



EAST STAFFORDSHIRE BOROUGH COUNCIL

REPORT COVER SHEET

Title of Report:	Procurement of a Rough Sleepers Outreach Service
Meeting of:	Cabinet
Date:	13 th June 2016
Is this an Executive Decision:	Yes
Is this a Key Decision:	Yes
Is the Report Confidential:	No
If so, please state relevant paragraph from Schedule 12A LGA 1972:	
<p>Essential Signatories:</p> <p>ALL REPORTS MUST BE IN THE NAME OF A HEAD OF SERVICE</p> <p>Monitoring Officer: Angela Wakefield</p> <p>Date Signature</p> <p>Chief Finance Officer: Sal Khan</p> <p>Date Signature</p>	

EAST STAFFORDSHIRE BOROUGH COUNCIL

Report to Cabinet

Date: 13th June 2016

REPORT TITLE: Procurement of a Rough Sleepers Outreach Service

PORTFOLIO: Enterprise and Environment

HEAD OF SERVICE: Paul Costiff

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WARD(S) AFFECTED: None-specific

1. Purpose of the Report

1.1 To set out a detailed business case for the procurement of a Rough Sleepers Outreach Service utilising S106 commuted sums that have been collected to alleviate housing need. The Rough Sleepers Outreach Service will work to minimise the amount of rough sleepers and reduce the associated harms by providing personal support.

2. Executive Summary

2.1 The Council currently holds £1,028,511 in S106 commuted sums which have been paid in lieu of affordable housing (see Appendix 1). At the Cabinet Meeting on 14 March 2016 it was agreed that the proposal to procure a Rough Sleepers Outreach Service is one of three programmes to be taken forward for consideration as a source of S106 expenditure where this is permitted by the specific terms of the agreement.

2.2 A Rough Sleepers Outreach Service will provide the following services:

- 2.2.1 Sweep for rough sleepers and respond proactively to reports of rough sleeping.
- 2.2.2 Provide practical support to secure suitable accommodation.
- 2.2.3 Work towards a bespoke solution for complex and entrenched rough sleepers.
- 2.2.4 Monitor the health of rough sleepers and intervene where necessary.
- 2.2.5 Collaborate closely with local homelessness services.
- 2.2.6 Act as a local source of intelligence on the scale and nature of rough sleeping locally.

3. **Background**

3.1 A rough sleeper is someone who has 'bedded down' (or who is sitting or standing near their bedding) in the open air or in a structure not designed for residential occupation¹. This will include people in derelict buildings or living in a tent (not on campsites or on organised protests). The DCLG collect a snapshot of the number of people sleeping rough in local authority areas on a given night each year². Our estimate is based on the data held by Housing Options and our voluntary partners.

3.2 Figure 1: DCLG Rough Sleeping Figures for ESBC

15 Nov 2011	19 Nov 12	14 Nov 13	18 Nov 14	12 Nov 2015
4	7	2	3	7

3.3 From 1 January 2015 until 31 March 2016 the Council benefited from a Rough Sleeper Outreach Service funded by the 'Homeless Transition Fund' on the strength of a bid which the Council supported. As a result we have stronger data set to refer to over this period.

3.4 Figure 2: Rough Sleeper Outreach Service Returns

2015	Referrals:	Clients Contacted:	Of which entrenched ³ :
Q1	21	7	2
Q2	13	7	2

¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6009/1713784.pdf

² <https://www.gov.uk/government/statistics/rough-sleeping-in-england-autumn-2014>

³ An entrenched rough sleeper is someone who has been rough sleeping for 6 months or more

Q3	33	19	2
Q4	8	5	2

- 3.5 Referrals of rough sleepers are received from a wide variety of sources. The Council has received 4 referrals in the first 3 months of this year from the public via the ‘Streetlink⁴’ smart phone application. Streetlink is government funded and provides a means for the public to alert the relevant Local Authority in their area to people sleeping rough. The purpose of such referrals is to facilitate access to the services and support that is available; Streetlink follows up on referrals and reports the outcomes on their website⁵.
- 3.6 Even where the subject of a referral is not contacted this information has a value in determining next steps to deal with the referral. The 2 entrenched rough sleepers were not the same individuals throughout 2015; there has been some movement within this group.
- 3.7 Local Authorities do not have a duty to secure accommodation for all homeless people⁶. A recent House of Commons Briefing⁷ identified that welfare reforms, reduced investment in homeless services and non-UK nationals unable to access benefits are all contributing to the flow of new rough sleepers. The briefing also recognises the strong correlation between homelessness and a multiplicity of both physical and mental health conditions; on average rough sleepers die at age 47 (age 43 for women).

4. Contribution to Corporate Priorities

- 4.1 Protecting and Strengthening Communities.

