



Author/Lead Officer of Report: Sam Martin –
Head of Commissioning (Vulnerable People)

Tel: 0114 2735611

Report of: *John Doyle, Interim Executive Director of People Services*
Report to: *Lead Cabinet Member for Health and Social Care*
Date of Decision: *22 August 2019*
Subject: *Commissioning of Housing Related Support Services*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? <i>George Lindars – Hammond, Lead Cabinet Member for Health and Social Care</i>		
Which Scrutiny and Policy Development Committee does this relate to? <i>Health and Social Care</i>		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? <i>(Insert reference number)</i>		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		
<i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i>		

Purpose of Report:

The report proposes a new approach to the way the Council commissions short term housing related support services, so that in future this is more integrated with wider council strategies and wider public sector partnership developments around prevention and early intervention, homelessness prevention, and health and social care services.

Recommendations:

That the lead Cabinet Member for Health and Social Care:

- Endorses the development of a more integrated approach to the commissioning of housing related and prevention support services as set out in this report and,
- Approves the development of a work programme to implement changes to the way housing related support services are commissioned as part of a wider integration with other significant council strategies
- Notes that the first phase contract changes and savings set out in this report will be enacted through a further formal decision by the Director of Commissioning Inclusion and Learning in accordance with authority delegated by Cabinet in 2016

Background Papers:

Delegated Decisions for Housing Related Support Commissioning Strategy and Budget Plan 2016 to 2020 Cabinet Report February 2016

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>Liz Gough</i>
	Legal: <i>Andrea Simpson</i>
	Equalities:
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission: <i>John Doyle/Eugene Walker</i>
3	Cabinet Member consulted: <i>George Lindars Hammond – Cabinet Member for Health and Social Care</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	Lead Officer Name: Sam Martin <i>(Insert name)</i>
	Job Title: Head of Commissioning (Vulnerable People).
Date: 27 June 2019	

1. PROPOSAL

1.1 Strategic Context

1.2 Sheffield City Council is committed to supporting people to live independent, healthy and fulfilled lives. This includes ensuring the availability of good quality affordable housing choices, and support for people who, for a variety of reasons, might be at risk of losing their home, or who are homeless. The support we organise, deliver, or commission, can cover a range of issues. People might, for example, need help understanding and managing their finances, paying bills and rent. Or they may need wider help with issues around their mental health, physical care, drug or alcohol issues, or keeping their home maintained and clean. They may need help getting or keeping a job.

1.3 For many years, the Council has held a number of contracts with different local and national service providers, generally charities or housing associations, to deliver a range of housing related support services, including short term supported accommodation, for the people of Sheffield. These services are aimed at people who are at risk of, or who are, homeless, may lack independent living skills, and may not have the resilience or social capital to cope with negative events in life. These services prevent people falling into crisis and reduce demand for more expensive social care and health services and for statutory homeless services.

1.4 Background

1.5 Many of the services currently commissioned started out as part of the Government's 'Supporting People' Programme which launched in 2003, and a number were funded through housing benefit and charitable funding prior to that. In 2010 the Government removed the ring fence from the Supporting People Grant and amalgamated the funding into the Council's formula grant, and removed the grant conditions. Government funding to local authorities has since seen significant reductions which in turn had a substantial impact on the funds available for the commissioning of housing related support, with an overall reduction from £19m in 2010 to £8m in 2018. The current commissioning strategy for these services is outlined in the Report to Cabinet dated February 2016 and the attached documents.

1.6 Appendix 1 shows the current services and contracts which form the current (2018/19) Housing Related Support Commissioning Programme. These services all work with people on a short term basis - between 6 and 12 months and no longer than 2 years. Broadly they are divided in to:

- *Accommodation Based Services* where a flat or room is provided (paid for by housing benefit/rent) as part of the offer with the commissioned support delivered either on site or by a visiting support worker
- *'Floating' Support Services* where people's accommodation is provided either through their existing landlord (or their own home) and the support provided by a visiting support worker.

