HOUSING & NEW HOMES COMMITTEE

Agenda Item 44

Brighton & Hove City Council

Subject: Young People's Housing Advice and Supported

Accommodation

Date of Meeting: Housing & New Homes Committee

16th November 2016

Report of: Executive Director, Health & Adult Social Care

following consultation with:

Executive Director, Neighbourhoods, Communities & Housing

Executive Director, Families, Children & Learning

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Ward(s) affected: All

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 The Council's Families, Children & Learning and Health & Adult Social Care directorates jointly commission services for the prevention of homelessness of young people between the ages of 16 and 25.
- 1.2 These services are available to vulnerable young people who are homeless or at risk of becoming homeless, and need support to live safely and independently. Support focusses on managing a tenancy, health, daily living, access to education and employment, core to making a successful transition to adulthood.
- 1.3 Most of the current services are commissioned by Health & Adult Social Care and are provided under long-term agreements. They are mainly funded by the Housing Related Support (HRS) budget. These services form what is known as the "Young People's Accommodation and Support Pathway" (the "Pathway") and include:
 - A drop-in housing advice service, which also acts as the gateway to other services in the pathway (the 'Housing Advice Service')
 - Family support and mediation
 - Nightstop (short stays with volunteer hosts)
 - Mixed model of supported accommodation for young people aged 16-25
 - Tenancy support service for 18-25 year olds living independently
- 1.4 In addition, Families, Children & Learning contribute to the above and also commission:
 - Two units of accommodation and support under the Housing First model

- A supported lodgings service
- Spot-purchased units of accommodation for Unaccompanied Asylum Seeking Children and 16-17 year olds whose high needs cannot be supported through the Pathway.
- 1.5 The housing advice, family mediation and supported accommodation services outlined above require retendering in 2016-17. The existing contracts for these services come to an end in March 2017 and this provides an opportunity to focus resources in response to changing need.

2. RECOMMENDATIONS:

That Housing & New Homes Committee:

- 2.1 Approves the proposals to procure new contracts for a Young People's Housing Advice service and a Family Mediation Service.
- 2.2 Grants delegated authority to the Executive Director of Health & Adult Social Care, following consultation with the Executive Director Neighbourhoods, Communities & Housing and Executive Director of Families, Children & Learning, to:
 - carry out the procurement and award of the new contracts referred to in 2.1 above each with a term of three years and an option to extend the term by up to a further two years;
 - (ii) grant the two year extension in relation to each contract referred to in 2.1 above, subject to performance of the relevant contractor.
- 2.3 Approves the proposals to procure a Dynamic Purchasing System (DPS) for the provision of supported accommodation for young people between the ages of 16 and 25.
- 2.4 Grants delegated authority to the Executive Director of Health & Adult Social Care, following consultation with the Executive Director Neighbourhoods, Communities & Housing and the Executive Director of Families, Children & Learning, to:
 - (i) carry out the procurement of the DPS referred to in 2.3 above;
 - (ii) agree the term of the DPS;
 - (iii) award and let the DPS; and
 - (iv) award and let call-off contracts under the DPS.
- 2.5 Approves the set-aside of funding for the development and future commission of Peer Mentoring and Move On Facilitator roles.
- 2.6 Notes that the commissioning and procurement plan for young people's advice and supported accommodation services will be aligned with objectives within the Brighton and Hove Pledge to Children and Young People in Care, the Housing and Support Commissioning Strategy for Young People 2013, the Homelessness Strategy 2014-19, the Rough Sleeping Strategy 2016, and the Council's priorities for the integration of social care and health through Better Care.

3. CONTEXT/ BACKGROUND INFORMATION

3.1 **Joint Commissioning**

The Council commissions services in line with the 'Positive accommodation and support pathways to adulthood' framework, a national good practice model developed by St Basil's youth homelessness charity and the Department of Communities and Local Government, which aims to enable positive outcomes for young people.

