


<b>Individual Commissioner Decision</b>  Decision Log No: 029	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Aman Dalvi Corporate Director Development and Renewal	<b>Classification:</b> Unrestricted
<b>Request to Commissioners to delegate decisions in relation to dedicated funds for rough sleepers</b>	

<b>Is this a Key Decision?</b>	<b>No</b>
<b>Decision Notice Publication Date:</b>	N/A
<b>General Exception or Urgency Notice published?</b>	<b>Not required</b>
<b>Restrictions:</b>	<b>None</b>

### EXECUTIVE SUMMARY

This paper is seeking the Commissioners' agreement to delegate authority to the Corporate Director, Development and Renewal, to agree payments of one-off claims for additional expenses made by commissioned providers of services for the prevention of rough sleeping.

Full details of the decision sought, including setting out the reasons for the recommendations and/or all the options put forward; other options considered; background information; the comments of the Chief Finance Officer; the concurrent report of the Head of Legal Services; implications for One Tower Hamlets; Risk Assessment; Background Documents; **and other relevant matters are set out in the attached report.**

### DECISION

The Commissioners are recommended to:

1. Delegate authority to the Corporate Director, Development and Renewal or his nominee, to agree payment of claims made by commissioned providers of services for rough sleepers for one-off expenses incurred in
  - A. Resettling long term and entrenched rough sleepers – personalised budgets
  - B. Providing assessment beds in hostels to determine what interventions are required for rough sleepers
  - C. Providing overnight bed and breakfast accommodation for rough sleepers when the usual provisions are full

- D. Additional expenses during an extended Severe Weather Emergency Provision period
- E. Providing detoxification for EU clients prior to them returning to their original country
- F. Providing supported reconnections to EU national rough sleepers in Tower Hamlets
- G. Conducting the annual street count

**APPROVALS**

**1. (If applicable) Corporate Director proposing the decision or his/her deputy**

I approve the attached report and proposed decision above for submission to the Commissioners.

Signed  Date 16/12/15

**2. Chief Finance Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

Signed  Date 20/10/2015

**3. Monitoring Officer or his/her deputy**

I have been consulted on the content of the attached report which includes my comments.

~~(For Key Decision only — delete as applicable)~~

~~I confirm that this decision:-~~

~~(a) has been published in advance on the Council's Forward Plan OR  
(b) is urgent and subject to the 'General Exception' or 'Special Urgency' provision at paragraph 18 or 19 respectively of the Access to Information Procedure Rules.~~

Signed  Date 2/11/15

**4. Commissioner**

I agree the decision proposed in paragraph above for the reasons set out in section 1 in the attached report.

Name  Signed 

Date 11/11/15

Name ..... Signed .....

Date .....

Name ..... Signed .....

Date .....

Name ..... Signed .....

Date .....

## Commissioner Decision Report

6 October 2015



**TOWER HAMLETS**

**Report of:** Aman Dalvi Corporate Director Development and Renewal

**Classification:**  
Unrestricted

**Request to Commissioners to delegate decisions in relation to dedicated funds for rough sleepers**

<b>Originating Officer(s)</b>	Janet Slater
<b>Wards affected</b>	All
<b>Key Decision?</b>	No
<b>Community Plan Theme</b>	A Great Place to Live

### Executive Summary

This paper is seeking the Commissioners' agreement to delegate authority to the Corporate Director, Development and Renewal, to agree payments of one-off claims for additional expenses made by commissioned providers of services for the prevention of rough sleeping.

### Recommendations:

The Commissioners are recommended to:

1. Delegate authority to the Corporate Director, Development and Renewal or his nominee, to agree payment of claims made by commissioned providers of services for rough sleepers for one-off expenses incurred in
  - A. Resettling long term and entrenched rough sleepers – personalised budgets
  - B. Providing assessment beds in hostels to determine what interventions are required for rough sleepers
  - C. Providing overnight bed and breakfast accommodation for rough sleepers when the usual provisions are full
  - D. Additional expenses during an extended Severe Weather Emergency Provision period
  - E. Providing detoxification for EU clients prior to them returning to their original country
  - F. Providing supported reconnections to EU national rough sleepers in Tower Hamlets
  - G. Conducting the annual street count

