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| Subject: | Winter Shelter Provision for Rough Sleepers | |
| Date of Meeting: | 13th February 2020 | |
| Report of: | Rob Persey, Executive Director of Health & Adult Social Care | |
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| Ward(s) affected: | All | |

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

- 1.1 This paper examines the financial and resource implications for expanding winter shelter provision for rough sleepers and single homeless people.
- 1.2 BHCC aims to ensure that no one has to sleep rough in the city and that rough sleepers are kept safe during in the winter months
- 1.3 The current provision ensures that, during the poorest weather, there are sufficient bed spaces to mean no-one should have to sleep rough in the city.
- 1.4 The proposed options would expand this provision and would meet gaps in service at weekends, and/or enable enhanced engagement by partners with rough sleepers or improve options for targeting hard to reach people.
- 1.5 This paper lays out two options for extended overnight provision for rough sleepers and details the actions, risks and barriers and funding required to progress these options.
- 1.6 There is currently a budget of £90,000 per annum for SWEP provision, this budget was overspent by around £20,000 in 2018/19.
- 1.7 At present the Severe Weather Emergency Protocol has capacity for at least 35 rough sleepers and on average 26 people attend each night.

2. RECOMMENDATIONS:

- 2.1 The Committee is requested to note the two options identified by officers and the associated benefits, costs, risks and barriers and to advise officers if they wish to pursue either or both of these options.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 Brighton & Hove City Council (BHCC) currently commissions a range of accommodation provision for rough sleepers and single homeless people offering both short term (hub) and longer term accommodation options. The vast majority of this provision operates year round, and includes;
- Supported accommodation for adults and young people.
 - Somewhere Safe to Stay – offering short term accommodation to those at high risk of rough sleeping while a solution to their homelessness is found. (Funded by MHCLG)
 - No Second Night Out Hub – offering short term accommodation to those new to the street or new to rough sleeping while a solution to their homelessness is found. (Part funded by MHCLG).
 - 365 Nightshelter – offering 15 beds in shelter type accommodation to rough sleepers. (Funded for 2 years from November 2019)
 - In addition to the above where a rough sleeper or single homeless person meets the thresholds for a statutory duty they may be offered accommodation in emergency provision (bed and breakfast) whilst the duty to them is explored.
- 3.2 BHCC funds or facilitates the funding of a total of 732 bed spaces in the city for single homeless people and rough sleepers
- 446 units of supported accommodation for adults
 - 143 units of young peoples supported accommodation
 - 60 units of mental health supported accommodation
 - 54 short term shelter type accommodation spaces
 - 29 supported accommodation units opening between January & March 2020
- 3.3 A significant proportion of the services offered for rough sleepers are funded by grant or temporary funding streams which poses a risk to the council. In 2019/20 the council received £1,817,640 in grant funding from the Ministry of Housing, Communities & Local Government. This funding paid for Somewhere Safe to Stay and part funded No Second Night Out which amounts to 39 of the 54 short stay accommodation spaces in the city. The funding also provided additional outreach staff for rough sleepers, 20 units of supported accommodation, a support worker in emergency accommodation and the Navigator's team of specialist staff supporting rough sleepers. No funding has yet been confirmed for 2020/21.
- 3.4 In addition to this St Patricks 365 Nightshelter accommodating 15 people and supported accommodation service for 29 people is subject to temporary funding with the Nightshelter funded until November 2020 and the supported accommodation until November 2021.

Current Rough Sleeping Position in Brighton & Hove

- 3.5 The city continues to see high numbers of rough sleepers despite existing provision. In total over 876 people were found rough sleeping over the last two years. Of these 380 were only found rough sleeping once. This is due in part to

the highly transient nature of rough sleeping, some will stay temporarily in the city and move on while others have been supported away from the streets by the street outreach team.

- 3.6 Many of those arriving on the streets of the city have no local connection. Of those whose local connection was known 51% had no local connection to the city. Of those with no local connection to the city 19% had a local connection to a neighbouring authority (East & West Sussex, Worthing, Eastbourne & Hastings).
- 3.7 Following the enactment of the Homelessness Reduction Act 2017 rough sleeping in an area for six months provides a person with a local connection to the area. Once someone has a local connection to Brighton & Hove any statutory duty to prevent or relieve their homelessness would sit with Brighton & Hove City Council (BHCC).
- 3.8 There are several reconnection services currently commissioned in city, these include a dedicated worker within the Street Outreach Services (though all workers support reconnection), No Second Night Out, and Somewhere Safe to Stay.

