. We are committed to designing services to respond to demographic needs; we will recruit native language speakers to specific roles, acknowledge language barriers and their impact on service provision, and where we can bring in local communities to help with translation services.

c) We will respond to and prioritise hidden homelessness

“Women absorb violence in order to make things right, to keep a household, women become incredibly resourceful at experiencing and enduring violence. Because violence is such a major part of homelessness for women, opportunity means that responses can’t be planned or wait until the next morning.”

Alison Charles, Intensive Support Navigator, Haringey Council

Minoritized communities experience the greatest barriers to accessing services and are invisibilised in most national statistics. In the financial years 21-22, just 35 women were seen bedded down in Haringey, compared to 226 men. It is now largely acknowledged that women are hidden in official reporting measures, and women’s homelessness is to a much greater extent than previously thought. A recent report by Fulfilling Lives in Islington & Camden found that lone adult homelessness is as likely to be female as male – women are just less visible.⁸ Violence is a major part of women’s experience of homelessness, and violence can occur outside of the hours of 9-5. We are committed to ensuring that assessment and support can be provided for women on site flexibly and in a trauma and culturally informed way. We are committed to embedding learning processes and developing forms and communities of practice where challenges can be discussed, beliefs challenged with openness and humility. We are committed to stepping away from engagement as a prerequisite to service provision, allowing and encouraging time as well as increasing our understanding of the power dynamics between women and services. We will develop and expand our specialist women’s spaces and services and provide better specialised training for practitioners across the borough.

Of a total 268 people seen rough sleeping across the course of the year in Haringey, only 14 (5.2%) were aged between 18-25. This is lower than the London average, and London as a whole saw a slight decrease in the proportion of people seen rough sleeping who were aged 25 or under.⁹ While the numbers of young people experiencing rough sleeping is lower than other age ranges in the cohort, supporting young people who are homeless is a preventative mechanism. Vulnerably housed and hidden homeless young people are one step away from street homelessness, many of the complex needs seen in our rough sleeping cohorts and the work of Making Every Adult Matter Programme started developing in youth, in interactions with the criminal justice system, care systems and other public services. As such we are committed to upstreaming the prevention of rough sleeping to delivering outstanding services to young people

⁸ from Fulfilling Lives in Islington & Camden (FLIC, part of Single Homeless Project), Joanne Bretherton and Nicholas Pleace, Centre for Housing Policy, University of York, and London Borough of Camden

⁹ Greater London Full Annual Report 2021-22: <https://data.london.gov.uk/dataset/chain-reports>

who are experiencing or at risk of other forms of homelessness. We will continue to be involved in and committed to pan London and cross borough efforts to create better services for young people.

Commitment 3: We will ensure that rough sleeping is non-recurrent

In 2021/22 28% of those seen bedded down fell into the 'stock' category, and 10% were 'returners' which means they were not seen bedded down in the previous year but were in the years prior to that. A previous bedded down contact is a strong indicator that someone is likely to rough sleep again and we are committed to ensuring that single homeless approaches made by those who are known to CHAIN and the outreach team are offered intensive support to avoid a return to the streets.

- A) We will increase the supply of affordable supported accommodation available long term for those who need it to sustain recovery

The Housing Related Support service has delivered on a number of new services since the previous rough sleeping strategy. We are committed to exploring all possible capital funding streams in order to deliver affordable supported accommodation within the borough.

Some of our services include;





Our **Osborne Grove** service, a former nursing home identified for major re-development. In the interim the property is being used to provide supported accommodation for single homeless adults with needs around substance use, mental or physical health, and/or criminal justice involvement. Osborne Grove is staffed 24 hours and benefits from large communal spaces, office accommodation and a large catering kitchen.



Our **Olive Morris Court** service. Launched in December 2021, Olive Morris Court provides 32 self-contained, modular build supported homes. The service provides intensive and flexible support with staff on site 24/7 and a wide range of visiting support services from statutory and voluntary partner agencies.



Our **Resettlement Service** which provides visiting support in shared accommodation, operating from properties located across Haringey. The team provides flexible support and goal planning to help people manage their tenancy, gain employment and skills and generally gain confidence in their skills to live independently after a period of homelessness.



Our commissioned **Housing First** service which includes 30 bedspaces of specialist mental health provision.

b) We will jointly commission ambitious and integrated health and care services focussed on equity of access and outcome

Our Homeless Health Inclusion Team consists of dedicated primary care, mental health, substance use and homelessness practitioners. We will commission high quality support services that address the significant health inequalities faced by people experiencing rough sleeping to address their long-term physical and mental health conditions. In Haringey, we believe that a coordinated multi-agency approach, which empowers people to tackle the complex and connected vulnerabilities that trigger homelessness, will deliver the best physical and mental health outcomes for single people.

We recognise that an end to rough sleeping is about more than housing and will only be achieved by addressing unequal access and outcomes within the health and social care system as well. As such, we commission a dedicated social worker post that supports people who are street homeless to access their entitlements under the Care Act around care needs, safeguarding and preventative support. Generally, people who are sleeping rough face overlapping and multiple disadvantages, including challenges accessing and sustaining drug treatment interventions, than the wider population and this is a factor in the shocking statistics about the [average age of death](#). In Haringey, the high rate of comorbidity between drug and alcohol use and mental illness within the rough sleeping cohort, led to focused discussions about an integrated response between health and homelessness services.

Our ambition is to commission an integrated health service which works to reduce health inequalities, by improving the health care and social inclusion of those rough sleeping and those in supported accommodation in Haringey.



c) We will embed new ways of working with people facing multiple disadvantage

Building a collaborative and empathetic homelessness service in Haringey is key. Throughout the legislative theatre process and mapping work with Arts and Homelessness International, it was identified that there was a need for training and capacity building for Council staff and those with lived experience. This includes a need for specific training related to mental health, peer mentoring, trauma informed care and systems. It was also identified that people with lived experience should work in council services, especially those that live in council provided accommodation. Much of this work has begun, and will be taking forward as part of the Multiple Disadvantage strategy.

In 2018, Haringey were awarded funding as part of the Making Every Adult Matter Programme. The MEAM

approach supported 34 individuals experiencing severe and multiple disadvantage over a three-year period. The aim was to establish new ways of working with people facing multiple disadvantage, which could be extended beyond the lifespan of the project. We tracked the outcomes and experiences of those involved (with their consent) for 3 years from April 2019-March 2022, which contributed to a national evaluation. Our MEAM cohort consisted of 9 women and 25 men and 25% of the cohort were from BAME backgrounds. At the start, 20% of cohort were rough sleeping – all have since achieved positive moves off the streets. Today only 3 out of the original 34 people require ongoing intensive support. The following outcomes were also noted:

- In Year 1 there was a 25% decrease in A&E attendances, in Year 2 a reduction of 50%.
- In Year 1 there was also a 14% reduction in arrests, Year 2 a 38% reduction.
- Over 50% of the cohort now have their own self-contained accommodation.

The success of the MEAM project has laid a clear foundation for the development of a borough-wide, cross-organisational multiple disadvantage framework. This will form the basis of our plan to continue the work to embed new ways of working for people that experience multiple disadvantage across the Council, and will include homeless services training, as was identified in the legislative theatre proposals. This will undoubtedly strengthen the work that has already been started to embed co-production in service design and delivery.

Commitment 4: We will exhaust all options to find routes off the street for vulnerable people who face immigration restrictions

“One of the clearest shared points of agreement across all interviews was the value - to staff, services and individuals accommodated - of a stable universal accommodation offer that does not exclude people based on immigration status.”

Homeless Link, Roadmap

Rough sleeping is increasing. A total of 8,329 people were seen rough sleeping in London during 2021/22. Just over half (52%) of people seen rough sleeping in 2021/22 were from the UK, while slightly over one fifth (22%) were from CEE¹⁰ countries.¹¹ As a result of our innovative practice in this area, we were invited to partner with Homeless Link and the No Accommodation Network (NACCOM), to produce a ‘roadmap’ to providing better services for people affected by homelessness and immigration restrictions. The research captured practice and policy lessons from the pandemic, and aims to identify achievable, long-term approaches to better supporting this group. The report can be found here: [NEW REPORT: ‘Roadmap’ for tackling non-UK national homelessness | Homeless Link](#). In this report, it made clear that national policy hampers local efforts to tackle non-UK national homelessness.¹² It is futile to discuss strategies to end or reduce rough sleeping, without a commitment to improving parity in access to services for non-UK nationals experiencing rough sleeping.

A) We will work with partners to deliver accommodation, and where we cannot we will ensure there is an offer of employment support, immigration advice, and effective signposting.

We are committed to operating a no wrong door approach, and ensuring that where people come to the Council for housing support, our teams and services effectively signpost to the places and people that can assist. In our experience, the majority of those who rough sleep in Haringey have been in the borough for many years. Many have been working in insecure employment and vulnerably accommodated prior to sleeping rough for the first time. We are committed to supporting people to access the labour market through our Haringey Works service, or through specialist commissioned employment support providers, focussing specifically on providing enhanced support to people with Settled and Pre-Settled Status. We will also continue to ensure the availability of specialist immigration advice in the borough.

How Will We Measure our Progress?

A delivery plan will be developed that sets out how partners will work together to achieve the commitments made above. Our approach has and will continue to be informed by the latest available intelligence when determining the actions required to achieve our strategy vision. The Council uses the Combined Homelessness and Information Network (CHAIN) to monitor people seen bedded down across each month in the borough. CHAIN is a multi-agency database that is

¹⁰ EU expansion in 2004 and 2007 enabled people from the following countries to come to the UK to work: Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Slovenia. These are referred to as Central and Eastern European (CEE) countries in this report.

¹¹ Greater London Full Annual Report 2021-22: <https://data.london.gov.uk/dataset/chain-reports>

¹² Unlocking the Door; A roadmap for supporting non-UK nationals facing homelessness in England

used across London. Borough level and London wide quarterly and annual reports can be accessed here: [Rough sleeping in London \(CHAIN reports\) - London Datastore](#).

In 2018, the Council started undertaking bi-monthly street counts. While we acknowledge that street counts only represent a partial picture of rough sleeping in the United Kingdom, it is useful as part of a toolbox of other data collection and mapping methods. As such Haringey continue to undertake bi-monthly street counts using the evidence-based estimate approach.

The description of rough sleeping which has been used most routinely for national statistics since 2010 defines rough sleeping as: *“People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or “bashes” which are makeshift shelters, often comprised of cardboard boxes)”*

Haringey recognizes that the definition of rough sleeping excludes key places and situations that minoritized groups typically rough sleep in, obscuring their lived experience and their statistical presence in the national picture. To end rough sleeping, we would first need to understand it more accurately and openly, and then explore the specific causes, effects, and triggers for different population groups. We are committed to improving the data collected to accurately portray the above-mentioned groups, and to incorporate this into provision of services. This includes gaining accurate data on the scale of homelessness, to enable us to fully understand the experiences of those that are less visible, and the services they interacted with along the way. We recognise that we do not have a clear enough view of the gaps in services that are causing people to rough sleep for the first time locally, and the transition points prior.

Our aim with this strategy was for it to be fully co-created, and one of the core findings of the Mapping Report produced by Arts and Homelessness International, was that:

‘More needs to be done to work with partners to find effective ways to encourage people with lived experience to actively participate in policies and actions that impact them. We saw how successful this was using arts to facilitate policy co-creation during the Legislative Theatre project – and this innovative approach enabled people to engage.’ AHI Mapping Report 2021

Following on from the publishing of the strategy, we will be convening a Peer Scrutiny Panel, who will meet once a year over the lifetime of the strategy and whose aim will be to assess the efficacy of the interventions and measure progress towards the commitments made.

As well as this, steps are already being taken to improve the data available, to inform decision making and to make visible the needs of those who may be invisible in existing data reporting measures. For example, Haringey elected to participate in a pan-London women’s census, which took place in September 2022. Local authorities & their partners were invited to share data, undertake gender-informed outreach shifts and work with colleagues across the sector to estimate the number of women affected by street homelessness in their area.

In addition, we will bring together data from different sources, to ensure those who have experienced homelessness are only required to tell their story once, and that this is accurately reflected on systems where it is consented to. Improving read across multiple systems will also

be a priority, including improving existing reporting measures such as CHAIN and Inform, to evaluate the efficacy of current interventions.

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HARINGEY ROUGH SLEEPING STRATEGY AND ARTS AND HOMELESSNESS MAPPING REPORT 2022

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1. Introduction and Context

Arts & Homelessness International (AHI) and Haringey Council began working together during COVID-19 in 2020 by organising creative projects in hotels and centres where homeless people were isolating due to the pandemic. Books and art packs were distributed and AHI and Accumulate ran creative workshops at Red House including mobile and photography workshops and created a mural in the garden. We also worked together on a [research project](#) around the impact of arts and homelessness during the pandemic.



Legislative Theatre cast

Our partnership has grown stronger since then, and in 2021 we agreed to work in the Borough to help develop co-creation practices between the Council and people who are/have been homeless and to develop an arts and homelessness strategy. This has been achieved through the framework of the Rough Sleeping Strategy. As in other councils in the UK, AHI works using a 3-stage programme:

- **Undertaking a mapping exercise** to understand the context of homelessness, attitudes to what needs to be done in relation to Rough Sleeping for the new 2022-25 strategy and attitudes to the role of creativity and arts into homelessness in the borough
- **A Legislative Theatre project** – this is a methodology which uses theatre to explore challenges homeless people and council workers face. Equal numbers of both groups create and perform short plays about these challenges. An audience made up of people from civil and civic society make suggestions of

changes and these are voted on and are embedded into legislation through Haringey's new Rough Sleeping Strategy.

- **Arts and Homelessness Strategy and Delivery Plan.** AHI and Haringey are also working together to create an arts strategy for the borough – using existing and new creative programmes to build well-being, resilience and further opportunities, links and pathways with the professional arts scene in the borough.