## **1. REASONS FOR THE DECISIONS**

- 1.1 The Council receives grant funding from DCLG for the prevention of homelessness and rough sleeping.
- 1.2 Services for rough sleepers are contracted to Providence Row Housing Charity (PRHC) and Thames Reach.
- 1.3 PRHC is contracted to provide a Day Centre for Rough Sleepers (DR4864) and Thames Reach is contracted to provide four (4) services for rough sleepers. (H4340 Outreach Service, DR4883 Inreach Service, DR4880 Reconnection Service and DR4894 Rough Sleeping Prevention Service) Both organisations have worked with the Council initially under SLAs but have been contracted to provide services for the prevention of rough sleeping since November 2014 and April 2014 respectively.
- 1.4 The allocation of dedicated pots of money for specific requirements ensures good financial management of the sums.
- 1.5 The claims on the grant are checked and monitored by the Street Population Coordinator who oversees the contracted service provision, requiring invoices and copies of receipts for each claim for the personalised service charge and bed and breakfast 'pots' of money.
- 1.6 The monies are only claimed against when required for expenditure outside the above contracted service and no profit is made by either organisation.

## **2. ALTERNATIVE OPTIONS**

- 2.1 The alternative is to include the monies within the contracts as a percentage of the overall contract price regardless of whether they are used.
- 2.2 To require authorisation at a higher level which will result in delayed payments to providers
- 2.3 To require the providers to pay for these items from the contracted budget which will result in reduced service provision in other areas

## **3. DETAILS OF REPORT**

- 3.1 Services for rough sleepers are commissioned by the Council to Providence Row Housing Charity (PRHC) and Thames Reach; these were awarded through the competitive tendering process.
- 3.2 PRHC is contracted to provide a Day Centre for Rough Sleepers including services relating to reconnection work and improving the health of rough sleepers. It works closely with Thames Reach, the police, probation and mental health and drug and alcohol support agencies to provide a holistic approach to prevention of rough sleeping.
- 3.3 Thames Reach is contracted to provide four services for rough sleepers – Outreach (locating rough sleepers on the streets, parks and other areas and sourcing accommodation for them), Inreach (reducing hostel evictions and abandonments of supported hostel accommodation), Reconnection Service (reconnecting those rough sleepers with no connection to Tower Hamlets to the area or country where they have connections) and the Rough Sleeping Prevention Service (preventing 'hotspots' of gathered rough sleepers by working in conjunction with the police and ICE and employing a full time approved mental health practitioner).
- 3.4 The Options Service has allocated amounts of money from the grant to fund one off needs for individual rough sleepers. This can be for emergency accommodation, assessment beds or special projects.
- 3.5 'Pots' of money have been set aside to pay claims from Thames Reach and PRHC ( who have related contracts with the Council) for funds required to deliver specific items and services which are not financially provided for in the contract.
- 3.6 Appendices A to G give details of each of the dedicated funding 'pots', what they are to be used for, the way in which these are monitored and the amount per 'pot'. Details of the spend in 2014/15 on each of these is included.
- 3.7 Any unspent grant at the end of the FY is transferred to the DCLG Homelessness Reserve.

#### **4. COMMENTS OF THE CHIEF FINANCE OFFICER**

- 4.1 This report requests that the Commissioners agree to delegate authority to the Corporate Director or his nominee to agree the payment of certain claims made by commissioned providers of rough sleeper services.

4.2 The areas in which delegated authority to agree the payment of one-off expenses is requested, and the current level of 2015/16 budget provision are as follows:

- a. Personalised budgets - used to resettle long-term and entrenched rough sleepers (budget of £10,000)
- b. Personal service charges - to provide beds in hostels when rough sleepers are unable to pay (budget of £2,450)
- c. B & B budget – to provide overnight B & B accommodation for rough sleepers when the usual provisions are full (budget of £1,000)
- d. Severe Weather Emergency Protocol – to provide food, transport, accommodation etc in the event of severe weather (budget of £2,000)
- e. Drug and Alcohol Action Team – to provide detoxification for EU clients prior to them returning to their original country (budget of £15,000)
- f. Reconnection – for expenses incurred by the Rough Sleeping Reconnection Service dealing with EU national rough sleepers (budget of £6,000)
- g. Annual Street Count – for expenses incurred by volunteers undertaking the annual count in Tower Hamlets (budget of £500).

4.3 Appendices A – G provide further details and outline the processes that are in place both to regulate the payments made in these seven areas, and the monitoring that takes place with regards to the outcomes.

