

SEVERE WEATHER PROVISION FOR ROUGH SLEEPERS IN CROYDON –

Winter 2018/19

1.	Introduction	Page 2
2.	Aims	Page 2
3.	Severe weather definition	Page 2
4.	Communicating SWEP	Page 4
5	SWEP provision	Page 4
5.	Unverified rough sleepers	Page 5
6.	Contributors and roles	Page 5
7.	People refusing support	Page 7
8.	Further information	Page 7
9.	Move on	Page 7
10	Monitoring	Page 9
11	Other considerations	Page 9
12.	Contacts	Page 9
	Appendix 1 - Pan-London SWEP activation procedure 2018/19	Page 11
	Appendix 2 – Cold weather checklist	Page 13

1. Introduction:

The Council does not have a legal responsibility to provide access to shelter in periods of severe weather. It does, however, have a humanitarian obligation to prevent deaths on the streets resulting from lack of shelter during periods of severe weather. This Severe Weather Emergency Protocol (SWEP) sets out how the Council and partners' agreed response to periods of severe weather.

2. Aims:

The aim of SWEP is to prevent loss of life and to reduce rough sleeping during extreme weather to as near zero as possible by:

- Using SWEP to engage with entrenched rough sleepers with a local connection who would normally be resistant to coming inside
- Using SWEP to engage rough sleepers who do not have a local connection with support and reconnection services
- The Council is working towards an "In For Good" principle, extending stays in emergency accommodation in order to implement a support plan to end their rough sleeping for a number of years. The Council will continue to follow this principle as far as their statutory duties and resources allow.

SWEP arrangements operates outside the usual eligibility and entitlement frameworks and includes rough sleepers with no recourse to public funds, no local connection and those usually excluded from accommodation.

3. Severe weather:

Cold weather SWEP:

The national expectation is that cold weather SWEP will be implemented when the temperature is forecast to fall to zero degrees centigrade or lower for three or more days. As part of his wider efforts to tackle rough sleeping, the Mayor of London plans to ensure that nobody has to sleep rough in freezing weather this winter. As such, the GLA is making changes to when pan-London overflow emergency accommodation will be available and issuing new guidance for London boroughs on SWEP provision. The Mayor believes that triggering SWEP on the first night of freezing temperatures and standardising practice across London will help safeguard all the capital's rough sleepers from the worst of the negative health effects of severe weather. The Council has adopted the Mayor's guidance.

Other severe weather events:

Severe weather events such as excess rain or storms are not defined nationally. The Council will determine locally whether SWEP should be implemented, and will follow the guidance in this protocol.

Hot weather SWEP:

This protocol will be updated with a response to Met Office severe heat warnings before summer 2019.

London Borough of Croydon will provide a minimum of 5 beds of accommodation when SWEP is activated during winter 2018/19. Where there is capacity within the borough's own emergency provision, it is expected that all rough sleepers will be accommodated there, rather than in the pan-London beds.

4. Activation and deactivation:

The forecast will be taken from the BBC Weather Website (fed directly from the MET office). <http://news.bbc.co.uk/weather/forecast/2651817>.

The GLA will coordinate activation of SWEP when any part of the capital reaches 0c or lower (see Appendix 1).

The Single Homelessness Service manager is responsible for responding to activation and deactivation of SWEP locally, and for liaison with the pan-London provision. In the Single Homelessness Service managers' absence, the responsibility will be delegated to a member of the Single Homelessness Service team. SWEP will normally be deactivated when a forecast predicts two or more consecutive nights of a temperature of one degree Celsius or higher.

SWEP may be activated for several days at one time.

The following will be notified when SWEP is activated:

Organis ation	Contact name	Role	Responsible for notifying	Contact email
Croydon Reach	CRDuty	On-call duty line	SHS	CRduty@thamesreach.org.uk
Evolve Housing and Support	Rob Frier	Area Manager	SHS	David Robinson David.Robinson@evolvehousing.org.uk Helen Chitty Helen.Chitty@evolvehousing.org.uk Debra Ives debra.ives@evolvehousing.org.uk David Robinson David.Robinson@evolvehousing.org.uk Denell Dema Denell.Dema@evolvehousing.org.uk Philip Nowell philip.nowell@evolvehousing.org.uk
HEAT	Jo Widley	Emergency Accommodation Team Manager	SHS	Widley,Jo <Jo.Widley@croydon.gov.uk>
EDT	Jennifer Houghton	Service Leader SPOC	SHS	Jennifer.Houghton@croydon.gov.uk

