

<b>Heading: Extension of Rough Sleeper Service Contract</b>		
<b>Ward:</b> All	<b>Cabinet lead:</b> Paul Smith	
<b>Author:</b> Hywel Caddy	<b>Job title:</b> Senior Commissioning Officer (Homelessness)	
<b>City Outcome overview:</b>		
<p>Tackling Bristol's homelessness crisis is one of the key objectives of the 2017 – 2022 Corporate Strategy. The services to be delivered will fit with Bristol's existing strategic approach to prevent homelessness. The Preventing Homelessness Strategy has 6 key objectives – four of these are directly relevant to the Rough Sleeper Service and other related programmes being funded by the DCLG. The service and the additional DCLG funding also align with the Early Intervention approach - one of the three key objectives in the Housing Strategy.</p>		
<b>Equalities Outcome overview :</b>		
<p>The EQIA for the Housing Strategy and the Preventing Homelessness Strategy provides a useful overview. A revised EQIA is not required as the Rough Sleeper Service and the associated DCLG funded projects are subject to detailed monitoring including equalities monitoring. This will enable us to report on the beneficiaries of the projects and the positive impacts delivered.</p>		
<b>Impact / Involvement of Partners overview:</b>		
<p>The service engages with and is supported by a range of external bodies, agencies and providers. Key partners include: the Rough Sleeping Partnership, Bristol Clinical Commissioning Group, NHS England, Bristol Supported Housing Forum, Golden Key, Bristol Mental Health, Bristol ROADS (Recovery Oriented Alcohol and Drugs Services), National Offenders Management Service, Avon and Somerset Police, Bristol Learning City Partnership, and Public Health. The current provider, St Mungo's, is part of the City Office group working on rough sleeping.</p>		
<b>Approx Cost:</b> £1,043,106	<b>Revenue:</b>	<b>Saving:</b> £118,000 (10%)
<b>Proposed budget: Housing Options ( 10504)</b>		
<p><b>Finance narrative:</b> The expenditure proposed in this report as a result of the contract extension will be contained within current available resources and will not create a new financial pressure. The delivery of a reduction in contract value whilst at the same time delivering the same outcomes represents good value for money given the pressures on the service. Implementing the 10% reduction in contract value will contribute towards the early delivery of savings target FP01 Reduce Third Party Payments, which is planned for 2019/20.</p>		
<b>Finance Officer: Neil Sinclair:</b> Finance Business Partner		
<b>Summary of proposal:</b>		
<p>Extension of current Rough Sleeper Service contract for a period of two years from 1<sup>st</sup> October 2017 to 30<sup>th</sup> September 2019.</p>		
<b>Key background points:</b>		
<p>When commissioning the current Rough Sleeper Service, approval was sought from Cabinet on the 5<sup>th</sup> December 2013. The Cabinet report included in the text an option to extend by 2 years. However, in error the formal recommendation only asked for approval for three years to 30<sup>th</sup> Sep 2017 and the option to extend was not included. Therefore a further cabinet approval is required to agree a two year extension. A</p>		

10% reduction in the contract value is proposed in recognition of the budget pressures of the council and additional DCLG funding secured for targeted aspects of rough sleeping.

The City Council is working as part of Golden Key, currently looking at a 'whole system' approach to homelessness that may propose radical changes to ways of working with rough sleepers during the two year extension. If this is the case then Bristol City Council can invoke a break clause within the proposed two year extension period to change the funding level if necessary.

The city council also grant funds Business in the Community (BITC) to provide the 'Bridge the Gap' service in partnership with St Mungo's which plays an essential role in helping people who have slept rough and have complex needs to gain the confidence and skills to access mainstream education, training and employment services. This report is recommending that this small amount of funding (£18,453 pa) is assimilated into the contract extension and that St Mungo's sub-contract this element of the service.

### **National and local context**

Since 2012 levels of rough sleeping in Bristol have increased rapidly and steadily. Annual street counts/estimates submitted to Department for Communities and Local Government (DCLG) have increased from 8 in autumn 2010 to 74 in autumn 2016 and increase of 825%, peaking at 97 in 2015. This reflects a wider national increase in homelessness and rough sleeping which has increased by 134% over the same time period. Bristol has experienced significant increases since 2013, the underlying causes are rising housing demand in the region and rising house/rental prices which are increasing homelessness and also limiting the rate of move-on from supported housing, as well as Bristol being a destination city for the South West.

