

Report of the Director of Environment and Housing

Report to Executive Board

Date: 18th December 2013

Subject: Housing Related Support Programme – Annual Report

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The Leeds Housing Related Support (HRS) Programme, previously known as the Supporting People (SP) programme, has had a positive impact across Leeds since 2003. The primary aim of the programme is to support vulnerable people, including those who are homeless, to achieve and sustain independent living, contributing to key outcomes and priorities within the Best Council Plan 2013-17. It also contributes to the delivery of wider outcomes for the Council and its partners including those related to community safety, health and well-being, poverty and debt, social inclusion and employment and training. This not only maximises the sustainability of positive outcomes for clients, but also delivers significant added value for other public sector services such as housing, health, police, probation and employment and skills.
2. This is a follow-up report to the paper submitted to Executive Board in November 2012.
3. 2012/13 was a period of significant change for the Programme. This included further service reviews and re-modelling in response to central government budgetary reductions and to inform on-going service improvement. During 2012/13 13,240 people were supported through the programme. Currently the programme has commissioned capacity to support 11,948 individuals / households per annum.
4. Remodelling of the programme and internal service development has created many opportunities. This includes developing more integrated services, flexibility and responsiveness within the programme, strengthening partnership working and integrated pathways for clients. Revised, robust performance management frameworks

will ensure that maximum impact is achieved for clients aligned to the strategic priorities for the Council and the City.

5. The main challenge moving forward will be to maintain the ability to effectively and efficiently respond to need within the current budgetary and economic context and at a time of significant policy change.

Recommendations

6. Executive Board is recommended to request an annual report on the Housing Related Support programme.

1. Purpose of this report

- 1.1 This report provides an overview of the 2012/13 Housing Related Support programme. It highlights key service changes, achievements and opportunities and challenges moving forward.

2 Background information

- 2.1 The Housing Related Support (HRS) Programme delivers a range of support services for vulnerable individuals and families across the City. The primary aim of the programme is to support clients to achieve and sustain independent living. This is achieved via a number of contracts for visiting 'floating support' and accommodation based services.
- 2.2 Commissioned services are person-centred and tailored to the specific needs of a number of key client groups including homeless people, young people, older people, offenders, people with learning disabilities, those at risk of domestic violence and people with mental health or drug and alcohol issues.
- 2.3 Until April 2010, the programme, formerly known as Supporting People was a national programme commissioned through a ring fenced budget provided to local authorities. As a result of reductions in central government funding the programme budget has reduced significantly in recent years. A number of actions have been initiated and/or implemented in order to address this, including a series of sector reviews to ensure that services are meeting client's needs effectively and delivering value for money. The sector reviews have resulted in remodelling, competitive tendering and decommissioning.
- 2.4 Total investment in the 2012/13 programme was £24,375,289 (compared to £31.8m in 2010/11) and during this period 13,240 individuals / households were supported.
- 2.5 From April 1st 2013 a number of services totalling £11,158,421 were transferred to Adult Social Care (ASC). These were services that were either delivered in house or jointly funded and commissioned by ASC. 947 people with learning disabilities or mental health difficulties benefit from these services. Furthermore, work has continued to transfer eligible service delivery costs related to housing management over to Housing Benefits, generating savings to the Council. This combined with efficiencies has resulted in a current projected spend of £11,538,032 in 2013/14. This is £1.68m less than in 12/13. Further savings have

been made to the budget for 14/15 which have contributed to the savings the Council needs to make as a whole and resulted in a permanent reduction to the size of the programme. This has been achieved without having a negative impact on service users and includes savings of £500k, included as an item in the budget submission as a result of the reduction in the Temporary Emergency Accommodation Service contract outlined in this report.

- 2.6 Current projected investment in the programme this year by client group is shown at Appendix 1. At present the Housing Related Support programme has commissioned capacity to support 11,948 individuals/ households per annum. This is based upon the number of people that services are currently commissioned to work with within a year. Appendix 3 provides a summary of the services currently commissioned within the programme.