4.4 The expenditure in these areas is funded from within existing Homeless Services temporary accommodation budgets. These budgets are supported by Homelessness Prevention Grant that is received from the Department for Communities, Localities and Culture (DCLG). The total 2015/16 budget for the seven areas listed at 4.2 is £36,950, although the full amount of budget provision may not be needed in 2015/16.

## **5. LEGAL COMMENTS**

5.1. The power of the commissioners to make decisions in relation to grants arises from directions made by the Secretary of State on 17 December 2014 pursuant to powers under sections 15(5) and 15(6) of the Local Government Act 1999 (the “Directions”). Paragraph 4(ii) and Annex B of the Directions together provide that, until 31 March 2017, the Council’s functions in relation to grants will be exercised by appointed Commissioners, acting jointly or severally. This is subject to an exception in relation to grants made under section 24 of the Housing Grants, Construction and Regeneration Act 1996, for the purposes of section 23 of that Act (disabled facilities grant). Para 4(iii) of the Directions provides that the Council shall comply with any instructions of the Commissioners in relation to the exercise of the functions listed in

paragraph B which includes the making of grants. The Council shall also provide such information and assistance as the Commissioners may require for the purposes of exercising these functions. It is therefore open to the Commissioners to make arrangements for the decisions regarding these grants to be taken by the Corporate Director, Development and Renewal or his nominee.

- 5.2. A local housing authority has a duty under the Housing Act 1996 ('the 1996 Act') to secure that accommodation is available for eligible applicants who are homeless, in priority need and not intentionally homeless. However, the persons to whom this report relates fall outside of these duties.
- 5.3. Section 1 Localism Act 2011 is the Council's general power of competence which provides that a local authority has power to do anything that individuals generally may do, provided it is not prohibited. This arguably allows the local authority to exercise the power to provide the services set out above
- 5.4. By virtue of section 111 of the Local Government Act 1972, the Council has power to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions, set out above. This may involve expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights. This incidental power may support some grants in relation to the prevention of rough sleepers.
- 5.5. There is no strict legal definition of grant. However, a grant is in the nature of a gift and is based in trust law. However, grants are often given for a purpose so it is sometimes unclear whether a grant has been made or the arrangement is a contract for services. A contract for services is not a grant and therefore, an arrangement which is classified as a contract for services would be outside the remit of the power conferred upon the commissioners to approve.
- 5.6. There will be many grants which are made by the Council for the purpose of discharging one of its statutory duties. However, as a grant is in the nature of a gift, it is considered there must be some element of discretion on the part of the Council as grantor as to whom a grant is made to and whether this is made. If the Council is under a legal duty to provide a payment to a specific individual or organisation, and cannot lawfully elect not to make such a payment, then that should not amount to a grant.



- 5.7. One of the key distinguishing features between a grant and a contract for services is that with a contract for services the recipient of the money has a pecuniary interest beyond that in the receipt of the money itself. This is often in the form of taking a profit from the received.
- 5.8. The nature of each payment or transaction is set out in the appendices to this report. It may be considered that, applying the above reasoning, the payments are considered to be grants.
- 5.9. When considering whether or not to delegate the power to the Corporate Director, Development and Renewal, to make these payments, consideration should be given to the arrangements in place to ensure that the power that is exercised is consistent with its best value arrangements. The Council is obliged as a best value authority under section 3 of the Local Government Act 1999 to "make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness" (the Best Value Duty). Paragraph 7 below considers this in further detail.
- 5.10. When discharging its duties to rough sleepers, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector equality duty). This is further addressed in paragraph 6 below.

## **6. ONE TOWER HAMLETS CONSIDERATIONS**

- 6.1. The CHAIN database which collects data on verified rough sleepers in Tower Hamlets showed that in 2014/15 65% were white British (32%), White Irish (1%) and White Other (32%). Only 9% were of Bangladeshi origin. This does not reflect the ethnic make-up of the borough as a whole and the fact that 32% were white other reflects the London-wide problem of rough sleeping of central and eastern European nationals.
- 6.2. The majority of verified rough sleepers in 2014/15 were men at 87% with 34% of the overall number of rough sleepers being in the 36-45 age range. Data on local connection is not collected from verified rough sleepers as this is not always clear at the point of contact, however, last year 21 rough sleepers were reconnected to another area, whether this be outside London or the UK.
- 6.3. In order to maintain the confidence of residents and ensure that local resources including medical and mental health care are expended on those who have a local connection it is vital that there is this initial expenditure on

rough sleepers to stabilise their health, get them off the streets and turn around the rough sleeping patterns that can result in entrenched rough sleeping or a life of returning to the streets following an initial 'respite' period of hostel accommodation.

