

Finance and Resources Committee

2.00pm, Wednesday, 13 May 2015

Contract Award for Homeless Prevention - Young People's Services Foyer Approach

Item number	7.16
Report number	
Executive/routine	Executive
Wards	All

Executive summary

The commissioned services referred to in this report help the City of Edinburgh Council meet a range of statutory duties relating to homeless young people and Looked After young people. The purpose of this report is to seek approval to award 12 contracts for the duration of a pilot to third sector organisations that currently provide support to young people to prevent homelessness.

The Young People's Services foyer approach workstream includes visiting housing support, temporary accommodation and group work. This workstream forms part of a wider programme of collaborative working to achieve significant savings and rebalancing of services towards homelessness prevention. Increased integration with employability services will achieve better, more sustainable and longer term outcomes for young people, including getting them into work.

Overall savings of £318,298 have been achieved reducing the annual budgeted expenditure from £1,525,469 to £1,207,171 from August 2015.

Links

Coalition pledges	P8, 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 – Young People’s Services Foyer Approach

Recommendations

It is recommended that the Finance and Resources Committee:

- 1.1 Notes that overall savings of £318,298 have been achieved reducing the annual budgeted expenditure from £1,525,469 to £1,207,171 from August 2015.
- 1.2 Notes the collaborative work with service providers and other stakeholders carried out to date to achieve a foyer approach for the delivery of services to young people within Edinburgh with the aim of achieving the outcome of stable housing and jobs.
- 1.3 Approves the award of five contracts to provide visiting housing support to young people 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 organisations to be awarded contracts are: Barnardo’s; Dean and Cauvin Trust; Link Living; Places for People and the Rock Trust. The total annual value of the contracts from August 2015 is £466,798.
- 1.4 Approves the award of six contracts to provide accommodation in the form of hostels 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 organisations to be awarded contracts are Barnardo’s, Four Square (two contracts), Places for People, the Rock Trust and Y-People. The total annual value of the contracts from August 2015 is £724,003.
- 1.5 Approves the award of one contract to the Edinburgh City Youth Café to provide group work to young people 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 contracts from August 2015 is £16,370.
- 1.6 Notes that a further report will be provided to Committee identifying options for additional accommodation that can be used as part of the foyer approach.
- 1.7 Notes the review process for the pilot as outlined in section 3.22 and 3.23 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 11 November 2014, the Health, Social Care and Housing Committee considered a range of options to procure homeless prevention services for young people. Having considered the risks Committee agreed the 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. On 27 November 2014, following consideration, Finance and Resources Committee noted the report and decision of the Health, Social Care and Housing Committee.
- 2.3 On 13 February 2014, the Finance and Resources Committee agreed savings in the Revenue Budget Framework of £2,300,000 from the Commissioning budget between 2014/15 and 2016/17. The savings required from the young people's services have been met through the proposed contracts.

Main report

- 3.1 The services included in this report help the City of Edinburgh Council meet a range of statutory duties towards young people aged between 16 and 25 and provides:
 - accommodation to people who are assessed as homeless;
 - housing support to people assessed as homeless and requiring housing support;
 - support for young people to move into jobs; and
 - accommodation to young people who have been Looked After.
- 3.2 Progress has been made to reduce the number of young people becoming homeless. The number of 16 and 17 year olds becoming homeless in Edinburgh dropped from 270 to 145 per year between 2011/12 and 2013/14, however, the number of 16-24 year olds assessed as homeless remained around 1,000 per annum over the same period. There remains a need for specific services to prevent and resolve homelessness for young people in the city.
- 3.3 Service specifications have been co-produced by service users, service providers and the Council. They will achieve savings and deliver reshaped

services that are within the foyer approach approved by Health, Social Care and Housing Committee on 11 November 2014.

3.4 Foyers originally developed in France and subsequently in the UK from the 1990's as a response to the inter-related youth problems of homelessness and unemployment. They have been proven to succeed in helping young people overcome these challenges. The foyer can be in a single building or use a cluster of flats. The approach can also be adapted to support people in their own homes by creating a virtual foyer. The Edinburgh approach will bring together housing support, accommodation and employability services in both physical and virtual environments using existing service providers with future options for additional accommodation. Throughout the co-production, stakeholders asked for a consistent and streamlined referral process. As a result a pathway was developed for all services used by Throughcare and Aftercare and Homeless Assessment and Temporary Accommodation. The pathway will prioritise services to the most vulnerable young people and this may result in some young people who are less vulnerable receiving support from mainstream accommodation and support services.