We were given the space and the trust to start the mapping process and we let our expertise in running similar mapping exercises from the Coventry Arts and Homelessness Review to our projects in Brazil, Japan, USA, Canada, and Scotland to form this work with equity and diligence. We held regular check-ins with Gill Taylor (Strategic Lead – Homelessness and Vulnerable Adults and Housing-Related Support) and Maddie Watkins (Strategy and Monitoring Coordinator – Rough Sleeping) at Haringey Council to co-produce the following questions that frame the Review:

- **What change would you like to see in homelessness by 2025?**
- **What's going well and could be improved in homelessness services/the sector?**
- **Do you feel the voices of homeless people (your voice) are heard? If so, in what spaces?**
- **What is your attitude to arts and homelessness?**

We sent these questions in an online survey and contacted hundreds of key stakeholders in the borough, council reps, commissioners, civil servants, councillors, staff from the voluntary sector, cultural spaces and individuals and artists who are or were homeless. Despite the challenges of COVID, we made a conscious effort to meet people face-to-face as much as possible and ran interactive sessions at Osborne Grove and Mulberry Junction. We are honoured for the time these individuals dedicated to sit with us and the texts of their responses which are documented in these pages and will contribute towards Haringey's Rough Sleeping Strategy.

Arts & Homelessness International (AHI) is the global arts and homelessness network and movement, aiming to strengthen the sector, make the case for arts and creativity to be embedded in homelessness policy and provision and building creative opportunities for people who are or have been homeless. Homelessness is not just about housing; homeless people face myriad of challenges including poor mental health and isolation. Arts have been proven to be successful in building well-being, resilience, agency and knowledge/skills with people who are or have been homeless (Shaw,P 2019).

Under The Streetlight

Under the streetlight
Quarter to one
Two months since nothing
Still going strong
A whisper in my ear
& then you walk along
Under the streetlight is my home
It's where I belong

It's where I belong
It's where I belong
It's where I belong
Oh the streetlight is my

Early days had just begun
We're awoken by the sun
Said we'd be forever young
Time could fly & we'd have jumped
Into reality
Now the sun is looking after me

You see me over there
Lying numb without a care
I mean how can I compare
To the singers everywhere
Screaming their heart out
I'm living my life out here

It's where I belong
It's where I belong
It's where I belong
It's where I belong
Oh the streetlight is my

When the snow has touched the ground
That's when you come to town
Seeing if I'm safe & sound
When you know how long I've been around here
Though you come once a year

I mean who are you pretending
It's not like your amending
The downside of my weekend
Making out that your caring
Well if you really cared
You'd notice me then and there

Under the streetlight
Quarter to one
Two months since nothing
Still going strong
A whisper in my ear
& then you walk along
Under the streetlight is my home
It's where I belong

It's where I belong
It's where I belong
It's where I belong
Oh the streetlight is my
Home

I'm living my life out here
Been round here

It's where I belong
It's where I belong
It's where I belong
It's where I belong
Oh the streetlight is my
Home

It's where I belong
Oh the streetlight is my
Home
It's where I belong
Oh the streetlight is my
Home

Shalea is an artist who wrote the song "Under The Streetlight" in college, as she was affected by those who suffer from homelessness & is singing from a homeless perspective through her song to spread awareness.

She was one of the main actors in Haringey Legislative Theatre performance, Jan 2022, and written and performed part of this song.

2. Summary of Findings

The Review took place from Summer 2021 to Spring 2022 both through an online survey and face-to-face and online meetings with individuals and groups.

Our findings are made up of key stakeholder groups in the Council; people who are facing homelessness; charities and voluntary sector; other statutory bodies such as NHS; arts organisations and charities; the general public. Questions were designed to be open and accessible with no form-filling for people with lived experience.

Numbers of people we spoke with:

Total surveys completed and returned	23
Total interviews undertaken	24
Total number of people involved in Legislative Theatre project in person and online	120
Total respondents	167

Breakdown of respondents by type:

People with an experience of homelessness	19
Statutory (homelessness services, NHS etc)	16
Charities	12
Other including members of the public	120

Key Findings per enquiry question:

Our findings are framed by the four key questions which were co-created with the Haringey Council homelessness senior team:

A) What change would you like to see in homelessness by 2025?

There is an aspiration to establish a clear set of actions that see the end of the need to rough sleep and homelessness. Everyone we interviewed believed, that everyone, whether migrants homeless or not, has the right to safe home with an appropriate level of care to have access to a quality of life.

The interviewees called for a stronger partnership to ensure a consistent person-centred approach that is delivered across all services.

They would like to see a more joined up approach in both culture and homelessness. Stronger partnership lies in the notion that a commitment is needed to work in collaboration with all services so people who are impacted by homelessness are not only aware what is on offer but how to access it so equality of access to information is achieved.

The responses can be summarised into three priorities, **prevention, intervention, and wellbeing**. This means, taking a strong stance in eliminating the need to rough sleep as well as introducing an education programme in schools to advocate for people to access their rights. Supporting people to access suitable accommodation, housing schemes as well as how to sustain.

Enhance and improve current resources as intervention measures, such as better support offers for temporary accommodation provision and accessing emergency accommodation. Co-produce services with people with lived experience to ensure better best practices and a more joined-up approach so services can exist beyond social hours. There was an ask for better use of the data to understand challenges and gaps in services

Finally, though there is a great recognition that Haringey has a good mental health provision, more needs to be done to ensure it is improved so repeated homelessness is avoided. This means increasing funding for outreach and homeless health teams as well as improving advice and training for staff.

B) What's going well and could be improved in homelessness services/the sector?

There is unanimous view that the leadership of the homelessness team is strong and innovative – there is a deep and authentic culture of care running through this team. Many systems are working well and have been improved over time. Co-creation is strong in terms of commitments but this is not cascading down as well as it could to staff and other services – more training is needed.

The commitment to Non UK Nationals and those with No Recourse to Public Funds is sector-leading and the Council is doing everything within the law to provide support for this group. More could always be done and this is happening with the proposed new night-shelter.



What's going well

The homelessness team led by **Gill Taylor** is heavily praised – there is a strong culture of best practice and of the commitment to co-creation.

Mulberry Junction was also spoken about a lot in terms of best practice, particularly how it was co-designed with people who were homeless and how the space is welcoming, safe and the staff stop at nothing to help people who are/have been homeless.

Many of the other council services were applauded as being effective and innovative e.g. the **Modular Homes**

A lot of the other services were the subject of admiration, particularly the **Mental Health services and Outreach workers**.

The commitment to people with **No Resource to Public Funds** is applauded and how the Council has stretched resources to help people who have NRPF. There is also a lot of praise in terms of how the Council were able to keep open some of the Everyone In facilities.

There is a lot of buy-in from the public in terms of homelessness provision, co-creating the strategy with the public and not just getting their agreement once it has been finished.

Consistently low street count figures

Good and effective pathways in drug and alcohol services and getting people into rehab and detox

What could be improved

Although **co-creation** is strong within culture, it is not practised universally and not **formalised or hard-wired** into the system yet. Some great co-creation practices have been forgotten. Co-creation training across all council staff would build confidence and result in co-creation spreading further.

Staff are often **over-worked** and lack enough time to support people.

Better accommodation options for those with NRPF

More joining up of services, although this is beginning to happen more

Some homelessness systems are still too complicated and hard for people to understand – clearer messaging is needed

More needs to be done with family homelessness (NB is this better placed for the Homelessness Strategy rather than the Rough Sleeping Strategy)

C) Do you feel the voices of homeless people (your voice) are heard? If so, in what spaces?

Haringey has the expertise and specialty of managing people's needs but more needs to be done to ensure the voice of homeless people and staff are heard. Many outreach workers felt the fact they place themselves at Mulberry junction or Osborne Grove, means they get to access clients and it is their chance to collate feedback. For

example, the Homeless Health Inclusion Team increased their provision from 3 days to 4 days after listening to client's feedback.

There is a call to ensure the voices of those with lived experiences of homelessness are engaged to remodel service pathways and bring back the co-production magic that was possible with Mulberry Junction.

More needs to be done to work with partners to find effective ways to encourage people with lived experience to actively participate in policies and actions that impact them. We saw how successful this was using arts to facilitate policy co-creation during the Legislative Theatre project – and this innovative approach enabled people to engage. The legacy from this needs to ensure people who are/have been homeless are invited to sit on the Strategy Board, co-chair homelessness meetings and co-produce training and services programme.

Invest in activities especially artistic and wellbeing related one to build confidence and trust for people to speak in spaces.



D) What is your attitude to arts and homelessness?

A staggering 100% of those interviewed believed that arts and creativity is important in homelessness provision and that it should be a key component in homelessness services.

In keeping with [contemporary research](#) about the impact of arts interventions focussing on well-being, resilience, agency and skills (Shaw, 2019), interviewees identified many reasons why arts and creativity should be 'normalised' into services.

Views centred on creativity being important in person growth as well as practically important in order to help support people moving forward in a holistic service:

Similar views came from every 'strata' of the homelessness sector and related services: Charlotte Pomery, Assistant Director, Commissioning Homelessness said, 'It's good in and of itself. It's a means to an end. The creative process can unlock other opportunities'. Sarah Hart, Senior Health Commissioner said, 'Art is really important for mental health and self-expression.'

Support staff also felt that creativity could be used during interviews with clients and supporting them through the homelessness system. Waad Ahmadi who was Manager at Mulberry Junction said, 'Sometimes you don't know what to say but you can show it. Why do you have to tell your story through speaking, why can't you draw something or write a poem.'

There was a feeling that creativity could be used in a more strengths-based approach in interactions with people who are/have been homeless: Tara Phillips, who until recently was a Homeless Substance Misuse Recovery Worker in Haringey who said that conversations about what people are good at and enjoy e.g. arts could be incorporated into initial interviews.

Tim Miller, Joint Assistant Director for Vulnerable Adults and Children at Haringey Council and NHS Haringey CCG too would welcome more arts in the sector and said that it's a good time since a lot of money is going into mental health services and community mental health. They are doing away with a care plan and more a Dialogue Plus approach which is being used in East London.

Existing arts provision

Most people interviewed were not aware of any arts programmes specifically in the homelessness sector and thought that it should be developed into regular programmes.

There are some key agencies working in the borough which have had considerable success, including **Museum of Homelessness and Accumulate**. The annual **Street Fest** organised by **Streets Kitchen** always has an artistic component and this is popular and well-respected. **Studio 306** is well respected in the mental health sector. **Further Fields** and **Incredible Edible** work with many communities including those who are facing homelessness. It was felt that these projects need to be known more and for there also to be more regular provision for people facing homelessness.

Museum of Homelessness is in the process of moving their base to Haringey and creating a hub. This could open-up huge opportunities for many communities. And this service would include a hybrid, multi-stranded arts hub and service provision with various services from a legal advice drop-in to a café and artist studios. It would have

an unconditional welcome and so could also support many people's calls for more support for being who have NRPF. This is potentially a game-changer for the sector not only in the Borough but the wider arts/homelessness community.

A few groups have been run informally or have started and then, because of funding have had to stop – such as **Shine Café** and a library-based reading group as well as some arts therapists.

Meanwhile the arts organisations in the borough such as **Bernie Grant Centre** and **Alexandra Palace** are interested in working more in homelessness and also have many untapped resources and opportunities from space to programming and tickets. Visits to cultural institutions (with the correct preparation) is often used in the homelessness sector internationally and can be transformational as people who felt previously excluded from civic life, are welcomed into buildings of status and make them their homes. This is echoed by Elena Pippou, Council Head of Arts for Haringey Council who runs the Culture Board for the borough which includes all the main arts orgs. She felt that there would be considerable interest in these orgs working more with the homelessness community.

Those with lived experience of homelessness were also keen to expand creativity in their situations. The two main groups we spoke with at Osbourne Grove and Mulberry Junction thought a regular programme of creative programmes would be beneficial. It is significant that at Mulberry Junction, arts programmes are expanding naturally since our Review began.

Osborne Grove – residents were interested in trying the following artforms: **Photography, drama, music, arts and crafts, fashion and textiles and the support to run self-led artistic initiatives**

Mulberry Junction – residents were interested in: **Calendar photography - 12 photos of the best ones to be in calendar; making pallet furniture; learning musical instruments, creative writing/stories, DIY Film making and graffiti Art**

Finally, and significantly, the **Legislative Theatre** process produced real change and was universally popular with those taking part and audience members. Using arts for policy co-creation is effective and could be utilised in Haringey again.

3. Recommendations

Area	Recommendation
1. Rough Sleeping Services	Standardise and formalise co-creation in homelessness services to make it more wide-spread and consistent. Hard-wire co-creation into services. Train all council staff in co-creation culture and practice and those from other agencies.
	Further strengthen partnerships between services
	Create visual, accessible resources for people who are homeless showing how the system works (co-create this)
	Creation or expansion of a Hub with both in-person and online homelessness services in Haringey (Legislative Theatre commitment – see more detail on page 29)
	Training and Capacity building for both council staff and those with lived experience, in homelessness services (Legislative Theatre commitment – see more detail on page 29)
	Emergency accommodation should be reinstated to provide shelter for people affected by rough sleeping (Legislative Theatre commitment – see more detail on page 29)
	Cultivate a strengths-based / asset-led way of working (Legislative Theatre commitment – see more detail on page 29)
	Increase resources for NRPF persons facing homelessness or rough sleeping in Haringey (Legislative Theatre commitment – see more detail on page 29)
2. Rough Sleeping Strategy	Creative a visual version of the strategy that is accessible that people in centres will read and engage with – consider creating a mural or piece of public art
	Make sure there is engagement with residents in the strategy and education in schools

3. Arts and Creativity Programmes in the Homelessness Sector	Complete an Arts and Homelessness Strategy for Haringey – this is underway being managed by the Co-Creation Scrutiny Group formed after the Legislative Theatre Project. There will be an outline strategy in the Rough Sleeping Strategy and an development of plans in the Homelessness Strategy in 2023
	Complete an Arts and Homelessness Delivery Plan for Haringey
	Appoint an Arts Co-ordinator in the Homelessness Team (or make this part of an existing member of staff's job description) with a budget attached to their role.
	Support Museum of Homelessness in opening their new base in Haringey and partner with them to run weekly creative provision.
	Pilot arts as in homelessness, mental health and drug/alcohol interviews – including part of Dialogue Plus work
	Pilot regular arts workshops in Mulberry Junction and Osbourne Grove including sessions by local providers such as Accumulate. Programme activities connected with what residents want including photography, drama, music, arts/crafts, fashion/textiles, making pallet furniture, creative writing/stories, DIY film making and graffiti art
	Train people with lived experience to run arts workshops – including those on the Scrutiny group and pathways of employment in the creative industries including with the arts orgs below
	Work more closely with arts organisations in the borough in the a/h delivery plan and piloting
	Create and ring-fence a budget for arts provision in the borough for homeless people
	Set up a co-created Arts and Homelessness Forum which brings together people with lived exp, third sector, council and arts orgs
	Consider appointing an Artist in Residence

Appendix 1: Data, interviews and quotes the enquiry questions

A) What change would you like to see in homelessness in 2025

For the first 3 questions we posed, we have kept responses anonymous to maintain confidentiality and report on the usefulness of the feedback.

