

REQUEST FOR MAYORAL DECISION – MD1532

Title: Rough Sleeping Commissioning Framework and GLA-commissioned rough sleeping services 2016 -2020

Executive summary:

The GLA commissions and grant funds a major programme of pan-London rough sleeping services and projects. The contracts and grant agreements for the current programme of services expire at the end of March 2016 and new services need to be commissioned to ensure continuity of provision beyond that.

A draft new Rough Sleeping Commissioning Framework has been produced to underpin the new commissioning round proposed. This sets out priorities for funding and decision making for 2016-20.

This report seeks approval of funding for the proposed programme, the draft framework document, publication of the same and expenditure on establishing a programme of pan-London rough sleeping services in line with this framework, to run from 1 April 2016 to 31 March 2020.

Decision:

That the Mayor:

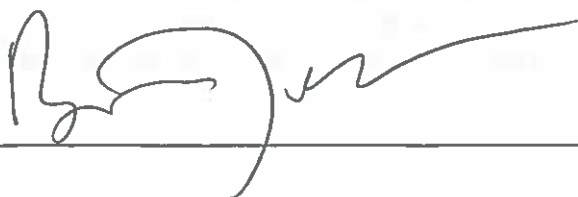
1. approves expenditure of up to £33.8 million on a programme of pan-London rough sleeper services (including London Street Rescue, CHAIN, Clearing House; London Reconnections Service, Tenancy Sustainment Teams, No Second Night Out (NSNO), No Living on the Street (NLOS), severe weather emergency provision and StreetLink) to run for a period of up to 4 years from 1 April 2016 to 31 March 2020. All these funding decisions will be made in accordance with the priorities set out in the final Rough Sleeping Commissioning Framework and all contracts will have break clauses in order not to pre-empt decisions for the next Mayor;
2. approves the draft Rough Sleeping Commissioning Framework attached at Appendix 3, delegating authority to the Executive Director of the Housing and Land Directorate, in consultation with the Deputy Mayor for Housing Land and Property, to make non-material changes to the draft prior to publication and the publication of the final version; and
3. approves the extension of the combined NSNO/NLOS service currently commissioned from St Mungos Broadway until March 2017 to allow sufficient time to ascertain the effectiveness of the streamlining of the two services.

Mayor of London

I confirm that I do not have any disclosable pecuniary interests in the proposed decision, and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

Signature:



Date:

11.8.2015

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE MAYOR

Decision required – supporting report

1. Introduction and background

- 1.1 Among the Mayor's key aims in his London Housing Strategy are to ensure that no-one lives on the streets of London and that no-one arriving on the streets sleeps out for a second night. The Mayor is seeking to achieve these aims through a combination of strong strategic leadership and the active involvement of a range of partners, and the funding and commissioning of a range of pan-London rough sleeping services.
- 1.2 The funding and responsibility for pan-London rough sleeping services were devolved from central government to the Mayor in 2011. These are services, projects and initiatives that are pan-London or multi-borough and cannot or would not be provided at a borough level. They complement and supplement those provided or commissioned by boroughs, which have the primary responsibility, and receive the bulk of government funding, for providing or commissioning services. However, rough sleepers are a highly mobile group, often with no local connection to a London borough or – increasingly – anywhere in the UK, who move across borough boundaries and there are often critical gaps in service provision, especially in outer London. Responding to their needs therefore often requires a pan-London response.
- 1.3 Between 2011 and 2016, the Mayor has committed almost £87 million to tackling rough sleeping – over £42 million for services, almost £40 million for improving hostels, and £5 million for a permanent home for No Second Night Out (NSNO). In addition, the GLA has administered the world's first rough sleeping Social Impact Bond, investing up to £5 million between 2012 and 2015.
- 1.4 The current programme, which runs to 31 March 2016, comprises a suite of highly successful services and initiatives (see Appendix 1). These have had, and continue to have, a major impact on rough sleeping in the capital. The commissioning of these services has been underpinned by the Mayor's Rough Sleeping Commissioning Framework 2011-15¹, which was developed in consultation with key partners and was subject to public consultation.
- 1.5 With the current programme ending on 31 March 2016, it is proposed that a new suite of services is commissioned, to run from 1 April 2016 to 31 March 2020 and at a cost of around £8.45 million a year. It is proposed that the GLA contracts with organisations to deliver a range of services for three years (with the option exercisable at the discretion of the GLA to extend for two separate further years). The only exception to this is the combined NSNO/NLOS service, the current contract for which will be extended for a year to 31 March 2017; this year extension will allow sufficient time to ascertain the effectiveness of the streamlining of the two services before reprocurring. The service will then be procured for three further years, with an option exercisable at the discretion of the GLA to extend for one further year (see section 2.3 below). Some of the current services were commissioned in 2011 for three years and then extended for one year (because of the one year funding settlement for 2015/16). In addition due to the changes in demographic of the rough sleeping population in London it is a sensible time to re-procure in tandem with the publication of the new Commissioning Framework. As there will be a new Mayorality in May 2016, the options of further contract extensions, or reprocurring one year renewable contracts, have been considered.
- 1.6 The option of reprocurring one year renewable contracts has been rejected because it would be costly and inefficient. The amount of officer time involved in a major procurement for such a short timeframe would be high, as would the cost of the services themselves, as mobilisation costs would not be able to be spread over a reasonable period of time. Furthermore, where there are new services, or where, for continuing services, a provider other than the current incumbent wins the contract, the mobilisation period could take up a quarter or even half of the entire period of the contract.

