



Title:	Homeless Cold Weather Planning	
Date of Meeting:	11 <sup>th</sup> September 2018	
Report of:	Rob Persey, Executive Director - Health & Adult Social Care	
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Wards Affected:	ALL	

#### **FOR GENERAL RELEASE**

#### **Executive Summary**

This paper provides details of the support services being planned for Rough Sleepers in Brighton & Hove for winter 2018/19

It includes an overview of the current rough sleeping situation in Brighton & Hove and four areas of support for rough sleepers which will operate over the winter period these are;

#### **Ongoing Funding:**

- Severe Weather Emergency Provision for Rough Sleepers (SWEP), open when triggered

#### **One Off Funding:**

- Brighton & Hove City Council Winter Night shelter Provision Opens 2<sup>nd</sup> November 2018 – 20<sup>th</sup> March 2019
- Brighton & Hove City Council Rough Sleeping Hub Opens 6<sup>th</sup> September 2018
- Churches Winter Night shelter extended to 22 weeks, starting 1<sup>st</sup> November 2018 until the end of March 2019 (MHCLG Grant 2018/9 with BHCC match funding, funding proposal for 2019/20 to be confirmed)

<b>Glossary of Terms</b>	
SWEP	Severe Weather Emergency Provision for Rough Sleepers
Rough Sleeper Estimate	A multi agency evidence based assessment of the number of rough sleepers sleeping on the streets of Brighton & Hove in one night in November. The estimate process is set and validated by Homeless Link.
Feels like temperature	The Met Office calls wind chill the "feels like temperature" it is calculated using the expected air temperature, relative humidity and the strength of the wind at around 5 feet (the typical height of a human face) combined with an understanding of how heat is lost from the human body during cold and windy days.

## 1. Decisions, recommendations and any options

- 1.1 That the Board note the contents of this report to provide winter provision for rough sleepers.

## 2. Relevant information

### Background:

- 2.1 Brighton & Hove currently has the second highest number of rough sleepers in England. The rough sleeper estimate taken in November 2017 found 178 individuals sleeping on the streets in one night. The number of rough sleepers in the city has risen significantly since 2010.

- 2.2 Table: Official Rough Sleeper Count & Estimate Figures from 2010 to 2017.

	<b>Rough sleeper Count</b>	<b>Rough Sleeper Estimate</b>
<b>2010</b>	14	
<b>2011</b>	36	
<b>2012</b>	43	
<b>2013</b>	50	
<b>2014</b>	41	
<b>2015</b>		78
<b>2016</b>		144
<b>2017</b>		178

- 2.3 As part of the city's response to rough sleeping, Health & Adult Social Care commissions the following year round services specifically for rough sleepers.
- St Mungos Street Outreach Service – offering support to rough sleepers to access services and sustainable accommodation options.
  - First Base Day Centre – a day centre for rough sleepers offering food, support and access to medical services.
- 2.4 Health & Adult Social Care also commissions a range of services for homeless adults, young people and those with mental health needs which are accessible to rough sleepers. These services are designed to provide supported accommodation or community based support to help individuals to recover from homelessness and build and maintain greater independence and positive life outcomes.
- 2.5 The budget in the financial year 1 April 2018 - 31 March 2019 for commissioned services for this client group is £5.4m which provides:
- 551 units of supported accommodation for homeless adults, and people with mental health needs. (this figure excludes 97 units of accommodation managed by Brighton & Hove City Council for homeless adults).
  - 149 units of accommodation for young people and young families.
  - Outreach to rough sleepers.
  - Rough sleeper day centre and severe weather provision.
  - Homeless prevention and family mediation to young people.
  - Money advice and money handling services.
  - Floating support to people in independent accommodation to support them to settle into a tenancy and crisis intervention to prevent eviction.
  - Floating support to homeless young people in emergency accommodation or independent tenancies to prevent homelessness.
  - Literacy, numeracy and IT skills teaching for homeless adults.
  - Clinical Psychology to support staff and service users in high support accommodation.
  - Work & Learning support for rough sleepers & those in supported accommodation.
  - Peer Support for rough sleepers and those in supported accommodation.
- 2.6 On average 25-30% of high support accommodation beds for homeless adults were allocated to rough sleepers with the other 70-75% % being allocated to other homeless adults. These homeless adults may have come from emergency placement accommodation, sofa surfing, prison, hospital or other insecure accommodation.

