



Derby City Council

COUNCIL CABINET
8 February 2017

ITEM 11

Report of the Cabinet Member for Integrated
Health and Care

Consultation on the future of Housing Related Support

SUMMARY

- 1.1 This report follows the recommendation of the Cabinet of 09 November to consult on the proposals for the future of Housing Related Support Services (HRS).
- 1.2 The consultation ran from 23 November to the 18 January 2017 and consisted of a self completion survey, open public meeting, workshop with Voices in Action VIA and an Equalities Impact Assessment EIA. A total of 218 responses were received to the consultation.
- 1.3 Findings from the consultation indicate strong support for four of the proposals (Refuge, Single Point of Entry, Centenary House and Milestone House) Issues were raised about the decommissioning of the high risk offenders service and the capacity and funding of Children's services to absorb the extra demand created by ceasing the young peoples' Housing Related Support programme
- 1.4 Negotiations with the Office of the Police and Crime Commissioner PCC has now secured funding for the High Risk Offender programme from March 2017, with the PCC funding the programme and taking the lead commissioner role for a combined City / County service

RECOMMENDATIONS

- 2.1 To note and consider the findings of the consultation process.

- 2.2 To approve the proposals for the future delivery of Housing Related Support services from April 2017. These proposals are as follows:
- On the Council's behalf, Derby Homes will continue to support the delivery of the service provided by Refuge, and the support services at Milestone House and the Single Point of Entry. This would be as part of their Housing Options offer.
 - That Public Health to take over the commissioning and funding of Centenary House, the service being more focused on supporting people with complex alcohol and mental health issues.
 - The Office of the Police and Crime Commissioner to fund the High Risk Offender programme. Also to take on the lead commissioner role for a combined City / County service.
 - By April 2017, the Council will cease to fund the Young People Housing Related Support programme.

REASONS FOR RECOMMENDATION

- 3.1 Cuts to the Housing Related Support budget (formerly the Supporting People Grant) were originally proposed in the budget setting exercise during Autumn 2011 and again in 2013. The cuts were proposed as measures to enable the Council to deliver a balanced budget and were built into the Council's financial plans from 2012/13 – 2015/16.
- 3.2 Given the pressures on Council resources, further savings from the Housing Related Support expenditure are proposed in the MTFP from 2017/18.



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Report of the Strategic Director for People

SUPPORTING INFORMATION

4.1 **Background**

Cuts to the housing related support budget (formerly the Supporting People Grant) were originally proposed in the budget setting exercise during autumn 2011 and again in 2013, this was following the ring fence for the grant being removed, and all grant conditions were withdrawn. This allowed Council's the ability to spend the money as they saw best. Previously the grant had been for housing related support activities, typically preventative services for people at risk of homelessness, or vulnerable in some other way and at risk of not being able to live independently.

Cuts to Housing Related Support funding have been built into the Council's financial plans since 2012, with the final cut reducing the general fund contribution to nothing.

The previous levels of spend for Housing Related Support have been:

- 2012/13 - £9.450m per annum
- 2013/14 - £3.765m per annum
- 2015/16 - £1.382m per annum

In order to mitigate the impact of withdrawing Council spend into this programme considerable work was undertaken during 2016 to look for alternative funders for the services provided under Housing Related Support. This work resulted in the proposals summarised in section 4.2 of this report

It was agreed at Cabinet of 13 November 2016 that the proposals for the future funding of Housing Related Support should go out to consultation. The Consultation period was between 23 November 2016 and 18 January 2017 and took the form of:

- On online and paper based survey
- 1:1 Meetings with providers to get them involved in the consultation process
- An open public meeting
- Consultation with Voices in Action, the Council's Youth Engagement Group
- An Equalities Impact Assessment

4.2 The Proposals

The table below summarises the proposals which were consulted upon for the future of Housing Related Support

Organisation / Service Name	Annual value	Customer Group	Service Type and nature of support	Proposed funding
Refuge Domestic Violence refuge	£160k	Adult Women with children	Refuge for women at risk of domestic abuse	Derby Homes will take this over from April 2017
Derby Homes – Milestone House Single homeless people	£300k	Single people and couples	hostel for single homeless people	Derby Homes will take this over from April 2017
Derby Homes – Single Point of Entry Single Homeless People	£160k	Single people and couples	Advice service for single homeless people	Derby Homes will take this over from April 2017
Riverside – Centenary House Drug and Alcohol High Intensity	£310k	Adults	Hostel for people with complex drug and alcohol issues	Public Health will take this over from April 2017
Action Housing High Risk Offenders	£85k (of which £37k income is received from the PCC)	Adults	Accom & support services high risk offenders.	To cease funding Service <i>(however as of 08/01/2017 the PCC has agreed to fully fund the project and will become lead commissioner for a County and City wide service)</i>
Riverside Young People	£175k	Young People	Accom & support service for young people at risk between the ages of 16 and 18	Children Services deal with the children through their Housing Framework for support and accommodation
Action Housing Drug and Alcohol Medium Intensity	£136k	Adults	Recovery and re-ablement services	Service finished 01/12/2016.

