

<b>Subject:</b>	<b>Night Shelter &amp; Supported Accommodation for Rough Sleepers</b>		
<b>Date of Meeting:</b>	<b>18<sup>th</sup> September 2019</b>		
<b>Report of:</b>	<b>Executive Director for Health &amp; Adult Social Care</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Jenny Knight</b>	<b>Tel: 01273 293081</b>
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<b>Ward(s) affected:</b>	<b>All</b>		

**FOR GENERAL RELEASE****1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 In 2019 additional funding was identified to provide a year round night shelter and additional supported accommodation for rough sleepers and single homeless people in the city. The funding available is £250,000.00 for 2019/20 for the Nightshelter and £200,000.00 per annum for 2019/20 and 2020/21 for the supported accommodation.
- 1.2 The purpose of this report is to provide an update on the work that has taken place to develop these services and to seek approval from Housing & New Homes Committee to the procurement of a 365 night shelter and supported accommodation service jointly.

**2. RECOMMENDATIONS:**

- 2.1 That the Committee grants delegated authority to the Executive Director of Health & Adult Social Care (HASC) to take all necessary steps to
  - (i) Procure and award a contract for Two (2) years for the provision of a joint Night shelter Service and supported accommodation service to the value of £450,000 per annum.
  - (ii) The contract is to contain a break provision permitting the council to terminate the contract in whole or in part after one year.

**3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 Brighton & Hove City Council has identified ending the need to rough sleep in the city as a key priority. Rough Sleeping is harmful and dangerous and sleeping on the streets has a hugely damaging effect on an individual's health and wellbeing and reduces their life expectancy.
- 3.2 Brighton & Hove City Council is working to reduce the number of rough sleepers through a variety of measures including; commissioned outreach, support and

accommodation services, additional grant funding from the Ministry of Housing, Communities and Local Government and through joint work with a variety of charities and volunteers working determinedly across the city. The impact of this work is showing results. Every 2 months a street count is carried out to capture a single night snapshot of the number of people sleeping out on the streets on the city.

### Snapshot counts 2018/19

March 2018	54
May 2018	91
August 2018	107
September 2018	78
January 2019	30
March 2019	66
May 2019	53
July 2019	43

Note: the figures are subject to seasonal changes i.e. the city has historically seen an increase in rough sleepers in the summer months

- 3.3 In 2017 a cross party working group was set up to look at the establishment of a winter night shelter for rough sleepers. Following an extensive search for a building the Syndicate Wing at the Brighton Centre was identified. In 2017/18 and 2018/19 the shelter operated from this venue moving to St Martins Church when the Brighton Centre had prior bookings.

### Brighton Centre Winter Nightshelter

Winter Nightshelter	2017/18	2018/19
Number of nights open	91	116
Number of rough sleepers offered accommodation	102	93
Number of rough sleepers accessing shelter	76	73
Average number of places allocated per night	30	30
Average number of people attending per night	21	20
Number accommodated or reconnected from the service	28	41

- 3.4 Following positive feedback about the contribution of the service to supporting rough sleepers funding of £250,000 was identified for 2019/20 to operate a year

round night shelter. (See the Nightshelter Evaluation in background documents for more information.)

- 3.5 In addition, £400,000 additional funding was allocated to provide supported accommodation units over 2 years to mitigate the loss of beds from the closure of the West Pier Project (a high support accommodation service).
- 3.6 If the funding is combined and staffing shared between the two services then it is financially viable as one service and could operate 24 hours a day 365 days a year.
- 3.7 Since the identification of the funding council staff have been searching for a building / buildings to operate the services from. Staff have viewed numerous buildings, houses in multiple occupation, and halls with a view to leasing a building or utilising an existing council building but we have been unable to identify a building which is affordable, in good condition, offers sufficient space and is in a suitable location.
- 3.8 A consultation also took place with the market which resulted in some interest in operating the services but more limited possibilities in terms of accommodation.
- 3.9 In view of the urgency a Prior Information Notice as a Call for Competition was listed in the Official Journal of the European Union on 8th August 2019 as required by the Public Contract Regulations 2015. This called for interested parties to submit an expression of interest for the provision of a combined Night Shelter and High Support Accommodation service based at the same site to be operational 24 hours a day, 365 days a year. The Pin required potential interested parties to have access to appropriate accommodation as well as the ability to provide services. (The issue of the Pin does not commit the council to taking further steps to procure the contract).
- 3.10 The decision to combine the proposed services and not divide into lots is to enable the provision of services within the restricted budget.
- 3.11 Prospective bidders have until 12th September 2019 to submit their expressions of interest. Should there be multiple bidders it is proposed to run a very quick tender exercise to secure a provider. If there is only one bidder capable of providing both accommodation and services it would be the intention to enter into direct negotiations with that bidder in order to check their ability to deliver the service and to agree upon suitable terms for delivery of the service. In the event that no bids are received the council may enter into negotiations with parties in the city with a view to making a direct award.
- 3.12 Both approaches are permitted under the Public Contract Regulations and will ensure that:
  - Due diligence is carried out on potential providers which will include checks on financial stability, insurance arrangements, appropriate policies, and procedures
  - The accommodation on offer is of a sufficient standard
  - Training and support offered to staff including reflective practice

- A good quality service proposal which includes number of staff, proposed staffing rota, management, food provision, move on planning, and use of psychologically informed environments
- A good quality offer to the service user in terms of personalised, trauma informed support, referrals to suitable services, and equality of access
- A clear service budget and value for money for the council.