3.5 Key changes to Young People's Services are:

- 1) Adoption of a new criterion to prioritise access to the service that changes the profile of service users to prioritise those most in need (16-17 year olds and Looked After) because they are considered particularly vulnerable.
- 2) The introduction of a focus on employability for those who are able to able to sustain engagement with employability services and pre-skills for those not currently able to sustain engagement.
- 3) A new coordinated referral route for all of the commissioned accommodation under this work stream where all of the places will be allocated from either Throughcare and Aftercare or Homelessness Assessment and Temporary Accommodation.
- 4) A pooled resource of accommodation for all young people rather than separate accommodation for young people who are homeless and other accommodation for young care leavers.
- 5) Payments focussing on occupancy rates and the outcomes individuals achieve, rather than block contracts for accommodation or the hours of support provided by visiting support or group work services. This will give providers greater flexibility to engage young people with support and deliver the sustainable outcomes to help young people avoid becoming homeless.

- 6) Standard rates for similar accommodation and for all visiting housing support services.
 - 7) The introduction of standard case management across providers in line with the Getting It Right For Every Child (GIRFEC) model.
 - 8) Agreement from providers to provide written updates to Case Managers in the City of Edinburgh Council where the service is not the lead.
 - 9) A simplified reporting process focussing on the outcomes that people achieve and minimising time spent on administration.
- 3.8 The proposed foyer approach will involve coordinated work between commissioned homelessness and employability services, Throughcare and Aftercare and Homelessness Assessment and Temporary Accommodation. The proposed services form a coordinated pathway through two delivery mechanisms that include:
- temporary and supported accommodation; and
 - visiting housing support (and a small amount of group work).
- 3.9 These delivery mechanisms will work in closer partnership through the pilot. As a result of feedback visiting housing support services will begin to work with young people before they move out of commissioned accommodation. This will ensure a coordinated transition between services, ensuring continuity of support resulting in more young people sustaining a tenancy when they leave supported accommodation.
- 3.10 The Foyer services will have pathways with the five Employability Hubs commissioned by Economic Development to achieve employability outcomes for young people. In addition, Economic Development have submitted an application to the Department for Work and Pensions for a one year employability pilot that will be fully integrated with the Foursquare accommodation services to provide a foyer in the city. The success of this initiative will ultimately be measured by the number of young people who are successful in securing jobs.

Accommodation

- 3.11 The accommodation services will provide support that will be tailored to the young person's needs. Support will include:
- short-term accommodation for people in crisis while support or mediation is provided to help them return to their existing home;
 - medium term accommodation for young people who are homeless and cannot return to their existing home;
 - provision of long term accommodation up to two years should be provided

to enable them to develop the skills for independent living;

- access to jobs for those who are able to engage with employability services, and pre-skills for those currently unable to sustain engagement;
- an environment where the young people feel safe;
- housing options advice;
- support to develop independent living skills; and
- support to move them into settled accommodation.

3.12 Where young people are homeless they will be provided with temporary accommodation to meet their immediate needs. The accommodation includes a mix of shared accommodation in hostels and flats. The flats are mainly single occupancy but include some two bedroom properties for young people with children. This will be allocated by either Homelessness Assessment and Temporary Accommodation or the Throughcare and Aftercare panel.

3.13 There will be closer working with support and mediation services to ensure that, where it is safe to do so, as many young people as possible are able to return to the family home. It is expected that the pilot will result in a reduction in length of stay for young people staying in temporary accommodation, prior to finding a settled home.

3.14 Young people often move between accommodation providers, with the total length of time spent in all temporary accommodation being around nine months. Throughout the pilot we will work with young people and providers to reduce this movement thereby helping young people maintain important support relationships and help them achieve sustainable moves into settled accommodation.

3.15 The services will help to prevent homelessness by providing young people with support to gain employability and independent living skills and moving them into sustainable settled accommodation.

3.16 Accommodation providers will be paid based on both the occupancy rates at the accommodation and the outcomes that they support young people to achieve.

Visiting Housing Support

3.17 The visiting housing support will ensure sustainable outcomes by:

- resolving and preventing homelessness and providing support as required by the Housing (Scotland) 2010 Act;
- developing financial and budgeting skills;
- helping young people get support from employability services so they can

enter training, education and employment;

- providing benefits advice (including changes due to Welfare Reform) and encouraging financially responsible behaviour;
- supporting young people with tenancy issues (including leases, repairs, deposits, notices and encouraging responsible behaviour among young tenants);
- 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);
- supporting young people where there is relationship breakdown (with household, neighbours, and landlords); and
- developing the young person's independent living skills (as set out in the Life Skills Matrix).

3.18 Young people will be able to access visiting housing support primarily through referrals from the foyer type accommodation services, Homelessness Assessment and Temporary Accommodation and the Throughcare and Aftercare Panel.

3.19 Visiting housing support will be provided to young 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.

3.20 Support will no longer be restricted to face to face visiting support to the young 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 young person will achieve.

Group Work

3.21 A small amount of group work will be commissioned as part of the foyer approach. Group work is an effective alternative way for some people to learn employability and independent living skills and compliments one to one visiting support. Edinburgh City Youth Café will support around 30 young people per year through the group work service.