The provider of the Rough Sleeper Service is St Mungo Community Housing Association (St Mungo's). St Mungo's were successful in securing the contract for the rough sleeper service which began on 1<sup>st</sup> October 2014. The Rough Sleeper Service includes the following elements:

- Outreach and engagement with rough sleepers;
- Delivering a No Second Night Out service;
- Lease and management of the ground floor of the Jamaica Street hostel, as the street sleepers Compass Centre;
- Direct access to 24 Extra Support Beds;
- Coordination of the Severe Weather Emergency Protocol (SWEP).
- Lease and management of 1 New Street premises in St Judes (focus of education & training);
- Education, training and employment activities, including volunteering;
- Delivering a pre-employment support programme.

St Mungo's submitted a bid that was far superior in quality to other bidders and we are satisfied with the performance of the service in engaging and assisting rough sleepers off the streets during the unprecedented increase in people sleeping rough in the city.

In response to the increase in rough sleeping St Mungo's has re-structured its service in order to engage more effectively with the increased number of clients placing a greater emphasis on engaging with and moving rough sleepers off the streets. They have also incorporated a 20 bed Assessment Centre to improve assessing the needs of rough sleepers and improving support planning. BCC have increased the number of direct access support beds for rough sleepers to 42 to assist in this. St Mungo's has also been instrumental in leading on the Rough Sleeping Partnership (RSP) since December 2015, a multi-agency approach to addressing the increased levels of rough sleeping.

The RSP has agreed a five-stranded approach to tackling rough sleeping:

- Provide additional temporary beds so that people can come off the streets quickly;
- Some additional longer term beds for those with significant support needs;
- Enabling people to move more quickly into supported housing, by increasing the flow of people through services and into independence;
- Reconnecting people who, with assistance, are able to return to another home city/country where

they can get support;

- A media campaign to raise awareness of issues, provide information on where help can be found and recruit volunteers.

There have been a number of achievements from the approach, the most tangible area has been the development of additional temporary beds through the extension of a night shelter programme with an additional year-round night shelter and winter night shelter (in partnership with faith-based organisations). St Mungo's have also developed a successful 'charity guardianship' scheme for rough sleepers with low support needs utilising empty council properties, providing safe basic accommodation at a low rent on a temporary basis before moving into independent accommodation. The additional night shelter accommodation and low support accommodation has been developed at no additional cost to the council.

Recently, in response to the increase in rough sleeping, BCC, St Mungo's and the Rough Sleeping Partnership have been successful in securing additional funding into the city to reduce rough sleeping. Through the DCLG, bids was successful to secure funding to implement a 'No First Night Out' approach to profile and target people who are likely to sleep rough and intervene before they start rough sleeping. The DCLG funding, in the form of a grant agreement to St Mungo's is awarded for 2017-18 and 2018-19. The council has also been successful in securing funding for a SIB (Social Impact Bond utilising 'payment by results') for rough sleepers with complex needs. Additional funding from the Home office has also been secured to work with EEA rough sleepers to find accommodation or to return to their country of origin. This funding is also awarded for 2017-18 and 2018-19 and will be added to the Rough Sleeping contract as a variation to the current contract.

Appendix A sets out performance against the contract outcomes. Targets have not been achieved – rough sleeping has continued to remain above target levels within the contract, due to high numbers of new rough sleepers, longer-term rough sleepers' placements ending, and fewer placements in hostels, supported housing and the private rented sector. However, there has been some recent success in stemming the increase, there was a 24% decrease from the estimate in 2015 (97) to the count in 2016 (74). Bristol is the only local authority in the top 10 (areas with the highest numbers of rough sleepers reported) to report a reduction in the number of rough sleepers in this period. It is anticipated that the proposed extension for two years combined with additional government funding will allow further decreases in rough sleeping levels through a more robust targeted and preventative approach and working with longer term rough sleepers with complex needs in a partnership approach using innovative approaches.

Despite the unprecedented increase in rough sleeping in the city, it is hoped that the rough sleeper grant (130,000 p.a.), the Controlling Migration funding (£57,500 p.a.) and the SIB for rough sleepers with complex needs will help to mitigate the funding decrease of 10% in the main contract. There is likely to be an impact on resources available from 2019 onwards when the rough sleeper grant and the controlling migration funding end if the pressures that create rough sleeping in the city have not eased sufficiently. However, the majority of rough sleepers with the most complex needs will be worked with by the SIB service, SIB funding will roughly equate to a maximum draw down of £357k per year with the majority of the funding likely to be drawn down in 2019-2021. This should free up staff time from the Rough Sleeper Service from working with rough sleepers with the most complex needs and allow it to focus on preventing rough sleeper at an earlier stage (based on learning from the 'No First Night Out' funding) and assimilate this approach into commissioning a new service from October 2019 onwards.