Severe Weather Provision

- 3.9 Brighton & Hove City Council provides shelter in severe weather for rough sleepers. Brighton & Hove's Severe Weather Protocol (SWEP) aims to prevent loss of life through the provision of emergency shelter in instances of severe weather. The service offers shelter to all rough sleepers including those to whom there is no statutory duty and those who do not have access to local accommodation services.
- 3.10 BHCC aims to ensure that people who are vulnerable are protected and provided for during the winter cold season and when extreme weather can threaten some people's safety and wellbeing. Within its powers as a local authority and within guidance set out by Homeless Link (a national membership charity for homelessness and supported housing organisations and local authorities) the council ensures there is available emergency accommodation for people who are rough sleeping in the city and who may be affected by severe weather.
- 3.11 The Ministry of Housing, Communities and Local Government (MHCLG) advise that SWEPs should be activated, at a minimum, by a weather forecast predicting three consecutive nights, or more, of a temperature of zero degrees Celsius or lower. Brighton & Hove's provision exceeds this guidance and currently opens on a forecast of one night at 'feels like' 0 degrees and on an amber weather warning.
- 3.12 SWEP provision in 2019/20 is being delivered in collaboration with both the council, Brighton Housing Trust and Brighton YMCA. The main venue for SWEP is Brighton Town Hall and this is staffed and managed by Brighton Housing Trust. There have been times when due to existing bookings at the venue, SWEP has needed to move temporarily to the Customer Service Centre at Bartholomew House.

- 3.13 In addition to the main venue at Brighton Town Hall which can accommodate 14 rough sleepers the service also utilises communal areas in supported accommodation services at William Collier House, New Steine Mews and George Williams Mews.
- 3.14 The SWEP service when in operation is open from 7pm to 7am and offers a safe warm place to sleep and food and drink. The service is staffed by council and BHT staff who work in day services across the city and by security staff overnight. The service also utilises volunteers in the evenings and to provide food.
- 3.15 The SWEP service is supported by St Mungos who operate street shifts to inform rough sleepers of the provision when it is open. This is backed up by charities, organisations and individuals across the city who let rough sleepers know the provision is open.
- 3.16 Between 8th November 2019 and 3rd January 2020 SWEP has been open on 19 nights. 125 different people have accessed the service in this time and 488 bed spaces have been provided. On average 26 people per night have accessed the service. .
- 3.17 There is currently a budget of £90,000 per annum for SWEP provision, this budget was overspent by around £20,000 in 2018/19. The costs of SWEP have increased significantly since the provision moved from First Base Day Centre (currently being used as the NSNO Hub). In 2018/19 the main SWEP venue was moved to a leased building and provision was run by the council utilising council staff, security and volunteers. In 2019/20 the provision was moved to Brighton Town Hall and three smaller venues.
- 3.18 A retainer is currently paid for staff within the main venue throughout the winter. The cost of this retainer to the council is £30.41 per night (for two staff). The staff rota and payment is managed by BHT. This retainer is not paid if the staff member is called to work SWEP. The cost of this is around £912.00 per month if SWEP does not activate.

Options for Extended Winter Provision

- 3.19 Two options for the provision of extended winter services to address issues arising as a result of increasingly unpredictable weather events and a lack of weekend services are detailed below. The first is the introduction of a weekend winter shelter and the second is the lowering of the trigger for SWEP opening. Members may wish to consider taking forward more than one option. A third option for a winter shelter for all rough sleepers is detailed in section 4. However, as outlined in Financial Implications (para 7.1) there is currently no funding identified for either of these options. As outlined in para 5.2 we would propose to consult with Police, Health and other statutory and non-statutory partners on any proposed expansion of direct access night shelter provision.

Option 1 – Weekend opening of Winter Provision

3.20 It has been identified that the weather has become increasingly unpredictable and that provision of day centres and services for rough sleepers at the weekend are limited. In response to these concerns Option 1 is to operate a shelter for all rough sleepers each weekend (Saturday & Sunday night) until 31st March 2020. This provision could be run in conjunction with the current SWEP provision and potentially utilise existing venues. This provision would operate 7pm to 7am. If agreed this provision could be in place by the end of January 2020.