- 6.4. These funding streams can contribute significantly to this and thus contribute to community cohesion. The partnership working shown for each of the funds in the Appendices demonstrates the commitment to working efficiently and effectively as one council.

## **7. BEST VALUE (BV) IMPLICATIONS**

- 7.1 Agreeing the recommendations in this report will allow the service to respond more quickly when dealing with the sensitive and complex issue of rough sleeping. This will have the effect of helping to reduce the impact of the rough sleeping on the individual as well as helping reduce further pressure on already stretched public services, which would otherwise have to get involved.
- 7.2 Using dedicated pots of funding in this way means the council does not have to devote permanent staffing resources for an area which does not require staffing at all times, instead delivering the services through two commissioned providers. Claims made by the service providers under each strand of funding are on a cost recovery basis; that is, the providers do not make a profit on any of the sums involved. This represents an effective, efficient and economical use of the council's resources.

## **8. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 8.1 There are no immediate sustainability implications arising from this report.

## **9. RISK MANAGEMENT IMPLICATIONS**

- 9.1 Claims against the dedicated pots are monitored and checked as set out in the appendices to this report. The checks ensure that monies are only expended on the purpose for which they are set aside.

## **10. CRIME AND DISORDER REDUCTION IMPLICATIONS**

- 10.1 The impact on residents and the community of not providing these services will be an increase in rough sleeping and in the presence of rough sleepers

during daytime hours on the streets and in public facilities such as the Ideas Store as they seek to find shelter and facilities not otherwise available.

- 10.2 There is also the risk of squatting in private and publicly owned properties of this client group and associated anti-social behaviour. The benefit to the residents is that there is an immediate response available to finance B&B and assessment beds where other options are not available overnight, entrenched rough sleepers are encouraged to remain in supported accommodation and there are facilities to assist with detox for those who need to be reconnected home.
- 10.3 This has the outcome of a reduction in anti-social behaviour and associated problems. Working closely with the Council's Enforcement Officers and local police and the Immigration Crime Enforcement team (ICE) ensures that 'hotspots' of rough sleeping are disbanded but also that solutions are offered rather than moving the problem elsewhere.

## **11. SAFEGUARDING IMPLICATIONS**

- 11.1 The link between homelessness and mental health is well known, A report by Homeless Link, a national charity that leads on innovation and support to homeless agencies, report that 43% of clients in an average homeless project have mental health needs. In Tower Hamlets the percentage of those found rough sleeping who have a mental health need is higher than the average - at 55%. Many of these individuals are in need of professional mental health assessments and treatment.
- 11.2 The Preventing Rough Sleeping Service commissioned by the Council to Thames Reach delivers short term accommodation and assessment hubs in conjunction with local hostels and includes the expertise of a full time specialist approved mental health practitioner (AMHP) to work directly with complex rough sleepers in the borough. The CHAIN data for Q1 2015/16 show that only 12% of verified rough sleepers had no drug, alcohol or mental health problems and 28% had a combination of drug, alcohol and mental health problems.
- 11.3 Partnership working including Tower Hamlets and the City of London outreach teams, Royal London Hospital Pathways Team, DIP, DAAT, Health E1 and CMHTs ensures the safeguarding of rough sleepers and former rough sleepers, whether these be new to the streets or entrenched, with the aim of providing the best possible outcomes for this cohort.

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## **Linked Reports, Appendices and Background Documents**

### **Linked Report**

- None

### **Appendices**

- Appendix A – Personalised budgets
- Appendix B – Personal Service charge
- Appendix C – Bed and breakfast budget
- Appendix D – Severe Weather Emergency Provision (SWEP)
- Appendix E – DAAT – Brooke Drive Rehabilitation
- Appendix F – Reconnection Budget
- Appendix G – Annual Street Count

### **Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012**

- None

### **Officer contact details for documents:**

Or state N/A

## APPENDIX A

### Personalised budgets

#### Purpose

The personalised budgets are used to:

- Support rough sleepers to maintain accommodation (often through personalising or making their accommodation more comfortable, pleasant or better suited to their needs)
- Support clients when moving to new (usually less supportive) accommodation
- Creatively assist rough sleepers who are resistant to or unable to access the usual accommodation solutions and thus, are in danger of become entrenched in a rough sleeping lifestyle.

