

Subject:	1. Single Homeless & Rough Sleeper Accommodation and Support Services 2. Young People's Housing Advice & Supported Accommodation		
Date of Meeting:	20th September 2017		
Report of:	Rob Persey, Executive Director 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 report is being provided for information only.
- 1.2 The report is being provided to update Housing & New Homes Committee on the progress of two previous committee reports.
 - Single Homeless & Rough Sleeper Accommodation & Support Remodelling & Tender Report presented on the 21st September 2016
 - Young People's Housing Advice and Supported Accommodation Report presented on the 16th November 2016.
- 1.3 Following consultation with stakeholders and service users new models of accommodation and support for single homeless adults and homeless young people were developed in 2015/16 to respond to increasing demand and the changing demographics of service users. Since the presentation of the remodelling proposals work has commenced to remodel and retender services. This report provides the first update on progress in this area.

2. RECOMMENDATIONS:

- 2.1 That this report is noted.

3. CONTEXT/ BACKGROUND INFORMATION

Single Homeless Adults and Rough Sleepers

- 3.1 On the 21st September 2016 a report was presented to Housing & New Homes Committee which provided an overview of the new model of accommodation and support for single homeless adults and rough sleepers. This report covered

- Commissioned accommodation and support services for homeless people and rough sleepers.
 - Hostel accommodation and support services directly provided by Brighton & Hove City Council.
- 3.2 The contracts for the majority of homeless and rough sleeper services came to an end on the 31st March 2017. Some services such as the Rough Sleeper Outreach Service, Housing First Service and the Floating Support Service for those in independent accommodation had already been re-procured prior to the report but others were included in the remodelling and tender plan. The retender process is to take place in three stages. See Appendix 1 for services to be tendered.
- 3.3 Services are being remodelled to improve outcomes for service users by creating psychologically informed environments which work with service users in a personalised way. The services will work within the recovery model supporting individuals to recover from homelessness, substance misuse and physical and mental ill health. They will also support service users to access meaningful occupation through community groups, leisure activities, peer support, employment and education.

Tender Stage 1: High Support Accommodation

- 3.4 As part of the remodelled accommodation for homeless people and rough sleepers a competitive tender process has taken place for high support accommodation. High support accommodation is defined as a 24 hour supported accommodation service with individual key work support for at least 5 hours per week per service user. The procurement for high support accommodation included two tenders one for generic high support and one for a specialist high support service for people with multiple and complex needs.
- 3.5 The tender for high support accommodation has been awarded to:
- Brighton Housing Trust – 52 units of accommodation.
 - Brighton YMCA – 23 units of accommodation.

The evaluation panel for the tenders were extremely impressed by the quality of the tenders submitted. Both Brighton Housing Trust and Brighton YMCA currently provide supported accommodation services within the city, however the tenders offered a new model of support which included comprehensive day activities programmes, asset based work with service users and psychologically informed environments based on national good practice¹.

¹ Psychologically Informed Environments are a way of working with individuals who have suffered trauma to support them out of homelessness.

<http://www.homeless.org.uk/sites/default/files/site-attachments/Creating a Psychologically Informed Environment - 2015.pdf>

Asset or Strength Based working is a way of helping people by looking at what they have, rather than what they lack. This approach helps people make use of their existing skills, knowledge and relationships. It is also called a 'Strength-based approach', and can be used as a way of improving local areas, by promoting what is good about an area rather than focusing on problems

<http://homelesshub.ca/toolkit/subchapter/strength-based-approach>

- 3.6 Brighton Housing Trust and Brighton YMCA high support accommodation have been mobilised and the services commenced on the 1st September 2017.
- 3.7 The tender for the multiple and complex needs high support service was not awarded following the procurement process. A review has taken place and the decision has been taken to re-tender the multiple and complex needs service using the council provided New Steine Mews service. The financial envelope for the tender has been increased due to feedback from the previous unsuccessful tender of New Steine Mews. Following consultation with staff and unions this service will go out to tender in October 2017.
- 3.8 As part of the September 2016 report H&ASC Commissioning had estimated that the tender for high support would generate 80 units of accommodation however we are on target to exceed this with 75 units of our proposed 80 units of high support accommodation already commissioned. The high support multiple and complex needs service of 24 units of accommodation is still to be commissioned.