3 Key Service Changes and Achievements

Remodelling of homeless provision

- 3.1 All actions resulting from the homelessness and young person's sector reviews have now been implemented. This includes all accommodation and floating support services. In line with the review findings, programme officers have worked closely in partnership with stakeholders, providers and clients to implement the redesign and remodelling of provision to better meet the needs of clients. Within the remodelled accommodation based services efficiency savings have been realised yet capacity to respond has been maintained. For example, since 2011, expenditure on accommodation based services has reduced from £3,940,144 to £1,732,403 and the number of units has reduced from 485 to 371 (190 to 154 for direct access/emergency units) and the provision continues to meet the City's needs.
- 3.2 Service redesign and remodelling have followed the key principles of single points of entry where possible, flexibility, streamlined pathways both into and through services and strengthened multi-agency working providing integrated, effective services with increased opportunities to be responsive, maximise sustainable outcomes for clients and generate efficiency savings. Through discussions with providers and the redesign of service specifications a greater focus has been placed on delivering and capturing the wider outcomes for clients which contribute towards the move to and sustainment of independent living. More focus has also been placed on timely move-on to more permanent accommodation so that people are able to settle and to ensure maximum use is made of the places available.
- 3.3 Homeless services have been remodelled to support the delivery of the Leeds Homelessness Strategy and the No Second Night Out agenda. The services support the work of Leeds Housing Options to prevent homelessness and to provide emergency accommodation to those owed a statutory housing duty.
- 3.4 Following the homeless review there has been a move towards self-contained dispersed accommodation with visiting support rather than hostel based provision. This better meets client's needs, is less disruptive for individuals who are supported and is better value for money.

- 3.5 All accommodation for families and couples is now provided in dispersed units and services for homeless single men and women have been remodelled to include smaller hostel based provision with move on into community properties with support.
- 3.6 An example of this is the Nowell Court family hostel (Connect) that has been remodelled to become the Re-Connect Service providing 37 dispersed properties with support (previously 22 hostel units and 15 dispersed) at a reduced service cost.
- 3.7 The men's direct access services, provided by Leeds Housing Concern, have been re-modelled to replicate the previous re-modelling in the women's sector. Pennington Place hostel has now closed and Garforth House provides direct access units with dispersed move-on accommodation within the same service. From a commissioning perspective, this move to integrated service provision allows for increased flexibility in the use of direct access and move-on accommodation provision, if required, and also promotes a more streamlined client pathway with improved continuity of support for the individual.
- 3.8 New city-wide homeless resettlement floating support contracts have been put in place with current providers to ensure continuity of service. This will allow time for the remodelled and re-tendered homeless services to mobilise and embed prior to reviewing and re-scoping floating support provision. It will also allow for the opportunity to assess the impact of welfare changes and the impact on demand for services. Key principles of the new model include flexible, responsive delivery across client groups in line with need, agreed pathways, reduced target length of support (resulting in more people benefitting) with increased multi-agency working to ensure that specialist services are brought into the support package where needed to meet longer term needs. Prevention of homelessness is also a key element of this delivery. Programme officers have supported providers to develop effective joint working with Leeds Housing Options and Housing Leeds to ensure that appropriate referrals are made to prevent homelessness at the earliest opportunity when people present and when tenancies are at risk. This work has contributed to the reduction in homelessness in Leeds. Joint working in relation to referral pathways and move-on has also been strengthened.
- 3.9 The Temporary Accommodation (TA) framework contract is a cross directorate contract including Environment and Housing, Children's Services and Adult Social Care which utilises private sector properties for homeless households in emergency situations has also been extended. Whilst the number of placements made into temporary accommodation is reducing there is still on-going need for the provision. Currently there is only one single tenancy placement in private TA through Environment and Housing and no placements in bed and breakfast. Usage was at its peak for single properties in January 2013 with 66 placements and for family properties in June 2012 with 113 occupied. The reduction in placements is a positive result of the work of Leeds Housing Options to focus on homeless prevention and closer work with private landlords to offer a more permanent housing option and the work of commissioned providers ensuring appropriate throughput and move on within their services.

