

Subject:	Housing Related Support Budget & Commissioning Report		
Date of Meeting:	Housing & New Homes Committee 23rd September 2015		
Report of:	Denise D'souza, Executive Director Adult Services Nick Hibbert, Acting Executive Director of Environment, Development & Housing Tom Scanlon, Director of Public Health Pinaki Ghoshal, Director of Childrens Services.		
Contact Officer:	Name:	Jenny Knight	Tel: 293081
	Email:	Jenny.knight@brighton-hove.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 This report is being provided to inform the Housing & New Homes Committee of the current position in regard to the Housing Related Support (HRS) Budget, HRS procurement activities and the development of the new Rough Sleeper Strategy. Housing Related Support Services were formally known as Supporting People services and incorporate Homeless Prevention Grant Funded services. These services aim to prevent homelessness and provide support which help individuals move towards or maintain independent living.
- 1.2 The Housing Related Support Budget is subject to a reduction of £2.000m on externally commissioned contracts. The Housing Related Support Budget was £7.970m in 2014/15 this is to be reduced to £4.925m by 31/03/16 with £1.220m being transferred to other commissioners. Budget reductions totalling £1.320m have been achieved so far this financial year and these are illustrated in the table in 3.3 along with the reductions still to be implemented.
- 1.3 The Housing Related Support Commissioning Team was transferred from Housing to Adult Social Care last year, and this has enabled closer working with commissioners across ASC and Health. Using a commissioning cycle model of assessing needs, reviewing and remodelling services, the team is carrying out planned decommissioning of some services, redrafting service specifications to ensure services are flexible, providing a more personalised response to need, reducing dependency, avoiding duplication with other services across the city and meeting local priorities such as reducing admissions to institutions.
- 1.4 This approach will ensure that those with the most complex needs, who receive a range of services, will be supported into independence where this is achievable or will have a suitable service in place to support them to maintain accommodation and prevent homelessness. People with lower needs will now receive short term, outcome focused and targeted support. A focus will also be on people who have been in homeless services for some time to offer them

sustainable support and accommodation packages. We want to significantly reduce the numbers of people who have unplanned moves between homeless services and ensure people have a suitable service which adequately meets their needs.

2. RECOMMENDATIONS:

2.1 The recommendation is for the content of the report to be noted.

3. CONTEXT/ BACKGROUND INFORMATION

3.1 Adult Social Care has the lead responsibility for commissioning Housing Related Support services (previously Supporting People funding). These services cover a range of client groups (illustrated in 3.3) and provide services to ensure that individuals can access and retain accommodation, link to support services to meet their needs and improve their health and wellbeing.

3.2 On 22nd January 2015, Performance and Resources agreed to delegate authority to the Executive Director of Adult Services to procure and enter into any contract to secure effective delivery of support services for vulnerable people. Decisions are to be made in consultation with the Executive Directors of Environment, Development & Housing, Children's Services, Finance & Resources, Director of Public Health and the Monitoring Officer.

3.3 The Housing Related Support Budget 2014-16 by Client Group

	Budget 2014/15 (£'000)	Savings achieved (£'000)	Savings to be made (£'000)	Budget Transfers to other dept.'s (£'000)	Contract Values as at 31/03/16 (£'000)	Proposed savings carry forward to 17/18
Supported Accommodation	2,025	190	185	0	1,650	185
Floating Support / Peer Support / Work & Learning	910	525	10	0	375	0
Mental Health	880	85	235	0	560	0
Young People	1,390	115	185	0	1,090	185
Rough Sleepers / SWEPE / Housing First	400	20	-100	0	480	0
Older People	265	175	35	0	55	0
Tiered Mental Health	155	-115	0	0	315	0
Generic (money advice/ HIA)	410	10	0	0	400	0
Inflation 2015/16	155	155	0	0	0	0
Learning & Physical Disabilities	505	70	0	435	0	0
Substance Misuse	635	90	0	545	0	0
Domestic Violence	240	0	0	240	0	0
TOTAL	7,970	1,320	550	1,220	4,925	370
Inflation 2016/17	0	0	120	0	0	0
Grand Total	7,970	1,320	670	1,220	4,925	370

