

**Communities and Neighbourhoods Scrutiny Board (4)
Cabinet Member – Community Development, Co-operatives
and Social Enterprise**

**16 September 2015
13 November 2015**

Name of Cabinet Member:

Cabinet Member for Community Development, Co-operatives and Social Enterprise -
Councillor Abbott

Director Approving Submission of the report:

Executive Director of Place

Ward(s) affected:

All

Title:

Twelve Month Implementation Report on Supported Accommodation and Floating
Support for Homeless Service Users and Ex-Offenders.

Is this a key decision?

No

Executive Summary:

The Salvation Army contract to manage the supported accommodation and floating support service for homeless service users (aged 25+) and ex-offenders (aged 18+) commenced on 1st April 2014. The contract value for 5 years (from 1st April 2014 to 31st March 2019) is £9,192,485.

The purpose of this report is to provide an update on progress and outcomes in the first 12 months from the commencement of the contract.

Contract review meetings are held to monitor progress against the outcomes detailed in the contract specification against spend. At the last contract review meeting (on 27th July 2015) Salvation Army provided information which indicated that spend was in line with the expected outcomes of the contract specification.

Recommendations:

The Communities and Neighbourhoods Scrutiny Board (4) are recommended to:

- 1) Consider the content of the report and forward any comments to the Cabinet Member for Community Development, Co-operatives and Social Enterprise.

The Cabinet Member for Community Development, Co-operatives and Social Enterprise is recommended to:

- 1) Consider any recommendations from the Communities and Neighbourhoods Scrutiny Board (4).
- 2) Endorse the contents of the report including details of current support provided and plans for future provision.

List of Appendices included:

None

Background papers:

None

Other useful documents:

Six Month Implementation Report on Supported Accommodation and Floating Support for Homeless Service Users and Ex-Offenders - Joint Cabinet Member (Cabinet Member for Policing and Equalities; and Cabinet Member for Community Development, Co-operatives and Social Enterprise) Report, dated 14th November 2014.

'Supported Accommodation and Floating Support for Homeless Service Users Aged 25+ and Homeless Families and Ex-Offenders Aged 18+' - Joint Cabinet Member Report, dated 19th November 2013.

Copies available from www.coventry.gov.uk/moderngov

Has it been or will it be considered by Scrutiny?

Yes, Communities and Neighbourhoods Scrutiny Board (4) on 16 September 2015

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title:

Twelve Month Implementation Report on Supported Accommodation and Floating Support for Homeless Service Users and Ex-Offenders.

1. Context (or background)

- 1.1 The Salvation Army contract to manage the supported accommodation and floating support service for homeless service users (aged 25+) and ex-offenders (aged 18+) commenced on 1st April 2014. The contract value for 5 years (from 1st April 2014 to 31st March 2019) is £9,192,485.
- 1.2 Accommodation based services provide service users with residential hostel type housing, with dedicated support workers on site. Typical support includes: developing domestic/life skills, developing social skills/behaviour management, emotional support, counselling and advice, helping to find other suitable accommodation, etc.
- 1.3 Floating support services are provided for service users moving from accommodation based services into independent living. This can include support to manage finances, claim benefit, move home/maintain tenancy, emotional support, counselling, advice etc. Floating support provides reassurance to service users, who have recently moved into independent living after leaving supported accommodation.
- 1.4 The key elements of the contract include:
 - **Rough Sleepers** (*Single homelessness 16+*) – to assist service users with mainstream accommodation and welfare provision that can prevent them from rough sleeping.
 - **Direct Access** (*Single Homeless 25+ and Childless Couples 25+*) – to meet the needs of service users who may or may not have a priority need, by providing accommodation and support 24 hours, 7 days a week, throughout the year.
 - **Floating Support** (*Single Homeless 25+, Homeless Families 18+ Childless Couples 25+ Ex -Offenders 18+*) aimed at supporting service users with the transition to independent living and prevent future homelessness.
 - **Temporary Accommodation** (*Homeless Families 18+*) - homeless families that meet the criteria are provided with interim accommodation for up to 14 days by the City Council Housing Options Team; thereafter, the temporary accommodation is provided by Salvation Army.
 - **Ex-Offender Specialist Accommodation and Support** (*Ex-Offenders 18+ on probation*) – includes a number of different schemes to assist service users who have a range of needs and vulnerabilities.
 - **Complex Needs** (*Single Homeless and Ex-Offenders 18+*) specialist accommodation based services to meet complex and high level needs.

