

Finance and Resources Committee

10:00am Thursday 27 November 2014

Homeless Prevention – Crisis and Complex Work Stream Update - referral from the Health, Social Care and Housing Committee

Item number	7.10
Report number	
Wards	All

Executive summary

The Health, Social Care and Housing Committee on 11 November 2014 considered a report on progress made to reshape services for people in crisis and with complex needs. Guidance was also sought on the procurement route for commissioning these services. The Committee referred the report to the Finance and Resources Committee for consideration of the commissioning approach.

Links

Coalition pledges	See attached report
Council outcomes	See attached report
Single Outcome Agreement	See attached report

Homeless Prevention – Crisis and Complex Work Stream Update

Terms of referral

- 1.1 On 11 November 2014, the Health, Social Care and Housing Committee considered the attached report by the Acting Director of Services for Communities on progress made to reshape services for people in crisis and with complex needs under the Inclusive Edinburgh approach.
- 1.2 The reshaping of the Crisis and Complex work stream would support the development of services that would deliver inclusive support based on national research on service provision for people with complex and multiple needs.
- 1.3 The Health, Social Care and Housing Committee agreed:
 - 1.3.1 To approve the direction of reshaping crisis and complex services as outlined in the report to provide better crisis outreach and visiting housing support under the Inclusive Edinburgh approach.
 - 1.3.2 To note the previously agreed permanent budget reduction of approximately £300,000 required within the Crisis and Complex work stream and future proposals within the 2015/18 revenue and capital budget framework.
 - 1.3.3 To note the procurement options of tendering or collaborative consultation and associated risks highlighted at paragraphs 3.11 to 3.13 of the report.
 - 1.3.4 To agree that the favoured option was to engage in a collaborative pilot with existing providers and to refer the report to the Finance and Resources Committee for deliberation on the commissioning approach.
 - 1.3.5 To note that there would be a further report to the Finance and Resources Committee seeking approval to award contracts following the preferred procurement route in Spring 2015.
 - 1.3.6 To note that the Finance and Resources Committee on 27 November 2014 would be asked to approve the extension of contracts for current providers in the Crisis and Complex work stream to allow time for services to be reshaped.

For Decision/Action

- 2.1 The Finance and Resources Committee is asked to consider the commissioning approach proposed for the provision of services for people in crisis and with complex needs.

Background reading / external references

Health, Social Care and Housing Committee 11 November 2014.

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Links

Coalition pledges	See attached report
Council outcomes	See attached report
Single Outcome Agreement	See attached report
Appendices	Appendix 1 - Report by the Acting Director of Services for Communities

Health, Social Care and Housing

10.00am, Tuesday, 11 November 2014

Homeless Prevention - Crisis and Complex Work Stream Update

Item number

Report number

Executive/routine Executive

Wards All

Executive summary

The purpose of this report is to update Committee on the progress made to reshape services for people in crisis and with complex needs. This includes people who are at risk of rough sleeping, have complex housing support needs and those who need a multi-disciplinary approach, as described in the Inclusive Edinburgh report. The report also seeks guidance from Committee on the procurement route for commissioning these services.

This report highlights:

- The successful initial consultation with existing providers and stakeholders to reshape services for people in crisis and with complex needs.
- The need to deliver efficiencies through the work stream.
- The risks and control measures associated with the procurement options for commissioning these services.

Links

Coalition pledges P8, P11, P13, P14, P30, P32, P36

Council outcomes C09, C10, C11, C13, C14, C16, C23, C25, C26

Single Outcome Agreement S02, S04

Preventing Homelessness - Crisis and Complex Work Stream Update

Recommendations

It is recommended that Health, Social Care and Housing Committee:

- 1.1 Agrees the direction of reshaping crisis and complex services, as outlined in the report, to provide better crisis outreach and visiting housing support under the Inclusive Edinburgh approach.
- 1.2 Notes the previously agreed permanent budget reduction of approximately £300,000 required within the Crisis and Complex work stream and future proposals within the 2015/18 revenue and capital budget framework.
- 1.3 Considers the procurement options of tendering or collaborative consultation and associated risks highlighted at 3.11 and 3.13 and refers this report to Finance and Resources Committee for deliberation on the commissioning approach.
- 1.4 Notes that there will be a further report to Finance and Resources Committee seeking approval to award contracts, following the preferred procurement route, in spring 2015.
- 1.5 Notes that Finance and Resources Committee on 27 November 2014 will be asked to approve the extension of contracts for current providers in the Crisis and Complex work stream to allow time for services to be reshaped.