Turning Point	Suzanne Morgan		SHS	suzanne.morgan@turning-point.co.uk
START	Neuberger, Harriet		SHS	Harriet.Neuberger@slam.nhs.uk
Crisis	Mark Brown & Chris Dutton		SHS	mark.brown@crisis.org.uk chris.dutton@crisis.org.uk
CAYSH	Chanelle Wilshire		SHS	Chanelle.wilshire@caysh.org
Safer Streets	Chris Rowney	Community Safety Manager	Rough Sleeping Coordinator	Rowney, Christopher Christopher.Rowney@croydon.gov.uk
Caretaking teams	Kingsley Eze	Operational Manager	SHS via Rough Sleeping Coordinator	Kingsley.Eze@croydon.gov.uk

Notification if Extended SWEP:

CR Zero 2020 Chair	Alice H	Chair CRZero 2020	Rough Sleeping Coordinator	Alice Hainsworth <alice.hainsworth@evolvehousing.org.uk>
Rough Sleeping Alliance members	Alliance – Mailing groups	Project Support Officer	Rough Sleeping Coordinator	Circulation list
Supported Housing Providers	Darron Ward to send to provider group	Contracts and Commissioning Officer	Commissioning/contract management teams	Email Darron Ward. Ward, Darron <Darron.Ward@croydon.gov.uk>
Internal and external comms	Wahaj	Project Support Officer	Rough Sleeping Coordinator	

5. Communicating SWEP

As well as direct communication of SWEP, the council's intranet page will be updated if extended SWEP is activated, and the council's rough sleeping pages will contain static information concerning the Severe Weather Emergency protocol.

6. SWEP provision:

Croydon Churches Floating Shelter (CCFS)

Between 1st November and 29th March, a group of churches in Croydon will operate Croydon Churches Floating Shelter (CCFS), offering spaces for 14 rough sleepers. CCFS is run by volunteers from seven churches and each church provides a basic shelter one night a week.

During Christmas week, CCFS closes and guests attend Crisis at Christmas. A Crisis at Christmas centre will be operating in Croydon in 2018.

Evolve Housing and Support:

The **safe seat at Evolve Palmer House** is a room with a camp bed opposite reception on the ground floor of the hostel. There are separate toilet and shower facilities on the ground floor.

Requests for access to the safe seat are limited to SHS and partner agencies – SNAP, Turning Point, Crisis Skylight. Evolve & Croydon Reach staff will review client risk assessment before agreeing on placement. A clear move-on route should be identified before placement. Safety checks will be carried out by Evolve concierge staff and support can be provided by referral to Hestia generic floating support service.

Croydon Reach may book rough sleepers directly into **voids** at Alexandra, Palmer House or Fitze Millenium hostel whilst SWEP is activated. If the rough sleeper would ordinarily be referred to Evolve provision, Evolve and SHS will liaise regarding formalising the placement.

Where the SWEP period is **severe and extended**, Evolve Housing and Support will make **4 SWEP spaces available within meeting room space**.

Nightly let accommodation:

B&B or nightly let accommodation will be used if CCFS or safe seat accommodation is unavailable. Rough sleepers will be booked for the period of cold weather forecast and this may be shared accommodation. The booking may be extended if the SWEP period lasts longer than forecast. The council's temporary accommodation team will check with the hotel every day to see whether the rough sleeper stayed in the hotel. If a room is not used the booking will be cancelled.

Pan London SWEP:

GLA commissioned pan London SWEP is provided by St Mungos. St Mungo's coordinate access to a rolling shelter that is set up when the temperature reaches the trigger point. This is accessed via Croydon Reach and therefore limited to verified rough sleepers. Croydon Reach will accompany clients to the shelter.

Day-time accommodation:

Existing [drop-in provision](#) will operate.

During SWEP provision, Croydon Crisis Skylight members will be able to remain on site all day.

7. Unverified rough sleepers:

GLA funded SWEP provision is only available for verified rough sleepers and as Croydon Reach does not run a nightly outreach service, it may be necessary for SHS and partner agencies to refer unverified rough sleepers to SWEP accommodation. The decision to do so will be made jointly but it is ultimately down to SHS to make a decision based on evidence that the person is rough sleeping and potential risk to the individual.

