

The NAPPAD PILOT EVALUATION

The Salvation Army
City of York Council



FEBRUARY
2023

Executive Summary

The 'NAPpad' is a deployable mobile night shelter developed between The Salvation Army and specialist manufacturer Protectal. Similar in dimensions to a shipping container, a NAPpad comprises of four Covid-secure 'micro-flats'—with 'signs of life' monitoring; their own secure front door; bed; handbasin; and toilet.

Piloted in partnership with the City of York Council these discrete facilities have offered a safe alternative to the street; to dormitory style night shelters and to traditional 'sit up' services.

The NAPpad was operated by the York Early Intervention and Prevention service (EIP), a community-based Salvation Army advice and support service, commissioned by City of York Council. The City of York Council was a development partner and provided land; site security and connection to shared utilities.

This pilot evaluation has been undertaken over the first six-month period (Period of the study was 20/12/21 to 30/6/22) and relates to the 28 residents - including 4 ongoing – who stayed there in that period.

The pilot evaluation was achieved using mixed methods that included quantitative and qualitative data. The quantitative data was supplied by interviews with NAPpad residents; York EIP staff and stakeholders.

Of the 28 NAPpad users

- 26 were male, 2 were female
- Most were aged between 25 - 39 years
- 22 had self-reported mental health issues
- 8 had been homeless for between 1 & 7 days
- 16 had been rough sleeping; 8 had been sofa surfing; 3 had been sleeping in car; 1 had been in approved premises
- 5 had been rough sleeping for 60+ days
- 13 had had at least one previous period of rough sleeping. For 11 people this was their first time being homeless.

Main Findings

Over three quarters of NAPpad residents moved on to other accommodation. 22 of the 24 NAPpad users who had moved on, did so to more suitable accommodation.

The NAPpad provided the York EIP with additional accommodation capacity and flexibility. The NAPpad widened the client groups able to be accommodated. These included working people and people who were NRPF – who were unwilling or unable to access the traditional offer.

The NAPpad also provided an alternative to hostel and B&B accommodation for those people who could not -or would not - access traditional homelessness accommodation. It provided an opportunity for assessment and engagement while providing safe accommodation

Most (15) NAPpad users were in the NAPpad for a short period of time (less than a week) but a small number stayed for long periods.

Limited engagement by some residents suggested that dedicated staffing is required – this would also help with the operational aspects of managing a NAPpad

NAPpad Residents had a sense of independence and ownership in the facility. People liked the flexibility, and safety offered by the NAPpad. Residents felt they could make the space their own. Quietness and seclusion were important factors to residents.

There are some practical and operational considerations for future NAPpads, relating to placing, installation and set-up with accessibility to the city centre. Planning permission may be required

NAPpad users liked the NAPpad, and new and entrenched rough sleepers were willing to utilise the facility.

1. Introduction

1.1 What is a NAPpad?

The 'NAPpad' is a ground-breaking deployable mobile night shelter that is scalable, affordable, and different to any other offer. It comprises of four Covid- secure 'micro-flats'— each separate from the next; with their own secure front door; bed; handbasin; and toilet.

These discrete facilities offer dignity, privacy, and safety to people who might otherwise be sleeping rough; and offers a safe alternative to the street; to dormitory style night shelters and to traditional 'sit up' services.

Each micro-flat has heating and power; a phone-charging point; a flushable toilet and hand wash basin. With an opening window and trickle vents, the atmosphere inside is light, bright, and airy. With no ligature points, harm-reduction principles have been embedded throughout the design

More importantly, the NAPpad is fitted with non-invasive 'vital signs' sensors which were developed specifically for the project and are based on technology used to combat sudden infant death syndrome. The sensors are monitored out-of-hours- similarly to older people's Telecare services- and can detect if someone has stopped breathing so that emergency services can be alerted in a health crisis, giving responders vital minutes to save a life.

1.2 Partnership Design and Development

The NAPpads was designed in partnership with Salvation Army service users and staff, statutory agencies, and specialist private sector company – Protectal, through a series of focus groups and one to one meetings. Protectal provided the technical expertise to design- and later develop and manufacture the NAPPad, including the 'vitalsign' monitor. Operational experience was brought to the design by The Salvation Army staff and service users along with local authority housing staff. Advice and guidance relating to safety at a project and community level was provided by the local Fire and Police service. The design period spanned approximately ten months – including endorsement of this new concept by The Salvation Army's Missional Strategy Group. External funding was secured and a NAPpad Development Group was established between The Salvation Army and Protectal. Specialist support was provided by TSA's Property and Procurement departments. Development took around six months which was longer than expected. This was largely due to difficulties in obtaining materials due to the lockdown of manufacturing and other industries during the global pandemic

2. Why a NAPpad?

2.1 Levels of rough sleeping

The NAPpad was originally developed as a compassionate response to meet the needs of those entrenched rough sleepers who struggle to meet the threshold of expectations placed on them to access traditional supported or other temporary accommodation services. It was developed for the small cohort of people with chronic alcohol, drug and health problems who often struggle to follow systems, who have no identification and no welfare benefits in place.

Although compared to countries such as the United States, levels of rough sleeping are relatively low in the UK, nonetheless, rough sleeping is considered a significant issue in the UK – so much so that the current government has pledged to end it in England by the end of this parliament. The official rough sleeper counts in England show that rough sleeping rose

every year up to the official count in autumn 2017. At this count, there was a 169% increase in the number of people sleeping rough in England compared to 2010¹.

Although the recorded number of rough sleepers fell slightly in 2018 and 2019, the 2019 count actually showed a 141% increase from 2010.² Lockdown and measures introduced in the pandemic achieved a 37% drop in rough sleeping on 2019.³ The 2021 count recorded a further 9% fall on 2020 however this was still 670 people more than in (38%) on 2010.⁴

In London Combined Homelessness and Information Network (CHAIN) reported that a total of 11,018 rough sleepers were contacted by outreach services in London during 2020/21. This represented a 3% increase on the previous year. 7,531 (68%) were seen rough sleeping for the first time.⁵

The populist response to rough sleeping is often to provide someone with accommodation – i.e., give them the keys to a flat - and assume that their rough sleeping problem will be solved. Unfortunately, experience tells a different story. Whilst there are undoubtedly some structural issues within the housing market that do contribute to rough sleeping, many people who end up sleeping rough often have multiple and complex needs and are multiply excluded from services.

According to the UK government, evidence has shown that, common mental health conditions (such as depression, anxiety, and panic disorder) are over twice as high among people who experience homelessness compared with the general population, and psychosis is up to 15 times as high. The 2018 to 2019 CHAIN data for London reports that of the people seen sleeping rough, 42% and 41% had alcohol misuse and drug misuse support needs respectively. Thirty-six percent had co-occurring mental health and drug and/or alcohol misuse support needs. Findings from the ONS show a pattern of deaths among homeless people that is very different from the general population. The average age of death last year was 44 years, with 84% of all deaths being men. More than half were related to drug poisoning, suicide, or alcohol, causes that made up only 3% of overall deaths last year.⁶

2.2 Origins of the NAPpad

Modular housing as temporary accommodation is not a new concept. The Local Government Association produced a report in 2017 and identified some of the good practice those local authorities were undertaking then- which included ‘investigating innovative construction techniques such as re-deployable modular housing’⁷ However these innovations, whilst often moveable in the same way as the NAPpad is, were generally more permanent and larger structures and don’t offer an immediate response to someone sleeping rough.

¹ House of Commons Library Research Briefing By Wendy Wilson, Cassie Barton 22 April 2022 Rough sleeping (England) [Accessed 2/8/22] <https://researchbriefings.files.parliament.uk/documents/SN02007/SN02007.pdf>

² Ministry of Housing, Communities and Local Government: Rough Sleeping snapshot in England: Autumn 2019 1. Main Findings

³ Ministry of Housing, Communities and Local Government: Rough Sleeping snapshot in England: Autumn 2020 1. Main Findings

⁴ Department of Levelling Up, Housing, Communities and Local Government Rough Sleeping snapshot in England: Autumn 2021 1. Main Findings

⁵ House of Commons Library Research Briefing By Wendy Wilson, Cassie Barton 22 April 2022 Rough sleeping (England) [Accessed 2/8/22] <https://researchbriefings.files.parliament.uk/documents/SN02007/SN02007.pdf>

⁶ Public Health England; Health Matters: Rough Sleeping -Updated 11 February 2020

⁷ LGA: Council Innovation and Learning in Housing our Homeless Households 2017

In the same year, Crisis undertook an international evidence review to establish what works in ending rough sleeping. They gave traditional hostels and shelters a mixed 'rating' stating that, whilst hostels and shelters do 'protect residents from many of the risks associated with sleeping on the street,' that they do also 'present their own health-related hazards'. The report describes an 'escalation of drug misuse amongst residents' and a common 'deterioration in mental health'.

In addition to this, the report also found that many people experiencing homelessness did not find hostels and shelters to be safe or pleasant environments with some people choosing not to use them due to anxieties related to safety or a negative view 'in terms of offering a route out of homelessness.'