- 3.10 As numbers referred into private sector temporary accommodation have dropped and as a result the need for a floating support service to specifically help people in this type of accommodation has reduced and notice has been given to reduce the TEAS (Temporary Emergency Accommodation Service) contract by £540k from June 2014.
- 3.11 A competitive tendering exercise is currently underway for the Street Outreach Service which provides a number of street checks either late at night or in the early morning to find and support people sleeping rough in Leeds. The new tender includes additional street checks during severe weather and an extension of the remit of the provision to include begging. The new service will be operational from 1st April 2014. The service has contributed to reducing and maintaining low levels of people sleeping rough over the last three years. On the last street count, undertaken by the provider and LCC staff in November 2013, there were 12 people found. This included a number of known individuals sleeping rough long term and a multi-agency approach is being adopted to address this issue.

New Flagship service for young people

- 3.12 Following a competitive tender exercise jointly funded by Environment and Housing and Children's Services Directorates, the new young person's Flagship scheme commenced on 1 July 2013. The Flagship consortium is led by GIPSIL working with Leeds Housing Concern and Foundation. This service provides accommodation and floating support to young people including care leavers, young offenders and teenage parents. It supports young people aged 16- 24 to sustain independent living, develop financial awareness, access training and work, improve their health and wellbeing and feel engaged and involved in their local communities. It provides 150 trainer flats and 255 units of floating support. Support is provided in trainer flats for 6 months with follow on support for up to 12 months and until young people are settled.
- 3.13 Programme officers worked with partners in Children's and Housing Services in the development of the young person's services to ensure that the provision would add value and was aligned to strategic priorities.
- 3.14 Since the new FLAGSHIP service became operational on 1 July 2013, huge progress has been made to provide improved housing related support for young people that need it in Leeds. The consortium has developed a clear and consistent pathway into the service through a priority assessment system, one referral number and multiple assessment points with partners across the city. Young people have been involved in the development of the service, from the new branding, consultation over the prioritisation system through to an active part on the steering group. The project has achieved lots of positive outcomes during the first quarter of activity including providing 101 young people with accommodation and 108 young people with floating support as well as developing positive relationships with partners across the city which has seen referrals to the service from a diverse range of organisations such as Housing Options, IGEN, Probation, Youth Offending Service, Signpost, Women's Aid and Children's Services.
- 3.15 Alongside Flagship the Seacole service (LHC) has been remodelled and provides 9 units of emergency direct access accommodation for young people in

immediate housing need and 3 self-contained units for move-on. Other services for young people include the Care leaver's service delivered by GIPSIL and a floating support service for young people living in a range of tenures managed by Re'new.

Services for people experiencing Domestic Abuse

- 3.16 Two city-wide services to support clients experiencing domestic violence were commissioned in 2011 following a review. The Stonham refuge service provides 26 self-contained units of emergency short stay accommodation. Leeds Domestic Violence Service (LDVS) provides an integrated outreach, resettlement and independent domestic violence advisory service (IDVA) delivering 'wrap around' support to all victims of domestic abuse. Both providers support the delivery of the 24 hour Leeds Domestic Violence telephone helpline.
- 3.17 Intensive performance management work is being undertaken with the providers of the Domestic Violence commissioned services in order to ensure that the services continue to meet the needs of both clients and stakeholders. Performance monitoring processes are being reviewed to ensure robustness and the collation of more detailed information in relation to referrals and demand. This work is closely aligned to the work of the Leeds Domestic Violence Strategy Group, Temporary Accommodation Board and Health and Housing Group. Joint quality assessment visits are currently being undertaken with Children's Services and Community Safety.

Positive Pathways – a new service for people with mental health needs

- 3.17 The new citywide mental health housing support and recovery service was launched in April 2013 following a competitive tendering process. The contract was awarded to a consortium of local voluntary sector organisations led by Community Links and provides floating support for people who are being resettled following a stay in hospital, leaving prison or already living in the community but experiencing problems managing their tenancy.
- 3.18 The re-commissioning of this service has achieved a budget saving of around £86k per annum which is a 5% saving on the previous model. It has also resulted in some significant improvements:
- the process of referrals has become much simpler with one single point of access via the Positive Pathways hub. The hub also coordinates homelessness referrals for the ASC Mental Health Housing Support Team;
 - a strong focus on helping people to 'recover' and live independently through the use of peer support and befriending, as well as improved pathways to employment and training;
 - move-on support is increased through the peer support and befriending service which in turn increases capacity so that more people can be supported in the future.
- 3.19 Contracts with accommodation based services have also been renegotiated to ensure a firmer focus on recovery and move-on. These services form part of the accommodation pathway for people leaving acute hospital settings. All three providers, Community Links, Touchstone and Catholic Care work closely with

Housing Services, the NHS Trust and the new Community Links led consortium within the joint working protocol for hospital discharge to prevent 'bed blocking' and improve housing outcomes.

