

Transformation of Housing Related Support Service

SUMMARY

- 1.1 This report provides details about the savings proposals, commissioning priorities and procurement programme that will transform the housing related support sector in Derby. A 12 week public consultation on the proposals and their impact, has recently closed, and a final report is due to be considered by Cabinet on the 13th September 2012. The Adults and Public Health Board are asked to provide comments on the proposals to assist the decision making process.

RECOMMENDATIONS

- 2.1 Adults and Public Health Board consider and comment on details set out in the report.

REASONS FOR RECOMMENDATION

- 3.1 Savings are required from the housing related support budget (formerly the Supporting People Grant) as measures to enable the Council to deliver a balanced budget. The proposed savings have been built into the Council's financial plans for 2012/13.
- 3.2 As part of the original budget setting process during the Autumn of 2011, the Adults, Health & Housing Commission considered all savings proposals. In relation to the proposals for the housing related support programme, Cabinet requested that further information be provided to Scrutiny once more detailed plans have been formulated. A final report is due back at Cabinet on the 12th September, following the public consultation and completion of Equality Impact assessments.

SUPPORTING INFORMATION

- 4.1 On 21st February 2012, Cabinet agreed the strategic approach to be taken to realise the savings. It also agreed that the remaining funding would be focused on four types of services that will focus on supporting and complementing the statutory responsibilities of key partners and meeting the objectives set out in the Derby Plan.

On the 17th April, Cabinet agreed that public consultation would take place on the details of the proposals.

The proposed approach is to reduce the amount of money made available for housing related support and with the remaining funds, transform the existing housing related support sector, aligning it more closely to the Council's personalisation customer journey and breaking away from the legacy pattern of services. Appendix 1 sets out the implications arising as a result of the savings programme and transformational approach. Appendix 2 lists all the services that currently receive some level of funding for housing related support.

A 12 week consultation period ran from 8th May until 27th July 2012. The consultation sought views on:

- the strategy and approach for achieving the savings from the housing related support sector
- the amount of savings that are being proposed to be realised
- the proposed commissioning priorities and charging proposals
- the potential impact of decommissioning all existing services

A verbal summary of the consultation analysis will be presented at the meeting as the consultation was ongoing at the time of writing the report.

4.2 Detailed proposals –

In line with the budget strategy for 2012/13 and beyond, the total required savings in 2012/13 and 2013/14 to be found from the housing related support funding amount to £6.144m. This will leave an estimated £3.332m to be made available from 2013/14 and it has been proposed that the remaining funds will be used to support preventative and enabling services whose common objectives will be to assist people to access, remain in and maintain their accommodation. All funded housing related support services will complement the Council's and partner organisations' statutory responsibilities through four types of service and support:

- information, advice, advocacy and general support about housing-related matters
- emergency/ crisis interventions for those people who need immediate assistance
- recovery and re-ablement services that support people to have the confidence and skills to obtain and/or maintain their accommodation
- preventative housing related support for people already living independently

Earlier in the year, four co production workshops were held where providers who currently receive funding were invited to work with each other and commissioners, to shape the commissioning priorities set out above. The commissioning priorities were directly influenced by the ideas and suggestions from those workshops:

4.3 **Information, advice, advocacy and general support about housing-related matters**

Consultation has been undertaken on whether the Council should fund a centralised “hub” or “gateway” service that can provide information, advice and assistance to those wishing to access housing related support services. The service would be a universal service that is accessible to all and operate as the pathway into emergency housing and crisis intervention services. The key objectives this service would achieve would be to prevent homelessness and rough sleeping and manage access to emergency accommodation and associated support services.

The consultation proposal was that a revised service specification is negotiated with the incumbent provider of the Single Point of Entry Service, rather than going to open tender. This service is an in house Council run service that also receives funding from the Council’s Housing Options service to provide general and statutory housing advice and assistance. It was proposed that this contract is extended by two years until March 2014, subject to a revised service specification that would develop the service further so that it would:

- Provide general advice and information, including where the Council has a statutory duty to provide assistance under the homelessness legislation
- Coordinate a single risk and needs assessment for individuals being referred into all accommodation based and other housing related support services.
- Ensure that assessments are prepared jointly with service providers, but retain overall responsibility for maintaining centralised records and monitoring, to prevent a “revolving door” experience for individuals
- Ensure there is capacity to deal with enquiries and receive referrals on an extended hours basis, using a variety of access channels, maximising the opportunities for multi-agency working. Where services have agreed direct referral routes through multi- agency arrangements such as MARAC and MAPPA¹, the service should work in partnership to monitor and track referrals and occupancy levels.

