

HOUSING RELATED SUPPORT (HRS) SERVICES

To: **Adults Committee**

Meeting Date: **22 May 2019**

From: **Adrian Chapman, Service Director: Communities and Safety**

Electoral division(s): **All**

Forward Plan ref: **2019/036** *Key decision:* **Yes**

Purpose: **The Committee is asked to consider the approach being taken to reviewing Housing Related Support services.**

Recommendation: **The Committee is being asked to:**

- a) Review and approve the approach being taken to review Housing Related Support services**
- b) Consider and approve the extension to a number of commissioned services for adults, as described in section 2.2**
- c) Consider and approve the removal of funding for services specified in 2.3.2**
- d) Committee agree to receive a further report on the detailed progress in Autumn 2019**

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1. BACKGROUND

- 1.1 The County Council's Housing Related Support budget, currently £7.4m, funds a range of services which support more than 1,500 vulnerable people, including those at risk of homelessness, domestic violence, alcoholism, substance abuse and mental health problems.
- 1.2 Of this £7.4m, £4.35m is presently spent on services for working age adults and £1.2m is spent on services for older people.
- 1.3 This funding was originally part of a ring-fenced grant allocation to the County Council under the government's former Supporting People Programme, which aimed to enable vulnerable people who were homeless or at risk of homelessness to maintain or to achieve independence through the provision of housing related support. During 2017 it was agreed that there was a need to review the allocation of Housing Related Support funding, and to develop a commissioning strategy alongside partners.
- 1.4 Despite the fact that there is no statutory requirement for the County Council to provide these services, the Council recognises the potential they have to contribute to the prevention agenda and has continued to invest in these services. Although the majority of those using the services would not ordinarily be eligible for care or support from adult's or children's services, it is recognised that without the right support their needs could escalate to the point of needing a statutory service.
- 1.5 The Housing Related Support budget pays for dedicated support staff who are able to deliver specialist support to meet the specific needs of each person. Costs relating to accommodation, such as rent and service charges, are not covered by this funding.
- 1.6 To ensure that people accessing Housing Related Support services get the best outcome possible, the Council is exploring new models of delivery that promote best practice. These will enable the service users to receive a support service which can meet their changing needs in a positive and flexible way. In addition to improving outcomes, this transformation work will also help the Council to meet its saving targets by finding more effective methods that develop people's independence and therefore reduce their dependency on services.
- 1.7 Initially, there was an expectation that savings of £1m for Cambridgeshire would be identified through this process by March 2019. However, as a result of a more detailed analysis of activity, this target has been reduced to an initial target of £683k, and it has been proposed that these savings are achieved over a three year period from 2019 to 2021 rather than over a single year.
- 1.8 £100k of the £683k target has already been realised without any impact on service provision, leaving £583k to be realised. The current savings proposals relating to working age adults and older persons services represent a potential saving of £359k (61% of the remaining target).
- 1.9 Information for this review was gathered using the following approaches:
 - All services were asked to complete a 'Data Collection Tool' which captured

information on services and clients, as well as providing an opportunity for providers to give feedback

- Key stakeholders and partners were asked to complete a questionnaire to provide their views and feedback on Housing Related Support and the services being reviewed
- Two workshops were held with providers and stakeholders to share details about the analysis and gather feedback
- Feedback on the approach was sought from the Sub Regional Housing Board through attendance at Board meetings
- Discussions were held with commissioned providers
- Contract monitoring reports were analysed

Currently the Housing Related Support budget funds the following categories of services:

Number of Services	Client Group	Total Spend
10	Rough Sleepers & Single Homeless	£1,507,000
10	Homeless Young People	£1,653,000
3	Teenage Parents	£112,000
6	People with Mental Health problems	£1,151,000
24	Older People (incl. Almshouses)	£1,207,000
2	Travellers	£66,000
1	Learning Disability / Physical Disability	£233,500
3	Victims of Domestic Abuse	£265,000
1	People with Alcohol Problems	£79,000
2	Offenders	£157,000
3	Generic Floating Support	£896,388 ¹
		£7,327,000

- 1.9 The Housing Related Support review sits alongside a much larger piece of work to look at the approach to tackling homelessness across Cambridgeshire and Peterborough. This work is being taken forward in partnership with all District Councils and other partners, and is focussed on opportunities for system redesign work in relation to homelessness prevention, building on the work of the Homelessness Trailblazer to which the County Council continues to contribute funding. To support this approach, it is important that we complement the work of our District Council partners, supporting them to deliver their existing strategies and plans.
- 1.10 This system redesign work will enable the whole partnership to maximise the growing national and international evidence base about what works in preventing homelessness and sustaining people in long term homes.