4 Service reviews

- 4.1 Sector reviews are planned for a number of service areas including Older People's, Disability, Drug and Alcohol and Offender services.

Review of services for older people and people with disabilities

- 4.2 Older People's and Disability Services are currently being reviewed. This is likely to result in remodelling and the refocus of services in the context of the personalisation agenda and other services for older people available in the city including Neighbourhood Networks. Furthermore, work has continued to transfer eligible service delivery costs related to housing management over to Housing Benefits, generating savings to the Council. In order to streamline contract management procedures across the Council work has also been successfully completed with Adult Social Care (ASC) to transfer those services joint funded or delivered by ASC. This reconfiguration and transfer of funding has greatly reduced the HRS programme spend in this area but the services continue to be delivered to meet the needs of local people.

- 4.3 The programme currently commissions the provision of alarm call services for 2,606 older people living in Housing Association properties at a cost of just under £215,500 per annum. In order to ensure an equitable approach across housing tenures, following the Executive Board decision to charge for non-residential Adult Social Care services and for Alarm Call services in Council properties, funding for these services will cease from 1 July 2014. The withdrawal of funding will be introduced on a phased basis in line with Adult Social Care proposals.

Review of Drug & Alcohol services

- 4.4 A comprehensive review of drug and alcohol services is currently being undertaken. This will help to ensure best use of resources through the re-commissioning of more integrated services with a greater focus on recovery, in line with changes to national and local strategies. Included within scope for the review are a number of floating and accommodation based housing related support services that are currently delivered through Leeds Housing Concern, St Anne's Community Services and St George's Crypt.
- 4.5 During the last year, extensive consultation has been undertaken with providers, service users, carers, people in recovery and strategic commissioning partners. The key findings are being used to shape a proposal for a new citywide treatment and recovery model that includes housing related support for people with drug and/or alcohol problems. This will be the subject of a separate report to Executive Board in January 2014. Interim contract arrangements are being established to ensure continuity of provision pending the full outcome of the review.

Offender Pathways

- 4.6 There are a number of commissioned services that support offenders to live independently in the community. These services provide a mixture of floating and accommodation based support and have an important role to play in helping to reduce reoffending, in particular through links to Operation Anchor. Current providers include Foundation, Leeds Housing Concern and Stonham Home Group.
- 4.7 The review of offender services has been put on hold due to significant changes nationally, including the introduction of Police & Crime Commissioners and Government plans for 'Transforming Rehabilitation' that potentially have huge implications for Police, Probation and Prison services, as well as locally commissioned housing related support. The review will be completed once the full impact of these reforms is understood locally. In the meantime, work is ongoing to clarify and improve pathways for people leaving prison.

5. Performance

- 5.1 Despite all of the above changes, and on-going budget challenges, services continue to meet the needs of some of the most vulnerable groups in the City. During 2012/13 13,240 people in total were supported through the programme. The success of the service reviews and strengthened partnership and multi-agency working to date is evident in the fact that despite a reduction of 53% in the programme budget (the majority of which was a result of funding transfer and reconfiguration), to £11,538,032, the programme still has commissioned capacity to support 11,948 individuals / households. Overall performance figures are very good with 82% of clients achieving independent living and 96% successfully supported to maintain independent living. Appendix 2 provides further detail of performance by client group.
- 5.2 Data provided in Appendix 2 reflects service delivery during 2012/13 and this information and intelligence has been used to inform service remodelling and commissioning during the past year. Work is underway to revise and develop the performance management system to interrogate the data further and ensure that the information fully and accurately reflects service outcomes and demand.