### 3. Winter Provision for Rough Sleepers 2018/19

#### Severe Weather Emergency Provision (SWEP)

- 3.1 Brighton & Hove City Council operates SWEP provision in line with government recommendations and guidance issued by Homeless Link. SWEP provision is not a statutory requirement but all local authorities are expected to operate SWEP in times of severe weather. The primary aim of SWEP is to prevent loss of life in severe weather and to offer a place to stay for all rough sleepers in the city regardless of local connection or need.
- 3.2 The SWEP service has developed over the years, when it was first introduced the service operated when the temperature was predicted to drop below 0 degrees for three consecutive nights. In January 2014 the protocol was changed to include opening SWEP for amber weather warnings. In 2017/18 SWEP provision moved to opening at 2 consecutive nights at zero degrees, amber weather warnings and allowed a more flexible approach to 'feels like temperature', wind chill and rain.
- 3.3 Since its commencement SWEP Provision has been provided by Brighton Housing Trust with support from the Rough Sleeper Outreach Service.
- 3.4 Table: Severe Weather Provision & Budget 2010/11 to 2017/18

Year:	Allocated Budget:	Spend:	No Of Nights:	No of bed spaces:	Rough Sleeper Count / Estimate
2017/18	£40,000.00	£44,184.00	44	1393 (243 individuals)	178
2016/17	£40,000.00	£16,467.00	13	504 (129 individuals)	144
2015/16	£40,000.00	£16,860.00	12	386 (118 individuals)	78
2014/15	£40,000.00	£18,627.00	14	274	41
2013/14	£40,000.00	£17,934.88	12	240	50
2012/13	£40,000.00	£43,202.00	44	1,714	43
2011/12	£39,000.00	£20,318.70	21	541	36
2010/11	£10,000.00	£22,392.00	17	Unknown <sup>1</sup>	14

<sup>1</sup> First Base Day Centre was under renovation in 2010/11 so the service was held in other buildings, data recording was different and we do not have the total bed spaces recorded.

- 3.5 Over the course of the winter 2017/18 there has been a shift in practice in a number of areas of the country to a more flexible trigger for SWEP. In line with Brighton & Hove many local authorities have reduced their trigger from three consecutive nights at zero degrees. This is in keeping with public feeling about the issue of rough sleeping and the desire to offer a more humanitarian response. The following is an overview of SWEP provision operating in comparator authorities in 2017/18:
- **Three consecutive nights at predicted 0:** this is still common in a number of local authority areas, in Homeless Links survey of provision for 2016/17, 37% of local authorities worked on this basis, including Worthing and Adur council.
  - **One night predicted at 0 degrees:** London and Manchester have both moved to a one night at zero trigger in 2017/18.
  - **Flexible approach:** Cambridge City Council operates a flexible approach which includes opening for prolonged periods of heavy rain or wind and opening on a respite basis over the winter.
  - **Feels like temperature:** In 2017/18 Birmingham City Council began operating SWEP whenever there is a 'feels like temperature' of 0 or below and for yellow weather warnings.
  - **Shelter Provision:** Liverpool City Council has opened a shelter for all rough sleepers 365 days per year.
- 3.6 Severe weather provision was due to be tendered in 2018 and as part of the tender development process a public consultation was held on the temperature trigger for opening SWEP. The consultation closed on the 6<sup>th</sup> July 2018. See **Appendix 1** for the consultation feedback. Stakeholders who support SWEP provision such as health services, Sussex Police and charities working with rough sleepers were also asked for feedback.
- 3.7 The SWEP tender was released on 3<sup>rd</sup> August 2018 and from 2018/19 onwards will operate on a new trigger of one night at a 'feels like temperature' of 0 degrees or below and on an amber weather warning. The budget for SWEP provision has been increased to £70,000.00 per annum from 2018/19 to ensure sufficient funding for the potential increase in the number of times the provision will be opened. The contract will run for five years with a possible two year extension.

### Winter Nightshelter

- 3.8 In December 2017 Brighton & Hove City Council operated its first winter night shelter for rough sleepers. The service offering 30 bed spaces in the Brighton Centre and St Martins Church operated from the 10<sup>th</sup> December 2017 until the 11<sup>th</sup> March 2018. The Policy, Resources & Growth Committee Report detailing the setting up, running and evaluation of the service can be found in **Appendix 2**.

- 3.9 The 2018/19 winter night shelter will be open on 2<sup>nd</sup> November 2018 and close on 20<sup>th</sup> March 2019 operating between 5pm and 7am (an earlier opening time was suggested from the feedback last year). There are several dates when the Brighton Centre is not available and alternative venues are being explored. This service is subject to a competitive tender process to identify a provider to manage the service. The tender will be issued in August 2018 and the closing date is 17<sup>th</sup> September 2018. The winter night shelter will be based in a council owned building and will accommodate 30 people a night in line with the model developed last year. Following the evaluation of the service the shelter in 2018/19 there is a plan to increase the number of external support services working within the shelter.
- 3.10 The total budget set aside for the winter night shelter is £150,000.00.