¹ This service operates across Cambridgeshire and Peterborough but the spend shown is for Cambridgeshire only.

2. MAIN ISSUES

2.1 Summary of Initial Analysis of Housing Related Support Services

2.1.1 The analysis of all commissioned Housing Related Support services sought to:

- provide an understanding of the needs of clients being supported
- understand the Strategic Relevance of all services:
 - Demand for service
 - Need for service
 - Use of service
 - Length of time people remain in services
 - Whether people move on in a positive way
 - Level of need they are targeted at and level of need they are actually supporting
 - Identification of any specialist services
- identify opportunities for transformation of supported housing and consider new / innovative approaches to service delivery
- identify opportunities for joint commissioning
- determine the best procurement option for services i.e. tender and contract or grant award or spot purchase
- ensure that commissioned services are providing best value
- identify areas where savings could be achieved across CCC Housing Related Support services
- gather the views of providers and partners
- understand what outcomes services are achieving for clients

2.1.2 The analysis identified a number of key points which can be summarised as follows:

- i. The majority of services being commissioned are being well utilised, are moving people on in a planned way and are contributing positively towards the priorities of the Council and other statutory partners. However it did also highlight a number of issues which indicate that current services are not delivering the key outcomes we are aiming for, which is for people to be able to live independently, be economically active and to be able to positively participate in day to day community life.
- ii. Both providers and partners strongly emphasised the contribution that Housing Related Support services make to the prevention agenda, but whilst they valued current services, most felt that changes were needed to ensure commissioned services are providing the right support for clients, including those with multiple complex needs. It was felt that a variety of service delivery models are needed to ensure this, including both accommodation based services and floating / visiting support.
- iii. Whilst most services demonstrated a broadly comparable range of hourly rates, there were some notable outliers showing either exceedingly high or exceedingly low hourly rates. The reasons for this need to be examined in more detail and a 'value for money methodology' developed which can be applied to all Housing Related Support services.

- iv. Throughput data showed that short or medium term services are supporting a significant number of clients to achieve a planned exit from their services. However, the individual planned exit rates for services do vary dramatically. Whilst there will be distinct factors which impact on whether someone 'moves on' from a service in a planned and positive way, such as the client group or level of needs the service supports, the low level of planned 'move on' rates for a small number of services does suggest that they are not achieving good outcomes for clients, or good value for money, and therefore any continued commissioning of these services needs to be carefully considered.
- v. The client needs data collected does indicate that many services are supporting a significant number of people with quite complex needs. The data also suggests that the majority of those moving on from services will need some ongoing support at the point of move on, and that for some the identified need was for longer term, rather than transitional, support. In contrast to this, only 13% of clients are expected to require no ongoing support when they move-on from their current service.
- vi. Whilst those entering short term services also have an immediate need for accommodation, their homelessness will usually be as a result of the other issues they are presenting with - therefore addressing their accommodation need will only be one element of the support they need to enable them to move on to independent or less supported accommodation. This accords with the experiences of providers who seem to be receiving an increasing number of referrals for clients with higher or more complex needs, for whom more intensive support interventions are often required.
- vii. This increasing need profile of clients will also be contributing to the fact that clients are remaining in short term services beyond the expected 2 year maximum stay.
- viii. The challenge of accessing, timely, appropriate and affordable move-on is also having an impact on the length of stay at services. The issue around move-on is affecting all areas of Cambridgeshire and Peterborough, though is more acutely felt in areas such as Cambridge City, where house rental prices are much higher.
- ix. Delays in moving people on are also having an adverse effect on throughput so that those in need of services are waiting longer for vacancies, which can also have a detrimental effect on their needs and willingness or ability to engage.
- x. The analysis suggests that there are a significant number of clients moving between different supported housing/hostel services, rather than moving on to independent living.
- xi. Discussions with different providers also suggest that a number of clients also return to homeless services as a result of losing the accommodation they moved in to. Whilst there is no specific evidence to suggest the reasons for this, it is probable that this could in part be as a result of clients transitioning from high to very low, or no, support, when they move-on from supported housing/hostel services. This links with the perceived gap around 'step down' support for those

moving on but still not ready for fully independent living. It also strongly suggests that the services we are commissioning may inadvertently be locking many people into a cycle of homelessness rather than enabling them to address their needs in a sustainable way so they can move forward.