¹ <https://www.london.gov.uk/priorities/housing-land/consultations/mayor-s-rough-sleeping-commissioning-framework-2011-2015>

- 1.7 The option of a contract extension has also been rejected. Lengthy extensions with the current incumbents would open the GLA up to a risk of challenge from other suppliers. In addition, reprocurement rather than contract extension provides far greater opportunities:
- to reshape services, such as those dealing with reconnections and tenancy sustainment, to better meet current needs and to therefore improve outcomes
 - to secure far better value for money, for example through the introduction of payment by results and the reconfiguration of some contracts (for example, the Clearing House and CHAIN are currently under one contract and it is anticipated that a cheaper option will be to split them between two)..
- 1.8 However, in order to avoid fettering the discretion of any successor administration, all contracts will contain no fault break clauses as well as the flexibility to increase or decrease services.
- 1.9 To inform the new commissioning round, the Rough Sleeping Commissioning Framework 2011-15 has been refreshed, to take into account some significant changes to the rough sleeping landscape in the capital in recent years. The new Framework has been subject to consultation with key partners and is based on a thorough needs assessment. It is proposed that the framework be published on the GLA website by the end of July 2015.

The scale and nature of rough sleeping

- 1.10 In 2014/15, 7,581 people slept out, with numbers rising year on year and an overall increase of around 150 per cent since 2008/9². Over a quarter of the UK's rough sleepers are in London, reflecting the fact that some of the systematic factors that can contribute to rough sleeping – such as migration and affordability pressures – are particularly pronounced in the capital³.

The number and profile of people sleeping rough in London

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Total	3,017	3,472	3,673	3,975	5,678	6,437	7,581
% non-UK	42	48	52	53	53	54	57
% Central and Eastern European	18	26	28	28	28	31	36
% new to the streets	58	61	59	67	68	67	67
% with no second night out	57	59	62	70	75	70	67
% living on the streets*	26	27	27	21	22	22	21
% of new rough sleepers that are non-UK	42	54	58	58	57	58	62

* also seen sleeping rough in the previous financial year. Source: CHAIN

- 1.11 The biggest challenge is the growing number of non-UK nationals sleeping rough. As the table above shows, in 2014/15, this group accounted for 57% of London's rough sleepers and more than a third of all rough sleepers came from Central and Eastern Europe. 62 per cent of all new rough sleepers last year were non-UK nationals.

The success of the Mayor's rough sleeping services

- 1.12 The Mayor's services focus on three key areas
- services to identify rough sleepers and prevent them from becoming entrenched by moving them off the streets quickly

² CHAIN, the Mayor's database of rough sleeping in London

³ DCLG rough sleeping count, November 2014

- services to ensure that no one lives on the streets
- services to sustain former rough sleepers who move into their own tenancies.

1.13 Responsibility for preventing people from sleeping rough in the first place lies largely with the boroughs. Many boroughs (particularly those in central and inner London) also provide reactive services for rough sleepers. Services for this group are also provided by the voluntary, faith-based and community sector.