5. The Business Plan

5.1 Service Specification

- 5.2 A concise table of the specifications set out below is provided at Appendix 2. It is proposed to allow flexibility in terms of how providers staff and run their operation, and for this reason specifying hours of support per client has been avoided.
- 5.3 A hotline and email address will be publicised to encourage referrals. Referrals are likely to be received from a variety of sources including: the council, partner agencies, members of the public and the rough sleeper themselves.

⁴ <http://www.streetlink.org.uk/>

⁵ <http://content.streetlink.org.uk/referralmap.html>

⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7841/152056.pdf

⁷ <http://researchbriefings.files.parliament.uk/documents/SN02007/SN02007.pdf>

- 5.4 The provider will respond to all referrals within 2 working days by making direct contact with the rough sleeper through attending the location between 5am and 7:30am to find the person bedded down. The provider will also conduct a fortnightly sweep of sites known to attract rough sleepers in an effort to find individuals for whom a referral has not been received.
- 5.5 The provider will utilise a recognised assessment process to develop and implement personal action plans aimed at securing accommodation and connecting with relevant services. Personal action plans might involve personal 1 on 1 support from the provider to assist the rough sleeper with joining the housing register, claiming benefits or registering with a GP. This will necessarily require close collaboration with a range of local partners including the Council's Housing Options Team.
- 5.6 The provider will closely monitor and assist the most entrenched rough sleepers to access health care and find a route off the streets. Where the person is not co-operative or unwilling to engage effectively with the service, the provider will continue to monitor the individual and attempt to build a rapport and develop their motivation to change. A small budget will be available to allow for the purchase of small comfort items. The type of item/s would depend upon the professional judgement of the officer. Items could include hot or cold refreshments, cold weather accessories and/or the replacement of items of clothing which are no longer fit for purpose to aid engagement with this marginalised client group. It may be necessary to re-connect rough sleepers to their home area where this is appropriate.
- 5.7 The provider will provide some initial support to individuals moving from the street to independent housing to improve the prospects of tenancy sustainment. Such support will include registering with energy suppliers, claiming Housing Benefit and accessing essential furniture.
- 5.8 **Procurement Process**
- 5.9 The Council's Procurement Strategy 2016 -19 sets out the principles of procurement and commissioning.
- 5.10 It is proposed that the contract is for 2 years with the possibility of a 1 year extension to a total 3 years. It is estimated that the contract value will be approximately £75k and therefore we will advertise a tender opportunity in accordance with the Council's Procurement Strategy and Contract Procedure Rules.
- 5.11 Following the termination of the service across Staffordshire there was discussion about which authorities might jointly procure a continuation. These discussions concluded without agreement, primarily because most authorities wanted to secure investment for charities currently offering services within their area. The motivation for investing locally is to build the capacity of local charities, and to offer a seamless path into their wider range of services for the client.

- 5.12 It is anticipated that this contract will be of most interest to third sector organisations, and on this basis an upfront payment model for each year is likely to be necessary to enable staff recruitment etc. There are many examples of commissioning with the third sector by local government organisations, particularly in health and wellbeing related activities such as the service proposed here.
- 5.13 The market is relatively buoyant with providers who have distinct knowledge and experience in the homelessness field, so it is proposed that we opt for a 50/50 split on price and quality. Consultation with the market has been limited because this service has been provided to a satisfactory quality very recently, so we believe the specification is robust.
- 5.14 The service specification at Appendix 2 provides recent statistics to inform the tender so that providers are clear about the client base and resource commitment. The management of risk to staff working outside and engaging with a varied client group will be a key consideration, and we will expect providers to provide detailed risk management plans as part of the tender evaluation process.
- 5.15 **Contract Monitoring & Evaluation**
- 5.16 This service will be accountable to the Housing Options Team. It is likely that Housing Options Advisors will become involved with many of the service users and therefore can evaluate the quality of service regularly through their dealings with the provider.
- 5.17 The provider will be required to submit quarterly reports detailing the following:
- 5.17.1 The number of rough sleepers referred to the service with breakdown of referral routes.
 - 5.17.2 Response times from initial report to rough sleeper contact.
 - 5.17.3 The number of rough sleepers verified and supported by the service.
 - 5.17.4 The number of new rough sleepers receiving support.
 - 5.17.5 The number of entrenched rough sleepers receiving support and feedback on progress.
 - 5.17.6 The number of rough sleepers supported into accommodation.
 - 5.17.7 The reasons / barriers where no accommodation is secured.
 - 5.17.8 Any other pertinent information.
- 5.18 The contract will permit a Council Officer at all reasonable times to inspect or witness the provider's provision of the service for the purpose of monitoring the provider's performance against their contractual obligations.