1.7 **Proposal**

1.8 In order to better enable the Council to deliver its objectives and provide a more coordinated approach to the needs of individuals and communities, it is proposed that a programme of work is established to integrate the commissioning programme for Housing Related support more closely with wider Council and partner strategies. The aims of this work programme will be:

- 1.9
- More integrated and locally delivered support for people who may struggle with a range of inter-related challenges, including issues around finding and retaining suitable housing, family problems, mental health issues, drug and alcohol problems, domestic violence, and poverty.
 - A more preventative, public health approach to helping people who are at risk of the poor outcomes outlined above, including homelessness and other related problems, with earlier support to tackle the root causes rather than waiting until problems reach a crisis point.
 - Integration of commissioning activity and finances across different parts of the Council, and increasingly with wider partners, in particular the NHS and Police, so that public sector resources are deployed more effectively for the benefit of the citizens of Sheffield.
 - Maintaining the right level of emergency, temporary and move on accommodation and support to meet the needs of the people of Sheffield who really need it
 - Better support for tenants of social housing directly from their landlords

1.10 It is anticipated that at the end of the Programme the Council would no longer have a single central 'housing related support' budget and commissioning programme. The resources and commissioning approaches will instead be more integrated with wider strategies, for example developing locality and neighbourhood prevention services, the Sheffield Drug and Alcohol Strategy, or the Mental Health Transformation Programme. The following points illustrate how this would work and how it will improve services for vulnerable people:

1.11 **Example 1: Prevention and Early Intervention Services**

1.12 Currently, the Housing Related support budget commissions a number of housing related 'floating support' services, including Shelter, South Yorkshire Housing's Live Well At Home (Older People), and Roundabout (Young People). These services all work with people who are at risk of a range of poor outcomes, including potentially becoming homeless, which could be for a range of reasons. Live Well at Home in particular also helps prevent the need higher levels of hospital and care. They all operate their own referral processes, and although the focus of their work is housing issues, they are really working with people with a range of issues which end up being the root cause of the housing issue, including relationship and family breakdown, poverty, mental health and substance misuse issues or domestic abuse.

At the same time, over the last 5 years a number of other services have been developed which operate in a similar, though not identical way, including the

People Keeping Well programme, and *Community Support Workers*, and the development in Council Housing of a *Housing Plus* model. These services all provide community based preventative support to people with a range of needs.

Under the proposals set out in this paper the aim would be to develop, through close working with a range of other services and commissioners a more integrated single model of prevention and early intervention services rather than a number of different related services as exist at the moment. This would be more effective and better for local people and a better way of organising resources at local level.

1.13 Example 2: Mental Health Services

1.14 Since 2016 the Council has been working in a more collaborative way with the NHS regarding the commissioning and delivery of mental health services. This has led to an innovative joint commissioning programme and ‘virtual pooled budget’ approach through which improvement and efficiencies are shared across the health and social care system rather than, as historically has happened, costs and pressures are ‘shunted’ from one partner to another by, for example, ‘bed blocking’.

1.15 The Housing Related Support Budget currently commissions 3 accommodation based schemes through which people can have their own flat with support on site or from a visiting support worker, and can work towards more independent living and a tenancy of their own as part of a step down from hospital and residential care. It also commissions a mental health floating support scheme. These schemes can now be more integrated with the wider mental health transformation programme: the resources should be considered as part of the wider mental health virtual pooled budget, and the floating support commissioned alongside other mental health social care packages in an integrated way.