6 Opportunities

- 6.1 Based on lessons learnt from commissioning to date, a number of key principles have been identified which we would want to review and develop further. These include: single or streamlined gateways into services, simplified pathways for clients and providers; strengthened multi-agency working, flexibility in ability to respond to different client group needs and delivery of a holistic package of support demonstrating a contribution to wider outcomes. The overall aim would be to deliver an improved customer model, particularly in relation to client journey, continuity of care and overall sustainability of outcomes for clients.
- 6.2 Work with all housing related support providers will continue in order to support and guide in developing the improved customer model. This will be linked to the development of a revised performance framework for the programme. All

providers will be supported to demonstrate the holistic approach to client support and contribution to the City's strategic priorities. Strategic and operational partnership working will be further developed and encouraged. Sessions will be delivered for managers and front line staff to facilitate working with key agencies and linked to key agendas e.g. poverty, Child Friendly Leeds, Advice Agencies, Welfare change, Housing Leeds. Drug and Alcohol commissioning, referrals and pathway mapping. The remodelling undertaken to date has simplified referral pathways but there is more work to do with providers to ensure that services are as effective as possible.

- 6.3 As work to review and remodel develops we will continue to build on the partnership working and strong relationships already developed through commissioning and provider support with partners such as Adult Social Care, Children's Services, Public Health, housing services, employment and skills agencies and client forums. This will maximise the opportunity to contribute to key Council priorities such as reducing the numbers of young people in care, improving health and well-being and increasing the numbers in employment and training. The programme will be developed to support the four key propositions under the Citizens@Leeds agenda ensuring that delivery is aligned and contributions are made to the city-wide response to tackling poverty and deprivation.
- 6.4 New governance arrangements are being developed and implemented to establish a single strategic commissioning group for housing related support and drug and alcohol commissioned services. This will bring strategic discussions relating to commissioning investment into one forum with a range of stakeholders.
- 6.5 A review of the performance management systems for the programme has taken place. The current system, including targets and definitions, reflects the framework set for the national programme and is no longer fit for purpose. Work is underway to build a new performance management system which reflects the wide range of outcomes delivered and informs the development of the programme in the future. This provides an opportunity to work with providers to ensure that the information accurately reflects service delivery, demonstrates outcomes for clients and is linked to strategic priorities as well as client needs. Contracting, commissioning and quality assessment processes are also under review. Consistent, effective and robust processes are vital to pre-eminent commissioning and will enable us to ensure we are maximising resources and our contribution to the City's priorities.

7 Challenges

- 7.1 The programme continues to be delivered within the overall context of a reducing budget. Review and remodelling of services will continue to take place to enable efficiency savings to be realised without impacting on the availability of services for vulnerable people.
- 7.2 The impact of welfare change is still largely unknown although there is some evidence of increasing demand for support. For example providers have confirmed there have been more referrals for support for people with mental health issues, due to the impact of welfare change which has led to increased levels of anxiety/ depression and put tenancies at risk. This combined with the current economic

situation could lead to an increase in demand for commissioned services. This will continue to be monitored and taken into consideration in service review and design.

- 7.3 The changing policy context and demographic changes also present challenges. This includes the Transforming Rehabilitation agenda which creates uncertainty for offender services. Also, the growth in the number of older people and the desire for people to stay in their own homes where possible needs to be taken into account when reviewing current services.

8 Corporate Considerations

8.1 Consultation and Engagement

- 8.1.1 All decisions undertaken on the programme relating to reviews and service design have been informed by intensive consultation with clients and other key stakeholders. Clients have been firmly at the heart of the sector review process, and their views and experiences have directly influenced the design and delivery of new, reconfigured services. In addition, service-users are regularly consulted as part of the programme's Quality Assessment Framework. This helps to ensure that client views and experiences can make an immediate impact on the design and delivery of services.
- 8.1.2 Detailed consultation with internal and external partners including the third sector has been a key feature of the sector reviews. This has been critical in ensuring that services are better aligned to those provided by Housing Services, ASC, Children's Services, NHS Leeds, police, probation and prisons.
- 8.1.3 Joint commissioning and service reviews have taken place with Children's Services and Adult Social Care to ensure services are complementary and maximise resources.

