

Strategic Review and Commissioning  
Framework for the Devon Supporting  
People Homelessness Sector  
2009/10 – 2011/12

*For Devon Supporting People  
Partnership*

FINAL DRAFT  
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**The  
Housing & Support  
Partnership**

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## **Executive Summary**

### **The Rationale for a Strategic Review**

Devon Supporting People Partnership has commissioned a strategic review of the Supporting People (SP) funded 'homelessness sector'. Through this review the Partnership is seeking to:

- Have in place a strategic commissioning framework for taking decisions about existing homelessness sector contracts in advance of their expiry in March 2009 and future commissioning of services for people who are homeless or are at risk of homelessness.
- Take commissioning decisions in relation to the unresolved issues in Devon's homelessness sector prior to the expiry of existing homelessness contracts in March 2009.

The key drivers for the current strategic review include:

- Affordability over the three year period from April 2009 in the context of a reducing SP budget.
- The need to have a decision making framework in relation to existing contracts in the homelessness sector that expire in March 2009
- A way of managing competing revenue demands in the homelessness sector
- Ensuring that recontracted or recommissioned services are accessible to a range of diverse needs that reflect the increasing ethnic and cultural diversity of Devon.
- An improved understanding of the level of demand for housing support services.
- Closer linking of demand for services to the distribution of resources and funding.

### **Key Issues**

During the course of the strategic review, in addition to the key drivers outlined above, a range of key issues have emerged from stakeholders and analysis of data:

- Supply – A previous strategic review started a process of changing the supply of services in the homelessness sector from the 'legacy' provision from 2003. Spending of efficiency savings on additional floating support has been the most significant change. Through this review stakeholders have indicated a requirement for the overall range and geographical coverage of services to be based on a countywide strategic consensus.
- Need and demand – The projection of future demand for housing support service in the homelessness sector based on modelling existing data from a range of sources, indicates that there is estimated to be more than **double** the level of demand for support services than the need being met through the current supply of support services in the homelessness sector.

- Funding - The current pattern of funding distribution is based on a concentration of the SP homelessness sector investment, over 60%, being in Exeter with much lower levels of investment across the other 7 district areas. The commissioning of additional cross county floating support has resulted in additional investment in all areas including those outside of Exeter. Given that Devon has a reducing SP budget over 3 years from 2008/09 there is likely to be a requirement to achieve further savings and given that the potential demand for support is estimated to be significantly greater than served through the current supply, a key issue will be seeking to commission and deliver more service capacity within a reducing budget.
- Performance – Overall the performance of services in the homelessness sector is good in relation to SP performance measures. The recently implemented Outcomes Framework is indicating that support services in the SP homelessness sector are helping a significant proportion of service users to have a planned move on to other forms of housing and achieve greater independence.
- Coordination and partnership– Feedback from stakeholders has clearly indicated that it is essential that SP commissioned housing support services are coordinated alongside other services for people who are homeless or at risk of homelessness in order to achieve better outcomes for individuals. Feedback from stakeholders has been that in practice this will require a more consistent level of partnership across Devon particularly at a local level between statutory organisations (e.g. housing authorities, DAAT, Probation) and service providers and local voluntary agencies to achieve improved outcomes.
- Access – Access arrangements to SP homelessness sector services vary across the county. There are currently significant changes underway in relation to access and delivery arrangements for social care and community health care services. Recently commissioned cross county floating support services have been far more closely linked to access through housing authorities. Feedback from a range of stakeholders has indicated that more having consistency in terms of access arrangements at a local level is necessary.
- Move on housing options – All stakeholders have identified that access to move-on housing through the widest range of housing options is essential to make the best use of the SP investment in the homelessness sector. There are very significant pressures in achieving this in terms of competition for private rented sector tenancies, general housing affordability issues and high demand for social housing across Devon.
- Cross tenure support and service flexibility – Feedback from stakeholders has indicated that there is support for all floating support services operating across all forms of tenure to achieve the greatest degree of flexibility to respond to need. Other feedback has indicated that greater local control and oversight of services would also promote greater flexibility, for example a housing authority being able to direct support

services resources such as floating support to manage ‘peaks and troughs’ in local demand which could mean redirecting support between different towns/locations or into accommodation-based services on a short term basis.

- Diversity – The population of Devon is changing and is projected to change further over the next 20 years, such as the growth of migrant workers, even though the overall percentage of the population made up of BME groups is low.

### **A Strategic Commissioning Framework**

A product of this review is a proposed strategic commissioning framework for SP homelessness services in Devon for the period 2009/10 to 2011/12 which includes:

- A strategic vision and framework for all of Devon in relation to SP homelessness services.
- An affordable financial plan for commissioning homelessness services which covers the following contingencies:
  - A range of potential savings targets, including up to £2.6m in the SP budget by 2010/11.
  - Retaining a balanced budget for SP.
- An assessment of the competing revenue demands under consideration by the HSSP.
- Options for changes to existing contracted services from April 2009 in terms of a countywide commissioning approach for homelessness services.
- The linking of the performance of this sector to the new LAA performance indicators.
- A commissioning framework that reflects the increasing ethnic and cultural diversity of Devon.

The implications of applying this framework to current and future services include:

- Moving away from a ‘client group’ led approach to instead commissioning support services across client groups except where there is a specific need for a ‘specialised’ or ‘client need’ specific service response required.
- Defining which current services need to be retained as ‘specialised’ services, either accommodation-based or floating support. This approach requires a definition of what is meant by ‘specialised’ housing support services and ‘generic’ housing support services.
- Identifying existing accommodation-based and floating support services that could be replaced by a ‘tiered’ floating support service.

The key pressures facing SP commissioners in the homeless sector include:

- Significantly higher demand than can be met through the current supply and pattern of services.

- Reducing SP funding over the next three years.
- A desire for a more even distribution of resources and service provision across the county.

In response to these pressures and the other issues identified through the review, four commissioning options are put forward for implementing the proposed strategic framework. The recommended commissioning option in summary involves:

- Expanding the level of 'generic' floating support service in/across all districts/boroughs which is 'tiered' to respond to different needs including complex needs.
- Decommissioning all other floating support services
- Retaining/remodelling existing accommodation based services as 'specialised' services through recommissioning *and* contract level changes.

### **Proposals**

The key proposals emerging from the strategic review are:

1. Adoption of the proposed strategic framework as the basis for commissioning housing support services for people who are homeless or at risk of homelessness through the SP programme.
2. A funding plan for the homelessness sector based on efficiency savings of up to 7.5% over three years to allow for inflationary pressures delivered through contract negotiations and prioritising of investment in:
  - Rationalising current floating support services to create additional generic floating support following the process set out in 10.3. using current investment of £824,000 in floating support services
  - Remodelling or recommissioning accommodation based services, where necessary in line with the recommended commissioning option.
3. Implement changes to all existing contracts based on the recommended commissioning option, with the following core requirements:
  - A core specification to ensure that service delivery and performance is consistent with the aims of the proposed strategic framework
  - Every service having a clearly defined role, on a county or cross district basis, within the overall framework.
  - Service providers working as part of a 'proactive' system and partnership with SP commissioners and their partner organisations.
  - Services being commissioned in line with the agreed Eastern, Southern and Northern Devon population 'clusters' for adult social care and health services
4. Future re/commissioning of floating support services to be based on a 'generic' model with the following features:
  - 'Tiers' of support within the service to allow for low/medium need and high/complex need.

- Available to individuals in all forms of tenure.
  - To be delivered across district boundaries.
5. Future re/commissioning of accommodation-based services to be based on a clear definition of their 'specialised' role, typically covering:
    - Young people at risk
    - Women at risk of domestic violence
    - Other people with complex needs
  6. In relation to existing competing revenue demands in the homelessness sector it is proposed that
    - Current or proposed services should be considered against the proposed criteria for 'specialised' housing support services in the strategic commissioning approach at the same time as the future of all other existing contracts are considered by 31<sup>st</sup> March 2009.
    - 'Unmet needs' such as domestic violence and Aids/HIV are met through widening access to existing floating support services and through changes to service specifications and/or increasing floating support capacity.
    - The needs of BME groups such as gypsy and travellers and migrant workers are met through remodelling or recommissioning of existing floating support services rather than commissioning small scale 'BME specific' services.
  7. Extend the 'Winter Pressures' programme for a further two years as one of the key prevention components within the proposed strategic framework.
  8. Develop and implement consistent access arrangements in line with the proposed framework and in line with the agreed Eastern, Southern and Northern Devon population 'clusters' for adult social care and health services.
  9. Develop and implement a consistent approach to referral and assessment of individuals accessing housing support services. This will require all contracted services providers to accept a common assessment approach.
  10. Develop and implement a policy and protocol in relation to move-on housing arrangements with the Devon Homelessness Managers group.

### **Implementation**

A draft implementation plan is based on the practical steps required to deliver the proposals. The proposed approach is based on SP commissioners, partner organisations with a countywide remit and the eight Devon housing authorities agreeing a common approach to implementation whilst allowing for local variation and requirements. It is proposed that timescales are agreed following HSSP and JCB meetings. The timescales may also need to take account of related local factors such as the implementation of housing authority homelessness strategy revisions.

## **1. Introduction and Background**

Devon Supporting People Partnership has commissioned a strategic review of the Supporting People (SP) funded 'homelessness sector'. Through this review the Partnership is seeking to:

- Take informed commissioning decisions in relation to the unresolved issues in Devon's homelessness sector prior to the expiry of existing homelessness contracts in March 2009.
- Have in place a strategic commissioning framework for taking decisions about existing homelessness sector contracts in advance of their expiry in March 2009 and future commissioning of services for people who are homeless or are at risk of homelessness.

The key drivers for the current strategic review include:

- Affordability over the three year period from April 2009 in the context of a reducing SP budget.
- The need to have a decision making framework in relation to existing contracts in the homelessness sector that expire in March 2009
- A way of managing competing revenue demands in the homelessness sector
- Ensuring that recontracted or recommissioned services are accessible to a range of diverse needs that reflect the increasing ethnic and cultural diversity of Devon.
- An improved understanding of the level of demand for housing support services.
- Closer linking of demand for services to the distribution of resources and funding.

The homelessness sector includes services for a range of people including single homeless, homeless families, rough sleepers, young people at risk (including care leavers and teenage parents), offenders, people escaping domestic violence and people with substance misuse (drug and alcohol) problems.

This review is intended to build further on changes started in the homelessness sector following the last Homelessness sectoral review completed March 2005. The outcomes from the review included:

- 23% efficiency savings on the total budget for the sector (5% efficiency savings for the homelessness sector, sufficient savings to cover the inflation awards for providers within the sector, a contribution of £105,000 towards the older persons sector) with £775k per annum left over to invest.

- This was invested in the County-wide Carr Gomm Complex needs floating support contract.
- Some high priority schemes for Offenders and Drug users received higher levels of funding for enhanced provision.
- Some other services were remodelled to floating support taking the balance of accommodation based vs floating support from 70/30 to closer to 50/50.

A product of this strategic review needs is a strategic commissioning framework for homelessness services in Devon for the period 2009/10 to 2011/12 which includes:

- A strategic vision and framework for all of Devon in relation to SP homelessness services.
- An affordable financial plan for commissioning homelessness services which covers the following contingencies:
  - A range of potential savings targets, including up to £2.6m in the SP budget by 2010/11.
  - Retaining a balanced budget for SP.
- An assessment of the competing revenue demands under consideration by the HSSP.
- Options for changes to existing contracted services from April 2009 in terms of a countywide commissioning approach for homelessness services.
- The linking of the performance of this sector to the new LAA performance indicators.
- A commissioning framework that reflects the increasing ethnic and cultural diversity of Devon.