1.16 How the Change Programme will operate

1.17 The approach outlined above will be delivered through a 2-3 year change programme in order to a) minimise disruption to service continuity and support for people and b) connect and ensure the approach is embedded firmly in wider strategies which will be subject to further executive decision making as strategies are developed. Broadly the change programme will run as follows:

1.18	Year 1: 2019/20	More detailed plans developed for each commissioning area. Connect to wider developments - for example the locality/prevention strategy - as they become more detailed. Targeted contract ends or reductions where these are in line with wider strategic direction and alternatives are available and subject to further consultation and formal decision.
	Year 2: 2020/21	Significant reshaping of commissioning arrangements in line with implementation of the plans developed for each area in Year 1

Year 3 2021/22	New models and where appropriate service delivery arrangements fully in place and consolidated with continuous learning and development.
----------------	--

- 1.19 In line with the strategic direction set out above it is proposed in 2019/20 to make some initial changes to the current Housing Related Support budget and commissioning programme, in order to begin to shape services in line with the strategic direction of travel, and to contribute to the significant budget gap the Council faces. These changes and savings will be achieved through decisions made by the Director of Commissioning, Inclusion and Learning in accordance with the authority delegated to her by Cabinet in February 2016 when it considered the Housing Independence Commissioning Strategy 2016 – 2020. Decisions have already been made in respect of some of these changes, for example the Housing First Pilot Contract was ended by mutual agreement in April 2019 resulting in a saving of approximately £70, 000 in 2019/20. Other proposed changes are as follows:

HandyPerson Service – Current funding £93k with Yorkshire Housing Association

This funding subsidises a service providing minor home maintenance jobs for people over 65 or adults with a disability who are on a low income and who own or privately rent to help them stay at home. This includes things like fixing a loose carpet, leaking tap, or fitting a door key safe. In 2018-19 814 people made use of the service. People pay an £18 contribution to the service as well as the cost of materials. The subsidised service started using a time limited Government Grant in 2011 with an ambition to be self-sustainin.. The arrangement was extended once and now expires formally in 2018 so a decision needs to be made anyway to recommission, stop or change the arrangement. There are around 1600 enquiries about the service and about 800 people do not go ahead with any work after an initial enquiry.

The proposal is to bring the subsidy to an end, giving 3 months' notice. . It is possible that the withdrawal of the Council subsidy would lead Yorkshire Housing to stop providing the service however, there are now a number of alternative HandyPerson services available in the City run by other charities without council subsidy, Many older people or people with disabilities arrange repairs and maintenance through family and friends or local tradespeople. More people also now use internet based 'trusted trader' schemes to find reliable tradespeople to undertake jobs. People with serious adaptation/ maintenance needs can where appropriate access the Council's Disabilities Facilities Grant. The service currently employs 3.43 staff who would be at risk if the provider stops the service and cannot redeploy them. The conclusion is therefore that there should not be any significant negative impacts on vulnerable people if the subsidy is ended to this service.

Transitional Landlord Service ('Thursday Project') – current contract £194k with South Yorkshire Housing Association

This is a service where the support provider leases a property from the Council and accommodates and supports an individual/ household under a sub-lease arrangement for a starting period of around 6-12 months. Then if the tenancy is

successful this is converted by the council into a full council tenancy. This allows more 'risky' tenants to test the suitability of a council tenancy and support to 'settle in'. There are 63 current residents being supported. The contract ends November 2019 so will have to end or be recommissioned.

This model of 'transitional landlord' support is now not felt by the Council to be necessary or appropriate. The management of Council housing was brought back in house in 2015, and the ambition is now to accommodate and support tenants directly as a social landlord and on more secure tenancy terms from the start rather than relying on an intermediary organisation which can be complicated for both the tenant and the Council in terms of management and support.

The proposal is not to recommission this contract and bring it to an end. As the contract is scheduled to end in November the 63 tenants have move on plans already which will be seen through to conclusion and no new referrals will be taken. In future new service users would go through the housing allocation process as normal. It is possible that some tenants who are more vulnerable or who have higher support needs may not be offered a council tenancy initially, but would be supported through alternative routes by our Housing Solutions service either into short term supported housing or private rented or other social landlords.