- 2.1.3 In summary, the review concluded that there is a strong case for change in the current system of service provision, not least to meet the changing pattern of demand and need.

2.2 Service Redesign

- 2.2.1 Whilst we acknowledge that many of the current Housing Related Support services are providing support to clients, a number of these services have remained fairly unchanged since the implementation of Supporting People in 2003. This means that we have not explored the opportunity to introduce other, evidenced good practice models which have been proven to deliver better outcomes for clients in other areas, notably the Housing First model for adults and the St. Basil's Positive Pathway for young people. The links below provide some additional information on these models;

Housing First <https://hfe.homeless.org.uk/about-housing-first>

St. Basil' Positive Pathway <https://stbasils.org.uk/news-resources/news/positive-pathway-remodelled-to-reflect-new-national-policy-changes/>

- 2.2.2 We believe that pursuing these tried and tested models will enable us to both deliver savings and commission services that are able to respond much more effectively to current and future client needs in a more systemic way, and will deliver better outcomes for clients.
- 2.2.3 In order to implement these new models, significant changes need to be made to existing provision, in a managed way. For adults, the focus will initially be on developing Housing First in Cambridge City, building on the small 2 unit pilot that is already in place and delivered by Cambridge City and Cambridgeshire County Council in partnership. The benefits of Housing First are now widely documented, although yet to be trialled extensively within the UK. By adopting this model in Cambridge, we can offer some of the most chaotic and vulnerable homeless adults another option to hostel accommodation, which has the potential to deliver better outcomes for them and end their cycle of homelessness. Once Housing First has been established with Cambridge City Council, the County Council will also look in partnership with other District Councils at the potential application of this model across other areas of Cambridgeshire as part of the wider system homelessness review work
- 2.2.4 Whilst there will continue to be a role for hostel provision, which works well for some people, supporting a new model of delivery through Housing First will require changes to current funding levels for the existing provision. The review suggests it is possible to achieve better outcomes and retain service capacity within Cambridge through a different delivery model, yet delivered at a reduced cost.
- 2.2.5 The adoption of this model will initially be focussed on the Cambridge City area and will require a re-evaluation of the current pathway for homelessness within the City which currently follows a defined linear approach. This is a wider piece of work which links in with the wider countywide 'Homelessness System Transformation' work referenced in

Section 1 of this report, and which needs to be undertaken in partnership with all relevant partners and stakeholders, including current providers. To enable this to happen we need sufficient time to redevelop pathways where needed, and ensure future commissioning decisions which support this. For this reason we are seeking an 18 month extensions on the contracts shown below. This timeline is linked to the Housing First delivery plan which we are working towards with Cambridge City Council.

SERVICE	PROVIDER	VALUE	START DATE	CURRENT END DATE
Jimmy's Assessment Centre	Jimmy's	£441,327	01/04/2012	31/03/2019
222 Victoria Road	Riverside Group	£635,544	01/04/2013	31/03/2019
Grant Agreement for the Provision of Housing Support	Cambridge Cyrenians ²	£92,937	01/04/2017	31/03/2019
Home and Community Support- Homeless	Cambridge Cyrenians	£48,831	01/04/2013	31/03/2019
Abbey St Move On	Jimmy's	£14,383	01/04/2013	31/03/2019

2.3 Other Services

2.3.1 Members should note that, whilst the intention is to generate some savings through the adoption of Housing First and wider transformation work, this will not be the only source.

2.3.2 The review has also highlighted other areas where savings could be delivered, which are summarised below, and which Members are asked to approve:

- Removal of funding from three Almshouse services for older people in Cambridge City, Fenland and Huntingdonshire. Any housing related support needs these individuals have could instead be met via the large district wide Older Person Visiting Support services also commissioned through the housing related support budget. Any individual assessed as having eligible care needs would continue to have these needs met through Adult Social Care.
- Removal of funding from An Lac House, provided by the Abbeyfield Vietnamese Society. Use of the Cambridge City Older Person Visiting Support service to provide housing related support to residents as appropriate. Any individual assessed as having eligible care needs would continue to have these needs met through Adult Social Care.
- A small reduction of £40k in the contract value for Jimmy's Assessment Centre. This is being done in cooperation with Jimmy's who have proposed this amount (please see Community Impact Assessment for additional information).
- There is potential to look at some reinvestment of funding from Willow Walk to support the development of the Housing First Initiative when the contract expires in 2021. A dialogue is underway with Riverside (the service provider). This will be brought to a future Committee for consideration and decision.