They also found that 'homeless people with complex needs rarely fare well in standard hostels and shelters given their inability to cope with the rules and environment and that 'specialist hostels and shelters, or alternative responses entirely, may be more appropriate' for these – and other specific groups of people.⁸

Burgess et al (2021) had similar findings - acknowledging the 'sense of fear and insecurity' felt by people sleeping rough- but noting that people also can experience this in shared housing and hostels. They reference the research of Boland et al. 2021, and Fitzpatrick et al. 2021 who have also found that many of those experiencing homelessness are often unhappy with the existing offers of temporary accommodation such as hostels, night shelters, and bed and breakfast accommodation.⁹

In addition to the dissatisfaction felt by some of the people accessing traditional temporary accommodation Busch-Geertsema and Sahlin (2007) note that the ability of someone to manage – or behave well- in a hostel has 'very little to do with their capacity and capability to manage in a self-contained dwelling, with tenure security and regular social space'. (Busch-Geertsema (1998). They also cite Stark (1994) who describes the problem of shared space in hostels and the increased risk of in-house conflicts where the residents are not sharing space and 'equipment on the basis of friendship or family relations.' Stark also describes how a lack of social space can make it 'difficult for residents to maintain contact – or build up new relationships – with people outside the hostel' particularly if there is an evening curfew or an inability to have guests visiting. Busch-Geertsema and Sahlin also describe how the staircase model of housing can fail 'the individual who does not "improve"' as they are 'stuck on a rung, while the one who misbehaves is either degraded to a lower step or pushed down to the bottom floor, often a night shelter, as a punishment (Sahlin, 2005).¹⁰

Within The Salvation Army our own data tells us that hostel accommodation does not meet the needs of everyone. Around 70% of people who live in our services move on in a positive way. However, the existing model is clearly not meeting the needs of 30% of people who use our services. Some of this will be due to reasons outside of our control such as people being sentenced or recalled to prison, however it is a fair conclusion that some people don't succeed because the hostel model just doesn't meet their needs; they can't wait to travel

⁸ Crisis - Ending rough sleeping: what works? An international evidence review December 2017

Dr Peter Mackie, Cardiff University, Professor Sarah Johnsen and Dr Jenny Wood, Heriot-Watt University

⁹ Cambridge Centre for Housing and Planning: Modular homes for people experiencing homelessness in Cambridge: resident experiences Dr Gemma Burgess, Dr Johannes Lenhard,, Dr Richmond Ehwi, Dr Kwadwo Oti-Sarpong, Eana Meng October 2021

¹⁰ The Role of Hostels and Temporary Accommodation, Volker Busch-Geertsema and Ingrid Sahlin Gesellschaft für innovative Sozialforschung und Sozialplanung (GISS), Bremen, Germany, Department of Social Work, Göteborg University, Sweden European Journal of Homelessness _ Volume 1, December 2007

through the 'staircase model' and for one reason or another do not move onto something more stable. This doesn't of course consider the needs of those people who don't -or won't - come through the hostel doors in the first place.

The NAPpad was intended to create a different environment to these traditional homelessness services which, as a fairly universal offer, do not always meet the needs of people who have been sleeping rough and living outside of the 'system' for a number of years. (See Appendix One for a description of existing service provision)

This may be because they have got no recourse to public funds; are unable to comply with the increasingly difficult demands of the benefits system; are unable to self-regulate to attend appointments and get removed from services; cannot access services because they have no address; are consumed with daily survival mechanisms to manage a drug dependency and so on.

The NAPpad model was quite different to the traditional hostel model in that there was no requirement for residents to provide personal details, pay rent or claim benefits whilst residing in the NAPpad. The NAPpad was 'an unconditional offer'. It was envisaged that by removing these requirements, a more flexible approach was possible, and people would be more likely to engage.

2.3 Exploratory Study and Aim

The rationale for the NAPpad was that by offering something that had fewer rules; involved a minimal commitment in a quieter environment and that worked outside of the political, social and economic constraints of the existing system, this could create an opportunity for the first steps of engagement.

Because the aim of the project was to create something different to existing services an exploratory study was undertaken. The parameters of the project were set quite widely, and it was left to the local team and partners to explore if different and more creative approaches could be developed to inform findings for this type of rough sleeper engagement project in the future.

2.3.1 Location

The team operating the NAPpad are an existing Salvation Army team, the York Early Intervention and Prevention service (York EIP). This is a crisis intervention service that do not provide accommodation. Staff undertake street outreach to identify and engage with rough sleepers. In addition, the service offers a drop-in and provides information, advice, and guidance to single adults in housing need.

Staff undertake a holistic assessment with service users, and then based on the outcome of this, can arrange for people to access emergency accommodation or longer-term accommodation. They also signpost people to other support services including for food and showers, drug, alcohol, and mental health support.

It was determined that the York EIP was an ideal test site for the exploratory study. In normal circumstances the York EIP does not have access to its own accommodation but is dependent on agencies who provide accommodation accepting referrals made on behalf of service users. Having access to the NAPpad meant that this team had an additional resource in which to accommodate people – and also had to learn how to manage an untested and novel sort of accommodation-based service. It also meant that the team were able to assess the impact of the NAPpad as it provided a contrast to their normal operating

procedure which sees them working within the above-mentioned constraints of the existing system.

2.3.2 Covid 19

The onset of the global Covid 19 pandemic saw a significantly changed landscape in the homelessness sector, particularly with the cessation of traditional dormitory night shelters and sit up services. The government responded very positively to this through the 'Everyone In' initiative and rough sleeping levels were at an historic low throughout the pandemic. The NAPpad was trialled at the tail end of this initiative which resulted in the proposed client base for the NAPpad being wider than had been originally envisaged. Rather than providing accommodation solely to existing rough sleepers, the NAPpad was also made available to people who were vulnerable to sleeping rough.

3.0 Methodology and Limitations

In order to evaluate the exploratory study, both quantitative and qualitative data was collected and analysed to generate breadth and depth of understanding. Existing quantitative data was available from management information systems and subjected to secondary analysis. This related to NAPpad residents for the period 20 Dec 2021 to 30 June 2022. It was examined in its raw format, all records being anonymised and included all residents within the time period. The start date for the study was that on which the NAPpad became operational in York and 30 June 2022 identified as the research end date as it was judged that 6 months was a sufficient time period in which to examine the outcomes of the residents and operation of the unit.

There were however some limitations in the quantitative data regarding NAPpad residents:

- Only the main reason for the last period of homelessness was stated for residents alongside where they last slept, with no detail of underlying reasons for homelessness.
- No records were available regarding what happened to the residents once they moved on to other accommodation following their stay in the NAPpad. The Salvation Army are not contracted for further service delivery. Individuals' continued engagement in services, preventing return to rough sleeping could not be quantified.¹¹

Qualitative data was gathered from semi-structured interviews with:

- Previous NAPpad residents who had occupied the units in the study time period
- Stakeholders
- York EIP staff members

Interviewees were purposefully sampled; interviews being recorded, transcribed and content analysed thematically.

¹¹ City of York Council have indicated that this could be made available if required for further evaluation

4.0 Who were the NAPpad residents?

4.1 Demographics of Individuals Accessing the NAPpad

During the period between December 2021 and June 2022 the NAPpad was accessed by 28 individuals.

Figure 1 Sex of NAPpad residents

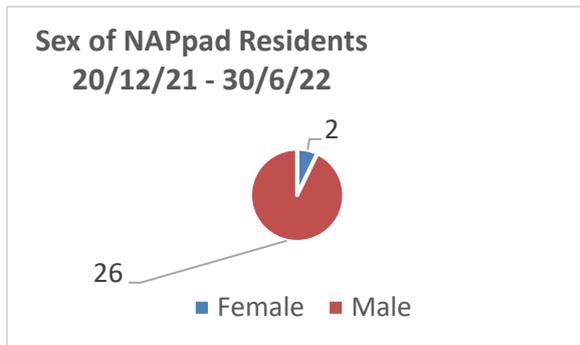
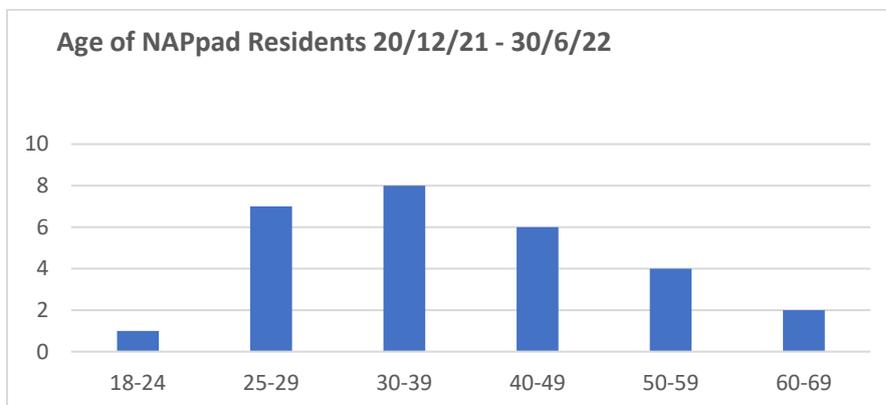


Figure 1 shows that most of the people accessing the NAPpad were male (93%). This is similar to the most recent data from the Office for National Statistics, where over 8 out of 10 people who were rough sleeping in England were male.¹²

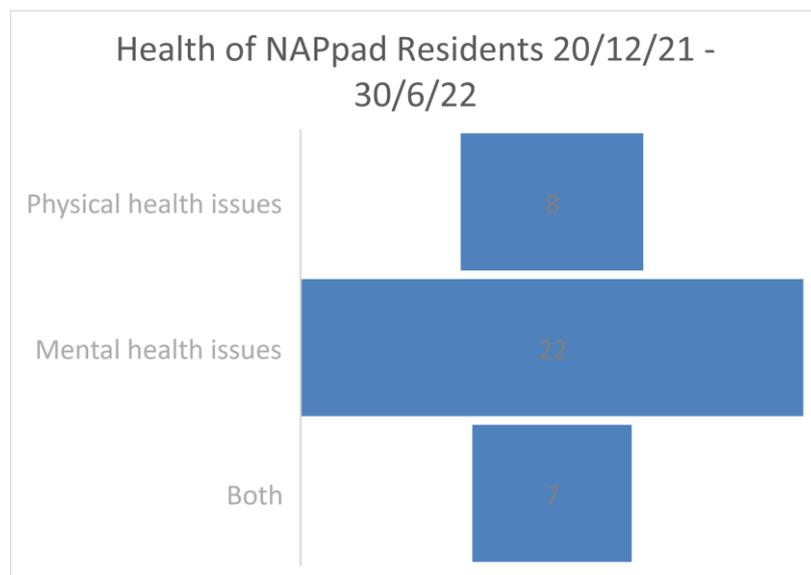
Figure 2 Age of NAPpad Residents



4.2. Figure 2 shows that the majority of NAPpad users were between 30 and 39 (8 people or 29%). 25% were between 25 and 29 (7 people). 21% were between 40 and 49. (6 people). 4 people were between 50 and 59 (14%). 7% were over 60 (2 people). Only one NAPpad user was a young person i.e., between 18 and 24 years old.