The Service follows good practice examples as established by the GLA funded personalisation project.

Examples of items and services purchased are:

- Birth certificates and passports and other ID to enable clients to access hostel accommodation
- Courses and taster sessions as steps towards gaining employment
- Travel fares to reconnect and rebuild ties with family members
- New clothes / beauty treatments to build the self-esteem of our most entrenched rough sleepers including women who are rough sleeping and sex working
- Musical instruments, and writing and painting materials to rekindle a client's interest in old hobbies
- TVs, other furniture and cooking utensils to support individuals to become comfortable in their new accommodation, breakdown a sense of loneliness and provide a healthy alternative to drug use in particular.

Funding has also been used to convene a regular service user group with the aim of increasing the engagement between rough sleepers and the outreach service and their accommodation provider. This group is peer lead and therefore brings with it all the benefits of this inspirational model.

#### Budget

The Personalised Budget for 2014/15 was £10,000. The total actual spend for 2014/15 was £7107. The Budget has remained at £10,000 for 2015/16 in order to

encourage the Service Provider to make use of this resource given the successful outcomes it has yielded in previous years.

#### Monitoring: Financial and Outcomes

The Council's commissioned outreach service, Thames Reach, is the main recipient of the personalised budgets. Through a competitive tendering process, Thames Reach won the outreach contract (TH SORT) and the InReach Service responsible for preventing hostel eviction and abandonment) that relate to the expected outcomes associated with these budgets. Thames Reach is a charity and does not profit from this spend.

The Council ensures that equal value of goods and services is received in return for this spend through a close monitoring process, comprising:

1. An e-mail request from the Service Provider to the Council's Street Population Coordinator – Lead on Rough Sleeping to use the personalised budget. The request includes the intended use of the personalised budget, the beneficiary(s) details, the expected outcome(s) and the cost. The request must be agreed by the Street Population Coordinator before a purchase can be made.
2. A quarterly report and monitoring meetings with the Service Provider in which the Service Provider is expected to provide:
  - 2a Quantitative data from the rough sleeping database Chain to evidence the two intended outcomes, e.g. reduction in the number of rough sleepers living on the street and the number evictions/ abandonments prevented. The report also includes case studies and client feedback on how the spend helped achieve these outcomes and the more qualitative ones related to engagement and improved self-esteem.
  - 2b A detailed spreadsheet reflecting the individual purchases including client details, reason for the spend and purchase details. Copies of all receipts are attached. Original receipts must be available upon request.

The Street Population Coordinator chairs this meeting and scrutinises the spend. Only once the Service has satisfactorily demonstrated the intended outcomes are invoices signed off for payment. In short, there is no provision for claw-back of funding as it is monitored and authorised by the Street Population Coordinator in advance of any invoice payments.

## APPENDIX B

### Personal service charges

#### Purpose

The overall aim of this funding is to reduce rough sleeping particularly, but not exclusively, within the living on street cohort. The funding is used to cover the personal service charge charged on a hostel bed space when a rough sleeper is unable to pay. Many rough sleepers are not claiming benefits and therefore have no legal income when they first enter our hostel sector.

By paying the initial service charge, the Council enables rough sleepers to enter the hostel system who would otherwise be excluded. This measure deters individuals from begging or committing criminal offences to pay their service charge.

The Council has negotiated three hostel bed spaces for which the hostel providers cover the rental income and the Council covers the service charge for up to 28 days. Within this period, the rough sleeper with the assistance of the outreach team and hostel provider is expected to obtain ID, request medical letters if required and establish a benefits claim. In many cases, supporting rough sleepers to access free accommodation for this initial period has been the one single factor that has made the difference between them coming indoors or remaining on the street.

Rough sleepers are referred into an assessment bed via the commissioned outreach service. Placement in an assessment bed is often agreed and authorised in advance at the monthly Rough Sleeping Tasking and Targeting meetings, chaired by Housing Options' Street Population Coordinator. Others will be referred during an outreach shift and an explanation of the placement will be provided in writing to the Street Population Coordinator at that time. The Street Population Coordinator authorises all rough sleepers' placements into Tower Hamlets supported accommodation via the Housing Options database.