Review of the Pilot

3.22 There will be a review of the foyer approach pilot. The purpose of the review is to:

- review the number of young people who get support and the outcomes young people achieve with the help of providers;

- ensure payment by person/occupancy and outcomes are challenging, but do not make services financially unviable;
- identify good practice; and
- inform the development of service specification for the re-commissioning of services after the pilot.

3.23 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.

Options for Additional Capacity

3.24 Reshaping the existing services represents the first phase to introduce the foyer approach in Edinburgh. Work is underway to identify options to deliver additional accommodation that can be used in the foyer approach. A report will be submitted to Committee to provide an update on the options and seek permission for any recommended procurement.

Measures of success

4.1 Reshaped services in the foyer approach will:

- Prevent homelessness by:
 - Achieving 95% occupancy rate across accommodation for young people;
 - Helping at least 70% of the target number of young people worked with to access or keep settled accommodation;
 - Helping at least 80% of the target number of young people worked with to achieve core skills outlined in the Life Skills Matrix; and
 - Helping at least 60% of the target number of young people worked with to engage with employability services.
- The pilot will measure the effectiveness of young people securing jobs.
- Support at least 470 young people during the pilot year. Achieve savings of at least 13.5% against the Young People's workstream 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 £2,300,000 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 young people's services contracts for group work and visiting housing support for the duration of the pilot. Revised rates have already been agreed with the accommodation providers but some are still in negotiation.
- 5.3 The total annual value of the contracts currently awarded under this work stream is currently £1,525,469. From August 2015 the total annual value of the contracts will be £1,207,171 delivering savings of £318,298. If contracts for the 18 month pilot are extended for a maximum of six months to allow re-procurement, the total costs associated with the contracts over 24 months will be £2,414,143 delivering savings of £636,794.

Risk, policy, compliance and governance impact

- 6.1 The proposals for young people are part of the implementation of the Plan that was approved by the Policy and Strategy Committee on 6 September 2011.
- 6.2 The contracts for the pilot have incorporated savings of £300,000 in the first year and contain a clause that allows further savings to be applied with appropriate notice, in the event that further reductions are required. Negotiations have taken place with providers to ensure savings are achieved in line with the strategic goals of the City of Edinburgh Council.
- 6.3 The previous report to Finance and Resources Committee, on 27 November 2014, identified the risks associated with the Committee's favoured option to work with existing providers rather than tender the contracts.
- 6.4 There is a risk of challenge against the awarding of contracts which have not been tendered. 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 reconfigured services following the review. Additionally, Finance and Resources Committee agreed the approach on 27 November 2014 and no challenge against the approach has been made.
- 6.5 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 the Council now decides to go out to tender.
- 6.6 Delays in commissioning increases 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 young people get and a

greater risk of services becoming financially unviable. Without the pilot there is no immediately available way to provide the new foyer approach.

- 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 Plan. The group met in August 2014 to commence oversight of the consultation process for young people's services. In March 2015 the group approved the consultation that had taken place to date in the Young People's work stream. The group will continue to have oversight of all of the work streams in the Plan.

Equalities impact

- 7.1 An Equalities and Rights Impact Assessment (ERIA) was completed for the Plan and a further assessment has been carried out in respect of the proposals for the Young People's work stream.
- 7.2 This pilot will have a positive impact by helping young people to find work or training, retain a home and access mediation to resolve family disputes. This will apply to all protected characteristics.
- 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, 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 July 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 young

people avoid becoming homeless. The consultation was used to develop the broad direction for services that 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 August 2014 and January 2015. Staff and service users from all of the current services played a key role in the co-production. Staff from Throughcare and Aftercare, Homelessness Assessment, Temporary Accommodation and Economic Development were 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, one to one meetings and group negotiations. 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 young 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 Commissioning Plan, Health, Social Care and Housing Committee, 11 November 2014 - Young People's Service and Foyer Approach Update](#)

[Homeless Prevention Commissioning Plan, Finances and Resources Committee, 27 November 2014 - Young People's Service and Foyer Approach Update](#)

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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 and Values (12 months)

Visiting Housing Support

Provider	Contract Type	Annual Equivalent Value (from Aug 2015)	Maximum Value (18 months plus 6 month extension)
Barnardos	Visiting	£30,746.04	£61,462.04
Dean and Cauvin Trust	Aftercare	£49,379.98	£98,714.98
Link Living	Young Persons' Service	£279,866.47	£559,714.47
Places For People	Horizons	£48,686.30	£97,342.30
Rock Trust	Mainstay	£58,118.71	£116,212.71

Accommodation

Barnardos	Care Leavers	£26,000.00	£52,000.00
Places For People	Care Leavers	£36,400.00	£72,800.00
Rock Trust	Care Leavers/ Bedrock	£161,200.00	£322,374.80
Foursquare	Number 20	£99,840.00	£199,655.17
Foursquare	Stopover	£266,240.00	£532,480.00
Y- People	West Pilton View	£134,323.28	£268,646.56

Group work

City Youth Cafe	Keysteps	£16,370.12	£32,740.22
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Total		£1,207,170.90	£2,414,143.25
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