3.21 The cost of a weekend winter provision would be approximately;

| Provision: | Cost per night : | Number of Nights | Total: |
|---|---|--------------------------------|----------------|
| Nightly cost main venue | £748 (2 evening staff, co-ordinator, on call manager, 3 security staff, food, drinks, equipment) | 18 (from 31 st Jan) | £13,464 |
| Nightly cost overspill venues | £540 (3 Security Staff for 12 hours) | 18 | £9,720 |
| Additional experienced staffing if required – dependent on number of nights in a row service is open. | £100 (when needed to cover existing co-ordinator) | 7 (estimate) | £700 |
| Overspill venues / food / drinks / equipment / transport / cleaning | £70 | 18 | £1,260 |
| Venue cleaning (main venue) | £40 | 18 | £720 |
| Total: | £1,498 | | £25,864 |

3.22 There are some potential barriers and risks to weekend opening which would need to be addressed.

| Risk / Barrier: | Mitigation: |
|--|--|
| Accommodation: | |
| Brighton Town Hall is a council operational building that is able to be utilised in part as a temporary shelter space. It has no planning permission for longer term use for overnight residential use which could require a change of use | Planning have confirmed that the proposed weekend opening would not introduce a use which would have a significant impact on the character and amenity of the immediate surroundings compared to the existing use of the Brighton Town Hall or conflict with planning policies and therefore would not constitute a material change of use requiring planning permission. This advice is based on the fact that the either scenario of weekend only use or a combination of week nights and weekend use would be temporary and would not be extended |

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| | beyond March 2020 and would be limited to 15 people at any one time. If extended beyond March 2020 planning permission would need to be sought. | |
| <p>The current overspill venues are communal areas in supported accommodation services, these areas are used as dining rooms and activities spaces for the residents, they hold meetings, run courses and operate activities. SWEP has a significant impact on the service and its residents so any increase in opening will need to be negotiated with the accommodation providers.</p> <p>BHCC New Steine Mews has significant concerns about the impact, which are detailed below:</p> <ul style="list-style-type: none"> • In past years New Steine Mews has only operated SWEP as a backup and was utilised around 10 times per year. With the lack of premises this year New Steine Mews has already been used 21 times since October. • No access to the dining room or kitchen for residents past 7.30pm. • No access to the communal computer after 7.30pm • Impact on staff handover due to the need to support SWEP closing in the mornings and opening in the evenings. • Possible impact on on-call managers should incidents occur in SWEP • Impact on evening staff inducting SWEP night security staff. • Noise and disruption to current residents from the SWEP service. | <p>Negotiation with accommodation providers on use of buildings for weekends and how we can mitigate the impact on residents has commenced. This will result in additional costs for cleaning and building wear and tear.</p> <p>Brighton YMCA has agreed to offer the space for weekend operation at George Williams Mews and is willing to trial the use of William Collier House for two weeks. New Steine Mews has significant concerns which still need addressing</p> <p>If current accommodation providers are unable to accommodate weekend use because of the impact on residents receiving support or because of building related issues then an alternative building / buildings will need to be identified.</p> | |
| Staffing | Staffing rotas are currently based on emergency provision and the service is staffed by those who work during the day. There is a risk that staff would wish to alter their availability on the staffing rota if weekend opening is | Staffing rotas would need to be reissued to staff to allow them to decide if they still wished to commit to weekend shifts if opening was not on an emergency basis. |

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| guaranteed. There would also be an additional need to carefully monitor staff hours to ensure that there was not a breach of the European Working Time Directives and the impact on the health and welfare of staff. | |
| When SWEP is open for severe weather this impacts on staffing in day services, the street outreach team concentrates its work on informing rough sleepers of the opening of the provision and the responsibilities of those working SWEP are scaled back. This is managed on a temporary basis but the impact would increase with increased opening times. | The impact on services would need to be monitored closely and additional resource identified if increased opening impacted negatively on sustainable accommodation outcomes for rough sleepers. Additional Street Outreach Workers have an annual cost of approximately £44,880. |
| The SWEP service in its current Town Hall venue with the overspill venues has limited capacity (38 spaces) with contingencies for an extra 6 - 8 people in an emergency. SWEP has never exceeded this number and we do not anticipate it doing so under the current model however weekend opening could see increased numbers of rough sleepers coming into the city to access the service. Increased numbers of people without a local connection may have a negative impact on reconnection work. The staffing is predicated on 51% of people rough sleeping in city being non locally connected. If this increases our current reconnection resource may be inadequate. | Numbers accessing the service are monitored closely and should numbers rise an additional venue and the costs to staff this would need to be identified. We are currently liaising with statutory and non-statutory partners to assess any impact on their service; police, health, adult social care and day centres. Contact has been made with a number of church halls and venues but so far none have been able to offer a weekend space. Additional Reconnection workers have an approximate annual cost £44,880. The cost of relocating an individual varies but on average £150 per person to meet travel and resettlement costs is required. |