1.14 Key successes of the current programme include the following:

- in each quarter of each year, over 90% of those accessing GLA-commissioned rough sleeping services exit rough sleeping
- between 1 April 2011 and 31 March 2015, almost 7,000 new rough sleepers were brought into **No Second Night Out (NSNO)** from the street - 42% of the 16,493 new arrivals onto the street. 78% of these have not been seen sleeping rough in London since attending the service. As a result of the service, in 2014/15 67% of all new rough sleepers in the capital did not spend a second night out – compared to 57% in 2008/9 (when the number of new rough sleepers was only about a third of what it is now)
- 64% of the 670 clients seen by the **No Living on the Streets (NLOS)** service between December 2012 and 30 June 2014 did not return to rough sleeping. In the six months since this service has been streamlined with NSNO (October 2014 to March 2015), 69% of the 262 clients seen did not return to rough sleeping
- between 1 April 2011 and 31 March 2015, the **Clearing House** has facilitated sustainable lettings to Rough Sleepers Initiative (RSI) properties for over 1,000 rough sleepers
- each year, the **Tenancy Sustainment Teams** support over 1,500 people in RSI properties, with an average of 91% of tenancies sustained each year
- between 1 April 2011 and 31 March 2015, the **London Reconnections Team** successfully reconnected over 1,600 people with support needs to 36 different countries with which they had a connection – an average of 400 each year
- since it launched in 2009, the **Non-UK Nationals Project** has helped over 1,300 people off the streets, of whom 1,239 have been reconnected and 72 have secured employment in the UK and moved into private rented accommodation
- between 1 April 2011 and 31 March 2015, the **London Street Rescue** pan-London outreach service helped over 2,700 people into accommodation - an average of over 675 each year. During 2014/15, the team, which conducts around 1,500 shifts per year, responded to 4,500 referrals made to **StreetLink** – the service through which the public can report people sleeping rough
- the **CHAIN** database of London's rough sleepers is currently used by almost 800 users in a wide range of services. It contains details of tens of thousands of rough sleepers that have slept out in London since the late 1990s and has around a million actions and outcomes for recorded for these
- **StreetLink** has nationally taken over 90,000 calls from members of the public and other organisations reporting concerns about rough sleeping since it was set up in 2013, over 70% of which were in London. 10,675 of those calls have resulted in referrals for rough sleepers to outreach teams and 4,416 of the referrals have resulted in a positive outcome for the rough sleeper
- the **Severe Weather Emergency Provision (SWEP)** has complemented borough provision, enabling 297 people to come inside during the very coldest weather⁴ over the last three winters

⁴ Temperature zero degrees, or below, for three consecutive nights

Why the GLA should fund these services

- 1.15 Boroughs do not have a statutory responsibility for most rough sleepers, which limits their appetite for devoting resources to this group. This is increasingly the case, with squeezed budgets and heavy demands on them from statutory groups. Services for rough sleepers with no local connection, in particular, are unlikely to be provided at a local level. With the number of transient and mobile rough sleepers in the capital increasing, this is becoming more of an issue.
- 1.16 **It is not economically viable for individual boroughs to deliver services where the number of rough sleepers is low.** The numbers of rough sleepers in many of the boroughs, particularly those in outer London, are low, so for many boroughs it makes no economic sense to commission services individually. While joint commissioning is possible, there are very few examples of this having been successful for social care services, and there are no examples of this for rough sleeping services. Pan-London services clearly come with economies of scale, as well as enabling greater co-ordination between boroughs. There may, however, be scope in the future for the GLA to receive funding from boroughs for services that are filling gaps (rather than performing a pan-London function), principally core outreach services.
- 1.17 **Funding for rough sleeping services is extremely limited.** Funding for boroughs' rough sleeping services comes mainly from central government homelessness grant. Across the capital this amounts to around £33 million in 2013/14, though this funding is not ringfenced and in most boroughs is devoted mainly to tackling statutory homelessness rather than rough sleeping.
- 1.18 There are also a variety of ad hoc grants available for services to address rough sleeping, which vary in size from small charitable grants to more substantial ones. There is also a London Councils grant programme, which is providing £1.9 million in 2013-15 for early intervention and prevention in relation to homelessness. In addition, there are occasional one-off national central government programmes, such as the Fair Chance Fund and Help for Single Homeless Fund.
- 1.19 However, piecemeal grants provide neither a sufficient level of funding nor the medium to long term certainty required to meet the needs of London's rough sleepers and to have the impact needed to tackle this enduring issue.
- 1.20 There is no alternative source of funding for these services, so without the Mayor's investment, there would be a dramatic increase in the number of new rough sleepers becoming entrenched and the number of entrenched rough sleepers remaining on, or returning to, the streets.
- 1.21 **City governments in other world cities provide services for rough sleepers.** In the vast majority of capital cities, the city mayor is responsible for commissioning services or provides a clear strategic view on the direction of services. In New York, for example, Mayor de Blasio has just commissioned outreach as well as a vast range of wrap around services to reduce rough sleeping⁵. The pan-London work undertaken by the GLA since 2008 is world-renowned and models developed here have been replicated elsewhere, both nationally and abroad. See Appendix 2 for the incidence of rough sleeping in world cities.
- 1.22 **The Mayor's rough sleeping services represent excellent value for money.** Services to address rough sleeping result in significant savings to the public purse, with the estimated cost of rough sleeping ranging from £20,000 to £48,000 a year per person^{6 7}. It is estimated that the annual cost of hospital treatment for homeless people is at least £85 million a year⁸. Savings arise as a result of improved outcomes in areas such as mental and physical health, social care and employment, and a lower incidence of crime and anti-social behaviour. The cost savings and other benefits that accrue as a result of the Mayor's programme outweigh the costs:

