

Subject:	Night Shelter Evaluation		
Date of Meeting:	Policy, Resources & Growth Committee 12th July 2018		
Report of:	Rob Persey, Executive Director Health & Adult Social Care		
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Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 To update members on the operation of the council run night shelter for rough sleepers over the winter of 2017/8.

2. RECOMMENDATIONS:

- 2.1 That the Resources and Growth Committee note the contents of the report which is provided for information.
- 2.2 That the evaluation information is used to support the commissioning proposal to reduce the need for rough sleeping to be in place later in 2018.
- 2.3 That this paper is used as background information for related papers going to the Health and Wellbeing Board.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 A cross party working group was set up in May 2017 to look at the possible use of empty council buildings as a night shelter which would offer a safe space for rough sleepers over the coldest months and enhancing this with an evening meal, recreational activities and in-reach from a range of services. This group was made up of Councillors Clare Moonan, Robert Nemeth and David Gibson, with representative officers from HASC Commissioning and Corporate Communications. This group met regularly throughout the process of identifying a building, setting up, running and closing the night shelter.
- 3.1 It had been anticipated that a shelter would open in November 2017 and close at the end of March 2018. In the end, the shelter opened on Sunday 10th December 2017 and closed on Sunday 11th March 2018.

- 3.2 In terms of the weather, this winter was one the coldest for a long time which brought with it the associated concerns for the general health and wellbeing of this vulnerable group of people.
- 3.3 The nature of the service meant that any space used had specific requirements and was fully risk assessed. The potential use of numerous council owned buildings was extensively explored and, as there were no suitable council owned empty buildings, the focus moved to privately owned buildings. It was at this point the Brighton Centre was identified. The Brighton Centre is a commercial venue and offered the use of one of their conference rooms for the duration of the winter bar 2 periods where there were existing bookings. On these nights, the shelter moved to St Martins Church on the Lewes Road (14th- 20th January 2018 and 27th Feb – 2nd March 2018). There were no rental costs at either venue, just an agreement to cover their costs.
- 3.4 Referrals to the service were from First Base and the Street Outreach Service and most people had a local connection or a plan to move to another location. If a client was referred to the night shelter, they were directed from SWEP (Severe Weather Emergency Protocol) to the Brighton Centre. SWEP was open 43 nights over the winter, offering 1393 bed spaces to 243 different people and the night shelter definitely reduced demand for SWEP. The Churches Night Shelter offered 15 beds each night over the winter period.
- 3.5 Agency staff were used for the entire staffing team for the duration of the service, with a Team Leader, care staff and security staff on each shift every day. This team was overseen operationally by a council employed hostel manager.
- 3.6 Volunteers were involved in many aspects of the service, from setting up the service to moving beds and belongings between venues. Hot food was bought for the evening meals Monday to Friday from a local social enterprise. This was delivered each day by volunteers. Weekend food was donated by local businesses and restaurants which was organised by the volunteers. Clients had the opportunity to choose their food and different dietary needs were catered for. There were also generous donations of snacks, toiletries, books, puzzles and clothes.

4 Expenditure

- 4.1 The cost of the winter night shelter offering a bed to 30 people for 91 nights was £132,921. Of this, £88,422 was direct operational staffing costs for the service; £16000 was additional staffing costs for the Brighton Centre.
- 4.2 This equates to an average cost of £1460 per night or £49 per place offered per night. 30 people were offered a bed every night, however attendance was lower due to people failing to turn up for a variety of reasons. Each of the 30 beds each night was allocated to a named person and their space was cancelled if they did not communicate a reason for non-attendance for 2 or 3 days.

SWEP provision over this winter was £45,355.93 which is £32.50 per person per night and is a more basic offer of accommodation; a mattress on the floor for the night without hot meals or storage of personal property. For information, spot purchased emergency accommodation is £34 per night, block booked emergency accommodation in Brighton is £29 and Newhaven £25 per person per night. Apart from SWEP, availability for other accommodation options (supported and emergency accommodation) was limited and could not accommodate the number of people the night shelter accommodated.

4.3 In relation to Housing Benefit, the service model did not meet the criteria to set up claims.

5 Total Number of individuals accessing the night shelter

5.1 73 individuals accessed the night shelter (9 were women). 28 moved into some form of accommodation on exiting the night shelter service. Fewer women attended than had been anticipated (a cordoned off space was created for the women). Couples were also accommodated. 28 people returned to rough sleeping, 10 when the shelter closed and others throughout the time the service was open.

Number of people	After Leaving Night Shelter	Follow up information
5	Accommodation	1 not sustained
2	Reconnection	
4	Emergency accommodation	1 not sustained
13	Supported Accommodation in the city	3 not sustained
1	Supported Accommodation in another area	
2	Mental Health Unit	
28	Returned to rough sleeping	1 then moved into rehab, 1 in a van, 1 declined Supported Accommodation
1	Sofa surfing	
1	Rehab	
1	Evicted	prison
15	No information	

5.2 3 clients moved onto a substitute prescriptions for opioid dependence through SOS staff being able to pick up people in the morning and take them to appointments with Pavilions.