**Current Accommodation and Support:**

- 3.13 The proposed Night shelter and accommodation will fit into an existing model of accommodation and support for rough sleepers and homeless people within the city. The city currently offers 166 high support (inc Housing First), 120 medium support and 160 low support units of accommodation for rough sleepers and single homeless people.
- 3.14 In addition to this Brighton & Hove currently operates the following short term accommodation options for those at high risk of rough sleeping and those who are new to the streets of Brighton, both of which are funded by additional grant funding from the Ministry of Housing, Communities and Local Government (MHCLG).

**Somewhere Safe to Stay:** This service offers a safe place to stay for individuals referred by Housing Options who are at high risk of rough sleeping. The service offers 10 bed spaces in a shared space and 12 individual rooms and is staffed 24 hours a day 7 days a week by St Mungos. The service provides a thorough assessment of an individual’s needs with the aim of supporting them into a sustainable accommodation option which prevents them ever needing to rough sleep. This service is part of the MHCLG’s Rapid Rehousing Pathway which is a key element of the Governments Rough Sleeper Strategy.

**No Second Night Out Hub:** This service offers 17 overnight spaces for rough sleepers. Referrals are made by the St Mungos Street Outreach Service for those who are new to Brighton & Hove or new to rough sleeping. The aim of the service is to assess an individual’s needs and housing options and support them away from the streets and into accommodation. The service is run by Brighton Housing Trust. This is part funded by the MCHLG Rough Sleeper Initiative Funding and part funded by Brighton & Hove City Council.

- 3.15 The year round Night Shelter would fill a gap in short term direct provision for rough sleepers with more complex needs. The work of the winter night shelter showed that this group of people, who may have been sleeping rough for a while, respond positively to a flexible night shelter provision which can slowly work with them around their options for accessing accommodation. In July 2019, 43 people were found on one night rough sleeping in the city.

**Finance:**

- 3.14 The following funding has been allocated for 2019/20 and 2020/21.

Service	Funding amount per annum	Length of funding
365 day Nightshelter	£250k	1 year: 2019/20 (funding

		for year 2 is proposed)
High Support Accommodation	£200k	2 year: 2019/20 & 20/21

The funding allocated is not sufficient to run two separate 24 hour staffed services however when put together the funding is sufficient for both accommodation and night shelter provision.

#### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

4.1 BHCC staff have conducted an extensive property search for a venue for both the accommodation and Nightshelter. This has included using the council's property list, private leasing, empty properties, church halls and building used by charities. We have been unable to identify a building for a number of reasons:

- Empty buildings have required extensive work to make them safe and suitable for the service.
- Church and community buildings have bookings and events which make them unavailable for the duration of the service.
- Community impact.
- Leased buildings not in a suitable location or not of a sufficient size.

4.2 The same search was conducted in 2017 and 2018 to find a suitable winter Nightshelter and the lack of building resulted in the use of the Brighton Centre and the move to St Martins Church to accommodate dates when there were bookings at the Brighton Centre. In 2018/19 the shelter moved to St Martins Church on four occasions which was not ideal for staff or service users.

4.3 The City Council could continue to search for a building and opt to run the service in-house however this is not being recommended due to the risk that a building will not be found to operate the service.

#### **5. COMMUNITY ENGAGEMENT & CONSULTATION**

5.1 Should the recommendations be accepted then the accommodation and support provider supported by BHCC will commence engagement with the local community. This will include ensuring the community know what the building will be used for and how they can contact the service should they have any issues.

5.2 The provider will be expected to communicate regularly with the local community and have a community engagement protocol in place. The views of the local community are captured as part of contract monitoring and form part of the action plan for the service should any issues with the services operation be identified.

5.3 The service provider will be expected to gather feedback from its service users on a regular basis via residents meetings, anonymous feedback, exit interviews and by reviewing complaints. This information will be used to develop and improve the quality of the service. Feedback from service users is also gathered by either the H&ASC Commissioning Team or individuals with lived experience of homelessness as part of the contract monitoring process.

- 5.4 Engagement is already taking place with the charitable sector in relation to supporting the Nightshelter clients, this includes work with St Johns Ambulance around medical services, inreach from mental health and substance misuse professionals, and linking with the Churches Nightshelter. The service provider will be expected to accept donations and utilise volunteers within the service.