It was not envisaged that the service will provide mediation or ongoing support to individuals once they are in settled accommodation. Rather, the service would liaise with other partner agencies and key statutory stakeholders, including signposting and supporting customers to access community, health and social care services where required. It was also recommended that the service operates from an accessible and centrally located premise that has facilities to provide face to face contact with individuals requiring assistance. It would be preferable for a location to be one where customers may already be accessing services e.g. an existing advice or contact centre.

¹ Multi-Agency Public Protection Arrangements, or MAPPA, are the means by which agencies in Derbyshire work together to best protect communities from the serious harm that some offenders may still present after being convicted of a crime.

Multi-Agency Risk Assessment Conference (MARAC) is the coordinated community response to domestic abuse, which aims to share information manage risk to increase the safety, health and well-being of victims/survivors - adults and their children.

4.4 Emergency/ crisis interventions for those people who need immediate housing/ support

Consultation has been undertaken as to whether the Council should commission a range of services whose primary objectives are to prevent rough sleeping and homelessness by meeting an individual or households' immediate housing needs that may have arisen due to an emergency or crisis situation, including an imminent threat/ risk of serious harm or injury. The services would be likely to be accommodation based services that would be:

- Safe, secure, and appropriately located
- Able to support the following customer groups in separate premises or through distinct units within a single premise – vulnerable single homeless people and couples, vulnerable young people (16-25), people at risk of domestic abuse and high risk and/or prolific offenders subject to Probation Orders
- Supported by appropriate levels of staffing on a 24/7 basis, with levels of cover appropriate to the demands and needs of the specific user group
- Able to move people out of services (so that there is sufficient turnover within the accommodation) into more settled accommodation, or return to previous/ existing accommodation where appropriate.

It was envisaged that individuals would be accommodated for no more than 3 months, with an average stay of up to 6 weeks being desirable. All commissioned services should:

- Receive 100% of their referrals from the central “hub” or “gateway” service, except where multi-agency arrangements are in place.
- Have the capacity to take referrals on an extended hours basis, with the provision of support delivered at a time appropriate for and negotiated with individual service users.
- Work with the central “hub” or “gateway” service to complete a single risk and needs assessment so that a common/ shared client record is maintained that increases the opportunities for individuals/ households to “tell it once”.

4.5 Recovery and re-ablement services

Consultation has been undertaken as to whether the Council should commission a range of recovery based services that support individuals to achieve a change and improvement in their behaviour or condition so that they have the confidence and skills to obtain and/or maintain independent accommodation. These services would be aligned to existing services being commissioned by statutory partners, including integrated services where opportunities arise for joint commissioning. Distinct from the emergency/ crisis interventions, these services should support people for between 3 and 9 months, with 6 months being the average length of support that would be desirable. These services would not need to be accommodation based, except where an individual's recovery would be enhanced when supported in a “controlled” environment – likely to be for individuals subject to Probation Orders or recovering from alcohol/ substance abuse.

It was envisaged that all of the services would:

- receive 100% of referrals from agreed partner referrals routes, or multi-agency

- panels where these exist
- operate/ coordinate a multi-agency case management approach to supporting individuals
- offer additional and intensive support around a range of life-skills and coping strategies that maximise the opportunity for re-ablement and recovery
- offer personalised support packages that can be delivered using individual service funds
- operate under a “payments by results” framework that is focused on agreed outcomes appropriate to the service user group.

4.6 **Preventative support**

Consultation has been undertaken also as to whether the Council should commission a range of preventative support services that are not tied to accommodation, or are tenure specific. These services would provide a flexible level of support to anyone in the community who may need a more general level of support to enable them to remain living independently. These services would aim to stop escalation into more expensive and institutional forms of support maximise the use of community based support.

It was recommended that commissioned services would:

- Provide a range of interventions and work with individuals in a variety of ways such as providing face to face support, home visits, telephone and web based advice. This could also include arranging access to assistive technology and equipment that may assist an individual to feel safe and supported at home.
- Receive referrals from a range of sources, including direct referrals from individuals, voluntary and community sector organisations as well as the central “hub” or “gateway” service.
- Have the capacity to take referrals and respond on an extended hours basis, including weekends, with the provision of support delivered at a time that is most appropriate for, and negotiated with individuals/ households.
- Operate under an outcome based contracting framework, whereby the main focus would be about preventing homelessness and hospital/ residential care admissions, complementing the statutory duties of Health and Adult Social care agencies.