Tender Stage 1 – Medium Supported Accommodation

- 3.9 The council has been through a competitive tender process for the provision of medium support accommodation within the city. This is defined as a support service providing around 4 hours individual support per person per week. Medium support accommodation was not something that had previously existed within the city in the former Integrated Support Pathway. A needs analysis and stakeholder feedback identified the need for a service of this type.
- 3.10 The tender for medium support accommodation has been awarded to Brighton YMCA who are providing 95 units of accommodation across two sites. The service offers 24 hour supported accommodation with specialist support staff, counselling services and the delivery of skills and work and learning training on site. The service also provides an asset based, psychologically informed service model.
- 3.11 As part of our September 2016 report we anticipated that we would receive 80-100 units of medium support accommodation for our budget. The 95 units of medium support accommodation that have been procured are at the top end of our expected number and represent good value for money for BHCC.
- 3.12 The medium support accommodation service for single homeless adults commenced on the 1st September 2017.

Tender Stage 1 – Assessment Service

- 3.13 New Steine Mews Hostel which is currently managed by Brighton & Hove City Council was part of a competitive tender process to develop a new assessment service. This tender attracted limited interest and having evaluated the quality of the bids the evaluating panel was unable to recommend the award of the contract. The service requirement has therefore been reviewed and a revised specification developed for an assessment service. The intention is to issue a tender towards the end of 2017/18 for this service. Following a review of the

best use for building it has been decided to tender New Steine Mews as the multiple and complex needs service in 3.7.

Tender Stage 2 – Low Support Accommodation & Women Only Accommodation

- 3.14 Stage 2 of the single homeless and rough sleeper procurement process has commenced with tenders evaluated in July 2017.
- 3.15 The first tender was for Low Support Accommodation which is defined as an accommodation based service which offers 1-2 hours of support per week to individuals who have a low need for Housing Related Support. These individuals may come through high and medium support accommodation or they may come straight from emergency placement accommodation, rough sleeping, hospital or prison.
- 3.16 The main aim of a low support service is to support people to move towards independent accommodation this is done by providing support to
- Develop resilience.
 - Access training and employment
 - Develop networks and support within the local community
 - Prepare individuals for managing and maintaining a successful tenancy.
- 3.17 We sought a minimum of 80 units of accommodation through the tender process. This will add to the 53 units of low support accommodation provided by Southdown which was procured in July 2016.
- 3.18 The second tender is for a woman only high and medium supported accommodation service. This service will offer a minimum of 20 units of high support and medium supported accommodation.
- 3.19 The service will offer a specialist service for homeless women many of whom have suffered significant trauma and have complex support needs.
- 3.20 All tenders are evaluated by a panel of experienced individuals from relevant departments. The membership of the panel varies with the service being tendered but recent tenders have included representatives from Housing, Public Health, Children's Services, Community Safety and the CCG.
- 3.21 The Low Support Service has been awarded to Brighton YMCA who are providing 107 units of supported accommodation.
- 3.22 The women only high and medium support service has been awarded to Equinox.
- 3.23 Both services are currently in the early stages of mobilisation.

Tender Stage 3 – Peer Support, Education & Access to Employment

- 3.24 The review and consultation process clearly indicated a need for peer support services and additional services which support individuals with core skills and access to skills, education and employment.

- 3.25 Service user feedback has been clear on the benefits of receiving support from those with lived experience of homelessness and rough sleeping both for the recipient of the support and for the peer mentor. Tender documents for this service have been finalised and will be issued in September 2017.
- 3.26 A tender specification has been developed for a coaching based service to support individuals to access work, learning and volunteering opportunities and this is also due to be issued to providers in September 2017.
- 3.27 The Core Skills service commissioned through The Friends Centre will continue to provide core skills teaching in the areas of literacy, numeracy, IT and ESOL.
- 3.28 Finally work is being undertaken jointly with the CCG to increase the support provided by Occupational Therapists who have proved an invaluable resource in enabling people in high support accommodation to progress with their recovery through one to one and group work.

Tender Stage 3 – Substance Misuse & Physical Health Accommodation Service

- 3.29 This service was the result of a successful joint bid with Housing to the HCA for capital funding for a new service. Accommodation for this service has been identified through Housing and are continuing to work together to bring this project to fruition. A paper will be brought to a future Housing & New Homes Committee.

Young People’s Accommodation & Support Services

- 4. In November 2016 Housing & New Homes Committee approved a proposal by the Executive Directors of Health & Adult Social Care, Neighbourhoods, Communities & Housing and Families, Children & Learning to remodel and retender accommodation and support services for homeless young people.
 - 4.1 That report noted that:
 - Families, Children & Learning and Health & Adult Social Care jointly commission services for the prevention of homelessness of vulnerable young people between the ages of 16 and 25 to enable them to live safely and independently,
 - These services together form the “Young People’s Accommodation and Support Pathway” and include:
 - A drop-in housing advice service, which also acts as the gateway to other services in the Pathway (the ‘Housing Advice Service’)
 - Family support and mediation
 - Nightstop (short stays with volunteer hosts)
 - Mixed model of supported accommodation for young people aged 16-25
 - Tenancy support service for 18-25 year olds living independently
 - Two Housing First units
 - Supported lodgings service
 - Spot-purchased accommodation for Unaccompanied Asylum Seeking Children and 16-17 year olds with high support needs

- Of the services listed above the housing advice, family mediation and supported accommodation services were due for retendering.