4.3 Key findings from the survey

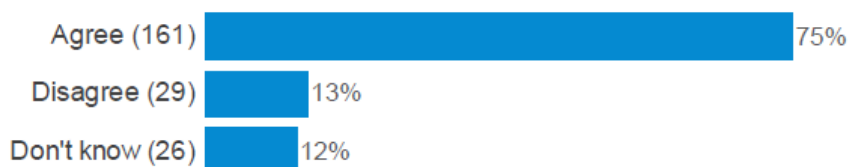
The following provides summary from the findings from the consultation. A full report of the findings is attached to this report

The consultation questionnaire was launched online and via paper entry on 23 November 2016 until 18 January 2017. There was a link published on the Derby City Council consultation page and the link distributed widely amongst stakeholders and local Voluntary & Community Sector groups. There have been 218 responses submitted to the survey

For each proposal the findings from the survey so far are:

Proposal 1: Derby Homes to fund and manage Refuge

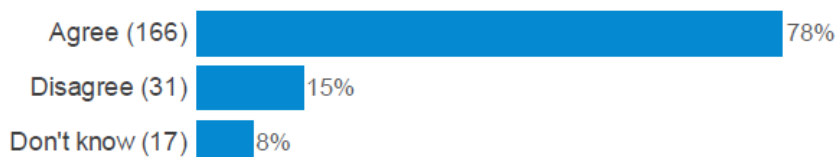
Do you agree or disagree with the proposal for Derby Homes to fund and manage Refuge? Please select one option.



75% of respondents agreed with the proposal for Derby Homes to fund the refuge service. The main reasons for disagreeing with the proposal related to a more general point about retaining all of the services as they are currently funded, concerns about the long term continuity of funding and the lack of experience Derby Homes has in managing Refuge Services.

Proposal 2: Derby Homes to fund and manage Milestone House and the Single Point of Entry Service

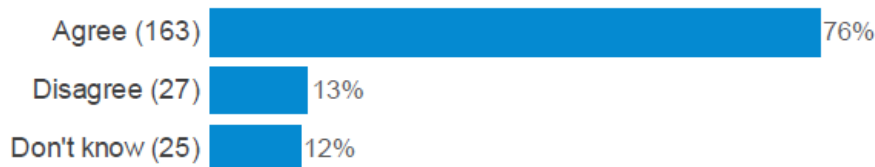
Do you agree or disagree with the proposal for Derby Homes to fund and manage Milestone House and the Single Point of Entry service? Please select one option.



78% of respondents agreed with the proposal for Milestone House and the Single Point of Entry to be run by Derby homes. Respondents who disagreed felt the Council should not have a monopoly on the service and that funding should be confirmed for the long term. Smaller units, working more closely with charities and moving out of the city Centre were suggested.

Proposal 3: Services for Drug and Alcohol dependency to be funded and managed by Public Health at Centenary House

Do you agree or disagree with the proposal for Public Health to fund and manage Drug and Alcohol dependency services? Please select one option.

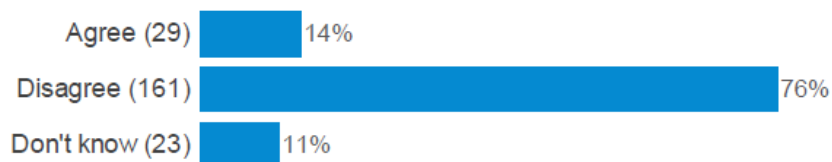


As can be seen from the figure above, 76% of respondents agreed with the proposal for Public Health to fund the service at Centenary House, with those who disagreed, citing concern about Public Health's experience on running housing services and that the City Council is distancing themselves from Homelessness issues. Alternatives suggested included:

- 1:1 Support
- Ensuring good links to health are created
- Getting customers to pay

Proposal 4: Services for High Risk Offenders cease to be funded by Derby City Council

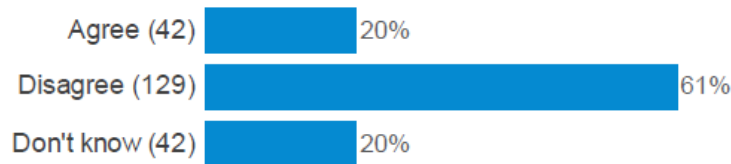
Do you agree or disagree that funding to Action Housing services for High Risk Offenders should cease? Please select one option.