¹²<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/roughsleepingintheuk/2002to2021#snapshot-survey-statistics>

Figure 3 Health of NAPpad Residents 20/12/21-30/6/22



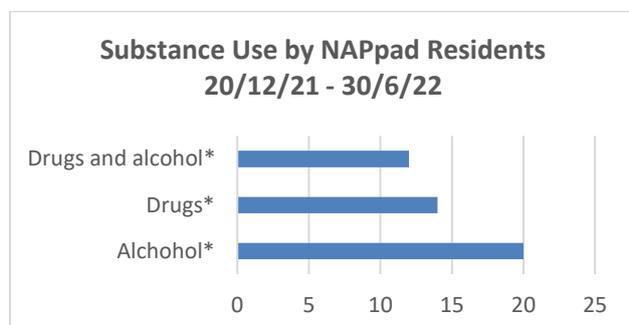
4.3. The available quantitative data did not differentiate between current and past issues experienced by the people using the NAPpad.

However, Figure 3 shows that 22 people (79%) using the NAPpad had experienced mental health issues, either currently or previously. 8 people (29%) had a current or previous physical health issue and 7 people (25%) had -or have- had both.

Comparative Data of all households (including families) owed a homelessness duty by local authorities in England in the same period show that 26% have a member of the household with a history of mental health problems and 17% have a member of the household with physical ill health and a disability.

Whilst there is no directly comparable data for single people or rough sleepers in this more recent period, CHAIN data for 2017/18 shows that of the people seen sleeping rough in London in 2017 to 2018, 50% reported mental health needs, whilst 46% had physical health needs.¹³

Figure 4 Substance Use by NAPpad Resident



**no differentiation between past or current problems*

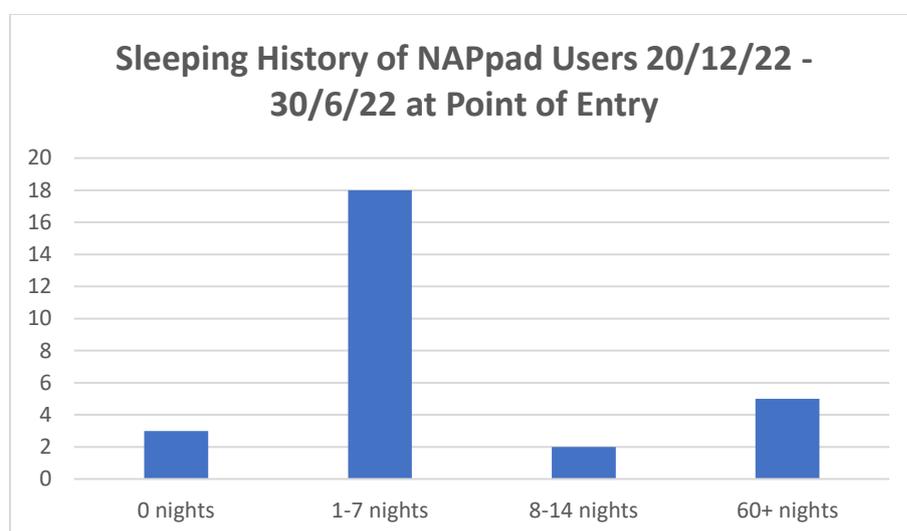
¹³ Public Health England; Health Matters: Rough Sleeping -Updated 11 February 2020

4.4. Figure 4 shows that 20 people (71%) had or have had an issue with alcohol. 14 (50%) had or have had an issue with drugs. 12 people (43%) had or have had an issue with both drugs and alcohol.

Comparative data of all households (including families) owed a homelessness duty by local authorities in the same period show that 6% have a member of the household with drug dependency needs and 5% have a member of the household with an alcohol dependency need.¹⁴

Whilst there is no directly comparable data for single people or rough sleepers in this more recent period, CHAIN data for 2018/19 shows that, of the people seen sleeping rough in London 42% had alcohol misuse support needs, whilst 41% had drug misuse support needs.¹⁵ There is no comparable data for people with both or overlapping support needs.

Figure 5 Sleeping History of NAPpad Users 20/12/21 – 30/6 22 at Point of Entry

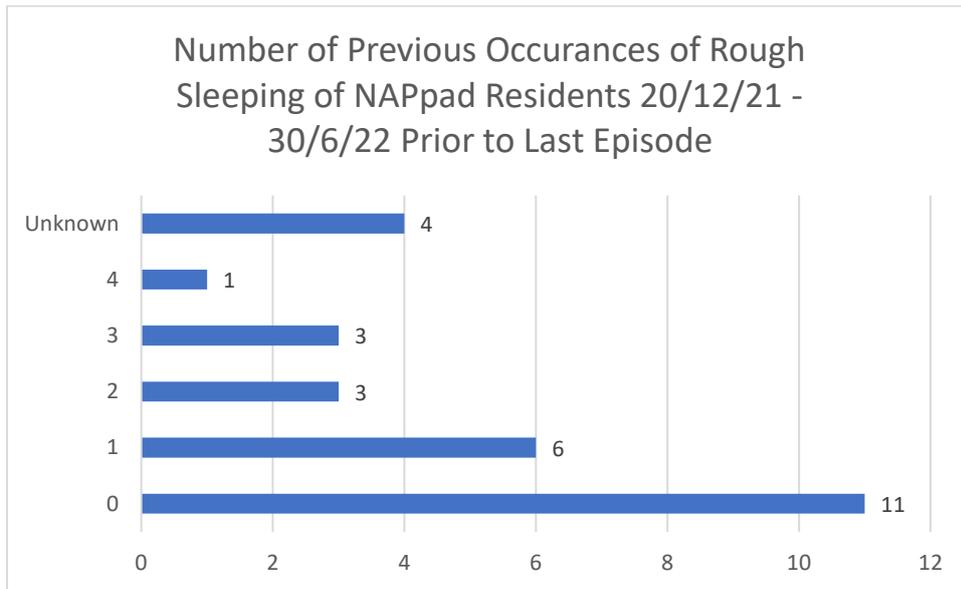


4.5. During the study period 16 NAPpad residents were recorded by York EIP as having been rough sleeping, with 8 having sofa-surfed, 3 slept in cars and 1 having resided in approved premises. Figure 5 shows that 5 service users had been sleeping rough for over 60 days prior to accessing the NAPpad and as such can be described as entrenched rough sleepers, with all 5 having been sleeping on the streets. The majority of NAPpad users (18) had been sleeping rough for less than a week whilst 2 people had slept rough for up to a fortnight.

¹⁴ Data extracted from [Live tables on homelessness - GOV.UK \(www.gov.uk\)](https://www.gov.uk) Tables A5P and A5R

¹⁵ Public Health England; Health Matters: Rough Sleeping -Updated 11 February 2020

Figure 6 Previous Rough Sleeping History of NAPpad Users



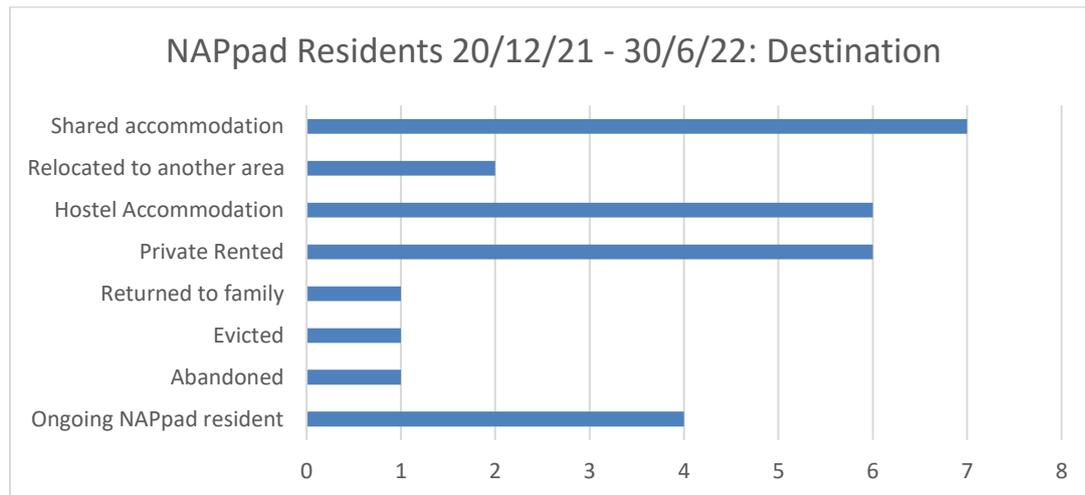
4.6. Figure 6 shows that for all residents in the period of the study, just under half had at least one other experience of homelessness (13 or 46%). For 11 people their first experience of homelessness was just prior to entry into the NAPpad. Of those 16 residents in the study period who had been rough sleeping prior to entry, 9 (56% of the 16) had at least one other experience of rough sleeping.

5.0 Main Findings

5.1 Over Three Quarters of NAPpad Residents Moved on to Other Accommodation

Data related to those clients resident in the NAPpad was examined for the period 20 Dec 2021 to 30 June 2022. During this time there were 28 individual residents, with 4 still occupying the units on 30 June 2022 as shown in the Figure 7 below.

Figure 7 Destination of NAPpad Residents



Of the remaining 24 individuals who had stayed in the NAPpad all but two moved onto other accommodation, therefore 79% transitioned to other temporary or more permanent accommodation during the period of the study. One client was asked to leave due to being abusive towards a member of staff. Another, who was an entrenched rough sleeper chose to abandon the accommodation after four nights and the reason for this is not known. Of the two individuals who relocated to other cities both were supported by the York EIP team and moved into temporary accommodation.

