

**THE LONDON BOROUGH OF BRENT  
REGENERATION & GROWTH DEPARTMENT  
HOUSING & EMPLOYMENT  
HOUSING NEEDS SERVICE**

**ROUGH SLEEPING SERVICE, ROUGH SLEEPER'S  
STREET OUTREACH SERVICE CONTRACT**

**DOCUMENT (b): SPECIFICATION FOR THE  
PROVISION OF A ROUGH SLEEPER'S STREET  
OUTREACH SERVICE**

Date: 28/11/2014

## SPECIFICATION

This specification is for the Street Outreach component of Brent's wider Rough Sleepers' Support Service for people sleeping rough or at risk of sleeping rough in the borough.

The Rough Sleepers' Support Service is being commissioned as two distinct but inter-dependent service elements, this, a Rough Sleepers' Street Outreach Service and the other, a Rough Sleepers' Housing Advice and Resettlement Support Service. While the two elements are individually specified and are being put out to tender separately, it is the council's intention that they should be delivered with sufficient integration that service users accessing them experience them as a cohesive service offer.

The two service elements may be commissioned either from a single or different provider, should the two services be delivered by different providers, one of the council's central expectations of both providers would be that they establish a sufficiently close working partnership to ensure service users experience the desired integrated service offer.

Both services are being tendered for a period of three years with an option to extend for up to another two years.

### 1. BRENT ROUGH SLEEPERS' SUPPORT SERVICE OVERVIEW

1.1 The two service elements to be commissioned are:

**A Street Outreach Service**, to identify and engage with people sleeping rough in Brent and in need or want of assistance with getting into accommodation and off the streets. This service will not target the relatively newly observed phenomenon of migratory economic migrants without support needs who choose to sleep rough to save money in order to maximise the income they can remit home.

&

**A Rough Sleepers Housing Advice and Resettlement Service** to primarily assist rough sleepers referred to them by the Street Outreach Service, but on occasion also people referred to them by a designated referrer as being at risk of sleeping rough, to secure and maintain appropriate and stable accommodation. (Designated referrers will be as determined by the council) The Rough Sleepers Housing Advice and Resettlement service will also gate keep Brent's Rough Sleepers' Pathway accommodation.

1.2 It is envisaged that both service elements will work with a range of service users, some of who may present with considerable needs but have limited or no engagement with other support services, so presenting potential risks to themselves and/or others. Both service elements will support clients with chaotic lifestyles, including those who may have had or still have ongoing drug and alcohol issues and/or mental health issues and may present with significant vulnerability as a consequence of these needs.

1.3 The provider/s of both service elements will be expected to work with other local support services and partners including but not restricted to: Brent Council's Housing Options and START Plus teams, care managers, social workers, community psychiatric and substance misuse services, Ashford Place, Lift, the boroughs supported housing and floating support providers, the London Street Rescue and No Second Night Out services, probation services, registered social landlords (RSLs), and private landlords.

1.4 The provider/s of both services shall participate in monthly targeting and tasking meetings chaired by Brent's Street Population Coordinator to plan and review actions for individual rough sleepers and/or emerging rough sleeping issues in the borough.

## **2. UNDERLYING SERVICE VALUES**

2.1 This is an outcomes-focused specification and as such leaves scope for providers to organise service delivery in a range of ways to achieve the required outcomes. However, Brent Council has defined a set of underlying values that organisations including the provider of the services (and service) under this contract will be expected to adhere to in delivering such services.

2.2 The values guiding this service will be:

- to treat individuals with dignity and respect;
- to promote maximum independence; not doing things for people but helping people to do things for themselves to prevent dependency;
- to focus on a person-centred and individualised approach to address the specific and changing needs of individuals;
- to support and promote individual choice and control to assist service users to realise their aspirations and full potential;
- to be preventative and proactive; responding to emerging problems and preventing them from escalating;
- to involve people who use the service in shaping it and to seek their views and act upon their feedback; and
- to achieve a balanced approach to risk which gives individuals control and the support if they make mistakes without serious implications for their security and safety.

