

Finance and Resources Committee

10am, Thursday, 4 June 2015

Contract Award for Homeless Prevention – Crisis and Complex Services

Item number	7.12
Report number	
Executive/routine	Executive
Wards	All

Executive summary

The purpose of this report is to provide an update on the co-production process and to seek approval to award two contracts for the duration of a pilot to two third sector organisations that currently provide support to people who have complex needs and who are homeless or at risk of becoming homeless.

The commissioned services referred to in this report help the City of Edinburgh Council meet a range of statutory duties relating to homelessness and support for people who are in housing crisis and have complex needs.

The Crisis and Complex workstream includes visiting housing support and a crisis outreach/centre service. The work stream forms part of a wider range of services provided by the voluntary and private sectors which are subject to a programme of collaborative working to achieve significant savings, rebalancing of services towards homelessness prevention and achieving better and sustainable outcomes for people who are homeless or at risk of homelessness.

Overall savings of £245,679 have been achieved reducing the annual budgeted expenditure from £1,819,843 to £1,574,164.81. Part year savings will be achieved in 2015/16 with full year savings applying from 2016/17.

Links

Coalition pledges	P11, P13, P14, P32, P36
Council outcomes	C09, C10, C11, C13, C14, C16, C23, C25, C26
Single Outcome Agreements	S02, S03, S04

Contract Award for Homeless Prevention – Crisis and Complex Services

Recommendations

It is recommended that the Finance and Resources Committee:

- 1.1 Notes that overall savings of £245,679 have been achieved reducing the annual budget expenditure from £1,819,843 to £1,574,164. New services will be implemented from August 2015.
- 1.2 Notes the collaborative work with service providers and other stakeholders carried out to date to achieve a joint approach for the delivery of services for people in housing crisis and people who have complex needs as defined in paragraph 2.5.
- 1.3 Approves the award of a contract to Turning Point Scotland to provide visiting housing support to this client group for the duration of an 18 month pilot (with an option to extend for a further six months to allow services to be re-procured). The total annual value of the contract from August 2015 is £262,824.
- 1.4 Approves the award of a contract to Streetwork UK to provide visiting housing support and a Rough Sleeper Crisis Centre to this client group for the duration of an 18 month pilot (with an option to extend for a further six months to allow services to be re-procured). The total annual value of the contract from August 2015 is £1,311,341.
- 1.5 Notes the review process for the pilot as outlined in section 3.13 and 3.14 of this report.

Background

- 2.1 On 6 September 2011, the Homelessness Prevention Commissioning Plan (the Plan) was agreed by Policy and Strategy Committee. This sets out the need to prevent homelessness wherever possible. The Plan was developed after extensive consultation, and is part of the City of Edinburgh Council's wider City Housing Strategy 2012-2017.
- 2.2 On 13 February 2014, the City of Edinburgh Council agreed savings in the Revenue Budget Framework of £2.3 million from the Commissioning budget between 2014/15 and 2016/17. The savings required from the Crisis and Complex services have been included in this report.

- 2.3 On 11 November 2014, the Health, Social Care and Housing Committee considered a report on progress made to reshape services for people in crisis and with complex needs. Having considered the risks, committee agreed that the preferred option was to undertake a collaborative pilot with the current providers of the service. The decision was referred to the Finance and Resources Committee. On 27 November 2014, following consideration, the Finance and Resources Committee noted the report and decision of the Health, Social Care and Housing Committee.
- 2.4 The reshaping of services will happen in parallel with the Inclusive Edinburgh review, which aims to transform services to provide support to support a small, but highly demanding and vulnerable group of people.
- 2.5 The services included in this report help the City of Edinburgh Council meet a range of statutory duties towards people who are in housing crisis and people who have complex needs:
- Crisis outreach to people who are rough sleeping or at risk of rough sleeping.
 - Housing support to people assessed as homeless and requiring housing support.
 - Housing support to people who have complex or multiple needs who are at risk of homelessness