Our Housing and Support Commissioning Strategy for Young People aged 16-25, launched by Children's Services and Housing in 2013, aims to:

- Increase the numbers of young people who are prevented from homelessness
- Enable a more positive transition to adulthood through the provision of an accommodation and support pathway
- Improve use of resources through a joint commissioning approach

The Strategy introduced formal protocols for partnership working between Children's Services, Housing, and specialist agencies. Integrated working has ensured that a young person's social, health and housing needs are considered together, enabling agencies to provide the most appropriate support and achieve better outcomes.

3.2 Access to housing advice and supported accommodation services for young people between the ages of 16 and 25 – the current position

Young people enter the pathways either on referral from Children's Services or through the commissioned gateway Housing Advice Service. A drop-in service operates 5 mornings a week, and the service also receives young people who present as homeless and are referred from Housing Options.

The Housing Advice Service offers a wide range of advice and support including:

- referral to family mediation for all young people under 18 years and their parents/carers to prevent homelessness
- advice & support regarding education, training & employment
- health services, eg, counselling, substance misuse, sexual health
- life skills & income maximisation advice

3.2.1 Joint assessment protocol

If after mediation support, a young person is still unable to remain at home, they will receive a joint home visit by a social worker and housing officer. Under 18 year olds considered at risk will be provided a safe place at Sussex Nightstop or in emergency accommodation.

3.2.2 Referral to Supported Accommodation

Where the young person is unable to live independently, supported accommodation is accessed in the following ways:

- Families, Children & Learning accommodation direct placement
- Nightstop via the Housing Advice Service
- Supported lodgings and pathway accommodation Children's Placement Team or the Housing Advice Service make a referral to the Young

People's Supported Accommodation Panel, a multi-agency weekly meeting chaired by the Housing Allocations manager.

Priority is given to young people who need support to prevent homelessness, are excluded from the 'family' home, transitioning out of foster or residential placement, or seeking asylum.

3.3 Development of the model for advice and supported accommodation services for young people between the ages of 16 and 25

In order to develop the model, Adult Social Care commissioners have consulted with a range of stakeholders, service users, national leads and other local authorities. They have also taken into account changes in service user demographics and national good practice.

The aims of the model are:

- To reduce family breakdown and tenancy failure
- To reduce the number of young people in unsettled accommodation or rough sleeping
- To improve outcomes for young people and support young people to develop the skills for their wellbeing
- To support young people to recover from homelessness, offending, substance misuse, mental ill health
- To reduce the number of young people experiencing revolving door (repeat) homelessness

The following provides an overview of the key drivers for the new model of advice and supported accommodation services:

3.3.1 Housing Advice service

The provision of a single front door service with co-located specialists has enabled an appropriate and fast response to risk of homelessness.

The service has a wide-ranging remit including reconnection of young rough sleepers, support to access the private rented sector, and as advisor on homelessness to fellow professionals.

An additional requirement to offer peer education in schools has proved a difficult fit with the daily demands on the service. This will be removed as a requirement; we are exploring ways of delivering this through the existing connections of other youth services in the City.

3.3.2 Family Mediation and joint assessment

Since the joint assessment protocol was introduced (see 3.2.1) we have seen far fewer placements of young people in B&B, due both to successful mediation and to the established pool of hosts. The joint approach to holistic assessment and support was commended by Ofsted in 2015, and will continue in the new model.

3.3.3 Support needs

Evidence from contract monitoring and feedback across the sector indicates rising needs particularly in regard to mental health and with this, behaviours

around substance misuse and offending. Our single homeless hostels currently accommodate around 40 adults below the age of 26 who present too high a risk for young people's accommodation. Service feedback and case studies frequently refer to extreme childhood trauma; 60% of clients in our 24-hour supported accommodation need support in relation to their mental health.

3.3.4 Practice and innovation

In response to the rising support needs described in 3.3.3, all services will need to engage in emerging best practice in working with homelessness. This includes:

- Strength-based working empowering the Service User by focusing on what they can do
- Trauma-informed care ways of working that support the environmental and psychological needs of both staff and service users.
 As described by the National Coalition for the Homeless, USA: "an overarching structure and treatment attitude that emphasizes understanding, compassion, and responding to the effects of all types of trauma. Trauma Informed Care also looks at physical, psychological, and emotional safety for both clients and providers, and provides tools to empower folks on the pathway to stability."