5.2 The NAPpad Provided York Early Intervention and Prevention Service with Additional Accommodation Capacity and Flexibility

The NAPpad provided four extra temporary accommodation beds in the city. This was seen as a positive by stakeholders and staff: the NAPpad 'has given us another accommodation option for those that would probably be harder to reach' (stakeholder). A staff member pointed out that 'Life could be quite frustrating in the job because there were people that were vulnerable and that you wanted to place and couldn't' but with a NAPpad 'you can put anybody in it at any time'.

5.2.1 Widened Client Groups Accommodated

Findings suggest this extra capacity and flexibility enabled the York EIP team to better meet the needs of a wider range of client groups.

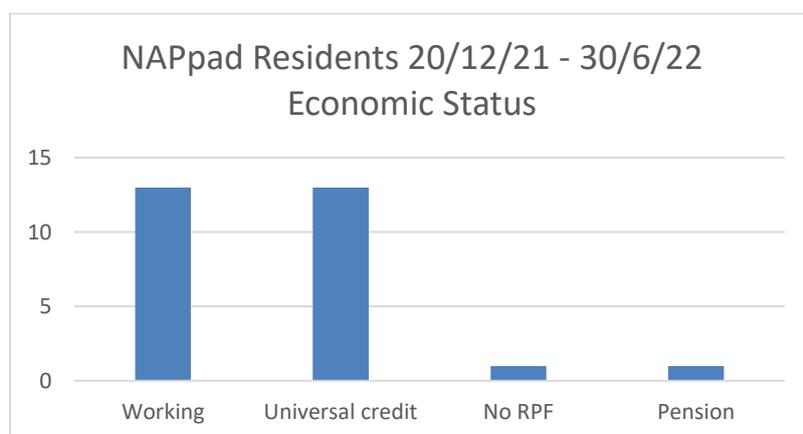
5.2.1.1 Individuals with No Recourse to Public Funds¹⁶

Due to the status of these individuals, they cannot normally claim benefits to cover the cost of temporary accommodation. As the NAPPad unit was funded by The Salvation Army on a 'no rent model', no costs needed to be incurred by clients themselves or covered by claiming benefits. During the period of the study one individual who had no recourse to public funds was able to be accommodated. Following support from the York EIP he was able to secure a job and move into private rented accommodation.

5.2.1.2 Working People

Those individuals who were working, particularly unsociable hours, were able to access the NAPPad. This made it possible for them to budget for a deposit for a private rented property or address existing debts. 'We would not have been able to place people like that previously full stop, because you can't put them in bed and breakfast because if they're working, they are charged for it and it's too expensive' York EIP staff member. Although within York, under the council's rough sleeping prevention initiative, the No Second Night Out Scheme, there is no charge for short term accommodation within the hostel system, this is only a short-term option. The NAPPad offered an alternative that enabled people to establish the financial means to access private sector accommodation.

Figure 8 Economic Status of NAPPad residents



Data covering the study period showed that 13 (46%) of residents said they were working, with at least 4 of these working night shift or unsociable hours. Figure 8 illustrates this,

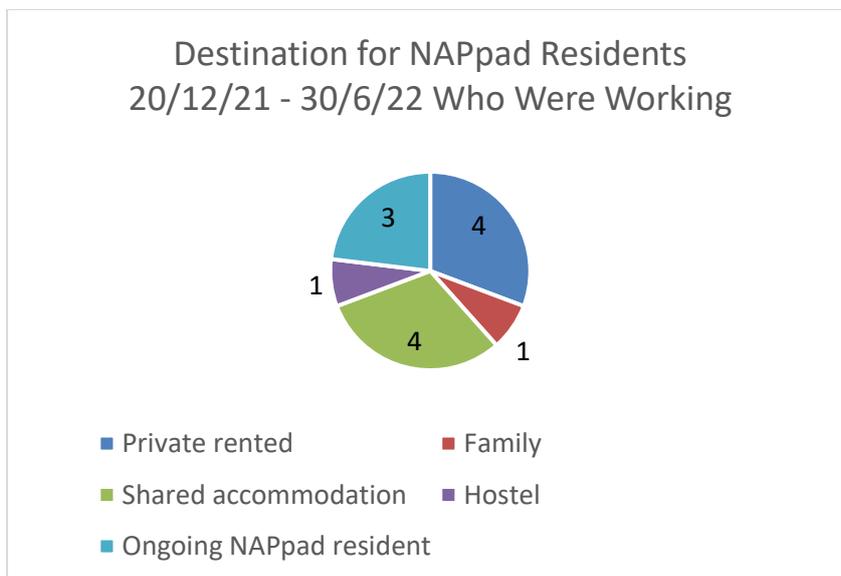
¹⁶ 'Some people who need a visa to live in the UK have a condition attached to their immigration status called no recourse to public funds (NRPF). It means they can't claim most benefits paid by the Government, including assistance with housing. Most categories of migrants in the UK can have a NRPF condition attached to their visa. Undocumented migrants and people whose immigration status is insecure are also unable to claim benefits.' MPs on the Work and Pensions Committee (April 2022) Children in poverty with no recourse to public funds: How does NRPF policy impact children in poverty and how can the Government support them? House of Commons Committees. Available from: <https://ukparliament.shorthandstories.com/children-in-poverty-no-recourse-to-public-funds-work-and-pensions/index.html> [Accessed 28/10/22]

alongside the same number of residents who were claiming Universal Credit, the one individual of pension age and the resident with no recourse to public funds (RPF).

Staff and stakeholders felt that the NAPpad has 'been great for people who've been working night shifts [in]typical emergency accommodation, there's curfews, so you've got to be in at certain times, you've got to be leaving during the day' (York EIP staff member). In the NAPpad 'if you're working nights, you're able to stay in through the day to sleep' (York EIP staff member).

Of the 13 residents who were working during their stay, on 30 June 2022 three were still resident in the NAPpads. The remaining 10 past residents who were working has all moved on to other accommodation as shown in the chart below.

Figure 9 Destination of NAPPad residents who were working



The majority of working NAPpad residents moved to private rented accommodation (these 4 individuals constituting 67% of the total number of residents, during the period of the study, who went into private rented accommodation) with 4 also going onto shared accommodation (constituting 57% of the overall total of residents who moved to that type of accommodation).

It was suggested by staff that accommodating such individuals would have been very difficult without the NAPpad: 'I think it's had the most impact on single working people who work shifts' (York EIP staff member).

5.2.1.3 High Risk Individuals

Findings from interviews with staff suggest that availability of the NAPpad enabled some high-risk individuals to be accommodated more quickly than had traditionally been the case. People who had been excluded from the family home unexpectedly due to a court order being imposed, were unlikely to have funds to enable them to secure private rented accommodation or needed time to organise their benefit entitlement. The NAPpads being cost free to residents was definitely beneficial in such cases.

Certain offenders are sometimes difficult to accommodate due to a number of reasons that include the location of temporary accommodation; legal safeguards and licence conditions put in place on their release and sometimes the risk from other residents in temporary accommodation. The design of the NAPpad, consisting of individual units, plus being

located on a secure site in York facilitated being able to accommodate offenders of this type more easily.

There were some restrictions on individuals who could be accommodated within the NAPpad in York due its location on a site where other services for other rough sleepers were being delivered by the city council (small units of temporary accommodation where approximately 9 people were resident and were managed differently). The wider impact on the neighbouring service of accommodating certain individuals in the NAPpads had to be considered. This was done on a on a case-by-case basis between the York EIP staff and the City of York Council staff.

Staff noted that residents seemed to be from the most extreme ends of the spectrum of need: 'It seems to be the most stable and the most chaotic and actually, we've placed both at the same time' (York EIP staff member).

5.2.2 Provided an Alternative to Hostel and B&B Accommodation

The NAPpad has not just created an alternative to hostel and B and B accommodation – it has also created a different route into more permanent accommodation. One stakeholder commented that 'A lot of people who have gone in [the NAPpad] have gone into our Tier Two shared housing provision or into private rented so it's filtered people from the normal hostel route'. This is demonstrated by the quantitative data which shows that at total of 13 of the 24 NAPpad past residents moved on to one of these two types of accommodation (7 moving to shared accommodation and 6 to private rented).

Another stakeholder commented that the opportunity to stay in a NAPpad was an important steppingstone to shared accommodation, instead of the hostel route: 'if you can't do the main hostels, you can't get into shared housing' and in York 'move on accommodation is shared accommodation'.

Temporary accommodation is often a challenging place for individuals with complex needs. Hostels can be noisy, busy, restrictive for some groups with the added complications of peer pressure, and sometimes availability of drugs or alcohol. Similarly in bed and breakfast accommodation, the client's next-door neighbour maybe someone 'they're trying to get away from' (York EIP staff member).

'People can go in [to hostels] with no issues and come out with sometimes significant drug issues, or they had been abstinent, gone into a hostel, then all that sort of comes back out again' (stakeholder).

The NAPpad provided a different model of temporary accommodation that appealed to clients who were resistant to other forms of temporary accommodation: 'the NAPpad has drawn them in essentially, so that they've come in for a period of time and it's got them off the streets, so that's been a positive' (stakeholder).

5.2.3 The Existing Offer of Temporary Accommodation

Findings would suggest that there are common reasons why many rough sleepers either refuse or are not suited to the usual temporary accommodation offer in the city: addiction, mental health issues, previous negative experiences of services and the reputation of hostels as challenging places to stay.

5.2.3.1 Managing Addictions and Mental Health Can Be Challenging in Hostels

Data shows during the period of the study, that of NAPpad residents:

- 79% had experienced mental health issues
- 71% had experienced a problem with alcohol
- 50% had experienced an issue with drugs
- 43% had experienced both a drug and alcohol problem

(Available quantitative data did not differentiate between current and past issues).