Background

- 2.1 On 6 September 2011, the Homelessness Prevention Commissioning Plan (the Plan) was agreed by Policy and Strategy Committee and sets out the need to prevent homelessness wherever possible. The plan was developed after extensive consultation and is part of the Council's wider City Housing Strategy 2012-2017.
- 2.2 The Crisis and Complex work stream is part of the implementation of the Plan. Other work streams consider Advice and Support, Older People, Domestic Abuse, and Young People.
- 2.3 On 12 November 2013, the Health, Social Care and Housing Committee considered a range of options for the procurement and commissioning of homeless prevention services within the Advice and Support work stream. Having considered the risks, it agreed that its preferred option was to undertake a collaborative pilot with the current providers of services and referred the report and its decision to Finance and Resources Committee. These risks are set out at

- 3.11 and 3.13. On 28 November 2013, following consideration, Finance and Resources Committee agreed the approach.
- 2.4 On 30 September 2014, Finance and Resources Committee agreed the awarding of contracts for pilots for the Advice and Support work stream following successful collaborative consultation with voluntary sector partners.
- 2.5 On 28 January 2014, Health, Social Care and Housing Committee received a report from the Chief Social Work Officer on “Inclusive Edinburgh” – a review of support for people with complex needs. Committee noted that a wide ranging and transformational review, to be referred to as ‘Inclusive Edinburgh’, was planned to include all current services to a small, but highly demanding and highly vulnerable group of people, for whom all services have some responsibility. The reshaping of the Crisis and Complex work stream will support the development of services that will deliver inclusive support, based on national research on service provision for people with complex and multiple needs.
- 2.6 The reshaping of services will happen in parallel with the Inclusive Edinburgh review and alongside the procurement of services being undertaken through the Edinburgh Alcohol and Drug Partnership and Health and Social Care.
- 2.7 The reshaping of services will have a positive impact on high demand services provided by the Council, including The Access Point (TAP). TAP carries a homelessness caseload of around 400 at any one time. This includes people who have a range of care and support needs, not all of which can or should be met by housing support services. In 2013/14, TAP managed 444 homelessness presentations with an average case length of 314 days. This compared to the average case length across all homeless cases of 202 days during the same period. The majority of cases managed by TAP are accommodated through mainstream temporary accommodation.
- 2.8 Many people who have high support needs or are in a 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. Current services provide crisis outreach to around 1,400 people per year and visiting housing support to around 250-300 people per year. Supported accommodation is provided to around 35 people per year. The housing support services that this client group need will be designed in collaboration with providers, services users and stakeholders to ensure delivery of the Inclusive Edinburgh approach.
- 2.9 There are currently five organisations commissioned to provide nine services, including visiting housing support and crisis outreach. Current contracts expire in March 2015. The annual funding for the commissioned services in this work stream is approximately £2.1 million. A list of the services in this work stream is included in Appendix 1.

- 3.1 There is a very high demand for temporary and settled accommodation and a rise in the number of people accessing the Streetwork Crisis Centre who have no recourse to public funds. Welfare reform changes and the integration of health and social care services that put more emphasis on people getting employment and sharing accommodation, mean the Council needs to commission different services.

Consultation

- 3.2 Since May 2014, there has been initial consultation with providers and stakeholders to agree the broad direction of the housing related services required to enable people obtain emergency accommodation, address habitual rough sleeping and street based living, and help people keep their existing homes. Consultation has enabled the development of a model which identifies the broad direction for services that are needed for this client group.

- 3.3 A summary of the points raised through the consultation is in Appendix 2. The key points were:

- Support needs to be flexible.
- Some people may need long term support.
- Some people need support with personal care, mental health or addictions.
- Some people will need accommodation before they are able to address addiction and/or mental health needs.
- A group of people are repeatedly excluded because of chronic addictions and/or mental health.
- There is a role for peer support.
- A “case management” approach could help people who need multidisciplinary support.