- More rights for Immigrants
- Co-creating with local residents - they see people using Olive Morris Court as 'other' - how do you build humanity? Sometimes the local residents don't feel listened to either. How can we co-create with them?
- Temporary units in Irmine Road are great – what happens when they are moved on. Has there been any feedback from the users. Great big row when they were going in there. There is a resident steering group and one or two officers. The residents were promised a lot but not all of it happened. Hasn't heard that there has been any antisocial behaviour. There are more units planned in Station Road.
- Also work with the front line staff in housing estates –Broadwater Farm etc Estate Services Officers e.g., concierges, cleaners, managers – do training with them about what to do with rough sleepers and include the drug and alcohol services and how to help and where to signpost people. Do a face-to-face training or presentation.
- Key is to open up the Community Centres.
- There needs to be more done to join up culture and homelessness.
- Getting people to find out more about what's on offer.
- Particular challenge – people with no recourse to public funds. What was good in Everyone In was to help more people. We need a better offer for those people – still 50 people in hotel and what is their offer and their future pathway. Everyone In gave us a picture of a different world where you could work with everyone.
- In the strategy Denise Gandy would like to see what we'd like to do ideally and then what we can do. Also challenges of move on with benefits caps
- Increase participation and that it is open to everyone. Diversity of offer - singing in choirs to high art. Understanding how people are participating. There is a real lack of evidence to show how people participate in non-traditional arts. Co-creating directly with communities. Developing broader strategy - people, place and connecting. More opportunity for artists to grow in their develop.
- Haringey Council have worked with the Audience Agency. High proportion of kaleidoscope - those involved in grass roots, craft, many different kinds of arts. Really interested in young people and their voices are in there. Whatever happens is benefiting homeless people
- There would be no rough sleeping or the need to rough sleep
- Homelessness population provide them with the support to rough sleep safely if that is a choice they want to make
- Everyone has the right to be living in good quality accommodation, it isn't always the case
- The whole process needs to be more joined up. From a medical point of view more work has been done re homeless people when they access hospital and how they are

supported when they are discharged. How is it followed up and carried through needs reviewing and strengthening.

- More work to do on that side of things and having the facilities and places where homeless people can go to learn and to be supported, to allow them to rebuild their lives:
 - Mental Health services do carry a jointed approach but more needs to be done.
 - 100 times worse and more difficult the sooner you put homeless in the discharge paperwork.
 - Many services happen outside 9-5 and ask them to meet the council staff because they finished 4 pm, so then you lost the contact. More joined approach outside of social hours needs to happen.
 - By 2025 we want a complete a whole joined PAN London approach and everyone is aware of and knows how to work
- No one living a street based life in Haringey. Everybody would have a roof over their heads and more importantly, someone safe. A lot of people regard the street based safer compared with some of the accommodation they are offered. This should come with wrap-around support. Homelessness is not just about housing – trauma, mental and physical health. It's not just a question of accommodation
- No one route in and therefore no route out.
- Hopes the strategy will be a series of human stories that makes people sit up and listen. It should be more than 30 pages of print. About time to produce of different kind of strategy – perhaps a series of video clips. We don't need words, we need pictures.
- Nobody should have to be on the street. And those who are, have a full understanding of services that are available to them and how to access it.
- Better engagement with employers being willing to invest in a cohort of homeless people – more investment in time. The cost benefit doesn't necessarily happen in year one but could happen in year 2.
- Key thinking is health – increasing the healthy life expectancy of the homeless population. Access to health and prevention. Bring down the rates of smoking. Wants the sector to take this more seriously. Weight management and exercise.
- Would love for services to be more integrated. From the start to be more psychological informed, more targeted outreach, psychology outreach, better quality spaces for people coming off the streets. A night clinic at Mulberry Junction. The use of Mulberry Junction to be expanded and more spaces like MJ where people feel more welcome, less glass and security guards.
- Making connection a priority not just operationally but strategically – and look at this through commissioning. Sometimes we don't have the time. More co-production and more arts. Longer-term projects. Contract for long-term – it takes time for people to build up the courage. We have a legal team etc but no one in co-production.
- By 2025 closer integration between Haringey delivery services and commission services
- Be good to see more use of models of housing first or funded more
- If Boris Johnson could not end Homelessness by 2012, it will not end by 2025
- Taking the psychological aspect further with more qualified staff and access to services which would be dovetailed with ongoing support within shelter/hostel would really help.

- Recording on a centralised database all those who encounter homelessness, their needs, backgrounds, outcomes. Using this data to understand challenges and gaps in services.
- Seeing the people not the numbers. Seeing the dreams and ambitions of the person not the statistic or routine move on.
- Everybody should have a safe beds, clean and secure accommodation, be it shared housing or single unit. It should be within at the point of presenting yourself homeless to the authority, immediate and without delay.
- Prescribing in hostels and on outreach
- More funding for outreach prescribers and homeless health teams: paramedics and GP's that work on an outreach basis (which has been working well in South London, a doctor has been visiting a hostel 3 times a week with great results in engaging hard to reach clients)
- Primarily start by identifying the need - clients can't always get to appointments. Consider keeping methadone onsite in hostels
- More training for new staff and support workers to improve awareness of the risks of overdosing
- Investment within the environment. Better standard of accommodation and upkeep of communal areas at hostels - very run down in some places
- People who have experienced homelessness having a greater impact and not co-production for co-production's sake. Not just having people on board because they've been on the street but actually taking it to the next stage and having people there because they can contribute something that you would never be able to contribute and actually they're more valuable than you are.
- Improved access to benefits and help for people with No Recourse to Public Funds (NRPF)
- As a member of the Homeless Coalition I'd like to see more accurate recording and publicity around homeless deaths, to show how policy needs to be changed, but also to give people dignity death
- Suitable housing/accommodation (some places are health hazards with blood on mattresses and awful conditions)
- More accurate recording of data on street counts: "We need to change how we quantify data, make people data and we need to do that in different ways
- Good quality art provision and equipment in every hospital setting (that Accumulate are funded) not token gesture- i.e. pens and paper from the £ Shop facilitated by the work experience person!
- Better attendance at exhibitions from leaders i.e Directors of Housing organisations, Council officials
- Education around homelessness to be included in Rough Sleeping Strategy (including a schools programme)
- *A co-created rough sleeping strategy with more public engagement so we see less resident hostility*
- Less homelessness
- Faster processes for building houses and accessing housing schemes

B) What's going well and could be improved in homelessness services/the sector?

What is going well:

- Provision, focus on co-design and co-delivery. Strong focus on listening esp MEAM.
- It's really good that the rough sleeping count is regular and the figures are low. Good services are provided on the count.
- Residents in the borough are really sympathetic towards homeless people and want to help.
- Gill Taylor and her team are amazing and so well respected
- There isn't stigma – a culture of not looking down on people
- More provision is available in the borough than we've ever had. We could do with more. We lost the nightshifts during COVID and this was replaced with Everyone In
- Modular Homes scheme are good.
- Lots of grass roots orgs doing an amazing job. Ideal is having the best of both worlds. Covid-19 confirmed what we knew about hidden homelessness. We saw lots of people who had been living precariously for many years and then covid was the final straw.
- We are making process and it is baby steps all the way, everything takes times but everyone wants an immediate response.
- Mental Health service we are providing in Haringey has made a huge improvement. They have a good reputation and the commitment the people they are seeing the best level of care that they can give.
- The Mental Health outreach team are amazing, though they are small; they have expanded from 3 to 4 days outreach work.
- Mental Health outreach also provides a clinical GP sessions on Fridays; they can get an appointment immediately. Registered or not registered they will see patients and support them through.
- Gill Taylor is committed to integrate migrants, non-UK nationals in the rough sleeping strategy. In Haringey, 50% rough sleepers are non-UK nationals, so we need to commission immigration advice and support for rough sleepers and support provision for people who would otherwise have no access and for whom English is not their first language. Have an ethical responsibility.
- In the pandemic there was a streamlined system for referring people to housing and they are quite honoured and took referrals from the Public Interest Law Centre.
- People are on Time Credits – time based credit. Asset based. You can spend those credits on hundreds of places. You store them up and go to the theatre or sports. You can also pledge them eg., some use a company called Tempo. Maximising on this scheme since it also fuels co-production.
- Over the last few years, Mental Health outreach team has developed homelessness health services with Gill – now there are services working with the rough sleeping team. Not particularly co-produced but working with people from Mulberry Junction so very much informed by what people want and need.

- Outreach team are amazing and Maddie Watkins and Gill Taylor have brokered to have emergency beds which is amazing. There is now somewhere to go for people who had not recourse.
- Haringey delivery approach is brilliant than commissioning to others - makes more sense for council to deliver their own services
- Good levels of funding for emergency provision.
- The pathway in terms of funding for clients who want to go into detox and rehab is much more straightforward
- Pandemic / covid –19 has shown a lot of flaws of health services provision and has given us an opportunity to re-engage and potentially it has been easier with the homeless via Everyone In strategy.
- Homelessness fatality reviews which started in Haringey and other boroughs have followed.
- Commissioned to target people with homelessness problems
- Straightforward pathway in terms of funding for clients who want to go into detox and rehab. (Generally waiting times are long in borough for treatment)
- Pathway has been shortened timescales by going to client and doing 3 pre detox sessions (instead of 6 weekly sessions that they would need to attend at a hospital and then apply for the funding) either one to one sessions or group session if more than one client at a location
- Streamlined process for obtaining the funding to ensure there isn't a wait and people can go straight into treatment when they are ready
- Haringey have always been forward thinking - with housing, accommodation and how they used their premises.
- Haringey Law Centre are doing great work
- Modular Housing scheme
- New Ranger at Finsbury Park working hard to connect groups and orgs
- The Drug and Substance team go into hospitals and provide three pre detox sessions. These are one-to-one sessions or group sessions if there's more than one client applying for detox

What could be improved:

- Repair services are really challenging – too complicated. Not enough housing. 15 years ago there were 6,300 properties in temp accommodation and now there are 3,000 units.
- Moving back where the voluntary sector and churches can do more post covid.
- Build better relationships and patience
- Gill Taylor and her colleagues – who ensure those experiencing multiple disadvantage are not forgotten
- System change takes a long time – there are attitudes in some statutory areas that are discriminatory e.g. unconscious bias. Changing those assumptions takes time.
- 10 years of financial austerity – so what is possible is constrained. We know what good looks like when the legal rules were relaxed during COVID. Wrap around treatment and assessment. Now we are danger of losing those initiatives.

- Carefully managed end to end strategy that have the time and space to own the programme. When it doesn't work, the employers don't have the time to devote to this. Mental health is often the main barrier to work. A hands-on approach from the leadership is needed – the end-to-end need.
- The most successful way of working is to have a range of specialist orgs who can concentrate on their field – in homelessness that includes mental health support, accommodation, employability
- There is no one route that is the same for each person since their situations are different.
- Not yet being able to access clients who are strategic co-producers – the homelessness teams haven't been able to put people forward. More is needed to coproduce with those with lived experience of homelessness.
- More work between homelessness and substance misuse. Ditto with LGBTQ.
- Bring drama back – as well as being part of community, being part of community, asset based – it's showing yourself when you have been ashamed of yourself that is powerful. Drama and creativity part of the recovery process
- Family homelessness needs to be accorded more focus – particularly thinking about children's services and the impact on kids. Housing insecurity in families is big and not on the radar. Although this is about a rough sleeping strategy but not homelessness strategy. Good building blocks around health – we need to do more about culture and access to services – when people turn up at GPs, when people miss appointments, they are not victimised with the strange bureaucracy we have created.
- Increasingly the Mental Health Trust in Haringey seems to use some arts practice.
- Arts wise, Haringey hasn't had a lot of money so some of the arts projects and creative therapy got dropped a long time ago unfortunately. [Studio 306](#) is an exception.
- A little bit disheartened at the moment because the end of Everyone In – it was magical. All the 'yes's became 'nos'. The legacy is that homelessness services have evolved and are pushing back and finding solutions. For people with no recourse, it's just wrong.
- What could be improved is provision for people with no recourse. Having more housing solutions for people. More psychologically informed services. We are working towards aspirational places. The environment and aesthetics could be improved.
- Co-production working through the whole commissioning process from design to delivery – including the contract providers being more co-created and evaluation. Normalising co-production.
- Legal Aid availability and generally for people claiming asylum – finding good legal
- Digital inclusion and internet challenges
- The System needs improving and we require better planning
- Haringey don't have experience in delivering services so there wasn't much expertise. For example, there was no time to look at support and services and procedures
- We submit instant report internally - when it is sent H&S there are a lot of duplications and makes a lot of work for no reason
- Processes are not simple which are distracting from doing your job in the most effective way

- Peoples good will and intent seems to shine through at the minute particularly after COVID and everyone in there, seems to be a camaraderie and the cultural divide between faith/community and Commissioned services is reducing and seems like there is mutual respect being built which is a healthy thing.
- Work with non-UK and sourcing better private accommodation could improve, both are tricky because they are dependent upon market and statutory influences beyond the homelessness.
- The continued better understanding of psychological root causes is welcome and more intensive professional clinical therapy with long term support would really help people come through psychological blocks and barriers.
- Better recording of data of all those homeless, not just rough sleepers.
- More co-production and multi-agency and partnership working will go a long way to plugging gaps within the homeless field.
- Joined up thinking – integrating arts into the services. There is no cultural strategy. There is a cultural network and it's limited since it is just the main orgs. What is the involvement of the regeneration agencies?
- No written commitment to arts being integrated into strategy – forum for arts and social action
- Make addiction services more accessible to people who are experiencing homelessness.
- There needs to be a case management forum that care plan and everyone intervention is included
- Staff are stretched and under resourced. Burnt out culture with long term leave
- Lack of funding post Covid-19
- A new hostel is needed – Olive Morris - one-bed self-contained apartment for people who are currently rough sleeping – 80% of them are using – actively substance – Tottenham – drug activities – not sure the space ever held a focus group – it needs more consultation – more co-production and lived experience before they went ahead
- Not much done about family homelessness in temp accommodation and their children in particular
- Miscommunication between housing providers, hostels, and people that are working in outreach and the Grove. Misinformation about services being circulated to clients resulting in resentment towards services
- General frustration that clients are feeling in regards to housing and the Government
- Leading to barriers in building trust with clients
- Lack of knowledge/training for hostel staff in terms of harm reduction and processes particularly regarding overdoses
- Improve: communication on arts programmes available, blanket emails not reaching potential participants - offer taster sessions as way of reaching people where they are in hostels and other settings
- Would be great if Haringey could trial a 6 month pilot art scheme with an artist in residence in the borough
- Introduction of Public Space Protection (PSP) Orders

C) Do you feel the voices of homeless people (your voice) are heard? If so, in what spaces?