⁵ <http://www.nyc.gov/html/dhs/html/home/home.shtml>

⁶ <http://www.socialfinance.org.uk/impact/housing/>

⁷ http://www.crisis.org.uk/data/files/document_library/research/howmanyhowmuch_full.pdf

⁸ <http://www.qni.org.uk/docs/healthcare%20for%20single%20homeless%20people%20NHS.pdf>

- **No Second Night Out:** in 2014/15, the average service cost for each client seen by NSNO was around £1,200 – only 6% of the low-end estimate of the annual cost to the public purse of each rough sleeper
- **No Living on the Streets:** in 2014/15, the average service cost for each client seen by NLOS was around £2,600 – only around 13% of the low-end estimate of the annual cost to the public purse of each rough sleeper
- **London Street Rescue:** in 2014/15 the service cost for each person seen was around £300 – only 1.5% of the low-end estimate of the annual cost to the public purse of each rough sleeper
- **Clearing House:** in 2014/15, Clearing House facilitated 350 tenancies in RSI properties, at a service cost of around £500 per tenancy. Lettings agencies can charge local authorities a placement fee of between £2,000 to £3,000 to place homeless clients in the private rented sector, so the Clearing House represents good value within this context. In addition, Clearing House ensures that the lettings made are sustainable, so resulting in fewer tenancy breakdowns and reducing the numbers returning to the streets
- **Tenancy Sustainment Teams:** the average cost of providing tenancy sustainment support to each for the 1,800 clients supported in 2014/15 was £1,500. This is significantly lower than the cost of tenancy breakdown and provision of temporary accommodation (estimated at least £3,800 a year).
- **London Reconnections Team:** the average cost of each of the 385 reconnections made by the London Reconnections Team in 2014/15 was £941 – less than 5% of the low-end estimate of the annual cost to the public purse of each rough sleeper
- **CHAIN:** while it is not possible to calculate a monetary saving resulting from CHAIN, the provision of detailed information about each client with whom services have contact enables better outcomes for individuals, including the resolution of their rough sleeping, thus resulting in savings to the public purse. The provision of aggregate information enables early identification of trends and issues and, therefore, swift strategic and service responses to be made.

1.23 **The proposed level investment of £8.45 million a year is the same as it has been since 2011, yet numbers of rough sleepers has almost doubled.** When responsibility for the programme was devolved to the GLA, the services being delivered for the £8.45 million a year of funding were far more limited than they are now. For example, the GLA is delivering major new services - NSNO and NLOS – without the need for additional funding. Excellent service planning and rigorous procurement therefore mean that the GLA is delivering far more within the same funding envelope. The GLA is also operating the world's first Rough Sleeping Social Impact Bond, based entirely on payment by results, and will, where appropriate, incorporate an element of payment by results into its new programme.

2. Objectives and expected outcomes

2.1 It is proposed that the following services are procured:

- London Street Rescue
- CHAIN
- Clearing House
- London Reconnections Service
- Tenancy Sustainment Teams
- No Second Night Out (NSNO)
- No Living on the Street (NLOS)
- Severe weather emergency provision
- StreetLink

2.2 Informed by the evidence base, the Commissioning Framework and consultation with key stakeholders, there will be some fundamental changes to some services:

- **supporting people in RSI tenancies:** currently the Tenancy Sustainment Teams focus on supporting former rough sleepers in RSI properties to sustain tenancies. However, the new service will have a much greater emphasis on supporting people into employment and training, with the aim of moving them on to appropriate accommodation and away from rough sleeping services. This will not only help people rebuild their lives but will also create greater throughput within RSI properties, increasing the number of rough sleepers who will be able to benefit from this accommodation and the accompanying support
 - **reconnecting non-UK nationals:** a new service will bring together the service dealing with supported reconnections abroad and the provision of accommodation for those needing it during the period leading up to reconnection, plus legal services. The service will also expand to include all non-UK nationals rather than only those from EU countries. It is anticipated that a more streamlined approach to reconnection will yield significantly better results than are currently being achieved with services that are fragmented.
- 2.3 There is provision within the current contract to extend NSNO for a further year. Given the recent streamlining of this service with NLOS in September 2014, the proposal is to extend this service for a further year to ascertain the effectiveness of this streamlining. The new service would then be commissioned to commence on 1 April 2017 (see Section 1.5 above).
- 2.4 The key objective of the programme is to meet the Mayor's rough sleeping aims, so that no-one lives on the streets and new arrivals do not spend a second night out. As currently, each service will have milestones and stretching targets and KPIs built into its contract, potentially, and where appropriate, payment by result with incentives for achieving these (or penalties for not doing so). It is anticipated that these will remain the same for the duration of the contracts, though some minor variations to the contracts may be necessary (in agreement with the service provider) to ensure that services remain as strategically relevant as possible throughout the contract period.
- 2.5 The programme will have the following high level KPIs:
- number of people exiting rough sleeping as a result of GLA-funded services (80 per cent each year)
 - number of new rough sleepers not spending a second night out as a result of GLA-funded services (90 per cent each quarter, 80 per cent each year)
 - number of former rough sleepers sustaining their tenancies as a result of GLA-funded services (95 per cent each year)
- 2.6 There will, in addition, be more detailed KPIs for each service. Examples of key KPIs and milestones for currently contracted projects are set out in Appendix 4.
- 3. Equality comments**
- 3.1 Of those seen rough sleeping in 2013/14:
- 54% were non-UK nationals
 - 46% had a mental health need
 - 13% were women
 - most of those seen rough sleeping (57%) were in the 26-45 age group
 - 12% were under 26 years old
 - 10% were over 55
 - 11 people were under 18.
- 3.2 As rough sleepers are over-represented among those with the protected characteristics of race and disability, the proposals in this paper are likely to have positive impacts on these groups.

4. Other considerations

Please ensure this section covers a) key risks and issues b) links to Mayoral strategies and priorities c) impact assessments and consultations.

Key risks and issues

Risk description	Rating	Mitigating action
With the reduction of rough sleeping being a clear policy and the problem in London showing no sign of abating, there would be a serious reputational risk to the Mayor if he were to cut or reduce resources in this area. Indeed, in 2013, the plan to divert resources from the GLA's rough sleeping budget attracted significant and high profile criticism from both the homelessness sector and from central government.	High risk	Fund the programme at the average annual level of the last four years - £8.45 million.
Uncertainty amongst providers about the GLA's future commissioning intentions will damage service provision during 2015/16	Low risk	Robust contract monitoring and excellent relationships between the GLA and service providers will continue during 2015/16 to ensure there is no dip in performance.
Services may not be reprocured in sufficient time to enable them to be in place by 1 April 2016	Medium risk	GLA officers are working closely with TfL Procurement to a robust procurement timetable and with TfL Procurement support throughout
There may be insufficient time to mobilise new services, or to mobilise current services where a new provider has been procured	Low risk	The procurement timetable will allow sufficient time for services to be in place by 1 April 2016
That the GLA will not commission the most appropriate and relevant services	Low risk	The new Commissioning Framework, which will underpin commissioning priorities and decisions, has been developed in a robust way, including widespread consultation with key partners and a needs assessment
Providers may perform poorly, negatively impacting on the achievement of key Mayoral objectives and more detailed service-specific KPIs	Low risk	Robust contracts, contract monitoring and excellent relationships between the GLA and service will ensure that poor performance is identified and rectified quickly and appropriately.
The number of rough sleepers may reduce to the point where the services are no longer required, or required at the levels specified in contracts, or the nature of rough sleeping may change, making certain services less relevant	Low risk	The GLA Rough Sleeping Team constantly monitors the rough sleeping landscape, through detailed quarterly CHAIN report and through strategic and operational interactions with key stakeholders from boroughs, service providers, central government and others (including through the Mayor's Rough Sleeping Group). Contracts can be varied to incorporate new or different requirements and all will contain break clauses to allow for termination should this be necessary.
A new Mayor, elected in May 2016, may want	Low	All political parties share a commitment to

to change or decommission services that have contracts that run for a number of years	risk	reduce rough sleeping, so there is little risk, at a strategic level, that this would not be a priority for a new Mayor. Given the high profile and strong all-party support for the Mayor having responsibility for funding and commissioning rough sleeping services, stepping back from doing so would be a significant reputational risk for a new Mayor. However, in the unlikely event of a new Mayor wanting to change or stop funding services, there would be scope in the providers' contracts to allow for this.
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Links to Mayoral strategies and priorities