3.4 Services recently retendered:

Provider	Service Name	End Date	Start Date	2014/15 Contract Value (£'000)	2015/16 Contract Value (£'000)
BHT	MH Floating Support	30/9/15		110	
Southdown/BHT	Supprt4Housing	30/9/15		440	
Southdown	Floating Support		1/10/15		300
YMCA Downslink	HATS	30/9/15		226	
Home Group	YP Young People's floating		1/10/15		174
CRI	RSSSRT	31/8/15		312	
CRI	A10 Rough Sleepers	31/8/15		42	
St Mungos			1/9/15		325
			TOTAL	1,130	799

3.5 We are remodelling services in line with identified gaps. While there will be an overall reduction in the number of supported accommodation beds for single homeless people we plan to expand the range of smaller accommodation services as recommended by the Overview & Scrutiny Panel for Homelessness.

3.6 The impact of overall budget reductions on supported accommodation services may increase pressure on other services within the city, including Housing, Adult Social Care, Health and Community Safety. We may also see an increased number of people living on the streets.

3.7 The following information details the current position with regard to each client group and the plans for future commissioning.

3.8 Single Homeless Supported Accommodation
Housing Related Support funds the Integrated Support Pathway (ISP) which was set up in 2007 as a way of providing supported accommodation for single homeless people, rough sleepers and ex offenders who require support.

Through consultation, the rough sleeper estimate and needs analysis we have identified a number of gaps in provision and an increase in levels of demand for some services within the city.

We are currently in the process of drafting the specifications for the future tender of Homeless Supported Accommodation. The contracts for these services are at an end. We are remodelling the pathway to fill identified gaps in services this

includes tendering a small women only accommodation service for women with complex needs. We will also be introducing medium support accommodation because of the difficulty that service users have moving from hostel accommodation with 24 hour support to low support accommodation.

We have started to decant some lower demand accommodation services. We are working with providers and the Housing Allocations Team to support the individuals whose accommodation is being decommissioned and to source alternatives.

As part of the remodeling of accommodation services and the integration of services under the Homeless Better Care Programme we will also be looking to review the working groups that support the homeless pathway. The current structure supports the outcomes of the Homelessness Strategy and attendance is mainly HRS providers. We would like to review the groups and their terms of reference to broaden representation and include other services in the city who are working with this client group.

The aim is to develop stronger links with health and other support services for Homeless People and to encourage the shared ownership of actions which relate to improving services and improving the outcomes of service users. This model would include wider representation from service users.

3.9 Floating Support, Peer Support & Work & Learning

The previous floating support services for adults and people with mental health issues have been combined and have been out to tender. The contract for this service has been awarded to Southdown Housing. The new service commences on 1st October 2015 and will be a focused, outcomes based service to build people's resilience and reduce their reliance on support services.

We are currently in the process of assessing some excellent peer support models from other areas of the UK with the intention of commissioning a new service. The previous support service was decommissioned on 30 June 2015. This service will complement and not duplicate the existing peer support services in the city.

We have one externally commissioned work and learning service supporting individuals with literacy and numeracy. This service will be tendered in 2016.

3.10 Mental Health Supported Accommodation

Mental health supported accommodation services will be retendered at the end of 2015/16 with a reduced budget. However, by remodelling services to meet the changing demand for accommodation services, we aim to tender for a similar number of units of accommodation.

3.11 Rough Sleepers Outreach Service

The Rough Sleepers Outreach Service has been tendered and the contract has been awarded to St Mungos Broadway. The budget for this service has been reduced however they will continue to work with all rough sleepers within the city. The new service commenced operation on the 1st September 2015.

