
A separate report is submitted in the private part of the agenda in respect of this item, as it contains details of financial information required to be kept private in accordance with Schedule 12A of the Local Government Act 1972. The grounds for privacy are that it refers to the identity, financial and business affairs of an organisation and the amount of expenditure proposed to be incurred by the Council under a particular contract for the supply of goods or services and the public interest in maintaining this exemption outweighs the public interest in disclosing the information.

Cabinet Member, Community Development
Community and Neighbourhoods Scrutiny Board (4)

10 January 2017
18 January 2017

Name of Cabinet Member:

Cabinet Member for Community Development, Councillor Linda Bigham

Director Approving Submission of the report:

Executive Director of Place

Ward(s) affected:

All

Title:

Supported Accommodation and Floating Support for Homeless Service Users and Ex-Offenders, two-year implementation report.

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 at the end of the second year of the contract.

Contract review meetings are held quarterly to monitor progress against the outcomes detailed in the contract specification against spend. Monthly implementation meetings are also held, including representatives from three Council directorates.

Recommendations:

The Cabinet Member for Community Development is recommended to:

- (1) Endorse the contents of the report including details of current support provided and planned for future provision.

The Community and Neighbourhoods Scrutiny Board (4) is recommended to:

- (1) Note the contents of the report and pass any comments on to the Cabinet Member.

List of Appendices included:

The Contract Review Report 2015/16 is appended to the Private Report

Other useful background papers:

'Twelve Month Implementation Report on Supported Accommodation and Floating Support for Homeless Service Users and Ex-Offenders' – Report to Cabinet Member for Community Development, Co-operatives and Social Enterprise (Councillor Abbott) on 13th November 2015.

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) – 18 January 2017

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:

Supported Accommodation and Floating Support for Homeless Service Users and Ex Offenders, two-year implementation report.

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 A report was presented to the Cabinet Member for Community Development, Co-operatives and Social Enterprise in November 2015, giving an update on the first 12 months operation of the contract services (April 2014 – March 2015).
- 1.3 At that meeting, the Cabinet Member requested that an annual report be provided. The purpose of this report is to provide an update on the second year of operation (April 2015 – March 2016).
- 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.
- 1.5 The Summary of the Contract Review Report 2015/16 says: “This is the second year of operation of the Salvation Army contract to provide city wide services in Coventry. This year has seen a more settled time in terms of service structure with the opening of Axholme House, Gateway and the Complex Needs service. The Salvation Army also introduced an inspection process to monitor the performance of the contract. This again has been a valuable tool in measuring the quality and compliance of services. Overall the contract is performing well, balanced against some of the challenges in increased presentations.”
- 1.6 There has been a 25% increase in the number of clients referred to the Salvation Army (1695 clients during 2015/16, compared to 1355 during 2014/15). This is slightly below the increase seen nationally (30%).
- 1.7 Accommodation services are almost at capacity with 98% of the allocated units being utilised (target is 95%). Overall, the floating support units are being utilised, however floating support

allocated to the Ex-Offender provision has been running at a slightly lower capacity. Floating support for generic homelessness services, however, is running well above capacity.

1.8 The contract is monitored through the use of Key Performance Indicators (KPIs).

1.9 Accommodation-based KPIs – 2015/16:

Planned Move-on: There was 72% success in planned move-on during 2015/16, a 2% increase compared to 2014/15. The number of clients increased from 210 in 2014/15 to 384 in 2015/16. (The target for this KPI is 80%)

Risk Assessment within 24 hours: There has been a significant improvement in the number of risk assessments carried out within 24 hours – up to 77% compared to 38% in 2014/15. The target is 100%, but this KPI has shown significant improvement from year one to year two.

Support Plans within 28 days: in 2014/15, 64% of support plans were completed within 28 days. During 2015/16, this increased to 89%. The target for this KPI is 90%.

Move-on within Contract time: the percentage of clients moving on within the contract time has remained the same, but the number of clients has increased. During 2014/15, 321 clients moved on in under 75% of the contract time, compared to 613 in 2015/16. Overall, 66% of clients moved on within the time limits set in the contract. The target for this KPI is 80%. The increase in the number of clients and the difficulty in sourcing long-term accommodation for clients to move on to has had a significant impact on the ability to meet this target.

1.10 Floating Support KPIs – 2015/16:

Maintain independent living: in 2014/15, 204 clients were supported to maintain independent living. For 2015/16, this figure was 323, which equates to 60% of all floating support clients. The target for this KPI is 90%

Support Plan in place – 82% of clients had support plans in place during 2014/15, this increased by 7% to 89% in 2015/16. The target for this KPI is 100%.

Planned Disengagement: Although the overall percentage of clients with a successful move-on is slightly down (at 76%), the overall number of clients is significantly higher. In 2014/15, 216 clients successfully moved-on. In 2015/16, the figure was 409. The target for this KPI is 90%.

Support ended within contract time: The percentage of clients supported over the contracted time has remained largely the same, at 68%, but again the number of clients accessing the service has increased. The target for this KPI is 80%.