- There is a lot of political support for co-creation. Not sure there is a strong foundation for this to happen. There are some good examples of where this is working – a self-lead process by Front Line staff where responsibility is devolved to them. The Localities Programme enabled front-line staff to come together to work with each other. At the same time, we are paralysed by the central govt. How do you co-create with people who are excluded from services
- The Leader of the Council says co-production a lot. It's specific to services – planning has co-production in the sense that it has to be consultation.
- With the work Gill Taylor has done with Mulberry Junction, co-creation has been excellent and highly co-created. People were engaged with the process from start to finish.
- Mental Health team have feedback in their services and as a result, they have increased their outreach services from 3 to 4 days because they listen.
- In Haringey, Street Fest where homeless people can come to and things are provided for them across the board and all agencies were there including if they wanted covid-19 vaccine. We were there to see and treat people.
- The Grove – they open all the time; it is where we meet and engage with clients.
- Gill Taylor and her colleagues hear the voice of homeless people and the elected members to hear. Ade Cooper the Head of the Adult Safeguarding board do hear. How far does this filter through orgs, one doesn't know. They don't have the resources available to make this work as well as it could. They need to build some resilience for people like Gill Taylor since it's like pushing a boulder up a hill
- No – it's very difficult to have a unified voice when they are so disparate. There isn't a single large charity that speaks well for the voiceless and makes an impact.
- Non-UK nationals, polish people, language barrier, stigma issue, these are economic migrants, there are various barriers that stop those people from being represented. Ensure the strategy is translated and is accessible.
- Because of the values of the management team, everyone voices are strongly heard. Management have picked up how people like to be referred about e.g. not 'rough sleeping'.
- Mulberry Junction is exceptional case for co-production, listening and engaging.
- Client-led activities and co-production – people think we're doing it in Haringey but in all honesty, we aren't doing much of it. We think we are hearing people and we're not and it's ok to say that and acknowledge that. When Mulberry Junction was co-created it was magical and Fee should take the credit.
- Mulberry Junction is a good example. We could be a lot better. There haven't been enough resources. You almost need a strategy in itself. We need people with lived exp on boards and panels as a standard. Co-created agreements. Co-created training with people with lived exp – could AHI do this again with more people with lived exp from Haringey.

- I doubted there are spaces where the homeless people are heard as there are too many barriers
- This is about poverty and inequality, people who are enduring poverty, they will be unlikely to be pro-active in change. People with complex, low mental health and have no money and little resource to navigate the system are Least likely to have a dialogue with the system and the services
- It should be the success of the borough in how it is pro-active in finding people and providing the support the people needs. They should not be waiting for the problems to present itself although they are trying to reach people who are hidden
- Haringey has experience and speciality of managing people's needs but more needs to be done to tackle this problem.
- Find creative ways to do impact reporting to get feedback to talk about their experiences
- It's about why you want to listen to people. How you listen to people. If you're just doing it for the sake of it, it's tokenism if you do it too much, then it's traumatic. If you don't do it enough, you won't have a representative group that's leading your service delivery.
- Activities give people a reason to leave their hostel room or hospital, this increases skills such as time management, planning a journey and meeting new people, which gives confidence and builds trust for people speak
- Accumulate reject offers of collaboration from outside the community when focused solely on homelessness. Great art is great art and should stand alone.
- Embed measures and platforms for user voices long term to measure effectiveness
- Consultations limited to user groups with limited power

D) Quotes and interviews about arts and creativity and homelessness

To map services in arts and homelessness, we needed to hear from strategic staff and frontline staff who work in Haringey Council so we could establish some form of groundwork and understand the bigger picture. We are aware that there isn't one way to map but we bank on the care we have gave to these conversations to communicate what is happening in the borough, what is going well, what can be improved and the attitudes towards Arts and Homelessness.

Charlotte Pomery, Assistant Director, Commissioning has a portfolio that includes single homelessness, connected communities, arts and culture, inequalities. According to Pomery, space is one of the things that is a barrier to local organisations such as Museum of Homelessness and Streets Kitchen and their ambitions are often not shared by local communities. Charlotte Pomery's own attitudes to arts and homelessness is **'It's good in and of itself. It's a means to an end. The creative process can unlock other opportunities'**.

Councillor John Bevan who focuses on Housing, planning and licencing and some of his work also includes homelessness. He supports the work that goes in the borough and spoken highly of **Bruce Castle Museum** which is a 16th-century manor house in Lordship Lane, Tottenham. He commended so much of what Gill Taylor and her team can do to effect change and some of these are noted further in this report under the relevant sub-heading.

Councillor Julie Davies is a Cabinet Member for Employment, Skills, and Corporate Services. During the meeting, she advocated for getting people involved in learning and opportunities and is especially passionate about seeing local people in the council jobs. For Cllr Davies, 'Art is all about self-worth. What we have all learned during the pandemic is how creativity is important'. There is a plan underway in 2023 for a food event in Alexandra Palace which might have a connection with food. Sam Fowler had the idea of food as a 'soft gateway'. There is a space for ideas to be welcomed with Cllr Davies is trying to open up cultural spaces as much as possible. Community centres are hugely underused and Community groups can now buy their buildings. Chesnuts Community Centre has really opened up as a creative space. There is a plan for Ward Centre to include performance space.

Denise Gandy, Exec Director of Housing for Homes for Haringey. While Haringey Council owns the homes and takes overall responsibility for housing policy and strategy, Homes for Haringey is responsible for the day-to-day management of council homes. They manage around 2,700 households, and they also have their own in-house repairs service with around 180 staff which carries out around 60,000 repairs to council homes every year.

During covid the make-up of people coming to them changed – there were fewer families because of the ban on evictions, but more single people. Evictions are now happening again with more people experiencing domestic abuse.

Denise was also one of the policy team at the Haringey Legislative Theatre project where she ensures commitments are made for the proposals that came out of the project.

For Denise, Art is, 'A way of exploring things differently and a way to open up a different dialogue'

Elena Pippou, Council Head of Arts for Haringey Council believes in amplifying the great work that is out there. She runs the Cultural board where key organisation across the boroughs get together. Most of the work is partner-led i.e. Black History Month which is borough-wide. Haringey's black communities have made, and continue to make, a significant contribution to all aspects of life in Haringey, London, the UK, and beyond, through politics, culture, education, and community activism, making history every day www.haringey.gov.uk/bhh365 | The council also runs Women's History Month and LGBT Month. There are many incredible arts organisation that are based in Haringey: Further Field - a digital arts programme, Jacksons Lane, Alexandra Palace, Collage Arts, Bruce Castle archive

There has been a book club or reading club and creative writing club had already happened between Elena Pippou and Gill Taylor (Osbourne Group and libraries)

Sarah Hart, Senior Health Commissioner said, 'Art is really important for mental health and self-expression. When the art group at the Shine café closed down because of funding, one client said that his mental health deteriorated.'

Tim Miller, Joint Assistant Director for Vulnerable Adults and Children at Haringey Council and NHS Haringey CCG: The arts and homelessness projects he has seen were empowering. He recognises the power those experiences can have. Describing what they have been through and who they are and the pleasure of the creative process and what that brings. He gets it. t. With a commissioning hat on we struggle to get money to those opportunities.

Worked in social care and Personalisation and there was a hope that there would be a move towards creativity. It has happened to some extent but it's a small proportion. In the NHS Social Prescribing is now in – are they prescribing access to arts, he's not sure. CAB Haringey organise the Social Prescribing.

Money needs to sit behind this and that's perhaps why something hasn't happened.

He would welcome more arts in the sector. Relatively good time since a lot of money is going into mental health services and community mental health – moving away from clinical interventions. Doing away with a care plan and more a Dialogue Plus approach which is being used in East London.

Quite a lot of mental health front line workers are pro arts. Would it need a robust randomised control trial or with an NHS Trust – adding it onto a treatment pathway. South West London St George's are pioneering.

We have had a meaningful conversation online with **Obi Unaka - Director - of Treatment & Care Consultants at Bringing Unity Back Into the Community (BUBIC)** The passion they have as an organisation for the borough and its local people was evident in their approach and ethos. They break the cycle of habitual behaviour through peer support by engaging with communities to create inclusion and cohesion through active peer support. They support rough sleepers and address the negative feelings and emotions attached to drugs through peer group support that enables stories to be shared in a friendly and confidential environment. As an organisation, they are well connected to Haringey Council and attend related steering committees to foster collaborative partnerships.

Pre Covid-19, BUBIC ran some creative activities but the transition to online services resulted in withdrawal of some of that element. **Obi says 'Arts and Creativity beings some sense of purpose'**. He added that Action on Addiction which is a UK-based charity that works with people affected by drug and alcohol addiction uses music to help people recovering from drug substances and that is something they like to consider embedding in their own services.

Professor Michael Preston-Shoot, Adult Safeguarding said, 'The best art makes you think and challenge yourself – reappraise, reflect. It provokes and disturbs. Frankly, that is what we need. Art needs to be more central. We can sit round a table and talk about this. We can commit ourselves in words but not in behaviour. Destabilises and then puts you back together.'

Paul Hienkens, Radical Recruit ‘Anything that encourages humans to explore their journey to getting off the streets, is very valuable.’

Frank Sweeney, Creative Producer, Bernie Grant Arts Centre said, ‘Arts provides people with a means of expression, a series of methods to communicate, to learn about ourselves and others and the world we live in. Art is a valuable device for us to learn, nurture, grow and have experience. In relation to Homelessness, I think, after you have lost many things through the process of becoming homeless, artistic understanding, appreciation, and practices remain and they become mechanisms for recovery and transformation”

Rachel Woolf from Street Storage said, “Art is unique because it can put pressure on people but often achieves this in more a gentle way than campaigning or lobbying. It allows a wider audience in a non-offensive way to come and look at issues together and discuss these issues in a way that they wouldn't have thought of doing. I think it engages what we would call 'lay people. - so people out of the sector - in important debates and reflection but through a medium that they can understand and that they can enjoy”. “I've known a lot of people who have come to homeless art shows or art shows by people who've experienced homelessness or co-produced exhibitions, all that sort of stuff and I always ... advocate to bring people who aren't in the sector with me. Because if you're bringing people who already know about the topic it becomes a kind of an echo chamber. And I think that art is a very good gateway, like a Segway to bring in people into thinking about pressing systemic problems our community faces”. “If you give people a 100-page planning document for a hostel or whatever they don't read it. Whereas if you make it something that they can relate - like TV or theatre - it's a relatable way to get people engaged”.

Marice Cumber, Accumulate said that Partners and networks are critical to success (provides new ideas, ways of working and new environments). ‘Networks means awareness, opportunity, access, introductions to new ways of working ... new places. And that's only going to happen if whoever that provider is, has partnerships in place..’

Accumulate provides Creative educational teaching and learning not art therapy

Becoming a student can break cycles and provide a new narrative, rather than labels such as ‘Homeless’ or ‘Institutionalised’ or ‘Care Leaver’ Their identity becomes that of a ‘Student’.

Your identity is I am homeless, and I am in an institution. Right, whereas you become a student, you may still be living in a hostel and nobody needs to know about that.

Quality art provision is key and demonstrates participants worth/value

A participant fed back that through participating in a 3-day workshop it had stopped them “going back to my room and drinking” what could be achieved if there was an arts provision every day! Having a goal can provide a focus. Art is integral to any sort of support provision

E) Interviews with residents at Osborne Grove

Samra Said, our Senior Producer, on 16th Feb, worked from Osborne Grove (OG) to interview and build connections with the residents. The space provides 32 bedrooms for people who have experienced homelessness. Two of our legislative Theatre actors currently

reside at OG. The facility offers access to targeted and tailored support with a wide range of support available on-site and delivered directly by Haringey Council. A quarter of the beds are direct-access beds for people rough sleeping, including those with No Recourse to Public Funds.

Though the aim of the project for the next two years is to provide a safe, welcoming place to live, as well as to help provide residents with the skills and experience needed to move on to their own homes and to live independently, some of the residents found the staff at OG unwelcoming.