## **2. Strategic and Policy Context**

A strategic commissioning framework for the homelessness sector needs to be clearly related and linked to the relevant national and local policy context. The Supporting People programme has a five year strategy 2005/6 – 2009/10, which included key priorities for the homelessness sector. However, in the three years since that strategy was constructed a significant degree of change has taken place both nationally and locally in terms of strategy and policy.

### **2.1. The National Context**

The strategic review and commissioning framework are strongly influenced by the requirement to support wider policy objectives in relation to homelessness and the prevention of homelessness in particular.

- Homelessness policy and guidance from Communities and Local Government (CLG) includes:
  - The code of guidance published in June 2006.
  - Continuing to reduce the use of temporary accommodation.
  - Prioritising action to address youth homelessness.
  - BVPI 213 prevention indicator for every local authority with homelessness responsibilities.
  - A focus on partnership to achieve prevention objectives
  - An expectation that housing authorities will work with all members of the community in relation to their housing options, not just those to whom they have a statutory duty.
- The national Supporting People context. The national SP strategy was published by CLG in June 2007. The strategy has four key themes:
  - Keeping people that need services at the heart of the programme. The review and commissioning framework will be informed by the views of a sample of service users, particularly in relation to making services more flexible, with more consistent availability across the county and with support to move on from support housing where appropriate.
  - Enhancing partnership with the third sector, particularly including service providers. The Homelessness Provider Forum will have input into the review and commissioning plan.
  - Delivering on the new local government landscape. The review identifies the requirement to make stronger links with the Local Area Agreement (LAA) to ensure that the commissioning of and outcomes from SP homelessness services are demonstrably contributing to the delivery of LAA targets and objectives.
  - Increasing efficiency and reducing bureaucracy. The commissioning framework has been developed within a context of a reducing SP grant settlement for Devon over the 3 years from 2008/09. The commissioning and delivery of services will need to be achieved with improved efficiency.

CLG also published a report in January 2008 *Research into the Financial Benefits of the Supporting People programme*. This makes the case for the wider financial benefits that the investment in the SP programme brings to other policy objectives and programmes.

- Health and social care policy. This has most recently been sent out in the document *Putting People First*. This has set out a clear agenda to “personalise” social care and some health care services in a variety of ways. This is an extension and development of recent policy that has been tested out through the piloting of individual budgets and the in Control approach to changing the model of social care delivery. This agenda is in essence about the commissioning and facilitation of supports that are far more personally tailored to individuals.

## 2.2. The Local Strategic and Policy Context

- District/Boroughs are expected by CLG to be in the process of updating their homelessness strategies by July 2008. This is happening at differing timescales across the housing authorities in Devon but it is expected that the role of SP commissioned housing support services will be an element of each authorities approach to managing homelessness.
- In this context, of reviewing the overall approach to managing homelessness across the county, it is important to ensure there is the maximum impact from the SP investment in homelessness services alongside other services for people at risk of homelessness, for example through the use of Homelessness Prevention Grant from CLG. Many of the district/borough housing authorities use the CLG grant in ways that either currently, or could in the future, complement commissioning funded through SP.
- The developing Local Area Agreement (LAA) for Devon - In terms of the governance framework for the LAA, the current SP JCB and associated structures is planned to 'sit' under the Health & Wellbeing strand. However, the value and outcomes from SP funded services in the homelessness sector can cut across other strands including the Safer Devon strand, in terms of reducing offending, substance misuse and supporting people at risk of domestic violence, and the Economy/Environment strand in terms of addressing 'worklessness'.
- The recent strategic framework for health and social care in Devon, *The Way Ahead*, sets out a shared vision for the next 5 years to achieve and sustain outstanding health and social care for the population of Devon. Included within this strategy is a commitment to target extra support to deprived communities and to take positive action to include and support people who are often overlooked and excluded. Homelessness sector services commissioned with SP grant have a key role in helping to deliver these objectives.
- The Devon SP partnership has recently commissioned a strategic review of the Older Person's sector. This has resulted in a strategic commissioning plan for older persons housing support services which sets out a strategic 'model', with support being uncoupled from accommodation services, sheltered housing, with the released investment being used to fund floating support on a cross-tenure basis. The implementation and delivery of these changes will be managed at a local level. The homelessness sector review and commissioning plan adopts a similar approach, i.e. putting forward a strategic framework for taking decisions on a countywide and local basis.
- The expiry of SP steady state contracts for homelessness services in March 2009. The strategic review proposes a commissioning framework

- for services in the homelessness sector that will determine the relevance and future of all current SP contracted services in this sector.
- The 3 year SP funding settlement for Devon is not favourable in that funding will reduce from £19.337m in 2008/09 to £19.158m in 2011/12, i.e. a cash reduction of £0.178m with no allowance for inflationary pressures. It is likely that there will a consequent reduction in SP investment in the homelessness sector.
  - Devon Children and Young People’s Services (CYPS) are developing with SP partners and other organisations a countywide strategic approach to housing for vulnerable young people. The future commissioning of accommodation based and floating support services funded with SP grant for young people will need to fit with this developing strategy.

### **3. Supply of Services in the Homelessness Sector**

The current SP funded homelessness services cover client needs where risk of homelessness is an issue, including young people at risk, teenage parents, people at risk of domestic violence, single homeless people, offenders, people with substance misuse problems, people with complex needs. These services have been summarised in terms of the type of service, accommodation based and floating support by number of units by district area.

#### **3.1. The type of service, accommodation based and floating support by number of units by district area**

The table below summarises the type of services, typically accommodation based or floating support services, and their capacity in terms of the number of units by district area. Some services have slightly different service type definitions, for example ‘outreach’ services have been included under the floating support service type. Some services cover more than one district area but the capacity is shown for services that are specific to each district.

Area	Accommodation based services		Floating support services	
	Services	Units	Services	Units
East Devon	3	37	1	30
Exeter	23	366	7	93
Mid Devon	2	32	3	36
North Devon	10	68	3	16
Torridge	3	20	1	1
South Hams	2	14	3	33
Teignbridge	4	25	1	25
West Devon	2	9	0	0
Cross District	0	0	15	428
All Devon	49	571	34	662

### **3.2. Discussion**

The current pattern of services in the homelessness sector is based on changes made following the previous strategic review of the sector in 2005 and to some extent the 'legacy' of services that was in place at 1<sup>st</sup> April 2003 when the responsibility for funding and commissioning housing support services transferred to administering authorities and their local strategic partners. Some changes have been made to the supply of services since that time, principally the commissioning of additional floating support service capacity on a cross-district basis with the awarding of the contract for additional floating support services to Carr-Gomm on a countywide basis.

Key issues emerging from current pattern of supply are:

- The concentration of accommodation-based services/units in Exeter.
- There is a balance between accommodation based and floating support services in all areas taking into account cross district floating support.
- Examination of the type of services in each district suggests that there is likely to be some duplication of services, particularly in relation to floating support provision since the recent commissioning of cross-district floating support services.
- Excluding the cross-district floating support services, floating support services that are specific to one district are typically very small in scale, having on average 12 units per service across 18 separate services. This is unlikely to be offering best use of limited resources.
- There is a large range of service providers, particularly in Exeter. In other areas, excluding the recent cross-district floating support contract let to Carr-Gomm, the pattern of service provision in other districts is of a small number of providers with small scale services.

### **4. Demand for Housing Support Services**

The consideration of need and demand from people who are homeless or at risk of homelessness for housing support services has been based on the use of secondary data, i.e. data that is currently available, not through a new primary research exercise. The approach taken has been to

- Identify data that provides a demographic context for demand for housing support services:
  - Devon population profile.
  - The Devon health and social care joint strategic needs assessment (JSNA), specifically deprivation indicators.
- Use a range of sources of data that will help to estimate potential demand for housing support services. These sources of data include:

- A range of data that relate to the various client ‘needs’ groups that are supported through the homelessness sector (this is set out in section 4.4).
- SP client record data recording new client information.

The approach and data that has been used to estimate potential demand for housing support services is set out below in section 4.2.

#### **4.1. The Demographic Context for Demand**

##### **4.1.1. Population**

The age profile of people using SP homelessness sector services is dominated by the 16-24 age group and then by the 25-44 age group with use of services trailing off significantly in the 45-64 age group. The most relevant population age range for the homelessness sector is 16-44. The population trends for these age ranges is summarised below. Due to the way that the data is collected and recorded by Devon CC, the figures for 16/17 year olds are included within a population range of 12-17 years. This is summarised in the table below using 2006 data as a baseline with projected population changes to 2021.

<b>Devon Population</b>	<b>2006</b>	<b>2021</b>	<b>% change</b>
Pop 12-17	54,588	50,261	-7.90
Pop 18-24	60,866	60,325	-0.88
Pop 25-44	170,456	172,866	+1.41
Sub Total Pop 12-44	285,910	283,452	-0.85
Pop Overall Total	736,141	810,808	+10.14

This indicates that the overall 10% increase in the population for Devon by 2021 is driven by growth in the population of people over 45 years. In relation to the overall population aged 18-44 there is very little change. The only significant change is the projected reduction in the 12-17 age group by 7.9% by 2021.

##### **4.1.2. Devon Joint Strategic Needs Assessment (JSNA)**

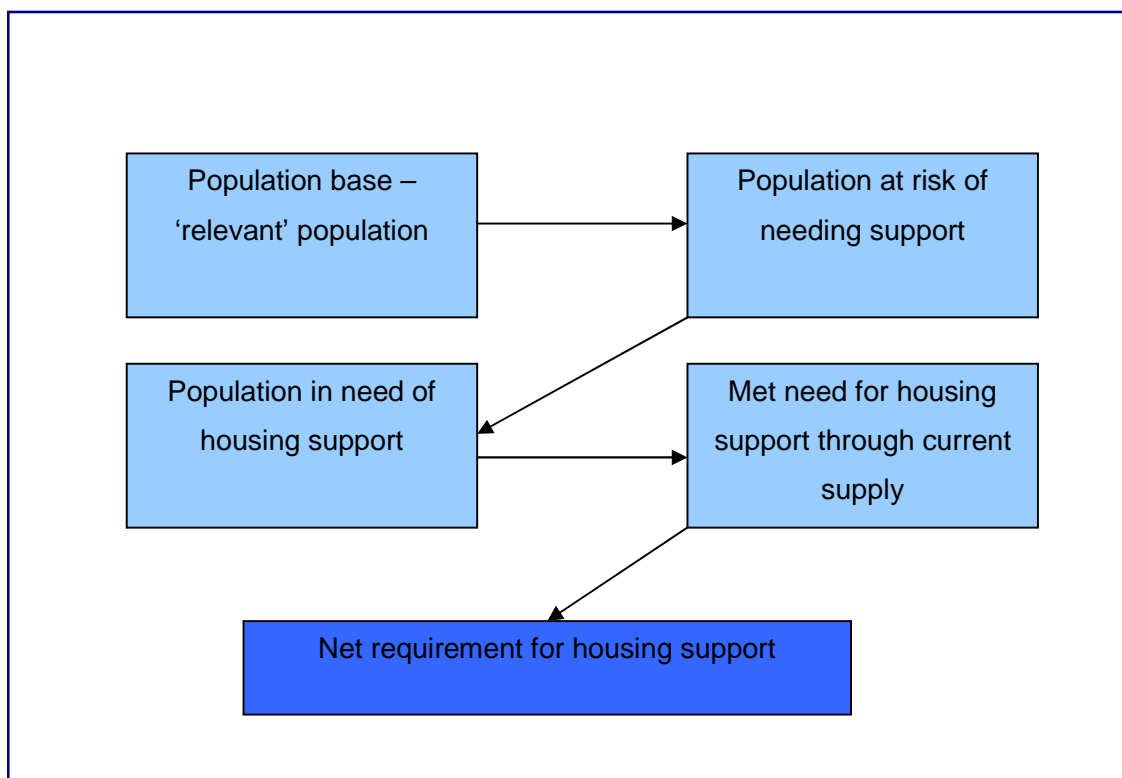
A Joint Strategic Needs Assessment has been undertaken to produce intelligence about the population of Devon and its needs. This has been done primarily using data relating to health and social care indicators. This assessment does not directly produce projections of demand for housing support services for homeless people/people at risk of homelessness, but it does include data in relation to indices of multiple deprivation (IMD) which do have relevance for likely demand for support services as they are based on a series of ‘domains’ of deprivation that include, Income; Employment; Health Deprivation and Disability; Education, Skills and Training; Barriers to Housing and Services; Crime; and Living Environment. Around 52,500 people live in the most disadvantaged neighbourhoods in Devon. This represents 7% of Devon’s total population.