8. Contributors and roles:

London Borough of Croydon Single Homelessness Service

- Will notify the SWEP provider that SWEP has been activated before 3pm
- Will notify St Mungo's at sweptmanagers@mungos.org and the GLA at roughsleepingcommissioning@london.gov.uk when their emergency accommodation is close to capacity and overflow accommodation may be required. Where possible, notification of anticipated need should be made by midday to allow pan-London provision to prepare.
- Will confirm arrangements with the outreach team
- Will confirm that SWEP has been deactivated
- Will exhaust all other possible avenues before referral including contact with the client's family/support network before referring to SWEP accommodation
- Will conduct a risk assessment and will refer suitable cases to CroydonReach for placement in CCFS or the Safe Seat, using the appropriate referral route
- Will telephone Croydon Reach to notify them of any late referral to CCFS
- Will issue to the rough sleeper information on what CCFS provides and a map to that night's shelter following confirmation from Croydon Reach
- Recording placements, and move ons for unverified rough sleepers into SWEP on CDP

Croydon Reach outreach team:

- Will identify clients who are particularly vulnerable in advance. This data will include need and risk information as well as a location where they can be found.
- Will adopt a flexible shift pattern throughout the SWEP period to ensure that rough sleepers are given as many opportunities as possible. It is recognised that this approach may need to adapt if the SWEP is of a long duration.
- Will hold the daily list for CCFS and will be the central point of contact for referrals to the shelter as well as placing on the list rough sleepers it finds through outreach work
- Will confirm that a vacancy is available at CCFS and authorise SHS and partner agencies to issue to the rough sleeper information on what CCFS provides and a map to that night's shelter
- Will send the list to CCFS at 4.45pm on Mondays to Fridays
- Will take referrals from SHS and partner agencies for the safe seat at Palmer House
- Will review risk assessments alongside Evolve before placing in the Safe Seat.
- Will make use of the temporary housing solution to casework clients and offer solutions and alternatives to rough sleeping

- Will SWEP placements and housing outcomes for verified rough sleepers on CHAIN
- Will contribute to pre-winter planning and post SWEP reviews

The Housing Emergency Accommodation Team (HEAT):

- Will make supplementary spaces available in B&B accommodation. These can be booked in advance of the first SWEP shift.
- Will undertake bookings into nightly let SWEP accommodation
- Will record bookings into nightly let SWEP accommodation and inform the Rough Sleeping Coordinator of SWEP bookings for each SWEP period, or each week if the SWEP period lasts longer
- Will comply with the 'Cold weather rough sleeper arrangements' procedures on booking a room, daily checks and cancelling a room.
- Will provide the Council's Emergency Duty Team with information (letters, maps etc.) concerning the B&B hotel to be used.

Emergency Duty Team:

- Will book rough sleepers directed to the corporate entrance of the Council offices at Bernard Weatherill House, on Mint Walk outside office hours into B&B accommodation, specified by HEAT
- Will inform the rough sleeper to attend the council's housing options service in the morning as the booking is for one night only
- Will inform HEAT of all bookings into SWEP B&B

Evolve Housing and Support:

- Will ensure that Croydon Reach has sole access to the safe seat when SWEP is activated
- Will conduct risk assessments with Croydon Reach
- Will ensure Evolve concierge staff provide safety checks

Partner agencies (Turning Point, Turnaround Centre, Crisis Skylight, START team):

- Will exhaust all other possible avenues before referral including contact with the client's family/support network before referring to SWEP accommodation
- Will conduct a risk assessment and will refer suitable cases to CroydonReach for placement in CCFS or the Safe Seat, using the appropriate referral route.
- Will issue to the rough sleeper information on what CCFS provides and a map to that night's shelter following confirmation from Croydon Reach
- Croydon council housing management teams and supported housing providers will refrain from evicting tenants/residents whilst SWEP is activated.

9. People refusing support

Individuals who refuse shelter and support offered should be provided with information about the risks of cold weather on their health, especially if they are using substances. If someone continues to refuse help in these circumstances, it may be grounds to trigger mental health services by Croydon Reach, SHS, or partner agencies.

10. Further information:

Accessing Emergency Duty Team (EDT)

Outside office hours rough sleepers should be directed to the corporate entrance of the council offices at Bernard Weatherill House, on Mint Walk, to speak to the Emergency Duty Social Work Team, or call 020 8726 6100 and wait for the answer message to access the emergency system.

Please let the duty worker know that you are requesting emergency accommodation as part of the "Severe Weather Provision for Rough Sleepers". The duty social worker will then book a place in a B&B hotel until the next working day after checking a few facts to ascertain that the individual is rough sleeping. The rough sleeper will be asked to attend the council's housing options service in the morning.