Many were reluctant to speak to Samra and wanted to remain anonymous. Approaching residents as they hung out in the common rooms or speaking with the reception staff were key moments and we managed to approach residents to conduct interviews, brief on the project and have a chat to gain trust and reassure that we weren't council staff and then conduct the interviews.

Samra managed to speak to 6 residents at OG and their feedback are summarised as follow:

- By 2025, hope there will be no homelessness and work/employment opportunities are available and accessible
- People getting straight into accommodation whilst accessing their own space with better support and there is no need for a shared accommodation
- A better service and good service with a qualified staff who have patience and good outlook.
- Staff who know exactly what they are doing and who has access to training.
- One resident felt OG was good for him as he has no status and life is hard for him, so he is happy he is off the street. "OG is a place to stay and await status so it's great I'm not rough sleeping"
- Access to phones as without them, one cannot engage with the services provided
- Staff need to provide more help and support
- More person-centred approach and treat people better
- Better, quicker system/process to bid for housing
- Staff start as nice people but with time the system take over, they become busy and have no time for you
- Qualified staff with good manners and values
- Privacy and personal space treated with respect
- Better support with budgeting and financing
- OG needs to feel safer as a space, there are many residents with substance problems, and they need better support, but it also needs to feel safer for the rest of us
- Beam provides support with finding work but also requires engagement and not everyone is in that place yet.

Arts they like to see more of:

- Photography
- Drama classes
- Music

- Arts and Crafts
- Fashion Textile
- Also, they would like to have the support to conduct artistic initiatives in the space

Waad Ahmidi's attitude to Arts and Homelessness is: 'Sometimes you don't know what to say but you can show it. Why do you have to tell your story through speaking, why can't you draw something or write a poem. Some of these have made me a better human. I think it has so much value. Wants it to be more normalised. She was going to ask Navigators to do things they love – that's when you get the most out of them.

Saw a musician in Osborne Grove and people who had been the most disruptive really responded to it.' Waad Ahmidi

F) Interactive session at Mulberry Junction – Peer Group

On 22nd February, Samra Said and Matt Peacock were invited by Mulberry Junction's Peer Advisor Dawn Malcolm. Our aim was to introduce AHL programming to Mulberry junction service users. To get them involved in the rough sleeping strategy and find their views in arts and what arts they want to do in the borough. We ran a creative session and invited Shalea to sing who was one of the actors in Legislative Theatre.

Summary of the conversations with the attendees of the Peer Group at Mulberry Junction:

- Engaging with services takes time
- Ensure outreach workers are waiting for prisoners at the point of exiting the gates to be offered accommodation to prevent rough sleeping
- Turn old offices into short term accommodation specially to accommodate ex-prisoners with no place to go
- Prevention is key, do not release prisoners without a pre-arrangement for accommodation
- Mulberry Junction is okay and offers help including to those undocumented
- Structure of health care outreach team that assesses homeless people / hostels would be great - change the dynamic to come to where people are at
- Affordable Housing
- Make good use of empty buildings
- The right service - more person-centred approach - create long term solutions so better-quality temporary accommodation!
- Discharge hospital accommodation

We added two more questions to map what Arts clients are engaged with and what Arts they like to see more of in the borough

- Calendar photography - 12 photos of the best ones to be in calendar
- Pallet furniture
- Music instruments
- Creative writing/ stories

- DIY Film making
- Graffiti Art

Dawn Malcolm, Peer Advisor 'I want to say huge thank you to all who attended the peer support group and invited guests and participated. It was an insightful wonderful uplifting experience'

Appendix 2: Haringey Legislative Theatre

Haringey Council and Arts & Homelessness International worked together to bring the voice of homeless people more into the update [Rough Sleeping Strategy](#).

The process involved a core team of 4-5 people with lived experience of homelessness and 4-5 Council staff members working together. The project aimed to co-create parts of the Haringey Rough Sleeping Strategy 2022-26 as well as develop more structures to strengthen the voice of people with experience of homelessness throughout the Council, as in the years since Haringey Council wrote the last strategy, the landscape around rough sleeping in the borough has fundamentally changed.

The co-creation of homelessness services has been developing steadily over the last decade – the aim is for services to be designed and delivered with people who are homeless, rather than for them. In Haringey commitment to co-production has been building steadily too, with notable success at Mulberry Junction, and the council is committed to ensuring their Rough Sleeping Strategy is fully co-produced with people with lived experience. To do this, we worked with Katy Rubin, a Legislative Theatre practitioner to use Legislative Theatre practice to deepen their strategy of co-creation and avoid using an approach which excludes people.

Legislative Theatre is a fun process and accessible way of showing challenges and issues in systems through making theatrical plays about them.

Policy Co-creation

AHI has developed a Co-creation plan to capitalise and build on good practice already taking place in local authorities to deepen policy co-creation.

Our collective vision is to normalise the involvement of homeless people in the design and delivery of policies, strategies and services. And to normalise the use of positive activities in homelessness plans and services.

Legislative Theatre (LT) is based on a methodology from Theatre of the Oppressed which uses theatre to achieve social aims. It is a form of theatre that encourages audience interaction and explores different options for dealing with a problem or issue. Legislative Theatre takes this stage further to enable people in power to adopt ideas and commit them into legislation. We worked with one of the world-renowned specialist in Legislative Theatre, Katy Rubin who led the Core Team in improvisational workshops with AHI back in Jan 2022.

In January, a core team made up of council staff and people with lived experiences of homelessness and rough sleeping worked together to create an original play based on their real experiences. The performance and Legislative Theatre session have been used as a starting point for co-creating Haringey's new Rough Sleeping Strategy.

The following policy proposals were developed through the improvisations of scenes in the play by members of the audience, which included the general public, policymakers and people who have experienced or were experiencing homelessness and rough sleeping. They were then voted on by the audience, and policymakers in the audience were asked to make commitments based on these policy proposals. The event was attended by 45 people in person, and 55+ people online via Zoom.

Scenes in the play revolved around issues experienced by both council staff and people affected by homelessness and rough sleeping. Some of the scenes showed council staff who were overworked and undertrained, without sufficient resources or support to navigate complicated systems and eligibility criteria.

The lack of available resources or capability in the system to support No Recourse to Public Funds (NRPF) persons in need, as well as the lack of safety for people in temporary accommodation and escalation of conflict by security contractors, were also showcased. Scenes also addressed inconsistent or preferential treatment shown by staff, and the lack of oversight built into the system.

The policy proposals below, generated by the community audience and actors, seek to address these systemic issues:

1. To provide resources and support to staff and those facing homelessness or rough sleeping:

A) Creation or expansion of a Hub with both in-person and online homelessness services in Haringey

- Holistic programme at Mulberry Junction with central leadership -
- Collaborative space with staff working together to provide a full range of services -
- Dedicated and supported collaboration time for staff
- An online and physical hub for easier access -
- Directory of staff and available services for both employees and users.
- A triage service with same-day decision-making for urgent cases -
- Design a welcoming space in all services, including welcome staff and refreshments, with Mulberry Junction as a template

Commitment: Gill to explore the above with Mulberry Junction managers to adjust services and communicate available services offered at the Hub across the borough.

B) Training and Capacity building for both council staff and those with lived experience, in homelessness services

- Council staff should be trained consistently in mental health, peer mentoring, trauma-informed care, 'systems' training etc.

- Estate agents should also be trained in the above, with quality control measures
- This training must be made mandatory
- Staff should have access to 'trauma-informed' budgets to allow them to support individuals with tangible and immediate needs
- Train and employ people with lived experience to work in Council services, via training pipelines for people in temporary / council accommodation
- Available volunteer opportunities should be opened up to people with lived experience and residents

Commitment: To convene a multi-agency meeting to discuss training for homelessness services staff including what exists, what is missing, and what we can collaborate on.

2. To provide emergency shelter for those facing rough sleeping or homelessness

Emergency accommodation should be reinstated to provide shelter for people affected by rough sleeping.

Commitment: Gill will be securing a building to reinstate night shelter (in progress). Denise will explore increasing social lets for Housing First.

3. To build a more supportive, empathetic and collaborative homelessness services system in Haringey

A) Cultivate a strengths-based / asset-led way of working by:

- Seeing people for their skills, including at the initial meeting and when staying in emergency / supported accommodation
- Strengthen co-production in service design and delivery
- Introduce volunteering opportunities for residents
- Commit to developing a trauma-informed homelessness system in Haringey, rather than just frontline services
- Involve local businesses, charities and residents in tackling rough sleeping

Commitments: To get contact details of local businesses / partners from the Socio-Economic Lead in the Council. Gill / Farhio / Roque to make initial contact, with Obi leading on external communications.

4. To increase resources for NRPF persons facing homelessness or rough sleeping in Haringey

- Provide research, toolkits and resources via website content

Commitments: Gill to share information about support already available to NRPF persons, potentially online, or through the website Hub. Gill to develop and publicise a toolkit of local resources as part of the Rough Sleeping Strategy.

Testimonials

'The whole process has helped me to become more reflective in my assessments, for example, if a client suddenly stops engaging, I will try and explore if there may be something causing an obstacle for the client to contact us and involve other services in the council such as Mulberry Junction to stay connected with a client who may not have an electronic device to be able to complete forms etc. Allowing for co-production with former service users was very important in allowing front-line workers to understand the weaknesses in our services such as blanket statements we may use to categorise individual circumstances and how we can resolve this on a micro-scale. Also, it was wonderful to feel like I am part of a bigger community of others working towards a larger goal within the borough and it was super-duper fun!! Something so different that allowed me to think creatively; I haven't experienced a process like this previously in my career.'

Chris Bhatti, Housing Needs officer, Homes for Haringey & Actor in AHI Haringey Legislative Theatre

'Legislative Theatre is an innovative, joyful and radically accessible methodology for co-creating policies that move communities towards equity, dignity and adequate housing for all. Momentum has been building around the UK for creative, grassroots participatory democracy, and Arts & Homelessness International (AHI) has been at the forefront of that movement, by promoting and supporting Legislative Theatre and similar tools through which people with lived experience of homelessness take the lead on shaping policy platforms. The collaboration between AHI, Haringey residents, myself, and Haringey Council was ambitious in scope, with a strong commitment from the Council to implement the community's ideas. Those proposals have since moved forward into the new Rough Sleeping Strategy. AHI's advocacy and cultural organising practices were essential in bringing about such concrete changes, and I look forward to collaborating with them in the future, to overturn the power dynamics in policy making within the homelessness sector, one performance at a time.'

Katy Rubin, Legislative Theatre Practitioner

'I've enjoyed my participation in Legislative Theatre performance to co-create Haringey's new Rough Sleeping Strategy. I felt I was able to contribute in a meaningful way whilst feeling safe the issues I raise as someone with lived experience of homelessness will be addressed and hopefully improve homelessness services in the borough.

I feel sad that the project came to an end but happy with the outcomes and the commitment that Arts & Homelessness International continue to showcase to engage me in the process post the event'

Toni Hudson, an actor in Haringey Legislative Theatre

Read the full proposal [here](#): and Public release [here](#)

Appendix 3: Streets Fest

Streets Fest is an annual event that has taken place in the borough since 2018. According to Streets Kitchen's website who are the key organiser of this festival, 'The event is a 'health & wellbeing event for those who are homeless or vulnerably housed. The event will provide a 'one stop shop' for people to access a wide range of different support agencies in the same place, on the same day. We hope that bringing services outdoors in this way will increase accessibility and reach those in most need.'

The event is grassroots and co-produced with people who are or were homeless. It is open to members of the public who can seek information about the support available and how best they can help. Haringey and Islington Councils are also involved in making it happen.

Museum of Homelessness is another key organisation which is involved and play a significant role in engaging the community. In past events they ran a "dynamic and diverse" banner making workshop, where people could create their own square and leave a mark on the museum's canvas. The events usually entail music, food, art, wellbeing activities all in a relaxed and fun atmosphere.

This year, the Fest took place in Finsbury Park on 23rd September 2022. Stalls included Museum of Homelessness who invited people to talk about and give ideas for their new building. AHI also ran a stall with participatory art, nail painting and Associate, Michel Cheney co-created a large piece of artwork with attendees of the festival; he invited people to write and draw ideas about what homelessness provision was like now and what it should be like in the future.



In terms of the context of widening participation in arts and homelessness in the borough, the Festival is a key intervention to foster connection, community and compassion.

Haringey Council says it is looking forward to work in solidarity again with Streets Kitchen and Islington Council to host 'Streets Fest'.

Appendix 4: Useful Links

Arts & Homelessness International have the following useful documents that can be accessed via our website.

1. Practice Guide on how to run arts and homelessness projects
https://artshomelessint.com/wp-content/uploads/2021/04/2020-07_Co-produced-Arts-and-Homelessness-Practice-Guide.pdf
2. The role of arts and homelessness during COVID – a research report featuring work carried out in Haringey https://artshomelessint.com/wp-content/uploads/2021/04/2020-10_ART-Lab-enquiry-1.pdf
3. Full Legislative Theatre Report and Proposals
<https://artshomelessint.com/research/haringey-council-legislative-theatre-proposals-jan-2022/>

Equality Impact Assessment (EQIA)

The Equality Impact Assessment (EQIA) form is a template for analysing a policy or proposed decision for its potential effects on residents with protected characteristics covered by the Equality Act 2010.

The council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not

The three parts of the duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

Although it is not enforced in legislation as a protected characteristic, Haringey Council recognises the profound and far-reaching impacts of socioeconomic disadvantage treats socioeconomic status as a local protected characteristic.