4.7 **Eligibility for services and charging regime**

Under the former Supporting People regime, individuals accessing services that existed on 31 March 2003 became eligible for Supporting People grant funding and although recipients of services did not need to be formally assessed to determine their eligibility for a service (unlike users of adult social care services), Councils were required to establish a charging regime. In Derby, services were free, other than those long term services lasting over 2 years. These users were levied with a charge for the service, unless they were in receipt of Housing Benefit.

Given that the housing related support sector will now be focused on shorter term interventions and more preventative services, consultation was also undertaken as to whether all services commissioned should be free to individuals, regardless of their financial status and means. To be eligible for a service it was proposed that individuals must meet the criteria set out in the existing legislation and guidance on

general eligibility for social housing.

4.8 Procurement , Contracting & decommissioning approach

The final aspect of the consultation related to the procurement, contracting and decommissioning approach to be used to achieve the savings. In 2011/12 there were contracts with 49 providers, with individual annual values of £20k to £750k. Contracts have previously been on either a block or subsidy basis with a set of performance indicators attached to them and collected by the Supporting People team through a standard pro-forma and Excel workbook. It was proposed that to deliver savings, an open tender programme will be undertaken through an EU compliant competitive tendering exercise in line with the timeline set out below. This tendering approach is proposed for all services to be commissioned *apart* from the centralised hub service (set out in 4.3 above).

The objectives of the tender programme would be to deliver the new service model and maximise the opportunity for efficiencies across the services to be commissioned, with service specifications focused on delivering agreed outcomes. Invitations will be sought from bidders for either single or multiple services across the range of specifications, to allow smaller organisations the opportunity to collaborate when submitting tenders.

OTHER OPTIONS CONSIDERED

- 5.1 Supporting People commissioners previously considered achieving the level of savings required by moving to a large scale decommissioning programme, with all user group areas receiving a reduction against current contract values of between 45% and 100%. For the remaining services that would continue to receive funding, 30% efficiency savings would be required to be achieved against existing contract values. A risk and impact analysis against each user group was considered and it was felt that although this approach would realise savings, the viability of remaining services could not be guaranteed, nor would the pattern of remaining services necessarily match need. This demonstrated the need for a more strategic approach that would present commissioners with an opportunity to provide outcome focused services that take account of statutory responsibilities and the priorities in the Derby Plan.

This report has been approved by the following officers:

Legal officer Financial officer Human Resources officer Service Director(s) Other(s)	Olu Idowu Toni Nash Liz Moore Brian Frisby
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For more information contact: Background papers: List of appendices:	Name Kirsty Everson 01332 642743 e-mail kirsty.everson@derby.gov.uk None Appendix 1 – Implications Appendix 2 – List of services and providers currently receiving funding for housing related support
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IMPLICATIONS**Financial**

- 1.1 As part of the Comprehensive Spending Review, from 2011/12, the Supporting People Grant also ceased to be provided as a separate ring fenced grant to local authorities. Funding for the programme is now being allocated through the formula grant system as part of the overall Revenue Support Grant. The required savings in 2012/13 and 2013/14 amount to £6.144m. In order to achieve the savings target, the budget for the Supporting People programme will need to reduce to £3.332m by 2013/14.

Legal

- 2.1 Supporting People services are non-statutory. However a proportion of services are complementary to statutory adult social care and homelessness services. The proposals in this report will ensure that the criteria for eligibility will be compliant with existing legislation and relevant central government guidance on eligibility for social housing.

Due regard to the Council's Equalities duties is being given with respect to the consultation and decision-making process, as well as TUPE considerations should these be relevant.

Personnel

- 3.1 The reduction and de-commissioning of Supporting People services will have an impact on contracted organisations as the majority of funding pays for staffing, including Derby City Council and Derby Homes staff where contracts are held for Supporting People Services. It is estimated that approximately 150 jobs may be lost from this sector as a result of the savings programme, unless organisations can redeploy people elsewhere. Sufficient notice has been built into the timeline to allow organisations to appropriately manage their responsibilities as an employer, however there will inevitably be an impact on the local economy.

