

<b>Subject:</b>	<b>Procurement of an Outreach Service for People Rough Sleeping</b>		
<b>Date of Meeting:</b>	<b>13<sup>th</sup> November 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 Wards);</b>		

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

- 1.1 The purpose of this report is to seek approval from Housing Committee for a competitive procurement by tender for a contract for the provision of a rough sleeping street outreach service in Brighton & Hove.
- 1.2 This is an assertive outreach service to engage with people rough sleeping in the city, to carry out comprehensive assessments, to assess support needs and local connection and move rough sleepers into accommodation. This is the only service we commission which is demand driven. There is no cap on the number of people the service works with. The current contract with St Mungos is in place until 30th September 2020.
- 1.3 This report was presented at Procurement Advisory Board on 14<sup>th</sup> October 2019, where approval was given for the paper to be referred to Housing Committee for a decision. Additional information requested by PAB has been included in the report.

**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 five (5) years for the provision of a street outreach service for rough sleepers to the value of £450,000 per annum,
  - (ii) with the potential for adding the staffing and management of severe weather provision for rough sleepers;
  - (ii) to approve an extension to the contract referred to in 2.1(i) for a period or periods of up to two years in total if it is deemed appropriate and subject to available budget.
  - (iii) to report back to Housing Committee the progress and outcomes of this service.

### 3. CONTEXT/ BACKGROUND INFORMATION

3.1 The number of people who are found rough sleeping in the city remains high despite greatly improved services for rough sleepers through the Ministry of Housing, Communities and Local Government (“MHCLG”). Rough Sleeping Initiative funding which has led to:

- A reduction in the average length of time that people remain sleeping on the streets once found by the outreach team.
- An increase in the number of people supported away from the streets.

3.2 The commissioned outreach service currently provides outreach shifts 6 days a week on the streets of Brighton & Hove. Sundays are excluded. The service works with all rough sleepers in the city to offer short term and sustainable solutions to their rough sleeping.

3.3 More than 50% of rough sleepers in Brighton & Hove are not local and therefore have no local connection, this limits their ability to access accommodation services. These people are supported by the outreach team to reconnect to other areas where they have family and friends.

Additional Grant Funding:

3.4 The contract for the outreach service is currently £325,000 pa. Additional grant funding has been provided through the Rough Sleeping Initiative and is laid out in the table below:

Year	2017-8	2018-9	2019-20
Block Contract	£325,000	£325,000	£325,000
Grant funding	0	£102,719 (part year)	£136,958
TOTAL	£325,000	£427,719	£461,959

3.5 Under the existing block contract, there are 6 outreach workers, 1 information worker and 1 manager. The additional MHCLG grant funding pays for 3 further outreach workers and this extra capacity is in place until the end of March 2020.

Other Areas:

3.6 Rough Sleeper Outreach Services are provided in cities across the UK and the table below shows the value of the contracts commissioned by some of our comparator local authorities.

Local Authority	Contract Value	Rough Sleeping Count November 2018
Westminster	£1,000,000	306
Camden	£900,000	141
Oxford	£350,000	45
Tower Hamlets	£326,000	10
Brighton & Hove	£325,000	64

## **Service Model Proposal**

- 3.1 Following feedback from service users and stakeholders, conversations with partners and analysis of the demand of the current service the following is proposed. This relates to the key aspects of addressing rough sleeping identified in the Governments Rough Sleeping Strategy (see background documents) which are Prevention, Intervention and Recovery.
- 3.2 The outreach service is a key intervention in the city's response to tackling rough sleeping and will continue their role of engaging with rough sleepers through regular street shifts to:
  - Move people new to rough sleeping into accommodation swiftly (no second night out).
  - Engage with people without a local connection to facilitate reconnections.
  - Engage with entrenched rough sleepers to plan how to move them into accommodation and work with them to sustain this accommodation, engaging with partners to ensure a sustainable support plan is in place.
- 3.3 Feedback has identified that support from the outreach team should continue when an individual has been placed in short term accommodation such as backpackers accommodation. The proposal includes this element in the new service specification with the aim of reducing the number of people abandoning their accommodation by maintaining the relationship they have developed with the outreach team and ensuring that they are given the best chance of managing in accommodation and recovering from homelessness.
- 3.4 The revised service specification being proposed will also ensure a close link to expanded health services for rough sleepers such as the enhanced primary care service, the homeless community nursing team, the mental health homeless team and substance misuse services.
- 3.5 In summary, we propose to retender a revised specification which will include:
  - Assertive outreach shifts
  - Identification of No Second Night Out rough sleepers
  - Casework
  - Reconnections for those with no local connection
  - Joint work with health service providers
  - Managing SWEP
  - Sustaining into short term accommodation
- 3.6 The MHCLG funding is short term. The additional capacity this has provided has been a key factor in moving people off the streets quickly and reducing staff caseloads from over 40 per worker to an average of 20. This enables staff to understand their clients' needs and work on a personalised accommodation and support plan.

By mainstreaming this additional resource, we are ensuring the capacity of the service is maintained throughout the life of the contract. If we do not do this, the street outreach team reduces to a smaller service, which cannot make such an impact on rough sleeping.

- 3.14 It is proposed that the outreach service operate with an increased budget of £450,000.00 for a period of 5 years and will mainstream the additional posts which are currently funded from the Rough Sleeping Initiative (MHCLG) to maintain the current service capacity.
- 3.15 The street outreach team are key to the delivery of severe weather provision for rough sleepers (SWEP) because they notify rough sleepers that SWEP has been activated and have been part of the SWEP staffing team in previous years. We propose to tender the management of SWEP either as part of the outreach contract or at the same time to allow for the contract to be linked and ensure we have a provider in place to manage this service. The SWEP budget is currently £90,000 in total but was significantly overspent in 2018/19. Payments to providers for staffing are related to the number of nights open.

