

EAST LINDSEY DISTRICT COUNCIL & BOSTON BOROUGH COUNCIL

# Rough Sleeping Intervention Team Annual Report 2022-23



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# Introduction

**In the 21st century, no one should have to sleep rough but sadly this is still the case and likely to increase without significant investment.**

There are many reasons why someone might sleep rough including:

- Lack of suitable accommodation
- Lack of support including from family and friends
- Complex and chaotic lifestyle including trauma
- Loss of all accommodation options
- Being taken advantage of because of vulnerabilities
- Unresolved health issues including poor mental health
- Substance misuse
- Not legally entitled to housing or benefits
- Debt and the cost of living crisis
- Unprepared to accept help
- Cycle of offending and being street homeless on release
- Unable to sustain a tenancy due to lack of life skills
- Entrenched rough sleeping and unable to comprehend living in accommodation

Without resolving all of these issues, people will continue to sleep rough.

## Objective

The objective of the Rough Sleeping Intervention Team is to end rough sleeping by helping people who are sleeping rough to quickly access accommodation and support and to stop the flow of people onto the streets.

## Background

The joint service covering East Lindsey and Boston was established in June 2021. Prior to this date each Council operated their own service. At East Lindsey, this was in-house but at Boston Council, this was contracted out. In June 2021 Boston brought the service in house.

# Strategic Highlights

## Lincolnshire Homelessness and Rough Sleeping Strategy 2022-27

The Lincolnshire wide strategy was approved by both Councils late 2022 and set out the five priorities, these being, Prevent, Protect, Partnerships, Place and Plan. Regular strategic meetings take place to complete the actions of the strategy.

## Ending Rough Sleeping Delivery Plan

The service has to provide the Government (DLUHC - Department for Levelling Up, Housing and Communities) with a Ending Rough Sleeping Plan.

The plan is written following a self-assessment and sets out what is working well, what has been challenging and what the Council will do to overcome the challenges.

## Outcomes

2022-2023	ELDC	Rehoused 118 people plus reconnected 74	= 192 people off the streets
2022-2023	BBC	Rehoused 73 people plus reconnected 3	= 76 people off the streets

## Partnerships

Without the support of a wide range of organisations, our successes would have been very limited. This includes:

- Beam Café, Boston
- Centenary Church, Boston
- Centre Point, Boston
- ECHO (East Coast Homeless Outreach), Louth
- ELDC & BBC Benefits Team
- ELDC & BBC Community Safety Team
- ELDC & BBC Housing and Homelessness Team
- ELDC & BBC Neighbourhoods Team
- ELDC Vulnerable Adults Panel
- Framework Floating Support
- Framework, Medlock House
- Framework, RSAP (Rough Sleeping Accommodation programme)
- Hope House, Mablethorpe
- LCC Team around the Adult
- Light House Project, Louth
- Lincolnshire Partnership Foundation Trust
- Lincolnshire Partnership Housing
- Lincolnshire Police
- Lincs Digital
- Longhurst Group
- New Life Centre, Spilsby
- Platform Housing Group
- Private Landlords and B&Bs
- Probation
- Restore Church, Boston

- Restore, Homeless Support, Skegness
- Salvation Army, Corps, Skegness
- Salvation Army, Witham Lodge
- The Storehouse, Skegness
- Team Around the Adult
- Trinity Church, Louth
- We are with You

Significant support has been provided by:

- **Councillor Gray** (ELDC), Portfolio Holder for Housing, Communities and Better Ageing
- **Councillor Griggs** (BBC) Former Portfolio Holder for Housing and Communities
- **Sean Backhurst** (DLUHC) Rough Sleeping Advisor

The Rough Sleeping service has a Charter which individuals and organisations can sign up to and pledge their support with ending rough sleeping.

### Accommodation funded from Rough Sleeper Initiative (RSi) Grant funding

The team have continued working with The Salvation Army in Skegness and have nomination rights for two medium to high needs rooms. This has enabled the rehousing of some of the more challenging clients with the most complex needs.

Five units of self-contained accommodation are now leased from Platform Housing Group with 2 properties in Louth, 2 in Alford and 1 in Spilsby. Three have been leased

in Boston from Lincolnshire Housing Partnership of which 2 are self-contained and one shared accommodation (2 people) which enables 4 individuals to be accommodated.

The team have worked closely with Restore Church in Boston, who have been granted funding to enable one room to be available for people who have been sleeping rough who have no Recourse to Public Funds. This is being extended. Occupiers are provided with support to help them to source work and be ready for a move to independent living.

The range of accommodation in place enables individuals with low to high support needs to be accommodated as well as those with a pet, usually a dog. The two bed properties enable some of the people to have access to their children to develop those relationships.

Additional properties are required and will be leased in both Council areas throughout 2023-24.

### Rough Sleeping Accommodation Programme (RSAP) funding

The RSAP funding was awarded to Framework in 2021 to provide accommodation for people who are sleeping rough, who have previously slept rough or at risk of sleeping rough.

