

Subject:	Procurement of an Assessment Service for Rough Sleepers & Homeless Adults		
Date of Meeting:	13th March 2019		
Report of:	Rob Persey, Executive Director – Health & Adult Social Care		
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Ward(s) affected:	(All Wards)		

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

- 1.1 In January 2015 Policy, Resources and Growth Committee granted delegated authority to the Executive Director of Health & Adult Social Care to enter into a remodelling and procurement process for services to support rough sleepers and single homeless adults and young people in Brighton & Hove.
<https://present.brighton-hove.gov.uk/ielIssueDetails.aspx?IId=45415&PlanId=0&Opt=3#AI43961>
- 1.2 This paper was followed by reports to Housing & New Homes Committee on the 23rd September 2015, 16th November 2016 and 20th September 2017 and Health & Wellbeing Board on the 20th September 2016. The reports detailed the services being procured and the progress of the procurement process.
- 1.3 As part of the remodelling of homeless accommodation and support services an Assessment Service was designed to provide multi agency assessments to homeless adults with a local connection who require supported accommodation. The aim of the service was to ensure the service user was referred into the most appropriate supported accommodation service therefore giving them the best chance of a successful outcome.
- 1.4 The Assessment Service has been competitively tendered twice but neither process resulted in an acceptable bid. Following feedback from providers Health & Adult Social Care is now seeking to lease a suitable property from which the service can be delivered and which will allow for a further competitive tender for the support.
- 1.5 The purpose of this report is to seek approval from Housing & New Homes Committee for a competitive procurement by tender for an assessment support service for rough sleepers and homeless adults.

2. RECOMMENDATIONS:

That the Housing and New Homes Committee:

2.1 Grants delegated authority to the Executive Director of Health & Adult Social Care (HASC) to take all necessary steps to

(i) procure and award a contract for Five (5) years for the provision of an Assessment Service for homeless adults with a local connection requiring supported accommodation to the value of £360,000 per annum,

(ii) to approve an extension to the contract referred to in 2.1(i) for a period or periods of up to two years in total if it is deemed appropriate and subject to available budget.

3. CONTEXT/ BACKGROUND INFORMATION

3.1 Health & Adult Social Care has a budget of 5.4m to fund accommodation and support services for rough sleepers, homeless adults and young people. Since the Policy Resources & Growth Committee Report in January 2015 Health & Adult Social Care has been through the process of re-procuring its accommodation and support services this has included;

- High, Medium & Low Support Accommodation for Adults
- Outreach Services for Rough Sleepers
- Supported Accommodation for Young People
- Supported Accommodation for Young Women
- Women Only Supported Accommodation Service
- Peer Support Service
- Employment, Education & Training Support Service
- Housing First Service
- Floating Support for adults and young people in their own homes
- Mental Health Supported Accommodation
- Youth Advice & Family Mediation Service

3.2 The assessment service is a key element of the model of accommodation and support for homeless adults and an outcome of the Rough Sleeper Strategy 2016 under Priority 2, Rapid Assessment & Reconnection.

3.3 The assessment service will offer short term accommodation for up to 6 weeks to rough sleepers with a local connection. During those 6 weeks a comprehensive assessment of an individual's needs will take place in order to facilitate an onward placement into an appropriate supported accommodation service.

3.4 A local connection is defined as;

To be deemed as having a 'Local Connection', a person must fulfil one or more of the following:

- *Have lived in Brighton and Hove for at least 6 out of the last 12 months. Sleeping rough here will not count – they must have had a tenancy.*

- *Have lived in Brighton and Hove for at least 3 out of the last 5 years. Again, sleeping rough will not count and they must have had a tenancy or licence agreement.*
- *Have close family who are living here and who have lived here for at least the past 5 years. Close family means:*
 - (i) *mother or father (incl. step parents)*
 - (ii) *brother, sister, son or daughter all of which must be over 18 years of age (incl. step siblings)*
 - (iii) *carer over 18 years of age*

Please note: 'close family' means just that. If there is no actual 'relationship' with the family member already living here, the person applying would not be considered to have a Local Connection.