There are 457 Lower Layer Super Output Areas (LSOAs) in Devon, split between the county's 8 districts. According to the IMD 2007, 21 of these LSOAs are among the most deprived 20% nationally, the same number as in 2004. They are home to almost 34,000 people. Most of these areas are in the districts of Exeter (11 LSOAs) or North Devon (5). There are also 2 in Teignbridge and 1 in each of Mid Devon, South Hams and Torridge. 5 of these 21 areas are also within the most deprived 10% nationally, 1 more than in 2004. All of these areas are in Exeter (3 LSOAs) or North Devon (2 LSOAs). These areas represent around 8,000 people. The most deprived LSOA in the county is in Ilfracombe, North Devon, which is within the most deprived 6%. Of particular relevance to the provision of housing support services in the homelessness sector is that the most prevalent forms of deprivation in Devon relate to barriers to housing & services and the living environment.

## **4.2. Estimating Demand for Housing Support Services**

### **4.2.1. Approach to estimating the demand/need**

The number of people using SP homelessness sector services is relatively small, 1442 new clients in 2006/07 (1600 estimated new clients in 2007/08), in terms of the overall population of Devon 736,141 (in 2006) so projecting demand based solely on a percentage of the population is problematic. The approach to estimating the demand for housing support services from people who are homeless or at risk of homelessness has been adapted from a model used for identifying the need for supported housing in London (London Housing Federation/Housing Corporation, *Building for All*, May 2007). The application of this approach to the Devon SP homelessness sector is illustrated in the diagram below.



#### 4.2.2. Population Base

The estimate uses 16 – 44 years as the 'relevant' base population (currently shown as 12-44 years due to the way the data is disaggregated by Devon County Council). The suggested 'relevant' population is based on age profile of service users of homelessness sector services since April 2003. Age profile shows greatest usage amongst 16-24 years, reducing in 25-44 age groups with very little usage beyond 45 years. The table below shows the relevant population in 2008 and the projected relevant population in 2021.

Devon Population	2006	2021
Total Pop 12-44	285,910	283,452

Source: Devon CC

#### 4.2.3. Population at Risk of Needing Support

The population at risk is a subset of the relevant population base that may need support during a particular year. The population at risk of needing support is based on a range of locally available data in relation to the different 'client needs' group that make up the homelessness sector. This data is used to construct an

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estimate of the overall demand for support across these different ‘client needs’ groups.

The details and assumptions made relating to the local data sources that have been used to construct the estimate of demand for support are shown at Annex 1. The data sources used are summarised in the table below.

<b>Client Need Group</b>	<b>Data Source</b>
Homeless people	Homelessness decisions applied by housing authorities (referred to as P1E data). This is a wider data set than homelessness ‘acceptances’
Drug and alcohol	This is based on evidence collected by Devon DAAT regarding <ul style="list-style-type: none"> <li>▪ Problematic Drug Users</li> <li>▪ People who are Alcohol Dependent</li> </ul>
Offenders	This is based on <ul style="list-style-type: none"> <li>▪ Data from Devon &amp; Cornwall Probation service on actual offenders being managed in the community</li> <li>▪ Data from the Prison Service regarding projected numbers of prisoners to be released over a 12 month period who are expected to reside in Devon</li> </ul>
Domestic Violence	This is based on the reported number of domestic violence incidences reported by Devon & Cornwall Police. (Numbers of DV homelessness ‘acceptances’ are included within the homelessness data).
Young people at risk	This is based on data from Devon CYPS regarding: <ul style="list-style-type: none"> <li>▪ Care leavers in a 12 month period</li> <li>▪ Young people with statements of special need</li> <li>▪ Young people who are NEET in a 12 month period</li> </ul>
Teenage Parents	Based on conception rates recorded by Devon PCT.
BME	This is based on: <ul style="list-style-type: none"> <li>▪ Local data on individuals from BME groups making use of Devon Inclusive Housing project.</li> <li>▪ Gypsy and traveller ‘caravan’ counts</li> </ul>

Using the data from these sources to construct an estimate of the overall demand for support across these different ‘client needs’ groups is shown in the table below.

<b>Client Need Groups – Homelessness Sector</b>	<b>Population at risk of needing support (per annum)</b>
Homeless people (subject to homelessness decisions by local authorities)	1411
Drug and alcohol <ul style="list-style-type: none"> <li>▪ Problematic Drug Users</li> <li>▪ People Alcohol Dependent</li> </ul>	3085 18,883
Offenders <ul style="list-style-type: none"> <li>▪ Supervised/managed in community</li> <li>▪ Released from prison</li> </ul>	890 425
Domestic Violence	8,601
Young people at risk <ul style="list-style-type: none"> <li>▪ Care leavers in a 12 month period</li> <li>▪ Young people with statements of special need</li> <li>▪ Young people who are NEET in a 12 month period</li> </ul>	217 1279 6727
Teenage Parents	405
BME: <ul style="list-style-type: none"> <li>▪ Individuals from BME groups making use of Devon Inclusive Housing project.</li> <li>▪ Gypsy and traveller population (on authorised and unauthorised sites)</li> </ul>	60 916
<b>Total</b>	<b>42,899</b>

This indicates that the estimated population at risk of needing support is 42,899 for 200/09.

#### **4.2.4 Population in Need of Housing Support**

The estimate of the population who may need housing support is based on adjusting downwards the estimated demand from the population at risk of needing support. The need to adjust the estimated demand from the population at risk of needing support is because of a number of factors including:

- The data used within the estimated population at risk of needing support was collected for a wider range of purposes than estimating demand for housing support.

- Not all individuals within the estimated population at risk of needing support will actually need housing support. Their needs will be for a far wider range of support, for example support with substance misuse or experiencing domestic violence.
- There is the potential for some ‘double counting’ between the different needs groups.

To account for these factors in order to produce a realistic estimate of the population in need of housing support, it is assumed that 10% of the estimated population at risk of needing support will have a need for housing support in a particular year. This is shown in the table below.

<b>Devon Homelessness Sector – Estimated Demand (per annum)</b>	
Estimated population at risk of needing support	42,899
Estimated population in need of housing support	4,289

#### **4.2.5. Met Need through Current Supply**

This is a measure of the number of people who are using SP funded homelessness sector services in a particular year. It is based on the client record (CRD) data set. This shows that the number of new clients using SP homelessness sector services in 2007/08 was estimated to be 1600. (*Source: CRD St Andrews University*)

The SP CRD provides an indication of the level of usage of SP homelessness sector services and trends since 2003. The table below summarises the number of new clients using homelessness sector services per annum since 2003/04.

<b>Year</b>	<b>2003/04</b>	<b>2004/05</b>	<b>2005/06</b>	<b>2006/07</b>	<b>2007/08</b>
No. of new clients	1584	1726	1369	1442	1234(Q1-Q3) Est. 1600 full year

*Source: CRD St Andrews University*

The figure for 2007/08 is based on Q1-Q3, so a likely projection of usage for the year is approximately 1600. The average number of new clients per year since 2003/04 is 1544.

This measure of met need is different to the actual supply of units because, as homelessness sector services are short term, the number of new users reflects

individuals who move on or leave SP services during the course of any year. It is therefore a more accurate representation of need being met through the current supply of services.

#### **4.2.6. Net Requirement for Housing Support**

This an estimate of the net requirement for housing support based on the difference between the estimated population in need of housing support and the need being met through the current supply. This is in effect an indicator of unmet need amongst the population in need of housing support. This shown in the table below:

<b>Measure</b>	<b>Population</b>
Population base – relevant population	285,910
Estimated population at risk of needing support	42,899
Estimated population in need of housing support	4,289
Met need for housing support through current supply (annual average)	1,544
Estimated net requirement for housing support	2,745

This analysis indicates that the estimated net requirement for housing support is 2,745. Given that homelessness sector services are short term in nature and the number of units in this sector compared (approximately 1,200 units) with the level of annual average usage of services is an approximate ratio of 1:1.3, this indicates that approximately 2,111 additional units would be required to meet the estimated net requirement for housing support.

This projection of demand for additional services needs to be used with the following caveats:

- The evidence available to project estimated need is not sufficiently specific to predict the types of services that are required to meet the estimated net requirement for support, e.g. accommodation based or floating support services, or other service types.

- The data used to estimate need comes from statutory agencies using their data collection and reporting methods. The estimate does not include other data that may be collected by voluntary sector organisations.
- From the overall demographic context (section 4.1) it is assumed that the estimated net requirement for support will remain relatively constant over time. However there are factors that may affect this. Other local strategies and policies may be effective in reducing the size of the population at risk of needing support and consequently reduce the population in need of housing support.

### **4.3. BME Communities**

In relation to ethnicity the table below summarises the ethnic origin of new clients since 2003 in the homelessness sector.

<b>Year</b>	<b>2003/04</b>	<b>2004/05</b>	<b>2005/06</b>	<b>2006/07</b>	<b>2007/08</b>
White	94%	95%	95%	94%	96%
BME	3%	3%	4%	4%	3%

Note – does not add up to 100% due to individuals refusing to disclose ethnic origin or no recording by service provider.

Devon Racial Equality Council (DREC), using information from a variety of sources, estimates that the minimum number of people from a Black or Minority Ethnic (BME) background is about 3.5% of the total Devon population (25,928). The BME population is widely dispersed across all Devon wards with Exeter showing the greatest concentration - between 5% and 8% (5,980 – 9,568).<sup>1</sup>

In addition there is evidence of increased numbers of migrant workers from Eastern Europe settling in Devon. A recent report on the housing needs of migrant workers in Devon<sup>2</sup> sampled 121 individuals from migrant worker communities, mainly people from Poland, and found that 7.8% of those sampled has experienced homelessness or no settled housing and 85% wanted to have more information about their housing rights and options. There is no currently reliable estimate of the population of migrant workers living in Devon so no assumption has been made about this overall population in the estimate of future demand, however the research does indicate that there is potentially demand for housing support amongst some migrant workers; the issue is more likely to be managed through ensuring that services are made sufficiently accessible to migrant workers and that organisations that work with migrant workers have knowledge of SP homelessness sector services and how to refer to them.

