

Summary Sheet

Committee Name and Date of Committee Meeting

Overview and Scrutiny Management Board – 11 October 2017

Report Title:

Rotherham Side by Side Review of Housing Related Support

Is this a Key Decision and has it been included on the Forward Plan?

Yes

Strategic Director Approving Submission of the Report

Anne Marie Lubanski, Strategic Director of Adult Care and Housing

Report Author(s)

Kay Nicholes, Commissioning Officer

Nathan Atkinson, Assistant Director Strategic Commissioning

Ward(s) Affected

All

Summary

The report outlines recommendations for the future commissioning of externally provided Housing Related Support Services in Rotherham. Housing Related Support services deliver positive outcomes with the vulnerable people they support, preventing and dealing with emergency homelessness and averting the need for other costlier forms of service provision. Though Housing Related Support services sit within the Adult Care and Housing Directorate portfolio, the preventative element provides whole system benefits.

Homelessness and the risk of homelessness is the focus for all Housing Related Support services. Through the Rotherham Side by Side programme the Council has worked closely with existing providers, service users and wider stakeholders to co-produce the future model of externally commissioned Housing Related Support.

The review was undertaken to remodel the provision, to meet changing demand, and offer better value for money in addition to delivering the savings required for 2018/19.

Recommendations

1. That approval be given to the remodeling of the existing externally commissioned housing related support offer in Rotherham to deliver four Pathways of support to vulnerable people who are at risk of homelessness or are homeless as outlined in sections 4.0 to 4.2. The four pathways are;
 - Vulnerable Adults
 - Complex Need
 - Domestic Abuse
 - Young People and Young Parents
2. That approval be given to the redefinition of the existing offender, single homeless, homeless families, and mental health client groups as **Vulnerable Adults** to better meet multiple needs and redefine the age range across Vulnerable Adults' contracts to **21+** to prevent duplication of service.
3. That approval be given to further efficiencies within the **Vulnerable Adults** pathway through the merger of 3 floating support services, currently providing 205 units in total, into one service providing 220 units.
4. That approval be given to the creation of a pathway for people with **Complex Needs** based on a Housing First model to support 20 – 30 people with complex needs. To achieve this, it is proposed that the Council renegotiate existing contracts of dispersed accommodation. As outlined in sections 4.18 to 4.22.
5. That approval be given to the **Domestic Abuse Pathway** as a priority and that current funding will be protected, at this stage, as outlined in sections 4.23 to 4.34 and to extend the Rotherham Rise refuge contract for 18 months under an exemption from Contract Procedure Rules.
6. That the joint commissioning of the **Young People Pathway** with the designated lead for Children and Young People and designated Adult Care and Housing commissioning lead be approved, as outlined in section 4.35 to 4.40 and the YWCA Yorkshire Fleming Gardens contract be extended for 18 months under an exemption from Contract Procedure Rules.
7. That subject to the remaining efficiencies from the **Vulnerable Adults Pathway** being forthcoming an exemption from Contract Procedure Rules be granted for up to 18 months for the contracts currently provided by South Yorkshire Housing Association at Browning Court and Action Housing & Support Ltd at Elliott House. Further information relating to this approach is outlined in section 4.7 and Table 7.
8. That the proposal to transfer the governance and ownership of the Learning Disabilities contract with KeyRing to the remit of the Head of Service for Learning Disabilities, following conclusion of recommended savings activity as outlined in section 5.1, be approved.
9. That the existing Outcomes Framework for Housing Related Support be adapted as outlined in section 6 to better reflect the nature of the Pathways.

List of Appendices Included

Appendix A Equality Analysis

Background Papers

Overview and Scrutiny Management Board 2 March 2016 and 16 Dec 2016

<http://modern.gov.rotherham.gov.uk/documents/g13363/Public%20reports%20pack%2002nd-Mar-2016%2014.00%20Council%20Meeting.pdf?T=10>

Housing First – Homeless Link

<http://hfe.homeless.org.uk/>

Consideration by any other Council Committee, Scrutiny or Advisory Panel

Cabinet and Commissioners' Decision Making Meeting – 16 October 2017

Council Approval Required

No

Exempt from the Press and Public

No

Rotherham Side by Side Review of Housing Related Support

1. Recommendations

- 1.1 That approval be given to the remodeling of the existing externally commissioned housing related support offer in Rotherham to deliver four Pathways of support to vulnerable people who are at risk of homelessness or are homeless as outlined in sections 4.0 to 4.2. The four pathways are;
 - Vulnerable Adults
 - Complex Need
 - Domestic Abuse
 - Young People and Young Parents
- 1.2 That approval be given to the redefinition of the existing offender, single homeless, homeless families, and mental health client groups as **Vulnerable Adults** to better meet multiple needs and redefine the age range across Vulnerable Adults' contracts to **21+** to prevent duplication of service.
- 1.3 That approval be given to further efficiencies within the **Vulnerable Adults** pathway through the merger of 3 floating support services, currently providing 205 units in total, into one service providing 220 units.
- 1.4 That approval be given to the creation of a pathway for people with **Complex Needs** based on a Housing First model to support 20 – 30 people with complex needs. To achieve this, it is proposed that the Council renegotiate existing contracts of dispersed accommodation. As outlined in sections 4.18 to 4.22.
- 1.5 That approval be given to the **Domestic Abuse Pathway** as a priority and that current funding will be protected, at this stage, as outlined in sections 4.23 to 4.34 and to extend the Rotherham Rise refuge contract for 18 months under an exemption from Contract Procedure Rules.
- 1.6 That the joint commissioning of the **Young People Pathway** with the designated lead for Children and Young People and designated Adult Care and Housing commissioning lead be approved, as outlined in section 4.35 to 4.40 and the YWCA Yorkshire Fleming Gardens contract be extended for 18 months under an exemption from Contract Procedure Rules.
- 1.7 That subject to the remaining efficiencies from the **Vulnerable Adults Pathway** being forthcoming an exemption from Contract Procedure Rules be granted for up to 18 months for the contracts currently provided by South Yorkshire Housing Association at Browning Court and Action Housing & Support Ltd at Elliott House. Further information relating to this approach is outlined in section 4.7 and Table 7.
- 1.8 That the proposal to transfer the governance and ownership of the Learning Disabilities contract with KeyRing to the remit of the Head of Service for Learning Disabilities, following conclusion of recommended savings activity as outlined in section 5.1, be approved.

1.9 That the existing Outcomes Framework for Housing Related Support be adapted as outlined in section 6 to better reflect the nature of the Pathways.

2.0 Background

2.1 The Housing Related Support (HRS) services (formerly known as Supporting People) provides high quality preventative services to vulnerable people of all ages (16+) across many client groups including (but not exclusively);

- Domestic Abuse
- Offenders
- Young Parents & Young people at risk
- Mental Health
- Learning Disabilities
- Homelessness
- Leaving Care
- Older People (sheltered housing)

2.2 All service provision is expected to provide preventative, housing related support to enable vulnerable people to either maintain or gain their independence through;

- accommodation based services (same site and dispersed short term tenancies)
- Floating support (temporary visiting support to set up a home or prevent homelessness).

2.3 Benefits of Housing Related Support (HRS)

HRS services are not statutory services but they are a key provision for supporting statutory services in meeting their objectives and preventing vulnerable people from entering statutory provision. The main homelessness duty to secure accommodation or take reasonable steps to prevent the loss of accommodation apply to applicants who have a priority need for accommodation.

2.4 Several **cost/benefit and social return on investment** studies have been undertaken that demonstrate that housing related support is effective in preventing the need for costlier statutory services (Capgemini Cost: Benefit analysis of Supporting People 2008). There are potential and significant implications of withdrawing funding for services:

- Impact on housing duty for those in priority need – requirement to provide supported accommodation.
- Impact on other Adult Care & Housing budgets as the majority of services have a direct impact.
- Impact on Children & Young People budgets for 16 and 17-year olds as Children and Young People would not have access to this type of accommodation which would increase pressure on the foster care or bed and breakfast budget.
- Impact on outcomes for Better Care Fund (mental health services specifically).
- Requirement to provide preventative services through Care Act 2014.