Main report

- 3.1 Many people who have high support needs or who are in housing crisis manage to engage with services. However, some people find it difficult or challenging to access services in a traditional way. Housing support services identified an estimated 130 to 150 clients who have complex needs and are difficult to engage.
- 3.2 Current services provide crisis outreach to around 1,400 people per year, and visiting housing support to around 250 people per year. Two organisations providing seven services, service users and stakeholders from allied services have co-produced the service specifications to achieve savings and deliver outcomes through the reshaped services that are within the approach approved by Health, Social Care and Housing Committee on 11 November 2014.
- 3.3 Services agreed that savings of 13.5% would apply from August 2015, even if no agreement could be reached to reshape services through the co-production. This ensured that there was no incentive to delay the process and will deliver annual savings from the work stream of £245,679 across both organisations.
- 3.4 The co-production has been used to successfully agree service specifications for a visiting housing support service and a rough sleeper crisis centre for people with complex needs. These are to be provided by Streetwork UK and Turning

Point Scotland and meet the outcomes in the Homelessness Prevention Commissioning Plan.

3.5 Key changes to the services are:

- Payments are focussed on the outcomes that individuals achieve rather than hours or length of support. This is a similar approach to the previously agreed pilot 'Advice and Support' but needs to be managed within the more complex support cases of this work stream.
- Visiting support is extended to include people who are in temporary accommodation, so more people receive visiting housing support.
- Increasing the support delivered outwith the Rough Sleeper Crisis Centre to help people get and keep temporary and settled accommodation.
- Providing a 24 hour telephone helpline for members of the community to make referrals to the rough sleeper crisis centre.
- Closer working with other homelessness prevention services to establish pathways and referral routes to minimise both duplication and gaps between services.
- Adoption of new criteria to prioritise access to services for those most in need.
- Closer working with Council services.

3.6 The services will help to prevent homelessness by providing people with support to gain independent living skills so they can get and keep settled accommodation. Support will no longer be restricted to face to face visiting support to the person in their home. Providers will have the flexibility to provide support in the way that best meets the needs of the individual and will focus on the outcomes the person has to achieve.

Visiting Housing Support

3.7 Visiting housing support will provide continuity of support to people as they move from temporary accommodation to permanent accommodation. Support will help people find and keep a home and gain independent living skills. The support will also include:

- Advising on housing options (including private renting, social renting, owner occupation, shared ownership, mid-market rent, supported accommodation, sharing, subletting, and managing moves due to changes in welfare benefits).
- An assessment of needs and help to get:
 - health support from a doctor, nurse or hospital;
 - benefits;
 - support from Social work;

- into addiction services; and
 - into mental health services.
- 3.8 People will be able to access visiting housing support through referrals from: The Access Point, Out of Hours, Homelessness Assessment, Temporary Accommodation and the Crisis Centre. Where there is capacity the services may also receive referrals from statutory services including the Police and NHS, other third sector services and direct referrals.
- 3.9 Visiting housing support will be provided to people who are living in their own tenancies but are at risk of becoming homeless, and to people in temporary accommodation to help them get a home.

Rough Sleeper Crisis Centre

- 3.10 The Rough Sleeper Crisis Centre will support people to access and maintain temporary and permanent accommodation. The support will also include:
- Access to basic amenities like toilets, showers and luggage storage.
 - An assessment of needs and help to get:
 - health support from a doctor, nurse or hospital;
 - benefits;
 - support from Social work;
 - into addiction services; and
 - into mental health services.
- 3.12 People will be able to access the rough sleeper crisis centre by presenting directly to the centre or through the street based outreach. People can also access the centre following referrals from: The Access Point, Out of Hours, Homelessness Assessment and Temporary Accommodation. Where there is capacity, the services may also receive referrals from statutory services including the Police and NHS, other third sector services and direct referrals.