## **3. BRENT ROUGH SLEEPERS' SUPPORT SERVICE'S STREET OUTREACH SERVICE**

3.1 This service is being commissioned as an outreach service to go out onto the streets primarily early in the morning, but also late at night if required, to contact people where they are or appear to be sleeping rough. The service provider shall as part of the provision of its services and the service required of it:

1. in response to Streetlink referrals and other intelligence proactively find and engage with rough sleepers;
2. verify individual's rough sleeping;
3. establish and build relationships with rough sleepers;
4. undertake an initial assessment of their needs;
5. where practicable arrange immediate placement in accommodation e.g. where appropriate refer to the No Second Night Out and No One Left Sleeping On the Streets services;
6. where immediate accommodation is impracticable, refer on to the Rough Sleepers' Housing Advice and Resettlement Service;
7. provide support while the rough sleeper remains on the street and, if appropriate, maintain tapering contact once they move into accommodation;
8. assertively challenge rough sleepers engaging in anti-social behaviour, highlighting the potential consequences of such activity; and
9. assertively challenge rough sleepers presenting with unrealistic expectations, highlighting their unsustainability, e.g. EU nationals with support needs seeking to remain in the UK without exercising their treaty rights and persist in rough sleeping unchallenged.

3.2 The provider shall also attend and participate in relevant meetings with the key partnership agencies and forums such as the Local Joint Action Groups (LJAGs).

#### **4. AIMS AND OBJECTIVES OF THE STREET OUTREACH SERVICE**

4.1 As the Street Outreach element of Brent's Rough Sleeping Services the Rough Sleepers Street Outreach Service will make contact with and engage the boroughs rough sleepers (or those identified as being at acute risk of sleeping rough), referring them onto the Rough Sleepers Housing Advice and Resettlement service, supporting and encouraging them to engage with the service to support their making the transition from a chaotic street lifestyle to sustaining stable accommodation in the social or private rented sectors. The service will, where appropriate, reconnect individuals from outside the borough to their home area.

4.2 It will, working with partners, coordinate action around each rough sleeper to bring them in and off the streets. It will establish with individual rough sleepers a support plan which addresses both their needs and future aspirations and ensures they establish and sustain stable accommodation that serves as a firm foundation for the realisation of their aspirations.

4.3 The service will address the needs of the wider community by reducing to the minimum the number of people sleeping rough in the borough and by addressing and minimising rough sleeping related anti-social behaviour.

#### **5. SERVICE USER ELIGIBILITY CRITERIA AND SERVICE ACCESS**

5.1 The Rough Sleepers Street Outreach Service is being commissioned to provide support services to people who are sleeping rough in Brent and in need of housing related support.

5.2 Potential service users' eligibility for the service will be based on the service's verification of their rough sleeping through meeting them on Street Outreach shifts and establishing they meet the criteria to be verified as rough sleeping.

5.3 While the service will be accessible to rough sleepers with no recourse to public funds, their further onward referral options, beyond reconnection, may be severely limited.

## **6. STREET OUTREACH SERVICE REQUIREMENTS**

6.1 The Rough Sleepers Street Outreach Service will deliver:

- a high quality, cost effective support service with appropriately trained staff, with skills including the abilities to develop relationships with rough sleepers and partner agencies, to motivate vulnerable people, assess their needs, keep accurate records and deal with issues associated with rough sleeping, mental illness and substance abuse.
- a service that is flexible and responsive to the service users' needs, ensuring continuity of appropriate support from the street to the sustainment of stable accommodation.
- a service that works proactively with service users to identify and resolve issues.
- a service which links with agencies in a way that promotes partnership working.

6.2 The service will have in place robust needs and risk assessment processes, proactively mitigating risk and will use SMART support planning processes to best support its service users in meeting their short and long term goals and realising their aspirations.

6.3 The service will provide a support service tailored to the individual as appropriate allocating service users a named key worker who will engage and support the service user placing them at the centre of their individual support plan.

6.4 The service will work creatively to enable service users to engage with other services and will build relationships with partner agencies to ensure effective referrals and joint work to ensure health, rehabilitation and development needs are met.

6.5 The service will through effective record keeping facilitate support, manage case work, support joint working and produce data to inform policy.

6.6 The service will ensure it is responsive to the needs of BME groups and in accordance with the council's equal opportunities policy.

6.7 The service will for those people who do not have English as a first language, or are unable to communicate using English ensure access to appropriate translation services and promote access to ESOL (English for Speakers of Other Languages) courses.