- Increase costs for usage of temporary accommodation for homeless team.
- Increase in failed tenancies
- Increased repeat homelessness/rough sleeping
- Risk of Domestic Homicide (provide domestic abuse services)
- Increase in hospital admissions, falls and impact on the general health and wellbeing
- Increase in access and/or requirement for assessments from the council
- Increase in antisocial behaviour with lack of support
- Increase in crime with reduced support provision
- Increase in debt problems/rent arrears
- Increase usage of food banks
- Affordability of rent if the additional service charges, currently funded through the HRS contracts, are added to the rent.

2.5 In 2016/17 HRS accommodation based services achieved an overall 85% for increased independence and the floating support services achieved an overall 92% for maintaining independence this can be taken as a real and transferable reflection of the impact of the preventative services provided.

2.6 **Supply of Services**

The Council currently have 23 HRS services with external providers including accommodation based and floating support. Providers include:

Rotherham Rise
 South Yorkshire Housing Association
 Stonham (Home Group)
 Action Housing
 Target Housing
 Places for People
 Anchor Trust
 Housing 21
 Yorkshire Housing
 YWCA Yorkshire
 Keyring - Living Support network

2.7 Analysis showed as well as HRS funding from the council a significant level of additional funding amounting to over £4.3m per annum is attracted into Rotherham. The majority of this additional funding is in respect of rental income from supported housing and dispersed tenancies. There is a significant risk that the proposed Local Housing Allowance (LHA) cap on rents for supported housing will reduce income, much of which pays for on-site staff, security and intensive housing management.

2.8 The current services combined employ 79 fte staff with 71 fte delivering direct support and 8 first tier management all delivering 2914 hours of support per week.

2.9 Service User profile

Outcomes Forms are completed on service user exit from the service. Analysis of outcomes data for 2016/17 demonstrates that for short term services:

- 834 people moved on from the service.
- Most service users are women.
- A quarter of service users were under the age of 20 and almost half were under 25 years old.
- The majority were white British (88%) with 11.9% describing their ethnicity as none white.

More details regarding 'protected characteristics' are included in the Equality Assessment attached as Appendix A.

2.10 Table 1 below outlines the primary and secondary needs group for people who exited service in 2016/17.

Table 1 - Primary and Secondary Client Group 2016/17

	Primary Client Group		Secondary Client Group	
	No.	%	No.	%
Older people	1	0.12	3	0.45
Frail elderly	2	0.24	1	0.15
Mental health problem	129	15.47	81	12.18
Learning disabilities	6	0.72	23	3.46
Physical or sensory disability	8	0.96	19	2.86
Single homeless	36	4.32	177	26.62
Alcohol problems	1	0.12	32	4.81
Drug problems			58	8.72
Offenders or at risk	97	11.63	17	2.56
MDO	1	0.12	1	0.15
Young People at risk	248	29.74	5	0.75
Young People leaving care			8	1.20
People at risk of DV	196	23.50	12	1.80
People with HIV/AIDS	1	0.12		
Homeless families	69	8.27	28	4.21
Refugees			15	2.26
Teenage parents	20	2.40	1	0.15
Rough sleeper			4	0.60
Generic/Complex needs	19	2.28	180	27.07
Totals	834	100.00	665	100.00

2.11 The largest client group is Young People at Risk, followed by People at Risk of Domestic Abuse and People with Mental Health Problems. Over the last five years issues relating to Domestic Violence, Mental Health and Young People at Risk have accounted for the majority of people receiving support.

2.12 The secondary client group profile tells us that 27% of service users also had generic or complex needs, 26% are single homeless, 12% had mental health and just over 13% had substance misuse issues.

2.13 **Moving on**

Of the 834 service users who have moved on, 666 people had improved their independence, 663 of these moves were planned moves from the support service (accommodation based) or a planned end to the receipt of service (floating support) in accordance with client's support plan. The average length of stay in service for those who moved on in a planned way is 223.71 days.

Table 2 - Number of days receiving a service

	<30 Days	1 - 3 Months	3 - 6 Months	6 - 12 Months	1 to 2 Years	Over 2 Years
No of users	142	158	200	190	117	27

Of the 834 clients who have moved on, 142 were unplanned moves from the support service (accommodation based) or an unplanned end to the receipt of service (floating support). Service users are increasingly likely to move on from services within 12 months. This reflects the changes to contracts to reduce the target support time from 2 years to 1 year.

2.14 Planned move on varies across the client groups as outlined below:

Table 3 - Planned Move On 2016/17

Planned Move on 2016/17	
Teenage Parents	100.00%
Homeless Families	91.23%
Single Homeless People	61.76%
Mental Health	94.12%
Young People at Risk	76.39%
Offenders	92.50%
Domestic Violence	88.89%

Planned move on is excellent within the Teenage Parents, Homeless Families, Mental Health and Offenders services. Although planned move-on within the Single Homeless and Young People at Risk services during the year is lower there were significant levels of evictions from the single homeless project, with 5 people asked to leave on one occasion. Following discussions with providers they reported that they feel the level of unplanned moves for these client groups partly reflects the complex need of service users accessing the service at present.

2.15 **Outcomes**

HRS externally commissioned contracts are outcome focused, based on the following service level outcomes

1. Be healthy
2. Stay safe
3. Enjoy and achieve
4. Make a positive contribution
5. Achieve economic well-being

2.16 Within these maintaining accommodation is the most likely outcome achieved. Most people who access HRS services are 'the furthest away' from work and obtaining work is consistently the least likely outcome.

2.17 However, in the last two years there has been an increase in positive outcomes for obtaining work. The improved performance can be directly linked to focused activity amongst external providers, for example making better use of opportunities to offer and source apprenticeships. Volunteers and apprentices have accessed provider run in-house training programmes and can complete a relevant NVQ up to Level 3. Alongside this, there is opportunity to work with a designated mentor and receive enhanced supervision, coaching and 'on the job' learning. For example, Target Housing have secured over £60,000, through grant funding, for qualified sessional workers to offer a range of artistic and complementary therapies to vulnerable people and community groups, with a further £56,000 invested to develop three local social enterprises.

2.18 Recent changes

As per the 12 September 2016 Cabinet/Commissioners Review Meeting Decision, three services for Young People have been redesigned and have been subject to a competitive tender due to their contracts ending in March 2017 and their high contract values. In addition, a service for people with an offending history and a homeless service were also put out to tender. The tendering of the five services realised an annual contract saving of £312,896. The actual saving in this financial year will have a shortfall of £97,000 as contracts commenced in June and October of this year, which was later than forecast. The slippage for the new contract start dates has occurred due to additional consultation on the revised specifications.

Table 4 - HRS Tender Outcomes 2017/18

Service	Successful Provider
Offenders dispersed Accommodation based Support	Target
Accommodation based service for single homeless people	Action Housing
Accommodation based support for young people (including emergency provision)	Action Housing
Accommodation based support service for young people	Action Housing
Floating Support Service for Young People	Target

3.0 Case for Change

- 3.1 Continued investment in HRS services represents a sound forward strategy for Rotherham. Although the resources are tight, and there is work to be done in achieving the right configuration of services, the preventative approach taken by the HRS services is realising economies across a range of areas. Most importantly, significant numbers of vulnerable service users are consistently achieving positive outcomes and reliance on costlier services is reduced and often ceases.
- 3.2 There is a need to take a new approach to HRS as the Supporting People funded model was out of date and required review in context of emerging good practice and changing demand. Emerging issues from stakeholders included:
- The desire to look towards new ways of working with an emphasis on co-production
 - The need to prioritise domestic abuse because of a lack of mainstream funding
 - Mental health is a golden thread throughout all Housing Related Support
 - Support for young parent's services should be maintained
 - Specific provision for ex-offenders lower priority
 - The need to access other sources of funding
 - A need to focus on outcomes and person-centred approaches
 - A positive approach - what service users can do; not, what they can't do.
- 3.3 The overall budget allocation for HRS between 2009/10 and 2015/16 reduced from £7.9 million to £5.7 million - an overall reduction of £2.2 million.
- 3.4 There are additional committed savings for HRS (from internal and external services) between 2016/17 and 2018/19 under the Council's MTFS budget. These were confirmed in March 2016 as £2,302,000 over the three years.
- 3.5 In addition, a further £250,000 committed saving from HRS for 2017/18 was approved as part of the Council budget in March 2017. The revised savings over the 3 years are currently £2,552,000.