### 3.16 Timetable for Commissioning

Stakeholder Consultation	Completed
PAB	Completed
Housing Committee	November 2019
Tender Release	January 2020
Tender Award	March 2020
Contract Start Date	1 <sup>st</sup> October 2020

## 4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 This service could be run in house if office space and a management infrastructure was put in place. Should this be the preferred route, we would need to identify space for staff.
- 4.2 TUPE would apply to the existing staff delivering the service. We would require a management structure which is not currently in place. As this route has not been undertaken before in relation to a rough sleeping commissioned service, the timescale to put this in place are unknown at this time. The city would require a service to be in place by the 1st October 2020.
- 4.3 The potential cost for running this service in house is £0.798m per annum. This cost would be an annual cost. There is a small, one off IT and equipment cost of £3000 but the other costs are ongoing.

The costs of the in-house service are above those proposed for external tender due to the following key factors:

- The council pension employer contribution is significantly higher than the average external organisation. The council contribution is 17.3% compared to an average of 7% for the current external provider.
- The council support service costs are higher than an external organisation at 14% where an external organisation would be less than 10%.
- There is no current management structure in place for these services so the cost of bringing this service in house includes an element of additional senior management resource.

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

- 5.1 Interviews were held with 10 rough sleepers, an online survey was issued to stakeholders and there were various interviews with key professionals. The overall feedback was that the service is required to ensure that there is early engagement with rough sleepers and to signpost them to appropriate services.
- 5.2 In total 41 survey responses were received. 94% of respondents were from workers or volunteers of a service working with people rough sleeping. The following summarises the feedback and comments made;
- Services valued the assertive outreach approach, especially for the 'hard to engage', the fast response to queries, working well with partners, support being tailored and flexible for clients.
  - There were several comments about caseloads being too high and how lower caseloads would mean staff could be more effective.
  - Expanding weekend working was raised by a few respondents, plus suggestions for an A&E post, women's workers, and a social worker in the team.
  - Several respondents said that access to accommodation was essential.
- 5.3 Other suggestions for developing the service included joint outreach with mental health and substance misuse services and other organisations, developing better partnership working, joint working protocols between housing options and outreach, co-location in the council, reducing begging, better transitioning into accommodation, increased mental health provision, alternative accommodation offers that were not supported accommodation, and to speed up access to supported accommodation.
- 5.4 Out of the 41 responses, 2 were negative about the service and 1 of those said the service was not needed at all.

## **6. CONCLUSION**

- 6.1 The proposed budget for re-tender is £450,000.00 per annum. This is an increase of £125,000.00 on the outreach block contract. This amount has been reallocated into the tender from a reduction in the floating support retender which is in the commissioning budget. There is no proposed savings on this re-tender.

- 6.2 The additional funding ensures there is sufficient outreach capacity for shifts to cover the city and engage with rough sleepers in the city quickly to ensure that appropriate accommodation options are explored swiftly.

## **7. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

- 7.1 The Street Outreach Service for Rough Sleepers is within the Health & Adult Social Care – Housing Related Support budget. These services have an overall budget of £5.8m for 2019/20.

The proposed funding for this contract going forward has been increased in light of the increased demand.

Any funding for 2020/21 is subject to agreement at budget council.

The potential costs for running this service in house is detailed in paragraph 4.3. Further financial modelling would need to be carried out to ascertain the full financial impact from providing this contract in-house.

*Finance Officer Consulted: Sophie Warburton*

*Date: 16/10/2019*

### Legal Implications:

- 7.3 The services required fall with Schedule 3 of the Public Contract Regulations 2015 ( PCR) and 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 PCR. An Ojeu notice is currently required for services valued in excess of £615,278.00 Contractual terms and conditions will be published with the procurement documents and will address any TUPE issues and also issues relating to the indemnity provisions for delivery of the SWEP. The council’s Contract Standing Orders (CSOs) will also apply.

*Lawyer Consulted: Judith Fisher*

*24/10/2019*

### Equalities Implications:

- 7.4 The tender and modelling of services aims to tackle equalities issues. Homeless people and people rough sleeping are some of the most marginalised and excluded within our city and the aim of the service is to improve services for these people and enable them to achieve their aspirations and play an active part in their community.

### Sustainability Implications:

- 7.5 Workers will travel about the City using public transport or carbon neutral transport.

## **SUPPORTING DOCUMENTATION**

### **Background Documents**

1. National Rough Sleeping Strategy (2018)  
<https://www.gov.uk/government/publications/the-rough-sleeping-strategy>
2. Standards for Outreach Teams produced by Homeless Link



Outreach Standards  
- quick guide.pdf

### **Crime & Disorder Implications:**

- 7.6 An assertive outreach service ensures that people living on the streets are engaged with and their support and accommodation needs. This contributes to the response

### **Public Health Implications:**

- 7.7 An assertive outreach team manages the welfare and wellbeing of rough sleepers in the city, this approach ensures early identification of health and support needs and contributes to reducing health inequalities. Data from the Office of National Statistics; the mean age at death of homeless people was 44 years for men, 42 years for women and 44 years for all persons between 2013 and 2017; in comparison, in the general population of England and Wales in 2017, the mean age at death was 76 years for men and 81 years for women.

### **Corporate / Citywide Implications:**

- 7.8 Tackling rough sleeping is a citywide and corporate priority.