Homeless Prevention, Resettlement and Domestic Abuse Support Service – current contract £1,025k with Shelter

This contract currently runs to 2021 and provides short term (6-9 mths) practical assistance and support to help people who are at risk of losing their homes, and those who have been homeless, to recover quickly, settle into their accommodation and sustain a positive lifestyle in the community. It supports 340 people/households each year.

Much of the work this service does is not 'housing-specific' as people are referred who have a range of support issues not dissimilar to other 'prevention' services like people keeping well, or community support workers. Around half the service users are already council tenants, with a further quarter being existing tenants with another social landlord, and it is reasonable for these landlords to do more preventative work with their tenants to prevent evictions and support their wellbeing.

This contract, as with the following 'Live Well At Home' is one of the contracts we will review in future to see how better it can integrate with wider prevention strategy over the next 2 years. In the first year though a £150k contract reduction is proposed. It is possible that Shelter, as the provider, can mitigate some of this reduction with alternative self-generated resources, although this cannot be guaranteed. If this cannot be done, council officers will work with Shelter to amend the referral criteria to focus on the more vulnerable groups so that they do not lose out. So, for example, people affected by domestic violence and tenants of private landlords/owner occupiers will be part of the target client group. If alternative resources cannot be found capacity would reduce by 13% by 45 households/individuals. If capacity reduces there will be a slight increase in pressure on council housing and social landlords, or other support services (ie

CAB) if people access help from other places although the exact impact cannot be modelled and council officers will work with those stakeholders and monitor any impacts that emerge that require action.

Live Well At Home, Floating Support Service – current contract £1096 with South Yorkshire Housing Association

This service supports people over 55 for a period of 6-9 months to enable them to stay living in their own home, providing practical support like sorting bills, debts, connecting to local services, liaising with landlords, providing emotional and social support. This is similar, though with some significant differences, to other prevention services like people keeping well and community support workers. The service supports 439 people at any one time with an expected annual throughput of a minimum of 724. Around half of the service users are existing council tenants, with further ¼ with another social landlord at the point of referral. The contract currently runs to 2021.

The proposal is to negotiate a reduction of investment in this service by £350k to £746k. The officer assessment of the provision is that a reduction of this level should be manageable without significant negative impacts upon people. Our view is that the service could be reduced a little but be more focused on our ambitions to prevent higher intensity social care interventions for vulnerable older people. Officers would work with the provider to direct and prioritise clients most at risk of staying or going into hospital or at risk of losing their independence at home and requiring social care. At the same time the Council and other social landlords can, and should, provide a higher level of initial preventative support for vulnerable tenants before referring them for additional support from an external provider.

In implementing all of the above proposed changes, the focus of council officers will be to prioritise the needs of the most vulnerable tenants, including those in protected groups, and those in private rented tenancies where support of a social landlord may not be available.

2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 The strategic outcomes that will guide this approach are to:

- Better integrate and coordinate our commissioning approach
- Help more people and families to live independently, safely and well in their own homes – with secure and sustained tenancies
- Help people identify their health conditions & needs, access services and secure improvements (including supporting recovery)
- Recognising and addressing social determinants of need and promoting wellbeing (i.e. financial exclusion, unhealthy housing conditions, long term unemployment)
- Prevent more people from becoming homeless and from entering into a cycle of repeat homelessness
- Reduce the number of the target population living on the streets and in temporary accommodation

- Reduce unplanned and regular use of emergency and crisis services such as A&E and the Police
 - Reduce demands on public services more widely (e.g. Social Care, Courts Prisons, Council Housing Solutions)
 - Reduce anti-social behaviour, arrears and unrecoverable debt
 - Develop and implement new person-centred approaches to support and recovery, that enable the delivery of cost effective and efficient support
 - More socially excluded people in a position where they are able to access education, training and employment and meet their full potential and aspiration
- 2.2 Integrating our commissioning approach also enables the Council to review the capacity and resources it needs to undertake the business processes associated with commissioning. For reducing the number of different contracts the council holds leads to lower administration costs in terms of contract management and financial transactions. This enables a greater proportion of overall resources to be invested in frontline delivery and support for people rather than back office administrative costs.
- 2.3 There is an expectation that social landlords are concerned with the welfare of their tenants and in future our ambition would be for these landlords, including the Council, to provide more support to their tenants rather than referring them to an externally commissioned service