1. Responsibility for the Equality Impact Assessment

Name of proposal:	Rough Sleeping Strategy 2023-2027
Service Area:	Housing Related Support
Officer Completing Assessment:	Maddie Watkins
Equalities/HR Advisor:	Elliot Sinhuber
Cabinet meeting date (if applicable):	Cabinet Member Signing (Feb 2023)
Director/Assistant Director	Beverley Tarka / Gill Taylor

2. Executive summary

The proposal is for a new Rough Sleeping Strategy to run from 2023-2027. Our aim in this strategy is to set out a vision to end rough sleeping in Haringey. In the strategy we make clear what we will do, outline the challenges we may face, and describe how we will measure our progress along the way. Since our last strategy, we have developed a strong evidence-base of trauma-informed practice and service delivery that enables people affected by rough sleeping and multiple-disadvantage, immigration restrictions and gender-based harm to sustain healthy lives off the streets. The strategy sets out a co-produced vision to end rough sleeping under the following principles:

1. We are committed to systems change and we believe it is possible

2. **We are ambitious and determined in the context of challenging national policy**
3. **We recognise systemic inequality as a root cause of homelessness**

Ending rough sleeping means tackling and transforming the conditions that create it. It requires us to recognize and respond to the effects of systemic inequality, such as racism and homophobia, that mean some people are disproportionately more likely to sleep rough than others. This strategy will contribute to the work across the borough to challenge inequality, deprivation and social exclusion. We will prioritize our work to prevent rough sleeping by identifying who is at risk of homelessness, intervening earlier and identifying opportunities to tackle root causes by influencing local, regional and national policy

The Council's Public Sector Equality Duty, set out in the Equality Act (2010), provides the legal basis for our work to eliminate discrimination and victimisation, to advance equality between people from diverse backgrounds and to ensure equity of access and outcome for people with protected characteristics under the Act. The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status apply to the first part of the duty. Although it is not enforced in legislation as a protected characteristic, Haringey Council consider socioeconomic status a local protected characteristic. Accordingly, the decision to create a rough sleeping strategy represents progress to eliminate discrimination and advance equality of opportunity

The commitments made in the strategy are;

1. To ensure that rough sleeping is **prevented** where possible
2. To ensure that where rough sleeping does occur, that it is **brief**
3. To ensure that rough sleeping is **non-recurrent**
4. To **exhaust all options** to secure routes off the street for people who face immigration restrictions

3. Consultation and engagement

3a. How will consultation and/or engagement inform your assessment of the impact of the proposal on protected groups of residents, service users and/or staff?

Consultation and engagement has informed the development and all proposals in the Rough Sleeping Strategy. This strategy is the realisation of a process of co-creation that celebrates the skills, qualities and experiences of our community. Between November 2021 and May 2022, people with lived experience of homelessness, Council officers and partner agencies worked with Arts and Homelessness International to create an original play based on their real experiences. This was the start of a process called Legislative Theatre. Amongst other things, scenes in the play explored the experiences of people rough sleeping, the services who try to support them and the complicated systems and criterion they navigate. Scenes highlighted inconsistencies, prejudices, gaps and barriers with the aim of provoking discussion and creative solutions.

This interactive approach to policy co-design brings people together to propose creative policy and practice ideas centred in lived-experience. Participants in the play, audience members and decision makers included those with protected characteristics, and this was central to the development of the themes highlighting experiences of using council services that were shown in the final performance.

Importantly the process requires decision-makers who are involved in the process to make real-time commitments to change. Those commitments were explored further by a Steering Group made up of the original cast of the play and senior Council officers, which were brought together to form the Strategy.

3b. Outline the key findings of your consultation / engagement activities once completed, particularly in terms of how this relates to groups that share the protected characteristics

All proposals developed as a result of the Legislative Theatre play can be found here:

<https://artshomelessint.com/research/haringey-council-legislative-theatre-proposals-jan-2022/>

Specifically, proposals were developed to;

- 1. Provide resources and support to staff and those facing homelessness or rough sleeping*
- 2. To provide emergency shelter for those facing rough sleeping or homelessness*
- 3. To build a more supportive, empathetic and collaborative homelessness services system in Haringey*
- 4. To increase resources for NRPF persons facing homelessness or rough sleeping in Haringey*

The Legislative Theatre performance can be found here:

<https://www.youtube.com/watch?v=X250ai1KvSw>

The review of current services and input on changes needed in homeless services in the borough can be found here:

[Haringey Rough Sleeping Strategy and Arts and Homelessness Mapping Report 2022 | Arts & Homelessness International \(artshomelessint.com\)](https://artshomelessint.com/research/haringey-council-legislative-theatre-proposals-jan-2022/)

A further formal consultation will take place following approval of draft in February 2023, which will allow us to assess and if necessary further mitigate its impact on protected groups of residents. Data on consultees and on residents engaging and participating in strategy development will be collected and considered as part of responses to the consultation and broader engagement and participation. The Council's Equality Monitoring guidance will be followed.

4. Data and Impact Analysis

Please consider how the proposed change will affect people with protected characteristics.

Data sources

Several data sources have been used throughout this EqlA, and for clarity these are detailed and referenced here. Other data sources used will be referenced in the relevant section. Data at client level are based upon these main sources:

All residents using services commissioned or operated by the Housing Related Support (HRS) team between April 2021 and March 2022. Many residents of HRS services are currently rough sleeping or have experienced rough sleeping.

Additional data for the group of people with experience of complex homelessness is based on aggregated statistics from the Combined Homelessness and Information Network (CHAIN).¹ This London-wide system records people who have been seen sleeping rough by outreach teams. For this report data will be taken for everyone seen bedded down in Haringey at some point between April 2021 and March 2022. As the proposed provision for this group will partly be focussed on end-of-life care, comparative data has also been taken from the deaths of homeless people across England and Wales in 2020.²

Population estimates for Haringey are based upon data taken from the 2021 Census wherever possible, as these give the most up-to-date picture in the wake of the COVID-19 pandemic.³ At the time of writing only a subset of the data is available, with the remainder due to be released in 2023.

Methodology

All ranges as given below are based on the 95% confidence interval for the population mean. Many of our data are based on snapshots, which represent a sample at a single point in time of the “true” picture. This is known in statistical circles as the “population”. It is important to note, however, that “population” in this context is distinct from the population of Haringey as a whole as usually measured by Census data for example.

A result is assumed to be “statistically significant” if the reference value – usually the population of Haringey – does not fall into the range spanned by the confidence interval. Values highlighted in bold red type indicate over-representation for a given group compared to the reference value.

Data suppression has been applied for counts of 3 or less to prevent identification of individuals. This is highlighted with an asterisk where relevant.

The act of performing this Equality Impact Assessment has shown that there are various gaps in recording within services commissioned by Haringey’s Housing Related Support team. This is likely, in part, due to incomplete data migration from externally held databases onto Haringey’s preferred system.

4a. Age

Data

Age group	Haringey	HRS	CHAIN
18 – 25	26,111 (12.4%)	103 (10 – 15%)	14 (3.1 – 8.6%)
26 – 35	50,507 (24.1%)	213 (23 – 29%)	73 (22 – 33%)
36 – 45	43,714 (20.7%)	209 (22 – 28%)	94 (30 – 41%)
46 – 55	37,363 (17.8%)	175 (18 – 24%)	59 (17 – 27%)
Over 55	52,125 (24.8%)	131 (13 – 18%)	28 (7.3 – 15%)

¹ Rough sleeping in London (CHAIN reports) - London Datastore

² Deaths of homeless people in England and Wales - Office for National Statistics (ons.gov.uk)

³ [Phase one - Census 2021 topic summaries - Census 2021](#)

Age group	Death registrations in Haringey (2021, all residents)	Estimated homeless death registrations (2021, England and Wales)	Haringey homeless fatalities 2021
0 – 19	14 (0.6 – 1.6%)	13 (1.0 – 3.0%)	0
20 – 34	25 (1.1 – 2.4%)	144 (17 – 22%)	0
35 – 49	94 (1.6 – 3.1%)	335 (42 – 49%)	4 (50%)
50 – 64	278 (17 – 20%)	208 (25 – 31%)	3 (38%)
Over 65	1,096 (70 – 75%)	42 (4.2 – 7.6%)	1 (12%)

What data sources will you use to inform your assessment of the impact of the proposal on people under this protected characteristic?

A combination of council-held data, the census and studies showing national and regional trends.

Detail the findings of the data.

Residents aged between 36 and 55 years old are more likely to have experience of street homelessness than other age groups. There are multiple reasons for this. A significant proportion of people accessing our services have support needs around poor mental health and/or chronic substance misuse including alcohol. The latter in particular is more likely to be established later in life (75% of all people engaged in treatment nationwide are between 34 and 49 years old).⁴

The data show that young people aged 18-25 in Haringey are less likely to be rough sleeping. This broadly reflects the situation in neighbouring boroughs. Other evidence⁵ suggests that the landscape of youth homelessness is rather different than other age groups – with young people more likely to be affected by “hidden homelessness” including sofa-surfing and precarious housing situations.

Older adults aged 55 and over are also less likely to be rough sleeping. This is due to significantly poorer health outcomes and life expectancy for people with an experience of street homelessness compared to the general population.

Impacts

The prevention commitment in the Haringey Rough Sleeping Strategy will have a positive impact on young people experiencing hidden homelessness. The Strategy’s commitment to address health inequality experienced by those who are homeless is hoped to improve access, engagement and outcomes for those who rough sleep.

⁴ Substance misuse treatment for adults: statistics 2019 to 2020, Public Health England

⁵ Youth Homelessness in Haringey report, 2022

4b. Disability⁶

Data

	Haringey (18-64)	HRS*	CHAIN*
Common mental health disorder	48,273 (21 – 24%) ⁷	244 (25 – 31%)	101 (32 – 44%)*
Physical disability	21,230 (8.5 - 11%) ⁸	101 (9.7 - 14%) ⁹	Not recorded
Learning disability	4,460 (2.4 – 2.5%) ¹⁰	20 (1.5 - 3.5%)	Not recorded
Alcohol misuse	2,600 – 4,370 (1.2 – 2.1%) ¹¹	75 (7.0 - 11%)	72 (22 – 32%)
Drug misuse	2,650 – 3,400 (1.2 – 1.7%) ¹²	113 (11 – 15%)	68 (21 – 31%)

*Figures are based on all people known to that service in 2021/22 – it includes those that have not been assessed or where their support needs are not fully known.

What data sources will you use to inform your assessment of the impact of the proposal on people under this protected characteristic?

A combination of council-held data, the census and studies showing national and regional trends.

Detail the findings of the data

Haringey residents with a history of homelessness are significantly more likely to be affected by poor mental health and/or substance misuse than the general population. This is in part as a consequence of the negative experience of homelessness itself.

The proportion of residents accessing our homelessness services with a physical or learning disability is broadly consistent with the population of Haringey as a whole. This contrasts somewhat with other studies which found that people affected by homelessness are typically

⁶ In the Equality Act a disability means a physical or a mental condition which has a substantial and long-term impact on your ability to do normal day to day activities.

⁷ Common Mental Health Disorders, Haringey CCG, Public Health England Fingertips (2017)

⁸ Annual Population Survey (APS) results for Haringey, Office for National Statistics, 2022.

An estimated 38,900 out of 198,000 people aged 18-64 have some type of disability.

Prevalence and employment estimates for disabled and non-disabled people by different personal characteristics, Office for National Statistics, 2018.

Estimated 54.4% of people with a disability categorise their impairment as a “physical disability”.

⁹ Issues with mobility, progressive illness, hearing or visual impairments

¹⁰ Learning disability (baseline estimate) percentage by age group from Projecting Adult Needs and Service Information (PANSI), and applying to 2021 population estimates from Census data. Accessed December 2022.

¹¹ NDTMS – National Drug Treatment Monitoring System, Office for Health Improvement and Disparities. Based on prevalence and 2021 Census population figures.

¹² NDTMS – National Drug Treatment Monitoring System, Office for Health Improvement and Disparities. Based on the number of Haringey residents currently engaged in treatment, which only reflects 35-45% of those with problems associated with drug misuse in the Borough.

more likely to identify as having a disability and/or a degree of neurodivergence.^{13,14,15}

Contributing factors for the difference at local level include limitations in data recording (as highlighted above) and diagnosis of health conditions. People affected by homelessness frequently face barriers in accessing a GP or other healthcare provider, which in turn limits the ability of professionals to assess the individual's health needs.

Impacts

The Haringey Rough Sleeping Strategy will have a positive impact on all residents affected by a disability, who have experienced multiple-disadvantage or who have support needs around mental health, drug or alcohol. This is because the Strategy makes a specific commitment to **jointly commission ambitious and integrated health and care services focussed on equity of access and outcome.**

4c. Gender Reassignment¹⁶

Data

Borough Profile

There is no robust data at Borough level on our Trans population, however the central government estimates that there are approximately 200,000-500,000 Trans people in the UK. Assuming an average representation, this would mean between 800 and 2000 Haringey residents are Trans.¹⁷ Census data released by the Office of National Statistics in January 2023 will provide more detailed information about gender identity in Haringey.

Detail the findings of the data.

People who identify as Trans are significantly more likely to be affected by homelessness. A report commissioned by Stonewall in 2017 found that around one in four Trans people across the UK have experienced homelessness at some point in their lives.¹⁸ At a local level between 3.4 and 6.8% of residents (of all ages) using our homelessness services identify as a gender different to the one that they were assigned at birth.

Impacts

The Haringey Rough Sleeping Strategy will have a positive impact on residents that identify as Trans – as this group is disproportionately affected by homelessness. The prevention commitment and the commitment to commissioning appropriate services that meet the needs of those experiencing both visible and hidden homelessness in the Strategy will have a positive impact on Trans people. The strategy's commitment to address health inequality experienced by those who are homeless is hoped to improve access, engagement and outcomes for those who rough sleep and hidden homeless groups.

¹³ Crisis Skylight Final Report of the University of York Evaluation, Nicholas Pleace and Joanne Bretherton, Crisis UK and University of York, 2017

¹⁴ Cognitive impairment and homelessness: A scoping review, B. Stone, S. Dowling, and A. Cameron, Health Soc Care Community, 27, e125 (2019)

¹⁵ The prevalence of autistic traits in a homeless population, A. Churchard et al, Autism 23, 665 (2019)

¹⁶ Under the legal definition, a transgender person has the protected characteristic of gender reassignment if they are undergoing, have undergone, or are proposing to undergo gender reassignment. To be protected from gender reassignment discrimination, an individual does not need to have undergone any specific treatment or surgery to change from one's birth sex to one's preferred gender. This is because changing one's physiological or other gender attributes is a personal process rather than a medical one.