5.3 4 clients left recovery services in an unplanned way and could move straight into the night shelter without a period of rough sleeping. This significantly reduced their risk of overdosing when leaving the rehab service. There were no deaths of any rough sleepers in the city while the night shelter was open.

Average Occupants Per Night

December 2017	17.9
January 2018	23.8
February 2018	23.3
March 2018	18.0

5.4 On the night after the night shelter closed, St Mungos Street Outreach Service found 10 people bedded down on their street shift who had been in the night shelter.

6 Feedback from clients and services

6.1 The clients fed back that they felt cared for, respected and looked after and felt valued and comfortable. The use of volunteers and donations contributed to the feelings of self-worth. The security team were a positive influence and contributed to the space being safe. The staff team, volunteers and security team spent a lot of time interacting with the clients. The sleeping space was separate from the TV and dining area and was quiet, with lights kept dimmed for those who wanted to sleep, read, and be alone.

6.2 The Street Outreach Team thought the service was invaluable, providing an opportunity for clients to take time out from the strain of rough sleeping and provide some space to talk to support staff. The ambulance service was able to return people back to the night shelter rather than leaving them on the street.

6.3 It is agreed amongst staff and services that the stability of having this facility has had a huge impact on the welfare for a large proportion of those who were accepted for beds.

6.4 Key Outcomes

- The setting up of beds in a fixed location enabled clients to spend time with staff and socialise and to feel some ownership of their space
- Clients were able to leave their belongings at the service during the day, giving them the freedom to attend appointments and not look 'homeless'
- The quality of the venue, food and volunteer input all contributed to people feeling valued and cared for
- The service successfully accommodated people with complex needs
- Integrating volunteers and local businesses into the service was very successful and the project generated high levels of community engagement.

7 Learning

- The opening times of the service did not facilitate 'in reach' from services apart from St Mungos
- A longer lead in time would facilitate closer joint working with a range of services

- Significant numbers of people offered a bed did not attend, this was a particular issue with women
- A central location was important to ensure accessibility.

8 Next Steps

- 8.1 Moving forward, the council is exploring establishing suitable, safe accommodation options for rough sleepers to move them off the streets quickly.

Options and a proposal will be submitted to the Health & Wellbeing Board outlining our commissioning intentions later in 2018 for the interface between a winter nightshelter, SWEP, and a hub proposed to be open all year around.

This year's annual budget saw £165,000 allocated towards exploring and establishing more help for rough sleepers. The council has also submitted a successful bid for additional funds from the MHCLG for expanding services for rough sleepers. This is £495,107.00 for 2018/9.

9. COMMUNITY ENGAGEMENT & CONSULTATION

- 9.1 Ongoing consultation is taking place with community groups and service providers on future night shelter provision.

10 CONCLUSION

- 10.1 The service was a valuable addition to services for rough sleepers over the winter months, contributing to the well being of the rough sleepers who attended the service. Feedback was overwhelming positive about the venue, the staff, volunteers, food and service model.
- 10.2 The learning from the model will be incorporated into exploring the commissioning options for services targeted at rough sleepers in terms of SWEP, a hub and further night shelter provision.

11 FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

The total cost of the 2017/18 Night Shelter facility was £0.133m equating to an average cost of approximately £1,460 per night. This was an ad hoc arrangement most of which took place at the Brighton Centre, a commercial venue, thereby incurring additional staffing costs.

For the financial year 2018/19, one off funding of £0.165m has been allocated towards the cost of exploring more help for rough sleepers in conjunction with partnership organisations to be available for up to one year.

Finance Officer Consulted: Sophie Warburton

Date: 06/06/2018

Legal Implications:

This report is for noting by the Committee. There are no legal implications.

Lawyer Consulted: Judith Fisher

Date: 4 June 2018

Equalities Implications:

An Equalities Impact Assessment has been completed and is under regular review in relation to the service.

Sustainability Implications:

This was a one off service over the winter period.

12 Any Other Significant Implications:

12.1 Single homeless people and rough sleepers are subject to multiple disadvantages in terms of mental and physical health, substance misuse and worklessness.

12.2 Brighton and Hove has the second highest numbers of rough sleepers in England, the estimate in November 2017 was 178 rough sleepers on the streets of the city.

SUPPORTING DOCUMENTATION

Appendices:

Documents in Members' Rooms

Background Documents

- Rough Sleeper & Single Homeless Needs Assessment 2013
- Homeless Health Audit 2014
- Homelessness Strategy 2014-19
- Overview & Scrutiny Report on Homelessness & Rough Sleeping 2014
- Rough Sleeping Strategy 2016
- <https://www.galvanisebh.org/campaign-progress/>