Equalities Impact

- 4.1 A detailed Equalities Impact Assessment has been undertaken on the general changes being proposed in this report and is included as Appendix 2 so that early indications of the potential issues that need to be addressed in the transformation programme can be planned for. For example, analysis of service user data undertaken for the EIA has highlighted some key issues:
 - The proportion of Supporting People service users who are from a black or minority ethnic background is broadly representative of the population as a whole, with the exception of those of Asian heritage who are slightly under represented. Service users from BME groups tend to experience better than

average outcomes from the support received.

- Those service users who identify themselves as being disabled are concentrated around those with mental health issues.
- Housing related support service users are more likely to be male - 60% of users are men.
- 44% of users are under 25, but this age group is less likely to achieve a positive outcome from the support received.

This discussion with participants assisting with the EIA also highlighted two points about the savings programme and the approach being used - it was considered paramount that service users should be involved in the tendering evaluation process and be consulted about which service interventions work well and which improvements could be made.

The findings of the EIA will be mitigated as far as possible when detailed outcome based service specifications are drawn up for the tender programme. This will require bidding organisations to respond to specific equalities issues and will be a key evaluation criterion. In addition, draft service specifications will be shared with the Peer Reviewers for comments before final versions are released, and the tender evaluation process will ensure that service users are involved.

As part of the consultation exercise that has been ongoing since 8th May 2012, a number of customer specific Equalities Impact Assessments have been completed with involvement from key stakeholders and service users representatives, where available. A verbal update can be provided about the emerging issues at the Scrutiny meeting as these were not yet complete at the time of writing the report before any final decisions are recommended to Cabinet.

Health and Safety

5.1 Non specific

Environmental Sustainability

6.1 Non specific

Asset Management

- 7.1 A number of funded services currently operate from Council owned buildings and a change to their revenue funding, should Cabinet decide that the savings programme will go forward, is likely to trigger a review of their occupancy and use. Similarly, external provider organisations that operate from premise which received grant funding supported by the Council may also need assistance in any negotiations with the relevant funding bodies about potential changes in usage of buildings as appropriate. This is most likely to occur where accommodation based services received support from the Department of Health, Communities and Local

Government or the Homes and Communities Agency (previously the Housing Corporation).

Risk Management

- 8.1 A detailed risk register will be drawn up and kept under constant review, should Cabinet agree that the savings programme will proceed. This will include broader strategic risks, such as the potential impact on increased rough sleeping, as well as more operational risks such as providers withdrawing from individual contracts or services prematurely. The risk register will be reported regularly to the Programme Board, and escalated appropriately where individual risks cannot be mitigated.

Corporate objectives and priorities for change

- 9.1 The services funded to provide housing related support services helps the Council 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 – Supporting People services are targeted at people whose circumstances make them vulnerable and help mitigate their vulnerability

Reducing the available funding available for housing and support is likely impact on the Council and it's partners' ability to deliver against these outcomes. There are currently 49 organisations receiving funding for housing related support, who in turn support over 5000 individuals at any one time. Reducing the overall spend on this area will have an impact on a large proportion of these individuals - particularly those service users who would not reach the statutory thresholds for care or health services. The planned savings programme is likely to impact on their ability to live independently and make a positive contribution to their communities. Although the proposals in this report will mitigate the impact as far as possible, there remains an ongoing risk that wider Council priorities will be affected and there will be increased demand and pressures on statutory services such as homelessness, adult social care, health services and services for 16 and 17 year olds those leaving care.

Appendix 2 – List of services and providers currently receiving funding for housing related support

Provider Name	Service Name	Primary group supported
Action Housing & Support Ltd	MOST	Single homeless people
Action Housing & Support Ltd	Crime & Disorder Partnership	People with drug and/or alcohol problems
Action Housing & Support Ltd	Crime & Disorder Partnership	Ex-offenders
Action Housing & Support Ltd	Step Up	Ex-offenders
Adullam Housing Association	Adullam HA Derby Project	Single homeless people
Anchor Trust	Anchorfold2	Older People
Anchor Trust	Barncroft	Older People
Anchor Trust	Chester Court	Older People
Anchor Trust	Heath Court	Older People
Anchor Trust	Normanton Lodge	Older People
Sole Trader	Charnwood St Supported Housing	People with mental health issues
Sole Trader	Osmaston Road Supported Housing	People with mental health issues
Carr Gomm Society Ltd	Augusta Street	People with mental health issues
Carr Gomm Society Ltd	Osmond House	People with mental health issues
Creative Support	Creative Support	People with mental health issues
Creative Support	Wagtail Close	People with a learning disability
Derby City Council	Alternative Living Scheme	People with Physical disabilities
Derby City Council	Single Point of Entry Assessment Centre	Single homeless people
Derby City Council	Community Support Team Mental Health	People with mental health issues
Derby City Council	Creative Living	People with Physical disabilities
Derby City Council	LD Tenancy Support	People with a learning disability
Derby City Council	Lower Eley	People with a learning disability
Derby City Council	Radbourne Street	People with a learning disability
Derby City Council	Swinburne Street	People with a learning disability