Please note: you may have to leave a message and wait for them to call you back as there is likely to be only one duty social worker on call dealing with all emergencies in Croydon. Safeguarding children/adults often take priority.

Similarly, there is only likely to be one member of staff on duty in the B&B's which are open all night. The duty social worker may have to leave a message.

The aim is for the social worker to respond within an hour; there may be occasions when the whole process of accessing emergency B&B takes much longer. If you have concerns about an individual, please do not hesitate to call London Street Rescue on 020 7062 0555 or email/call Croydon Reach the following day. If the person is in health crisis please call 999.

Accessing nightly let accommodation:

During office hours (9.30 am to 5 pm Monday to Friday), **SHS duty worker** only may telephone Jo Widley, Temporary Accommodation Team leader to ask for placement in a B&B hotel. They should give:

- name
- date of birth
- any mobility issues
- Risk assessment.

Mental Capacity Act 2005

Understanding the Mental Capacity Act 2005, in particular S5 and S6, and use of emergency powers under sec 136 of the Mental Health Act is vital, (see link below) as is working closely and persistently with mental health services.

<http://www.nhs.uk/CarersDirect/moneyandlegal/legal/Pages/MentalCapacityAct.aspx>
<http://www.nhs.uk/CarersDirect/guide/mental-health/Pages/Mentalhealth.aspx>

Working with the Police can be helpful to foster good working relationships around mental health and risk.

Evidence should be gathered from any other agencies that have previously worked with the individual. Having a relationship with the Police can mean that checks can be done quickly. If clients present with high risks this should not be seen as a reason for exclusion, but an opportunity to put measures in place to make the space as safe as possible. Health and safety regulations around buildings and staffing should operate in line with standard procedures.

Policies around controlled substances, alcohol use, working with vulnerable adults and offenders should be in place and adhered to. Alcohol and substance misuse can be a key area of concern for services operating during severe weather and, while it should not be a barrier to support, suitable agencies with the experience and resources to deal with such risks should be involved in the delivery of the service.

11. Move-on

CroydonReach will retain responsibility for finding hostels and more long term accommodation and resettlement for verified rough sleepers who are placed in SWEP accommodation.

SHS & partner agencies will retain responsibility for finding hostel places for homeless people who are not verified rough sleepers.

12. Monitoring

Placements of verified rough sleepers will be recorded on CHAIN, and unverified rough sleepers on the CDP website by either SHS or Croydon Reach.

13. Other considerations

Please contact Croydon Reach where ownership of a pet prevents a rough sleeper from accepting accommodation. Evolve Housing and Support may be able to accommodate rough sleepers with dogs, dependent upon risk assessment.

If the client has no local connection every effort should be made to access SWEP accommodation in their home borough.

Contact Rebeccah Clews where reconnection is prevented due to lack of funds for agreement to reimburse the agency for transport fare.

14. Contacts

Croydon Council Emergency Out of Hours Duty Team – Tel: 020 8726 6000

Greg Davies, Gwen Richards - (LBC with responsibility for SWEP)

Greg.Davies@croydon.gov.uk, Gwen.Richards@croydon.gov.uk

Tel: 020 8726 6100

Gary Langston - Thames Reach - for Outreach)

crduty@thamesreach.org.uk

Tel: 020 7870 8855

CroydonReach runs an outreach service for contacting rough sleepers on the street in Croydon, assessing their needs, arranging accommodation and a resettlement service for moving rough sleepers into longer term accommodation with support to help them settle in their new homes.

London Street Rescue (020 7062 0555) will take any rough sleeper found out of hours to No Second Night Out Hub

Appendix 1 - Pan-London SWEP activation procedure 2018/19

This document details the process which will be followed for activation of SWEP in London during winter 2018/19. It should be read alongside the GLA's 'London SWEP Guidance 2018-19' document.

Note that 'activation' refers to opening of SWEP shelter to new referrals, not whether shelter remains available to those already booked in (see the "In for Good" principle). 'Deactivation' relates to closing of SWEP to new referrals only, and is not a directive for those already booked in to be asked to leave.

SWEP activation procedure

Preparation

GLA will request SWEP details of all local authorities, including planned provision, and key contact details.

Monitoring

GLA officers, using Met Office reports, will monitor daily temperature forecasts.

Activation

If the forecast is for temperatures of 0°C or below within the next 24 hours¹ in any part of London, the GLA will take the decision to activate SWEP across all of London.