2 Options considered and recommended proposal

- 2.1 Specific options have not been put forward for consideration - the report is intended to provide details of progress and outcomes in the first 12 months since the commencement of the contract. This was a recommendation of the Joint Cabinet Member Report to Cabinet, dated 14th November 2014.
- 2.2 The Communities and Neighbourhoods Scrutiny Board (4) are asked to consider the report and forward any comments to the Cabinet Member for Community Development, Co-operatives and Social Enterprise.
- 2.3 The Cabinet Member for Community Development, Co-operatives and Social Enterprise is recommended to consider any comments from the Communities and Neighbourhoods Scrutiny Board (4) and endorse the contents of the report including details of current support provided and plans for future provision.

2.4 Service Performance

- 2.4.1 Salvation Army will provide a presentation of Key Performance Indicators and other service monitoring information at each of the meetings. Key points are given below.
- In the first 12 months of the contract, 2365 clients have accessed services.
 - 225 combined bed spaces available.
 - 280 combined floating support units available.
 - 7 sub-contractors are providing homelessness provisions within the contract.

2.5 Regular Liaison Meetings

- 2.5.1 Salvation Army officers meet monthly with City Council officers to progress the implementation and delivery of the contract. A contract review meeting was also held on 27th July 2015 where Salvation Army reported on the development of the contract and provided a financial update.

2.6 Sub contract monitoring

- 2.6.1 Seven sub-contractors are providing homelessness provisions within the contract. To manage the sub-contracts, The Salvation Army currently has the following monitoring arrangements in place:
- Six weekly Providers' forum for homelessness services.
 - Six weekly Providers' forum for ex offender's services.
 - Six weekly contract monitoring visits with each provider.
 - Quarterly review of performance with the City Council.

2.7 Independent Quality Inspectorate (IQI) processes

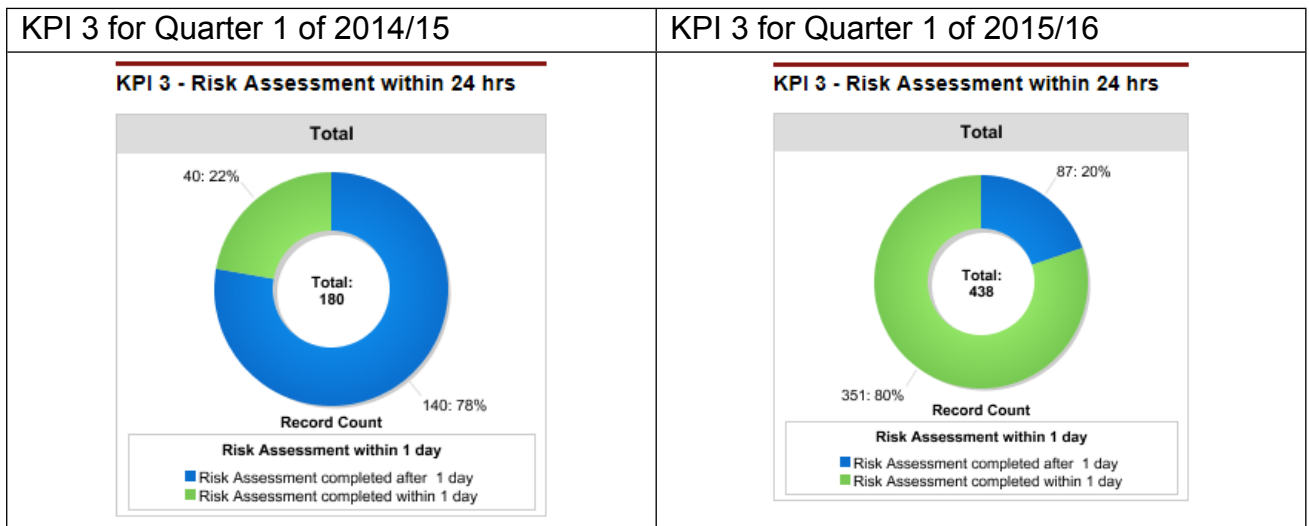
- 2.7.1 The Salvation Army has also implemented internal inspection processes driven by the organisation's own Independent Quality Inspectorate (IQI). These inspections cover services directly run by Salvation Army as well subcontracted services. These inspections provide an assessment of the support being provided along with recommendations to improve services to ensure contract compliance.