Table 5 - Breakdown of savings for In-house and External services

Year	In-house	External	Total Savings Target
2016/17	£90,000	£554,000	£644,000
2017/18	£831,000	£435,000	£1,266,000
2018/19	£342,100	£299,900	£642,000
Total	£1,263,100	£1,288,900	£2,552,000

- 3.6 This report focusses solely on the savings for the external HRS services for 2018/19.

- 3.7 The savings outlined for 2016/17 of £554,000 have been achieved in full.
- 3.8 The £435,000 savings for 2017/18 has been achieved through negotiations with providers to reduce contract values and the tender of five services agreed by Commissioner Myers in September 2016. Three of the services tendered were services for Young People.
- 3.9 The delay in commencing the tender exercise meant that the services in scope, required contract extensions for up to 6 months at the original contract values, to facilitate the tender and transition to a new model. This will impact on the savings achievable in year. £337,836 will be achieved by year end with the full £435,000 being achieved from April 2018.
- 3.10 The remaining savings of £299,900 for 2018/19 will be achieved through the remodelling of service provision within the four HRS pathways discussed throughout this report.

3.11 **National and Local Strategic Context**

The significant reduction in available funding for Housing Related Support makes innovation, joint approaches and targeted intervention a significant challenge, but essential, if early help and intervention is to succeed. The Council need to look to innovative ways of providing early help to prevent dependence on more expensive adult social care, criminal justice and health provisions.

- 3.12 Traditional models of homelessness accommodation are not always successful in engaging or meeting the needs of individuals with complex and multiple needs. However, there is a range of evidence which shows that the Housing First model is highly effective in supporting this group of people.

WHAT IS HOUSING FIRST?

Housing First is an innovative approach, proven to successfully support people with repeat histories of homelessness, who have complex needs, into independent and stable accommodation. Based around a set of core principles, which are designed to achieve optimum outcomes, Housing First is about doing things differently; it requires flexibility and creativity from everyone involved, from support providers and commissioners to housing suppliers. Housing First is most cost-effective when offered to individuals experiencing multiple disadvantages, which traditional services have been unable to successfully support. Individuals are also likely to have had repeat contact with high cost public services in the health and criminal justice sectors.

Research shows that 70-90% of Housing First residents maintain their tenancy, and are empowered to improve other aspects of their lives. This cost-effective approach is popular internationally, and the movement in England is growing.

The principles for Housing First in England are:

1. People have a right to a home
2. Flexible support is provided for as long as is needed
3. Housing and support are separated
4. Individuals have choice and control
5. An active engagement approach is used
6. People are supported to identify their strengths, goals and aspirations
7. A harm reduction approach is used

Due to the level of need and intensity of support, Housing First teams have small caseloads. One worker should not be supporting any more than seven individuals to ensure that flexible, wrap-around support can be provided.

- 3.13 The Council and the Clinical Commissioning Group are prioritising a review of the health and social care pathway for people with mental health problems. There is an increasing need for all services to be able to manage mental health as core to service delivery.
- 3.14 Hospital attendances, admissions and waiting times continue to rise in Rotherham and there is growth in emergency admissions to hospital. Life Expectancy in Rotherham is less than the England average by more than one year and varies by eight years between different parts of Rotherham. The NHS in Rotherham has a £75million efficiency challenge over the next 5 years and the Council has in the region of a £42 million financial gap to close over the next 3 years. The NHS Shared Planning Guidance asked every local health and care system in England to come together to create its own ambitious local plan. The Rotherham Integrated Health and Social Care Place Plan summarises local ambitions for these Sustainability and Transformation Plans. Supported Housing supports the ambitions of the Place Plan as access to suitable housing is one of the wider determinants of health.
- 3.15 A new approach to Domestic Abuse is being developed by Rotherham to improve access to services and a Domestic Abuse Integrated Pathway is being developed.

“Lack of good quality accommodation is a big problem for women offenders.”

3.16 Need

The next section outlines the data and evidence of need for services that consolidate existing arrangements into 4 clear pathways:

- Vulnerable Adults
- Complex Need
- Domestic Abuse
- Young People at risk and Young Parents

- 3.17 A remodel of Housing Related Support services provision in Rotherham was required to deliver services that focus on complex and multiple need as well as early help. This required a multi-agency approach between statutory services, service users and providers.

3.18 By using a strength based approach, providers will be required to focus on what people are good at, and what their skills are to lift themselves out of the negative cycle that further deepens the divide from their community. Services need to be:

- Empowering
- Psychologically informed
- Trauma informed
- Person centred
- Holistic
- Instil self-belief
- Community focused
- Co-produced

3.19 In January 2017, the co-production panel, Rotherham Side by Side, was established with providers and service users to undertake a review. The aim of the review was to understand the 'as is' position and to use this as a platform to deliver the vision by putting in place a new service model, better than we had before, for integrated commissioning of Housing Related Support across Rotherham that will:

- improve outcomes for residents by having more joined up services that better respond to their individual needs
- more effectively respond to Council priorities
- identify opportunities to achieve greater alignment of commissioning activities with external partners
- achieve efficiencies by taking a more coproduced approach
- achieve savings by remodelling to target complex need and early help

3.20 **Gaps**

Rotherham Side by Side identified the following gaps in service provision:

- Community Safety
 - Perpetrator programme (Domestic Violence)
 - Support for people recovering from substance and alcohol misuse – exiting detox
- Projects to reduce social isolation- peer support
- Complex needs
 - Women Offenders
 - Chaotic customer group
- Accommodation
 - Affordable accommodation in line with LHA rates for under 35's
 - Safe accommodation
 - Good landlords.
 - Properties that are well maintained that don't exacerbate health difficulties – damp, cold and fuel poverty.

- Affordable accommodation that won't be lost upon finding employment and which remains affordable.
 - Accommodation for people with learning disabilities
 - Lack of appropriate housing
 - Accommodation for older families - a significant amount of support
 - 16-17 years accommodation and specialised housing support
- Floating support
 - Debt Management
 - Fair access and exit
 - Monitoring and review of the LGBT offer
 - The offer to veterans
 - Black and Minority Ethnic Specialism
 - Older people
 - Autism
 - Carers
 - Young LD with babies
 - Disability
 - Women's provision both with and without children
 - Mental Health Support

[A] said activities or courses to train in things such as manual labour would encourage them to stop offending. They suggested getting training so tenants could help with the upkeep of their own properties by doing jobs such as plastering and wallpapering which would make them feel that the property was theirs and would give them an incentive to keep the property in good repair'.

3.21 Key messages, after significant debate with the sector and key stakeholders in the co-production group, Rotherham Side by Side include:

- The need to be innovative to meet complex needs
- There has been a contraction of the Housing Related Support services expenditure. Savings have been offered up in previous years by providers but there is no 'fat' in existing contracts.
- A single access gateway was not desirable due to concerns about restricting access.
- Commissioning requirements to tender services make it difficult to fully co-produce, particularly running a procurement programme alongside the review programme.
- Domestic abuse services continue to be a priority

"A safe secure place away from intimidation and feeling insecure is my top priority."

3.22 All overarching savings identified for Housing Related Support services have been shared with HRS Providers through the Rotherham Side by Side and with each provider individually in relation to specific savings required.