These arrangements are outlined in the Council's *Housing Options Short Term Hostel Protocol* – agreed by all stakeholders and revised December 2014.

#### Budget

The budget for 2014/15 was £2450. This was based on a 70% occupancy rate / claim rate by hostel providers. The actual spend was £1213. The budget for 2015/16 has remained at £2450 to ensure the budget is able to cover the above stated occupancy / claim rate, if required.

#### Monitoring: Financial and Outcomes

The main recipient of this funding is Thames Reach who has won the outreach contract (TH SORT) through a competitive tendering process. Thames Reach is a charity and does not receive any profit from this funding.

Thames Reach is monitored through quarterly monitoring meetings, chaired by the Street Population Coordinator. Payment is made in arrears based on the quarterly monitoring report and accompanying evidence which includes a list of assessment bed placements, the client's name, the number of days in the assessment bed, the dates and the cost. These are verified by an invoice to Thames Reach from the relevant hostel provider. This information is cross checked with the Housing Options database and Chain before payment is agreed eliminating the need for claw-back measures to be in place.

The Council receives the intended benefit with a demonstrable reduction in the number of rough sleepers in Tower Hamlets and the completion of assessments and support plans for many entrenched rough sleepers. These outcomes are monitored through the Rough Sleeping Tasking and Targeting Meetings, quarterly monitoring meetings, Supporting People quarterly workbooks and Housing Options' six weekly hostel move-on meetings.



## APPENDIX C

### **B&B Budget**

#### Purpose

Tower Hamlets has a significant hostel sector that deals with the huge demand for supported accommodation in the borough. Most rough sleepers are able to access the hostel provision through the rough sleeper pathway that includes: emergency bed spaces and safe seats, 28 day assessment beds or full admissions into a range of specialist provision. However, in some cases, these options are not available to rough sleepers when they need or want them. Clients may have been recently evicted from a hostel leaving them on the waiting list for another; couples may initially refuse to be split up and housed in separate hostel rooms; rough sleepers may be too vulnerable to be placed in a large hostel and vacancies in the smaller more bespoke accommodation are not readily available.

B&B accommodation is used as the final option if every other accommodation option within the hostel pathway has been exhausted. For some, this becomes a lifeline away from the dangers of rough sleeping.

Placements into B&B most often happen during an outreach shift. In some cases, the placement has been authorised in advance by the Council's Street Population Coordinator via the monthly Tasking and Targeting meeting or e-mail correspondence with the outreach service. In other cases, rough sleepers are accommodated in B&Bs during outreach shifts and authorisation from the Street Population Coordinator is sought the following morning.

#### Budget

The B&B budget increases or decreases each year depending on the previous year's spend and any predicted changes to the hostel sector. In 2013/14 the budget was £2,500 and £500 was spent. In 2014/15, the budget was set at £500 and the actual spend was £2598. The 2015/16 budget has been set at £1000.

#### Monitoring: Financial and Outcomes

The main recipient of this funding is Thames Reach who has won the outreach contract (TH SORT) through a competitive tendering process.

The use of B&B is monitored quarterly in meetings with the Service Provider, chaired by the Street Population Coordinator. Payment is made in arrears based on the quarterly monitoring report and accompanying evidence which includes a list of B&B placements, the clients' names, the number of days in the B&B, the dates and the cost. These are verified by invoices to Thames Reach from the relevant B&B. This

information is cross checked with Chain before payment is agreed eliminating the need for claw-back measures to be in place.

The Council receives the intended benefit with a demonstrable reduction the number of rough sleepers in Tower Hamlets and the completion of assessments and move on plan for these clients. These outcomes are monitored through the Rough Sleeping Tasking and Targeting Meetings and quarterly monitoring meetings.

## APPENDIX D

### Severe Weather Emergency Protocol (SWEP)

#### Purpose

The Severe Weather Emergency Protocol funding is available to hostels and the outreach service to draw down in the event of prolonged periods of severe weather. The funding is used to cover the cost of additional members of staff, food and travel expenses.

The Council has a local comprehensive SWEP that is in line with the good practice examples issued by the GLA. The purpose of SWEP is to provide emergency accommodation, food and transport to all rough sleepers no matter what their entitlement to benefits or reasons for rough sleeping. Its overall aim is to save life and limb, ensuring no one dies on our streets during severe weather.