Stakeholders noted that many clients with such issues struggle with the rules in hostels, for example there is 'No drinking in the premises, but if you're dependent on it you may need to have a drink during the night, so you may need to leave the hostel' (stakeholder) which isn't possible due to curfew restrictions. Alternatively, the client will hide alcohol in the hostel to avoid withdrawal symptoms, be discovered to be breaking the rules and then their accommodation is at risk.

Similarly, people with mental health issues can find the noise and social aspects of hostels difficult. Even with individual rooms in hostels there is little chance for calm or quietness which can be distressing: 'A 25 or 38 bedded hostel with lots of noise, lots of people bustling about you know, there's lots of other people with mental health issues [where] that can exacerbate people's feelings of being enclosed' (stakeholder).

5.2.3.2 Previous Negative Experiences of Hostels

It was also suggested that some clients' previous experience of temporary accommodation resulted in them being traumatised by the setting, even many years later. This meant they would not contemplate the offer again.

'For others they had no other alternative because they've already been through every other provision' (stakeholder). Those who couldn't abide by the rules of the accommodation often found themselves 'thrown out, then we put you back in another hostel and you do the same you just going on that revolving door' (stakeholder) until nowhere is willing to accommodate the individual.

5.2.3.3 Hostels' Reputation as Challenging

One client stated that he had refused hostel accommodation as they had heard such negative experiences from fellow rough sleepers: '... you hear some awful things that I just I'd rather sleep on a park bench'.

Stakeholders and staff also noted that 'Sometimes people don't feel a hostel is for them, they can feel anxious about it, or you know they've maybe had negative experiences previously. It can be a myriad of reasons' (stakeholder) why they won't contemplate hostel accommodation. 'Some people don't want any sort of authority. They just want to be able to come and go as they please' (stakeholder).

As one staff member summarised: 'The fact that individual NAPpad units are separate meant that client groups who would not have been suited to the restrictions of hostel life due to their particular situations or complex needs have been accommodated'.

5.2.3.4 Opportunity for Assessment and Engagement While Providing Safe Accommodation

Findings suggest the NAPpad enabled staff to build a relationship and trust with clients, encouraging them to access services, while accommodating the individual, with only the need of a first name from the client. One staff member stated: 'that's been a positive to have some form of accommodation, whilst then trying to engage with those people to see what their motivators, wants and needs are to look at onward accommodation'.

Clients who had experienced the 'revolving door' of services in the past, engaging, then disengaging for a variety of reasons, were likely to lack trust in organisations and not seek support again. Previously while staff, over time, build a relationship and trust with the client, clients usually remained sleeping rough as there was no opportunity to access an alternative model of accommodation.

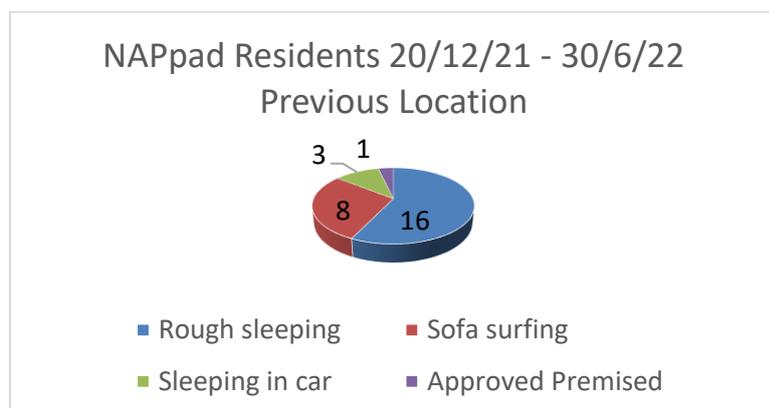
Staff reported there were two entrenched rough sleepers who 'point blank refused hostel accommodation, but then the NAPpad is something that they've taken us up on which then obviously leads you into engaging with them' on a longer-term basis. This was a point affirmed by stakeholders: 'if they're going to the NAPpad they can be assessed there, then there's a good chance that from the assessment they would be able to go into shared accommodation.'

The NAPpad provided clients with the opportunity over time to demonstrate that they were able to be responsible in keeping their unit clean and tidy, as well as avoiding involvement in any incidents of anti-social behaviour. This is important for clients who have multiple complex needs, being likely to be refused temporary accommodation due to their historical intermittent engagement with services and apparent unsuitability demonstrated through challenging behaviours. Up to date thorough assessment and evidence could be utilised to support the client in moving forward to appropriate move on or more permanent accommodation.

5.2.3.5 NAPPad Residents Previous Locations and Destinations

Figure 10 shows that prior to moving into the NAPpad 16 (57%) of NAPpad residents in the study period had been sleeping rough, with the remainder either sofa surfing, sleeping in their car, or living in approved premises.

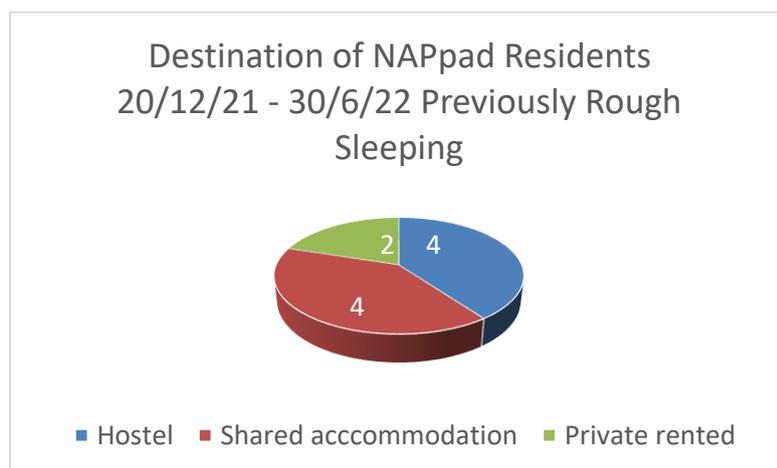
Figure 10 NAPpad Residents Previous Locations



Of the 16 who had been sleeping rough 10 (65%) transferred on to other accommodation (shared, hostel, private rented) with 2 relocating to other areas (into accommodation), 2 remaining in the NAPpad at 30 June (end of the period of this study), 1 abandoning the NAPpad and 1 being evicted (due to abuse towards staff on the site).

Figure 11 below shows of the 10 rough sleepers who moved to other accommodation after the NAPpad, 4 moved to shared accommodation and 4 to a hostel. Although it was suggested by findings that having an opportunity to move straight to shared accommodation via the NAPpad was an important move-on route for residents, data would suggest that the time spent by staff building relationships with and engaging residents, resulted in some reduced resistance to hostel accommodation. Further research would be needed to explore this, which was not in the scope of this study.

Figure 11 Rough Sleeping NAPpad Residents' Destinations



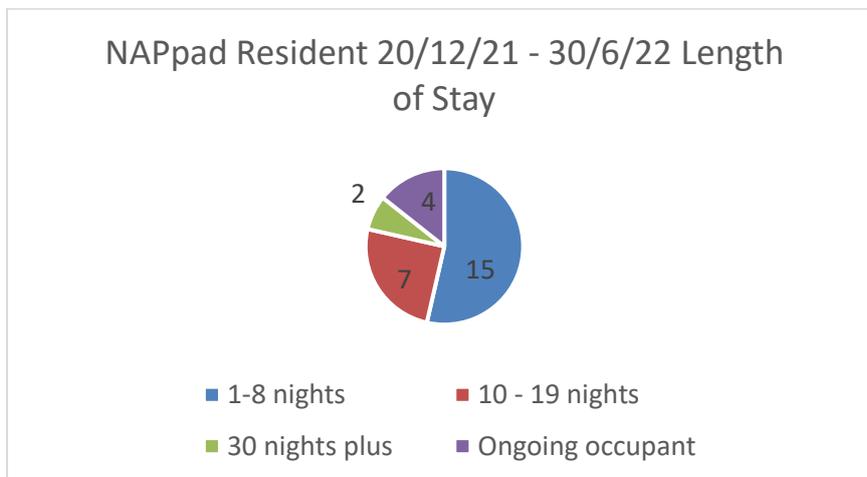
46% (13) of all clients during the study had previously had at least one of more occurrences of rough sleeping with 5 clients having slept rough for in excess of 60 days on their last occurrence of rough sleeping, 3 of whom had slept rough for over 100 days on the last occasion. Of this latter group one moved on from the NAPpad into a hostel, another relocated to Edinburgh (into accommodation) while the other abandoned the NAPpad.

Sometimes clients have such complex and traumatic histories, they cannot deal with any type of accommodation.

5.3. A Small Number of Residents Stayed for Long Periods in the NAPpad

5.3.1 The majority of NAPpad residents who had moved on from the accommodation in the period of this study, stayed between 1 and 8 nights in the unit: the chart below shows this was the case for 15 residents (54%) of the total in the study period. 7 stayed between 10 and 19 nights and two for longer periods. Those clients who were ongoing residents of the NAPpad had been resident for 7 nights, 24 nights, 44 nights and 132 nights respectively.

Figure 12 NAPpad resident length of stay



Including those who were being accommodated in the NAPpad on an ongoing basis, on 30 June 2022, a total of 5 residents had stayed in the NAPpad for over 20 nights with the longest stays being 44 nights (ongoing resident), 53 nights (past resident) and 132 nights (ongoing resident). Interestingly, of those people who had the longest stays, the majority were not rough sleepers – and only the person who stayed 44 nights had previously slept rough.

That some residents were happy to stay in the NAPpad for long periods of time was surprising to staff and stakeholders. While there were no doubt unique circumstances for each resident leading to this, it was recognised that the unit wasn't designed for long stays having only basic facilities. 'We thought 'brilliant! short-term placements and move on', but as far as the surprise element, is that people were happy to stay in there for a long period of time you know, and actually preferred it to [other] accommodation' (stakeholder) and 'the benefits of a short-term stay start to unravel the longer people are in there' (stakeholder). One York EIP staff member commented 'we've had somebody in there for about four months and we didn't want to place anybody in there for that length of time, but the surprising thing is that he absolutely loved it'. A client summarised 'they're very small, single bed, there is a toilet in thereit's everything I needed'.