6.8 The service will input relevant monitoring information to the CHAIN database in a timely manner, provide Brent Council and other organisations as appropriate with up to date monitoring information and assist in using this information to develop services that better support clients towards becoming independent self sufficient members of society.

6.9 The service will ensure any data which is supplied to third parties is in compliance with the Data Protection Act 1998. Examples of organisations including but not being limited to:

- Other Advice Agencies
- Contact details of local GP's, Health Centre etc.
- Support services
- Training providers and other classes
- Employment agencies
- Income support and or benefits

6.10 The service will ensure that services are carried out in compliance with legislation, to include revision of/or relevant additional legislation.

6.11 So that the provider's staff can better make contact with rough sleepers the provider shall ensure that the outreach service will mainly operate early shifts that start before 5.00 a.m. or late shifts that continue until at least 1.00 a.m.

6.12 The balance of early and late shifts will generally be left to the discretion of the service provider provided that the performance requirements of this specification and the contract are met, and the shift pattern will be dependent on the weather, season and the local pattern of rough sleeping. Note that Brent's Street Population Coordinator is entitled (as necessary in his/her opinion), to direct and require that the service provider and it staff conduct or work to specific shifts or shift pattern, or vary their regular pattern of shifts to work a greater proportion of early or late shifts.

6.13 The team's regular weekly shifts will have a minimum length of five hours, with the specific length and frequency of outreach shifts being determined by the provider's method statement in their service tender submission.

6.14 The services will provide a combination of responsive and proactive work with rough sleepers. Where rough sleepers are failing to engage the provider will deploy a variety of approaches to help ensure that each service user is supported effectively. These will include using a persistent or assertive approach with entrenched rough sleepers

6.15 Once rough sleepers/service users have been placed in accommodation as part of the service provision, the provider shall ensure the service provider has means to maintain contact

with those persons, and with entrenched rough sleepers it has established a relationship with, whom (being particularly isolated and vulnerable find difficulty in forming and maintaining relationships of trust). The provider and the service shall support such persons and specifically those who are particularly vulnerable to having their initial placement in accommodation breakdown or otherwise end, without such ongoing support from the provider and its service staff.

6.16 The service will support the local authority/council and the police and other agencies in tackling rough sleeping related antisocial behaviour in Brent.

## **7. SERVICE USER INVOLVEMENT AND FEEDBACK**

7.1 So that service users are supported to engage in making their own choices, including being fully involved in the running of the service and achieving as great a level of independence as possible; the service provider will have in place policies and working practices such as a customer care/service user's charter and a service user involvement strategy that demonstrably promotes service user involvement and feedback.

## **8. STAFFING AND MANAGEMENT**

8.1 The service provider is required to employ sufficient, competent, suitably qualified, DBS checked and trained staff to provide the service commissioned.

8.2 The service hours delivered per week will be determined by the provider's method statement in their service tender submission. Provided that the service is resourced and staff perform as required under the specification and the contract, paid staffing levels for the Street Outreach Service will be as described in the provider's method statement in their service tender submission.

8.3 For this contract, the Transfer of Undertakings (Protection of Employment) Regulations 2006 ("TUPE") is expected to apply. Information in relation to this is as detailed in the council's invitation to tender for the contract. The provider has been referred to this in the council's ITT. The provider acknowledges and agrees that London Borough of Brent does not warrant the accuracy or completeness of any TUPE or employment related information.

## **9. LOCATION OF SERVICES**

9.1 The expectation is that the street outreach service will be provided to people rough sleeping across the London Borough of Brent. As there is not a specific need to have an office base within the borough to meet this requirement, the council will not require the outreach service provider to have premises within the borough. However the requirement is that should the provider not maintain premises in the borough that it make appropriate provision for outreach workers to be

able, as required, to conduct confidential one-to-one work with the rough sleeping clients with which it engages in the borough.

## 10. OUTCOMES

10.1 This service specification is outcome-focused and does not tightly prescribe how and what a provider should do to achieve the specified outcomes. Outcome-focused services aim to achieve the goals, aspirations and priorities of the individuals they serve. The service should be delivered in a way that is right for the individual and designed to achieve what the person desires. Outcome-focused services are fundamentally person-centred and individualised in their approach, recognising that each individual is unique so has different requirements.