- 3.4 The broad direction of services agreed through the consultation is:

- *A reshaped crisis outreach service to help people who are sleeping rough to access suitable accommodation and to help people who have a home, but are leading a street based life style, to access suitable services and stop street based living.*
- *Closer joint working between visiting housing support services and specialist mental health and addictions services to deliver better outcomes for people who are difficult to engage and/or have multiple or complex needs.*
- *A new multi disciplinary service giving housing mental health and addiction recovery support to people who are difficult to engage and have multiple or complex support needs. This may include a ‘Housing First’ approach.*

- 3.5 Housing First is a model initially developed in the United States and has been used in other local authorities to provide mainstream housing to people who are

chaotic and move directly from street living. Support is subsequently provided which includes advice on tenancy management, budgeting, personal safety, cooking and food shopping, as well as support to address the addiction or mental health problem. Peer support workers are often used as part of the support. Further detail of the Housing First approach is given in Appendix 3.

- 3.6 Initial discussions with colleagues in Health and Social Care and the Edinburgh Alcohol and Drugs Partnership have been held to scope how housing support, mental health and addictions services can be commissioned to provide multi disciplinary support to people who have multiple and complex needs.
- 3.7 This work will contribute towards the delivery of the Inclusive Edinburgh approach. An integral challenge is managing the high level of risk that results from long term homelessness and rough sleeping. Ongoing work is required with colleagues in Health and Social Care and the Edinburgh Alcohol and Drugs Partnership to manage the complex care and support needs of this group of people. The reshaped commissioned services will help mitigate this high demand for Council services.

Next Phase

- 3.8 The feedback from the initial consultation will be used as a basis for wider consultation with stakeholders, providers and service users to develop:
- Clear service specifications.
 - Entry criteria for these services.
 - Measures for monitoring the effectiveness of services.
 - Rates and payment methods.
- 3.9 There are two options for commissioning and procuring these services. The first is to tender these new services with immediate effect. The second is to reshape these services through a negotiated pilot with existing providers for a period of 18-24 months, prior to tendering.
- 3.10 There are a number of potential service providers for visiting housing support and accommodation services. A Prior Information Notice (PIN) was issued in February 2013, as part of the advice and support work stream, to identify potential visiting support advice services. A number of potential providers expressed an interest.
- 3.11 Tendering in this way means a direct transition from the current arrangement to reshaped services. Given the scale of the change being sought this presents a risk of disruption to service users. It will also make it more difficult to amend the outcomes or specification of the proposed services as they develop.

Collaborative Approach

- 3.12 The second approach would be to establish a collaborative pilot with existing providers. This would allow for services to be reshaped in a more controlled way, allowing the Council and service providers to test the approach outlined in this report. Current providers have indicated that they would be willing to work together with the Council to develop proposals for a collaborative approach to

pilot these services for an 18-24 month period, prior to services being tendered. This would allow the Council, providers and service users to review the re-shaping of these services and make modifications during the pilot period resulting in a more refined and tested specification.

- 3.13 However, there are risks with the collaborative process. Those currently not contracted to provide services, or who are, but may wish to expand, are likely to prefer open tendering.
- 3.14 A report seeking approval to award contracts for services in the Crisis and Complex work stream following the decisions made in response to this report will be provided to Committee in spring 2015.

Measures of success

- 4.1 Reshaping of crisis and complex services will:
- Support people in finding and retaining a home or temporary accommodation.
 - Support people gaining employability skills and employment.
 - Support people gaining independent living skills.
 - Prevent homelessness.

Financial impact

- 5.1 The total cost of the services in Crisis and Complex work stream is currently around £2.1 million. On 13 February 2014, as part of the annual budget setting process, the Council approved a reduction in the budget for housing support services. This will reduce the budget for the Crisis and Complex work stream from around £2.1 million to around £1.8 million over the next two years. Efficiencies of 13.5%, approximately £0.3 million, will be built into contracts.
- 5.2 In addition, Finance and Resources Committee on the 30 September 2014 agreed a suite of proposals which require detailed planning, development and consultation as part of the 2015 -2018 revenue and capital budget framework.
- 5.3 The proposal to reduce third party grants (including police, housing support and community grants) if agreed, may directly impact on this work stream and necessitate a further budgetary reduction.