### **Rough Sleeping Hub**

- 3.10 In June 2018 Brighton & Hove City Council was successful in a bid for Rough Sleeper Initiative funding from the Ministry of Housing, Communities and Local Government for £495,107.00. This funding is provided for a period of 9 months to support the provision of services to rough sleepers. £125,000.00 of this funding plus match funding of £165,000 from Brighton & Hove City Council is allocated to the development of a Rough Sleeper Hub.
- 3.11 A hub is a safe space which enables a rough sleeper to be quickly moved away from the streets at the time they are identified on an outreach shift by outreach staff. It is a basic offer of a place to sleep in a communal area and food. It provides a place away from the streets for outreach staff to assess an individual's needs and develop a plan to move them sustainably away from rough sleeping. A hub stay should be short, ideally 72 hours but is often longer in more complex cases. The Hub model has operated successfully in London since 2013.
- 3.12 The search for a building to accommodate the hub is ongoing however an interim 3 month agreement has been made with Brighton Housing Trust to utilise the First Base Day Centre. This 17 bed space hub will have BHT night staff. St Mungos outreach staff will manage referrals into and out of the service, assessments, reconnections and support people to access sustainable accommodation. The hub cannot remain at First Base as this is the main SWEP venue.
- 3.13 The hub is a key service for the city in addressing rough sleeping and will provide a place of safety for those rough sleeping and a quick route away from the streets for those who are new to rough sleeping or new to the city.

## **Other Provision:**

- 3.14 Brighton & Hove has a number of charities and organisations across the city working with rough sleepers. This includes the provision of food, equipment, access to day centres and medical support. These services continue to operate across the winter months and are key partners in the delivery of services such as SWEP.

## **The Churches' Nightshelter:**

- 3.15 The Churches' Night Shelter has been operating in Brighton & Hove since 2012 and is delivered by a partnership of churches across Brighton & Hove. The shelter moves on a nightly basis between 7 churches operating one night at each venue. Support is provided by volunteers and any funding required is provided by the churches and through public donations.
- 3.16 In the winter of 2017/18 the Churches' Nightshelter provided 15 bed spaces for rough sleepers with low support needs each night from mid November to mid March. The churches and the public who volunteer their time operate a vital service to rough sleepers in the winter months.
- 3.17 In June 2018 the Ministry of Housing, Communities and Local Government provided £38,689.00 through the Rough Sleeper Initiative to support the Churches' Winter Night shelter expand their provision for 2018/19 and take people with higher levels of need. Following conversations between Adult Social Care Commissioning and the Churches it has been agreed that the Churches will utilise the funding to provide additional staffing which will enable the current provision to operate from the beginning of November until the end of March. The staff members will provide support to the volunteers and the guests within the shelter to support move on to sustainable accommodation options.
- 3.18 The Churches' Nightshelter will be providing data to Adult Social Care Commissioning on the number of individuals accommodated across the 5 months and the long term accommodation outcomes for these individuals. The Nightshelter will not become a commissioned service and will remain an independent church based organisation. St Mungos staff will work closely with the service.

## Engagement

3.19 Planning meetings are taking place with key partners and services to ensure that rough sleepers are supported over this winter period and that as many people rough sleeping as possible are supported into sustainable accommodation. An information sheet will be drafted and distributed across the city to GPs', libraries, hospitals, and other service areas which outlines the range of provision.

## 4. Important considerations and implications

### Legal:

4.1 The commissioning of services is being undertaken in accordance with the Public Contract Regulations 2015 and in accordance with Contract Standing Orders. There are no further legal implications in respect of this report which is for noting by the Health and Well Being Board.

Lawyer consulted: Judith Fisher

Date:03.08.2018

### Finance:

4.2 The overall budget within Health & Adult Social Care for commissioned Housing Related Support services is £5.4m for 2018/19. Tenders for the individual services within this report will be requested against an agreed service specification. The Council is experiencing financial challenges and is subject to annual government financial settlements which can impact on the availability of funding. However it is anticipated that financial resources will be available to enable the commissioning of the services detailed above.

Finance Officer consulted: Sophie Warburton

Date: 09.08.2018

### Equalities:

4.3 An EIA has been completed on women accessing the night shelter and on the changes to severe weather provision. The provision outlined in this paper will provide additional support to vulnerable rough sleepers.

### **Sustainability:**

- 4.4 The funding for the Brighton Council Nightshelter, the Rough Sleeper Hub and the additional post for the Churches' Nightshelter is temporary for a nine month period. Additional funding has been applied for to continue the hub provision in 2019/20 however this will require match funding from Brighton & Hove City Council of £120,000.

The City Council will support the Churches' Nightshelter to seek an alternative funding source for their post but there is no funding yet identified for the winter Nightshelter or the hub in 2019/20

### **Health, social care, children's services and public health:**

- 4.5 One of the primary aims of winter provision is to prevent deterioration of health and loss of life among rough sleepers especially during the cold winter months. This planned provision will not only provide a safe warm space for rough sleepers but will also ensure links are made with vital health and care services. The links with St Mungos Outreach Service will ensure that steps are being taken to provide rough sleepers with sustainable accommodation options. The evidence is not yet available to demonstrate whether the provision of Nightshelter or Hub provision can reduce ambulance call outs or unplanned admissions to hospital however we hope to be able to demonstrate an impact over the winter 2018/19.

## **Supporting documents and information**

**Appendix 1:** Severe Weather Provision Public Consultation Feedback

**Appendix 2:** Policy, Resources & Growth Committee Report – Brighton  
Winter Nightshelter

**Appendix 3:** How the council helps rough sleepers in the city