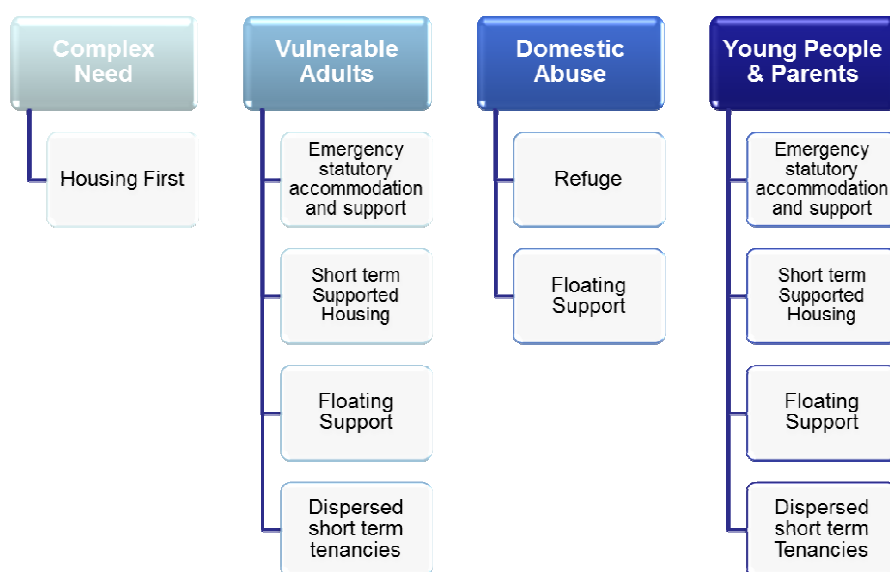
4.0 New Delivery Model

4.1 The proposed model is to streamline externally commissioned services into pathways for the following:

- Vulnerable Adults
- Complex Need
- Domestic Abuse
- Young People and Young Parents

Each of the pathways will focus on those who are homeless or at risk of homelessness, with a person's specific needs determining which of the four pathways will best meet their needs.

Table 6 - Recommended Housing Related Support Pathway



4.2 Initially it had been proposed that a single gateway was operated to feed into the pathways but following discussion, at Rotherham Side by Side with a range of stakeholders, this was not considered practical. Whilst a Gateway may solve any problems associated with 'cherry picking' clients there was no evidence that this occurs. Providers fed back that in another neighbouring authority, once the Gateway was introduced service users referred had fewer needs. There were concerns regarding the quality of assessments i.e. getting the right people to do assessments and unnecessary delays. Stakeholders felt that the 'channelling' people through a narrower route, loses people as many potential people don't choose to approach the council directly for a service. It would also introduce an unnecessary costly tier to the process.

4.3 Vulnerable Adults Pathway

"It would be helpful to do less passing from pillar to post"

The HRS for Vulnerable Adults includes services for single homeless and homeless families, people with mental health problems and ex-offenders. All existing services report a high level of multiple needs with the majority having more than one 'primary need'. These needs may also include victims of

modern slavery, refugees, people with autism, travellers, victims of FGM and forced marriages, physical disabilities, low level Learning Disability and victims of exploitation and hate crime. The Vulnerable Adults Pathway brings together services across the user groups into a more 'generic' definition recognising that the service users most often have multiple needs.

4.4 The model will consist of:

- Emergency homeless accommodation based support
- Short term accommodation based support
- Dispersed short term tenancies
- Floating Support

4.5 **Emergency homeless accommodation based support**

The Council provide dispersed crash pads to people who are 'emergency' homeless. However, there is no support provided so it is proposed that the model will include support where it is identified as being required to those who are placed in the crash pads.

The service delivered at Elliott Court by Action Housing was subject to tender earlier in the year. It is proposed that this service continues to deliver accommodation and support for people who are in an emergency homeless situation. The contract was awarded for one year, with an option to extend for a further year pending the outcome of the review and is currently due to end in May 2018.

4.6 **Short term accommodation based support**

There are two supported housing schemes that will fit into the short term accommodation pathway; Browning Court (supported by South Yorkshire Housing Association) and Elliot House (supported by Action Housing). Browning Court provides accommodation to 10 people who have mental health problems and has been used as long stay. It is partly funded by the Clinical Commissioning Group. Elliot House provides accommodation to 15 people who have mental health problems and is fully funded through HRS.

“Short term shared would be okay but should be in the interim and is not a permanent solution. “

4.7 The Side by Side co-production exercise identified short term accommodation based support as an area requiring remodelling within the Vulnerable Adults pathway. However, consensus on the recommended way forward was not reached with all stakeholders during the time allocated for the process.

The providers of the current accommodation based services that will be within the Vulnerable Adults Pathway have suggested that they are given opportunity to work together to achieve the remaining savings required and remodel the pathway.

A deadline of the 31st of October 2017 will be given for the group to bring the savings achievable and an outline of a proposed model to Commissioning.

Should the savings not be forthcoming then a tender process will commence to procure the new model with a reduced financial envelope to achieve the remaining savings.

Should an appropriate model and level of savings be forthcoming then Commissioning request that an exemption from Standing Order 48 be granted for up to 18 months for the 2 contracts currently provided by South Yorkshire Housing Association at Browning Court and Interim Homeless Families dispersed accommodation and the Action Housing & Support Ltd contract at Elliott House in order to pilot a new model, gather evidence that this is the correct approach for the pathway and ensure the model is fit for purpose prior to commencing a competitive tender process in 12 months time.

Community was significant to our focus group; Being with people who understand and want to be with them socially. The sense of community helps them with social isolation encouraging them to interact with others in a safe environment.

4.8 Dispersed Tenancies

Dispersed tenancies are temporary single and shared (usually not more than 2 people) properties made available to providers for their service users. 83 existing dispersed tenancies fall into the pathway.

- As part of the contract for Browning Court South Yorkshire Housing Association (SYHA) support to **16** 'satellites' of temporary Accommodation for people with a diagnosed mental health condition.
- SYHA also have **32** dispersed tenancies for families who are statutory homeless
- Target are the successful incumbent provider (following the recent retender) of a dispersed tenancy service for **35** offenders.

4.9 The dispersed tenancies offer a good opportunity to access decent housing for people with complex need. It is recommended that the SYHA satellites and Targets offender service is repurposed to deliver a service for Complex Need as Housing First model. The dispersed tenancies will be reduced overall to 32 units in this pathway a further 20 units will be transferred to the complex need pathway.

4.10 Overall dispersed units available to Rotherham through both pathways will be 52 units. This is a reduction of 31 units overall, however the model will be able to achieve better outcomes for people with complex need and much of this loss will be mitigated by an increase in the provision of floating support.

“Rents are expensive and it is difficult to afford it. They are costs for the rent element, the support element and utilities someone would need to be earning about £500 a week.”

4.11 Floating Support

There are 3 floating support services that fall within the Pathway for Vulnerable Adults. These include SYHA Thursday Project for 90 Homeless Families with Support Needs, Stonham (Home Group) provide 70 units of floating support and Action Housing and Support Ltd provide 45 units of Floating Support for Offenders. It is recommended that remodelling of the 3-existing floating support units into one contract to provide an additional 15 units of support.

- 4.12 The Council has recently launched a Tenancy Support Service (TSS) for Council tenants. An assessment of the proportion of people receiving a floating support and who live in a Council tenancy was 50% (2017). There may be a double counting of support here and it is therefore proposed that consideration is given to revised access to Council tenants. Tenants could initially be offered a TSS rather than floating support service and only referred on to floating support where needs are more complex than the offer from TSS can manage.

4.13 Age range

Currently there is an overlap in services which creates duplication in service offer to 22-25-year olds. To prevent the duplication and ‘revolving door’ of services it is proposed that the age range for Vulnerable Adults Pathway is increased to 21 (from the current limit of 18 years), with no upper age limit. Young People Services will be available to young people aged 16–21 (or up to 25 where the Council has a duty to care leavers). There will be an overlap of one year as 21-year olds may use all services to ease any transition arrangements. There will be a reduction in number in the vulnerable adult pathway to 0 for 18–20 years and an increase in 21–25 year old service users. The impact on the Young Person Pathway is a potential increase in number of Under 21’s but reduction to 0 in the number of 22-25.

- 4.14 Table 7 gives an outline of the current and proposed model of funding and service capacity. The proposed pathway capacity is a minimum of 267 units.