¹⁷ Trans is an umbrella term to describe people whose gender is not the same as, or does not sit comfortably with, the sex they were assigned at birth.

¹⁸ [LGBT in Britain - Trans Report, Stonewall \(2017\)](#)

4d. Marriage and Civil Partnership

The Rough Sleeping Strategy makes no distinction between those who are married and those who are in a civil partnership so there is no likelihood of either married couples or couples in a civil partnership being disproportionately affected.

4e. Pregnancy and Maternity

Data

What data sources will you use to inform your assessment of the impact of the proposal on people under this protected characteristic?

Data collected from single homeless pathway, council-held data, the census and studies showing national and regional trends.

Detail the findings of the data.

There is no service level data about residents found rough sleeping or referred to the supported housing pathway who were pregnant or had recently given birth. Rough sleeping services in the borough are specifically for single people and people who are pregnant while experiencing rough sleeping or in supported housing would be supported to present to a statutory service for assessment.

In Haringey's single's homeless pathway, approximately 23% of women have had children taken into care but this figure is likely to be higher as 35% of providers returned 'unknown' classifications. In itself the 'unknown' classification being so high identifies that this is an area where data is not universally collected or prioritised by supported housing providers.

Relationships with families, and in particular children, are often essential to the lives of women who are homeless. The effect of children being taken into care or otherwise separated from mothers can be enormously traumatic for women. Services delivered as part of the rough sleeping strategy will be gender and trauma informed, recognising the impact of children being taken into care, and the specific experiences of women experiencing rough sleeping as part of support planning.

Impacts

Common explanations for why people experience homelessness includes poverty, substance abuse, mental illness, and lack of affordable housing. These risks intersect, though, with protected characteristics, such as sexual orientation, gender, race, disability, and age, to create unique systems of discrimination.

From the use of official statistics and people sharing their lived experiences we know people who experience homelessness and rough sleeping are likely to belong to more than one protected group and that it is therefore crucial to assess vulnerability through an intersectional lens to better account for the multiple positions of disadvantage faced by people who experience homelessness.

Considering the high prevalence of domestic, sexual and physical violence; there are clear opportunities to align VAWG and housing service priorities, share good practice and deliver a personalised offer for women experiencing multiple disadvantage and homelessness. The redesigned pathway will have a positive impact and increase the number of services offering gender and trauma-informed support to women and safe accommodation. In their evaluation

of women's homelessness, Against Violence and Abuse (AVA) found LGBTQ+ women, Black and minoritised women, migrant women and women living with disability/ies face additional barriers to support and access to housing. They are also likely to face greater disadvantage in the labour market which might leave them more vulnerable to financial instability and homelessness.

The Rough Sleeping Strategy should have a positive impact on these client groups by enabling easier access, targeting support to those in need, providing specialist services and by addressing the inequality experienced through an intersectional lens.

The Rough Sleeping Strategy seeks to provide better services to those experiencing rough sleeping and to ensure appropriate support to exit street homelessness is available.

4f. Race

Data

Rows are ordered by the ethnic group categories used in the 2021 Census.

	Ethnic group	Haringey (all ages) ¹⁹	HRS	CHAIN
Asian	Bangladeshi	4,819 (1.8%)	7 (0.5 - 2.3%)	* (< 3.3%)
	Chinese	3,848 (1.5%)	* (< 1.4%)	* (< 3.3%)
	Indian	5,838 (2.2%)	* (< 1.4%)	* (< 3.3%)
	Pakistani	2,162 (0.8%)	4 (0.2 – 1.6%)	* (< 3.3%)
	Other Asian	6,413 (2.4%)	12 (1.1 – 3.3%)	* (< 3.3%)
Black	Black African	24,855 (9.4%)	125 (16 – 23%)	23 (5.8 – 13%)
	Black Caribbean	16,339 (6.2%)	102 (13 – 19%)	23 (5.8 – 13%)
	Other Black	5,272 (2.0%)	23 (2.4 – 5.4%)	11 (2.3 – 7.2%)
Mixed / multiple	White and Asian	3,915 (1.5%)	* (< 1.4%)	4 (0.6 – 3.8%)
	White and Black African	2,574 (1.0%)	* (< 1.4%)	* (< 3.3%)
	White and Black Caribbean	5,325 (2.0%)	18 (1.8 – 4.4%)	* (< 3.3%)
	Other Mixed or Multiple ethnic groups	6,742 (2.6%)	16 (1.6 – 4.0%)	4 (0.6 – 3.8%)
White	White British	84,298 (31.9%)	108 (14 – 20%)	54 (16 – 25%)
	White Irish	5,701 (2.2%)	11 (1.0 – 3.0%)	5 (0.8 – 4.3%)
	Gypsy or Irish Traveller	235 (0.1%)	* (< 1.4%)	* (< 3.3%)
	Roma	2,004 (0.8%)	* (< 1.4%)	5 (0.8 – 4.3%)
	Other White	58,343 (22.1%)	183 (25 – 32%)	91 (29 – 40%)
Other	Arab	2,525 (1.0%)	8 (0.6 – 2.5%)	8 (1.5 – 5.8%)
	Any other ethnic group	23,030 (8.7%)	11 (1.0 – 3.0%)	13 (2.9 – 8.1%)
Refused			2 (0.1 – 1.1%)	18 (4.3 – 10%)
Unknown			228	

¹⁹ 2021 Census, Office for National Statistics, accessed December 2022

Grouped into broad categories:

	Haringey (all ages)	HRS	CHAIN
Asian	23,080 (8.7%)	25 (2.6 – 5.7%)	5 (0.8 – 4.3%)
Black	46,466 (17.6%)	250 (35 – 43%)	57 (17 – 27%)
Mixed / multiple	18,556 (7.0%)	38 (4.4 – 8.1%)	11 (2.3 – 7.2%)
White	150,581 (57.0%)	302 (43 – 51%)	156 (52 – 64%)
Other	25,555 (9.7%)	19 (1.9 – 4.6%)	21 (5.2 – 12%)
Refused		2 (0.1 – 1.1%)	18 (4.3 – 10%)
Unknown		228	
Total	264,238	864	268

Percentages may not add up to 100% due to rounding. Confidence intervals are based upon recorded data only – this is to mitigate for the large amount of missing ethnicity data for services commissioned (but not directly run) by Housing Related Support. A breakdown of ethnic group by age for Haringey was not available from the 2021 Census data at the time of writing – figures are therefore not age-adjusted.

What data sources will you use to inform your assessment of the impact of the proposal on people under this protected characteristic?

Census data, HRS data, CHAIN data

Detail the findings of the data

The data show that residents identifying as from the Other White and Other Black ethnic groups are disproportionately affected by homelessness. Both groups are overrepresented in the group of people seen sleeping rough in Haringey, as well as services run or commissioned by Haringey Housing Related Support. Residents from the Black African and Black Caribbean communities are disproportionately represented in HRS services, while people from the Arab and Roma ethnic groups are more likely to be rough sleeping.

Evidence obtained locally shows that immigration status (particularly lack of recourse to public funds) is a major barrier in enabling a person to access stable long-term accommodation. This in turn increases the likelihood of a person sleeping rough. Meanwhile wider entrenched socio-economic factors including (but not limited to): poor quality and/or overcrowded housing, lower take-home income, and worse health outcomes disproportionately affect residents in the east of the Borough. All of these increase the risk of homelessness.

Impacts

The Rough Sleeping Strategy will have a positive impact on those rough sleeping who are from BAME backgrounds. The Strategy makes specific commitments to improving parity in access to services for non-UK nationals experiencing rough sleeping. It also makes specific commitments to embed the learning of how to respond to multiple-disadvantage from our Making Every Adult Matter programme, and to commission ambitious and integrated health and care services that focus on equity of access and outcome.

4g. Religion or belief

Data

Religion or belief	Haringey ²⁰	HRS
Buddhist	2,455 (0.9%)	* (< 4.1%)
Christian	103,944 (39.6%)	117 (49 – 62%)
Hindu	3,529 (1.3%)	* (< 4.1%)
Jewish	9,397 (3.6%)	* (< 4.1%)
Muslim	33,295 (12.6%)	34 (11 – 22%)
No religion	83,535 (31.6%)	40 (14 – 25%)
Other religion	6,164 (2.3%)	10 (2.6 – 8.5%)
Sikh	892 (0.3%)	* (< 4.1%)
Religion not stated	21,027 (8.0%)	7 (1.6 – 6.7%)
Unknown		654

Percentages may not add up to 100% due to rounding. Confidence intervals are based upon recorded data only – this is to mitigate for the large amount of missing data for HRS services.

What data sources will you use to inform your assessment of the impact of the proposal on people under this protected characteristic?

Census data and HRS data

Detail the findings of the data

Residents who identify as Christian or follow an “other religion” appear to be more likely to be impacted by homelessness than other groups. Conversely residents identifying as following no religion are less likely to be affected by homelessness.

The reasons for this may be linked to other demographic and socioeconomic factors. Census 2021 data at Output Area level – the smallest geography available – show strong positive correlations between the proportion of residents identifying as Black (African, Caribbean, Other) versus the proportion identifying as Christian or following another religion. A weaker but still positive correlation can be seen for the Other White group and Christian belief.

²⁰ Religion, 2021 Census, accessed December 2022

Areas with a high proportion of residents identifying as Christian were located in the north and east of the borough, which are also some of the most deprived. Meanwhile areas with the highest proportion of residents identifying as following no religion were in the affluent west of the borough. It is important to remember, however, that correlation does not mean causation.

Impacts

The proposed rough sleeping strategy will have a mostly neutral impact on people who share a protected characteristic related to religion. People of all religions and beliefs will be able to access rough sleeping services. However, we do not currently hold reliable data on the religion or beliefs of the homeless population. While it is currently an unknown impact, we recognise there is an intersection between religion and ethnicity that will require monitoring.

Commissioned and directly delivered rough sleeping services have robust policies around challenging stigma, harassment, abuse, and discrimination that will be rigorously monitored.

4h. Sex

Data

		18-25	26-35	36-45	46-55	Over 55	All ages
Haringey	Female	13,552 (51.9%)	26,294 (52.1%)	22,579 (51.7%)	19,413 (52.0%)	28,400 (54.5%)	136,998 (51.8%)
	Male	12,559 (48.1%)	24,213 (47.9%)	21,135 (48.3%)	17,950 (48.0%)	23,725 (45.5%)	127,249 (48.2%)
HRS	Female	48 (39 – 59%)	43 (16 – 28%)	54 (21 – 33%)	33 (14 – 26%)	25 (14 – 28%)	203 (23 – 29%)
	Male	49 (40 – 60%)	157 (72 – 84%)	149 (67 – 79%)	138 (74 – 86%)	102 (73 – 86%)	595 (71 – 77%)
CHAIN	Female						35 (10 – 18%)
	Male						226 (82 – 90%)

Haringey has a higher proportion of residents identifying as Female compared to those identifying as Male. This difference increases with age and is in part due to increased life expectancy for Females. The gap has increased since the 2011 Census which tentatively may be due to reduced international migration in the wake of Brexit and travel restrictions during the coronavirus pandemic.

What data sources will you use to inform your assessment of the impact of the proposal on people under this protected characteristic?

A combination of council-held data, CHAIN, and the census.

Detail the findings of the data

The data suggest that residents identifying as male are much more likely to have experience of sleeping rough compared to females. Data from CHAIN for 2021/22 showed 87% of people seen rough sleeping in Haringey by outreach services over that period were male. It is important to stress that this only refers to people that were observed rough sleeping. A growing body of evidence suggests that if someone female does sleep rough, then they are more likely to find somewhere out of reach of statutory services^{21,22}. Against Violence and Abuse (AVA) in their evaluation of women's homelessness found LGBTQ+ women, Black and minoritised women, migrant women and women living with disability/ies face additional barriers to support and access to housing. They are also likely to face greater disadvantage in the labour market which might leave them more vulnerable to financial instability and homelessness.

Impacts

The commitments made in the Rough Sleeping Strategy will have a positive impact on women's experience of homelessness. The Strategy makes specific commitments to improving the data held about women experiencing rough sleeping and homelessness. This includes continuing the evaluation with AVA (Against Violence and Abuse) and committing to an annual women's census to reach a more robust understanding of the experiences and needs of women rough sleeping in the borough.

4i. Sexual Orientation

Additional data sources

ONS Annual Population Survey 2020, question on Sexual Identity.²³ Figures are based on subsequent analysis of data contained in the report, using ONS principal population projections for London and the UK. Note that the ONS survey combines responses from people identifying as gay or lesbian into one category "Gay Man / Woman". Similarly, people responding "Prefer not to say" or with missing responses were combined into a single category.

Data

Between 4.7 and 6.1% of Londoners aged 16 or over were estimated to identify as lesbian, gay, or "Other" in 2020.²⁴ Currently available estimates at a more local level (for example from the ONS Subnational sexual identity estimates, UK: 2013 to 2015) have very large statistical uncertainties and are therefore unreliable for practical purposes. The "Haringey (16+)" figures given below assume that Haringey is representative of London as a whole.

²¹ Fulfilling Lives in Camden and Islington (FLIC)

²² Myth Busting Women's Homelessness, Homeless Link (2022)

²³ [Sexual orientation, UK - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/peopleandpopulation/identityandculture/articles/sexualorientation/2013to2015)

²⁴ [Sexual orientation, UK - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/peopleandpopulation/identityandculture/articles/sexualorientation/2013to2015)

Data from the 2021 Census has for the first time given accurate and reliable figures at borough and lower levels; for further detail see below.