1.11 Sub-contract arrangements

To manage sub-contracts, the Salvation Army has a six-weekly Providers' Forum and individual contract monitoring visits with each provider, also at six-weekly intervals.

1.12 The Salvation Army has implemented an internal inspection process driven by the organisation's own Independent Quality Inspectorate (IQI). These inspections cover services directly run by the Salvation Army as well as sub-contracted services. All services have had an initial assessment, and those that have had a second assessment have shown improvement.

1.13 Use of B&B accommodation:

During 2015/16 there was a significant increase in the number of family referrals requiring floating support, and provision of emergency/temporary accommodation (following the first 14 nights where families are accommodated by the Council). This peaked at over 100 families in August 2015 and has remained high at around 90 families since then. There are limited places available to accommodate families, especially large families of 6 or more people. This has led to an over-reliance on B&B accommodation due to the limited emergency accommodation within the current service, and an increased demand for floating support. The Salvation Army is working towards a partnership initiative with emergency accommodation providers to alleviate this issue. The Council is supporting this partnership working where appropriate.

1.14 Family Support Provision:

Due to the increase in the numbers of families requiring floating support and emergency/temporary accommodation, the Salvation Army has reviewed the way in which it provides this part of the contract. This has resulted in the Salvation Army transferring the service in-house rather than using sub-contractors/external partners.

1.15 Relocation of Hub Services:

Currently there are two services running from Harnall Lifehouse – the Hub Service (rough sleeper outreach and single point of contact) and accommodation-based services. In order to ease pressures on this location, the Salvation Army has considered a number of potential properties for the re-location of the Hub services. No suitable location has been identified as yet.

1.16 Future Risks:

Changes to housing benefit and the reduction of the benefit cap is likely to result in a further increase in families requiring assistance, and will make it increasingly difficult to meet the costs of emergency/temporary accommodation. The Salvation Army will need to work with the Council to ensure that all emergency/temporary accommodation is suitable to maximise the amount of benefit that can be claimed. The regular contract review meetings and implementation meetings will provide a solid platform for this.

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 second year of the contract period.

3. Results of consultation undertaken

- 3.1 This report provides an update of implementation of the contracted services 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 contract review meetings.

5. Comments from Executive Director of Resources

- 5.1 Financial implications

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

The Council is committed to working jointly with the Salvation Army with a view to bringing down the cost of emergency/temporary accommodation for families, and the impact it has on the Housing Benefit budget. This has become increasingly important in light of changes to the Benefit Cap and other welfare changes set out nationally.

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. This contract provides for the Council's legal responsibilities and is expected to do so for the remainder of the contract until 2019.

6. Other implications

6.1 How will this contribute to achievement of the Council's key objectives / corporate priorities (corporate plan/scorecard) / organisational blueprint / Local Area Agreement (or Coventry Sustainable Community Strategy)?

The 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:

- Protecting our most vulnerable people
- Reducing the impact of poverty
- Supply, choice and quality of housing
- Making communities safer
- Preventing homelessness and helping people who do become homeless
- Citizens living longer, healthier, independent lives.
- Making places and services easily accessible.

6.2 How is risk being managed?

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

A key risk which has been identified relates to an increase in the number of families requiring emergency/temporary accommodation and changes to Housing Benefit payments. The Council is committed to working jointly with the Salvation Army with a view to bringing down the cost of emergency/temporary accommodation for families, and the impact it has on the Housing Benefit budget.

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

Equalities information is provided by the Salvation Army in the Contract Review Report 2015/16 which is appended to the Private Report.

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 (Stonham); Nacro; Midland Heart Housing Association; Langley Housing Trust; Fry Housing Trust.

Report author(s):**Name and job title:**

Mark Andrews, Planning and Housing Policy Manager

Directorate:

Place

Tel and email contact:Mark.andrews@coventry.gov.uk

024 7683 4295

Enquiries should be directed to the above person.

Contributor/approver name	Title	Directorate or organisation	Date doc sent out	Date response received or approved
Contributors:				
Paula Stanley	Commissioning Officer, Strategic Commissioning	People	05/12/16	09/12/16
Nathan Slinn	Regional Manager	Salvation Army	05/12/16	16/12/16
Adrienne Bellingeri	Head of Customer and Business Services	Resources	05/12/16	09/12/16
Andrew Walster	Assistant Director, Streetscene and Regulatory Services	Place	05/12/16	12/12/16
Tracy Miller	Head of Planning and Regulatory Services	Place	05/12/16	08/12/16
Usha Patel	Governance Services Officer	Resources	05/12/16	05/12/16
Names of approvers for submission: (officers and members)				
Finance: Phil Helm	Finance Manager (Place)	Resources	05/12/16	12/12/16
Legal: Carol Bradford	Corporate Governance Lawyer	Resources	05/12/16	12/12/16
HR: Karen Mihajlovic	Senior HR Advisor	Resources	05/12/16	12/12/16
Director: Martin Yardley	Executive Director	Place	12/12/16	15/12/16
Members: Cllr Linda Bigham	Cabinet Member	Community Development	12/12/16	14/12/16

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Appendices