Risk, policy, compliance and governance impact

- 6.1 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 & Commissioning Plan. The Check Point Group met in August 2014 to commence oversight of the consultation process for young people services. The group will continue to have oversight of all of the work streams in the Plan. A reference group of users supports the Check Point group in its work.

- 6.2 Support services are regarded as “Part B services” under European Union legislation. This reduces the requirements for advertising and timescales. However, the Council still has a legal requirement under the legislation to ensure: “a degree of advertising and a procedure leading to the award of the contract which is sufficient to enable open and fair competition”. Tendering presents a low risk of challenge to the procurement process.
- 6.3 On 30 September 2014, the risks of using collaborative consultation to commission Advice and Support services were reported to the Finance and Resources committee. Following the same process, the Crisis and Complex work stream will carry the same risks. These are set out in 3.11 and 3.13.
- 6.4 There is a risk that some current providers may not wish to renew contracts. Following initial discussions with existing providers, this is considered a low risk. This risk could be mitigated by increasing other contracts to cover any withdrawal if necessary.
- 6.5 On 13 February 2014, as part of the annual budget setting process, the Council approved a reduction in the budget for housing support services. This totalled £2.3 million over three years. The risk of not delivering these savings will be mitigated, as savings requirements will be built into new contracts covering the contract period. In the event of additional savings to the commissioning budget being confirmed, break clauses within contracts will allow strategic decisions to be made.
- 6.6 There is a risk that further efficiencies will be required as this work stream develops. A Memorandum of Understanding will be agreed with current providers. This will establish principles to mitigate this risk of any provider withdrawing from the process by reallocating work with other existing providers. It will also establish a timetable for developing service specifications and the need to deliver savings.
- 6.7 The innovative approach to visiting housing support should lead to examples of good practice. There may, however, be unintended impacts in relation to service provision. Identifying good practice and unintended impacts will require regular monitoring meetings with stakeholders.
- 6.8 If the collaborative consultation to agree a pilot is not progressed new risks will be created. Providers are aware of the successful use of the collaborative consultation approach to commission the Advice and Support contract and have an expectation that a similar approach will be used in the Crisis and Complex work stream.

Equalities impact

- 7.1 An Equalities and Rights Impact Assessment (ERIA) was completed for the Homelessness Prevention Commissioning Plan and a further assessment will be carried out in respect of the proposals for the Crisis and Complex work stream.
- 7.2 The re-commissioning of crisis outreach and visiting housing support services for people that are at risk of rough sleeping and have high housing support needs

will have a positive impact on helping people find and retain a home and access mental health and addictions services. This will have a positive impact on the duty to advance equality of opportunity and the duty to foster good relations.

- 7.3 If current services are decommissioned, there is potentially a negative impact on service users. However, this risk could be mitigated by supporting service users to find alternative provision or to make the transition to new commissioned services. This would impact across all protected characteristics.

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 and enhance independent living skills.
- 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 Council sustainable development policies have been taken into account.

Consultation and engagement

- 9.1 There has been initial consultation with service providers 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 with complex needs avoid becoming homeless.
- 9.2 The initial consultation with stakeholders (including services members of the Homelessness Planning Group and services within the Council) has been used to agree the broad direction for services.
- 9.3 Providers put forward proposals for the types of services that are needed to support people who are either at risk of rough sleeping or have multiple or complex housing support needs or both.
- 9.4 There will be extensive collaborative consultation with providers, service users and stakeholders to develop service specifications.
- 9.5 The consultation will be overseen by the Check Point Group, which includes service users, providers and stakeholders from the third sector and across the Council.

Background reading/external references

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

[Homelessness Prevention Commissioning Plan – Update and Proposals for Advice and Report, Health Social Care & Housing Committee, 12 November 2013](#)

[Homelessness Prevention Commissioning Plan Update and Proposals for Advice and Support – referral from the Health, Social Care and Housing Committee, Finance and Resources, 28 November 2013](#)

[Update on Advice and Support Collaborate Approach, Finance and Resources Committee, 5 June 2014](#)