There are 6 self-contained units in Skegness and 9 self-contained units in Boston. Occupiers can remain in the accommodation for up to two years which provides sufficient time to help each tenant to develop their tenancy sustainment skills ready for move on.

The Framework team is led by Mike Marsden with Marcia, Team Leader, and Nick the Support Planner who have embraced the challenges and overcome them with professionalism and empathy which has resulted in positive outcomes for their tenants. Five tenants have been moved onto independent living in East Lindsey and four in Boston.

### Severe Weather Emergency Protocol (SWEP) Accommodation

The protocol is activated during periods of severe weather meaning all rough sleepers are entitled to be placed into temporary accommodation whilst the protocol is activated. This includes people who are usually not legally entitled to housing.

The team check the temperatures from October to April daily and when the temperature falls to zero or below for 3 or more consecutive nights, the protocol is activated.

Everyone known to be sleeping rough is offered accommodation, but some decide not to take up this offer. During the daytime, the team ensure the rough sleepers know where they can go to access warmth, food and support.

### ELDC:

- 2021/22 - placed 9 people in B&B's
- 2022/23 - placed 10 people in December 2022, 7 people in January 23, 9 people in Mar 23

### BBC:

- 2021/22 - placed 19 people
- 2022/23 - placed 6 people Dec 22, 14 people Jan 23, 6 people Mar 23

During periods of extremely hot weather, rough sleepers are issued with water, suntan lotion and advised where they can go during the day to get out of the heat.



## Deaths on the streets

Unfortunately, people do die on the streets and two people have passed away in Boston:

- One was recorded as a drug overdose in temporary accommodation in 2021.
- One who passed away on the streets. The death is still being investigated by the Police. This person had no right to reside, and the Immigration Service plus the Rough Sleeper team were both actively working with this gentleman for him to either return to his native country or apply to become eligible for housing assistance, unfortunately he did not agree to either option.

It is vital that the team get people off the street quickly and provided with the appropriate support which will reduce the risk of death but this does require the engagement of the person sleeping rough, which can often be difficult.

Staff are provided with support if one of their clients has passed away.



## Annual Count

All councils have to conduct an annual count, and this usually takes place in October or November of each year. The count is overseen by Homeless Link, a national homelessness organisation.

The 2022 count for all Lincolnshire Councils took place on the night of the 3rd November into the morning of the 4th November 2022.

The number of people verified on the streets in East Lindsey increased from 3 in 2021 to 9. The number in Boston borough decreased 6 to 5.

## Outreach

The annual count is a snapshot on one night of the year which does not provide a picture of what's happening throughout the year. The teams go out from 5am twice a week in both East Lindsey and Boston to look for people who are known to be sleeping rough or been reported as sleeping rough.

The team are aware of rough sleeping hot-spots so will check these locations regularly.

Many reported rough sleepers are not found, and this could be because they have moved on or aren't actually sleeping rough or the location provided isn't specific enough such as they are on Skegness beach or along the river Witham. The team will ask for landmarks, street names to narrow down the search and What3Words locations if known.

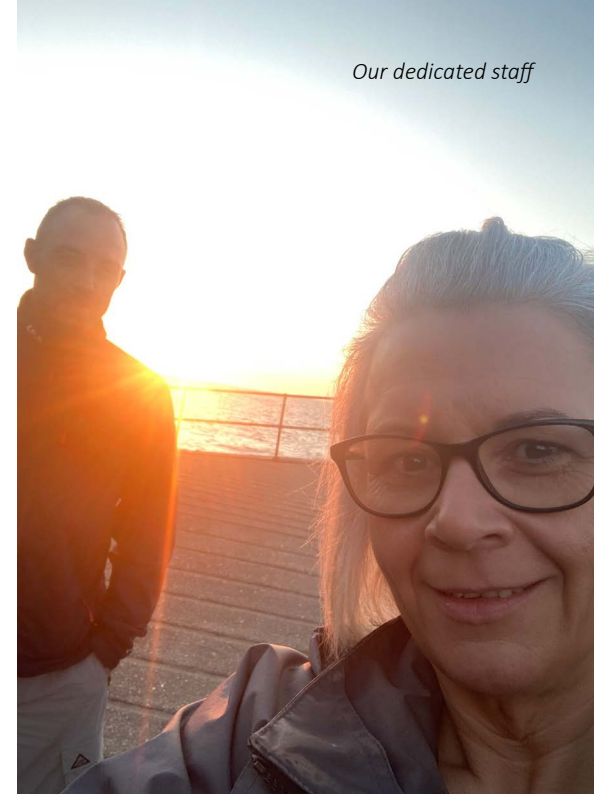
## The Team

Without our dedicated staff who go above and beyond to support their clients, the Council wouldn't have been able to identify and support the number of people on our streets.

This is often a thankless task dealing with people who can be rude, aggressive and ungrateful but with time and support they do generally start to engage and can move on with their lives more positively. Staff have to be patient and are aware that some clients will take backward steps or damage the accommodation but still be there for them and continue moving forward with the individuals support plan.