3.12 Housing First & Severe Weather Emergency Provision

The Housing First Tender is due to be released in September 2015 following a successful pilot and evaluation by the University of York. Brighton & Hove will be one of the first local authorities in England to tender for a Housing First service. The current service supports 7 individuals and this support will continue in the new service with the addition of 2 units of support funded through Children's Services for 18-25 year olds and an expansion in the provision for adults.

Brighton & Hove City Council will continue to provide Severe Weather Emergency Provision through Brighton Housing Trust in conjunction with St Mungos Broadway.

3.13 Young People

Young Peoples services are due to be retendered and the process of designing the tenders is underway in consultation with Children's Services and Housing. As part of this process we have decommissioned 14 units of accommodation in 2015.

The Young Peoples Floating Support Service has been through a competitive tender process and was awarded to Home Group. The new service is due to commence on the 1st October 2015 and we are working closely with the service provider to mobilise this service.

3.14 Older People

The funding for support services to sheltered accommodation ceased on the 1st April 2015. Service Providers were supported to apply for the Intensive Housing Management rate of Housing Benefit and remodel services in order to mitigate the loss of funding. A review of alarm services is being carried out. Services are currently funded until 31/3/16.

3.15 Tiered Mental Health Pathway

This pathway which includes mental health accommodation and floating support services was jointly commissioned with the CCG in 2014. These services are commissioned until 2018.

3.16 Other (Money Advice & Home Improvement Agency HIA)

The Money Advice Service is being extended for this financial year to allow for work to take place to align the service with other commissioners. This contract is part of a council wide review of commissioned advice and information services.

Savings were made on the Home Improvement Agency contract in April 2015. We are currently looking to align this service with other Adult Social Care contracts and tender in 2016.

3.17 Rough Sleeper Strategy

We are reviewing the city's approach to rough sleeping to develop a new Rough Sleeper Strategy.

The number of rough sleepers has increased in recent years (132 estimated in March 2014). To respond to these challenges, the current approach is being

reviewed across housing, public health, social care, health, community safety, police and the third sector.

The strategy aims to reinvigorate our partnerships to address the recent increase in the numbers of rough sleepers and improve outcomes for rough sleepers and those at risk of rough sleeping.

The review has a phased approach and forms part of the Corporate Modernisation programme, the review will include a rough sleepers summit:

Phase	Timing	Activity
1	2015 Q4	Position Paper
2	2015 Q4	Stakeholder Summit
3	2016 Q1-Q2	Finalise / approve strategy and transformation plans
4	2016 Q3	Launch and implement

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

4.1 This report is for information only.

5. COMMUNITY ENGAGEMENT & CONSULTATION

5.1 Consultation was undertaken as part of the development of the Housing and Homelessness Strategies 2014-19 and as part of the review of the Housing Related Support Strategy 2011-15. Consultation with partners has taken place through existing working groups.

5.2 Analysis has taken place internally to assess the needs of service users, the gaps in provision, service performance, benchmarking, outcomes and value for money.

6. CONCLUSION

6.1 The tendering of HRS contracts is underway and we are finalising the timescales of the retender of supported accommodation and young people's services to ensure an effective implementation plan.

7. FINANCIAL & OTHER IMPLICATIONS:

7.1 The 2015/16 Budget Strategy included a savings target of £2.000m against the Housing Related Support budget to be delivered over 2015/16 and 2016/17.

The 2015/16 gross budget for external contracts against the Housing Related Support budget is £6.011m, which is after the target savings of £0.959m (part year effect) for the current year and the transfer to other commissioners

(£1.000m of the £1.200m) as referred to in 1.3 of this report. Savings achieved to date are £1.320m

The 2016/17 gross budget will be reduced by the remaining £1.041m (i.e. the full year effect) of the 2015/16 savings target. There is a projected shortfall of £0.370m against this savings target from Supported Accommodation and Young People services which requires mitigating actions to manage this shortfall in 2016/17. The remaining £0.220m of the transfers will be implemented in 2016/17

The Integrated Service and Financial Plans for the period 2016/17 to 2019/20 are currently being developed in accordance with the Budget Planning report to Policy & Resources on 9th July 2015.