Ref: http://nationalhomeless.org/trauma-informed-care/.

All tenders in this proposal will include a set of common requirements to ensure a consistent approach to quality and outcomes.

3.3.5 Unaccompanied Asylum Seeking Children (UASC)

The numbers of young people arriving in the City unplanned have steadily increased in the last 12 months, and at the end of July 2016 we had 36 under 18s (Looked After Children) and 19 Care Leavers. We anticipate the numbers will continue to grow, requiring an increase in supported and semi-independent accommodation for this cohort, conservatively estimated to be a further 5-10 beds in the next year.

The use of a Dynamic Purchasing System will assist the Council to respond to changes in demand with quality-assured services.

3.3.6 Bedspaces

The waiting list managed by the Supported Accommodation Panel consistently approaches 30 young people, 80% of whom are assessed as high priority need. On average, 20% of people on the waiting list are Care Leavers, but this is expected to decrease.

While the hostels are in high demand, the lower support beds are becoming hard to fill. All agencies are requesting more medium level support, to enable earlier freeing-up of high support beds and a more gradual adjustment for service users. To meet this, the recommission will specify flexible support with a higher proportion of medium support beds. (See section 3.5 for impact on provision overall).

3.3.7 Alternatives at the end of the Pathway

In addition to the general shortage of accommodation, options for young people will be further limited by the introduction of the shared room rate. While those who have had a hostel stay will be exempt, affordable tenancies for young people

with low or no support needs, eg, asylum seekers, are increasingly hard to come by.

We will set aside funding for a post to facilitate access to student-style accommodation where young people can move on to live independently. The Move On Facilitator will work with young people in the final stage of move-on readiness, put households together and maintain light contact (eg, occasional house meeting).

3.3.8 Spot purchased accommodation

In order to be compliant with procurement requirements, increase value for money and provide equal opportunity across the marketplace, we need to replace these arrangements with new contracts following a competitive tendering process.

3.3.9 Information Technology

All newly commissioned services will be provided with access to a recently procured IT system which will support referral processes, information sharing and client data collection. The system will enable Commissioners to monitor services, trends, client journeys, and identify gaps in service provision.

3.4 Proposals for the re-procurement of advice and supported accommodation services in 2016/17

This section describes how advice and supported accommodation services will be tendered in response to the considerations above.

Not included are the following services which have already been re-procured:

- Nightstop accommodation
- Tenancy support service
- Housing First
- Supported Lodgings service

The current and proposed service provision and procurement route are set out below:

Current service provision	Proposed new service provision and procurement
	route
Housing Advice Service	Recommission – new contract
Homelessness prevention service and	The service's position as a hub and its lead role in
gateway to accommodation services for	joint working has proved an effective model in
homeless young people.	preventing homelessness.
Drop-in, triage and casework service	•
working with young people presenting at	The service will be recommissioned with minor
the drop-in or referred from Housing	changes to improve outcomes.
Options.	
Key agency in partnership with Families,	Procurement of a new contract, to be awarded to
Children & Learning and Housing in	single provider for 3-year term with optional
supporting 16-17 year olds.	extension period of up to 2 years
3 2 7 2 3	
Current provider: YMCA DownsLink	
Group; more than 200 cases open at any	

	ADVICE & MEDIATION SERVICES	
	Current service provision	Proposed new service provision and procurement route
	one time	
	Family Mediation Supports families to prevent the young person from leaving the home, or assists them to leave when it is safe to do so. Also aims to rebuild relationships where links have become broken, and to support parents/carers in effective parenting skills. Current provider: YMCA DownsLink Group; supporting up to 25 families	Recommission – new contract This service is very effective in preventing family breakdown, and has helped to reduce the number of 16-17 year olds needing to access the accommodation Pathway. The service will be recommissioned in its current form with continued combined funding from Housing Related Support and Families, Children & Learning. Procurement of a new contract, to be awarded to a single provider for 3-year term with optional extension period of up to 2 years