Some staff have moved onto other posts within the Housing and Support Solutions service making use of the knowledge and skills they gained within the Rough Sleeper team to good use in their new roles. Some staff have moved onto their chosen career, but they needed life experience before they could move on. The team are really proud of the staff that have left to pursue their careers.

To enable clients to learn the skills they need for everyday living which can help them avoid repeat homelessness, a Life Skills Support Officer was recruited who is now supporting some of the team's clients.





Service Manager  
Housing and Support Solutions  
Jason Oxby

Team Leader  
Rough Sleeping Intervention  
Carol Rippin

#### Senior Tenancy Support and Resettlement Officers

Kerry Stables (ELDC)

Mark Yates (BBC)

#### Tenancy Support and Resettlement Officers

Lynn Patterson (ELDC)

Beth Hollingworth (ELDC)

Mark Nethercot (ELDC)

Sally Hanson (ELDC)

Lauren Harrison (BBC)

Mirela Hallet (BBC)

Leanne Heslop (BBC)

Marcus De Vivar (BBC)

#### Life Skills Support Officer

Beth Hoy (ELDC & BBC)

## Funding

The service has been provided following a successful joint application by ELDC for Rough Sleeping Initiative grant funding.

**For the period 1st April 2022 to 31st March 2025, the service was awarded up to £2,203.521.**

This grant enables the provision of staff, accommodation, and funding to assist with preventing or relieving homelessness.

The Councils supported Lincolnshire County Council with an application for funding from the Rough Sleeper Drug and Alcohol Treatment Grant and this was successful. This will result in improved substance misuse services for people who are or have slept rough.

## Referrals

The team receive referrals from members of the public and a range of organisations as well as direct contact by some rough sleepers.

### ELDC:

- April 2021 - March 2022 - 286 referrals received, this consisted of 262 individuals
- April 2022 - March 2023 - 372 referrals received, this consisted of 279 individuals

### BBC:

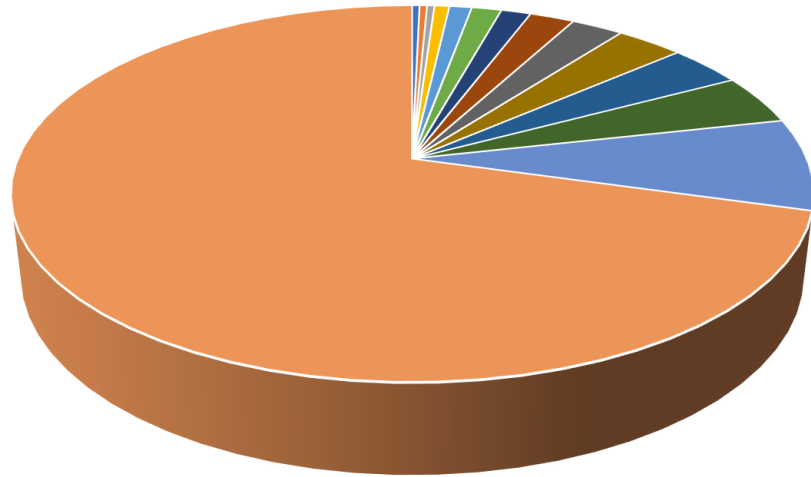
- July 2021 - March 2022 - 144 referrals received, this consisted of 113 individuals
- April 2022 - March 2023 - 303 referrals received, this consisted of 117 individuals

# Location of People Sleeping Rough

The graphs below show the areas where the team have found someone sleeping rough.

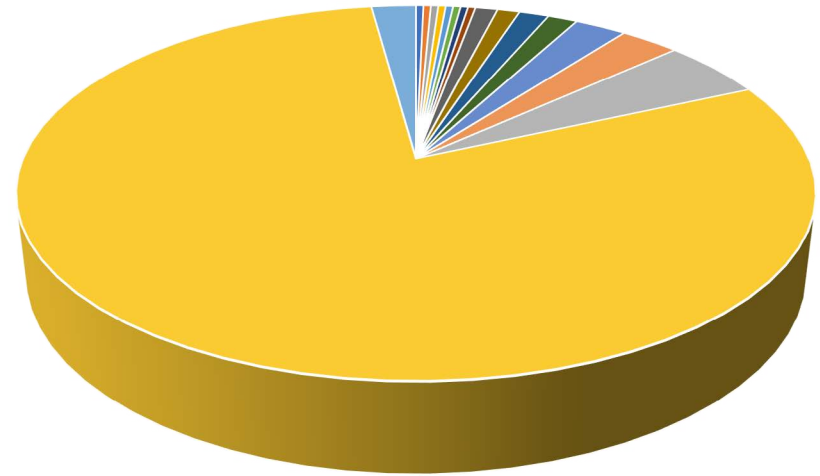
## East Lindsey:

Rough Sleeping Locations 2021 - 2022



- Burgh le Marsh 1
- Con / Tattershall 2
- Spilsby 4
- Horncastle 9
- Louth 22
- South Elkington 1
- Winthorpe 3
- Unknown location 6
- Ingoldmells 10
- Skegness 197
- Trusthorpe 1
- Chapel St Leonards 4
- Alford 7
- Mablethorpe 12

Rough Sleeping Location 2022 - 2023



- Tealby 1
- Marshchapel 1
- Horncastle 3
- Unknown 7
- Donna Nook 1
- Con/Tattershall 1
- Sutton on Sea 3
- Mablethorpe 8
- Hatton 1
- Winthorpe 1
- Spilsby 4
- Louth 14
- Hogsthorpe 1
- Alford 1
- Ingoldmells 4
- Skegness 222
- Cases open 1

## Boston Borough:

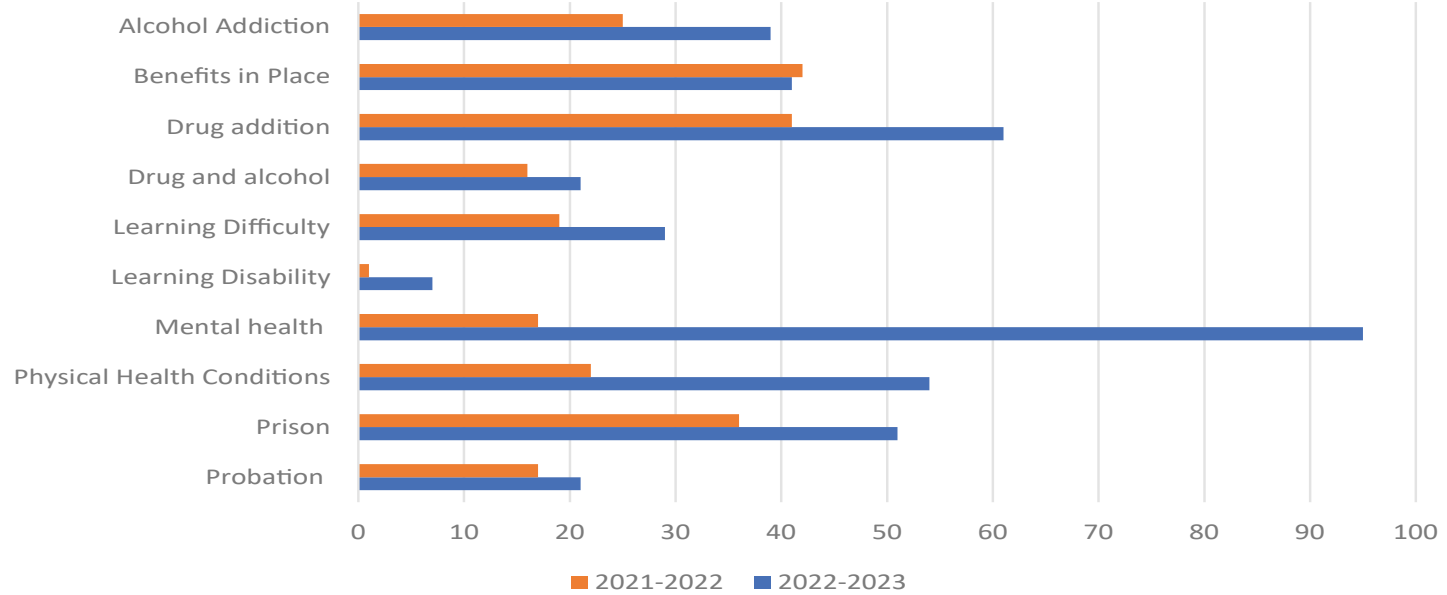
Boston locations are a lot simpler as the majority are in Boston Town with a few cases being in Kirton, Wyberton and Freiston. The largest area to check weekly is Witham Park.

# Support Needs

Both teams assess each person to identify their support needs, taking into account that the team are asking them to tell a stranger their personal information. Therefore, their support needs do change once the team develop the professional relationship with them.

