

From: Graham Gibbens, Cabinet Member for Adult Social Care
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To: Adult Social Care Cabinet Committee – 23 November 2017

Subject: **VULNERABLE HOMELESSNESS SERVICE REDESIGN**

Classification: Unrestricted

Decision Number: 17/00074

Past Pathway of Paper: Adult Social Care Directorate Management Team – 23 August 2017
Strategic Commissioning Board – 5 October 2017
Commissioning Advisory Board – 23 October 2017

Future Pathway of Paper:

Electoral Division: All

Summary: Adult social care contracts for Housing Related Support Services for vulnerable homeless adults will expire in September 2018. Contracts for similar services for young people expire in April 2018.

This creates an excellent opportunity to develop a new all age vulnerable homelessness strategy that will articulate an associated commissioning programme for vulnerable homelessness. The strategy will enable the redesign of these support services which in turn will improve outcomes for vulnerable people, and protect statutory provision through working more collaboratively with partners to deliver more targeted, effective, efficient and innovative services.

Recommendations: The Adult Social Care Cabinet Committee is asked to **CONSIDER** the information provided about current homelessness services, **ENDORSE** the development of an all age Vulnerable Homelessness Strategy and **AGREE** to the commencement of an aligned commissioning process to develop reconfigured models of provision for vulnerable homeless young people and adults, to be operational from October 2018.

1. Introduction

- 1.1 The Council currently commissions a range of Housing Related Support (HRS) Services for vulnerable homeless adults, offenders and young people. The services enable vulnerable people to avoid or recover from homelessness to acquire the skills they need to lead successful lives, including managing money, staying safe and finding work or training.
- 1.2 The adult services contracts end in September 2018 with no further opportunity to extend, whilst contracts for young people expire in 1 April 2018.
- 1.3 In relation to HRS commissioning and provision our priority considerations are that:-

- There is a primacy of support for Children in Care and Care Leavers in line with the Council's corporate parenting duties
- Priority is given to those areas where HRS is able to prevent the need for people to be placed in residential care and/or enables people to be placed in institutional care
- Where HRS can prevent pressure on other budgets e.g. homelessness in vulnerable people and domestic abuse

1.4 The Adult Social Care Cabinet Committee has previously indicated its agreement to the reconfiguration of HRS Services for vulnerable adults to rationalise, redesign and commission a flexible, coherent service, based on outcomes.

1.5 A recent review has also identified an opportunity to improve the current accommodation for Children in Care and Care Leavers. A similar paper is to be considered by Children, Young People and Education Cabinet Committee on 22 November 2017.

1.6 The creation of an all age Vulnerable Homeless Strategy would enable the opportunity for both adults and children's provision to be considered together.

2. Strategic Statement and Policy Framework

2.1 In its Strategic Statement for 2015-2020, [Increasing Opportunities, Improving Outcomes](#) the Council sets out how the lives of Kent residents can be improved by ensuring every pound spent in Kent is delivering better outcomes for residents, communities and businesses.

2.2 The delivery of HRS Services support the Council to reach its three strategic outcomes:-

Strategic Outcome 1 Children and young people get the best start in life

Strategic Outcome 2 Communities benefit from economic growth by being in work, healthy and enjoying a good quality of life

Strategic Outcome 3: Older and vulnerable residents are safe and supported with choices to live independently

2.3 The Council's Sufficiency Strategy describes its approach to providing secure, safe and appropriate accommodation to Children in Care, Care Leavers and Homeless 16/17 year olds.

2.4 The responsibility for statutory homelessness sits with Kent's districts and boroughs duties are executed under the Homelessness Act 2002. These responsibilities will change under the Homelessness Reduction Act, with effect from 1 April 2018.

2.5 Through statutory homelessness provision vulnerable people are rarely eligible for assistance other than advice and guidance. However due to their complex and multiple needs this can lead to pressures on the Council's statutory services, for example residential care placement, if they are left unsupported.

2.6 The Council's HRS Services for vulnerable homeless adults prevents this escalation and supports delivery of the Kent Community Safety Agreement.

3. Contractual Arrangements

- 3.1 The Council currently contracts with nine providers to deliver 26 support services for vulnerable homeless adults. The current contract value of these services for 17/18 is £4,152k. At any one time approximately 1,500 households are being helped in these services. The County Council also contracts with two providers to deliver nine support services for offenders at a cost of £629k in 17/18. The services can support 80 individuals at a time.
- 3.2 The delivery models employed are supported housing, floating support and outreach services.