At the time of this report the following services have received their first inspection: Homegroup Accommodation, Homegroup Floating Support, Valley House Association and Fry Housing Association. These initial inspections showed green ratings (meets the standard) of between 55% and 81%. Over the next 12 months it is the expectation of the Salvation Army for all services to be achieving 80% green (meets expected standards).

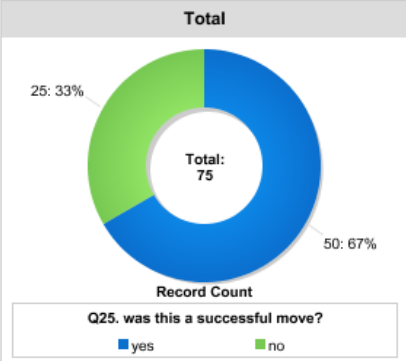
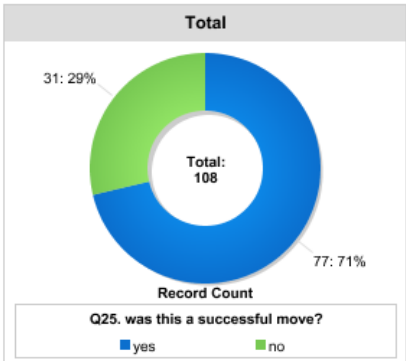
2.8 Key Performance Indicators (KPIs)

2.8.1 Comparison of KPIs for Quarter 1 2014/15 and Quarter 1 of 2015/16 show clear progression in the recording of data and achievement of outcomes, although some expected levels are not yet being met.

2.8.2 As an example, KPI 3 records the timeframe in which risk assessments are completed for accommodation based services - In Quarter 1 of 2014/15, 22 % of service users had a completed risk assessment within 24 hours (40 out of 180 total). In Quarter 1 of 2015/16, 80% had a completed risk assessment within 24 hours (351 out of 438). This demonstrates a significant progression in performance but also a significant increase in demand.



2.8.3 KPI 2 shows successful planned move-on for clients leaving the service. The data represents individuals that have left the service in a planned and positive way and shows an improvement over the year from 67% to 71% successful moves. These moves could be through private sector housing, social housing providers, rehabilitation and detox or other supported accommodation.

KPI 2 for Quarter 1 of 2014/15	KPI 2 for Quarter 1 of 2015/16																								
<p style="text-align: center;">KPI 2 - Planned Move On</p>  <table border="1" data-bbox="292 353 699 712"> <caption>Record Count</caption> <thead> <tr> <th>Response</th> <th>Count</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>yes</td> <td>50</td> <td>67%</td> </tr> <tr> <td>no</td> <td>25</td> <td>33%</td> </tr> <tr> <td>Total</td> <td>75</td> <td></td> </tr> </tbody> </table> <p style="text-align: center;">Q25. was this a successful move?</p> <p style="text-align: center;">■ yes ■ no</p>	Response	Count	Percentage	yes	50	67%	no	25	33%	Total	75		<p style="text-align: center;">KPI 2 - Planned Move On</p>  <table border="1" data-bbox="946 353 1353 712"> <caption>Record Count</caption> <thead> <tr> <th>Response</th> <th>Count</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>yes</td> <td>77</td> <td>71%</td> </tr> <tr> <td>no</td> <td>31</td> <td>29%</td> </tr> <tr> <td>Total</td> <td>108</td> <td></td> </tr> </tbody> </table> <p style="text-align: center;">Q25. was this a successful move?</p> <p style="text-align: center;">■ yes ■ no</p>	Response	Count	Percentage	yes	77	71%	no	31	29%	Total	108	
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2.8.4 It is acknowledged that there are areas of risk in the underperformance of some Key Performance Indicators. However, this risk is being minimised through the introduction of IQI inspections, the reporting functions of inform and the monitoring visits to all providers. These mechanisms all detail service performance with a view to support service progression. It is anticipated that this progression will continue throughout 2015/16.