Only 14% (see figure above) of those who responded agreed with the proposal in the consultation to cease funding the high risk offender programme. 76% disagreed. The service was felt by respondents to provide an important aspect of public safety and allowed for the proper risk management of individuals to be maintained upon release. Alternative suggestions included seeking funding from the Office of the Police and Crime Commissioner, Probation or the Community Safety Partnership to retain the service or look at increasing charges for services to those who are better able to pay.

Proposal 5: The Young Person's service ceases; with eligible Young People able to move to mainstream accommodation contract within Children's Services

Do you agree or disagree with the proposal to cease the Young Person's service and move them to a mainstream accommodation contract with Children's Services? Please select one option.



Again significantly fewer respondents agreed with the proposal (only 20% agreed) with 61% disagreeing. Concern was raised regarding the sufficiency of budgets to fund the additional demand on the Children's Accommodation Framework and will be adding to the overall financial pressures on the Children's Service

4.4 Equalities Impact Assessment

The Equality Impact Assessment panel held 2 formal meetings to discuss and assess the proposals on the 7 and 20 December 2016. The panel included Council officers, Public Health officers, providers of current services, front line staff, present and past service users, Diversity Forum representatives and stakeholders.

Under the proposals that Derby Homes continue to fund the services provided by Refuge, Milestone House and the Single Point of Entry, the EIA did not identify any potential for discrimination or negative impact and that all opportunities to advance equality had been taken. This is also the case for the proposal that Public Health take over the commissioning and funding of Centenary House, strengthening it to support people with complex alcohol and mental health issues to avoid hospital admission, or to exit hospital more quickly.

However, under the proposals to cease funding the High Risk Offenders, and Young Peoples service the EIA concluded there would be some negative impacts for some individuals.

The EIA panel felt that by ceasing funding the Younger Peoples service in particular, younger people may experience a negative impact and that to mitigate against this potential negative impact the Housing Framework for 16 plus accommodation needs to have sufficient capacity and funding to meet the pressure of more young people requiring the service, who might have otherwise accessed support through the HRS scheme. The full EIA findings are attached as an appendix to this report.

4.5 Other Feedback

Two events were held to capture additional feedback on the proposals these were:

Open Public Meeting 09/01/2017

Five people attended an open meeting on the 9th January. The participants agreed with the proposals for Milestone House, The Single Point of Entry, Centenary House and Refuge. They expressed the hope that the High Risk Offenders Service could remain if alternative funding could be found.

There are issues around the longer term viability of projects with the pressures the Council is facing around statutory services. Some specific issues were raised around the proposal to decommission the Young People's service. These issues comprise; how quickly young people would be able to access services via the framework; that the framework makes it difficult for organisations to have staffing and bed space capacity when there are no assured levels of work and; whether the Framework Budget will be sufficient to meet the needs of an increase in the number of young people accessing the service.

Voices In Action Meeting on 09/01/2017

Council officers attended Voices in Action to present the HRS proposals on 9 January to around 30 young people. Voices in Action is a Youth council for young people aged 11 to 19 years old representing their school, support group or youth project. Feedback from VIA during the session indicated support for the proposed alternative funding models and the support for 4 HRS services in the future from Derby Homes and Public Health. They also urged continued negotiation with any interested parties as regards the continued funding of the High Risk Offenders service.

When they considered the Younger Peoples service Voices in Action raised concern regarding the proposal to cease funding and expressed hope that by utilising the new Housing Framework which will come on stream 1 March 2017, this would mitigate any negative effects. VIA were involved in the development of the new Housing Framework when consulted with by Children and Young People in 2016.

4.6 Conclusion from the consultation process

There is strong support by the consultees for the proposals for Milestone House, The Single Point of Entry, Centenary House and Refuge.

Since the consultation went out, the Office of the Police and Crime Commissioner PCC working with the Community Safety Partnership, looking at shared priorities for the City, agreed to fund the programme for the next three years. The PCC will take on the role of lead commissioner for the service and will fund the service whilst procuring an integrated city and county-wide service during 2017. Concerns around the cessation of the High Risk Offender Scheme will now be mitigated by this proposal that the Office of the PCC will fund and manage the programme. This proposal reflects many of the suggestions made by consultees on how the programme could be saved.

The decommissioning of the service for Younger People raised a number of concerns by participants in the consultation despite the proposal that the young people who use the service will be covered by the Framework for accommodation and support. Issues around sufficiency in the market and the funding pressure having around 100 young people a year or more going through the framework were raised.