There was an instance where being permitted to stay for a longer time enabled a resident to secure his preferred move on accommodation: 'he was just really happy in that NAPpad, and he's now gone into private rented. He wanted to wait until he got his longer-term accommodation' (York EIP staff).

Findings detailed later in this report in respect of clients suggested feelings of independence in the NAPpad, provide some insight into potential reasons for longer stays. Further research needs to be undertaken to fully explore the reasons for this, as it is beyond the scope of this current study.

It was clear from findings that those residents who stayed for a longer period were happy to be in the NAPpad. A stakeholder stated that positive comments were received from residents about how good the NAPpad accommodation was but also commented that 'if you're happy to sit in something that's smaller than a prison cell for a month plus, there's some work needs to be done alongside that person to see what happened in that person's life for this to be OK'.

5.3.2 Limited Move-on Engagement by Some Residents

Findings would suggest there was limited engagement by a very small number of NAPpad residents with move-on options offered to them. Having dedicated staffing for the units would have possibly mitigated this to some degree.

'I don't know whether the engagement of those people in the NAPpad has necessarily being as effective as we would want it' (stakeholder). There were some residents who didn't want to take up an existing accommodation offer but 'would take a stint in the NAPpad' (stakeholder). It was suggested by stakeholders that some residents entered the NAPpad as that is all they wanted: a basic room that met their immediate needs.

Quantitative data for the period of the study shows non engagement by one resident who abandoned the accommodation. Of those clients who were still residing in the NAPpad at the end of the study period (30 June 2022) two had begun their stay in February and May respectively, another in early June and one in later June. Stakeholders interviewed suggested those staying longer had refused support or had only engaged in a limited way and were happy to remain there: three individuals who said 'we're not going anywhere else but effectively after a period of time they were asked to leave the NAPpad, [went] back out on the streets, because that's what their plan was all along' (stakeholder).

The three clients referred to were asked to leave after the end date of this study. Further details were ascertained about their situations: one moved to shared housing with a Christian charity, another returned to rough sleeping for a very short time and then came back to York EIP to seek support and went on to B&B accommodation before moving to a hostel, while the third remains rough sleeping as he refuses to claim any benefits but is accessing support through a breakfast centre for homeless people 6 days a week in the city.

Interviews with York EIP staff and stakeholders suggested that many individuals who are homeless have very complex needs and those resident in the NAPpad were no different. 'The reason that somebody is rough sleeping at the moment is not necessarily the reason that they're originally rough sleeping for, so something's happened over that individual's life' (stakeholder). Looking beyond the immediate issues, supporting the client to access appropriate services to enable them to address deep seated problems and build on their strengths to move their lives forward in a positive way, is essential.

5.3.3 Dedicated Staffing Would be Beneficial

The NAPpad unit in York was sited next to a small temporary accommodation facility run by the city council. Though the facility was not staffed on a 24-hour basis there were staff there during the day. York EIP staff visited daily to provide support to residents – as did City of York Council employees. There was 24-hour security (linked to the temporary accommodation facility) and also security cameras at the site- operated as part of the NAPpad and also separately by the City of York Council.

Findings suggest that a dedicated staffing resource for the NAPpad would have been beneficial. York EIP staff provided support to NAPpad residents on top of their existing roles and under the existing Salvation Army and York City Council service. The service is commissioned for Early Intervention and Prevention (single homeless), and is not contracted to provide an out of hours service – or for prolonged casework.

A past resident commented that they wanted ‘some more support, one to one support’ due to their disability. York EIP staff recognised that it would have made a difference if they had been able to secure funding to provide dedicated staffing. As well as engaging with residents to support them, staff needed to address maintenance issues, clean the unit and deal with any alarms going off out of hours.

Stakeholders recognised that the earlier relationships are built, and engagement begun then it was more likely residents were to access appropriate services and move on accommodation: ‘it would be really useful to assign a support worker to each set of NAPpads, to support it and those people who are in there, to prevent delayed stays and start that work off.’

5.4. NAPpad Residents Sense of Independence and Ownership

There were interesting findings in relation to the suggested benefits of the NAPpads to residents and what they valued about the accommodation.

5.4.1 Freedom to Come and Go, Independence and Flexibility

Clients stated that they could come and go easily. It was suggested that this may be due to clients’ feeling trusted, safe, not monitored and independent in the accommodation. ‘It made me feel more comfortable from day one’ (NAPpad resident).

Although there were security cameras on site for safety purposes there were no other restrictions for clients: ‘they can come and go they can store things there; they're not held into a time like in a normal run hostel’ (York EIP staff member). Each unit has its own unique door code for entry so no one else can enter a resident’s space. Stakeholders similarly thought this was important for residents: ‘in terms of coming and going they can lock the door and then that's it. They don't have to engage with anybody else and can keep themselves to themselves’.

It was recognised by staff that entrenched rough sleepers often had friends who were still sleeping rough that they wanted to spend time with, including sleeping out for some nights with them. One resident explained he did so because of an important friendship, but he could come back to the NAPpad and sleep during the day.

As one stakeholder summarised: 'it's interesting to see why people would choose to stay in that accommodation, although whether it is just down to, 'I can do as a please, I've got no pressure on me, I've got no eyes on me', so to speak'.

5.4.2 Residents Felt Safe

Findings suggest that clients themselves felt particularly safe in the NAPpad. One client reported that 'I felt like if I went on the streets, I wouldn't have survived I would have been targeted straight away'. Others reported that a roof over their head was important but also somewhere where they could 'chill out' and have security at night. Stakeholders pointed out that York, although a lovely city, had an active night-time economy with many stag and hen parties who can occasionally be abusive to rough sleepers, citing an occasion where one rough sleeper ended up in hospital due to being assaulted by some people on a night out.

Residents reported feeling warm, though 'it was never too warm' (NAPpad resident) and 'never cold'. Interestingly residents did not make reference to the vital signs monitor – although this may be because they are so unobtrusive that residents did not really notice them. In a separate piece of work by The Salvation Army's Clinical Assurance Group, there has been recommendations that include residents are asked to give written consent to being monitored and that they are made aware of any limitations of the system. This could be communicated to residents via a notice inside the NAPpad.

5.4.3 Residents Felt They Could Make the Space Their Own

Interview findings suggest that residents felt a sense of ownership of their own small space: 'you could store your pack if you need laundry, you could go leave stuff, go and do laundry or other things' (NAPpad resident). 'They've got their washing outside, hanging to dry a little TV on the floor or stuck to the wall, watching football. They made it their own' (York EIP staff member).

As NAPpads were individual units it meant clients with dogs were allowed to bring them in on the basis that, with staff support, appointments for immunisations were arranged and attended as soon as possible.

5.4.4. Quietness and Seclusion Were Important to Residents

A key theme suggested by the qualitative data was the importance of being able to have time alone, with no pressure to socialise and having somewhere quiet. 'I'll do my own thing.... have like chill out time by yourself' (NAPpad resident). Although the four NAPpads were in one unit, due to soundproofing there was little noise transfer and no communal areas so residents could keep themselves to themselves if they so wished. This was very important to some individuals with one resident reporting to a staff member that 'his drug use was under control in the NAPpad' and 'he just wanted to be able to manage that small and safe environment rather than risk going backwards by going into a hostel and mixing with lots of different people' (York EIP staff member).

The siting of the NAPpads next to a small hostel in a quiet area, away from public view was suggested as important to residents by stakeholders: 'it's out of the way, it's quiet, they don't get any grief'.

5.4.5 No Incidents of Anti-Social Behaviour Incidents

Interviews with York EIP staff suggest that an interesting finding was that there were no incidents of anti-social behaviour relating to the NAPpads in the period of the study. York EIP staff were concerned about this before the unit became operational: 'I thought there'd be fights and arguments and police called, so for me it's a surprise as to just how well it's worked'. There were two main reasons suggested by staff for this:

- Only being able to accommodate 4 residents along with the configuration of the unit meant that the small number of clients and there was no need for them to interact with each other meant 'you don't have to worry that they don't get on' (York EIP staff member).
- There was limited opportunity for residents to disturb each other, or neighbouring residents as 'You can charge your phone, but you can't plug in music, so, I think if you have plug sockets, I think there will be people that will bring [music] systems ' (York EIP staff member). This meant that phone charging was done via USB port and if a resident had the facility on their smartphone to watch TV, films, other media or listen to music they could do so.

5.5 Practical Operational Issues Require Consideration and Planning

5.5.1 Placing, Installation and Set-up

Findings from stakeholder interviews suggested that installing the unit on the site in York had perhaps taken longer than anticipated, resulting in a slight delay in the unit becoming operational. The NAPpad unit can be connected to existing utilities, which it was in York, or be a 'standalone facility. Stakeholders recognised that to a certain extent, encountering and overcoming problems was inevitable as this was the first time a NAPpad unit had been operation: 'it's a pilot and that's how we learn you know it's like a prototype almost' (stakeholder). For future projects stakeholder were clear that 'considerations need to be made about placing' (stakeholder). Placements may also require some groundworks and have planning considerations.

5.5.2 Accessibility to the City Centre

Linked to considerations of where a NAPpad unit is placed regarding utility access, is the location in respect of accessibility to support services and the town/city centre. Being within easy reach of the city centre was suggested by residents as being very important to them: 'it was close enough to the city centre, yes, because I don't drive, I've no transport and I've no income for a bus there. So the city centre had to be within walking distance'. This resident had the ability to walk to the city centre but for another who was not so mobile, this proved challenging: 'I would like to be closer to the town centre ... I can't walk properly'.