10.2 Brent Council wants to be able to assess how a service is assisting individuals to achieve their goals and positive outcomes, and evidence how, whilst they are receiving the service, they progress relative to their position on first accessing the service. The council requires the service provider to provide outcome data to evidence such progress as part of its performance obligations under the contract.

## 11. TARGETS

11.1 The service provider will be required to submit accurate performance data both monthly and quarterly; this frequency may be reviewed with the agreement of both the provider and the Council.

11.2 General targets for the service are detailed below, specific targets for the service will be agreed with the provider by the Council within 8 weeks of contract start date or in the absence of agreement will be determined by the council via its representative the Street Population Co-ordinator (or other council nominated representative) and will be subject to annual review through which they may be amended by agreement or through decision by the Council.

Outcome	Target
New clients with development/action plans	100%
Existing clients with development/action plan to be kept open until successfully transferred to Rough Sleepers' Housing Advice and Resettlement Service	100%
Eligible new clients referred into the No Second Night Out Service	100%
Clients referred to Rough Sleepers' Housing Advice and Resettlement Service	80%
Clients assisted through the provision of advice, information and referral to other agencies to return/reconnect to originating borough or country	20%



Clients assisted to claim benefit if not already claiming	100%
Clients assisted to access mental health or drug and alcohol services as well as medical assistance if needed through referral to CRI or other CCG services	100%

11.3 In order to assess operational efficiency of service performance the provider will be expected to submit reports on the following information:

Information	Frequency
<ul style="list-style-type: none"> <li>Report of serious incidents</li> </ul>	Within 12 hours of incident
<ul style="list-style-type: none"> <li>Report of safeguarding alerts</li> </ul>	Within 24 hours of incident
<ul style="list-style-type: none"> <li>PI Performance Indicator, Outcome and Target Reports and Returns</li> </ul>	Monthly/Quarterly (as agreed or determined by the Council)

## 12. PERFORMANCE MONITORING

12.1 The Council will utilise a risk-based approach to monitoring this service. The focus will be to assess the achievement of outcomes and performance to targets. This will be achieved through a range of methods including submission of quantitative and qualitative outcome data.

12.2 It is expected that the service provider will maintain high levels of performance through their own internal quality assurance processes.

12.3 With the use of a risk based monitoring approach a provider who is performing well will likely need less monitoring than one whose performance is deemed poor.

12.4 A Service Performance Assessment will be completed for the service, at least annually by the council's Street Population Coordinator. Following this, a service monitoring plan will be devised by them and agreed with the provider.

12.5 However, independent of the service performance assessment the performance areas outlined in this specification and in Appendix 1 attached must be complied with by the provider. The performance requirements are intended to achieve positive outcomes for service users and provide information and data to evidence this to the Council.

12.6 The Council will monitor and review the effectiveness of these services and service user views will be an integral part of this review process.

## 13. PERFORMANCE MONITORING RETURNS

13.1 The service provider shall complete and submit electronically a Performance Indicator Workbook, the format of which will be provided by the council, at the end of each quarter (June, September, December and March) within 15 working days of the end of each quarter.

#### **14. HEALTH AND SAFETY**

14.1 The provider will ensure the provision of the service, which includes the provision of staff resources, premises and facilities, and all agents of the provider comply with all relevant Health and Safety requirements. The provider must submit all Health and Safety information and data, which is required by the Council in order to ensure the safety of service users and staff and agents of the provider.

#### **15. INCIDENTS**

15.1 Serious and untoward incidents must be reported to the Council within 12 hours of them occurring. The report and information provided must comply with local procedure.

#### **16. SAFEGUARDING**

16.1 The provider must report safeguarding incidents or allegations to the Council within 24 hours and must liaise with appropriate agencies including social work teams, police, probation and health professionals in line with local procedure, and at all times take necessary action to protect individuals (vulnerable adults and children at risk) from immediate and future harm.

#### **17. CONCLUSION**

17.1 The aim of this service specification is to set out a clear and measurable benchmark of the quality of Rough Sleeping Street Outreach Service.

17.2 Any changes to the service must be agreed with the London Borough of Brent's Street Population Coordinator before they are made.