Table 7 - Vulnerable Adults Pathway recommendations

Vulnerable Adults Pathway					
Provider	Service Description	Contract Value	Commissioning intention	Saving	Max annual Contract Value
South Yorkshire Housing Association	32 units of dispersed temporary accommodation for families	£80,000	Remodel to widen client group to vulnerable adults’ pathway and maintain exclusive Homeless team referrals	0	£80,000

South Yorkshire Housing Association	10 self-contained units at Browning Court	£114,400 (contract price apportioned between satellite and core project at Browning Court. £52,544 contribution from CCG)	Remodel to widen client group to vulnerable adults' pathway	TBD	£114,400
Action Housing and Support Ltd	Elliot House 15 units of self-contained flats	£100,000	Remodel to widen client group to vulnerable adults' pathway	TBD	£100,000
Action Housing and Support Ltd	Single Homeless Elliot Court 15 units of Temporary Accommodation for single homeless	£175,000	Recently retendered and contract ends 30.09.2018 Remodel as part of vulnerable adult's pathway. Maintain exclusive homeless team referrals	0	£175,000
South Yorkshire Housing Association	Floating Support Thursday Project Homeless Families with Support Needs/Private Sector Bonds 90 units	£204,843	Remodel to fit vulnerable adult's client group Merge floating support contracts into one vulnerable adults' (singles and families) pathway floating support contract for 220 people	£216,543	£373,000
Stonham (Home Group)	70 units of floating support	£209,700			
Action Housing and Support Ltd	45 Floating Support Offenders	£175,000	Total current spend of £589,543		

4.15 Anticipated savings per year will be **£216,543**, achieved through remodelling the 3 existing floating support services and providing 15 additional units of support. The dispersed tenancies will be reduced overall but much of this need will transfer to the Complex Need Pathway.

4.16 Complex Need Pathway - Housing First

“What is needed is affordable, stable housing.”

Rotherham Side by Side has considered the Housing First model to support people who have complex need. In May, a day long workshop session was held with Homeless Link to consider the model and its outcomes in detail.

4.17 There are two ways of identifying the cohort:

- Multi agency approach
 - Many Housing First services decide upon their residents through discussions with partner agencies. (e.g. at a steering group or stakeholder panel). To discuss on a regular basis or allow an agency to suggest suitable people. It is highly likely that the majority of individuals considered will be well known to most stakeholders who will, over many years, have had varying degrees of contact with them.
- ‘Chaos Index Assessment’
 - This assessment focusses on the behaviours of an individual; their use of services and levels of risk taking. The form enables services to establish a numerical value around the vulnerability of the person, to target resources at those most suitable.
 - The assessment can be used in multi-agency group discussions

It is recommended that a combination of these is used to identify the cohort. A multi-agency group will be required to coordinate the ‘wrap around’ of the most vulnerable service users. The needs will be assessed by the provider with an agreed methodology using the chaos index.

It was agreed that a permanent house that was fit for purpose was important.

4.18 The multi-agency group or ‘Stakeholder Panel’ will be required, made up of representatives of Vulnerable People Social Work, IDVA Manager, RDASH, Substance Misuse provider, housing providers, Rotherham Council Homelessness, Adult Care Commissioning, NPS, Housing First service provider, other providers in the pathways when referring. The Panel would require strategic buy in and clear terms of reference.

4.19 The model will also utilise the rough sleeping Navigator role (recently funded by Cabinet Office) to identify potential clients and liaise with providers across the pathways.

“You can’t have stability without a home”

4.20 To achieve a model which operates along the Housing First principles, it is recommended that the offender dispersed tenancies delivered by Target and the dispersed tenancies currently supported by SYHA are remodelled. The service would initially identify 20 people with complex need and working

towards a capacity of 30 over an agreed period. This will mean a reduction in the capacity of existing dispersed tenancies however; this presents itself as an opportunity to provide dispersed tenancies to deliver a dispersed refuge.

Table 8 - Complex Needs current and proposed funding

Type	Current Spend	Current Units	Proposed Spend	Proposed Units
Housing First	£0	0	c£167,000	20 (increasing to 30 over time)

Table 9 - Complex Needs Pathway Recommendations

Complex Need Pathway					
Provider	Service Description	Contract Value	Commissioning intention	Saving	
Target Housing	35 dispersed units for offenders	£98,000	Remodel to provide Housing First.	0	£167,000
SYHA	Browning Court Satellites 16 dispersed units for people with a diagnosed Mental Health condition	£69,000 apportioned from Browning Court full contract	Remodel to provide Housing First.	0	

4.21 Domestic Abuse Pathway

Domestic abuse was identified as a priority by all stakeholders and it is recommended that the existing funding is maintained, at this stage. Domestic Abuse services report an increase in demand for medium and standard risk with emerging waiting times to access and receive services.

4.22 Rotherham Rise and Commissioners have introduced shorter support time to increase the capacity of the service which combined with better access to Council housing has seen improved move on from short term services. Rotherham Rise will introduce the agreed 3-tiered model:

- First tier – first contact worker providing first point of contact for advice line and referrals.
- Second tier – providing face to face appointments within 1 week of contact – then offering up to 4 sessions, focus will address immediate safety options
- Third tier – where required up to 8 further session provided, offering more in debt safety/ relationship /wellbeing / complex needs support.

Group work will be available for move on support.

- 4.23 The HRS funding is the most significant investment in Rotherham for Domestic Abuse Services. Other services include the Independent Domestic Abuse Advisers (IDVA's). However, there are potential improvements to value for money by increasing number of people who can be supported through dispersed refuge and use suitable dispersed tenancies that may be surplus from the SYHA and Target dispersed.
- 4.24 Rotherham has been good at maintaining a local connection although for safety accommodating people from Rotherham if family or perpetrators live close by may be too high a risk. Moving from your home and leaving support network is not ideal but some still need that option. Refuge can offer added safeguarding as issues unfold in a refuge setting.
- 4.25 As stakeholders reported the need to improve coordination between services, the Council is developing a new approach to tackling domestic abuse. There is now a project underway to develop a Rotherham Domestic Abuse Integrated Pathway. It is recommended that the current funding within HRS is maintained, at this time. Early Help are focusing on domestic abuse at the core of family relationships and conflicts. There will be a greater focus on working with the perpetrator to change behaviour, positive relationship building and work around the family.
- 4.26 Intelligent information sharing is being developed and flexibility on how we deliver and a central identification route is being sought. Duplication of services is being considered across different areas of support. For example, a young person may be involved with Youth Criminal Justice and work with the Youth Offending Service. Mum, who might be victim of domestic abuse receiving support with Rotherham Rise and mental health service from RDaSH. The number of professionals around that family is potentially large and some might be unnecessary.
- 4.27 Whilst it is recommended that the current level of funding is retained, at the present time, it is also recommended that the service seeks to extend its reach by increasing the number of floating support units and thereby supporting more people in their own homes and prevent homelessness. This can be achieved by:
- bringing the two floating support contracts with Rotherham Rise into one contract to achieve efficiencies.
 - Considering options for extending the refuge model with dispersed tenancies (this may need some additional investment)
- 4.28 Refuge and floating support remodelling may want to consider further the opportunities afforded by the Adults Single Point of Access and the Place Plan emphasis on locality working.

Table 10 - Domestic Abuse Pathway Current and Proposed funding and capacity

Type	Current Spend	Current Units	2018/19	Proposed Units
Refuge	£154,000	10	£154,000	15
Floating Support (BME)	£120,000	32	£290,000	100
Floating Support	£170,000	50		
Total (HRS)	£444,000	92	£444,000	115

- 4.29 Side by Side discussed potential for introducing quotas for the allocation of Refuge accommodation to Rotherham residents, an approach recently adopted by Sheffield City Council. After discussion and further consideration it was recommended that this approach is not implemented for Rotherham. By ensuring that access to refuge type accommodation, both in borough and beyond, is available, Rotherham will ensure that an appropriate place of safety can be sourced to meet an individual's needs.
- 4.30 Rotherham Rise has for some time offered advice to people as part of their referral process. This does not offer an adequate resource to the delivery of a public access helpline for Domestic Abuse in Rotherham. Additional resource would be required for this offer to be scaled up. Therefore consideration needs to be given regarding harmonising and aligning access pathways in line with wider systems thinking.
- 4.31 Like other supported housing, the Refuge and dispersed tenancies have uncertain funding futures as Local Housing Allowance caps are still being considered by Government, though these will remain unchanged in the service model.

Table 11 - Domestic Abuse HRS Pathway Commissioning Intentions

Domestic Abuse Pathway					
Provider	Service Description	Contract Value	Commissioning intention	Saving	Max annual Contract Value
Rotherham Rise	Refuge for 10 families	£154,000 plus £66,000 CYPS Commissioning	Refuge currently has 6 self-contained units for families, 2 single person accommodation with shared kitchen and 2 dispersed tenancies. Remodel refuge to provide dispersed	£0	£154,000 plus £66,000 CYPS Commissioning

			tenancies Use dispersed tenancies from Target and SYHA Contract ends March 2018. Intention is to extend the contract for up to 18 months		
Rotherham Rise	Floating Support	£170,000	Merge floating support into one contract and increase capacity from 82 to 100 until September 2019	£0	£290,000
Rotherham Rise	Floating Support BME	£120,000		£0	

4.32 Young People and Parents Pathway

There has been significant procurement activity connected with young people's services in 2017/18.