5.5.3 Range of Facilities in the NAPpad

Interviews with NAPpad residents suggest that they were for the most part content with the facilities offered in the NAPpad: 'it had everything that I needed, I just needed a roof over my head, a toilet, which, believe it or not, when you're on the streets, is a problem. You had a sink so you could at least have a wash and a brush every day' (resident).

Another resident commented on the lack of storage facilities in their NAPpad and it was quite boring there as he didn't have the facility to watch TV.

Interviews with stakeholders and staff suggested that they saw the limited facilities as a problem for residents. NAPpad residents 'can't have a shower there's no way for them to wash their clothing. There's no way to make any food or even a hot drink. There's no TV so there's not nothing to distract, there is no stimulus at all' (stakeholder). The lack of shower and laundry facilities were also the main ones raised by York EIP staff with kitchen availability mentioned in the light of some residents staying more long term.

One resident stated that they had easily accessed shower facilities elsewhere in the city: 'every homeless person has access to the care centre [where you] can have a shower at least once a week if you are polite and you take care of it'. In response to the idea of a shower being attached to the NAPpad unit or converted from one of the NAPpad pod rooms the resident stated that this may 'cause friction in that you've got to trust everyone to clean it out and do the right thing and treat it right. I would see that as a potential problem waiting to happen.' York EIP staff commented that some residents had arranged shower facilities with friends or at workplaces, as well as staff liaising with other agencies to arrange showering facilities for residents, it 'hadn't been a particular problem' (York EIP staff member).

5.5.4 Maintenance, Alarm Systems and Staffing Capacity

In terms of maintenance, cleaning and staffing resource, findings from interviews with staff and stakeholders suggested this needed further consideration and planning for the NAPpad.

Staff reported that at first, they had problems understanding the technology associated with the NAPpad unit and because the manufacturers were some distance away 'it wasn't a case that they could just come out' (York EIP staff member) but had to talk through issues on the phone. 'If there [was] something like a manual that would help' (York EIP staff member).

Associated with this comment related to a manual being provided, the staff member gave an example which illustrated this point and highlighted the challenges of responding to alarms related to the NAPpads safety features. 'When the fire alarm goes off and you then have to come from home, drive in, try and sort it out' (York EIP staff member). Without adequate equipment the staff member, with some difficulty, then re-set the alarm. Following this incident appropriate equipment was put in place to reset the alarm but staffing hours remained the same. This incident suggests that the lack of dedicated staffing for the unit (possibly on a 24-hour basis) was problematic for existing York EIP staff, as well as being suggested by stakeholders as necessary for the early effective engagement of residents.

Cleaning of the NAPpad was carried out by York EIP staff between resident stays. This was reported as being unpleasant on one occasion where staff had to deal with human waste as the result of a broken toilet which the resident didn't report to staff. As the NAPpad is off site for York EIP staff, then if the resident was not in the unit when staff did their daily visit, then it was not clear how any issue would have been reported. The advantage of having a unit on site where staff are based was suggested by a York EIP staff member: 'it's only like a 10-minute drive away, but you have to go and take the chance that they were in, whereas if it's on site you can see people coming and going and you can catch them'.

York EIP staff suggested that operating the NAPpad without extra staffing was challenging: 'The negatives of the NAPpad, from our point of view, it's extra workload because we're just trying to fit it in with our other duties and generally it's fine [but]because it's not on a site that is manned 24/7' there are difficulties (York EIP staff member). Although there were staff capacity issues staff interviews suggested that the facility hadn't been as hard to manage as they had initially anticipated, especially in relation to the anti-social behaviour of residents. 'As times gone on so I've realised how beneficial it has been to us and we're pretty flexible at working anyway' (York EIP staff member).

6. Discussion and Recommendations

6.1 A Mechanism for creating an alternative route into more permanent housing and for a wider group of people

As a mechanism for creating an alternative route into more permanent accommodation, without going through the traditional homeless pathway in York, the NAPPad appears to have been successful. All but two of the 28 residents during the study period that stayed in the NAPPad transitioned to other forms of more permanent accommodation. For people for whom hostel accommodation and B&B accommodation is not suitable – either due to their individual support needs, or, in the case of working people, their financial situation, the NAPPad has allowed them to either demonstrate their housing readiness or build up the financial resources necessary to move on.

The demographics of the NAPPad users, resident during the research period, were somewhat surprising. As might be anticipated, the findings showed that 16 of the 28 NAPPad users had been sleeping rough prior to staying in the facility. However, the NAPPad also provided accommodation to groups who would not normally be able to access hostel accommodation for financial reasons. 1 NAPPad user had no recourse to public funds and perhaps more unexpectedly, 10 of the NAPPad users were in work.

Whilst, perhaps due to being post COVID and the ‘Everyone In’ initiative, York did not appear to have a particularly significant problem with people who have no recourse for public funds (NRPF) at the time of the study – possibly partly due also to its northerly location – some charities estimate that the percentage of people who were accommodated under the auspices of ‘Everyone In’ with no recourse to public funds to be as high as 20% nationally and up to 50% in London.¹⁷

Whilst the specifics of what constitutes ‘public funds’ might need some further consideration, particularly as they may relate to the NAPPad capital costs, the findings suggest that a NAPPad could be a suitable accommodation offer for someone who is vulnerable to rough sleeping and NRPF – and could be a valuable tool in preventing escalating health conditions. The prevalence of people who are NRPF does tend to be in London and other urban conurbations – where unfortunately available land to site a NAPPad also tends to be at a premium. However The Salvation Army has had some success previously within the London area on ‘meanwhile use’ sites in the guise of Project Malachi – a 55 bed temporary modular hostel, with 10 beds dedicated to people who are NRPF; and more lately Malachi Community Homes, a number of longer term modular move on homes in the south east of England. A NAPPad is a relatively small structure – about the size of a shipping container – so land needs are fairly minimal – even for the capital, where land availability is so scarce.

When establishing the project, the least anticipated outcome related to the period of study would be that such a high percentage of NAPPad users would be in work. However, the issue of ‘working homeless’ people has become more of an issue in recent years with increasing accommodation costs, low wages and high upfront costs being cited as causes.¹⁸ The NAPPad offers those in work somewhere to stay whilst giving them opportunity to try to address some of the issues related to upfront costs.

¹⁷ [Surge in people seeking help with NRPF continues as risk of deportation for homeless migrants rises - Citizens Advice](#) accessed 15/11/22

¹⁸ Working and Homeless Exploring the Interaction of Housing and Labour Market Insecurity Katy Jones, Anya Ahmed, Iolo Madoc-Jones, Andrea Gibbons, Michaela Rogers and Mark Wilding. Cambridge University Press October 2019

Nonetheless, for working people, the unique design features of the NAPpad are possibly not really what have contributed to their success; it is more likely the rent-free model that allowed the build-up of cash resources, rather than the specific type of accommodation. For a working person who requires capital to secure accommodation, a rent bond or rent in advance scheme might have been equally successful. (Indeed working closely with the City of York Council private lettings officer was seen as key to the success of moving working people on from the NAPpad (York EIP staff)). However, where those schemes are not available, steering someone down the NAPpad route could prevent them from ending up sleeping rough – or having to go into supported accommodation and utilise a resource that would be better occupied by someone with greater support needs. Worst case scenario – it could also prevent them from losing or having to give up their employment. Equally, for someone who is NRPF, accommodation in a rent-free unit might be their only option as it might be their only opportunity to find work and their only opportunity to exit a life on the streets. There are other scenarios in which a NAPpad could also be used as an immediate housing offer– for example for refugees where there is overcrowding; by the statutory services with a bed shortage and even vulnerable people who are dangerously inebriated.

Recommendation One

In future commissioning situations – both internal and external - clarity should be sought whether the commissioner would consider accommodation of working people an intended use of the NAPpad resource. Clear allocation guidance should be given to staff operating the NAPpad.

6.2 Managing expectations of length of stay

For a team who are used to engaging with people in their sleeping space and inviting them to attend the office for follow up, the NAPpad clearly offered a warm, safe place for people to stay whilst they built relationships with staff and which allowed for an effective assessment of their needs.

However, the findings have also shown that there is a risk of some clients not engaging – or indeed seeing the NAPpad as the end point in their housing journey. Without the licence requirement of a hostel (one that normally specifies the engagement with support as a condition of stay; the lack of staff supervision and the ability of the NAPpad user to come and go at the hours that they want, some residents may not always engage as effectively in support services as they might in a more traditional service where staff are on site and acceptance of support is a precondition of stay. This was demonstrated by the long term stays and limited engagement of a small number of residents during the period of study.

For entrenched rough sleepers however, agreeing to come in and sleep in a NAPpad - without condition and without expectation may represent significant progress – and could also be viewed as a success and as a first step of engagement.

Some of the recommendations from service users relating to how to improve the NAPpad were to provide enhanced facilities for recreation and showers. However, given that the facility – for most users at least - is only meant to be a short-term accommodation solution, making it more welcoming and improving facilities too much could be counterproductive. The NAPpad is not meant to become someone's permanent home and for some NAPpad users their length of stay far exceeded what was anticipated.

Recommendation Two

In future commissioning situations, – both internal and external - length of stay conditions should be established from the outset. These could be variable in accordance with the NAPpad users housing history so that delicate relationships with entrenched rough sleepers are protected. Equally allocation of the NAPpad beds could be done through an agile and responsive panel where a bespoke pathway is agreed for each service user, including anticipated length of stay. This would help to manage expectations of both NAPpad users, staff and other agencies. In future it may be beneficial to establish data sharing agreements with other partners to enable us to assess if people who had stayed in the NAPpad more likely to maintain engagement in services and accommodation longer term.

6.3 Operational Considerations

The suitability of the site in York was extremely favourable. Not only was there available land within walking distance of town centre but it was owned by the City of York Council as a 'meanwhile use' site awaiting redevelopment.