In addition, a number of risks have been identified under section 7.5 of this report due to the loss of accommodation and the financial impact will need to be quantified against these to see the overall impact to the council services.

Finance Officer Consulted: Neil J Smith

Date: 02/09/15

7.2 Legal Implications:

As the report is for information only no detailed legal advice is required at this stage. The equalities issues are dealt with below.

Lawyer Consulted: Simon Court Date: 19th August 2015

7.3 Equalities Implications:

Budget EIA has been completed for proposed reductions to externally contracted Housing Related Support and non statutory Homeless Prevention contracts.

There are equalities impacts which will result from the reducing budgets for Housing Related Support. People who require Housing Related Support often have multiple and complex needs and can suffer multiple exclusions from mainstream services. The impact of the loss of accommodation and support provision could further widen inequalities for these service users.

To mitigate the impact of the budget reductions and the changes in services individual groups are working on each service area to support the mobilisation of new services and to work with service users and partners around the risks of decommissioning services.

7.4 Sustainability Implications:

Procurement processes are taking into account the sustainability of housing stock and the principles of Social Value in order to achieve best value for money, sustainability of services and community resilience.

7.5 Any Other Significant Implications:

There are significant impacts for the city which are detailed below:

Risk	Impact
Loss of Accommodation Inc Closure of high support hostel bed spaces	<ul style="list-style-type: none"> • Increase in street homelessness – we have commenced planning for the decant of service users. Contract end notices are being served on some of our current low support services. • The decant of service users and the loss of bed spaces will have a significant impact on our waiting lists and add to pressures on other services. • The loss of approximately 136 adult bed spaces will significantly increase the waiting list for supported accommodation.
Impact on the city	<ul style="list-style-type: none"> • Negative publicity for Brighton & Hove City Council. • Reputational damage. • Increase in numbers rough sleeping and its visibility. • Increase in street drinking and associated anti-social behaviour. • Impact on the way the city is perceived by visitors and tourists. • Increase in enquires from councillors, MP's and members of the public. • Increased pressure on acute services.
Loss of low support accommodation	<ul style="list-style-type: none"> • The loss of low support accommodation will reduce move on from higher support services, although the introduction of medium support accommodation will mitigate some of the bed losses it will not resolve the issue of how we move clients through the higher support services. • Decanting people in low support accommodation has been difficult with lack of access to PRS accommodation in the city.
Loss of Support Services to Older People	<ul style="list-style-type: none"> • There is a risk that the provision provided through intensive housing management will not meet the needs of service users and will result in increased numbers of service users accessing residential care.
Impact on other services	<ul style="list-style-type: none"> • Increase in Housing & ASC accommodation placements and emergency placements. • Increase in A&E attendances and unplanned hospital admissions due to numbers of individuals with multiple and complex needs living on the streets. • Loss of direct access for probation referrals. • Impact on Community Safety and Sussex Police from increased numbers on the streets and associated complaints from the public. • Increased pressure on the Rough Sleepers Outreach Team which has been retendered with a lower budget. • Impact on the implementation of the Homeless Better Care Programme
Impact of loss	<ul style="list-style-type: none"> • In order to mitigate the loss of accommodation services we

of Floating Support	have significantly reduced the budget for floating support and peer support. These services are vital to homeless prevention and keeping people in their own accommodation and we risk increasing the number of individuals who lose their accommodation and need to access Housing Options or enter supported accommodation further increasing our waiting lists.
---------------------	--

These risks are being mitigated on a service by service basis or at client group level by working with partners and service providers to ensure the impact on the city and individual services users is minimised.

SUPPORTING DOCUMENTATION

None