From October 2017, the model will be made up of:

- supported housing provided by Action Housing for Young People and YWCA Yorkshire for young parents,
- dispersed tenancies provided by Action Housing and
- 66 units of floating support for young people provided by Target

It is proposed that Young Parents and Young People services are restricted to people aged 21 and under (except care leavers up to 25).

4.33 The **Young People Pathway** will continue to offer accommodation based support at Parkgate (Action Housing) and for young parents at Fleming Gardens. Consideration should be given to the merging of the young people floating support contracts. To avoid duplication of services it is proposed that existing services redefine age range across Children & Young People's contracts to 16 – 21 (25 for care leavers).

4.34 It is recommended that there is a more joined up approach to the Young People and Parent Pathway with stronger links when providing services to 16/17 year olds in particular. 72 people aged 16/17 left services in 2016/7 – 8.6%.

4.35 There may be potential to merge the floating support contract for young people and young parents although it is anticipated that savings would be minimal and therefore it is recommended that the approach is considered as a future option rather than an immediate requirement.

4.36 A short term accommodation based service for 2 young people will be decommissioned and an exit plan will be agreed. The service provides very low level support to 2 young people at any one time, prior to a move on to

independent living. The increased capacity within the Young Person tenancy Floating Support service will mean that young people can move directly to their own tenancy, with support, eliminating the need for this specific service.

4.37 Full year savings from ending this service will be £5,806.

Table 12 - Young People at Risk and Young Parents Pathway Commissioning Intentions

Young People and Parents Pathway					
Provider	Service Description	Contract Value	Commissioning intention	Saving	18/19
YWCA Yorkshire	24 Temporary accommodation for young mothers (Fleming Gardens Project)	£117,775	Existing contract ends March 2018. Intention is to extend this contract until 2019/20	£0	£117,775
Action	Temporary accommodation at Parkgate for Young People at risk including emergency provision same site accommodation and dispersed	£450,000	Recently retendered. Review April 2018. Jointly commission with CYPS 16/17 homeless and care leavers up to 25	£0	£450,000
Target	66 units of floating support for Young People at risk	£75,000	Recently retendered until May 2018 with an option for one year extension until May 2019.	£0	£75,000
YWCA Yorkshire	Young Parents 27 floating support	£76,500	Existing contract ends September 2019.	£0	£76,500
Places for People	2 Temporary Accommodation for young people at risk of homelessness	£5,806	Decommission	£5,806	£0

5.0 Other Externally Commissioned Housing Related Support Services

In addition to the above pathways, the external commissioned services include a Key Ring service for people with Learning Disabilities and some sheltered housing for older people

5.1 Keyring Living Support Networks

Within the existing supply of externally commissioned Housing Related Support there is a floating support service for people with Learning Disabilities. There are 3 networks across the Borough; each network has up to 10 members, at any one time, who receive low level support to enable them to live independently in their own permanent tenancy. The Keyring Living Support network is a popular service and as it involves the use of volunteers and peer support, from associate members (previous service users), offers value for money. Discussions have commenced with the provider to develop a tiered approach to delivery as well as the offer to others in the service in receipt of direct payments. There are obvious links to Learning Disability Commissioning within Adult Social Care. Further research is required to determine if direct payments/brokerage system may be a more appropriate and personalised approach to commissioning this service. Further discussion with commissioners, brokerage, providers and service users is recommended to introduce a personalised payment system.

It is proposed that the budget is reduced from £91,134 to £70,000 for 30 people taking into account that Keyring residents have varying levels of need and support, some of which can be met through their allocated direct payment under a tiered approach. The HRS saving will be **£21,134**.

5.2 Older People

The externally commissioned services include a contribution to emergency alarms in some of the sheltered housing in Rotherham and a contribution to the cost of a handyman service working across the Borough. The emergency alarms service currently provided by Rotherham Council (Rothercare) is scheduled to have no subsidy funding from 2018/19. It is proposed that the same approach is adopted with the externally commissioned alarms to ensure that those accessing an external provision are not disadvantaged. The emergency alarms within the external sheltered accommodation will remain and any costs will be included in the service charges within each of the schemes from April 2019. The scheme providers have taken responsibility for consultation with their tenants around this change. The total saving made will be **£43,673**.

Table 13 - Older Peoples Alarms and Handyman Service - Commissioning Intentions

Provider	Service Description	Contract Value	Commissioning intention	Saving	18/19
Places for People	84 Emergency Alarm contribution for older people in sheltered accommodation	£11,789 (£2.70 per person per week)	Withdraw funding	£11,789	£0
Anchor Trust	108 Emergency Alarm contribution for older people in sheltered accommodation	£12,397 (average of £2.21 per person per week)	Withdraw funding	£12,397	£0
Housing 21	100 Emergency Alarm contribution for older people in sheltered accommodation	£6,387 (Average of £1.22 per person per week)	Withdraw funding	£6,387	£0
Yorkshire Housing	1300 Floating Support - Handy person service for over 55's	£13,100	Withdraw HRS funding – replace under Better Care Fund 2017-19	£13,100	£0

5.3 Summary of cost and savings 2018/19

Table 14 - Summary of cost and Savings of Proposed Model

Pathway	Contract	Saving 2018/19	Contract 2018/19
Vulnerable Adults	Dispersed Tenancies	0	80,000
	Supported Housing	0	114,400
	Supported Housing	TBD (114,000)	0
	Supported Housing	0	175,000
	Floating Support	216,543	373,000
Complex Need	Housing First	0	167,000
Domestic Abuse	Refuge	0	154,000
	Floating Support	0	280,000
Young People & Young Parents	Supported Housing	0	117,775
	Supported Housing	0	450,000
	Floating Support	0	75,000
	Floating Support	0	76,500
	Floating Support	5,806	0
		£222,349	£2,062,675
		(£336,349)	

An additional £70,000 will fund Keyring.

Table 15 - Recommendations for other services

Pathway	Contract	Saving 2018/19	Contract 18/19
Key Ring (LD)	Floating Support	21,134	70,000
Older People	Alarms	30,573	0
	Handyman	13,100	0
		£64,807	£70,000
Total Savings		£287,156	
		(£401,156)	

6.0 Future Outcomes model

6.1 Service users who were involved in the focus groups prioritised the task of defining the outcomes they wanted to see. These were mapped against the existing outcomes model and the proposed pathways. Rotherham Side by Side agreed to keep the five overall outcome areas. The table below indicates which Pathway will be expected to deliver against each outcome. New outcomes agreed include:

- Better able to manage parenting responsibilities (vulnerable adults, domestic abuse and young people and parents)
- Better able to maintain safe & healthy relationships (all)
- Better manage sexual health* (domestic abuse and young people)
- Improved self-reported self-esteem* (all)
- Appropriate use of legal system* (domestic abuse only)

Table 16 - Outcomes Framework for HRS Pathways

Outcomes for Housing Related Support 2018	Vulnerable Adults	Complex Needs	Domestic Abuse	Young People
I. Achieve Economic Wellbeing				
Maximise income, including receipt of the right benefits	✓	✓	✓	✓
Reduce overall debt	✓	✓	✓	✓
Obtain paid work/participate in paid work	✓		✓	✓
II. Enjoy and Achieve				
Participate in chosen training and/or education, and where applicable, achieving desired qualifications	✓	✓	✓	✓
Participate in chosen leisure/cultural/faith/informal learning activities	✓	✓	✓	✓
Participate in chosen work-like/voluntary/unpaid work activities	✓	✓	✓	✓

Outcomes for Housing Related Support 2018	Vulnerable Adults	Complex Needs	Domestic Abuse	Young People
Establish contact with external service/family/friends.	✓	✓	✓	✓
Better able to manage parenting responsibilities*	✓		✓	✓
Better able to maintain safe & healthy relationships*	✓	✓	✓	✓
III. Be Healthy				
Better manage physical health	✓	✓	✓	✓
Better manage sexual health*			✓	✓
Better manage mental health	✓	✓	✓	✓
Improved self-reported self-esteem*	✓	✓	✓	✓
Better manage substance misuse	✓	✓	✓	✓
Better manage independent living as a result of assistive technology/aids and adaptations.	✓	✓	✓	✓
IV. Stay Safe				
Maintain accommodation and avoid eviction	✓	✓	✓	✓
Comply with statutory orders and processes (in relation to offending behaviour)	✓	✓	✓	✓
Better manage self-harm, avoid causing harm to others, minimise harm/risk of harm from others.	✓	✓	✓	✓
Appropriate use of legal system*			✓	
V. Make a Positive Contribution				
Greater choice and/or control at service level and within the wider community.	✓	✓	✓	✓

6.2 Performance data systems will require the creation of Pathway specific workbooks for providers to demonstrate outcome attainment.