4. Context

- 4.1 Government data shows an increase in homelessness in the general population in Kent and this is a reflection of a national picture.
- 4.2 Commissioned services for vulnerable homeless people and offenders have similarly experienced an increase in demand, exacerbated by:
- Increasing complexity of need, and
 - Increase in difficulty to access move on accommodation from supported housing
- 4.3 Whilst efficiencies have been found in recent years, and revised arrangements have been negotiated with providers to maximise the impact of these services within their current contracts, they largely remain in the legacy models that the Council inherited from the former Supporting People regime in 2003.
- 4.4 In these models, services operate in isolation, are not networked together and lack the flexibility to offer the new and innovative interventions that those with the most complex needs require e.g. Housing First, psychologically informed environments, trauma informed care.

5. Key Issues

- 5.1 There is an opportunity to put into place a pathway of provision to tackle homelessness through a joint commissioning and procurement process between Children's and Adults Services.
- 5.2 HRS for young people will be refocused upon statutory service users and 16/17 year olds that are homeless to support the Council in its corporate parenting duty.
- 5.3 This will precipitate a requirement for future HRS Services for vulnerable homeless adults to include those of 18 years and above who are no longer eligible to be supported by young people services. Support to vulnerable offenders who are over 18 should be considered at the same time.
- 5.4 The timetabling of the commissioning for the new young people's and adults services will need to be aligned in order to affect a smooth transfer to the new arrangements.
- 5.5 An all-age Vulnerable Homelessness Strategy will enable the Council to articulate this intention clearly and move on to commission integrated homelessness services, which will work towards rationalising current provision to offer greater consistency and range of support across the county.

- 5.6 There is scope to reconfigure and reshape services for adults to deliver in a more outcomes focused manner and potential to attract inward investment from those agencies that also benefit e.g. Police, Probation, Public Health, NHS, CCGs, District and Borough Councils, reflective of their original funding sources.
- 5.7 Initial conversations with key stakeholders indicates an interest in commissioning collaboratively, gaining more strategic oversight and strengthening the preventative function, further reducing the overall crisis burden on public services.

6. Alternatives and Options

- 6.1 (1) Do nothing. The Adult Social Care Cabinet Committee has already indicated its commitment to supporting vulnerable homeless people. Doing nothing and allowing these contracts to end will almost certainly increase a disproportionate burden on other operational services and directorates, including Specialist Children's Services, Adult Mental Health and Safeguarding Teams. Key agencies such as NHS, District and Borough Councils, Community Safety, Public Health, Police, Probation and Fire and Rescue will also be adversely affected.

(2) Recommission services in their current guise. To recommission these services in their current configuration would be to perpetuate the duplication and gaps of the present. Services would continue to operate in isolation without clear pathways for people needing the service, and the opportunity to innovate, simplify and reach a greater number of homeless people to keep pace with rising demand would be lost. The opportunity to align the commissioning for adults alongside that for young people would be lost.

(3) Integrated commissioning. This model will deliver better consistency, coverage and value for money by reducing duplication and creating a comprehensive network of provision, and represents the best opportunity to align children and adults commissioning.

7. Financial Implications

- 7.1 The new commissioning will provide opportunities for savings to be explored via the revised model and a joined up pathway of provision.
- 7.2 It is anticipated that by commissioning collaboratively, efficiencies can be made to deliver a greater range of interventions within the funding envelope, targeting prevention work and a greater efficacy in the service.

8. Legal Implications

- 8.1 Under the Children's Act 1989, the Council has a legal duty to provide safe and suitable accommodation for Children in Care and to provide Care Leavers with support in relation to maintaining suitable accommodation.
- 8.2 The Council will continue to meet its obligations under the Care Act 2014, namely to ensure that every resident over the age of 18 can have a social care assessment and that any assessed, eligible need will be met.

9. Equality Implications

- 9.1 To ensure we understand and make reasonable adjustments, a full equalities impact assessment will be undertaken and will accompany the subsequent formal decision report.

10 Implementation Proposals

- 10.1 The following timetable is proposed to ensure an allied transition between service models for young people and adults.

Proposed Timetable	
Adult Social Care and Health Cabinet Committee	23 November 2017
Analyse and Consultation Phase	November – December 2017
Joint Draft Procurement Plan	January 2018
Joint Market Engagement	January – March 2018
Adult Social Care and Health Cabinet Committee	9 March 2018
Joint Procurement – Tender Publication and Evaluation	March – June 2018
Contract Award	June 2018
Mobilisation Period	July – September 2018
Contract Commencement	1 October 2018

11. Recommendation(s)

11.1 Recommendations: The Adult Social Care Cabinet Committee is asked to **CONSIDER** the information provided about current homelessness services, **ENDORSE** the development of an all age Vulnerable Homelessness Strategy and **AGREE** to the commencement of an aligned commissioning process to develop reconfigured models of provision for vulnerable homeless young people and adults, to be operational from October 2018.

12. Background Documents

None

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