6. Financial Considerations

6.1 *This section has been approved by the following member of the Financial Management Unit: Paul Billings*

6.2 The main financial issues arising from this Report are as follows:

6.2.1 There is no impact on the Medium Term Financial Strategy as the outreach service is to be funded from S106 balances.

6.2.2 The s106 balance for affordable housing is currently £1,028,511.

6.2.3 It is estimated that the service will cost in the region of £75k for the duration of the 3 year contract.

7. Risk Assessment and Management

7.1 The main risks to this Report and the Council achieving its objectives are as follows:

7.2 Positive (Opportunities/Benefits):

7.2.1 Reduction in the likelihood of serious illness amongst the rough sleeper community.

7.3 Negative (Threats):

7.3.1 Reduction in supported housing and other facilities reduce the prospect of successful resolution for individual rough sleepers.

7.4 The risks do not need to be entered in the Risk Register. Any financial implications to mitigate against these risks are considered above.

8. Legal Considerations

8.1 *This section has been approved by the following member of the Legal Team: John Kirkham.*

8.2 The main legal issues arising from this Report are as follows:

8.2.1 Relevant powers are the general power of competence in Section 1 of the Localism Act 2011, and the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002.

8.2.2 The ability to use S106 monies in this way will depend on the precise wording of each S106 agreement and whether any necessary deeds of variation can be secured. There are S106 funds in excess of the proposed £75k the terms of which do not prohibit expenditure for the

purpose described in the report.

9. Equalities and Health

- 9.1 **Equality impacts:** Personal support should improve equality of access for this marginalised group.
- 9.2 **Health impacts:** Improved access to housing and health services should improve outcomes for this group.

10. Human Rights

- 10.1 There are no Human Rights issues arising from this Report.

11. Sustainability (including climate change and change adaptation measures)

- 11.1 Does the proposal result in an overall positive effect in terms of sustainability (including climate change and change adaptation measures) Yes
- 11.2 Please detail any positive/negative aspects:
 - 11.3 Positive (Opportunities/Benefits)
 - 11.3.1 None.
 - 11.4 Negative (threats)
 - 11.4.1 None

12. Recommendation(s)

- 12.1 To proceed to procurement of this service on an initial 2 year contract with the possibility of a 1 year extension.

13. Background Papers

- 13.1 The Homelessness Strategy 2013
- 13.2 The Procurement Strategy 2016

14. Appendix 1:Table of S106 Commuted Sums for Affordable Housing

- 14.1 The Council currently holds £1,028,511 in S106 commuted sums which have been paid in lieu of affordable housing, and anticipates collecting further

sums. The commuted sums will be payable to the Council at various timeframes in the future, depending on the progress of the specific developments they are tied to. The table below details the amounts known to have been paid to the Council.

Site	Location	Sum
Shobnall Road	Burton	£32,653
Burton Road	Tutbury	£100,000
Efflinch Lane 1	Barton	£565,058
Efflinch Lane 2	Barton	£330,800
		£1,028,511
		Total

15. Appendix 2: Service Specification Table

The Objective: The Rough Sleepers Outreach Service will work to minimise the amount of rough sleepers and reduce the associated harms by providing personal support.

<u>Activity</u>	<u>Purpose</u>	<u>Timescale</u>	<u>Anticipated Quarterly Client Base⁸</u>
Publication of a hotline and email address.	To encourage referrals from the widest possible range of sources.	Within a fortnight of commencing contract.	Not Applicable.
Conduct a sweep of sites known to attract rough sleepers using local intelligence.	Make contact with rough sleepers for whom a referral has not been received.	Fortnightly.	Unknown ⁹ .
Respond to all referrals by attending the location between 5am and 7:30am.	Verify that the person is rough sleeping.	2 working days.	19
Utilise a recognised assessment process to develop and implement personal action plans.	Provide personal support to find a route off the streets.	Where individuals are compliant: Assessment on day of verification; personal support within 2 working days.	10
Maintain contact with entrenched rough sleepers.	Build motivation to change.	Fortnightly (in combination with sweeps).	2
Initial 'start-up' ¹⁰ support for rough sleepers moving into unsupported housing.	Improve the prospects of maintaining the accommodation.	Basic 'start-up' to complete within 5 working days.	>10
Produce reports detailing the outcomes that have been achieved.	Provide a local source of intelligence on the scale and nature of rough sleeping locally.	Quarterly	Not Applicable.

⁸ Anticipated Client Base is based on figures from 2015 and is subject to fluctuation.

⁹ Figures for 2015 do not identify how many rough sleepers were contacted without first being referred.

¹⁰ To include tasks such as registering with energy suppliers, claiming Housing Benefit and accessing essential furniture