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<sup>1</sup> Devon Race Equality Council

<sup>2</sup> Mid Devon Involve April 2008

The data on the population of Gypsies and Travellers is based on local authority 'caravan' count data used in the 2006 Gypsy and Traveller housing needs assessment<sup>3</sup> which provides data on the numbers of required pitches but not a new projection of the overall population.

#### **4.4. Discussion**

Other issues emerging on need and demand include:

- Overall there are no significant projected changes in the population of Devon in the 16-44 age range that are likely to affect the demand for housing support services. However there are localised changes within specific towns that are more likely to have an impact, e.g. the growth in the 25-44 population in Exeter by 2021.
- The people who are using or may need to access SP homeless sector services represent some of the most disadvantaged groups within Devon. Current and potential clients of homelessness sector services are likely to come from areas of the county that are identified as the most deprived in the JSNA. However, it is important to recognise that current and potential clients will also be from areas that are not identified as the most deprived, i.e. individuals who need to access homelessness sector services are relatively small in number and their needs are likely to be more 'hidden' in the less deprived areas of the county.
- The effectiveness of homelessness prevention activities by local authorities and other organisations, particularly in relation to young people, mean that the numbers of individuals 'accepted' as homeless by the housing authorities in 2007/08 is falling (33 acceptances in Q3 of 2005/06 to 6 acceptances in Q3 2007/08). However this does not necessarily indicate that demand for housing support services is falling; it is more likely to evidence the success of local authorities implementing their homelessness prevention activities, including the use of some SP homelessness sector services to achieve this desirable reduction in homelessness acceptances.
- There are proposals for current 'short term' prisoners, those subject to Automatic Unconditional Release, to be supervised by the Probation Service for a minimum of six months on release from prison. If this occurs it will potentially increase the number of offender being supervised by the Probation Service who may need access to housing support services.
- The data used to estimate the population at risk of needing support does not allow for the potential impact of the current predicted economic downturn and the potential consequences of that in terms of increasing homelessness due to home repossessions and rent arrears. By way of comparison in 1989 12% of all homeless acceptances were due to mortgage and rent arrears, compared to 4% today.

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<sup>3</sup> Devon wide Gypsy and Traveller Housing Needs Assessment 2006, University of Plymouth

- The current age profile of the population most likely to use homelessness services is the 16-44 age group. The aim of support services for people who have experienced homelessness is to assist individuals to avoid future dependence on support services. However, it can be expected that a proportion of these individuals will continue to be at risk of homelessness as they become older. Although there is no quantitative evidence to substantiate this, it is probable that a cohort of older people who are homeless/at risk for homelessness will become more evident.
- The process of identifying need that led to the SP programme being established was based on individuals receiving or using services funded by specific funding streams, particularly ‘transitional’ housing benefit. This process by definition excluded those individuals who needed support to prevent homelessness who were not using services funded by THB or a number of other specified funding streams. As a consequence this process may have ‘undersized’ both the extent of the need for housing support and the funding that was made available. This is consistent with the estimated net requirement for housing support considerably exceeding the need met through the current supply of services.

## **5. Service Performance**

### **5.1 SP Performance Indicators**

The SP programme collects and analyses a range of data that measures the performance of housing support services. These include:

- Service availability
- Service utilisation
- Planned move-on (National key performance indicator - KPI 2)

The overall performance of homelessness sector services during 2007/08 up to the end of December 2007 is summarised below:

<b>Sector</b>	<b>% of contracted units available</b>	<b>% of available units occupied</b>	<b>Planned move-on (%)</b>
Homelessness sector	100	99	71

This indicates that overall performance of homelessness sector services is good and exceeds performance benchmarks of 90% for availability and utilisation. The figure for planned move-on from short term services of 71% compares favourably with other comparator local authorities; Devon SP out-performs the majority of its ‘family’ of comparator authorities.

However, there are some significant performance variations between services within the homelessness sector in relation to under-utilisation, i.e. SP funding that

is paying for service capacity that has not been used by service users. In summary:

- Under-utilisation for the homelessness sector from April 07 to end of December 07 is approximately £392,107.
- In addition to the reported under-utilisation, some services have reported 'over-utilisation', resulting in a figure of £79,330 additional utilisation.
- This gives a net figure of around £313,777 under-utilisation for the sector overall. Annualised this is likely to be approximately £418,000.

However this position is not straightforward. Further analysis shows:

- Accommodation based services account for around £208,752 of that under-utilisation.
- Floating support services account for less; around £102,315 of the overall under-utilisation.
- Of the £79,330 over-utilisation, 85% (£66,764) of that is found in floating support services as opposed to accommodation-based services.
- 13 services reported under-utilisation which equated to a cost of £10k or above. These 13 services accounted for around £245,000 of the total £392,107 under-utilisation (62%)
- 8 of those 13 services are accommodation-based, 5 are floating support services.
- Of the 5 floating support services, 3 are Carr Gomm services, which show under-utilisation due to staggered start dates for the new contract. There is an agreement with the provider that hours will be made up by over-performance over the period of the contract, which is 3 years.
- The other 2 are small floating support services of 10 units or less.
- The 8 accommodation-based projects include 2 refuges, 2 young people's projects, and 4 hostels. Two of the services (Redgrave House & Oakfields) have known difficulties and are in the process of remodelling. This has been regularly reported on to HSSP & JCB.
- £33k of reported under-utilisation can be tracked to data quality issues in the reporting by one of the hostels (8% of the total cost).
- It is estimated that data quality issues may account for as much as 20% of the overall cost of under-utilisation.

This analysis indicates that although under-utilisation is an issue in the homelessness sector, it is not a simple issue of SP commissioners being able to reduce contract prices to reflect under-utilisation to produce efficiency savings. However, the analysis does indicate that the most significant under utilisation is occurring in accommodation-based services, which may indicate issues in

relation to strategic relevance and/or operational problems. In relation to the majority of ‘over utilisation’ being accounted for by floating support services this tends to reflect the potentially high degree of flexibility offered through floating support.

## **5.2. Outcomes Framework**

The recently introduced SP Outcomes Framework has started to produce data on service performance related to the 5 outcome areas used within the Outcomes Framework. The collection of this data is at an early stage however records have been returned for 190 people using homelessness sector services. These show:

<b>Total number of service users who have left the services in the period May – September 2007</b>	<b>Number</b>	<b>%</b>
of which achieved <b>Planned Move ons</b>	127	67%
of which achieved <b>Greater Independence</b>	113	59%

On 7 of the 17 indicators within the Outcomes Framework services in Devon delivered outcome measures that exceed both the regional and national performance averages. The domains that were weakest in terms of achieving the desired outcomes were:

- Client needing support to obtain paid work – 34% achieved.
- Client needing support to participate in education or training – 54% achieved.
- Client needing support to better manage their substance misuse issues – 51% achieved.

The most common reasons these outcomes were not achieved more fully were:

- Client unwilling to engage with support.
- Client ceased to receive support service before outcome was achieved.

Rather than an indication that services are underperforming in helping to achieve these outcomes, it is more likely to be a reflection of the degree and complexity of the needs of the users of services and tends to reinforce the understanding that individuals need to have stable housing as a key requirement for making progress in accessing work and training and managing and reducing substance misuse.

### **5.3. Client Record Data**

The client record data collected and reported by the JSCHR includes details of the types of service accessed by new clients. In relation to the homelessness sector, comparing April 2006 – Sept 2006, with the period April 2007 – Sept 2007, there has been:

- An increase in the percentage of service users joining Floating Support Services (46% in 2007/08 against 38% in the same period in 2006/07).
- An increase in the percentage of service users joining Supported Housing i.e. accommodation-based services (36% in 2007/08 against 30% in the same period in 2006/07).

The most significant increase in access to service type is for floating support which is likely to reflect the commissioning of additional cross-district floating support capacity (through the contract with Carr-Gomm).

### **5.4. The Wider Performance Context**

CLG published a report in January 2008 *Research into the Financial Benefits of the Supporting People programme*. This identifies the wider financial benefits that the investment in the SP programme brings to other policy objectives and programmes. In effect it sets out that the SP programme at a national level represents an 'invest to save' policy, i.e. it identifies the financial benefits that accrue from the investment in the SP programme and the potential costs that would accrue if the SP programme was not in existence. It provides this analysis at a global level and at the level of different 'client groups'.

The findings of this report are that the best overall estimate of net financial benefits from the Supporting People Programme is £2.77 billion per annum for the client groups considered (against an overall investment of £1.55 billion). The provision of the Supporting People intervention was estimated to provide a net financial benefit – i.e. the financial benefits of supporting the individual were higher than, and outweighed, the costs of doing so. The net results for each client group are set out in the following table which is relevant to this review:

Client Group	National Cost (£m)	National Net Financial Benefit (£m)
Women at risk of domestic violence	(59.5)	85.7
People with drug problems	(24.3)	96.3
Homeless families in settled accommodation	(28.7)	1.2
Homeless families in temporary accommodation	(25.0)	50.2
Homeless single people in settled accommodation	(147.8)	9.1
Homeless single people in temporary accommodation	(127.2)	77.2
Offenders and those at risk of offending	(46.7)	24.9
Young people at risk in settled accommodation	(72.6)	5.6
Young people at risk in temporary accommodation	(29.1)	10.4

The findings here indicate that, for each of the client groups considered, the costs of supporting outweigh the overall costs of not supporting. This would suggest that the withdrawal of support for these groups may create a higher cost elsewhere. The report does not provide a breakdown of the financial benefits from the SP programme at a regional or local authority level, however it would be possible to extrapolate these findings onto the lower levels of expenditure at local authority level although with caveats that the data and analysis in the CLG report is based on national global data. However even with these caveats it does provide a compelling case for the use of the SP programme as a mechanism for avoiding higher costs in other parts of the public sector system, e.g. costs of homelessness, additional criminal justice costs, additional costs from drug and alcohol misuse, adverse impact on community safety. This report supports the inclusion of support for vulnerable and marginalised groups in *The Way Ahead*. The evidence from this national report provides a clear case for continuing to invest in homelessness sector services.

## 6. Funding for the Homelessness Sector: Current Position

### 6.1. Expenditure 2007/08

In relation to current service provision the SP spend on homelessness sector services was £7,056,617 in 2007/08. The total SP spend for 2007/08 was £19,701,726 on a budget of £20,806,172. Spending on the homelessness sector

was 35.81% of the total SP spend in 2007/08. The spend on the homelessness sector in 2007/08 can be broken down as follows:

Spend by LA area 2007/08

<b>Area</b>	<b>Spend</b>	<b>% of spend (excluding cross district spend)</b>
East Devon	£348,910	6.79
Exeter	£3,103,106	60.40
Mid Devon	£329,855	6.42
North Devon	£648,738	12.63
Torridge	£105,371	2.05
South Hams	£222,985	4.34
Teignbridge	£336,638	6.55
West Devon	£37,080	0.72
Sub total	£5,132,683	
Cross District	£1,432,017	
All Devon	£6,564,700	

Note: The difference between overall spend of £7,056,617 and overall spend by area of £6,654,700 is accounted for by spending on grant payments and other items.

The table above clearly indicates the current distribution of SP funding between the eight housing authority areas. Before expenditure from cross authority service provision is taken into account it is clear that the most significant feature is the concentration of current expenditure in Exeter at 60% of the current spend. The other seven areas currently receive substantially lower levels of investment.