The objectives of the proposals are in line with the Mayor's London Housing Strategy priority 39: *The Mayor will work with boroughs and other partners to ensure that no one new to the streets sleeps rough for a second night, no one lives on the streets of London and the flow of new rough sleepers onto the streets is minimised⁹.*

Impact assessments and consultation

The draft Commissioning Framework has been subject to consultation with key stakeholders. In addition to this consultation meetings have taken place with: DCLG, key London boroughs, St Mungo's Broadway, Thames Reach, Connections St Martins, The Passage, Crisis, Homeless Link, Look Ahead, One Housing Group, Groundswell, St John of God Hospitaller service, the Metropolitan Police Service, Immigration Compliance and Enforcement Team as well internal GLA teams including MOPAC. A service user consultation is also taking place.

5. Financial comments

- 5.1 The GLA's 2015-17 Business Plan allocates £8.45 million a year for the Mayor's rough sleeping services in 2015/16 and 2016/17, subject to review for 2016/17 at budget setting for that year.
- 5.2 As the 2016/17 budget will be the last to be set by the current Mayor, all contracts will contain an appropriate break clause as well as the flexibility to increase or decrease services.
- 5.3 The Programme Policy and Services team within Housing and Land will be responsible for managing this programme and ensuring that all activities and associated expenditure complies with the Authority's Financial Regulations, Contracts & Funding Code and Expenses and Benefits Framework.

6. Legal comments

- 6.1 The foregoing sections of this report indicate that the decisions requested of the Mayor fall within the statutory powers of the Authority to promote and/or to do anything which is facilitative of or conducive or incidental to the promotion of social development in Greater London and in formulating the proposals in respect of which a decision is sought officers have complied with the Authority's related statutory duties to:

- (a) pay due regard to the principle that there should be equality of opportunity for all people;
- (b) consider how the proposals will promote the improvement of health of persons, health inequalities between persons and to contribute towards the achievement of sustainable development in the United Kingdom; and
- (c) consult with appropriate bodies.

⁹ https://www.london.gov.uk/sites/default/files/Housing%20Strategy%202014%20report_lowresFA.pdf

- 6.2 In taking the decisions requested of him, the Mayor must have due regard to the Public Sector Equality Duty; namely the need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Equality Act 2010, and to advance equality of opportunity between persons who share a relevant protected characteristic (race, disability, gender, age, sexual orientation, religion or belief, pregnancy and maternity and gender reassignment) and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it (section 149 of the Equality Act 2010). To this end, the Mayor should have particular regard to section 3 (above) of this report.
- 6.3 Officers must ensure:
- (a) that the proposed extension of the GLA's contract with St Mungos Broadway for NSNO and NLOS services is agreed and documented in accordance with the provisions of that contract;
 - (b) that any supplies and/or services required for the delivery of the Rough Sleeping Commissioning Framework are procured by Transport for London Procurement and officers should liaise with Transport for London Procurement in this regard and ensure that appropriate contract documentation is put in place with and executed by proposed service providers before the commencement of the required supplies and/or services; and
 - (c) given that the proposed funding and programme period extend beyond the current mayoral term, that the principle that an incumbent administration should not unreasonably fetter the discretion of any future administration is observed, ensuring that all funding and contract documentation contain provisions enabling the GLA to terminate at any point for convenience and milestones and payments should be structured so as to minimise the impact of the exercise of such termination rights
- 6.4 The Mayor may, under section 38 of the Greater London Authority Act 1999, delegate the exercise of the GLA's functions to the Director of the Housing and Land Directorate, in consultation with the Deputy Mayor for Housing Land and Property as proposed.

7. Investment & Performance Board

The funding and procurement of the Mayor's programme of rough sleeping services was considered by IPB (with Stages 1 and 2 papers received simultaneously) on 17 June. The Board considered a report proposing the procurement of a programme of pan-London rough sleeping services, in line with the Mayor's Rough Sleeping Commissioning Framework, which would run from 1 April 2016 to 31 March 2020. The Assistant Director, Programme, Policy and Services, Housing and Land confirmed that there were a number of programmes which aimed to support foreign nationals who were rough sleepers.

The following decision was agreed that the Stage 1 (Strategic Case) and Stage 2 (Investment Proposal) to fund and procure the Mayor's programme of pan-London rough sleeping services from 1 April 2016 to 31 March 2020 at a total cost of £33.8 million (£8.45 million a year) be approved in principal.