[Contract Award for Homeless Prevention - Advice and Support Services Pilot, Finance and Resources Committee, 30 September 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	<p>P8 – Make sure the city’s people are well-housed, including encouraging developers to build residential communities, starting with brownfield sites.</p> <p>P11. Encourage the development of co-operative housing arrangements.</p> <p>P13. Enforce tenancy agreements (council and private landlord) with a view to ensuring tenants and landlords fulfil their good conduct responsibilities.</p> <p>P14. Strengthen Council housing allocation policy to give recognition to good tenants and to encourage responsible tenant behaviour and responsibilities.</p> <p>P30 – Continue to maintain a sound financial position including long-term financial planning.</p> <p>P32. Develop and strengthen local community links with the police.</p> <p>P36. Develop improved partnership working across the Capital and with the voluntary sector to build on the “Total Craigroyston” model.</p>
Council outcomes	<p>C09. Edinburgh residents are able to access job opportunities</p> <p>C10. Improved health and reduced inequalities</p> <p>C11. Preventative and personalised support in place</p> <p>C13. People are supported to live at home</p> <p>C14. Communities have the capacity to help support people</p> <p>C16. Well-housed – People live in a good quality home that is affordable and meets their needs in a well</p>

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

S04. Edinburgh's communities are safer and have improved physical and social fabric

Appendices

Appendix 1: Services in the Young Peoples' Work Stream

Appendix 2: Consultation in the Crisis and Complex Work Stream

Appendix 3: Housing First

Appendix 1: Services in the Crisis & Complex Work Stream

Visiting Housing Support

Provider	Contract Type
Streetwork	Multiple Needs Service
Streetwork	tenancy Support Service
Streetwork	Women's' Service
Turning Point	Complex and Multiple Needs Service
Turning Point	Midpoint

Crisis Outreach

Provider	Contract Type
Streetwork	Crisis Centre

Other

Provider	Contract Type
NHS	Personality Project

Accommodation

Provider	Contract Name
Jericho Benedictines	Jericho House
Rowan Alba	Thorntree Street

Appendix 2: Consultation in the Crisis and Complex Work Stream

The key points from the consultation were:

- Some people will be 'difficult' to engage. Typical behaviour includes presenting to many services, or a cycle of engaging and disengaging from services.
- Support needs to be flexible to account for support needs that frequently change.
- Some people may have limited contact with services for a long time before they are ready to address behaviour, health or addictions issues.
- When some people do 'engage' with services (visiting support and accommodation) they may need long term support.
- People need support with life skills, to engage with specialist services, to address trauma and access/maintain housing.
- Some people need support with personal care, mental health or addictions.
- Some people will need accommodation before they are able to address addiction and/or mental health needs.
- A group of people are repeatedly excluded because of chronic addictions and/or mental health.
- There is a role for peer support.
- There needs to be improved cooperation and information sharing between support and accommodation services.
- A "case management" approach could help people who need multidisciplinary support.
- There needs to be improved housing options advice including options in the private rented sector for some people.
- Visiting housing support is needed to help people who have their own homes avoid homelessness.

Appendix 3: Housing First

Housing First is an approach that centres on people who are at risk of repeated homelessness. It provides mainstream housing quickly and then provides the support individuals need to keep their tenancy.

The service users include people with poor mental health, a history of care and people with active drug misuse. The approach could be used in Edinburgh to meet the housing needs of a relatively small, but highly demanding group of people.

Housing First provides people with settled accommodation and support, in contrast to the current practice which is to provide temporary accommodation until settled accommodation can be obtained. This increases uncertainty which can delay resettlement and may also involve a change of support package and provider.

Housing First can be adapted to suit a local context, however, programs share critical elements:

- There is a focus on helping individuals access and sustain rented housing, as quickly as possible.
- The tenancy agreements are not temporary. In Scotland people would have either a Scottish Secure Tenancy or Short Assured Tenancy.
- A variety of services are delivered following a housing placement to promote housing stability and individual well-being.
- Services are time-limited or long-term, depending upon individual need.
- Housing is not contingent on compliance with services – instead, participants must comply with a standard lease agreement and are provided with the services and support that is necessary to help them do so successfully.

Examples of Housing First in the UK have seen groups of around 20 people supported at one time. Support can be provided by support professionals and peer workers. Tenancies are provided by Councils, housing associations and the private rented sector. The approach has been successful in helping people sustain a tenancy who have a history of repeat homelessness. An evaluation of a three year pilot for Housing First in Glasgow, conducted by Heriot Watt University, found that 17 out of the 18 people who received support continued to sustain their tenancy.