2.9 Support for clients

2.9.1 All clients under this contract receive support, either through accommodation based services or floating support services, and are assigned a key-worker from the respective strand of the service. The support needs for each service user are fulfilled through effective support planning, using the outcome star tool and a personalised approach to support.

2.9.2 The Outcome Star tool focuses on ten areas of support, and is jointly scored by the client and key-worker. The ten areas are: motivation/taking responsibility; self-care living skills; managing money and personal administration; social networks and relationships; substance use; physical health; mental wellbeing; meaningful use of time; managing tenancy & accommodation; and offending. Future actions are then formulated, aimed at increasing the score when the support plan is next reviewed. The Outcome Star is considered to be a useful tool to identify the client's support needs and to monitor their journey progression.

2.10 Client Satisfaction

2.10.1 Client satisfaction surveys are undertaken annually and focus groups are held to obtain more qualitative feedback as well as information gathered from IQI Inspections.

2.10.2 Future client satisfaction will be measured through the IQI inspection processes detailed in 2.3.3. The inspections include client questionnaires and direct feedback from the service users at the time of inspection.

2.11 Service Progress Update

2.11.1 Complex Needs Scheme

Salvation Army has commissioned Midland Heart Housing Association to manage a 12 unit complex needs service, for clients with multiple and/or high level needs. Complex needs vary considerably, but can include service users with combinations of addictions, poor mental health and wellbeing, physical health needs, arsonists, ex-offenders and people with the inability to engage with services and plan for the future. Previously there was no specific accommodation-based service to meet the complex and high level needs of clients in the city, therefore, the service is considered to be crucial to prevent the cycle of behaviour, reduce re-offending, support entrenched rough sleepers, promote health and well-being and develop independence.

To manage client referrals to both the Complex Needs Service and Housing First (see paragraph 2.4.2 below), a multi-agency panel has been established comprising representatives from the City Council, Salvation Army, Midland Heart Housing Association, Probation services, West Midlands Police and NHS mental health services.

Since the scheme opened in June 2015 the panel have met on 7 occasions and reviewed the cases of 25 clients. The Complex Needs Scheme is now occupied at capacity.

2.11.2 Housing First

Midland Heart Housing Association has been awarded the regional contract to provide Housing First opportunities to vulnerable clients in Coventry, Stratford, Birmingham and Solihull. Housing First is a relatively new innovative model to provide support to rough sleepers and those with multiple, complex needs. The model provides permanent accommodation to people directly from the streets, comprehensive support services are then offered and brought to the person. Clients on the programme will receive skilled, co-ordinated support including specialist support for mental health and substance misuse.

The Housing First project is provided in addition to the Salvation Army Homelessness and Ex-offenders service. Eight client places are available for each participating local authority area.

A single complex needs/housing first panel has been set up to take referrals and monitor the two projects. The project went live in May 2015. Five clients have been referred onto the Housing First scheme

2.11.3 Rough Sleepers

Since the start of the contract there has been a marked improvement in the services available to rough sleepers in Coventry and a notable reduction in the number of people sleeping rough. This is partly due to the introduction of rough sleeper walks, conducted three times a week by officers from Salvation Army and the police. The walks are aimed at assisting people bedding down for the evening between 10pm and 1am, those waking up between 5am and 8am and people

begging (rather than rough sleeping) between 12pm and 3pm. The afternoon walks are conducted with police officers to reduce begging in known hotspots. The last official rough sleeper count on 6th November 2014 recorded six clients bedding down. This was a significant decrease from the previous year, which estimated 26 rough sleepers on 4th November 2013.