	extension period of up to 2 yours			
	•			
SUPPORTED ACCOMMODATION SERVICES				
Current Service Provision	Proposed Service Provision			
Families, Children & Learning placements	Recommission under a Dynamic Purchasing System			
Spot purchased supported accommodation for Care Leavers, Unaccompanied Asylum Seekers and young people with needs too high for the mainstream pathway, and who decline foster/residential placement.	All accommodation will be re-commissioned under a common framework to encourage competitive pricing and a consistent standard of service. Services will operate flexible levels of support where young people can move fluidly between them.			
Current providers include: Greenways Guest House, Next Step Care Management , OwnLife, Pathways To Independence Housing, Seven Ways	Common service specification with HRS High Support Accommodation. DPS will be used to call off contracts for individual placements of varying durations, depending on the needs of the service user.			
HRS High Support Accommodation 24-hour support for single young people. The young person may be: currently	Recommission under a Dynamic Purchasing System			
excluded from the 'family' home / a Looked After young person transitioning	Recommission 30-35 mixed high support units and 8 women only units.			
out of foster or residential placement / a young person under a Youth Offending order in need of support /a young person	Specification will include the required working practices as outlined in 3.3.4.			

Common service specification with Families,

DPS will be used to call off block contracts for the

Children & Learning placements.

duration of the DPS.

order in need of support /a young person

assessed as needing support to improve

Current providers: YMCA DownsLink

33 mixed gender and 8 women-only

their quality of life.

units.

Group, Impact Initiatives.

SUPPORTED ACCOMMODATION SERVICES

Current Service Provision

Proposed Service Provision

Medium & low support accommodation

A medium level of support offers up to 5 hours of one-to-one support a week, support staff on site in office hours, night / weekend concierge and/or sleep-in staff.

A low level of support offers 1-2 hours of one-to-one support a week, with visiting staff.

Both levels provide a stepdown from higher support, also a short term solution for young people with moderate needs.

Current commission includes only one scheme providing both medium and low support. Providers are:: Sanctuary Housing Association, YMCA DownsLink Group, Impact Initiatives.

Total of 9 women-only low support units; 87 mixed gender units of which 20-30 units are medium support.

Adjust supply and recommission under a Dynamic Purchasing System

Increase the proportion of medium level support, to enable earlier freeing-up of high support beds and a more gradual adjustment for service users.

Provide a greater variation of cover in smaller projects.

Commission a flexible model of 70-80 mixed gender and around 8 women-only beds, where the majority offer medium support.

Specification will include the required working practices as outlined in 3.3.4.

DPS will be used to call off block contracts for the duration of the DPS.

Providers will be required to offer a flexible support model, weighted towards medium support.

10 low support beds will be assigned to direct referrals from Families, Children & Learning.

Teenage Parents accommodation

Supported accommodation for 16-21 year old young parents.

Service Users supported to move on to independent living; develop work and learning opportunities; improve health and wellbeing. Co-supported by Social Workers, Health Visitors and other specialists.

Current provider: Family Mosaic, supporting 22 young families.

Recommission under a Dynamic Purchasing System

The need for this type of service is evidenced by a continued waiting list.

Some vulnerable young parents require a higher level of support.

Tender for 20-24 units of accommodation for teenage parents which will include enhanced night staffing and support.

DPS will be used to call off one block contract for the duration of the DPS.

ADDITIONAL SUPPORT

Peer Support

No current provision.
The support of an older young person has proved valuable in helping young people to engage, eg, attend an external appointment, which can be the first obstacle in addressing an issue.

Current Service Provision

Proposed Service Provision

Commission

Families, Children & Learning and Health & Adult Social Care will co-fund peer mentoring across services to encourage ability to engage.

Combine with funding from Single Homeless budget to jointly develop peer mentoring for all age groups.

Alternatives at the end of the Pathway There are few accommodation options at **Shared accommodation and Move On Facilitator** post

	ADDITIONAL SUPPORT				
	Current Service Provision	Proposed Service Provision			
	the end of the pathway and no commissioned services.	Tender for a part-time post to facilitate access and sustainment of shared accommodation.			
	Access to shared accommodation is identified in the "Positive Accommodation and support pathways to adulthood" framework.	Aims will be to mitigate accessible housing shortage, social isolation, and free up low support beds.			
		This role will be developed and tendered following the launch of the new accommodation model.			