4.7 Proposals

That from April 2017 the proposals for Refuge, Milestone House, The Single Point of Entry and Centenary House proceed as detailed in the Cabinet Report 9 November 2016.

From April 2017 the High Risk Offender service to be funded and managed by the Office of the Police and Crime Commissioner.

Council will cease to fund the Younger People Housing Related Support programme, following the 31 March 2017.

For the Younger People service decommissioning will be mitigated by the utilisation of the new Housing Framework for accommodation and support that comes on stream 1 March. The impact on the budget of this service will be monitored and reported on a quarterly basis, with any issues of concern being escalated further to Senior Management Team. Work will also be undertaken to ensure maximisation of other funding streams such as Housing Benefit.

OTHER OPTIONS CONSIDERED

- 5.1 Retaining on-going Council funding for all existing Housing Related Support services has not been put forward as an option, given the position the Council faces in trying to set a balanced budget for 2017/18. The proposals which were consulted upon represent the best scenario whereby five of the seven services are able to be funded via an alternative mechanism.

This report has been approved by the following officers:

Legal officer Financial officer Human Resources officer Estates/Property officer Service Director(s) Other(s)	Olu Idowu, Head of Legal Services N/A Kirsty Everson
For more information contact: Background papers: List of appendices:	Christine Collingwood 01332 642749 christine.collingwood@derby.gov.uk None Appendix 1 – Implications Appendix 2 - Findings of the consultation Appendix 3 – Equalities Impact Assessment

IMPLICATIONS

Financial and Value for Money

- 1.1 Since 2012, a total of £8.144m has already been saved by reductions to the housing related support budget. As preventative services, there is likely to be an impact on Council statutory services, particularly relating to temporary accommodation that the Council has a duty to provide for people deemed as “statutorily” homeless. Although these are likely to be mitigated, there remains a potential pressure that could emerge in the budgets the Council makes available for temporary accommodation and Bed & Breakfast that are managed via the Housing Options services within Derby Homes. In addition, Milestone House currently provides income into the Council through rents paid. If Derby Homes cannot continue to run the service as a homeless hostel, it is unlikely that rental income at the current level could be achieved if the use of the building is changed.

Legal

- 2.1 Housing Related Support services are non-statutory, however a proportion of services are complementary to statutory adult social care and homelessness services. Any decision affecting the services should only be taken after the Council has satisfied itself that it has had regard to the impact of its decision on anyone who is likely to be vulnerable and/or who is accessing the services. An equalities impact assessment was completed to determine the impact of any decision on such vulnerable people and groups.
- 2.2 An eight week consultation has also taken place to gauge opinion about the proposals.

Personnel

- 3.1 Subject to the Cabinet decision, plans will be developed for the affected staff to transfer to Derby Homes. Consideration will need to be given as to whether Transfer of Undertakings Protection of Employment TUPE legislation will apply, and further discussions will take place with Derby Homes, and affected staff, following Cabinet decision.

IT

- 4.1 None specifically arising from these proposals

Equalities Impact

- 5.1 An Equalities Impact Assessment was undertaken as part of the consultation which had representatives from the Council's Diversity Forum, service users, providers and stakeholders. The EIA concluded that for Refuge, Milestone House, Single Point of

Entry, Centenary House drug and alcohol services and High Risk Offenders service there is no potential for discrimination or negative impacts. However under the proposals for the Younger Peoples service there would be some negative impacts for some young people. These negative impacts however would be mitigated by the Housing Framework coming on stream 1 March 2017 and through actions detailed in the EIA action plan.

Health and Safety

- 6.1 There may be issues in continuity of service provision and quality monitoring moving to the schemes being managed by new funders. This will be mitigated by close working with the incoming funders by the current commissioners of the HRS programme in Adult Social Care

Environmental Sustainability

- 7.1 None specifically arising from these proposals

Property and Asset Management

- 8.1 The responsibility for the management of Milestone House will transfer to Derby Homes

Risk Management and Safeguarding

- 9.1 Work will be undertaken with providers and incoming funders to ensure the seamless transfer on contract management. Where appropriate the Commissioning Team will support funders such as Derby Homes in monitoring and contract managing providers for a period after March 2017. There is a risk that with additional numbers using the service, the budget for the Children's Accommodation will be stretched

Corporate objectives and priorities for change

- 10.1 The services that have been funded to provide housing related support services have assisted the Council to deliver against the following outcomes:
- A thriving sustainable economy by contracts being successfully awarded to local organisations and businesses
 - Good health and well-being by supporting vulnerable people to be as independent as possible and learn independent living skills
 - Being safe and feeling safe housing related support services are targeted at people whose circumstances make them vulnerable and help mitigate their Vulnerability.