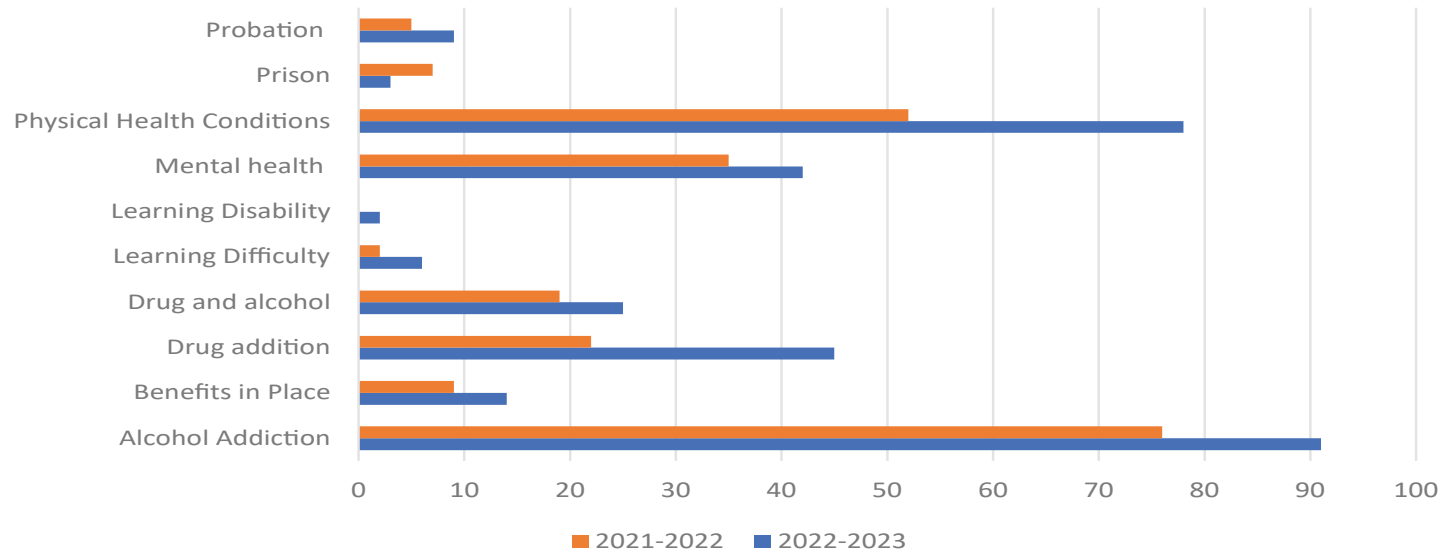
## ELDC:

### Support Needs



## BBC:

### Support Needs





# Advice and Support

Each person verified as sleeping rough are provided with **advice, support and encouragement to make a homelessness application** which can enable access to emergency accommodation and social housing.

Some people are very untrusting of Councils and consider this to be a waste of time which can be through previous poor experiences. Prior to Government funding, options to provide advice and support to rough sleepers was very limited therefore some people still think the team won't help them.



# Repeat Homelessness

Repeat Homelessness can be a common occurrence and an indicator of missed opportunities to help people to access long term accommodation or resolve all the issues which can result in repeat homelessness.

## ELDC:

- Out of the 286 cases in 2021-2022, there were 262 individuals which equates to 24 repeat applications. In 2022-2023, there were 372 cases and 279 individuals which means the repeat applications has increased to 93 which is a concern. These will mainly be the most complex individuals, but the service needs to better understand why there has been a significant increase and what can be done about this.

## BBC:

- In 2021-2022, there were 144 cases and 92 individuals meaning there were 52 repeat applications. In 2022-2023 there were 303 cases and 117 individuals meaning there were 186 repeat applications. This will mainly be people from Eastern Europe who are not entitled to housing or benefits. The team will try and support them to become eligible for assistance but for many this isn't achievable.

# Partnership Working

Partnership working is vital because as a single agency the Team does not have the capacity, knowledge, or skills to manage the range of complex issues such as addictions, mental health and anti-social behaviour.

The team has continued to develop strong working relationships with different organisations, private landlords and other Council departments which has helped achieve positive outcomes.

A good relationship has been established and continues with the local PCSO's in both areas who will report rough sleepers and support the team with visiting known violent individuals on the street.

The most complex cases are referred into ELDC's Vulnerable Adult Panel or the Boston Neighbourhood team and can be escalated to LCCs Team Around the Adult team if required.

Significant help and support with accommodating people in East Lindsey has been achieved through working with The Salvation Army Hostel, Skegness and HOPE House Mablethorpe. In Boston, the team

have developed a good and positive relationship with Restore Church and Framework, with Medlock House and the RSAP accommodation which is available in both areas.

A new Accommodation team led and managed by Jordan Flower are continuing to develop relationships with all accommodation providers in both areas including social housing providers and private rented landlords. The aim of the Accommodation team is to increase and improve access to accommodation.

## Challenges

The Government set a target of ending rough sleeping by the end of 2025. This is not achievable without changes to legislation and increased funding.

**No Local Connection** - In East Lindsey, especially Skegness, the team get people with no local connection who are either just passing through or want to stay and be housed, as they want to make a fresh start. The team encouraged all of these individuals to return back to their local connection get the support there and if they want to return do so in a planned and controlled manner with a job and/or accommodation ready.

**Cost of Living Crisis** - is resulting in an increase in homelessness and more people on the streets. Demand is increasing to unmanageable levels.

**Housing Demand** - demand for all tenures is increasing and there is insufficient accommodation or funding

to end rough sleeping. Many private landlords are leaving the market because of increasing costs.

**No Recourse to Public Funds** - many rough sleepers, especially in Boston Borough are not legally entitled to housing or benefits. How do you help someone who you aren't legally able to assist? The Councils are leading on writing a Lincolnshire procedure about this cohort. Most want to work but are on zero contracts and can't find accommodation as their work is not guaranteed and they can't pay their rent through Universal credit as they are not entitled, or they lose their accommodation as it was tied to the job.