Review of the Pilot

- 3.13 There will be a review of the pilot. The purpose of the review will be to:
- Review the number of people who get support and the outcomes providers help these people to achieve.
 - Ensure payment by person and outcomes are challenging but do not make services financially unviable.
 - Identify good practice.
 - Inform the development of service specification for the re-commissioning of services after the pilot.

- Review the relationship and integration between services (including, for example, TAP).
- 3.14 The review will take account of the performance of the service and external monitoring by the Care Inspectorate. The review will also include feedback from other services, a full range of stakeholders from within the City of Edinburgh Council and service users.
- 3.15 The Council is undergoing significant change through the Council Transformation Programme. Contracts will stipulate that organisations which are providing the piloted services within this report may need to participate within specific reviews to support the transformation programme. Contracted services may need to respond to strategic change.

Measures of success

- 4.1 Reshaped services in the approach will:
- Prevent homelessness by providing visiting housing support to clients in the first year of the service of which:
 - 70% of clients will not present as homeless within 12 months after a planned exit from the service;
 - 50% of clients successfully move from temporary to settled accommodation; and
 - 50% of clients achieve core life skills in the life skills matrix.
 - Prevent homelessness by ensuring clients are supported through the Rough Sleeper Crisis Centre in the first year of which:
 - 40% of clients will access and sustain temporary accommodation.
 - 5% will directly access and sustain settled accommodation (without additional visiting support).
 - 20% of clients achieve core life skills in the life skills matrix (without additional visiting support).
 - Achieve savings of at least 13.5% against the Crisis and Complex work stream budget for 2014/15.

Financial impact

- 5.1 On 13 February 2014, as part of the annual budget setting process, the City of Edinburgh Council approved a reduction in the budget for externally commissioned housing advice and support services. This totalled £2.3 million over three years between 2014/15 and 2016/17.
- 5.2 Following a small efficiency saving of 1.1% applied to contracts for 2014/15, budget reductions of around 13.5% have been built into the Crisis and Complex

services contracts for the rough sleeper crisis centre and visiting housing support for the duration of the pilot.

- 5.3 The maximum value of the two contracts to be awarded is £3,148,330 if they run for 18 months and utilise the potential six month extension. Annualised figures are in Appendix 1.
- 5.4 The total annual saving agreed from the work stream is £245,679 (13.5%).
- 5.5 The contracts for the pilot contain a clause that allows further savings to be applied with appropriate notice in the event that further reductions have to be applied. Negotiations have taken place with providers to ensure savings are achieved in line with the strategic goals of the City of Edinburgh Council.

Risk, policy, compliance and governance impact

- 6.1 Policy and Strategy Committee on 6 September 2011 agreed the Homelessness Prevention Commissioning Plan. The proposals for Crisis and Complex form one part of a number of workstreams implementing the plan.
- 6.2 As reported report to Finance and Resources Committee, on 27 November 2014, there are risks associated with the Committee's favoured option to work with existing providers rather than tender the contracts.
- 6.3 Such challenges could come from providers interested in delivering a similar range of services. However, this should be minimal because the proposal is to pilot new services for a relatively short timescale with the intention to tender the reconfigured services following the evaluation of the pilot. Additionally, there has been no challenge to the Finance and Resources Committee decision of 27 November 2014.
- 6.4 If the pilot is not progressed new risks will be created. Providers have negotiated to date in good faith and there is a risk of reputational damage if there is a decision to tender these services.
- 6.5 Delays in commissioning decreases the Council's ability to support improved resilience and outcomes for this client group through lifeskills and access to settled accommodation. Delays also increase the risk that efficiencies will not be achieved. Without the realignment to the proposed model there will be an increased risk of a reduction in the amount of support people with complex needs get, and a greater risk of services becoming financially unviable. Without the pilot there is no immediately available way to provide the new approach.
- 6.6 Streetwork will be contracted to provide distinct Visiting Support and Crisis Outreach Centre Services. The visiting support element (including pricing) by Streetwork is challenging, but given assurances by Streetwork, it may nonetheless be useful to test the sustainability of the proposals. There is a risk that the provider may not be able to achieve the level of required support at the price stated, and may subsequently seek to negotiate a higher price or reduce