3.5 **Impact**

The overall impact the proposals will have on capacity and budgets is as follows:

3.5.1 Housing related support

While the increase in the ratio of medium support to low support will have an effect on the total number of HRS units, the impact will be lessened by Families, Children & Learning who will fund 10 low support beds under the new arrangements:

Tender / Service	Current units	Future units
24-hour High Support	33	30-35
Medium support	25	40-45
Low support	62	30-35
Total units	120	100-115
Women Only 24 hour High Support	8	8
Women only medium support	0	3-4
Women only low support	9	4-5
Women only Total units	17	15-17
Teenage Parents supported accommodation	22	20-24
Total accommodation units	159	135-156
Housing Advice	220-250	230
Mediation (Homeless Prevention)	25	25-27
Peer Support	0	tbc
Move On Facilitator	0	tbc

3.5.2 Families, Children & Learning

Unit costs for 24-hour support in HRS accommodation range up to £12,000 per year. The high needs accommodation for 16-17 year olds is procured on a spot purchase basis, meaning that costs are significantly higher. Costs can vary greatly depending on the type of accommodation, but the average cost is currently £22,000 per year.

The intention is that a competitive process will achieve savings on the current arrangements.

3.6 **Procurement**

Families, Children & Learning and Health & Adult Social Care are working closely with Procurement and Legal Services to develop a Dynamic Purchasing System (DPS) for the supported accommodation services.

A DPS has aspects that are similar to an electronic framework agreement, except that during its lifespan new providers can apply to join the DPS thus stimulating market competition. The DPS will need to be set up in accordance with the Public Contracts Regulations 2015. There will be no limit to the number of providers who can join the DPS provided they meet the selection criteria set by the Council.

The DPS will allow for call off contracts to be awarded under two categories. The first category will cover block contracts with call-offs which are expected to last, with optional extension periods, for the duration of the DPS. The second category will cover individual placements with call-offs for varying durations depending on the needs of the service user.

Having two categories under the DPS allows for the option of calling off individual placement contracts or block contracts to fit the need during the life of the DPS, if this offers better value for money. Where demand for a service is expected to continue, a block arrangement is usually more cost-effective, as staff can be hired on a permanent footing.

The plan is to launch a procurement process for the DPS in January 2017 with initial admissions of providers to the DPS and awards of call off contracts scheduled for July/August 2017.

The Young People's Housing Advice and Family Mediation services will be tendered separately as contracts with a 3 year term and an optional extension period of up to 2 years.

The Peer Mentoring and Move On Facilitator roles will be developed and piloted in partnership with Single Homeless and Children's Services commissioners. Contracts will be awarded depending on outcomes from the pilots, for a 3 to 5 year term.

A waiver under Contract Standing Orders will be requested to bridge the gap between the end of the current contracts in March 2017 and the start of the new contracts. The request will be for contract variations to extend the existing contracts.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 The current advice and accommodation contracts have been in place for 5 or more years and need to be tendered to comply with procurement regulations.
- 4.2 Although services are performing well, support needs have changed since the existing contracts were awarded, and if we do not seek to innovate and adapt the model, outcomes for young people are put at risk.

4.3 Three years into the joint strategy officers are not looking at a fullscale redesign. Formalised joint working has delivered considerable improvements in homelessness prevention, and will continue to be reviewed and enhanced. The proposed retendering will be used more to re-balance services in response to changing need and the housing and welfare prospects for young people.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 Full consultation was undertaken as part of the development of the Housing and Homelessness Strategies and the Housing and Support Commissioning Strategy for Young People, which included service users and stakeholders.
- 5.2 Consultation has been undertaken with partners, stakeholders and providers to identify service demand, gaps and barriers. This consultation has continued through working groups and with individuals on the model and proposed tender process.
- 5.3 Consultation and engagement is part of an ongoing process and will continue after the tender process as services mobilise and develop.
- 5.4 We use the following resources in identifying the changing needs and demographics of young people who are homeless or at risk of homelessness:
 - Needs Analysis for Housing and Support Commissioning Strategy for Young People aged 16-25, September 2013
 - Annual demographics data collection
 - Rough Sleeping Strategy 2016
 - Colleagues, partners and agencies working with young people
 - Other local authorities and St Basil's charity, national lead on youth homelessness
 - Independent consultation with service users facilitated by CGL
 - Events at drop-in centres