**Non engagement** - some clients refuse to accept help, abide by rules or their expectations are not realistic. The team continue to offer help hoping to find an opportunity to support the person concerned.

**Recruitment** - this has been easier since the Government agreed a three-year funding deal rather than the usual annual arrangement. The service will end on 31st March 2025 unless further funding is received and because of this uncertainty some staff will look for alternative employment. Recruiting to short term contracts gets more difficult as the funding end date approaches.

The one area where the team have struggled to recruit is for a Mental Health Worker. The team granted funding to LPFT and recruited a mental health worker but this did not work out and LPFT were unable to recruit a

qualified practitioner. The team are now looking at different options.

**Complex needs** - some clients' needs are very high which can't be met by the current providers of supported accommodation. Some of this accommodation is not suitable for this cohort and some clients are too vulnerable to be placed into hostel type accommodation. Obtaining specialist support such

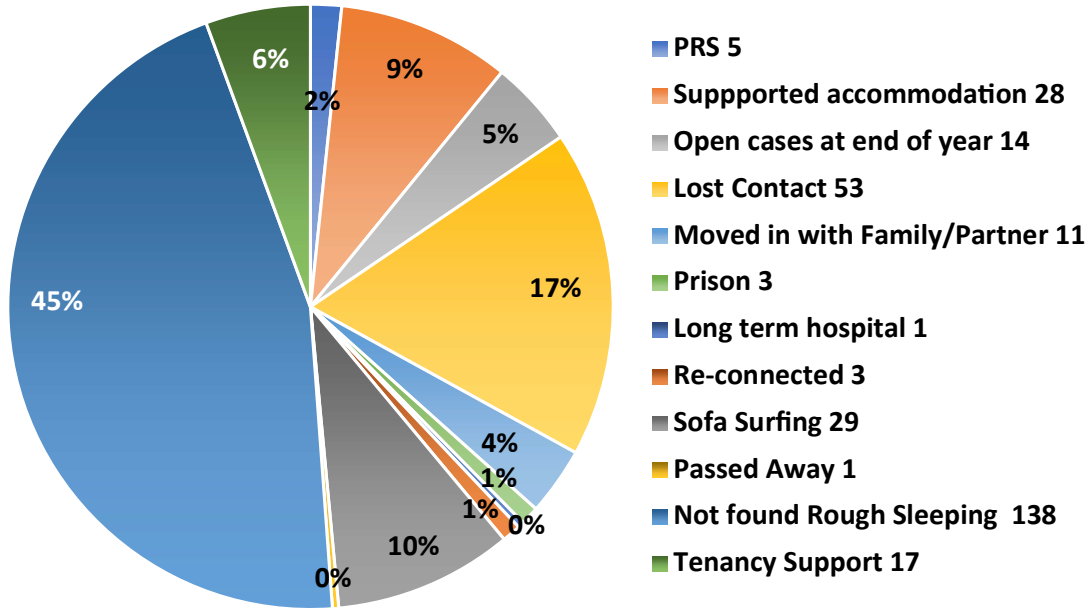
as from mental health services is challenging. The Councils supported an application for funding from the Local Government Association Housing Advisors programme, and this was successful. A consultant will be funded to undertake a detailed review of accommodation in Lincolnshire and make recommendation as to what is required to provide suitable accommodation for this cohort.



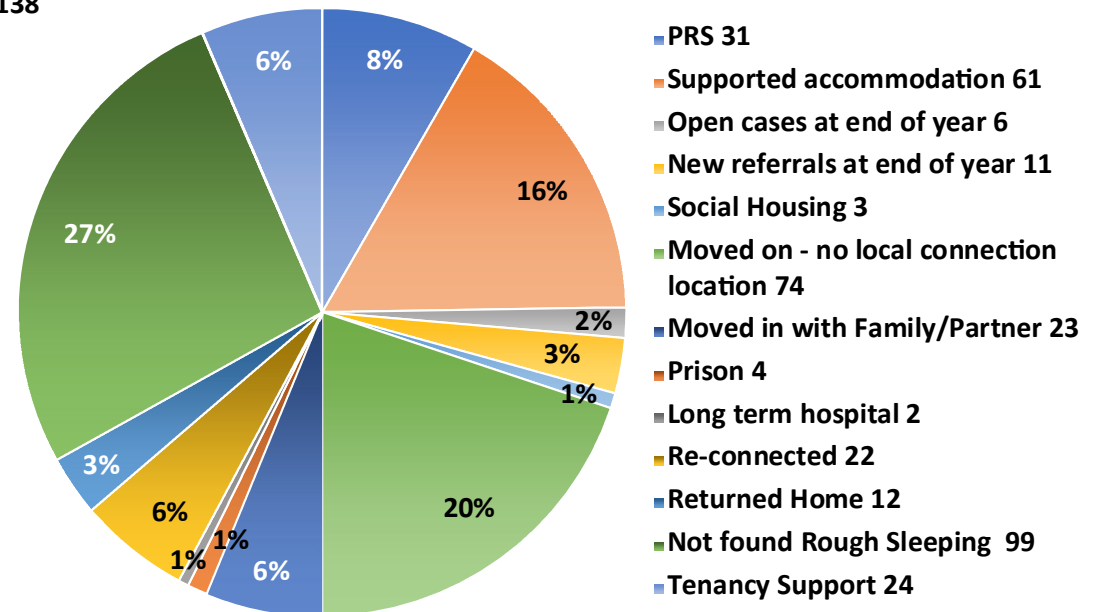
# Outcomes

The team have achieved many successful outcomes for their clients.