Option 2 – Lowering the trigger for SWEP

- 3.23 It has been identified that the weather has become increasingly unpredictable, including increased rainfall in winter months. In response to these concerns Option 2 is to lower the trigger for SWEP. This provision could utilise existing venues. This provision would operate 7pm to 7am on any day across the week that the trigger was met. If agreed this provision could be in place by the end of January 2020.
- 3.24 Proposed revised trigger; Yellow weather warning (not including fog)as per the Met Office Risk Matrix and once enacted SWEP will remain in effect for at least 2 consecutive nights regardless of trigger being reached on the second night (currently only one night).

| Provision: | Cost per night : | Number of Nights | Total: |
|------------|------------------|------------------|--------|
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|---|---|--------------------------------|----------------|
| Nightly cost main venue | £748 (2 evening staff, co-ordinator, on call manager, 3 security staff, food, drinks, equipment) | 18 (from 31 st Jan) | £13,464 |
| Nightly cost overspill venues | £540 (3 Security Staff for 12 hours) | 18 | £9,720 |
| Additional experienced staffing if required – dependent on number of nights in a row service is open. | £100 (when needed to cover existing co-ordinator) | 7 (estimate) | £700 |
| Overspill venues / food / drinks / equipment / transport / cleaning | £70 | 18 | £1,260 |
| Venue cleaning (main venue) | £40 | 18 | £720 |
| Total: | £1,498 | | £25,864 |

3.22 There are some potential barriers and risks to lowering the trigger and the resulting increased opening that would need to be addressed.

| Risk / Barrier: | Mitigation: |
|---|--|
| Accommodation: | |
| The current overspill venues are communal areas in supported accommodation services, these areas are used as dining rooms and activities spaces for the residents, they hold meetings, run courses and operate activities. SWEP has a significant impact on the service and its residents so any increase in opening will need to be negotiated with the accommodation providers. | <p>Negotiation is taking place with accommodation providers on use of buildings for additional opening and how we can mitigate the impact on residents. This may result in additional costs for cleaning and building wear and tear.</p> <p>Accommodation providers are willing to work with the council to deliver SWEP on yellow warnings while monitoring the impact on residents.</p> <p>If current accommodation providers are unable to accommodate additional opening because of the impact on residents receiving support then an alternative building / buildings will need to be identified.</p> |
| Staffing | |
| Staffing rotas are currently based on emergency provision and the service is staffed by those who work during the day. There is a risk that staff would wish to alter their availability on the staffing rota if increased opening is likely. | Staffing rotas would need to be reissued to staff to allow them to decide if they still wished to commit to shifts if opening was not on the original trigger. |

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| <p>When SWEP is open for severe weather this impacts on staffing in day services, the street outreach team concentrates its work on informing rough sleepers of the opening of the provision and the responsibilities of those working SWEP are scaled back. This is managed on a temporary basis but the impact would increase with increased opening times.</p> | <p>The impact on services would need to be monitored closely and additional resource identified if increased opening impacted negatively on sustainable accommodation outcomes for rough sleepers.</p> <p>Additional Street Outreach Workers have an annual cost of approximately £44,880.</p> |
| <p>The SWEP service in its current Town Hall venue with the overspill venues has limited capacity (38 spaces) with contingencies for an extra 6 - 8 people. SWEP has never exceeded this number and we do not anticipate it doing so under the current model however weekend opening could see increased numbers of rough sleepers coming into the city to access the service.</p> | <p>Numbers accessing the service are monitored closely and should numbers rise an additional venue and the costs to staff this would need to be identified.</p> <p>Additional Reconnection workers have an annual cost £44,880. The cost of relocating an individual varies but on average £150 per person to meet travel and resettlement costs is required.</p> |

- 3.23** If Option 1 and Option 2 were both approved there would be an increased impact of all of the elements above with opening likely to be for between two to six nights a week. This would result in significant additional impact on costs, staffing and wear and tear on the buildings being used for accommodation.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

Option 3 - Provision for all Rough Sleepers Seven Days a Week

- 4.1 The third option is a shelter for all rough sleepers which could be operated over the winter period or 365 days a year. This overnight shelter would offer a safe and warm place to sleep with food and drink available. Allowing all rough sleepers within the city a safe place to sleep from 7pm to 7am every night of the week.
- 4.2 This provision could not be run in conjunction with current SWEP provision or within the current venues and would require a dedicated venue and a dedicated staffing team. SWEP would still need to operate on a small scale to pick up anyone excluded or unwilling to access the shelter in severe weather.
- 4.3 The cost of provision for all rough sleepers is estimated below, however this is an indicative figure because venue costs are unknown at this stage and cannot be included. Building costs would include rent, rates, utilities bills, insurance and cleaning. Funding for this service has not been identified.
- 4.4 The following calculations are based on two different models and on two different client capacities. At the current time we are averaging 26 rough sleepers per

night in SWEP but a total of 125 different people have accessed since November so costs are based on accommodation for a capacity of 30 or a capacity of 90 people.