2.3.3 More detail about the impact of the proposals are contained within the relevant Community Impact Assessments (CIA) attached as Appendices, covering the Almshouses, An Lac House and Jimmy's Assessment Centre. A Community Impact Assessment about future proposals about changes to funding to Willow Walk will be

² This is a grant rather than a contract

brought back to Committee at the point when Members are being asked to make a decision, once further work has been done on service redesign.

- 2.3.4 If a decision is made by members to discontinue funding for any service who's contract has expired or will expire before 01.08.19, then the County Council will ensure compliance with the voluntary compact and honour a three month notice period from the May Committee date, in order to give the service provider time to safely relocate or move on their clients, where required. Should a provider have significant concerns about their ability to appropriately relocate current residents within this three month contract extension period, then the County Council will consider the need for extended notice to be given, where evidence supports this.

2.4 Next Steps

- 2.4.1 If the contracts described in this report are approved to be extended, the Housing First and System Transformation work will be undertaken, with partners, over the next 2 financial years, with any further proposals resulting from this being brought back to Adult's Committee for discussion and approval.
- 2.4.2 Any resultant changes to commissioned arrangements will then be developed and brought back to this Committee for discussion and approval prior to being implemented.
- 2.4.3 Individual reviews of all other commissioned services will be undertaken, with any resultant recommendations being presented to the Adult's Committee for discussion and approval before being implemented.
- 2.4.4 Work will also commence on the development of a Cambridgeshire and Peterborough Housing Related Support Commissioning Strategy as a consequence of the system transformation work, which will be presented to both the Adults and Children and Young People's Committee for approval.

3. ALIGNMENT WITH CORPORATE PRIORITIES

3.1 A good quality of life for everyone

The report above sets out the implications for this priority in sections 1 and 2.

3.2 Thriving places for people to live

There are no significant implications for this priority.

3.3 The best start for Cambridgeshire's Children

There are no significant implications for this priority.

4. SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

- The Housing Related Support budget is reducing and this will impact on what can be

delivered in future

- Moving to new delivery models which reflect best practice may require short term investment from the Transformation funding allocated to the Housing Related Support review
- If any of the proposed savings are not agreed either partially or in full then an alternative saving would need to be considered if the full saving target were still to be met
- Any decision to maintain a service beyond the proposed savings realisation date will result in a reduced saving within that financial year

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

- To enable the proposals and services changes to be implemented in a managed and timely way, exemptions are being sought on the contracts identified within the report

4.3 Statutory, Legal and Risk Implications

- The services are non-statutory so are not subject to any statutory guidance
- The changes are expected to generate ongoing media attention
- There could be TUPE implications as a result of the changes if any staff are LGPS members

4.4 Equality and Diversity Implications

- The redesign of young person services will establish a single point of access for services ensuring that services are more easily accessible and that those in greatest need can be prioritised for services
- Due regard has been given to the Council's Equalities duties under the Equality Act 2010 and Community (Equality) Impact Assessment s have been completed for all proposals

4.5 Engagement and Communications Implications

- The review included opportunities for colleagues, partners and providers to provide feedback and share their view
- Savings proposals were shared across directorates prior to discussions with providers
- Workshops were held for all Housing Related Support service providers

4.6 Localism and Local Member Involvement

- A briefing paper has been shared with all members and a briefing session held on the Housing Related Support review

4.7 Public Health Implications

- By redesigning services we will be promoting easier access to services for those who need them and enabling access to prioritised for those most in need

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes Name of Financial Officer: Martin Wade
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement?	Yes Name of Officer: Gus De Silva
Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	Yes Name of Legal Officer: Amy Brown
Have the equality and diversity implications been cleared by your Service Contact?	Yes Name of Officer: Adrian Chapman
Have any engagement and communication implications been cleared by Communications?	Yes Name of Officer: Matthew Hall
Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes Name of Officer: Adrian Chapman
Have any Public Health implications been cleared by Public Health	Yes Name of Officer: Tess Campbell

Source Documents	Location
<i>None</i>	