Salvation Army worked alongside Hope Coventry (set up by churches in Coventry) and voluntary organisations to run a Winter Night Shelter from 1st December 2014 until 31 March 2015. The Winter Night Shelter assisted clients who found themselves either street homeless, or 'at risk' of being street homeless. This included providing overnight shelter, a meal and in some cases assistance to find accommodation. In total, 169 clients spent at least one night at the shelter, 88 clients were rehoused through the programme and around 300 volunteers assisted with the running of the shelter (some of whom still help with the Harnall Lifehouse drop-in service).

2.11.4 Increasing hostel provision – Axholme House

Prior to the commencement of the contract, accommodation provision for single people and couples who were homeless or at risk of becoming homeless, was predominantly delivered in two large hostel type facilities - Harnall Lifehouse (80 units) and the Chace (94 units). At the end of May 2015 the Chace was decommissioned as it was deemed to be no longer fit for purpose and in the same month the new Gateway hostel facility (owned and managed by Whitefriars Housing) opened. This facility provides 63 units of supported accommodation for single homes people.

To address the resulting shortfall of 31 units, Salvation Army have identified Axholme House, Wyken, as a suitable facility to meet the continued demand for hostel type accommodation. Axholme House will provide an additional 32 unit facility for single people and couples with low level support needs. The facility is due to become operational in late August and will be managed by Salvation Army, with the client support provided by NACRO. A consultation and information sharing exercise was undertaken with the local community.

2.11.5 Use of Bed & Breakfast (B&B) Accommodation

Homeless families that meet the criteria are provided with interim accommodation for up to 14 days by the City Council Housing Options Team; thereafter, the temporary accommodation is provided by Salvation Army.

Since the implementation of the contract, there has been a significant reduction in the number of clients directly placed in B&B accommodation by the Housing Department. In 2013/14 the average number of clients placed in B&B accommodation by the Council Housing Department at any one time was 21, however, in 2014/15 (following the contract implementation) this reduced to an average of 9 clients (a 57% reduction). The contract also includes provision for all B&B clients to receive floating support from the time they are placed in B&B accommodation by the Council Housing Department.

Since 1st April 2014, the majority of single homeless clients are no longer accommodated in B&B and are instead referred to other services within the contract

2.11.6 Implementation of the Inform I.T. system

Inform provides a single shared case management system across the services within the contract, which is an improved way of working. Previously, each provider had their own separate system. Inform is co-ordinated and administered by the Salvation Army, and Council officers have access to the system. There has been a period of transition during the first 12 months of the contract, including training and support to familiarise Providers/officers with Inform and also to refine the system to ensure it meets the requirements of the contract.

The system is also able to provide reports on operational issues (admissions, departures, capacity) as well as weekly returns, sub-contractor Key Performance Indicators (KPIs), and reports for specific services within the contract.

Inform is used to manage and monitor performance of the whole contract, as well as individual services.

2.12 Current Issues

2.12.1 Acquiring private move-on accommodation for single people and families

The Salvation Army appointed a dedicated officer who had responsibility for securing move-on accommodation in the private rented sector. Through this role the Salvation Army has established good relationships with private landlords. From September 2014 to May 2015, 81 individuals move on, and of this number only five failed their tenancies and came back through to use homelessness services.

2.12.2 Acquiring alternatives to B&Bs for emergency/temporary accommodation

The Salvation Army is in discussion with housing providers regarding the potential use of their housing stock in Coventry as temporary accommodation for homeless families. This approach will significantly reduce the use of B&Bs by having access to a housing stock that is flexible based on demand.

2.13 Future Developments

2.13.1 Rough Sleepers

In 2015 the Salvation Army will be conducting and submitting an estimate of the number of people rough sleeping based on local knowledge and intelligence. The information will be compiled in collaboration with all known local homeless service providers.