The spend per new client in the homelessness sector can be calculated based on an estimated total number of new users in the same period of 1,600. This indicates that the cost per new user in the homelessness sector in 2007/08 represents approximately £4,410 per new user per annum or £84 per new user per week. There is no regional comparison of this data but financial and cost benchmarking commissioned by the SP authority in the south west has shown that the median unit cost per week for 'socially excluded' clients, i.e. equivalent to the Devon homelessness sector, is £139 per week. The equivalent median unit cost per week in the Devon homelessness sector, based on total units of 1235 and spend in 2007/08 of £7,056,617, is £109 per week which compares favourably with the regional median cost per unit per week.

## **7. Stakeholder Involvement and Requirements**

This review has involved a substantial level of consultation and communication with key stakeholders. The table below shows the stakeholders who have been involved in the review and a summary of the key messages.

<b>Stakeholder(s) - Key messages</b>
<p><b>All Devon Housing authorities</b></p> <ul style="list-style-type: none"> <li>▪ Clear strategic direction required from JCB</li> <li>▪ A countywide strategic 'model' or approach is desirable but with local flexibility in relation to implementation and delivery of change</li> <li>▪ A clearer rationale for the pattern of services and funding</li> <li>▪ The need for a minimum level of accommodation based services (supported housing) in each area for people with the most complex needs</li> <li>▪ The most recent floating support contract and model is highly effective in terms of flexibility and access. Typically require more of this approach.</li> <li>▪ A recognition of the concentration and volume of needs and complex needs within the urban environments, i.e. Exeter (ECC)</li> <li>▪ Referral and access to housing support services to be through or at least with the local housing authority (rather than just via individual providers)</li> <li>▪ Scope to change services locally in response to changes in need and location of need, i.e. scope to shift funding and resources between services within a local area.</li> <li>▪ More coherent linkage between the use of the CLG Homelessness Grant funding and the commissioning of SP funded services.</li> <li>▪ Homelessness sector services more closely linked to delivery of homelessness performance measures</li> </ul>
<p><b>Devon DAAT</b></p> <ul style="list-style-type: none"> <li>▪ Strategic approach or 'model' that supports individual in their accommodation of whatever type</li> <li>▪ A strategic approach to SP homelessness services needs to be 'coherent' and more joined up with DAAT commissioning objectives</li> <li>▪ Housing and access to support is a top priority in relation to social inclusion</li> <li>▪ Housing (and support) reported as highly important from user survey</li> <li>▪ The recent floating support contract delivers the type of flexibility required</li> <li>▪ Need for more even geographical distribution of support/supported housing resources</li> <li>▪ Not all current service providers sufficiently responsive to the needs of people with substance misuse problems</li> <li>▪ DAAT performance measures need to be part of the future SP strategic approach for homelessness sector services</li> </ul>
<p><b>Devon &amp; Cornwall Probation</b></p> <ul style="list-style-type: none"> <li>▪ A strategic framework for the homelessness sector needs consistent access and referral system</li> <li>▪ Accommodation based services for most complex needs/highest risk individuals (across the county)</li> </ul>

<b>Stakeholder(s) - Key messages</b>
<ul style="list-style-type: none"> <li>▪ More use of the recent floating support contract model to produce a consistent approach for all SP housing support services in the sector</li> <li>▪ Access to move on accommodation and support to move on needs to be part of the strategic framework</li> <li>▪ The strategic framework should result in a clear ‘pathway’ approach where no customers get lost or rejected by the system and all providers know their role within the pathway</li> <li>▪ Flexibility within the future contracts so that changes can be made more quickly in response to arising need and a ‘reserve’ of service capacity can be deployed across the county in response to peaks of demand.</li> <li>▪ The homelessness sector needs to be fully recognised within the LAA but also demonstrate value by future performance of the sector linked to other elements of social changes including               <ul style="list-style-type: none"> <li>○ employment and training outcomes,</li> <li>○ community safety</li> <li>○ health and well being</li> </ul> </li> <li>▪ Probation Service performance measures need to be part of the future strategic approach.</li> </ul>
<p><b>Devon Primary Care Trust</b></p>
<ul style="list-style-type: none"> <li>▪ Delivery and access to homelessness sector services needs to be consistent with the Single Assessment Process</li> <li>▪ A strategic framework needs to have the following elements</li> <li>▪ A central strategic direction but with local flexibility to make the best use of the available resources, consistent with the overall strategic direction</li> <li>▪ Flexibility for resources to be able to be released/redeployed in response to specific needs/demands</li> <li>▪ Some accommodation based services with intensive support, particularly for young people</li> <li>▪ More of the SP investment going into floating support rather than accommodation based services</li> <li>▪ The SP homelessness sector needs to be ‘strategically organised’ to deliver outcomes that support               <ul style="list-style-type: none"> <li>○ access to employment and training and behaviour change</li> <li>○ Preventative approaches to supporting some of the most deprived/disadvantaged people in the county.</li> </ul> </li> <li>▪ SP homelessness sector needs to be ‘tethered’ to the LAA Health &amp; Wellbeing theme but with explicit recognition of links with other themes</li> </ul>
<p><b>DCC Adult Social Care</b></p>
<ul style="list-style-type: none"> <li>▪ SP homelessness sector needs to be strategically part of LAA arrangements, ‘badged’ under Health &amp; Wellbeing but linked to other themes</li> </ul>

<b>Stakeholder(s) - Key messages</b>
<ul style="list-style-type: none"> <li>▪ The future justification of the homelessness sector needs to be evidenced through the outcome framework</li> <li>▪ A clearer strategic approach to commissioning homelessness sector services is needed as the LAA governance structures will require wide ownership of the SP 'investment'.</li> <li>▪ A strategic framework for the homelessness sector should address the following: <ul style="list-style-type: none"> <li>○ A common approach and focus on the most complex/chaotic individuals</li> <li>○ Improving access to the private rented sector in a consistent way</li> <li>○ Simplified and consistent access to homelessness sector services across the county</li> <li>○ Future contract performance managed against outcomes/indicators that are part of a new strategic framework</li> </ul> </li> <li>▪ Clearer role for the districts in performance managing services in their areas</li> <li>▪ Role of Exeter: need to recognise the 'pull' of Exeter but balancing this against needs of other areas, e.g. complex and chaotic needs in North Devon</li> <li>▪ Need to agree the extent of service change required including finding efficiencies from accommodation based services</li> <li>▪ Address the legacy funding position vs funding distribution linked to need</li> </ul>
<p><b>DCC Children's and Young People's Services</b></p> <ul style="list-style-type: none"> <li>▪ Looking for move away from accommodation based services in general but whilst recognising that some small scale accommodation based services are essential for vulnerable young people</li> <li>▪ Looking to see more use of joint commissioning between SP and CYPS or at least more 'alignment' between SP and CYPS spend</li> <li>▪ Expansion of supported lodgings is desirable as jointly commissioned service with SP</li> <li>▪ Expansion of floating support that can be highly flexible in its role and remit – not necessarily just providing housing support</li> <li>▪ Essential to protect the investment in the SP homelessness sector given that the profile of use of the sector is weighted towards young people and adults in need of support who will not typically meet Adult Social Care thresholds for eligibility.</li> <li>▪ As far as possible services for vulnerable young people, specifically accommodation based services, need to be commissioned as separate from services from older adults; e.g. 16-18 year old homeless people should not ideally be in accommodation with people over 30 years.</li> <li>▪ Need for some SP providers to become more proactive in sourcing housing opportunities for young people such as building relationships with private sector landlords.</li> </ul>

<b>Stakeholder(s) - Key messages</b>
<p><b>Service providers/Voluntary Sector – sub group of Homelessness Sector Provider Forum</b></p> <ul style="list-style-type: none"> <li>▪ Need for a ‘joined up’ approach to commissioning across all the SP sectors in Devon</li> <li>▪ Need for stability for service providers</li> <li>▪ Important to maintain a balance between accommodation based and floating support services</li> <li>▪ Important to promote partnership working between providers as well as with statutory agencies</li> <li>▪ It is right that SP commissioners address poor performance and service delivery where this exists</li> <li>▪ If a common assessment and referral system is to be developed it is important that providers are involved in that process from the outset. A preferred approach would be common process through local ‘hubs’.</li> <li>▪ There needs to be a better geographic spread of services across high/medium/low ‘categories with providers being more flexible about delivering service to varying levels of need.</li> <li>▪ There is a role for local service provision as well as cross county/district service provision</li> <li>▪ To deliver an effective approach to homelessness prevention there needs to be better alignment between housing authorities’ homelessness prevention roles and SP services</li> <li>▪ Would welcome more opportunities for co-working with the statutory sector</li> <li>▪ SP accommodation based services should be accessible by individuals from all parts of the county but there needs to be a cross county move-on strategy in place to avoid these services getting silted up.</li> <li>▪ There needs to be greater service capacity in the rural districts to reduce the pressure on services in Exeter.</li> <li>▪ All services should be accessible and attractive to BME groups rather than commission separate services.</li> </ul>
<p><b>BME</b></p>
<p><b>Devon Inclusive Housing Project (DIHP)</b></p> <ul style="list-style-type: none"> <li>▪ Needs to be recognition that although the overall BME population within Devon is small in percentage terms the diversity of the population has been changing quite significantly.</li> <li>▪ BME population in Devon is itself very diverse; it is not a traditional ‘black’ BME population. It is made up of eastern European migrants, gypsies and travellers, black, Asian and Chinese minorities and asylum seekers from a wider range of origins.</li> </ul>

<b>Stakeholder(s) - Key messages</b>
<ul style="list-style-type: none"> <li>▪ Generally positive operational links with SP homelessness sector provider and local authorities</li> <li>▪ Most cases are in Exeter – good links with ECC housing service</li> <li>▪ However, there are cases in other district areas.</li> <li>▪ In relation to commissioning and service models:</li> <li>▪ Some shared supported housing does work but there does need to be more floating support available as most BME ‘customers’ are living in the private rented sector</li> <li>▪ Need for commissioners and providers to recognise the value of support for individuals but also community ‘approaches’ to support.</li> <li>▪ Recognition of the needs of BME groups and individuals either through commissioning of specialist service and/or through enhanced cultural sensitivity of ‘mainstream’ services.</li> </ul>
<b>People who have experienced homelessness</b>
<ul style="list-style-type: none"> <li>▪ Support is essential at the point of becoming homeless</li> <li>▪ Support needs to be available to people through any council office (dealing with homeless people) at the time they seek assistance</li> <li>▪ People need support to find private rented accommodation – it is not enough to be given a list of landlords to call</li> <li>▪ People need help with rent deposits to secure private rented accommodation</li> <li>▪ Good support services help to make you feel confident again and regain your self-esteem</li> <li>▪ It is important that support services and support workers can demonstrate trust and be non-judgmental</li> <li>▪ Practical support is essential to help you to find accommodation and then to keep it</li> <li>▪ Support services need to recognise the importance of people having and maintaining their family and friendship relationships</li> <li>▪ Giving people particular ‘labels’ like offender or drug misuser is not very helpful; many people will have lots of problems. What they all need is practical support.</li> <li>▪ There needs to be better communication and publicity about support services. Lots of people don’t know about them or aren’t told about them. Providing small ‘business cards’ with a number to call or text would be a good way to find out about or access support.</li> <li>▪ There needs to be help available when a person leaves somewhere like a hostel.</li> </ul>
<b>Chair of JCB</b>
<ul style="list-style-type: none"> <li>▪ Need for more flexible services similar to those commissioned recently through Carr-Gomm</li> </ul>