the level of required support. This can be tested through the pilot. The provision of visiting support for this vulnerable client group is a priority and budgetary pressures do not permit an increase in the total contract value. Alternatively, holding the provider to contract potentially places an unacceptable risk on the viability of the provider during a pilot. The risk can be managed through regular reviews throughout the pilot and if necessary transferring resources from the Crisis Outreach element to the Visiting Support element during or at the end of the pilot period. The benefits of a pilot allow continual reviews to ensure that resources are targeted in the most effective way, in line with legislative duties and the Homelessness Prevention Commissioning Plan.

- 6.7 A Check Point Group, which involves providers, service users, trade unions and other stakeholders, is in place to oversee the consultation and communication of the Homelessness Prevention and Commissioning Plan. In March 2015, the Checkpoint Group approved the consultation that took place to that date in the Crisis and Complex work stream. The group will continue to have oversight of all of the work streams in the Plan.

Equalities and Right Impact

- 7.1 An Equalities and Rights Impact Assessment (ERIA) was completed for the Homelessness Prevention Commissioning Plan and a further assessment has been carried out in respect of the proposals for the Crisis and Complex work stream.
- 7.2 This pilot will have a positive effect on the rights of clients who use these services, specifically in areas of health, standard of living, participation, influence and voice and physical and legal security. The services help to minimise discrimination, harassment and victimisation and promote equality of opportunity for people with complex needs.
- 7.3 If current services are decommissioned, there could be a negative impact not only on users of the services but also on other services including NHS and the Police. If services are decommissioned the Council will work with all stakeholders to ensure clients can find alternative support.

Sustainability impact

- 8.1 The proposal in this report will help achieve a sustainable Edinburgh and will impact positively on local communities and businesses. The services will also have a positive impact on social cohesion and inclusion and promote personal wellbeing through the proposals to prevent homelessness, enhance independent living skills and promote employability.
- 8.2 The impacts of this report have been considered in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties. Relevant City of Edinburgh Council's sustainable development policies have been taken into account.

Consultation and engagement

- 9.1 Initial consultation was carried out with service providers and stakeholders from within the City of Edinburgh Council between May and August 2014, to identify the services that people use, service users' needs, the context, gaps in service provision and potential types of services that can help people in crisis and people with complex needs avoid becoming homeless. The consultation was used to develop the broad direction for services which was subsequently approved by Health, Social Care and Housing Committee on 11 November 2014.
- 9.2 There was extensive co-production to develop the service specifications between September 2014 and April 2015. The co-production included representatives from both existing service providers, and staff from Health and Social Care and Homelessness Assessment and Temporary Accommodation. A representative selection of 45 service users also gave feedback which has been integral to the co-production of service specifications.
- 9.3 A number of methods were used to engage stakeholders throughout the co-production to ensure it was inclusive. This included surveys, focus groups and one to one meetings. As a result all of the components of the service specifications were co-produced including:
- Entry criteria for services;
 - Descriptions of the type of support to be offered;
 - Measurements of the effectiveness of services;
 - Targets for the number of people to receive services and achieve outcomes; and
 - Payment rates.
- 9.4 The co-production was overseen by the Check Point Group, which includes service users, providers and stakeholders from the third sector and across the City of Edinburgh Council.