	Haringey (16+)	HRS	HRS (missing data dropped)	HRS (CHAIN verified only, missing data dropped)
Heterosexual	198,560 (88 – 90%)	458 (49 – 55%)	(86 – 92%)	(91 – 98%)
Gay or Lesbian	6,660 (2.4 – 3.4%)	21 (1.6 – 3.6%)	(2.7 – 6.2%)	* ($< 5.5\%$)
Bisexual	3,960 (1.5 – 2.1%)	14 (0.9 – 2.6%)	(1.6 – 4.6%)	* ($< 5.5\%$)
Other (including prefer to self-describe)	1,820 (0.5 – 1.1%)	* ($< 1.0\%$)	($< 1.7\%$)	* ($< 5.5\%$)
Prefer not to say	Combined 11,710 (4.5 – 5.9%)	16 (1.1 – 2.9%)	(1.9 – 5.0%)	* ($< 5.5\%$)
Unknown		370 (39 – 45%)	-	
Bisexual, gay, lesbian, or other	12,430 (4.7 – 6.1%)	48 (4.1 – 7.1%)	(7.1 – 12%)	(1.7 – 8.1%)

The data suggest that people who identify as bisexual, gay/lesbian, or other are overall more likely to be affected by homelessness compared to those identifying as heterosexual. The opposite appears to be true for residents who have been CHAIN verified (previously sleeping rough). Small sample sizes, large amounts of missing data, and the assumptions highlighted above mean, however, that these estimates are not especially robust, and should be treated with caution.

Various evidence obtained locally and at a national level corroborate this finding for 16- to 25-year-olds; where research has shown that the main cause of homelessness for this cohort is being asked to leave the family home.²⁵ Comparative data for older age groups is unfortunately lacking in the wider literature.

Recent research suggests that people who are autistic may express a wider range of sexual orientations compared to their peers in the general population.²⁶

Sexual orientation

- 12,167 Haringey residents aged 16 and over (5.63%) identified as gay, lesbian, bisexual, or other (LGB+) - 9th in London.

Sexual orientation	Haringey	Percentage (may not add up to 100% due to rounding)	Rank in London
Straight or heterosexual	180,100	83.38%	25 th

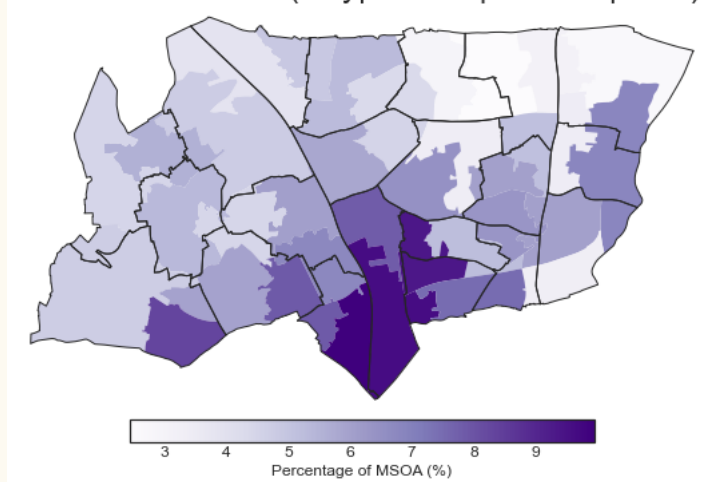
²⁵ Jo Bhandal and Matt Horwood. *The LGBTQ+ Youth Homelessness Report*. s.l. : Alfred Kennedy Trust (AKT), 2021; F. Ashman, G. Taylor, and J. Vale, *Youth Single Homelessness in Haringey – A Brief Analysis of Need*, London Borough of Haringey, August 2022

²⁶ E. Weir, C. Allison, and S. Baron-Cohen, [The sexual health, orientation, and activity of autistic adolescents and adults](#), Autism Research 14, 2342 (2021)

Gay or Lesbian	5,912	2.74%	12 th
Bisexual	4,503	2.08%	9 th
Pansexual	1,143	0.53%	4 th
Asexual	140	0.06%	5 th
Queer	310	0.14%	5 th
All other sexual orientations	159	0.07%	3 rd
Not answered	23,733	10.99%	4 th

- Inner London boroughs generally had a higher proportion of LGB+ residents, which may be related to a younger population with more students.

Sexual orientation (Gay|Lesbian|Bisexual|other)



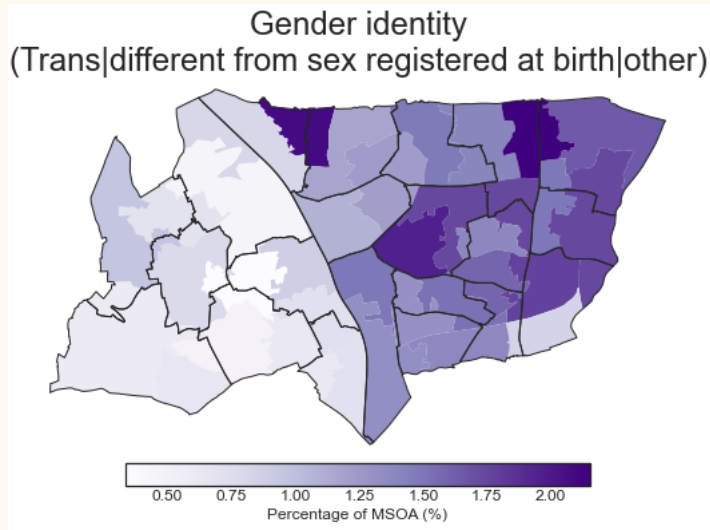
- Locally there is a greater proportion of residents identifying as LGB+ towards the south of the borough.

Gender identity

- 2,686 Haringey residents aged 16 and over (1.24%) identified as a gender different to the one they were assigned at birth – 3rd in London.

Gender identity	Haringey	Percentage (may not add up to 100% due to rounding)	Rank in London
Gender identity same as sex registered at birth	193,177	89.34%	30 th
Gender identity different to sex registered at birth	1,377	0.64%	4 th
Trans woman	383	0.18%	8 th
Trans man	389	0.18%	12 th

Non-binary	357	0.17%	3 rd
All other gender identities	180	0.08%	5 th
Not answered	20,137	9.32%	4 th



- Residents identifying as a different gender to the one they were assigned at birth were most prevalent towards the east of the borough.

Non-response rates to the sexual orientation and gender identity questions were generally higher in boroughs with a higher proportion of residents identifying as from an ethnic minority background. Locally, non-response rates to both questions were particularly high in the part of South Tottenham bordering Hackney (29% for sexual orientation, 22% for gender identity). This could tentatively be due to poor engagement with the local Jewish community. There were significantly more people identifying as Trans in the Borough.

What data sources will you use to inform your assessment of the impact of the proposal on people under this protected characteristic?

A combination of HRS and CHAIN data

Impacts

A growing body of evidence highlights that experiences of homelessness by people identifying as LGBT+ differ significantly from those of their cisgender, heterosexual counterparts.²⁷ The commitment to ensure that rough sleeping is rare, brief and non-recurrent will have a positive impact on people identifying as LGBT+ who are experiencing hidden homelessness.

4j. Socioeconomic Status (local)

Data

Borough profile

²⁷ [LGBT+ Homelessness: More Common, More Hidden, More Neglected - ChamberUK](#)

Income²⁸

- Haringey is the 4th most deprived in London as measured by the IMD score 2019 (where 1 = most deprived). The most deprived LSOAs (Lower Super Output Areas or small neighbourhood areas) are more heavily concentrated in the east of the borough.
- An estimated 26% of all households in Haringey, and 17% of Haringey residents aged 16-65, receive Universal Credit as of August 2022.²⁹ These average figures hide significant financial inequality in the borough – the proportion of households on UC in Tottenham and Northumberland Park is around four times higher than the most affluent areas (Crouch End, Highgate, Muswell Hill).

An estimated 34% of employee jobs in the borough are paid less than the London Living Wage of £11.95 per hour – the highest in London (and indeed nationally once local adjustments are accounted for).^{30,31} This figure is even higher for part-time roles (estimated at 70%), highlighting the impact of “the gig economy” in Haringey.

Educational Attainment³²

While Haringey’s proportion of students attaining grade 5 or above in English and Mathematics GCSEs is higher than the national average, it performs worse than London. 5.5% of Haringey residents have no qualifications.

What data sources will you use to inform your assessment of the impact of the proposal on people under this protected characteristic?

A combination of council-held data, the census and studies showing national and regional trends.

Detail the findings of the data

See above

Impacts

The Rough Sleeping Strategy supports the borough’s poorest residents to access appropriate support to exit street homelessness in a rapid and sustainable way. By committing to exhaust all options to find routes off the street for vulnerable people who face immigration restrictions, we will improve the lives and conditions of those who have nil income, have experienced multiple disadvantage and inequality.

5. Key Impacts Summary

5a. Outline the key findings of your data analysis.

²⁸ Source: Annual Survey of Hours and Earnings, ONS, 2019

²⁹ Stat-Explore, Department for Work and Pensions, accessed 3rd January 2023.

³⁰ Employee jobs below the real living wage 2022, Sakinah Abdul Aziz and Joe Richardson, Living Wage Foundation, November 2022

³¹ Annual Survey of Hours and Earnings 2022, Office for National Statistics

³² Source: Annual Population Survey 2019 (via nomis)

By setting out a vision to end rough sleeping and making clear how we aim to achieve it, the strategy will have a positive impact on BAME residents, people with disabilities and those who have experienced multiple disadvantage and women.

5b. Intersectionality

- Many proposals will predominantly impact individuals who have more than one protected characteristic, thereby transforming the impact of the decision.
- This section is about applying a systemic analysis to the impact of the decision and ensuring protected characteristics are not considered in isolation from the individuals who embody them.

Please consider if there is an impact on one or more of the protected groups?
Who are the groups and what is the impact?

People who experience rough sleeping are disproportionately disadvantaged across multiple areas and have more than one protected characteristic, in particular in terms of race, socio-economic status, sex and disability. The Rough Sleeping Strategy prioritises meeting the housing and support needs of these groups.

and the strategy makes specific commitments to the following groups (amongst others):

- People from BAME backgrounds who have experienced multiple disadvantage and have complex mental and physical health needs
- Women who have survived trauma, including abuse and violence
- People who experience hidden homelessness including young people and LGBTQ+

5c. Data Gaps

Based on your data are there any relevant groups who have not yet been consulted or engaged? Please explain how you will address this

A formal consultation will take place following approval of draft in February 2023

6. Overall impact of the policy for the Public Sector Equality Duty

Summarise the key implications of the decision for people with protected characteristics.

In your answer, please consider the following three questions:

- Could the proposal result in any direct/indirect discrimination for any group that shares the relevant protected characteristics?

The rough sleeping strategy sets out that it is our priority to prevent rough sleeping, and to ensure that where it does happen it is rare. In 2021/22, 62% of people seen bedded down in Haringey were new to rough sleeping.³³ We are committed to better understanding the interactions of those at risk of rough sleeping, and using this evidence to inform our interventions. The proposal to publish a new rough sleeping strategy would not result in direct/indirect discrimination for any group that shares the protected characteristics.

- Will the proposal help to advance equality of opportunity between groups who share a relevant protected characteristic and those who do not?

³³ Greater London Full Annual Report 2021-22: <https://data.london.gov.uk/dataset/chain-reports>

The strategy will help to advance equality of opportunity between groups who share protected characteristics and those who do not by creating a shared vision with concrete commitments, that will work to highlight and minimise known inequalities, meet the specific needs of people with protected characteristics and encourage participation of vulnerable people in the evaluation of the success of the strategy through the convening of a peer scrutiny panel.

- Will the proposal help to foster good relations between groups who share a relevant protected characteristic and those who do not?

Services commissioned to deliver elements of the strategy including services in the single homeless pathway will also help to foster good relations between groups who share and do not share protected characteristics by having specific and tailored policies and procedures around discrimination, bullying and abuse as well as delivering supportive interventions and activities for service users around violence and abuse, hate crime, consent, and personal boundaries.

The Strategy will not result in identified direct or indirect discrimination for any group that shares the relevant protected characteristics.

By ensuring that inequalities for those experiencing rough sleeping are reduced the Strategy will help to advance equality of opportunity between groups who share a relevant protected characteristic and those who do not. The Strategy will help to foster good relations between groups who share a relevant protected characteristic and those who do not.

7. Amendments and mitigations

N/A

7a. What changes, if any, do you plan to make to your proposal because of the Equality Impact Assessment?

Further information on responding to identified impacts is contained within accompanying EQIA guidance

No major change to the proposal: the EQIA demonstrates the proposal is robust and there is no potential for discrimination or adverse impact. All opportunities to promote equality have been taken. If you have found any inequalities or negative impacts that you are unable to mitigate, please provide a compelling reason below why you are unable to mitigate them

7b. What specific actions do you plan to take to remove or mitigate any actual or potential negative impact and to further the aims of the Equality Duty?

Not applicable

Lead officer: Rough Sleeping Coordinator

Timescale: To be reviewed annually

Please outline any areas you have identified where negative impacts will happen because of the proposal, but it is not possible to mitigate them.

Not applicable

Please provide a complete and honest justification on why it is not possible to mitigate them:

Not applicable

7. Ongoing monitoring

Summarise the measures you intend to put in place to monitor the equalities impact of the proposal as it is implemented.

- Who will be responsible for the monitoring?
The Rough Sleeping Coordinator
- What the type of data needed is and how often it will be analysed.
Data sources mentioned above will be reviewed
- When the policy will be reviewed and what evidence could trigger an early revision
The strategy and achievement of the aims stated in the strategy will be reviewed on an annual basis.
- How to continue to involve relevant groups and communities in the implementation and monitoring of the policy?
On an ongoing basis we will ensure the voices, insights and experiences of people with protected characteristics continue to feed into the work committed to in the strategy. A peer review panel will be convened, who will work with the Rough Sleeping Coordinator to review progress towards the vision and commitments set out in the strategy.

Date of EQIA monitoring review:

January 2023

8. Authorisation

EQIA approved by (Assistant Director)

Gill Taylor

Date

TBC

9. Publication

Please ensure the completed EQIA is published in accordance with the Council's policy.

Please contact the Policy & Strategy Team for any feedback on the EQIA process.