7.0 Implementation Plan

7.1 Renegotiate existing contracts – Repurposing

- Create Housing First pilot – 2 years with 20 – 30 units
- SYHA Browning satellite
- Target Offender dispersed
- Redefine age range across vulnerable adults' contracts
- Redefine age range across Young People's contracts
- Redefine client group definition for Supported housing, floating support and dispersed tenancies across Vulnerable Adults pathway contracts
- Remodel dispersed tenancies - Repurpose surplus dispersed units for domestic abuse pathway.

7.2 Procure through tender

- One contract for Vulnerable Adults floating support. Merge the existing 3 contracts for 205 units into one contract for 220 units for families and Singles.

7.3 Decommission

- Three existing floating support contracts prior to retender as one contract
 - SYHA floating support for 90 families
 - Stonham (Home Group) floating support for 70 people with mental health problems and autism
 - Action Housing and Support Ltd Floating Support for 45 Offenders
- Two domestic abuse floating support contracts prior to tendering for 1 combined domestic abuse floating support

7.4 Consider further

- Young People Pathway - Consider 1 floating support contract for young people and parents
- Exit Strategy required

7.5 Transfer Commissioning lead

- Key Ring to Learning Disability and investigate personal payments options with provider and service users.

7.6 Joint Commission

- Young People and Young Parents Pathway with designated lead for Children and Young People and designated adult care and housing commissioning lead.

8.0 Timetable and Accountability for Implementing this Decision

8.1 Milestone plan

May 2016	Consultation
Sept 2016	Cabinet approval to tender services
Jan - Apr 2017	Tender issued for young people, single homeless and offender services
Jan 2017 – Jul 2017	Establish Rotherham Side By Side Co-Production Panel
Jun 2017 – Oct 2017	Remodelled young people, homeless & offender services commence under new contracts
Jul 2017	Report review progress to Adult Care and Housing DLT
Oct 2017	Cabinet / Commissioners to consider Housing Related Support recommendations and approve
Oct 2017 – Jan 2018	Procurement of services Remodelling of services Decommissioning
Jan 2018 – Mar 2018	Lead in to new model

9.0 Financial and Procurement Implications

9.1 Total savings identified against the agreed £299,900 savings for 2018/19 for external HRS services are **£287,156** assuming the remodelling is achieved by April 2018. This may increase up to **£401,156** with the additional savings of c. £114,000 coming from the remodelling of the accommodation element of the Vulnerable Adults Pathway.

9.2 There is a current forecast shortfall of £97,000 against identified savings in 2017/18 due to delays in commencing the tender exercise and the requirement to extend current contracts for up to 6 months. Other savings options are being explored to meet this shortfall in year. The remaining shortfall will be achieved from April 2018.

10.0 Legal Implications

10.1 In carrying out any public functions the Council must have due regard to the public sector equality duty (PSED) under the Equality Act 2010. The Council must take into account a number of factors including the need to eliminate discrimination, harassment and victimisation, advance equal opportunity and foster good relations. The service users who will benefit from Housing Related Support are likely to be protected by the PSED. The Equality Analysis forms Appendix A to this report.

11.0 Human Resources Implications

11.1 The tender of services and the review of HRS will have implications for external providers and therefore TUPE may apply to staff employed by these providers, though there will be no direct implications for the Council.

12.0 Implications for Children and Young People and Vulnerable Adults

- 12.1 There are implications for children and young people because of the recommendation made in this report.
- 12.2 The age range for Children and Young People services will reduce from 25 to 21. Those 21 and over can continue to access the other Pathways. Vulnerable Adults age range will increase to 21. Under 21's may access the Children and Young People Pathway and the Domestic Abuse Pathway. The Complex Need pathway will be 18+

13.0 Equalities and Human Rights Implications

- 13.1 An Equality Analysis has been undertaken and is attached at Appendix A.

14.0 Implications for Partners and Other Directorates

- 14.1 The review may have impact on vulnerable groups which the Safer Rotherham Partnership will wish to consider, particularly around domestic abuse, people who have an offending history or anti-social behaviour.
- 14.2 The review will also have implications for Homelessness provision in Rotherham and the way in which homelessness is prevented and how its statutory duty is met. Therefore, housing partners will be involved to find solutions as well as develop awareness of the potential impacts.
- 14.3 There will be a need to reconfigure the contractual relationships with accommodation providers – primarily Registered Providers and the Councils own housing stock.

15.0 Risks and Mitigation

- 15.1 A significant risk is that existing providers are not experienced at delivering Housing First which may lead to the failure of the Housing First model to meet complex needs. There is a need to ensure that there is sufficient expertise within the commissioning team and providers to apply the model.
- 15.2 There needs to be buy in from landlords to change the tenancies within dispersed tenancies from short term to long term. If there is no buy in there may be a shortage of suitable accommodation. Commissioners will need to meet regularly with landlords to facilitate this change. A lack of clarity regarding the end goal, how to achieve it and what success looks like may mean that the model fails. Clear specifications and defined, straight forward outcomes targets will to be set to mitigate this risk.
- 15.3 The remodeling of the service has aimed to keep reduction in capacity to a minimum. Some accommodation based support will be decommissioned but to mitigate against this loss the floating support provision is to be increased. The Complex Need pathway will provide a more bespoke service to people most likely to fail.

- 15.4 In September 2016 the Government announced details of its proposed model for future funding. The new system is planned to be implemented from 2019 and the Local Housing Allowance (LHA) cap will not apply to supported and sheltered housing until then.
- From 2019 it is proposed to apply the LHA cap to all claims in supported and sheltered housing with a top-up paid by the local authority.
 - There will be no Shared Accommodation Rate in the calculation of the LHA rate for tenants in the new system. The one-bedroom LHA rate will be used for people under 35 living in supported housing.
- 15.5 The nature of Housing Related Support in Rotherham is that is nearly half of the services are provided to young people who may be subject to LHA single room rate from 2019. There are risks of rent shortfalls for those young people in receipt of higher levels of housing benefit through Intensive Housing Management charges. These will have to be topped up by the Council as the current LHA single room rate is £79.80 per week - less than current rents charged by the Registered Providers. The Council is in regular dialogue with the relevant Registered Provider to discuss how rent levels can be potentially reduced should this approach be mandated, though this is extremely challenging.
- 15.6 The application of the proposed LHA rate in 2019 has yet to be confirmed by Government following extensive consultation conducted during 2016/17. The majority of HRS contracts end in 2019/20. The contracts contain a six month notice clause, so there is the option to decommission if they become unaffordable due to LHA.