Background reading/external references

[Homelessness Prevention Commissioning Plan, Policy and Strategy Committee, 6 September 2011](#)

[Homeless Prevention – Crisis and Complex Work Stream Update - referral from the Health, Social Care and Housing Committee , 27 November 2014](#)

['Inclusive Edinburgh'– a review of support for people with complex needs. Health Social Care & Housing Committee 28 January 2014](#)

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Links

Coalition pledges

- P8. Make sure the city's people are well-housed, including encouraging developers to build residential communities, starting with brownfield sites.
- P11. Encourage the development of co-operative housing arrangements.
- P13. Enforce tenancy agreements (council and private landlord) with a view to ensuring tenants and landlords fulfil their good conduct responsibilities.
- P14. Strengthen Council housing allocation policy to give recognition to good tenants and to encourage responsible tenant behaviour and responsibilities.
- P30. Continue to maintain a sound financial position including long-term financial planning.
- P32. Develop and strengthen local community links with the police.
- P36. Develop improved partnership working across the Capital and with the voluntary sector to build on the "Total Craigroyston" model.

Council outcomes

- C09. Edinburgh residents are able to access job opportunities
- C10. Improved health and reduced inequalities
- C11. Preventative and personalised support in place
- C13. People are supported to live at home
- C14. Communities have the capacity to help support people
- C16. Well-housed – People live in a good quality home that is affordable and meets their needs in a well managed
- C23. Well engaged and well informed – Communities and individuals are empowered and supported to improve local outcomes and foster a sense of community
- C25. The Council has efficient and effective services that deliver on objectives
- C26. The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives

Single Outcome Agreement

S02. Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health
S03. Edinburgh's children and young people enjoy their childhood and fulfil their potential

Appendices

S04. Edinburgh's communities are safer and have improved physical and social fabric
Appendix 1: Contract Awards and Values (12 months)

Appendix 1: Contract Awards, Values (12 months) and entry criteria

Provider	Contract Type	Indicative Annual Value	Maximum Value (18 months plus 6 month extension)
Streetwork	Part 1 - Rough Sleepers Crisis Centre	£1,311,341.12	£2,622,682.24
Streetwork	Part 2 - Visiting Support		
Turning Point	Visiting Support	£262,823.69	£525,647.38
Total		£1,574,164.81	£3,148,329,62

ENTRY CRITERIA – CRISIS OUTREACH

The service should be available to any person who has complex and multiple needs and is multiply excluded including homelessness. In addition the service should be available to those with complex and multiple needs and multiply excluded requiring crisis and complex support, housed in temporary accommodation and assessed requiring housing support. The support would then be prioritised by:

(Note A: only a single criteria within each category needs to be present.)

Critical risk

- Currently rough sleeping or roofless including those with multiple and complex needs
- Homeless and requiring support under Duty under Housing (Scotland) Act 2010

Substantial risk

- At immediate risk of rough sleeping or roofless including those with multiple and complex needs

Moderate risk

- Has been rough sleeping or roofless less than 2 months including those with multiple and complex needs

Low risk

- Has been rough sleeping or roofless more than 2 months ago including those with multiple and complex needs

CRITERIA –VISITING HOUSING SUPPORT

Any person with a housing support need assessed as having multiple and complex needs and multiply excluded and therefore cannot have those needs met through a mainstream housing support service. The support would then be prioritised by:

(Note A: only a single criteria within each category needs to be present.)

Critical risk

- Duty under Housing (Scotland) Act 2010
- Homeless and in temporary accommodation (no safe settled accommodation with identifiable own space).
- In settled accommodation with complex and multiple needs.
- Fleeing domestic abuse (and other forms of abuse) and needing a home
- Notice to quit current accommodation (within 2 months).

Substantial risk

- Living in overcrowded accommodation
- Severe breakdown in relationship with family, neighbours or landlord
- Insufficient income to cover current rent and core living expenses
- Poor life skills in relation to maintaining accommodation
- Experienced recent breakdown of accommodation.

Moderate risk

- Some risks to independence that may be manageable with advice or without visiting housing support
- Accommodation is in a serious state of disrepair.
- Minor breakdown in relationship with family, neighbours or landlord.

Low risk

- Wants a spare bedroom
- Dislikes current area
- May have some quality of life issues that result in a low level threat of homelessness.