The first costing is for a shelter service only with no meaningful support to engage the users in resolving their homelessness or support to access services.

| | Costs per month: Emergency Nightshelter model 7pm to 7am 7 days a week capacity 30 | Costs per month: Emergency Nightshelter model 7pm to 7am 7 days a week capacity 90 |
|---------------------------------------|---|---|
| Team Leader/Manager | £2,850 pcm | £2,850 pcm |
| On call provision | £912 pcm | £912 pcm |
| Security 7pm to 7am | £10,950 | £16,425 |
| Evening Staff 7pm to 10pm | £1,941 pcm for two staff each shift | £2,912 pcm for three staff each shift |
| Community volunteers 7pm to 10pm | £275 Expenses (travel) for two volunteers each shift | £411 Expenses (travel) for three volunteers each shift |
| Total costs per calendar month | £16,928 | £23,510 |

The second costing is for an enhanced model with trained staff able to offer direct support around ending people's homelessness and ensuring they were effectively linked in with services.

| | Costs per month: Supported shelter model 7pm to 7am 7 days a week capacity 30 | Costs per month: Supported shelter model 7pm to 7am 7 days a week capacity 90 |
|--|---|---|
| Team Leader/Manager | £2,850 pcm | £2,850 pcm |
| On call provision | £912 pcm | £912 pcm |
| Security 7pm to 7am | £10,950 | £16,425 |
| Evening Staff 7pm to 10pm | £1,941 pcm for two staff each shift | £2,912 pcm for three staff each shift |
| Community volunteers 7pm to 10pm | £275 Expenses (travel) for two volunteers each shift | £411 Expenses (travel) for three volunteers each shift |
| Assessment and reconnection staff (working across the seven days and across the shelter and during the day to connect) | £4,750 pcm for two FTE staff with a minimum of one staff member at the Nightshelter every night | £7,125 pcm for three FTE staff with a minimum of two staff member at the Nightshelter every night |

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| with services) | | |
| Total costs per calendar month | £21,678 | £30,635 |

Additional running costs applicable to all models:

| | Cost per calendar month |
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| Absence cover | £978 |
| Disclosure and barring service checks and updates | £10 |
| Staff training | £200 |
| Human Resources, payroll, finance, IT support, corporate management and governance | £1,430 |
| Staff travel (severe weather etc) | £152 |
| Mobile telephones (4 telephones with data) | £80 |
| Food, tea, coffee (@£3 per person per night) | £2,737 - £8,212 |
| Sleeping mats and bags (inc replacing 50% each month at £25) | £437 - £1,312 |
| Toiletries – towels, razors, sanitary products etc. (@ .75 per person per night) | £685 - £2,053 |
| Laundry including towels and half of the sleeping bags twice a month @ £3.50 | £114 - £342 |
| Health and Safety including PPE, body fluid kits, first aid etc. | £150 |
| Reconnection costs for clients | £1,800 - £3,600 |
| Total | £8,773 – £18,519 |

4.5 The total cost for the winter shelter options not including accommodation costs and based on £8,773 running costs are as follows:

- Basic shelter provision for 30 people £25,701 per calendar month, £51,402 from 1 February to end March 2020 or £308,412 per annum
- Basic shelter provision for 90 people £34,083 per calendar month, £68,166 from 1 February to end March 2020 or £408,996 per annum.
- Enhanced shelter provision for 30 people £30,451 per calendar month, £60,902 from 1 February to end March 2020 or £365,412 per annum
- Enhanced shelter provision for 90 people £41,208 per calendar month, £82,416 from 1 February to end March 2020 or £494,496 per annum.