<b>Stakeholder(s) - Key messages</b>
<ul style="list-style-type: none"> <li>▪ Need for more even distribution of resources – funding and service provision</li> <li>▪ Recognition of recent changes in the demographic profile – including focus on deprivation</li> <li>▪ Stronger focus on the needs of young people given the profile of people using homelessness sector services</li> <li>▪ Closer working required with the Children’s Trust</li> <li>▪ Specialised services for young people aged 16-25 years</li> <li>▪ More support available for young people when they ‘move on’ from supported housing</li> <li>▪ Training for staff needs to be considered – need for ‘generic’ training but also need for some ‘specialised’ training</li> <li>▪ The recent Winter Pressures programme demonstrates how SP funding can be used more flexibly</li> <li>▪ Need to identify the scope for using SP funding across the current sector boundaries particularly the MH and Homelessness sectors</li> <li>▪ Districts need to take more local ownership of local SP services with support from SP team</li> </ul>
<b>Devon CC Community Safety Team</b>
<ul style="list-style-type: none"> <li>▪ Not seeking further women’s refuge provision; instead aiming to develop alternatives to refuges (such as flats or small shared houses) and Sanctuary schemes to have a wider range of options available</li> <li>▪ Seeking for floating support services to be proactively sourcing move-on housing for women using refuge provision</li> <li>▪ Recognise the operational value of the new cross district floating support services.</li> <li>▪ Seeking joint commissioning opportunities with SP commissioners</li> <li>▪ Favour a more specialised approach to DV services, i.e. housing support services specifically for people who have experienced domestic violence, rather than a ‘generalist’ service</li> <li>▪ Looking to harmonise contracts with SP commissioners in relation to a preferred DV service provider.</li> </ul>

In addition the following groups have been involved in the strategic review.

- Devon SP Homelessness Steering Group
- Devon Homelessness Officers Group

## **8. Key Issues in the Homelessness Sector**

Based on the evidence from the strategic review of the homelessness sector the key issues that have emerged are summarised below. These issues inform the

components of the strategic framework proposed for the future approach to commissioning housing support services for people who are homeless and/or at risk of homelessness.

## **8.1 Key Issues**

A number of issues in the homelessness sector was one of the key drivers for undertaking a strategic review. These issues include:

- The need to have in place a strategic commissioning framework for taking decisions about existing homelessness sector contracts in advance of their expiry in March 2009.
- The requirement to have an affordable plan for future commissioning of homelessness sector services.
- A wide range of competing claims for revenue funding for both service delivery/changes to service delivery and other 'projects' such as need identification. This creates a situation where commissioners potentially take decisions about investment in an ad-hoc way.

During the course of the strategic review a range of other issues have emerged from stakeholders and analysis of data. The key issues are summarised below:

- Supply – A previous strategic review in 2005 started a process of changing the supply of services in the homelessness sector from the 'legacy' provision from 2003. There is a concentration of accommodation based services in Exeter in particular. Spending of efficiency savings on additional floating support has been the most significant change. However through this review stakeholders have indicated a requirement for the overall range and geographical coverage of services to be based on a countywide strategic consensus. Some 'needs groups' do not have a specific service response, e.g. gypsies and travellers.
- Need and demand – The projection of future demand for housing support services in the homelessness sector indicates that there is estimated to be more than **double** the level of demand for support services than the need being met through the current supply of support services. The current pattern of services does have some linkage to indicators of need, for example in relation to the most significant areas of deprivation in Exeter and North Devon. The recent commissioning of cross-district floating support has been linked to homelessness and substance misuse indicators of need.
- Funding - The current pattern of funding distribution is based on a concentration of the SP homelessness sector investment being in Exeter with much lower levels of investment across the other 7 district areas. This has tended to be based on the pattern of expenditure that was inherited rather than a result of a strategic consensus on resource distribution. The commissioning of additional cross-district floating support has resulted in investment in all areas including those outside of Exeter. Given that Devon

- has a reducing SP budget over 3 years from 2008/09 there is likely to be a requirement to achieve further savings and given that the potential demand for support is estimated to be significantly greater than served through the current supply, a key issue will be seeking to commission and deliver more service capacity within a reducing budget.
- Performance – Overall the performance of services in the homelessness sector is good in relation to SP performance measures. The recently implemented Outcomes Framework is indicating that support services in the SP homelessness sector are helping a significant proportion of service users to have a planned move-on to other forms of housing and achieve greater independence. Although the role of these services in supporting other social policy objectives is commonly understood, there are less explicit performance linkages evidencing the contribution of these services to other performance measures, e.g. reducing offending, reducing substance misuse. It will be necessary to be able to evidence the wider impact of the homelessness sector in terms of delivering LAA objective 27.
  - Coordination and partnership arrangements – Feedback from stakeholders has clearly indicated that it is essential that there is coordination between SP homelessness services and with other services for people who are homeless or at risk of homelessness in order to achieve better outcomes for individuals. This is in terms of both reducing and avoiding homelessness but more significantly assisting individuals to access the support and assistance they need to address, for example, offending or substance misuse issues and gain access to training and work. Feedback from stakeholders has been that in practice this will require a more consistent level of partnership across Devon, particularly at a local level, between statutory organisations (e.g. housing authorities, DAAT, Probation) and service providers and local voluntary agencies to achieve improved outcomes.
  - Access – Access arrangements to SP homelessness sector services vary across the county. There are currently significant changes underway in relation to access and delivery arrangements for social care and community health care services. Recently commissioned cross-district floating support services have been far more closely linked to access through housing authorities. Feedback from a range of stakeholders has indicated that having more consistency in terms of access arrangements at a local level is necessary.
  - Move-on housing options – All stakeholders have identified that access to move-on housing through the widest range of housing options is essential to make the best use of the SP investment in the homelessness sector. There are very significant pressures in achieving this in terms of competition for private rented sector tenancies, general housing affordability issues and high demand for social housing across Devon. A cross authority move-on housing strategy and protocol is likely to be necessary to address these problems.

- Cross tenure support and service flexibility – Feedback from stakeholders has indicated that there is support for all floating support services operating across all forms of tenure to achieve the greatest degree of flexibility to respond to need. Other feedback has indicated that greater local control and oversight of services would also promote greater flexibility, for example a housing authority being able to direct support services resources such as floating support to manage ‘peaks and troughs’ in local demand which could mean redirecting support between different towns/locations or into accommodation-based services on a short term basis.
- Diversity – The population of Devon is changing and is projected to change further over the next 20 years. In relation to the younger groups within the population there is no expectation of any significant growth in numbers. However, diversity within the population is changing, such as the growth of migrant workers, even though the overall percentage of the population made up of BME groups is low.

## **9. Way Forward - A Proposed Strategic Commissioning Framework**

### **9.1 Introduction**

A strategic framework is proposed as a basis for commissioning housing support services for people who are homeless/at risk of homelessness in a consistent way across Devon.

The purpose of the proposed strategic framework is to:

- Provide a shared vision for the homelessness sector.
- Provide a framework for taking decisions about existing homelessness sector contracts in advance of their expiry in March 2009 and future commissioning of services for people who are homeless or are at risk of homelessness.
- Take informed commissioning decisions in relation to the unresolved issues in Devon's homelessness sector prior to the expiry of existing homelessness contracts in March 2009.
- Support and complement the delivery of other local strategies and objectives such as *Way Ahead* and local housing authority homelessness strategy updates.

### **9.2 Vision and Principles**

There is currently a 5 year Supporting People (SP) strategy for Devon that runs from 2005/06 – 2009/10. It was produced in 2005 in line with relevant guidance from the then ODPM. The Devon SP strategic vision contained in the 5 year strategy remains relevant in the context of the homelessness sector. Based on the views and aspirations of stakeholders the proposed vision for the homelessness sector is:

*The provision of good quality, flexible, accessible and equitable housing support services for people who are homeless or at risk of homelessness. These services will include accommodation-based services, floating support and other preventative services that as a whole will provide a fully comprehensive set of responses to the needs of some of the most disadvantaged people within the communities of Devon.*

The principles that underpin this vision include:

- Services that are based on the needs of the individual.

- Services that are based on a consistent commissioning framework across the county that seeks to ensure that those services are designed and organised to provide clear pathways for the individuals using them.
- Services that are focused on the delivery of outcomes in relation to sustaining individuals in their homes and preventing homelessness and that will support vulnerable individuals to be able to live independently.
- Working effectively and collaboratively with a wide range of agencies to ensure that vulnerable people can make best use of other specialist services.

### **9.3. Strategic Aims and Objectives for the Homelessness Sector**

Recent commissioning of cross-district cross tenure floating support services has indicated the strategic direction that the SP partnership has started to take in the homelessness sector. This approach to commissioning is seeking to address some of the key issues identified through the review and the proposed strategic framework is consistent with this direction. There has also been consultation with a wide range of stakeholders about the strategic direction of the SP homelessness sector.

From previous work undertaken by the Devon SP programme and partners, such as the previous sector review, the strategic aims for homelessness sector services in the 5 year strategy and messages from stakeholders including customers, the role of housing support services for people who are homeless or at risk of homelessness in delivering both the vision and the range of other local relevant strategies is characterised in the following overall strategic objectives.

*FINAL DRAFT – A Strategic Review and Commissioning Framework for the Devon Supporting People Homelessness Sector 2009/10 – 2011/12*

<b>Key Strategic Aim</b>	<b>Rationale</b>
1 To pursue a stronger focus on preventative services	<p>SP commissioned housing support services will help in preventing a wide range of events that may be experienced as a crisis by vulnerable people, including:</p> <ul style="list-style-type: none"> <li>▪ homelessness and repeat homelessness;</li> <li>▪ relapse for drug and alcohol misusers;</li> <li>▪ prolific and repeat criminal and anti-social behaviour;</li> <li>▪ rough sleeping; and</li> <li>▪ the use of bed and breakfast and other temporary accommodation</li> </ul>
2 To ensure that the outcomes of services maximise the independence of service users	<p>Housing support services aim to help vulnerable people make their own decisions, learn new life skills and live as independent a life as possible in the community.</p> <p>The role of SP commissioned services in promoting independence is consistent with a range of national policies.</p>
3 To promote equalities and social inclusion	<p>The Supporting People programme will commission housing support services to support some of the most marginalised people. This includes groups whose needs have historically been less well met such as people from a black or minority ethnic (BME) group, women at risk of domestic violence, travellers, young people, offenders, people with complex needs and vulnerable homeless households.</p>
4 To promote community safety	<p>The Supporting People programme will commission housing support services that help to underpin the aims of the Crime &amp; Disorder Reduction Partnerships, the Youth Justice Plan and the Drug &amp; Alcohol Action Team Strategy (DAAT) by offering timely housing support to people who may cause, or be affected by, anti-social behaviour or crime in neighbourhoods. These groups include offenders, people who misuse alcohol and/or drugs and those who are at risk of domestic violence.</p>
5 To enable resettlement and move on to mainstream housing	<p>SP commissions services that support marginalised groups to obtain a settled home and become part of the community.</p>
6 To promote equality of access to supporting people funded services	<p>SP commissioning will promote fair access and referral routes to services across the county. In particular we want to develop a consistent approach to access to both accommodation based and floating support.</p>

#### 9.4. Components of a Strategic Commissioning Framework

The components of the proposed strategic framework that are consistent with strategic principles and aims and objectives are summarised below:

Components of strategic framework	Summary description
Access	<p>A common point of referral and access for all homelessness sector services. Individuals to be referred through one access point, assessed for need and then offered service(s) according to need, but to be moved through the system as quickly as possible.</p> <p>This could be based around:</p> <ul style="list-style-type: none"> <li>▪ Existing housing authority access points</li> <li>▪ New social care and health access and assessment systems</li> <li>▪ New access models or ‘hubs’ (linked to SP common assessment process project)</li> </ul>
Prevention services/activities	<p>This will include a range of activities and services, many of which are already provided by or through the city/borough/district housing authorities. Prevention services will also include use of floating support and the ‘Winter Pressures’ type of programme.</p>
Specialised services	<p>‘Specialised’ services, i.e. typically accommodation-based services (and potentially some floating support services), including higher cost/intensity services for specific ‘client group’ needs and/or people with ‘complex needs’.</p>
Mainstream or ‘generic’ floating support services	<p>Floating support service/s that complement the specialised services including ‘tiers’ of varying support, from low to high/complex needs.</p>
Support to move-on to settled housing	<p>This is support targeted at assisting individuals to move on from accommodation based services into settled housing. This could be incorporated within mainstream floating support services.</p>

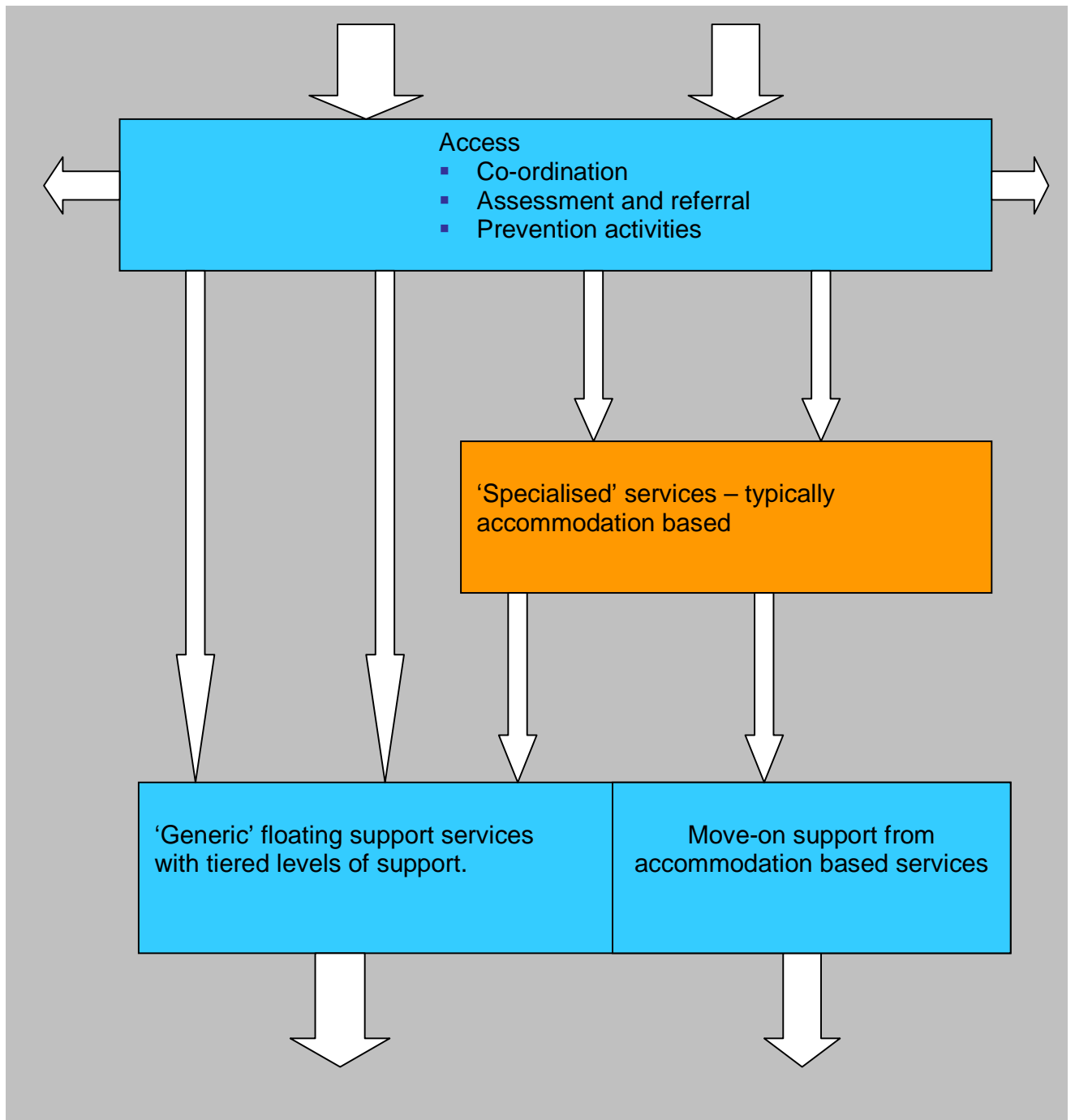
The aim is to provide a consistent strategic approach that is applicable on a countywide basis but has sufficient flexibility for local variation in implementation and delivery. This approach is based on:

- Maximising the flexibility of support services to support individuals irrespective of tenure.
- Being applicable across all of Devon to address uneven provision of services.
- Providing ‘specialised’ services for specific ‘client group’ needs where a more mainstream or ‘generic’ floating support service is not appropriate.
- Developing a common access route into housing support services across the county including an assessment of housing support needs. This would provide both information about customer needs to direct individuals to the most appropriate services and also information on demand for more strategic purposes such as changing services over time and decommissioning current services and/or commissioning alternative services.
- A way of ‘wrapping’ support around individuals that includes:
  - Support to avoid using accommodation-based services where this is possible.
  - Where individuals do appropriately need a specialist accommodation-based service, support to use that service for no longer than is required.
  - Support when people move-on from accommodation-based supported housing.
  - Closer linking of SP funded services to other services for people who are homeless or at risk of homelessness including offender management, drug/alcohol services, training and employment services.
- An approach to more actively manage the ‘pathway’ for individuals through different housing and support options.
- Closer linking of homelessness sector services commissioned and funded by SP with other homeless prevention services, which are typically provided or funded by the 8 housing authorities (usually with CLG homelessness grant).
- Maximising potential for joint commissioning opportunities, for example with CYPS, given the prevalence of vulnerable young people using homelessness sector services
- Every service provider delivering to a specification that is based on the position of its service(s) either locally, cross district or countywide within the strategic framework.
- Recognition that some accommodation-based services need to have flexible access arrangements due to the nature of needs they serve, such as women at risk of domestic violence.

Feedback from many stakeholders indicated that there is a need to have clearer ‘pathways’ for individuals who need support. It was pointed out that there are problems with individuals not always having the appropriate support when leaving a service, e.g. high needs accommodation-based services, and that

some individuals have experience of 'repeat use' of services without there being a clear 'pathway' to assist them to becoming less dependent on services in a managed way. The diagram below provides a simplified summary of how the proposed strategic approach may work in terms of 'pathways'. The white arrows indicate the pathways of individual needing support and assistance. The diagram is a simplification and focuses on the services commissioned through the SP homelessness sector. In essence it is illustrating a coordinated approach to making use of SP services that provide 'pathways' for individuals using services. It does not show the wide range of other services such as substance misuse and offender management services that support people who use SP services. The diagram illustrates a range of pathways including:

- Individuals for whom a prevention 'intervention' is sufficient, e.g. access to a rent deposit scheme
- Individuals who need accommodation-based services with subsequent support to move to alternative housing.
- Individuals who need floating support, perhaps with other prevention 'interventions' for example payment of previous rent arrears.



## 9.5. Service Models and Options

The service models that make up the elements of the strategic commissioning framework are summarised in the table below.

Elements of strategic framework	Description of service model/s
Prevention services/activities	These will include a range of services/activities: <ul style="list-style-type: none"> <li>▪ Mediation services</li> <li>▪ Rent deposit and bond schemes</li> <li>▪ Advice and information</li> <li>▪ Access to short term housing, e.g. private sector let schemes</li> <li>▪ Education and awareness raising activities</li> </ul>
Specialised services	These will include: <ul style="list-style-type: none"> <li>▪ Accommodation-based services:                             <ul style="list-style-type: none"> <li>○ For specific ‘client group’ needs such as young people and women experiencing DV</li> <li>○ For people with complex and multiple needs including offenders, people with substance misuse problems, rough sleepers.</li> </ul> </li> <li>▪ Emergency and direct access accommodation, e.g. ‘nightstop’ type services</li> </ul>
Mainstream/generic housing support service	<ul style="list-style-type: none"> <li>▪ ‘Generic’ floating support that is available across all ‘client needs’ groups across all tenures.</li> <li>▪ Incorporates ‘tiers’ of service relating to the intensity of need and the duration of support needed by individuals.</li> <li>▪ Includes floating support for ‘complex needs’.</li> </ul>
Support to move-on to settled housing	<ul style="list-style-type: none"> <li>▪ Includes actively supporting individuals to move on from accommodation based services to live in mainstream housing</li> <li>▪ Potentially includes some service providers proactively sourcing move-on housing options, particularly in the private rented sector.</li> </ul>

This does reflect some of the existing range of service provision and good practice that already exists in the homelessness sector in Devon.

The implications of applying this framework to current and future services are:

- Moving away from a ‘client group’ led approach to instead commissioning support services across client groups except where there is a specific need for a ‘specialised’ or ‘client need’ specific service response required.

- Defining which current services need to be retained as ‘specialised’ services, either accommodation-based or floating support. This approach requires a definition of what is meant by ‘specialised’ housing support services and ‘generic’ housing support services. A common view amongst stakeholders is that the homelessness sector *is* providing a specialised set of services and interventions given that many of the individuals who use these services are highly marginalised and socially excluded and often very challenging for both statutory and voluntary agencies to work with and assist effectively. Within this overall context suggested definitions for ‘specialised and ‘generic’ services are:

*Generic services* – housing-related support services that are provided across different needs groups with the primary aims of sustaining individuals in their accommodation and helping individuals to maintain their independence. Generic or mainstream services will typically be floating support services but with ‘tiers’ of support that will be for different levels of need.

*Specialised services* – housing-related support services that are provided to a specific needs group(s) with the primary aims of sustaining individuals in their accommodation and helping individuals to maintain their independence. These could be accommodation-based or floating support services. Specialised services are provided to a specific needs group(s) for whom, in particular circumstances, a generic service will not be effective or appropriate due to specific factors such as:

- High levels of risk either to the individuals receiving the service or to other individuals/the community from individuals receiving the service.
  - The requirement for highly specialised input for service users can be demonstrated.
- Identifying existing accommodation-based and floating support services that could be replaced by a ‘tiered’ floating support service.
  - Developing a specification for the different aspects of the framework including
    - The assessment, prevention and coordination function.
    - The tiered floating support service (the cross district floating support services specification is a model that could be used).
    - The move-on support.

There is not currently a consensus amongst stakeholders as to a definition of ‘complex needs’ however the two suggested criteria above for specialised

services could form the basis of defining complex needs, at least in terms of a SP service response.