- 4.2 Tenders for young people's services are being launched in two phases:
- the combined Housing Advice and Family Mediation Service, followed by
 - the accommodation based services.

Tender Stage 1 – Housing Advice & Family Mediation Service

4.3 The tender for the Housing Advice and Family Mediation Service was launched in January 2017 and evaluated in March 2017 by a panel of representatives from Children's Services, Housing, Public Health and Health & Adult Social Care, all with close strategic and operational working relationships with services for young people.

4.4 The tender for Housing Advice and Family Mediation Service was awarded to YMCA Downslink Group in April 2017. In the judgment of the tender panel, the winning tenderer put in an excellent bid, leaving B&HCC with confidence for the future effectiveness of this vital service.

4.5 YMCA Downslink Group are the current provider of the service and the organisation has undertaken a fundamental review of the service in response to the specification issued by Health & Adult Social Care. The new service includes

- Assertive outreach, with ideas for identifying young people who may be at risk
- A new focus on strengthening family relationships
- Psychologically informed practice
- Social Value through a diverse high-street and community approach
- Interventions to support young people into education and employment, including a volunteer training scheme

4.6 The mobilisation of the Housing Advice and Family Mediation Service is complete and the service commenced on the 1st August 2017. The tender of the service has enabled the successful provision of a refocussed service offering better value for money for BHCC.

Tender Stage 2 - Supported Accommodation for Young People

4.7 The specification for joint commission of supported accommodation services has been completed, in discussion between Health & Adult Social Care and Children's Services is now with internal stakeholders for comment.

4.8 The accommodation based services will be procured through a Dynamic Purchasing System which is a framework for establishing an approved provider list with the ability to tender for accommodation based support services in response to service user need. A DPS has aspects that are similar to an electronic framework agreement, except that during its lifespan new providers can apply to join the DPS.

- 4.9 The tender process for accommodation based services is expected to commence in Autumn 2017. (see Appendix 2 – Accommodation procurement)

Other Developments:

5. BThink IT System

As reported in the September 2016 report a bespoke IT system is being developed to support referrals and collect client data. This system is similar to the CHAIN database operating in London, which is considered to be invaluable by services and Commissioners using it and is recommended as best practice by the Department of Communities and Local Government.

The system will enable Commissioners to closely monitor services, trends, client journeys and identify gaps and facilitate closer joint working between services.

The rough sleeping element of the system has been designed and the first tranche of staff training has taken place. The service went live in July 2017. The part of the system which will manage referrals into support accommodation is currently being designed and will move into the consultation phase with partners shortly.

5.1 DCLG Rough Sleeper Grant

Health & Adult Social Care was successfully awarded funding by the Department of Communities and Local Government in February 2017 to support work with those new to rough sleeping. The funding of £352,344.50 is for just over two years and is funding the following work within the city

- Additional capacity in the Street Outreach Service to work with those new to rough sleeping and to fund short term accommodation options and private rented sector accommodation deposits and associated costs.
- A dual diagnosis nurse working with those on the streets with substance misuse and mental health needs. Providing support to both service users and workers within commissioned and non - commissioned rough sleeper support services.
- A Charity Link worker supporting voluntary organisations, groups and volunteers across the city working with rough sleepers. The aim of which is to bring the groups together and assist them to provide support which helps rough sleepers to get quickly away from the streets and into accommodation.

5.2 Housing

Housing's duties to single homeless people sit within the current statutory framework. In the last financial year Housing assessed 878 homeless applications from single people, over the same period they prevented 399 single people from becoming homeless. Out of these, 219 went into the supported accommodation services commissioned through Health & Adult Social Care and 180 were helped to sustain or move to general needs housing. To date there are 478 single homeless people in temporary accommodation.

- 5.3 In preparation for the implementation of the Homeless Reduction Act in April 2018, Housing are trialling new ways of working, with a focus on very early intervention to prevent homelessness, including rough sleeping. This work has a

focus on collaboration, resilience building in at risk of homeless households, and also frontline Housing Teams. The team trialling early intervention are working with a wider group of people, not just those who are owed the main housing duty.

6. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

This report is for information only earlier reports considered alternative options

7. COMMUNITY ENGAGEMENT & CONSULTATION

- 7.1 Full consultation was undertaken as part of the development of the Housing, Homelessness and Rough Sleeper Strategies which included service users and stakeholders.
- 7.2 Consultation and engagement are part of an ongoing process and continue after the tender process is complete. Service users are consulted on an ongoing process as part of the contract monitoring of the commissioned services and stakeholders and service providers are part of ongoing discussions about service delivery.
- 7.3 We utilised CGL (Change, Grow, Live) Peer mentors to undertake a service user consultation in 2016/17 and worked closely with the Fulfilling Lives group to develop our referral and assessment forms. We will continue to utilise independent groups to evaluate our services and gather valuable feedback from the users of our services.

6. CONCLUSION

- 6.1 This report provides an update on the current position with retendering services for homeless people and is for information only.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 There are no direct financial implications as a result of this report and it is anticipated that the new tenders proposed will be delivered within the overall budget resources available.

Current Health & Adult Social Care Budget for Accommodation & Support for Rough Sleeping & Homeless Support Services.

Name	Services Provided	17/18 Net Budget
Glenwood Lodge	24 hour supported accommodation	£365,740
Lifeskills	Support to develop the skills for independent living.	£71,950
Behaviour Support Service	Psychological support and training to frontline staff an one to one support to clients with complex needs.	£64,780

Seacrest	Low support accommodation service	£56,440
West Pier Hotel Hostel	24 hour supported accommodation service for individuals with mental health & substance misuse needs.	£487,750
New Steine Mews Hostel	24 hour supported accommodation	£274,680
Rough Sleeping & Homeless Support (previously Supporting People) & Homeless Prevention Grant (HPG)	<ul style="list-style-type: none"> • High (24hr), medium & low supported accommodation for adults • Medium supported accommodation for those with mental health needs • High risk offenders accommodation • Supported accommodation for young people. • Youth advice service, family mediation • Floating support for adults and young people. • Floating support for those with mental health needs • Nightstop for young people • Literacy & Numeracy Support • Rough sleeper outreach service & day centre • Severe Weather Provision for rough sleepers • Money Advice 	£5,168,770 (inc HPG £163,000)
Total		6,490,110

There is a separate budget of £2.6 million for Temporary Accommodation within the Neighbourhoods, Communities and Housing directorate.

Finance Officer Consulted: Sophie Warburton & Jessica Laing Date: 08/08/2017

7.2 Legal Implications:

This report is for information only therefore the legal implications are limited to confirming that the tender processes referred to in the body of the report must comply with the Public Procurement Regulations 2015 and with the Council's Contract Standing Orders.

Lawyer Consulted: Judith Fisher Date: 7.8.2017

Equalities Implications:

7.3 An Equalities Impact Assessment has been completed and is under regular review.

7.4 The tender and remodelling of services aims to tackle equalities issues which were identified as part of needs analysis and consultation, this includes a lack of

specialist women only provision and services for those with multiple and complex needs.

- 7.5 Homeless people are some of the most marginalised and excluded within our city and the aim of the new service models is to improve services for these people and enable them to achieve their aspirations and play an active part in their community.

Sustainability Implications:

- 7.6 Procurement processes are taking into account the sustainability of housing stock and the principles of social value in order to achieve best value for money and sustainability of services.

Any Other Significant Implications:

- 7.7 The remodelling of accommodation and support has significant implications which were highlighted in the previous report and include the loss of accommodation, the risk of moving service users between services, the loss of bed spaces and issues of continued employment and TUPE for staff members.
- 7.8 The risks highlighted above still exist for the ongoing tenders however the tenders that have taken place so far have not resulted in the large scale moving of service users or the loss of staff within those services.
- 7.9 As highlighted in the previous report the loss of units of accommodation is a reality of the remodelling and this poses a risk in moving clients out of services which are closing. To mitigate this we are working closely with the Allocations Team and service providers to support service users to move to appropriate accommodation. The loss of accommodation between 2014/15 and 2016/17 is highlighted in the table below.

Number of Units of Accommodation 2014/15 & 2016/17

Type of Accommodation:	Number of Units 2014/15 (Budget £6.1m)	Number of Units 2016/17 (Budget £5.1m)	Overall Change + / -
Adults High Support	288	272	-16
Adults Low Support	215	162	-53
Young Peoples Supported Accommodation	173	160	-13
Mental Health Supported Accommodation	123	110	-13
High Risk Offenders	5	5	0
Housing First	0	10	+10
Total:	804	719	85

SUPPORTING DOCUMENTATION

Appendices:

1. Services to be procured – Adults
2. Services to be procured – Young people

Documents in Members' Rooms

1. None

Background Documents

1. Housing & New Homes Committee Report - Single Homeless & Rough Sleeper Accommodation & Support Remodelling & Tender Report , 21st September 2016
2. Housing & New Homes Committee Report - Young People's Housing Advice and Supported Accommodation Report, 16th November 2016.