## 6. CONCLUSION

- 6.1 The supported accommodation and night shelter provision for rough sleepers is part of the range of services that the council funds to reduce the number of people rough sleeping in the city. The service will move people into accommodation with the intention of ensuring that they do not return to rough sleeping and will work closely with key services in the city to ensure that rough sleepers are accessing the services they need to improve their lives.
- 6.2 A procurement process has been commenced in line with regulations to ensure providers in the city have an opportunity to submit a proposal to deliver this service.

## 7. FINANCIAL & OTHER IMPLICATIONS:

### Financial Implications:

- 7.1 The temporary general fund budget allocated by Budget Council to the Health & Adult Social Care directorate for the all year night shelter and high support accommodation is £0.450m in 2019/20 and £0.200m in 2020/21. Any funding for 2020/21 and future years is subject to agreement at annual Budget Council. For the financial year 2018/19 the Winter Night Shelter was provided by an external provider at an average cost of £1,300 per night (including all associated costs) compared to £1,460 per night when the service was provided in-house. The service commissioned must be within the funds available.

*Finance Officer Consulted: Sophie Warburton*

*Date: 15/08/2019*

### Legal Implications:

- 7.2 The Council's Constitution at Part 4 Scheme of Delegation to Committees and Sub-Committees sets out the terms of reference of each Committee. Housing Committee has overall responsibility for the Council's housing functions including homelessness and specifically in relation to street homelessness the function of the committee is: "To coordinate the Council's policies and actions with a view to reducing and eliminating street homelessness and, in conjunction with the Policy and Resources Committee and the Health and Wellbeing Board, to ensure that appropriate action is taken".
- 7.3 Part 4 A of the Constitution provides that where a function is delegated to a Committee, that the Committee may delegate the function to its Sub-Committee(s) or an officer. Where a function is delegated to more than one Committee or Sub-Committee, any one of those Sub-Committees may exercise the function.

- 7.4 In respect of the proposal to award the contract for two years it will be necessary to incorporate a break clause in the contract to ensure that the council can sever the night shelter services from the contract should the funding not be confirmed to ensure the delivery of the service.
- 7.5 For the purpose of the Public Contract Regulations 2015 the services required fall with Schedule 3 of the Regulations are therefore subject to the light touch regime. This means that there is flexibility as to the design of the procurement process providing that safeguards around equal treatment and transparency are observed and the process is advertised in accordance with Regulations and as required by reference to the threshold value. The threshold for the publication of light touch regime opportunities is £615,278.00. The value of the service over two years is estimated at £900,000.00. The opportunity may be advertised through the publication of a Prior Information Notice as a call for competition in place of a contract notice. The publication of such a notice negates the need for a further Contract Notice and means that only those providers that respond as required will be invited to participate in the tendering process. As the process is light touch the time limits may be reduced for providing tender responses providing they are adequate to enable proper responses to be submitted.
- 7.6 In the event that only one compliant response is received the council may enter into direct negotiations with that party. In the event that no expressions of interest are received the council may seek to negotiate directly with a potential provider.

*Lawyer Consulted: Judith Fisher*

*Date: 21/8/19*

Equalities Implications:

- 7.7 Equalities Impact Assessment is attached as Appendix 1

Public Health Implications:

- 7.7 The provision of a Nightshelter and accommodation for rough sleepers will greatly improve health outcomes of those who are accommodated. Services such as St Johns Ambulance can offer medical services within the shelter and partnerships are well developed with the Homeless Health Team, Mental Health Homeless Team and Substance Misuse Service to enable appropriate support to be provided to people accessing the service.

Corporate / Citywide Implications:

- 7.8 The service will support the council's priority to end the need to rough sleep in the city and improve the health and other outcomes of rough sleepers by providing a safe place to stay. The service will work to find sustainable accommodation and support outcomes for users to prevent the need for them to return to rough sleeping.

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Equalities Impact Assessment

### **Background Documents**

1. Contract award for the provision of a “Safe Space to Stay” service funded by grant by the Ministry of Housing Communities and Local Government, Housing & New Homes Committee 13<sup>th</sup> March 2019

[https://present.brighton-hove.gov.uk/Published/C00000884/M00008068/AI00073109/\\$20190304130119\\_019592\\_0064155\\_CommitteeReportTemplate210617newsavedformat.docxA.ps.pdf](https://present.brighton-hove.gov.uk/Published/C00000884/M00008068/AI00073109/$20190304130119_019592_0064155_CommitteeReportTemplate210617newsavedformat.docxA.ps.pdf)

2. Night Shelter Evaluation – Policy, Resources & Growth Committee, 12<sup>th</sup> July 2018

[https://present.brighton-hove.gov.uk/Published/C00000912/M00008106/AI00067251/\\$20180704104514\\_016426\\_0058013\\_PRGNightShelter.docxA.ps.pdf](https://present.brighton-hove.gov.uk/Published/C00000912/M00008106/AI00067251/$20180704104514_016426_0058013_PRGNightShelter.docxA.ps.pdf)