4.6 There are a number of potential risks and barriers to the setting up of a shelter for all rough sleepers in the city to run seven days a week which are detailed below:

| Risk / Barrier: | Mitigation: |
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| Accommodation: | |
| Brighton Town Hall is an operational building that does not have planning permission to offer a non- emergency shelter and change of use for a | Planning have confirmed that the current site at Brighton Town Hall could not be used for a shelter and an alternative venue would need to be located. |

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| <p>residential service provision for overnight sleeping. It does not offer sufficient space or facilities, and enhanced fire and health and safety measures.</p> <p>The current space does not offer women only space, or sufficient kitchen, toilet or shower facilities for anything more than emergency use</p> | |
| <p>Overspill venues in supported accommodation cannot be utilised due to existing use by residents.</p> | <p>As above an alternative venue would need to be sourced which could provide sufficient space for all rough sleepers in the city.</p> |
| <p>Officers in the city council have been searching for SWEP / Nightshelter venue for the last three years and have been unsuccessful in sourcing an appropriate building on anything more than a temporary basis.</p> | <p>Identify dedicated resource within the council to search for a building, negotiate lease terms and consult with the community. An estimate of £10,000.00 has been made for this resource and the community impact work detailed below.</p> |
| <p>New services being set up in the city for homeless people with complex needs have faced significant community opposition.</p> | <p>An impact assessment would need to be undertaken on any property identified to assess its suitability as a shelter and the possible impact on the community. Community consultation would need to take place prior to an agreement being signed on the premises.</p> |
| Staffing: | |
| <p>A dedicated staffing and management team would need to be recruited and an on call management system put in place. If there was an increase in use we may need to revise our predicted staffing above and recruit additional staff.</p> | <p>There are two options for the provision – the first is that a council employs an experienced service manager to recruit and train staff and volunteers and run the service or a competitive tender is undertaken for a provider with relevant experience to run the service and recruit and train staff. This would need to have flexibility to increase staffing if that became necessary.</p> |
| Service Capacity: | |
| <p>The number of rough sleepers likely to access the service per night is unknown. SWEP provision can attract up to 35 people on one night but 90 different people accessed in December 2019.</p> | <p>We would need to ensure the identified venue had sufficient space to accommodate all rough sleepers safely (health & safety issues) and that staffing levels were sufficient to deal with the numbers accessing and an anticipated rise in</p> |

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| Future demand for this service is unknown and the provision of a 7 day a week service that is open access could significantly increase demand. | numbers once the service is widely known about. |
| There is the potential for people to come in from neighbouring local authorities which do not provide a similar or any access to a Nightshelter. This is likely to have an impact on the number of rough sleepers in the provision. | We would need to ensure the identified venue had sufficient space to accommodate all rough sleepers safely and that staffing levels were sufficient to deal with the numbers accessing and an anticipated rise in numbers once the service is widely known about. |
| Possibility that overtime the service reaches venue capacity and has to turn away rough sleepers. | SWEP service will continue to operate in severe weather for anyone unable to access the shelter. |
| If we attract people in from out of area but do not have capacity for the increased demand we could increase our overall number of rough sleepers in city and our Street Outreach Service and Reconnections services would be unable to work effectively with the increased demand for their service. | We may need to look at increasing the size of the Street Outreach Service to meet increased demand; but this is not within current budget. Additional Reconnection workers and/or Street Outreach Workers have an annual cost £44,880. The cost of relocating an individual varies but on average £150 per person to meet travel and resettlement costs is required. |
| Impact on the Community: | |
| There is the potential for people to come in from neighbouring local authorities to access a Nightshelter. This may impact on the number of rough sleepers on the streets of the city in the daytime and the number of rough sleepers who remain in the city and on the streets if the shelter closed after the winter. | The rough sleeper team will continue to work with rough sleepers to find solutions to their rough sleeping. |
| There is a potential impact on the local community from large numbers of rough sleepers queueing outside the provision prior to opening and leaving in the morning. There is the potential for anti-social behaviour in the local area. | Community engagement prior to the service commencing and while it is in operation will be key. Prior to any proposed new service provision, the council would engage with the Police, Health and other statutory and non-statutory stakeholders. The service will need to maintain regular communication with Sussex Police and The Safer Communities Team. |
| Impact on Rough Sleeping: | |
| There is the potential for people to come in from neighbouring local authorities to access a winter Nightshelter. This may impact on the number of rough sleepers | This will be difficult to mitigate against people from neighbouring authorities already come to Brighton & Hove. The street outreach team and staff within the enhanced shelter model will work |