- *Have permanent full-time employment in the city*
 - *Other special reason, such as growing up and attending school in the area, hate crime, fleeing domestic or sexual violence in an area and LGBT clients unable to return home.*
- 3.5 The aim of the service is to create better outcomes for individuals by making sure they are placed in a service which meets both their needs and their aspirations for the future. This could be a women only service, a service based outside the city centre, a medium or low support service or mental health supported accommodation service.
- 3.6 The assessment service model has been out to competitive tender twice once in December 2016 and once in August 2018.
- 3.7 On the first occasion the service was tendered in conjunction with New Steine Mews supported accommodation which is a council owned and managed 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. Following this second tender the service was tendered without attached accommodation, in the hope of providers bringing a suitable building; again this attracted limited interest and the evaluation panel were unable to recommend award of the tender.
- 3.8 From conversations with providers Health & Adult Social Care is aware that there is a competitive market for the tender of the service however the lack of access to a building has prevented some providers from bidding for the service. By leasing a property we will be able to move ahead with the tender swiftly and ensure a fair procurement and competitive process.

4. The Model

- 4.1 The assessment service is part of the pathway of supported accommodation for rough sleepers and homeless people with a local connection. The service will act as a gateway into supported accommodation in the city. The process is as follows;

- 4.2 A referrer such as the Street Outreach Service or Housing Options will determine via an assessment that an individual is in need of supported accommodation and has a local connection to the city. This work may be done in the short term assessment hub (funded by MHCLG) or on the streets, in a day centre or at Bartholomew House. This individual will then be placed in the Assessment Service when a vacancy is available.
- 4.3 The Assessment Service would support the individual with their basic needs for example an individual may need toiletries, help to access items such as clothing, support to make a benefits claim or to assess medical treatment or dental care.
- 4.4 The role of the Assessment Service will be to undertake a comprehensive assessment of the individual's strengths, aspirations and support needs. This will include, where appropriate assessments of their physical and mental health needs, substance misuse issues and the level and type of support they need. The Provider would also seek to look with them at what they wish for the future and how they best see this being achieved.
- 4.5 The Assessment Service would then make a referral into an accommodation service which could best meet their needs. This could be high, medium, or low supported accommodation or it could be a service such as women only, multiple and complex needs or mental health supported accommodation. The assessment could also identify that mainstream supported accommodation is not appropriate and that other avenues of specialist support need to be explored.
- 4.6 The aim of the model is to place people in the most appropriate service for their needs improving their chances of remaining in accommodation and moving successfully on to greater independence.

5. Demand

- 5.1 There is a high demand for supported accommodation in Brighton & Hove. In the 11 months from 01/04/18 there have been;
- 124 placements made into adult high and medium supported accommodation including 49 rough sleepers and 38 individuals placed via referral from Housing Options
 - 79 placements into young people's high and medium support accommodation.
 - 75 placements made into low support accommodation for adults & young people.
 - 24 placements into mental health supported accommodation
- 5.2 It is anticipated that a significant proportion of those placed in adult high and medium support will come via the assessment service.

6. Budget

- 6.1 A budget of £360,000 per annum has been identified for this service from Health & Adult Social Care.

7. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 7.1 The Service is a key part of the model of support and accommodation for homeless people and full consultation took place when the model was developed including visits to assessment services in London and discussions with other local authorities who operate a similar model of assessment and support.

8. COMMUNITY ENGAGEMENT & CONSULTATION

- 8.1 Consultation on the model of supported accommodation has taken place with partners, providers and service users.
- 8.2 Brighton & Hove City Council has utilised service user groups to consult on aspects of the design of its services and the referral processes for access to supported accommodation. We will continue to take feedback from current service users and those with lived experience to feed into our contract monitoring process and the development and remodelling of services.
- 8.3 Consultation on the tender will take place with partners such as Housing, Public Health, Community Safety and the CCG once a building has been secured.
- 8.4 Any new service commissioned by Health & Adult Social Care will be subject to engagement with the local community. The provider of the service will be expected to work with Brighton & Hove City Council to engage with the local community and ensure that strong relationships and channels of communication are developed.

9. CONCLUSION

- 9.1 The assessment service is a key part of the model of supported accommodation for homeless adults and rough sleepers. With all supported accommodation services for homeless people being retendered under a new model over the last 3 years this will be the final service to be completed.

10. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 10.1 The overall budget within Health & Adult Social Care for commissioned Housing Related Support services is £5.4m for 2018/19.
The services commissioned must be within the funds available.
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: 28.02.19

Legal Implications:

- 10.2 In accordance with Part 4 of the council's constitution, Housing & New Homes Committee is the appropriate decision making body in respect of the recommendations set out in paragraph 2 above. In order to comply with Contract Standing Order ('CSO') 3.1, authority to enter into contracts in excess of £500,000 must be obtained from the relevant committee.
- 10.3 The estimated total value of the contract is £2.52 million including the proposed extension period. The procurement of the contract is therefore governed by the Public Contracts Regulations 2015 (PCR 2015). The nature of the services are classified as "light touch" and must be advertised in the Official Journal of the European Union as the value exceeds the threshold of £ 615,278.00.
- 10.4 In the event of a no deal Brexit the government will set up an alternative e-notification system. The regulations will remain broadly unchanged following Brexit.
- 10.5 As the contract will have a value of over £250,000, it must be executed as a deed using the Common Seal of the council in accordance with CSO 14.7(i)

Lawyer Consulted: Judith Fisher

Date: 28.03.19

Equalities Implications:

- 10.6 Rough Sleepers and Homeless People are vulnerable and we recognise that some groups of homeless people have difficulty accessing and maintaining accommodation due their complex needs. These individuals require a flexible range of services which are able to offer more personalised support.
- 10.7 The remodelling of supported accommodation has aimed to create services which are more diverse and personalised to better meet the complex needs of our service users. The assessment service is a key element to this ensuring a more personalised and detailed assessment process over a longer period of time leading to a more appropriate and personalised placement into supported accommodation.
- 10.8 An EIA for the new service is in development.

Sustainability Implications:

- 10.9 The contract length of 5 years plus an extension of 2 years will provide stability to both the provider and the service users.

SUPPORTING DOCUMENTATION

Appendices:

None

Documents in Members' Rooms

None

Background Documents

1. PR&G Report 15th January 2015 <https://present.brighton-hove.gov.uk/ielIssueDetails.aspx?Id=45415&PlanId=0&Opt=3#AI43961>
2. Housing & New Homes Report 23rd September 2015 [https://present.brighton-hove.gov.uk/Published/C00000884/M00005929/AI00047254/\\$20150914111457007769_0032819_HousingRelatedSupportCommissioningUpdateforHousingNewHomesCommitte.docxA.ps.pdf](https://present.brighton-hove.gov.uk/Published/C00000884/M00005929/AI00047254/$20150914111457007769_0032819_HousingRelatedSupportCommissioningUpdateforHousingNewHomesCommitte.docxA.ps.pdf)
3. Housing & New Homes Report 16th November 2016 [https://present.brighton-hove.gov.uk/Published/C00000884/M00006161/AI00054330/\\$20161107162143009729_0040352_Report281016IScomments.docxA.ps.pdf](https://present.brighton-hove.gov.uk/Published/C00000884/M00006161/AI00054330/$20161107162143009729_0040352_Report281016IScomments.docxA.ps.pdf)
4. Housing & New Homes Report 20th September 2017 [https://present.brighton-hove.gov.uk/Published/C00000884/M00006674/AI00056751/\\$20170911102604014048_0051687_SingleHomelessAccommodationSupportServicesFINALv2.docxA.ps.pdf](https://present.brighton-hove.gov.uk/Published/C00000884/M00006674/AI00056751/$20170911102604014048_0051687_SingleHomelessAccommodationSupportServicesFINALv2.docxA.ps.pdf)
5. Health & Wellbeing Board Paper 20th September 2016 [https://present.brighton-hove.gov.uk/Published/C00000826/M00006148/AI00051431/\\$20160909164130009614_0039191_SingleHomelessnessRoughSleeperAccommodationHWReportv14Final.docxA.ps.pdf](https://present.brighton-hove.gov.uk/Published/C00000826/M00006148/AI00051431/$20160909164130009614_0039191_SingleHomelessnessRoughSleeperAccommodationHWReportv14Final.docxA.ps.pdf)
6. Brighton & Hove Rough Sleeping Strategy 2016 <https://www.brighton-hove.gov.uk/content/housing/homelessness-and-rough-sleepers/rough-sleeping-strategy>