8.2 Equality and Diversity / Cohesion and Integration

- 8.2.1 Equality Impact Assessments (EIA) have been completed for each key decision within the programme e.g. where services have been decommissioned, reconfigured or re-commissioned. In addition, issues related to equality and diversity, cohesion and integration were identified and addressed within all of the sector reviews. An Equality Screening for this report has been completed and indicates that a full EIA does not need to be completed.
- 8.2.2 Equality and diversity considerations are embedded within the commissioning processes, programme and performance management and delivery. For example, service specifications contain clear requirements to ensure a responsive service is delivered to all equality groups. Method statement questions require providers to evidence how they will ensure considerations are embedded within policies, processes, delivery, performance and service improvement.
- 8.2.3 Equality, diversity, and cohesion are also considered as part of the quality assessment process. The current Quality Assessment Framework (QAF) has 5 core objectives including Fair Access, Diversity & Inclusion and Client

Involvement & Empowerment against which providers are required to complete an annual self-assessment. Programme officers also undertake validation visits to ensure progress against the QAF.

8.3 Council policies and City Priorities

- 8.3.1 The Housing Related Support programme directly contributes to the delivery of key outcomes within the Best Council Plan 2013/17, specifically to improve the quality of life for our residents, particularly those who are vulnerable or in poverty. This contributes towards the delivery of the 'Better Lives' and 'Child Friendly City' objectives. As evident throughout the report, the effective and robust management of the programme, including the undertaking strategic sector reviews and performance management reviews, also contributes towards 'Ensuring the Delivery of High Quality Public Services' and becoming an 'Efficient and Enterprising Council'.
- 8.3.2 The programme makes significant contributions to all of the City Priority Plans, but particularly the Health and Wellbeing Plan and its priority to make Leeds the best city for health and wellbeing by 2030. This is achieved through supporting clients to make healthy lifestyle choices and to live safely in their own homes. It also contributes significantly to the priorities and outcomes of the Leeds Homelessness Strategy (2012-15), the Children and Young People's Plan, Domestic Violence, Leeds Drug and Alcohol (2013-2016) and Ageing Well Strategies.

8.4 Resources and value for money

- 8.4.1 As detailed throughout the report, the review and remodelling processes have focussed strongly on delivering value for money and ensuring efficiency within the programme. Robust contract management processes allow for the on-going monitoring of performance.
- 8.4.2 Considerable efficiencies have been made and services maintained despite a permanent reduction in the size of the budget available.

8.5 Legal Implications, Access to Information and Call In

- 8.5.1 All key decisions on the programme have been taken in strict accordance with the Council's governance and procurement policies and processes. All decisions have been ratified and agreed by the Director of Environment & Housing in line with his delegated decision-making authority.

8.6 Risk Management

- 8.6.1 All key decisions on the programme have been subject to detailed risk assessments as set out within reports to the Environment and Housing Delegated Decision Panel. These have included assessment of risk for the Council and clients when decommissioning, remodelling and re-tendering building-based and floating support services. On-going detailed consultation with providers, clients and other key stakeholders as part of the sector review process has helped to mitigate risk by ensuring that feedback directly informs service improvements.

9 Conclusions

- 9.1 The Leeds Housing Related Support (HRS) Programme has had a positive impact across Leeds since 2003. The primary aim of the programme is to support vulnerable people to achieve and sustain independent living. In doing this it also contributes to the delivery of outcomes related to health and well-being, social inclusion and employment and training. This not only maximises the sustainability of positive outcomes for clients, but also delivers significant added value for other public sector services such as housing, health, police, probation and employment and skills.
- 9.2 2012/13 was a period of significant change for the Programme. This included further service reviews and re-modelling in response to central government budgetary reductions and to inform on-going service improvement. Currently the programme has commissioned capacity to support 11,948 individuals / households per annum.
- 9.3 Remodelling of the programme and internal service development has created many opportunities. This includes developing more integrated services, flexibility and responsiveness within the programme, strengthening partnership working and simplified pathways for clients. Revised, robust performance management frameworks will ensure that maximum impact is achieved for clients aligned to the strategic priorities for the City.

10 Recommendations

- 10.1 Executive Board is recommended to request an annual report on the Housing Related Support programme.

11 Background documents¹

- 11.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.