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| on the streets of the city in the daytime. This may place an unsustainable burden on our Street Outreach Service and other services in the city. | to reconnect people back to their area of origin. |
| Those who access the shelter who do not have a local connection will gain a local connection if they remain in the city for 6 months putting additional pressure on local services. | The shelter could include dedicated reconnection and move on staff who will work with individuals to find sustainable solutions for their homelessness (see costings for the enhanced service). However with guaranteed accommodation rough sleepers may choose not to engage with support to reconnect. |
| There is the potential for people to come in from neighbouring local authorities to access a Nightshelter. This may impact on the numbers of people with complex health needs needing access to health and mental health services, A&E and hospital. | We will consult with partners and ensure we are monitoring any impact on health services and other agencies. |
| Safety Considerations: | |
| <p>Shelter provision offers a shared eating and sleeping space for multiple people. Staff in SWEP will manage some difficult situations however challenging behaviour and the breakdown of relationships between users is rare. It is exceptionally rare that someone is excluded from the service for more than a few hours or one night.</p> <p>Experience of Nightshelter provision has shown that the longer people share a small space the more issues arise with behaviour and interpersonal relationships. A shelter service which operates on an ongoing basis even with experienced staff in place will see some issues with behaviour and relationships and an increased number of exclusions.</p> | <p>An experienced and consistent staffing team will need to be employed to ensure a safe service for both users and staff.</p> <p>Additional space in the venue will be needed to allow for separate sleeping spaces for vulnerable people or those who struggle in busy environments along with some quiet spaces.</p> <p>SWEP provision (provided in addition to the 7 day a week Nightshelter service) will continue to ensure that those who are excluded and those who do not wish to access a large shelter have somewhere to go in severe weather.</p> |

- 4.7 Any shelter provision would take approximately at least 8 weeks to mobilise once a building had been identified and community consultation had been undertaken. Lease negotiations and repair work could make this timescale significantly longer. This may mean that the service would be unable to open before the end of March 2020.
- 4.8 The financial position cannot be accurately assessed at this time as we have not located a building.

Other models of accommodation

- 4.9 Other models of accommodation could be considered as an alternative to shelter provision.
- 4.10 Block booked emergency accommodation or B&B placements: SWEP provision could be provided as individual placements in B&B accommodation at an approximate average cost of £50 per night per room. The SWEP budget of £90,000.00 would pay for 1800 bed spaces in accommodation over the winter. This would equate to 30 people being accommodated under SWEP for 60 nights.
- 4.11 This model would need detailed investigation factors to be considered would be;
- How would we source B&B accommodation at short notice when SWEP was activated and guarantee enough bed spaces were available for everyone who attended.
 - Staffing would still be needed to co-ordinate the service and place rough sleepers in accommodation. This cost would be additional.
 - How would we support rough sleepers with complex support needs including substance misuse in unsupported B&B accommodation?
 - Would a landlord be willing to offer accommodation to rough sleepers with complex needs.
 - Would the lack of support risk rough sleepers being evicted onto the streets in extreme weather.
- 4.12 Shelter provision for all rough sleepers could also be provided in B&B accommodation. This model would require a number of B&B's with support staff in place. The benefit of this model would be that housing benefit could be generated on the rooms supporting the costs of leasing the building. Again there are a number of factors to be considered.
- Multiple buildings would need to be identified and leased with community consultation taking place for each location.
 - Rough sleepers accommodated may be reluctant to move on from the service meaning the accommodation would quickly become full.
 - Each location would need staffing which could potentially increase the cost of the shelter substantially even with housing benefit revenue.
- 4.13 The final option is to take no action and to continue with the current Nightshelter and Hub provision and the existing SWEP service for severe weather. This option would have no additional financial or staffing implications

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 If a venue was required for a shelter extensive community consultation will need to take place to ensure that the community is aware of the proposals and able to feedback on them prior to a decision being taken on the use of the location.
- 5.2 All options will need be discussed with Sussex Police, Health partners and other key stakeholders.

- 5.3 Any potential location would need to be discussed with Sussex Police, the Safer Communities Team and Ward Councillors.
- 5.4 If a winter shelter was identified as an option consultation with Rough Sleepers would need to take place around what they would like to see within a service, how they would wish to see it operate and what would help them feel safe. This is particularly important for those groups who may choose not to access a shelter service such as women or those from the LGBTQ community.

6. CONCLUSION

- 6.1 BHCC aims to ensure that no one has to sleep rough in the city and that rough sleepers are kept safe during in the winter months. This paper lays out two options for consideration which offer increased shelter over the winter period for rough sleepers.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The Winter Night Shelter provision is within the Health & Adult Social Care Housing Related Support budget of which the forecast expenditure is in line with the approved budget. There is no funding for either options 1 2 or 3 outlined in the main body of the report. Additional funding will be required if either of these options are chosen.
- 7.2 Depending on the type of support, the additional cost for February to March 2020 will be between £0.027m and £0.077m plus potential additional accommodation costs. As stated in the body of the report, the service would increase the supported accommodation capacity by up to 90 beds.

Finance Officer Consulted: Sophie Warburton

Date: 02/01/2020

7.3 Legal Implications

7.2.1 In the event of a requirement to procure services to implement options identified by the Committee the Council's Contract Standing Orders will apply.