Equally, because the wider site was already being used as a temporary accommodation facility, there were no neighbour objections or issues - whilst the facility and service users benefitted from the presence of City of York Council employees and their security operatives. Additionally, because City of York Council were a key partner, they were keen to work with The Salvation Army and pilot this new form of accommodation, so the authority allowed the temporary structure under emergency powers. Land identification in future may not be so favourable so commissioners would need to assess a piece of land thoroughly before determining to site a NAPpad on it.

Additionally, there were existing utilities available at the site where the council was the landlord and billpayer that the NAPpad could be connected to with relative ease meaning that no groundworks were required. However, because the NAPpad is a unit where people are sleeping, The Salvation Army have -rightly- determined that the unit requires the same statutory annual testing as a building. e.g., CCTV; door access control; fire alarm, emergency lighting; and legionella testing. Whilst best practice, this is a further operational cost.

Recommendation Three

When considering the appropriateness of land for siting a NAPpad, there are a number of considerations. There needs to be access for a lorry to deliver the NAPpad. Where electricity, water and drainage mains connections are not available, the water contract company needs access to the water tanks and soil tank. The land should be secure from flooding and at least 2 metres between the NAPpad and the nearest boundaries. The site should be discreet – and situated away from potentially difficult neighbours such as nightclubs, pubs, schools whilst being central enough that service users are able to access other services. There will be testing requirements, planning considerations and potentially restrictive covenants on the land that could prevent the siting of the NAPpad

Staffing and maintenance were explored at length in the findings section of this report and it is clear that at the start of the pilot there were some teething issues with how the technology

in the NAPpad worked. Staff – who were not used to managing accommodation, much less novel technology – initially found aspects of managing the NAPpad quite challenging. Whilst there was a manual provided by the manufacturer, instructions to routine matters weren't always readily to hand when something needed addressing quickly – such as the fire alarm going off in the night. Equally because this was a new initiative there was a lack of established procedures for routine accommodation-based issues – such as regular property inspections and how a client was supposed to report maintenance issues. York EIP and City of York Council staff undertook this on top of their existing duties in a very busy service. Once the initial teething problems were overcome, the small staff team were able to effectively manage the facility between themselves. The founders of the manufacturing company, Protectal, were extremely supportive in resolving issues, either talking staff through issues on the phone or attending the site in person.

The York EIP team however, are an advice team who signpost people on to other agencies and who normally have a fairly short relationship with service users and who took turns with the more challenging aspects of the service – such as dealing with maintenance issues and the cleaning. It may have been more effective – particularly for those who did not engage particularly well - for there to have been a dedicated member of staff whose role it was to develop a therapeutic relationship with the NAPpad users. Whilst, owing to the small caseload, an organisation might not employ someone specifically to support people in a NAPpad – it could however form part of an existing role. A worker who is dedicated to supporting people in a NAPpad would need to be sufficiently robust to assess and manage people who may have a history of sleeping rough. They would also need to be sufficiently experienced to support people to move on into more suitable accommodation – or access services to do this. Staff would need the skills to develop therapeutic relationships with extremely vulnerable people who may be leading chaotic lifestyles. They may also need the skills to address anti-social behaviour; ask people to leave a NAPpad or make difficult decisions if there are more potential service users than there are beds on a given night.

Recommendation Four

A set of operational policies and procedures should be developed based on the lessons learnt by the York EIP. This should include seeking NAPpad residents' consent to being monitored by the Vytal signs system and implementing any other recommendations by The Salvation Army's Clinical Assurance Group.

Consideration should be given to staffing the NAPpad and having a dedicated staff resource whose role it is to support NAPpad users - in addition to who will be responsible for 'turning the NAPpad round' between residents – i.e. cleaning; changing beds and refreshing towels and toiletries. In a church setting this could be the role of a member of staff or possibly skilled local volunteers. Ideally a NAPpad would be placed alongside an existing service that is staffed 24 hours a day.

7 Conclusion

Having carefully considered the findings of this evaluation, it can be concluded that the NAPpad pilot has met its primary aim. The aim of the NAPpad project was to create something different to existing services underpinned by the rationale that by offering something that had fewer rules; involved a minimal commitment in a quieter environment and that worked outside of the political, social and economic constraints of the existing system, this could create an opportunity for the first steps of engagement. In this, the NAPpad was a success.

The NAPpad created a different accommodation offer to the conventional temporary accommodation pathway in York and was accessed by people who were sleeping rough – and also other people, for whom the traditional hostel route does not work. At the very minimum the NAPpad created an additional four temporary accommodation spaces, that were clean, fresh, private, had some ensuite facilities and that people liked- although sometimes perhaps more than was expected. At best the NAPpad also gave York EIP staff a space to engage with people and create meaningful, genuine and authentic relationships before helping them to move onto more suitable accommodation.

The partnership with City of York Council, the support of elected members; the commitment of staff from both organisations – and that of the founders of the manufacturing company 'Protectal' - to delivering the pilot; their willingness to be flexible; their determination, enthusiasm and willingness to 'go the extra mile' exceeded expectation and was a key factor in making the pilot work. Because the City of York Council staff and the York EIP team are all at the sharp end of homelessness and have such a commitment to ending rough sleeping, this gave an extra energy to the pilot.

However, it can also be concluded that, to realise the full potential of the NAPpad, it would benefit from the support of a dedicated staffing resource (ideally who have been trained to work in a strengths-based and trauma informed way) to focus on early engagement and building housing readiness.

A NAPpad is not intended to become 'somebody's permanent home' but is an opportunity to engage with someone, keep them safe and work together to explore a more permanent housing option. It was a surprising finding that people were happy to stay in the NAPpad for extended periods – and that some people viewed it as the end of their housing journey and would not consider any other housing offer. In an ideal world, some NAPpad residents would benefit from the 'in house' support of a psychologist working as part of the NAPpad team. Unfortunately, mental health services are already under incredible pressure, so the likelihood of this, unless funded through a homelessness budget, is low.

Siting a NAPpad does require careful consideration. The City of York Council site was extremely favourable and contributed to the success of the pilot. However, in a less supportive local authority area, planning considerations for future NAPpads could be a significant barrier. Once the NAPpad is sited, it requires the same statutory testing of fire alarms, emergency lighting etc.

Expectations of commissioners and partners should be carefully managed from the outset – with the recognition that a 'one size fits all' approach to procedures will not work if the NAPpad is to be a resource for people who have been sleeping rough for a long time and who have disengaged from the system, as well as people who are just 'passing through'.

Whilst residents of the NAPpad mentioned a feeling of safety they were not specifically asked about the technology of the NAPpad – ie the heating, the vyal signs monitoring, the

heat sensors, the keylocks and the external CCTV. Going forward it would be interesting to assess what value service users place on the technology and its role in the service.

From the evaluation it is clear that service users liked the NAPpad and new and entrenched rough sleepers were willing to utilise the facility. Future NAPpads will require careful planning and preparation to get the maximum benefit for service users. The-NAPpad project has created a novel form of accommodation that could form a significant part of the offer for people entrenched in a rough sleeping way of life, as well as preventing new rough sleepers from arriving on the street-

For further information relating to the evaluation of the York pilot please contact

Amber Sylvester
Development Manager, The Salvation Army
amber.sylvester@salvationarmy.org.uk

Denis Southall
Head of Housing Management and Housing Options
City of York Council
denis.southall@york.gov.uk

For further information relating to NAPpad development, please visit

<https://protectal.co.uk/>

<https://www.salvationarmy.org.uk/homelessness/nap-pads>

Appendix 1 National Existing Service Provision

Hostels are generally busy environments and involve living alongside a number of other people, often with similar issues. Although hostels provide people with their own bedroom, they often have shared bathrooms, kitchens or dining rooms and interacting with other people is unavoidable.

There is also usually a requirement for service users to claim benefits (or indeed work) in order to meet the rent requirement of the hostel. (Hostel budgets are set on an assumption that rents will be paid – albeit by the housing benefit system – and staff are employed on the strength of these assumptions). Where hostels provide catering there is also a requirement for the individual to pay a personal charge for meals and everyone has to contribute to electricity, water and heat charges from their personal benefits. This can be quite a significant percentage of someone's disposable income. Whilst it is less than most people pay in their home, it is often more than individuals on a very low income want to pay.

People with no recourse to public funds cannot generally access hostel services as they have no means to pay their portion of the rent or personal charge. Some charities – including TSA – will allow a number of people who have no recourse to access their services – provided that this is met with the agreement of the contracting local authority. Most hostel providers are under contract to the local authority and have got limited control over who they can let in.

Night shelters are usually operated in a less formal way than hostels and are often run by churches, sometimes in partnership with other local churches, on a rotating model. A night shelter usually offers dormitory style accommodation with a number of people sleeping on camp beds within the same large room. Often operating on a first come first served basis, night shelters are available to people who have no recourse to public funds and there is usually no charge for using them. However, because they are often operated by volunteers and with a number of vulnerable people in a small space, people who present as posing a high risk to themselves and others – for reasons such as severe drug, alcohol, mental health problems or a history of violence – may be excluded from these services. Again, within a night shelter, there are rules to follow, and they are a busy and populated environment that is not suitable for everyone.

Some areas of the UK – the majority in Scotland and Wales although there are some in England- have started to offer Housing First Services. These are services that either accelerate (the rapid rehousing model) or bypass the traditional 'staircase' models of homelessness services that work on the theory that by undergoing a process of staged accommodation, people are supported to address the reasons that caused them to become homeless in the first place. Housing First is built upon the concept that housing is a basic human right. It works on the principle of first giving someone immediate access to a settled and secure home and then addressing their support needs rather than the other way around. This way, accessing secure accommodation is placed above goals such as sobriety or abstinence. In the UK this secure accommodation is usually an individual flat within the community although other models e.g., that used in Finland, places people together in a congregate situation. Housing First is an excellent model for some people with complex and multiple needs – however for some people who have been rough sleeping for a long time, moving into their own flat is often beyond anything that they can imagine or cope with.