The funding and procurement of the Mayor's programme of rough sleeping services was considered by the Housing Investment Group (HIG) on 19 June. HIG members approved this in principal and noted that this is very important programme of work.

8. Planned delivery approach and next steps

Set out how the project will be delivered and complete the outline timetable

Activity	Timeline
Procurement of contract [for externally delivered projects]	Start process 1 July 2015 Contract award 15 March 2016
Announcement [if applicable]	15 March 2016
Delivery Start Date [for project proposals]	1 April 2016
Final evaluation start and finish (self) of new Tenancy Sustainment Team and London Reconnections Project	June 2017
Delivery End Date [for project proposals]	31 March 2020
Project Closure: [for project proposals]	
Activity	Timeline
MD approval (subject to IPB approval in principle)	End of June 2015
Publication of Rough Sleeping Commissioning Framework 2016-20	End of June 2015
Procurement of contracts (other than NSNO/NLOS)	Start process 1 July 2015 Contract award 15 March 2016 Delivery start date 1 April 2016
One year contract extension for NSNO/NLOS	1 April 2016
Contract monitoring	Quarterly
Procurement of NSNO/NLOS	Start process 1 July 2016 Contract award 15 March 2017 Delivery start date 1 April 2017
Evaluation of new Tenancy Sustainment Team and London Reconnections Service (GLA)	June 2017
One year contract extensions (other than NSNO/NLOS) – subject to review and approval	1 April 2019
Delivery end date	31 March 2020
Project closure	31 March 2020
One year contract extensions – subject to review and approval	1 April 2020

Appendices and supporting papers:

- Appendix 1 Rough sleeping services commissioned in 2015-16
- Appendix 2 Rough sleeping in other world cities
- Appendix 3 The draft Mayor's Rough Sleeping Commissioning Framework
- Appendix 4 Key KPIs and milestones for current services

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOI Act) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** This form (Part 1) will either be published within one working day after approval or on the defer date.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? No

If YES, for what reason: The budget for contracted services is identified within this paper.

Until what date:

Part 2 Confidentiality: Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form – NO

ORIGINATING OFFICER DECLARATION:

Drafting officer to
confirm the
following (✓)

Drafting officer: David Eastwood

David Eastwood has drafted this report in accordance with GLA procedures and confirms the following have been consulted on the final decision.

✓

Assistant Director/Head of Service:

Jamie Ratcliff has reviewed the documentation and is satisfied for it to be referred to the Sponsoring Director for approval.

✓

Sponsoring Director:

David Lunts has reviewed the request and is satisfied it is correct and consistent with the Mayor's plans and priorities.

✓

Mayoral Adviser:

Ric Blakeway has been consulted about the proposal and agrees the recommendations.

✓

Advice:

The Finance and Legal teams have commented on this proposal.

✓

EXECUTIVE DIRECTOR, RESOURCES:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature

M. J. Allen

Date 27.7.15

CHIEF OF STAFF:

I am satisfied that this is an appropriate request to be submitted to the Mayor

Signature

E. Lunt

Date 06:08:2015

Appendix 1 The Mayor's rough sleeping programme 2015/16

Core programme			
Project	Provider	Cost in 2015/16	Description
1 No Second Night Out (NSNO), incorporating No Living on the Streets (NLOS)	St Mungo's Broadway	£3,680,000	An assessment and reconnection services, with three assessment hubs, plus two accommodation 'staging posts' (one for those with lower support needs, and one for those with higher support needs)
2 London Street Rescue (LSR)	Thames Reach	£609,173	Outreach services in boroughs that do not commission outreach plus outreach across London specifically for taking new rough sleepers to No Second Night Out
3 London Reconnections Team (LRT)	Thames Reach	£362,353	Supported reconnection of non-UK nationals abroad
4 Clearing House	St Mungo's Broadway	£397,693	Allocation of Rough Sleeper Initiative (RSI) units
5 CHAIN			Database on rough sleepers
6 TST North and South	Look Ahead (North)	£2,734,709	Tenancy support to those who move into RSI units
	One Housing (South)		
7 Non-UK Nationals	St John of God	£432,173	An accommodation-based service for non-UK nationals
8 Severe Weather Emergency Provision	St Mungo's Broadway	£95,000	A service to accommodate rough sleepers when the weather is forecast to fall below zero for at least three consecutive nights
9 StreetLink	Homeless Link	£60,000	Phoneline and website through which the public can report rough sleepers so that services can then be provided to them
10 Other services - to be commissioned as required		£78,999	
Total		£8,450,000	