Provider Name	Service Name	Primary group supported
Derby City Council	Care Link	Older People
Derby City Council	Home Improvement Agency	Older People
Derby Homes	Supported Living Service	Older People
Derby Homes	Tenancy Support Service	Generic support
Derventio Housing Trust	Emergency Support Service	Single homeless people
Derventio Housing Trust	Smart Steps	Single homeless people
Derwent Living	Rebecca Court	Domestic Violence
Derwent Living	The Butterfly Project	Domestic Violence
Derwent Living	Rawdon Street	Older People
Derwent Living	Sheltered Service	Older People
Sole Trader	White Doves	People with mental health issues
Dimensions (UK) Ltd	Bramfield Avenue	People with a learning disability
Dimensions (UK) Ltd	Cromwell Rd	People with a learning disability
Dimensions (UK) Ltd	Grafton Street	People with a learning disability
Dimensions (UK) Ltd	Powell Street	People with a learning disability
Sole Trader	High View Care Home	People with mental health issues
Sole Trader	Social Services Approved Sidney Street	People with mental health issues
Guinness Care & Support		Older People
Hallmark	Hadhari Nari	Domestic violence
Headway	Brain Injury	People with Physical disabilities
Housing 21	Dayton Court	Older People
Housing 21	Handyside Court	Older People
Sole Trader	Swinburne Street	People with mental health issues
Jericho Benedictine Society	Jericho House	People with alcohol problems
Mackworth Supported Housing	Mackworth	People with mental health issues

Provider Name	Service Name	Primary group supported
Mansfield Mediation	Mediation	Young people
Metropolitan Support Trust	Supported Living Scheme - Floating Support	People with mental health issues
Metropolitan Support Trust	Ashbourne Road	People with a learning disability
Metropolitan Support Trust	Hartington House	Single homeless people
Metropolitan Support Trust	Wilkins Drive	Single homeless people
Metropolitan Support Trust	YP Floating Support	Young people
Metropolitan Support Trust	1180 London Road	People with alcohol problems
Metropolitan Support Trust	Edale House	People with mental health issues
Metropolitan Support Trust	Milverton House	People with mental health issues
Nacro Community Enterprises Ltd	Extended Hours	Ex –offenders
Nacro Community Enterprises Ltd	HRSO	Ex –offenders
Northern Counties / Guinness Care & Support	Bamburgh Close	Older People
Oaklands Community Care Ltd	Pastures Hill	People with a learning disability
P3	Stonehill Lodge	People with mental health issues
Raglan Housing Association	Highgates	Older People
Raglan Housing Association	The Maltings	Older People
Refuge	DV Floating support service	Domestic violence
Refuge	Women's Refuge	Domestic violence
Refugee Support (MST)	Tenancy Support Service	Domestic violence
Retail Trust	Sheltered / Extra Care housing	Older People
Rethink	Rethink Sustainable Living Scheme	People with mental health issues
Riverside ECHG	Teenage Parents service	Teenage parents
Riverside ECHG	Young Person's service	Young people
Riverside ECHG	Centenary House	Single homeless people
Riverside ECHG	Derby Projects	Single homeless people

Provider Name	Service Name	Primary group supported
Riverside ECHG	Kenneth House	Single homeless people
Riverside ECHG	Alcohol Dependency Unit	People with alcohol problems
Self Trust	Self Trust	People with mental health issues
Spirita	Derby Life Lines	Older People
Spirita	Sheltered Housing Service	Older People
St Aidans House Trust	St Aidans House Trust	Ex Offenders
St Chads Road Supported Housing Limited	St Chads Road Supported Housing Limited	People with mental health issues
Stonham Housing Association	Foyer Activ8	Young people
The Faith, Hope & Enterprise Company Ltd	Hope Housing	Single homeless people
Sole Trader	Scott St	People with mental health issues
William Sutton Housing Association Ltd	Harold Court	Older People
Sole Trader	Supported living	People with a learning disability
YMCA Derbyshire	YMCA Derbyshire	Single homeless people
YMCA Derbyshire	Crash Pads	Young people