#### **Recommendation(s) / steer sought:**

Cabinet is recommended to approve extending the current Rough Sleeper Service contract from 1st October 2017 for a period of two years until 30th September 2019 and assimilate the grant funding for Business in the Community into the two year extension.

#### **Legal Issues: Requested**

This Contract was advertised, tendered for and awarded on the basis that the Contract was for an Initial Term of three (3) years with the option to extend the Contact for up to a further two (2) Years. The Council

now seeks to exercise this option.

Provided that all amendments to the Specification, Contract Price and Payment Schedule, etc. are agreed with the Contractor in accordance with Condition 2.3 of the Contract, all should be in compliance with EU Procurement law and in compliance with the terms and conditions of the Contract.

**Legal Officer:** Eileen Waters

<b>DLT sign-off</b>	<b>SLT sign-off</b>	<b>Cabinet Member sign-off</b>
Alison Comley 14-6-17	Anna Klonowski 20-06-17	Paul Smith 22-06-17

Appendix A – Further essential background / detail on the proposal	<b>no</b>
Appendix B – Details of consultation carried out - internal and external	<b>no</b>
Appendix C – Summary of any engagement with scrutiny	<b>no</b>
Appendix D – Risk assessment	<b>no</b>
Appendix E – Equalities screening / impact assessment of proposal	<b>no</b>
Appendix F – Eco-impact screening/ impact assessment of proposal	<b>no</b>
Appendix G – Exempt Information	<b>no</b>

## Appendix 1

### Achieving outcomes Rough Sleeper service 2016-17

#### 1. KPI performance table

<b>Outcome</b>	<b>Indicator</b>	<b>Target</b>	<b>Performance</b>
I. Outreach & NSNO	Minimised monthly average number of rough sleepers in Bristol.	Y1≤20 Y2≤15 Y3≤10	59.7 observed on average monthly at hot spots
Reduce Rough Sleeping (Positive Move-On)	a) Number of new clients helped in a reporting period by client group	n/a	384 client cases opened
	b) Percentage of positive move-on by client group	90%	92%
	c) Those who have left the service but are back on the HSR within 6 / 12 / 18 months	≤5%	Report not available –HSR team did not provide by their target of May 2015.
	d) Those who have left the service but are back on the street count within 6 / 12 / 18 months	≤5%	1,458 positive moves since contract start. 79 individuals (5.4%) were seen on street counts following a positive move but almost all have subsequently had a new positive move.
II. P2E	Percentage of clients at case closed, 6 and 12 months reporting they are: Increasing/maintaining their confidence in sustaining independent living; Increasing/maintaining their self-confidence; Increasing/maintaining their sense of belonging; Increasing/ maintaining their agreement that people from different backgrounds get on well together; Engaging in additional training / education / volunteering; Securing/maintaining employment	90%	100% including soft outcomes
Develop Confidence, Self Esteem and Skills	Percentage of volunteers at 6 and 12 months after training/induction, reporting they are: Increasing/ maintaining their confidence in sustaining independent living; Increasing/maintaining their self-confidence; Increasing/maintaining their sense of belonging; Increasing/ maintaining their agreement that people from different backgrounds get on well	90%	100% including soft outcomes

	together; Engaging in additional training / education / volunteering; Securing/maintaining employment		
III. All Organisational Learning	Percentage of clients, volunteers, partners and community groups reporting their respective satisfaction with: <ul style="list-style-type: none"> <li>• Services meeting their needs</li> <li>• Accessibility of services</li> <li>• Welcoming environment</li> </ul>	TBC in Year 1	Satisfaction:  From Nov 2016: 59% with services meeting needs. 64% with accessibility of services. 59% with welcoming environment.
IV All Improve Health and Well-being	Ensure that all rough sleepers in the city are offered / have access to a place to sleep in the warm when the SWEP is activated.	100%	100%
	Where identified in client support plans, as appropriate: <ol style="list-style-type: none"> <li>a) Facilitate client access and engagement with primary and physical health services as appropriate</li> <li>b) Facilitate client access and engagement with psychological support and/or mental health services as appropriate</li> <li>c) Facilitate client access and engagement with appropriate drug and alcohol treatment services as appropriate</li> </ol>	100%	100%