16. Accountable Officer(s)

Anne-Marie Lubanski, Strategic Director of Adult Care and Housing
Nathan Atkinson, Assistant Director of Strategic Commissioning

Approvals Obtained on behalf of-

	Named Officer	Date
Strategic Director of Finance & Customer Services	Mark Scarrott	24.08.2017
Assistant Director of Legal Services	Neil Concannon	25.08.2017
Head of Procurement (if appropriate)	Ian Murphy	01.08.2017
Head of Human Resources (if appropriate)	Odette Stringwell	19.07.2017

*Report Authors: Kay Nicholes, Commissioning Officer
Nathan Atkinson, Assistant Director of Strategic Commissioning*

This report is published on the Council's website or can be found at:-
<http://moderngov.rotherham.gov.uk/ieDocHome.aspx?Categories=>

Appendix A – Equality Analysis

<p>Under the Equality Act 2010 Protected characteristics are age, disability, gender, gender identity, race, religion or belief, sexuality, civil partnerships and marriage, pregnancy and maternity.</p>	
<p>Name of policy, service or function. If a policy, list any associated policies:</p>	<p>Budget savings for Housing Related Support Services (previously the Supporting People Programme)</p>
<p>Name of service and Directorate</p>	<p>Strategic Commissioning, Adult Care & Housing</p>
<p>Lead manager</p>	<p>Kay Nicholes</p>
<p>Date of Equality Analysis (EA)</p>	<p>July 2017</p>
<p>Names of those involved in the EA (Should include at least two other people)</p>	<p>Helen Woods Rotherham Side by Side</p>
<p>Aim/Scope (who the Policy /Service affects and intended outcomes if known)</p> <p>Following Cabinet agreement, regarding proposals for meeting the Councils budget deficit for 2016/17 and beyond, the Commissioning team have been tasked with meeting a £2.3m savings from the Housing Related Support budget to support the overall deficit faced by the Council between April 2016 and March 2019.</p> <p>This assessment considers the impact of a co-produced new model for the delivery of Housing Related Support for externally contracted existing Housing Related Support services to realize savings in 2018/19.</p> <p>The aim of the Housing Related Support services (HRS) is to provide a preventative service to vulnerable groups of people aged 16 years and over across many client groups and to deliver HRS service to ensure that those vulnerable groups who are at risk of being homeless, maintain or gain their independence through short term accommodation based services and floating support services.</p> <p>There changes impact</p> <ul style="list-style-type: none"> • Vulnerable adults including people at risk of offending, people with mental health problems that impact on their ability to live independently, people who are homeless or who are at risk of homelessness, people with substance misuse problems including single people and families. • People with complex needs • People at risk of Domestic Abuse • Young People at Risk of Homelessness <p>There will be a reduction in capacity for the dispersed accommodation (approx. 31 units) and same site supported housing (10 – 15 units).</p>	

There will be an increase in capacity of floating support (15 units) from 205 to 220.

There will be an increase in the number of units of floating support for people at risk of domestic abuse (18 units) from 82 to 100.

Overall there is a slight reduction in capacity of between 8 – 13 units

What equality information is available? Include any engagement undertaken and identify any information gaps you are aware of. What monitoring arrangements have you made to monitor the impact of the policy or service on communities/groups according to their protected characteristics?

All providers of contracted services must ensure fair access to their provision through appropriate means including assessment of risk and need of every vulnerable person referred to a service, exclusions must be based on evidenced risk. Service Users and stakeholders were given the opportunity to get involved in the consultation process through Rotherham Side by Side including a series of focus groups with people who use or have used the services and questionnaires.

The meetings discussed current supply of related services, cost of services, any gaps in current provision, how efficiencies might be found and how services can be redesigned to meet the demand for the services but with a reduced financial envelope.

Feedback received was that all services were seeing an increased need for more intense levels of support for people with complex needs associated with multiple disadvantage and often chaotic lifestyles. These were people who do not meet the criteria for statutory care and support services but are not able to successfully manage a tenancy and live independently with the current levels of support available. Currently there are no services available to adequately meet this need.

Feedback from Providers was that there was some uncertainty and that they feel they are 'in limbo', until the outcome of the changes to the Local Housing Allowance (LHA) rent cap in relation to supported housing is announced.

Feedback from Service Users is that they value the current service provided but felt that they wanted permanent rather than temporary housing.

In 2016/17 outcomes monitoring information, submitted by providers for people who had left service, showed the following information by protected characteristic:

Gender

Most service users were women. 351 (42.09%) are male and 483 (57.91%) are female. This is a slight increase from 56.11% in 2015/16. The second most common primary user group is people at risk of domestic violence 23.5%. A quarter of all service users are women under the age of 25. Women are more likely than men to move on in an unplanned way.

There is no negative impact anticipated. All Housing Related Support services are required, through their contracts with the Council, to ensure that services are accessible to all who are eligible. Housing related support for people who have experienced domestic abuse has been identified as a priority for Rotherham.

Age

In 2016/17 of the 222 or 26.62% of clients that are aged 20 or under, 104 (12.47%) are male and 118 (14.15%) are female. Of the 388 or 46.52% of clients that are aged 25 or under, 173 (20.74%) are male and 215 (25.78%) are female. The proportion of under 25's is a slight decrease from the previous year at 49%. The average age of all clients is 30 years. Young People at Risk is the most common primary user group representing 29.7% of all service users who left service in 2016/17.

The outcomes data for 2016/17 indicates that 72 people aged 16/17 left services in 2016/7 (8.6%) and 222 people were under 21 (26.6%) and 612 were 21+ (73%).

The age range for services will be changed for the following Pathways

- Vulnerable Adults 21+
- Complex Needs 18+
- Domestic Abuse 18+
- Young People 16 - 21

The changes will reduce the choice available to 18 - 25's as existing young people services accept referrals up to 25 and the services included in the Vulnerable adult's pathway currently offer a service for 18+.

Ethnicity

Ethnicity is recorded for 823 clients who left service in 2016/17. There are 725 who classify their ethnic origin as White and either British, Irish or other. This is 88% of clients which is in line with the previous year's level. There are 98 clients who classify their ethnic origin as other than white. This is 11.91% of clients whose ethnic origin was recorded. Of 350 males 32 classified their ethnic origin as other than white. Of 473 females 66 classified their ethnic origin as other than white.

The proposals for a single floating support service for the Domestic Abuse Pathway will mean the no BME specific service for survivors of domestic abuse. All Housing Related Support services are required, through their contracts with the Council, to ensure that services are accessible to all who are eligible. Providers will be required as part of the service specification to demonstrate how they have appropriate staffing and meet the needs of diverse communities in Rotherham. The situation should be monitored to further examine the ethnic diversity of housing related support services to ensure fair access.

Economic Status

The short-term outcomes forms record the economic status of clients as follows:

- 50 are in full-time work (24 hrs or more/week)
- 42 are in part-time work (less than 24 hrs/week)
- 1 is undertaking Government training/New Deal
- 156 are job seekers
- 7 are retired
- 206 are not seeking work
- 62 are full-time students
- 251 are long-term sick and disabled
- 27 are classified as other adult

In total, there are 802 clients who have recorded their economic status.

Disability

294 client(s) identified themselves as having a disability. All Housing Related Support

services are required, through their contracts with the Council, to ensure that services are accessible to all who are eligible. The implications for people with disabilities will be further considered in the review. There is no anticipated negative impact.

Religion

The short-term outcomes forms record the religious status of clients as follows:

100	Christian (all denominations)
2	Buddhist
1	Hindu
0	Jewish
54	Muslim
3	Sikh
14	Any other religion
449	No religion

There will be no negative impact. All Housing Related Support services are required, through their contracts with the Council, to ensure that services are accessible to all who are eligible.

<p>Engagement undertaken with customers. (date and group(s) consulted and key findings)</p>	<p>Housing Related Support services work with Rotherham residents from 16+ across all the protected characteristics.</p> <p>7 Focus groups with current and former service users gained the views of 62 participants between January and June 2017.</p> <p>The key findings included</p> <ul style="list-style-type: none"> • The importance of a permanent home. • People value the services they receive and achieve wider positive outcomes to enable them to maintain an home and an independent lifestyle • A place of safety is a top priority for people experiencing domestic abuse • There was a recognition of the reduction in funding to HRS services
<p>Engagement undertaken with staff about the implications on customers (date and group(s) consulted and key findings) See page 7 of guidance step 3</p>	<p>Stakeholders including providers, other service commissioners, representatives of other services, people who use the services were consulted regarding savings targets for their contracted services in 2018/19 and this will be ongoing as current service provisions will be redesigned to achieve the efficiency savings required.</p> <p>Key partners were informed of savings targets and the wider impacts to services were examined with them.</p> <p>An Equality Impact Assessment was undertaken on 25th July 2017 with Rotherham Side by Side.</p> <p>Further consultation is required with staff and service users at Browning court, Elliot House and the dispersed tenancies.</p>