6. CONCLUSION

- 6.1 The existing contracts for advice and supported accommodation for young people all expire with effect from the 31st March 2017 and retendering is required under procurement regulations and in order to comply with the Council's Contract Standing Orders.
- 6.2 The recommission of new contracts will complete the savings required on the HRS budget agreed by Policy & Resources Committee in January 2015, and achieve savings on Families, Children & Learning budget through competitive processes.
- 6.3 This joint approach to procurement will enable Commissioners to pursue common objectives in service delivery and value for money.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

7.1 The contracts for the Young People's Housing and Support Pathway total £1.594m for 2016/17. These form part of the Adult Social Care Housing Related Support contracts for which the 2016/17 budget is £5.307m. The contracts are included within the 4-year Housing Related Support budgets agreed by Policy & Resources Committee in January 2015.

In addition there are a number of spot purchased contracts for care leavers which total £1.238m however the available budget for these services is £0.913m. It is anticipated that the new tenders proposed in this report will be delivered from within existing budgets.

Finance Officer Consulted: David Ellis Date: 28/10/16

Legal Implications:

- 7.2 The Council has a duty to provide advice and information about homelessness, and the prevention of homelessness in accordance with section 179 of the Housing Act 1996.
- 7.3 Under the council's constitution, the Housing and New Homes Committee has responsibility for exercising the council's functions for the commissioning of housing related support services. The recommendations at section 2 fall within the committee's powers.
- 7.4 Further, the Council's Contract Standing Orders (CSOs) require that before expressions of interest can be invited from potential bidders for a contract/s valued at £500,000 or more, approval must be obtained from the relevant committee, which in this instance is Housing and New Homes Committee.
- 7.5 The aim of the DPS is to enable the council to provide sufficient and appropriate supported accommodation services for young people between the ages of 16 and 25. The DPS must be let in accordance with the Public Contracts Regulations 2015. The DPS should enable the council to procure block contracts and individual supported accommodation placements in a legally compliant manner.

Lawyer Consulted: Name Isabella Sidoli Date: 07/11/2016

7.6 Equalities Implications:

An Equalities Impact Assessment has been completed and will remain under regular review in relation to the tender process.

There is an acknowledged need for more high support provision particularly for vulnerable young men, but this is being explored outside the scope of this proposal. However, the recommission does recognise the increasing challenges for services, and the need to update our practice and responsiveness. No equalities gaps have been identified but services will continue to work together to address exploitation and any barriers to disclosure.

The full Equalities Impact Assessment is available as additional information.

7.7 Sustainability Implications:

Procurement processes will take into account the sustainability of organisations in the City and the principles of social value in order to achieve best value for money and sustainability of services.

7.8 Any Other Significant Implications:

With the retendering of supported accommodation comes the risk that a number of individuals will need to move between services. We have planned extra time between contract award and launch of new services, to enable us to support partners and service users through the transition.

With regard to the reduction in overall bedspaces, we do not anticipate extensive impact, given the current over-capacity of low support beds, and the introduction of a more responsive support model. The DPS should enable flexibility and choice.

The recommission of the advice and mediation services is anticipated to need less time to embed, but will require managed communication with service users and stakeholders.

SUPPORTING DOCUMENTATION

Appendices:

None.

Documents in Members' Rooms

1. Equalities Impact Assessment

Background Documents

- Housing and Support Commissioning Strategy for Young People aged 16-25, September 2013
- Rough Sleeper & Single Homeless Needs Assessment 2013
- Homeless Health Audit 2014
- Homelessness Strategy 2014-19
- Rough Sleeping Strategy 2016