3. HAS THERE BEEN ANY CONSULTATION?

- 3.2 Consultation has been undertaken across relevant internal council services and commissioners including the Director of Housing and Neighbourhood Services, and with Commissioners of the strategies outlined in the paper above.
- 3.3 Wider consultation with stakeholders including service providers and service users, as well as external partners like the NHS and Police, and Community organisations, will form part of the development of more detailed strategic implementation plans.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

The services currently commissioned under the Housing Related Support Commissioning Strategy provide support to some of the most vulnerable people in Sheffield. A new approach to integrating our commissioning approach is intended to make this support more effective, joined up and impactful for people. Individual changes to service that arise from future plans will be subject to full Equalities Impact Assessments at the appropriate time when further more detailed decisions are made.

4.2 Financial and Commercial Implications

- 4.3 The Programme will result in significant reshaping of the way Council budgets

are organised and deployed, in line with the ambitions set out above. At this point the exact changes cannot be quantified as will be subject to further significant work across budget holders and in consultation with a wider range of partners.

A more effective and efficient commissioning and delivery model will have a wider benefit to the range of public sector resources, including the NHS, Community Safety and Criminal Justice, that are deployed in the city.

- 4.4 It is anticipated that the overall programme will enable the council to release £3m in savings by 2022, through efficiencies in commissioning resources, and through more integrated commissioning processes realising benefits through lower provider overhead costs and better outcomes for people. The exact nature of further savings will be quantified and agreed at future decision points in the life of the programme. Any financial savings that arise from the programme until 2022 will form part of the Council's Adult Social Care Improvement Planning process.
- 4.5 The proposals outlined in this report may have implications for the Housing Revenue account. Any such implications will be fully outlined and accounted for in any future executive reports.
- 4.6 Legal Implications
- 4.7 There is no specific legal duty to provide housing related support services as set out in this report. However, if well organised and delivered, these services help the Council deliver a range of other statutory functions. For example, the Council has a duty under section 2 of the Care Act 2014 to provide or arrange for the provision of services, facilities or resources, or take other steps, which it considers will-
- a) Contribute towards preventing or delaying the development by adults in its area of needs for care and support;
 - b) Contribute towards preventing or delaying the development by carers in its area of needs for support;
 - c) Reduce the needs for care and support of adults in its area;
 - d) Reduce the needs for support of carers in its areas
- 4.8 Any service commissioning and tendering as a result of this strategy will be in accordance with the Public Contract Regulations 2015 which for those with a contract value over £625,000 over the life of the contract will require advertisement under OJEU.
- 4.9 The Council has statutory duties to assist homeless people to find accommodation and to secure accommodation for some homeless people under Part VII of the Housing Act 1996 as amended by the Homelessness Reduction Act 2017. This legislation requires councils to undertake enquiries where households apply for assistance.
- 4.10 Whilst there is no duty to provide 'supported' temporary accommodation, any accommodation secured pursuant to a homelessness function must be suitable. Supported accommodation has a role to play in the range of options to meet needs

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 The Council could continue to commission housing related support services through a specific budget and dedicated commissioning programme. This option has been rejected because increasingly the needs of the population are complex and often the risk of homelessness is due to a range of other underlying factors. Designing a more integrated commissioning programme will reduce duplication in services and result in a more effective and preventative offer for people in need.
- 5.2 The Council has no statutory duty to commission housing related support services and could reduce the spend on these services significantly in order to address the current budget challenge. This option has been rejected because well delivered support demonstrably helps the council deliver its wider duties around homelessness and provide essential preventative support for some of the most vulnerable people in the city. This, in turn, reduces demand on more costly and intensive crisis interventions further down the line.