Over the coming months Salvation Army will also be working with Hope Coventry to prepare for the Winter Night Shelter for 2015-16.

2.13.2 Thirds Scheme

At the 14th November 2014 Joint Cabinet Member meeting, the Cabinet Members requested that City Council officers work with the Salvation Army to develop and secure funding for a rent arrears repayment initiative. A report was presented at a joint Cabinet Member meeting on 24 March 2015 (Cabinet Member for Community Development, Co-operatives and Social Enterprise and Cabinet Member for Strategic Finance and Resources).

This is to assist clients currently in hostel accommodation, who owe former tenant arrears (predominantly to Whitefriars Housing Group). Due to the arrears these clients are unable to move on to secure settled social housing.

The essence of the Thirds Scheme is that the Salvation Army repays a third of the arrears, the Council repay a third and the Registered Provider agrees to write off a third. As the Salvation Army and Council contributions are intended as a loan, the client is expected to repay two thirds of the arrears back to the Salvation Army through an agreed repayment plan.

A working group has met and the scheme is expected to start in Autumn 2015.

2.13.3 Relocation of the Hub Service

Since the start of contract Harnall Lifehouse has been used for three homeless services:

- Single Point of Contact (SPOC) for city wide referrals
- Rough Sleeper Outreach
- Supported accommodation.

Due to the high demand for each service and the physical restrictions on expanding the service at Harnall Lifehouse, the Salvation Army is considering moving the SPOC and rough sleeper outreach services to alternative premises.

This will reduce the pressure of a large number of people in one place and reduce the potential for conflict as appropriate resources and support will be available. The Salvation Army has considered a number of potential properties suitable for this relocation and anticipate the move to be completed by December 2015.

3 Results of consultation undertaken

- 3.1 This report is providing an update of progress to date and therefore further consultation is not required.

4 Timetable for implementing this decision

- 4.1 As this is a five year contract (1 April 2014 to 31 March 2019), its implementation will continue to be monitored through regular liaison meetings and annual contract review meetings.

5 Comments from Executive Director, Resources

5.1 Financial implications

The contract value for 5 years (from 1st April 2014 to 31st March 2019) is £9,192,485m.

Prior to the new contract being implemented, costs were being incurred by the Council Housing Department for the use of emergency temporary accommodation on a regular basis. The new contract has reduced the regularity of this.

In addition, as per the contract specification the maximum time households are financially supported by the Housing Department in emergency/temporary accommodation has been capped to 14 days, after which time the financial cost of emergency/temporary accommodation is passed on to the Salvation Army.

The financial overview of the contract is reviewed through contract review meetings with Salvation Army and the information is used to monitor delivery of the outcomes set out in the specification.

5.2 Legal implications

The Housing Act 1996 and Homelessness Act 2002 place statutory duties on Housing Authorities to ensure that accommodation, advice and support will be available for eligible people who are at risk of homelessness or who are homeless.

6 Other implications

6.1 How will this contribute to achievement of the Council's Plan?

The new service is aimed at preventing people from becoming homeless and providing the appropriate level of support should this happen. The service supports the following council core aims:

- Citizens living longer, healthier, independent lives.
- Ensuring that children and young people are safe, achieve and make a positive contribution.
- Providing a good choice of housing.
- Making places and services easily accessible.

The service aims to ensure that service users are:

- Housed in accommodation suitable for their needs.
- Supported to maintain their accommodation appropriately.
- Safe and protected from harm.
- Engaged in education, employment and training.
- Supported to live healthier lives.
- Equipped with the skills necessary to live independently.
- Supported to prevent homelessness/re-occurrence of homelessness.
- Moved in a planned manner, without reoccurrence of homelessness.
- Moved in a planned manner, without reoccurrence of offending.

Supporting vulnerable people and the prevention of re-offending are key priorities for the Local Police & Crime Board.