Our hostel providers and outreach team have continually gone the extra mile every year to ensure that extra outreach shifts and accommodation provision is available. They have covered these additional costs themselves.

In the winter 2013, there were prolonged periods of severe weather – one such lasted 17 days. This put enormous pressure on our providers. It was this long winter that prompted the Council to set up SWEP funding and produce a set of guidelines on how much and under what circumstances funds can be claimed. These are outlined in our *Severe Weather Emergency Protocol – Revised September 2014*.

#### Budget

The 2013/14 and 2014/15 annual budgets for SWEP were £2000. None was claimed for either year due to unseasonably warm winters. The 2015/16 budget remains at £2000.

#### Monitoring: Financial and Outcomes

The recipients of this funding include Thames Reach who has won the outreach contract (TH SORT) and the hostel providers (Look Ahead HA, Salvation Army, Providence Row HA) all of whom have been through a competitive tendering process and have current contracts with Tower Hamlets Council. None of these providers made a profit from this funding.

The Housing Options' Street Population Coordinator is responsible for activating and deactivating the severe weather protocol for Tower Hamlets. It is agreed that during prolonged periods of severe weather, the Coordinator will speak with providers about

the additional resources required and agree funding. This eliminates the need for any claw-back measures to be in place.

As part of SWEP, the outreach service e-mails the Street Population Coordinator once a placement is made. Accommodation providers produce monitoring information at the close of each SWEP period that includes who they have accommodated, the number of nights they remained in SWEP, the resources required to accommodate them. The Street Population Coordinator is responsible for cross checking and verifying this information with the CHAIN (Combined Homeless and Information Network) database.

Payments to providers will be made quarterly (likely Quarters 3 and 4) based on invoices that reflect the information noted above.

## APPENDIX E

### DAAT

#### Purpose

Over the last five years, Tower Hamlets rough sleeping figures show that between 25% and 40 % of our rough sleeping population are non-UK nationals, with the majority being from the Central and Eastern European (CEE) countries. Many have alcohol or drug dependences and a poor grasp of the English language thus making it difficult for those clients to successfully enter the labour market. Without access to benefits or access to traditional accommodation pathway, many remain on the street for long periods of time.

Since 2009, Tower Hamlets has funded a successful reconnection service to enable those who want to return to their home country to be supported to do so. Since 2011, this service was expanded to include a partnership between support services (Thames Reach outreach, Providence Row employment service, Praxis Street Legal Advice and Thames Reach Reconnection Service) and enforcement agencies (Tower Hamlets Enforcement Officers, the police, and Home Office Immigration Compliance and Enforcement teams). This has enabled support agencies to work with individuals in the first instance to resolve their rough sleeping and enables enforcement agencies to remove individuals who are resistant to taking up support offers and are not exercising their treaty rights.

#### Budget

Research demonstrates that supported reconnections are more likely than administrative removals to be sustained. Therefore, in 2013/14 the Council's Drug and Alcohol Team Service (DAAT) provided £40,000 for detox for identified rough sleepers who would otherwise be unable to travel.

50% of this funding was given directly to our commissioned Reconnection Service provider and £20,000 was given to Housing Options to distribute and monitor.

In 2013/14, just under £25,000 was spent. The remaining £15,000 has remained in Housing Options earmarked for this sole purpose – nothing was spent in 2014/15.

#### Monitoring: Financial and Outcomes

Thames Reach is the primary recipient of this funding. Thames Reach won the relevant contract (Rough Sleeping Reconnections Service) that relates to this expected outcomes. The DAAT commissioner, Thames Reach and Housing Option

Services Street Population Coordinator met in 2013 to agree the preferred detox service: Brooke Drive. Thames Reach negotiated a preferred rate which provides additional value for money. The funding from DAAT covers the direct costs of the detox. Thames Reach is a charity and does not profit from this funding.

The expected outcomes related to this funding are a reduction in rough sleeping and a number of successful supported reconnections.

Placements into Brooke Drive are authorised in advance by the Council's Street Population Coordinator via the monthly Tasking and Targeting meeting or e-mail correspondence with the Reconnection Service. They are monitored during quarterly meetings with information produced that gives client details, length of stay in detox, and cost. Invoices from Brooke Drive are produced to verify the funding. As the funding is agreed by the Street Population Coordinator in advance a measure to claw-back funding is not required.