6. REASONS FOR RECOMMENDATIONS

- 6.1 A redesigned more integrated commissioning approach will:
- a) Deliver better, more preventative outcomes for vulnerable people
 - b) Be more effective and efficient in terms of commissioning capacity and resources
 - c) Ensure the Council works more effectively with partners to make the best use of public money.

Appendix 1: List of Current Housing Related Support Services Contracts

	Contract	Current Provider	Contract Value 2019/20
1	Housing Related Floating Support for people with Mental Health support needs	Adullam Homes Housing Association Ltd	£329,979.00
2	Supported Housing Hostel for Young People (Cherrytree)	Cherrytree Support Services Ltd	£313,031.00
3	Supported Housing for people with Mental Health support needs (Sevenaires)	Creative Support Ltd	£159,809.00
4	Supported Dispersed Housing for Young People	Depaul UK	£455,000.00
5	Supported Housing for people with Alcohol support needs (The Greens)	Human Kind	£169,439.00
6	Street Outreach Service for Rough Sleepers	Framework Housing Association	£127,024.00
7	Supported Housing Foyer for Young People (Sheffield Foyer)	Guinness Partnership	£237,200.00
8	Supported Housing for Families (Windmill Lane)	Places for People - Individual Support	£57,817.00
9	Supported and Temporary Housing for Single Homeless (Victoria Court)	Places for People - Individual Support	£125,638.00
10	Psychology Service reflective practice	Paradigm: Psychology Service	£78,000.00
11	Floating Support for Young people (Supporting Tenants)	Roundabout Ltd	£225,818.00
12	Supported Hostel and flats for Young People (St Barnabas)	Roundabout Ltd	£270,422.00
13	Supported Housing Refuge Provision for Domestic Abuse	SARAS - Sheffield Area Refuge and Support	£349,879.00
14	Hostel for Young Women inc some with babies (Peile House)	Sheffield YWCA	£160,000.00
15	Supported Lodgings	Depaul UK	£57,333.00
16	Floating support for people with Drug and Alcohol support needs	Shelter Ltd	£330,000.00
17	Citywide prevention and resettlement floating support service for families and singles	Shelter Ltd	£1,026,529.00
18	Supported Housing for Families (Cuthbert Bank)	South Yorkshire Housing Association	£108,479.00
19	Supported Dispersed Housing with Transitional landlord Services for Homeless People (SYHA Thursday Project)	South Yorkshire Housing Association	£194,468.00
20	Supported Housing for people with Multiple and Complex needs (Nine One One Project)	South Yorkshire Housing Association	£404,028.80
21	Connect Three, dispersed supported housing and floating support service for people with mental health problems	South Yorkshire Housing Association	£328,583.00
22	Supported Housing for people with Mental Health Problems (Beaufort Project)	South Yorkshire Housing Association	£156,979.00
23	Support for older adults and adults with disabilities (Live Well at Home)	South Yorkshire Housing Association	£1,096,601.00
24	Supported Hostel for Homeless men (Bevin Court)	St Anne's Shelter & Housing Action	£300,147.00

25	Supported Housing for women: (Lincoln Court)	The Salvation Army	£148,000.00
26	Supported Hostel for Homeless men (Charter Row)	The Salvation Army	£375,243.00
27	Health & Social Care Handyperson Service	Yorkshire Housing Foundation	£93,114.58
28	Supported Dispersed Housing Service for Offenders and People at risk of Offending	Target Housing Ltd	£394,946.00
29	Specialised supported housing for Young Women at risk of sexual abuse	Young Womens Housing Project	£154,869.00
	Total		£8,228,376.38

Appendix A (for information)

This page is intentionally left blank