## BBC Outcomes 2022-2023



## ELDC Outcomes 2022-2023



# Case study

## - Positive Outcome

**25-year-old male, benefits in place but been sleeping rough on numerous occasions.**

Mental Health issues and alcohol addiction

### What was offered:

- Referral to Witham Lodge but withdrawn because not suitable for him
- Referred to Mental Health services
- Medication review with GP
- Placed into temporary accommodation
- Moved onto RSAP (Rough Sleeping Accommodation Project)
- Moved to Scotland with a job offer

### What did he want:

- To improve his mental health
- To find work
- To be rehoused and settled

### Outcome:

This gentleman was known to the team because he had a history of rough sleeping and being previously in hostel accommodation in the area. He had alcohol addiction and poor mental health which he struggled to manage.

At times he was hard to reach because of his addiction and his relationship with his ex-partner which increased his anxiety and depression. A medication

review was arranged with his GP and also a referral to the Mental Health services where he could get talking therapy to begin with.

He was referred to Witham Lodge Salvation Army hostel and after a visit to the hostel and a long discussion it was decided to withdraw the referral and place him in the Rough Sleeping teams' temporary accommodation. He did struggle at times living on his own because of the loneliness but this outweighed having to share with people he did not feel comfortable with.

For his next step he was referred into the longer term RSAP accommodation with Framework where he again struggled with his mental health, but this spurred him onto finding a job with accommodation and he successfully moved to the Highlands in Scotland.

He sent a video of where he was living, and it looked amazing. The team hope he makes a success of his move, but he knows he is welcome to contact the team if he needs any help.

# Case Study

## - Negative Outcome

**59-year-old female who was not eligible for housing and benefits. Suffered from poor mental health and had slept rough on numerous occasions.**

### What was offered:

- Referral to Framework Hostel in Boston and she walked out after a few months
- Supported into the Rough Sleeping teams' temporary accommodation but walked out after two weeks
- Referred back into Framework and offered a self-contained flat and she walked out after three weeks
- Referred to Neighbourhood Team and Mental Health, Mental Health worker assessed her and came to the conclusion that no therapy would help nor would any medication

### What does she want:

- Unclear because she regularly changes her mind
- She wants to go home to Poland
- She doesn't want to go home to Poland
- She wants to die on the streets
- She wants to move away from Boston
- She wants to live in a nice house in Boston

### Ongoing plans:

- Referral to Neighbourhood Team and escalate to Team Around the Adult
- Housing Register applications
- Continue to provide support as required

The team have worked with the lady since she was found sleeping rough in 2021. The team moved her into a hotel and assisted her to apply for settled status so she would become eligible for housing assistance and benefits.

A referral was made to the Framework hostel in Boston, and she was accepted and moved in. She became more unsettled, and her mental health declined resulting in her walking out as she was in fear of her life and did not like or trust one particular member of staff at the hostel.

The team found her sleeping rough and she was accommodated in one of the Rough Sleeper teams properties. She was suffering from paranoia and walked out.

Further efforts were made to try and help her and the team arranged for her to be offered a self-contained flat with Framework which was accepted but she walked out again and is homeless.

# Myth Busting:

There are many myths about rough sleepers:

Myth	Question	Myth-Buster
Only people on the streets are rough sleepers	What is rough sleeping?	Rough sleeping refers to people who live on the streets and who sleep in places that are not designed to be slept in (for example building doorways, bus-shelters, parks, under-passes, cars and car parks etc).
It's the homeless person's fault they are sleeping rough	What causes rough sleeping? Do rough sleepers actually want help?	There are many reasons why a person may end up living on the streets. Financial stress, including job loss and gambling, housing affordability and relationship/family breakdown are the top reasons for homelessness. Illness, such as untreated mental health or other chronic health issues, problematic alcohol, drug or substance abuse, are additional factors that may result in some people sleeping rough. Sometimes, people choose not to engage directly with services. Support workers will then offer alternative methods of support, e.g., if a person will not accept food from the service, it can be provided through someone else they trust, such as a mental health worker, Addiction worker or Faith Group.
The rough sleeper has said no one is helping them.	Why hasn't the Council helped a rough sleeper off the street	It is rare that the Council isn't aware of someone who is sleeping rough. Everyone is offered somewhere to live but sometimes they refuse help because it doesn't meet their requirements which can sometimes be unrealistic and not achievable.
Rough sleepers sleep on the street because they have nowhere else to stay	Why would people sleep on the streets if they have somewhere else to go?	Some of the people you see sleeping rough may have their own accommodation. However, personal issues such as isolation, mental health or drug/alcohol use may prevent them from using their property as they normally would. When this happens, homelessness services, mental health services, and other services can work together to offer wrap-around support to help the person to sustain their accommodation.
All beggars are homeless	Why do people sit on the street begging if they are not sleeping rough?	Some people who have a home will sit on the streets looking for the public to give them money before going home at the end of the day. This could be to feed their habit, whether that be for drugs, alcohol or gambling. When people are entrenched with their addiction, they are willing to sit out in all weathers to get the money that they need. Some people come from away and sit all day in the busy summer season as they can collect hundreds of pounds and then return home
There is nothing I can do. It's not my responsibility.	What should I do if I see someone sleeping rough?	If you are concerned about someone you see sleeping rough, please contact BBC: 01205 314200 RSI Team email: RSI@Boston.gov.uk ELDC 01507 601111 RSI Team email: RSI@e-lindsey.gov.uk
Handing out spare change helps rough sleepers	Should I give my loose change to a beggar?	It is your personal decision if you wish to give money. You can help in other ways. In fact, helping vulnerable members of the community is everyone's business - it is not something the Councils can fix alone. Firstly, treat people sleeping rough with dignity and respect. You can provide support by buying a copy of the Big Issue from a vendor, donating directly to services such as a food bank. The cash is often used to fund destructive drug habits and there are cases where people have turned down a bed and not turned up for important appointments as they are obsessed with begging as they might miss out on some money. Instead of giving them money offer a sandwich or a coffee, if they refuse you know not to give them money. Most importantly refer them into the Rough Sleeping service.
Every death on the street could have been prevented by the council	Could the death have been prevented?	For most cases yes it could be prevented but this requires the rough sleeper to be reported to the Council and for the Rough Sleeper to accept help. The team can't force people to accept help.

# NOBODY NEEDS TO SLEEP ROUGH IN EAST LINDSEY HELP US TO HELP THOSE WHO NEED US

1

CONCERNED THAT  
SOMEBODY MAY  
BE SLEEPING  
ROUGH?



2

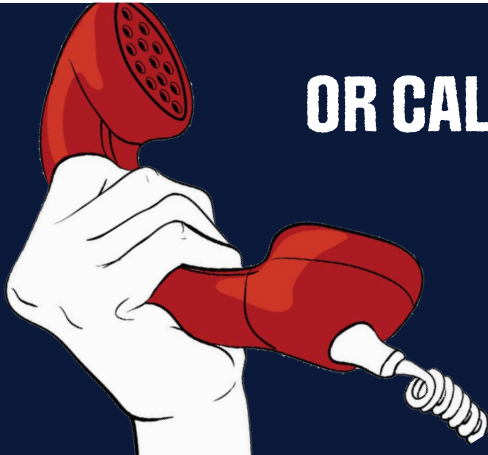
DON'T DELAY  
Please email  
[rsi@e-lindsey.gov.uk](mailto:rsi@e-lindsey.gov.uk)



3

OR CALL

01507  
601111



4

SO THAT WE CAN  
MAKE CONTACT  
AND PROVIDE  
SUPPORT



ROUGH  
SLEEPING  
Intervention Team



THE BEST WAY YOU CAN HELP IS TO CONTACT US  
SO WE CAN HELP THOSE WHO NEED US

# NOBODY NEEDS TO SLEEP ROUGH IN BOSTON

## HELP US TO HELP THOSE WHO NEED US

1

CONCERNED THAT  
SOMEBODY MAY  
BE SLEEPING  
ROUGH?



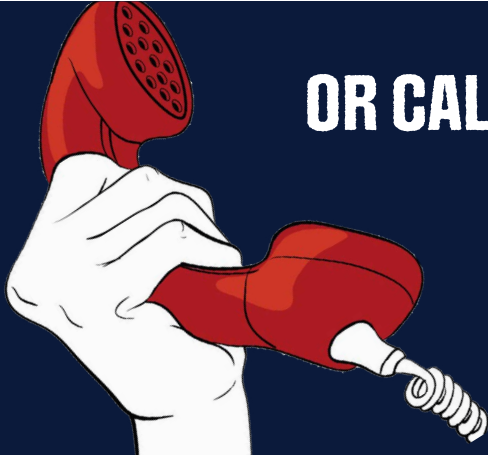
2

DON'T DELAY  
Please email  
[rsi@boston.gov.uk](mailto:rsi@boston.gov.uk)



3

OR CALL  
**01205  
314200**



4

SO THAT WE CAN  
MAKE CONTACT  
AND PROVIDE  
SUPPORT



ROUGH  
SLEEPING   
Intervention Team

THE BEST WAY YOU CAN HELP IS TO CONTACT US  
SO WE CAN HELP THOSE WHO NEED US