Appendix 2

City	Street homeless	Year of count	General population	Ratio of rough sleepers to general population
London	543	2013	8,400,000	1 in 15,470
New York City	3,357	2014	8,406,000	1 in 2,500
Los Angeles	12,977	2011	3,858,000	1 in 297
Chicago	1,722	2011	2,715,000	1 in 1,577
Philadelphia	500	2012	1,548,000	1 in 3,095
Washington	679	2012	646,000	1 in 952
Boston	193	2012	636,500	1 in 3,298
Seattle	1,989	2013	634,500	1 in 319
Miami	535	2012	414,000	1 in 774
Vancouver	2,777	2014	2,400,000	1 in 864
Tokyo	1,697	2014	13,000,000	1 in 7,660
Paris	5,000-7,000?	2013	2,250,000	1 in 375*
Madrid	2,041	2014	3,300,000	1 in 1,616*
Dublin	168	2014	530,000	1 in 3,154

*Paris and Madrid do not undertake regular street counts. These are estimated figures.

The London figure is from the DCLG street count, a one off snapshot of those on the street on a particular night carried out by outreach with independent verifiers. The CHAIN figures provided elsewhere in this paper look at the flow of rough sleepers over defined periods of time.

Appendix 3 The draft Mayor's Rough Sleeping Commissioning Framework 2016-20

Attached as a separate document.

Appendix 4 Key KPIs and milestones for current services

Milestone	Performance target
London Street Rescue	
700 rough sleepers are moved into short term accommodation each year, of which 520 should be NSNO and 180 other short term accommodation	1,220 rough sleepers are moved to short term accommodation each year.
Between 50 rough sleepers are moved into longer term accommodation each year	50 rough sleepers are moved into long term accommodation each year.
London Reconnections Team	
The service will provide 552 of reconnections to EU nationals in London per year, of which 300 are from NSNO	138 per quarter of which 75 are from NSNO
Percentage of those reconnected who do not have further bedded down street contacts on CHAIN	>95%
No Second Night Out/No Living on the Streets	
Percentage of rough sleepers who do not spend a second night out as a result of the service	90%
Percentage of rough sleepers who are not new and have been prevented from returning to the streets as a result of the service	80%

CHAIN	
CHAIN is available to registered users 24/7 with minimum downtime.	>2% downtime
The service will produce regular analysis of data on CHAIN for the GLA, local authority commissioners and project managers.	London wide <i>Street to Home</i> : an annual report, the draft end of year report to be available within 6 weeks of year end and published within 12 weeks. Bi-monthly reports will be produced 6 weeks after the period end
Clearing House	
Clearing House will provide tenants for void Rough Sleeper Initiative properties within 3 days of being notified of a void	90% provided within 3 days
The Clearing House will act as a central point for liaison between housing providers and other partner agencies where necessary by helping to share information and facilitating meetings.	Clearing House will meet with each Housing Provider at least once every 12 months and be able to demonstrate each quarter that they are on course to do so. At least 5 housing provider meetings to be held each quarter.

Non-UK Nationals Project	
Clients are moved on from the various elements of the Service within the agreed timescales	<p>Average Length of Stay for clients in the short term accommodation and support element of the Service is ≤ 7 days.</p> <p>Average length of stay for clients in the flexible accommodation and support element of the Service is ≤ 6 months</p> <p>Average length of stay for clients in the longer term accommodation and support element of the Service is ≤ 6 months</p>
The Service achieves positive outcomes for the clients in its care	<p>$\geq 90\%$ of clients accessing short term accommodation and support element of the Service have a successful reconnection to services in their country of origin. $\geq 90\%$</p> <p>$\geq 25\%$ of clients accessing the flexible or longer term support and accommodation elements of the Service enter employment during their time at the Service or within three months of discharge</p>
Tenancy Sustainment Teams	
Percentage of rough sleepers who have sustained their tenancies and been prevented from returning to the streets as a result of GLA funded Tenancy Support Teams	95%
The TST will support tenants to move on from RSI accommodation into non supported accommodation in the social housing or private sector when the tenant no longer requires support.	<p>75 clients moved on in Year 1 = 19 per quarter</p> <p>145 clients moved on in year 2 = 36 per quarter</p> <p>250 clients moved on in year 3</p>
Severe Weather Emergency Provision (SWEP)	
Mobilisation target of 24 hours when SWEP is called.	24 hrs for service to be operational
Deaths on the streets to kept to zero	No deaths on the streets due to weather