7.2.2 The Public Contracts Regulations 2015 apply to the procurement and award of contracts above the relevant financial thresholds for services, supplies and works. The Government has made two Statutory Instruments the Public Procurement (Amendment etc.) (EU Exit) Regulations 2019 and the Public Procurement (Amendment etc.) (EU Exit) (No. 2) Regulations 2019. These Regulations will amend UK procurement law to ensure that it continues to operate effectively in the period after exit day. Any on going procurements at exit day will continue to be subject to the rules current at the date on which the procurement procedure was commenced.

7.2.3 There will be considerable health and safety considerations. Rough sleepers have higher rates of mental and physical ill health when compared to the wider population. These enhanced needs will need to be considered in service provision.

7.2.4 The potential for people to develop a local connection under homelessness legislation whilst accommodated in any enhanced offer or while rough sleeping in city in expectation of accessing the enhanced offer could place other services under pressure; particularly emergency and temporary accommodation which is already under significant budget pressure.

7.2.5 There has been ongoing and continuous legal challenges relating to the provision of emergency and temporary accommodation and adult social care services. If an increased number of people develop a local connection to the city this is likely to increase and will represent a further additional budget pressure for Housing, Legal, and Health & Adult Social Care.

7.2.6 The current welfare first approach to people rough sleeping in city and particularly to those in unauthorised encampments is dependent on access to accommodation and reconnection options. If there is increased demand these routes off the street will become harder to access and will result in people rough sleeping or being accommodated for longer periods in Nightshelter accommodation unsuitable for long stays.

Lawyer Consulted:

Name Judith Fisher

Date: 30/12/19

Equalities Implications:

- 7.4 An Equalities Impact Assessment would be need to be carried out if the option of winter shelter provision was agreed to ensure that the service is accessible to all.
- 7.5 An assessment would need to be undertaken on the possible impact of the service on the local community once a potential location had been identified.

Sustainability Implications:

- 7.6 This service would aim to make use of sustainable materials and support staff to utilise public transport where possible.

Brexit Implications:

- 7.7 We do not foresee any Brexit implications.

Any Other Significant Implications:

- 7.7 There is the potential for a number of significant implications from all options, most particularly the option of a winter shelter , which are detailed in the report these include
- Potential for the service to attract rough sleepers into the city increasing the numbers of rough sleepers on the streets in the daytime and after the service closes at the end of March
 - Potential for increased arrivals in the city impacting on A&E and homeless health services
 - Potential for rough sleepers remaining in the city for 6 months and gaining a local connection putting further pressure in local accommodation.
 - Potential for community impact depending on where the service is located in the city.
- 7.8 The CCG have provided the following feedback on the potential benefits and risks of the options within this paper:

| Option | Identified risk and Impact on health |
|---|--|
| Option 1: Weekend opening hours | <ul style="list-style-type: none"> • Increased service provision could reduce weekend demand on A&E and urgent care services • Could increase demand on primary /community services |
| Option 2: Lowering the trigger for SWEP | <ul style="list-style-type: none"> • Earlier access to shelter could reduce demand on A&E and urgent care services |
| Option 3: overnight shelter (7am-7pm) over full winter period | <ul style="list-style-type: none"> • Risk : An increase in cities homeless /Rough sleeping population (people coming in from neighbouring LA to access night shelters) – <p>Impact:</p> <ul style="list-style-type: none"> • Any increase in population will have significant impact on health services. Increasing demand on acute, emergency, primary and community care services. |

Crime & Disorder Implications:

- 7.9 Both the Safer Communities Team and Sussex Police have been asked to comment on the proposals for shelter provision. The Safer Communities Team commented that offering shelter overnight was beneficial for the individual and the city, however they also identified an number of factors which would need to be planned for and mitigated by the service these included;

- People congregating prior to the shelter opening
- People who can't get in but then loiter in the area
- People evicted or asked to leave then causing a disturbance outside
- People using drugs or alcohol in the vicinity before they enter the service

The Safer Communities Team would expect those running the service to take appropriate action to tackle anti social behaviour and to work closely with them and Sussex Police.

Public Health Implications:

- 7.10 We would expect any service offering over night shelter to rough sleepers to have a positive benefit on their health and wellbeing. Staff would receive appropriate training to ensure that they are able to link rough sleepers into health and wellbeing services.

Corporate / Citywide Implications:

- 7.11 The proposal of increased shelter provision supports the cities aims to improve the lives of rough sleepers and end the need to rough sleep in the city.

SUPPORTING DOCUMENTATION

Appendices:

1. None

Background Documents

1. None