## APPENDIX F

### Reconnection budget

#### Purpose

The purpose of this funding is to cover the expenses (e.g. travel, meals, temporary passports) incurred by our commissioned Rough Sleeping Reconnection Service when providing supported reconnections to EU national rough sleepers in Tower Hamlets.

Over the last five years, Tower Hamlets' rough sleeping figures show that between 25% and 40% of our rough sleeping population are non-UK nationals, with the majority being from the CEE countries. Many have alcohol or drug dependences and a poor grasp of the English language thus making it difficult for those clients to successfully enter the labour market. Without access to benefits or access to traditional accommodation pathway, many remain on the street for long periods of time.

Since 2009, Tower Hamlets has funded a successful reconnection service to enable those who want to return to their home country to be supported to do so. Since 2011, this service was expanded to include a partnership between support services (Thames Reach outreach, Providence Row employment service, Praxis Street Legal Advice, Thames Reach Reconnection Service) and enforcement agencies (Tower Hamlets Enforcement Officers, the police, and Home Office Immigration Compliance and Enforcement teams). This has enabled support agencies to work with individuals in the first instance to resolve their rough sleeping and enables enforcement agencies to remove individuals who are resistant to taking up support offers are not exercising their treaty rights.

#### Budget

Research demonstrates that supported reconnections are more likely to be sustained than administrative removals.

The Reconnection Budget for 2014/15 was £6,000. The total actual spend for 2014/15 was £4170.02. The 2015/16 Budget remains at £6,000 to ensure funding is available as a rise in EU national rough sleepers continues to rise.

#### Monitoring: Financial and Outcomes

Thames Reach is the primary recipient of this funding. Thames Reach won the relevant contract (Rough Sleeping Reconnections Service) that relates to the

expected outcomes. The funding covers the direct costs of the reconnections. Thames Reach is a charity and does not profit from this funding.

The expected outcomes related to this funding are a reduction in rough sleeping and a number of successful supported reconnections.

Supported reconnections are authorised in advance by the Council's Street Population Coordinator via the monthly Tasking and Targeting meeting or e-mail correspondence with the Reconnection Service. They are monitored during quarterly meetings with detailed information about the clients' name and demographics, the specific expenses and reconnection details. Original receipts are available upon request. As the funding is agreed in advance by the Street Population Coordinator a measure to claw-back funding is not required.



## APPENDIX G

### Annual Street Count

#### Purpose

Evaluating the extent of rough sleeping is a requirement for all local authorities as set out in an annual DCLG directive.

For over a decade, Tower Hamlets has conducted an annual Street Count in line with DCLG guidance. The Street Count provides an accurate snapshot of the number of individuals rough sleeping in the borough on a given night. The Street Count figure assists in understanding the level of need in the borough and planning a service response. The collection of comparative data also helps the Council to evaluate the effectiveness of their rough sleeping strategy and identify gaps in provision.

It takes 32 volunteers to conduct an accurate Street Count in Tower Hamlets. Volunteers are required to attend a briefing session at 11pm with the Street Count concluding between 3.30-4am the following morning.

Volunteers come from the community, the voluntary sector and the Council. We provide 15-20 members of staff on the night with an offer of time off in lieu the following day. This is one measure of the Council's commitment to meeting the requirements of the DCLG and in ending rough sleeping in Tower Hamlets.

During the Street Count, food and beverages are provided to the volunteers. Taxi rides are arranged at the end of the Count for those without private transport to ensure every volunteer arrives home safely.

#### Budget

The 2014/15 Street Count budget was £500 while the actual spend was £561.07. The 2015/16 budget remains the same at £500 as no foreseeable changes are expected in this year's Street Count.

#### Monitoring: Financial and Outcomes

Thames Reach is the primary recipient of this funding. Thames Reach won the relevant contract (Rough Sleeping Outreach Contract) that relates to this expected outcome. The outreach service organises the Street Count on the night, providing food, beverages and taxi rides home for the volunteers. This funding covers the direct cost of the Street Count. Thames Reach is a charity and does not profit from this funding.

The expected outcome related to this funding is a robust and accurate Street Count across Tower Hamlets.

Thames Reach is monitored through quarterly meetings. The Street Count expenses are reviewed at the end of Quarter 3 as the Count takes place at the end of November each year. Invoices are produced that identify the expenditure under two categories: travel and food/beverages. Original receipts are available upon request. As the funding is agreed by the Street Population Coordinator in advance a measure to claw-back funding is not required.