6.2 How is risk being managed?

6.2.1 The Head of Service, Operational Managers, Finance, Procurement and Commissioning Officers, are monitoring compliance with the contract through contract review meetings. In addition, Salvation Army officers are regularly meeting with City Council officers to develop the service and monitor/manage any risks associated with this.

6.2.2 Lack of Capacity in the System

There is a risk that the existing service structure will not have enough capacity to meet future emerging needs of homeless and vulnerable adults in Coventry.

The service capacity is being monitored and managed through regular meetings between Salvation Army and City Council officers, including contract review meetings (this is facilitated by shared access to the Inform system). The contract terms include sufficient flexibility to be able to review and amend service structures depending upon operational and other emerging needs.

6.2.3 Service Quality Risks

There is a risk associated with ensuring that all sub-contracted Providers deliver services to a consistently high standard. This is being managed by Salvation Army through contract monitoring visits that are carried out on a 6 weekly basis as well as the implementation of the IQI inspections detailed earlier in the report.

6.2.4 IT Risks

The Salvation Army has implemented a shared IT system to be used throughout the Contract. The Inform system is used to record referrals into the contract with the clients' progress being monitored from referral to admissions and then along their journey through the services up to their departure. This progress monitoring involves the recording of assessments, risk assessments, support plans, contact sessions and progress being made using the Outcome Star.

There are clear benefits from having such a system in the reduction of duplication, the sharing of information and a streamline of the service user's disclosure. The full implementation of this system has taken longer than anticipated. This has been due to two issues: the infrastructure of the database itself; and the inputting of data.

A considerable amount of work has been done in upgrading and personalising Inform to meet the needs of the Contract. The Salvation Army now have dedicated specialists working in this area and have taken on the administration of the system, which gives more control over the management of the system, in turn reducing time taken for further changes to be made. In terms of the capabilities of inform, full reports and dashboards have been set up for monitoring.

The second issue has been that of data inputting itself. The concept of a shared IT system is new and it has taken sometime for this cultural shift to be established. Training support has been provided to all users of the system with regular reviews being undertaken. The majority of users are now fully trained in the system and

competent in its usage, however, there are still some issues regarding the integrity of data. To combat this issue, exception reports have been created detailing potential data errors which will reduce these anomalies. It is the responsibility of each provider to ensure the integrity of the data that has been entered and the compliance of this is being monitored through contract review meetings

6.3 What is the impact on the organisation?

Combining short term homeless and ex-offender services into a single contract enables better outcomes for clients, improvements in the operational delivery of services, as well as better value for money for the City Council.

6.4 Equalities / EIA

Inform can monitor fair access to services, both at point of entry (the Hub Service), as well as referrals to any of the services within the contract. This is monitored to ensure that there are no barriers to accessing services, either intentionally or unintentionally.

A total of 2365 individuals accessed homelessness service through 2014/15.

Analysis of data gathered on the Inform system details the breakdown of age range of the individuals accessing services. Predominately, the contract services offer support to individuals who are 25+ (2108 clients), however there is a significant number of 16-24 year olds accessing this service (257 clients).

In terms of addressing previously identified gaps, the accommodation based services delivered to women under the contract have been expanded. All of the Harnall Lifehouse accommodation is now available to women (as well as men); representing an increase of 60 units. 23% of people accessing the services were female.

6.5 Implications for (or impact on) the environment

None

6.6 Implications for partner organisations?

The following organisations have entered into sub-contractual agreements with Salvation Army: Home Group; Nacro; Jesus Centre; Valley Housing association; Midland Heart Housing Association; Langley Housing Trust; Fry Housing Trust.

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Legal: Carol Bradford	Solicitor	Resources	20/08/2015	02/09/2015
Director: David Cockroft	Assistant Director	Place	20/08/2015	04/09/2015
Members: Councillor Faye Abbott	Cabinet Member	Community Development, Co-operatives and Social Enterprise	20/08/2015	01/09/2015
Members: Councillor Naeem Akhtar	Acting Chair	Communities and Neighbourhoods Scrutiny Board (4)	20/08/2015	02/09/2015

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www.coventry.gov.uk/councilmeetings**Appendices - None**