If the threshold is reached on a Friday, or by Friday the forecast is that the threshold will be reached during the weekend, SWEP will be activated and remain active until the following Monday morning regardless of changes in temperature.

In instances where temperatures are close to 0°C and other factors are in play, such as heavy snowfall or 'feels-like temperatures', GLA may also activate SWEP.

In any marginal or unconventional situations GLA may consult with those borough leads who can be contacted before making a decision on activation or deactivation.

In the unlikely event that temperatures reach 0°C and no lower in one isolated location and are not expected to be near 0°C in any other part of the capital in the near future GLA may take the decision not to activate SWEP at a pan-London level.

If no alert is received by midday it should be assumed that SWEP is not being activated, however in conditions that are considered marginal a message to confirm that SWEP is not being activated may be sent.

GLA officers will email the SWEP contacts network with an alert that SWEP has been activated. This will be done by midday at the latest.³

The lead contact from each borough, or a nominated deputy, will confirm receipt of the alert and activation of local SWEP plans by return email.

Lead contacts in each borough will be responsible for cascading activation to local services and partners.

On-going activation

This process will repeat, with daily alert messages confirming that SWEP remains active as long as minimum forecast temperatures remain at or below 0°C in any part of London. Daily confirmations from borough leads are not required.

If SWEP is activated on a Friday, it will remain active until the following Monday morning regardless of temperature changes.

In instances where following a period of SWEP activation the temperature is forecast to rise above 0°C in all parts of London, but it is also forecast to drop back to or below 0°C within the following 24-hour period, GLA may decide to refrain from deactivating SWEP, in order to minimise needless disruption to service users and providers.

Deactivation

If the forecast is for minimum temperatures above 0°C in all parts of London, the GLA will take the decision to deactivate SWEP across all of London.⁵

GLA officers will email the SWEP contacts network with an alert that SWEP has been deactivated, and a reminder of the “In for Good” principle. This will be done by midday.

If a council opens local SWEP earlier, or for longer, than pan-London activation this is of course welcome, local leads are simply requested to notify GLA so that pan-London overflow SWEP services are aware.

This procedure has been developed alongside services and local authorities and should be incorporated into local SWEP plans. Where an element of this procedure conflicts with local SWEP planning the authority is encouraged to contact the GLA at the earliest opportunity

(roughsleepingcommissioning@london.gov.uk).

Appendix 2: Severe Weather Protocol checklist

Below are some questions to ask when dealing with rough sleepers who are refusing to come inside during the cold weather. The list is not exhaustive but gives some pointers as to whether further action is needed or not.

1. Age
2. Physical condition- chest infections, head injuries, diabetes, heart problems?
3. Uses alcohol or drugs? * Drug or alcohol use can cause blood vessels to dilate which causes faster loss of body heat.
4. Does the person have bedding? If not the day centres can sometimes provide sleeping bags. You can also use the Vicars relief or Samaritan funds
5. Does the person have appropriate clothing? Hat scarves and gloves reduce loss heat significantly. Second hand clothes are available at some of the day centres. You can also use the Samaritan or Vicars Relief funds.
6. Is the sleep site sheltered and dry?
7. Is the person accessing hot food and drinks? If not provide info re the day centres. Petty cash can also be used to provide hot food/ drinks
8. Is the person using a daycentre? Find out why not and signpost as necessary
9. Is the person known to services? (not just mental health - may be known to Social Services)Also check on CHAIN and EPJ. Duty worker to try different ways of inputting name into EPJS- e.g. swap names around; search under first letters* of each name; date of birth- do any of the names appear similar? Email all START - Team member may have heard something about this person/remember the name/seen them when out and about.
10. How long has the person been sleeping rough?
11. What reasons does the person have for refusing to come in- can they give a rational explanation? Do they understand the risks? Do they have the mental capacity to make the decision? Can the mental capacity act be used?
12. Does the person appear to be mentally unwell? Can the Mental Health Act be used? Sec 2, 4 or 136
13. Is the person showing any signs of hypothermia?

Early stage

Pale and cold skin

Temperature 35 or below
Uncontrollable shivering
Low energy level

As progresses

Confused
Loss of judgement
Difficulty moving
Weakness
Stumbling
Memory loss

Last stage

Shivering stops
Drowsy
Loss of co-ordination
Slurred speech
Listless and indifferent
Shallow breathing
Weak pulse
Dilated pupils
Unconscious