The application of the suggested criteria for specialised and generic services, based on feedback from stakeholders, would result in specialised accommodation-based services being defined for:

- Young people at risk
- Women at risk of domestic violence
- Other people with complex needs (which may be related to for example offending, substance misuse needs, rough sleeping)

## **10. Commissioning Options for Implementing the Strategic Framework**

The table below summarises potential options for implementing the strategic commissioning approach. The potential options include several possibilities for changes to existing services:

- Changing existing services through contract level changes i.e. changes to contract and service specifications.
- Changing existing services through remodelling i.e. changes to the type and role of services.
- Recommissioning of services to achieve significant changes to the range of services, typically involving a procurement exercise.
- Decommissioning of existing services that are not intended to be changed through contract level changes or remodelling.

These options are presented to differentiate the approaches that could be adopted. They are shown from options 1-4 with increasing degrees of changes to current services. They are not mutually exclusive; there is scope to vary and mix these options. The implications will vary depending on which option is adopted.

Option	Description	Implications
1	<ul style="list-style-type: none"> <li>▪ Retain current pattern of services; making changes at <i>contract level only</i> to existing floating support and accommodation based services.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Changes to specifications and contract type negotiated with providers</li> <li>▪ Requires efficiencies to be negotiated</li> <li>▪ Little change to the pattern of existing service provision</li> <li>▪ Low risk - stable provider market</li> <li>▪ Commissioner resources – contract negotiation</li> </ul>
2	<ul style="list-style-type: none"> <li>▪ Expand existing generic floating support services.</li> <li>▪ Decommission some other floating support services.</li> <li>▪ Retain all other existing services with any changes made at contract level only.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Changes to floating support potentially possible through remodelling.</li> <li>▪ Changes to accommodation based service specification and contracts negotiated with providers</li> <li>▪ Requires efficiencies to be mainly negotiated</li> <li>▪ Delivers some rationalising and increase in generic floating support</li> <li>▪ Relatively low risk - stable provider market</li> <li>▪ Commissioner resources – contract negotiation and service remodelling</li> </ul>
3	<ul style="list-style-type: none"> <li>▪ Expand level of generic floating support service in/across all districts/boroughs which is 'tiered' to respond to different needs including complex needs.</li> <li>▪ Decommission all other floating support services</li> <li>▪ Retain/remodel existing accommodation based services as 'specialised' services through recommissioning <i>and</i> contract level changes.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Changes to floating support delivered through recommissioning process if not possible through remodelling of exiting services.</li> <li>▪ Delivers rationalised floating support with funding released invested in generic 'tiered' floating support</li> <li>▪ Changes to accommodation based services a mix of specification and contracts negotiated with providers and some recommissioning where change required is significant</li> <li>▪ Efficiencies delivered through mix of recommissioning and</li> </ul>

Option	Description	Implications
		negotiation <ul style="list-style-type: none"> <li>▪ Potential for significant change to the provider market</li> <li>▪ Commissioner resources – contract negotiation and recommissioning activity</li> </ul>
4	<ul style="list-style-type: none"> <li>▪ Expand level of generic floating support service in/across all districts/boroughs which is 'tiered' to respond to different needs including complex needs.</li> <li>▪ Decommission all other floating support services</li> <li>▪ Remodel some existing accommodation based services as 'specialist' services through:                             <ul style="list-style-type: none"> <li>○ recommissioning process where SP will be the sole funder.</li> <li>○ joint commissioning process where there are potentially other funders.</li> </ul> </li> <li>▪ Commission any different/additional accommodation based specialised services.</li> <li>▪ Decommission all other accommodation based services that do not meet a 'specialised' function.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Changes to floating support delivered through recommissioning process.</li> <li>▪ Delivers rationalised floating support with funding released invested in generic 'tiered' floating support</li> <li>▪ Changes to accommodation based services through remodelling or recommissioning where change required is significant.</li> <li>▪ Seek potential joint commissioning for recommissioned services, particularly with CYPS</li> <li>▪ Efficiencies delivered mainly through reommissioning</li> <li>▪ Very significant change to the provider market</li> <li>▪ Commissioner resources – significant service remodelling and recommissioning activity.</li> </ul>

The key pressures facing SP commissioners in the homeless sector include:

- Significantly higher demand than can be met through the current supply and pattern of services.
- Reducing SP funding over the next three years.
- A desire for a more even distribution of resources and service provision across the county.

In this context it is unlikely that options 1 or 2 will provide sufficient scope to meet these pressures. Options 3 or 4 are more likely to deliver changes to current service provision that will better meet these pressures. The most recent commissioning of cross district floating support has been based on the three population clusters – Eastern (East Devon, Mid Devon and Exeter), Northern (North Devon and Torrington) and Southern (South Hams, Teignbridge and West Devon). These options present a more realistic opportunity to commission all floating support services based on these population clusters.

In relation to accommodation-based services options 3 and 4 present greater opportunity to change accommodation based services, where this required, using either negotiated approaches or recommissioning where the scale of change required is such that it cannot be negotiated. However, the consequences of recommissioning accommodation based services should not be underestimated in terms of the management resources required, the effects for existing tenants and the fact that many providers may own a building in which they also provide support.

Option 3 is likely to provide a balance between a sufficient degree of change to respond to the key pressures in the sector with a predominantly negotiated approach to any changes to accommodation-based services.

## **11. Implications of Implementing the Strategic Framework**

### **11.1 Existing Homeless Sector Contracts**

The implications and consequences for existing services based on the commissioning options outlined above will depend on the degree of change adopted. However, the implications of the proposed strategic commissioning framework for current services regardless of a preferred commissioning option are:

- Determining whether a service is a 'specialised' or generic service
- A core specification to ensure that service delivery and performance is consistent with the aims of the proposed strategic framework
- Every service having a clearly defined role, on a county or local basis, within the overall framework.

- Service providers working as part of a ‘proactive’ system and partnership with local authorities and their partner organisations.
- Consistent and simplified access arrangements that are not controlled by service providers.

The form of contract used for the cross-district generic floating support services (let to Carr-Gomm) provide a good model for future floating support contracts. There is also currently underway a separate review of contract types used by Devon SP team. Depending on the outcome/s of this review, there is an opportunity to consider different types of contract arrangements in the homelessness sector. The use of block contracts is reasonable given the relatively short term nature of service in the homelessness sector. However variations of these types of contract could be considered, for example:

The use of spot contracting arrangements alongside block contracts would allow for a relatively small amount of ‘spot’ purchasing of support hours from existing providers with block contracts. This could enable support to be spot purchased in response to rapid short term peaks in demand. Having contracts for floating support services based on volume of hours to be delivered would potentially offer statutory agencies more opportunities for this type of ‘rapid response’ to demand for support.

The development of policies to promote ‘personalisation’ in social care services has yet to significantly impact on the services for people at risk of homelessness. The use of Supporting People grant funding as part of resource allocation systems for individualised funding arrangements is also at an early stage for most local authorities. However, it is likely that these issues will become more prominent for local expenditure across all needs groups. Consideration needs to be given to what ‘personalisation’ and delivering choice and control means for the homelessness sector. In the short to medium term, i.e. the next three years it is unlikely that individualised funding will be introduced directly for individuals using services. However it is possible that modification to contracts could be considered that allow for mechanisms such as ‘individual service funds’ where in effect the payment of SP grant to a provider is in the form of a service fund that can be ‘directed’ by an individual using a service. The difference between this and the existing system is that currently, most individuals using a service will not know how much their support ‘costs’; their relationship with the provider is through a support planning and delivery process. An individual service fund model makes the link between funding, the way that it is used and ‘directed’ by an individual using a service and the outcomes that are achieved, more transparent.

## 11.2 Existing Competing Revenue Demands in the Sector

An element of the strategic review has been to identify how to manage a range of competing revenue demands in the homelessness sector both currently and in the future. A situation where existing providers, voluntary agencies or individual statutory partners are initiating demands for revenue funding is not a sustainable position. The strategic commissioning framework, the preferred commissioning option and the funding available for future investment provide one way of evaluating current competing revenue demands in terms of:

- The extent to which they ‘fit’ with the components and aims of the strategic framework.
- The extent to which they are likely to be affordable. This will depend on the level of investment to be committed to the homelessness sector and the opportunity to release funding from existing services to fund other options (this is determined by the preferred commissioning option).

Summary of competing revenue demands

Summary description	Revenue demand
Understanding needs	Homelessness Manager’s Group research Deprived estates Domestic Violence unmet need Aids and HIV Gypsy and Travellers
Services	Howell Road, Exeter Family Intervention Project, Exeter St Barnabus, Dartmouth Amethyst service Prospects service, Exeter

### Understanding needs

In the longer term it is anticipated that an improved understanding of needs for housing support will come through a more consistent approach to access to services alongside consistent assessment and referral arrangements as proposed within the strategic commissioning framework. This will allow identification of the types of needs being met through housing support services and the locations where need is being met. Similarly it will also identify specific needs/groups that are not accessing housing support services.

In the shorter term it is proposed that any unmet needs from the above list are met through widening access to existing floating support services through

changes to service specifications and/or increasing floating support capacity, depending on the commissioning option selected.

### **Services**

The roles of the current/proposed services at Howell Road, Prospects, Amethyst and St Barnabus should be considered against the proposed criteria for 'specialised' housing support services in the strategic commissioning approach. If they are considered to meet these criteria then the issue is affordability within the current homelessness sector budget. Given that the SP budget is reducing in cash and real terms over the three years from 2008/09 then it is proposed that the affordability of these services is determined at the same time as the future of all other existing contracts are considered by 31<sup>st</sup> March 2009. There are potentially three options:

- The current or potential users of these services can be met through other services subject to any remodelling/changes to specifications
- These services are better placed to replace other accommodation-based existing services and released funding is used for that purpose
- Wider remodelling and/or recommissioning of existing services in line with the proposed strategic commissioning approach releases funding, some of which is used to fund these services.

The Family Intervention Project (FIP) is a 'pilot' service, as part of a national 'model', that works with families causing significant anti-social behaviour and consequently at risk of losing their tenancy. It currently operates only in a specific area of Exeter. In principle the same potential options apply to this service within the same timescale. The key distinction is in determining the extent to which this model of support is effective in terms of the outcomes achieved through the 'piloting' stage and role for this type of service within the proposed strategic commissioning framework.

### **Future Arrangements for Development Opportunities**

Future arrangements for managing competing revenue demands could be through a process lead and controlled by the SP commissioners to identify potential development opportunities and/or changes to current services based on:

- Using service demand data from developing a common access and referral system.
- Using the data now being collected on service performance through the outcomes framework, and impacts on related performance indicators.
- Using the strategic commissioning framework to identify gaps in service delivery or other development opportunities.

A standardised approach to publishing development opportunities on a 1-2 yearly basis would allow the process to be more manageable whilst still encouraging innovation. Some local authorities, e.g. Suffolk, have developed a type of 'pro-forma' where they are seeking proposal or bids in response to development opportunities.

### **11.3 Winter Pressures Fund**

Devon SP commissioners established an innovative programme in 2007/08 using rolled-over underspending from the SP programme grant with the aim of financially supporting one-off expenditure in the homelessness sector for any individual or family who is at risk of homelessness and would benefit from a one-off intervention designed to help resolve or prevent homelessness, or facilitate move on. The range of eligible interventions included:

- Night stop placement
- Reconnection money (e.g. Train, bus fares)
- Accommodation in B & B (for fixed period e.g. 3-5 days)
- One off payments of arrears to allow access to housing
- Rent Deposit
- Spot purchasing additional places within supported housing
- Supported Lodgings Placements (Young Devon or other)
- Mediation Sessions
- Food and Clothes (Subsistence)

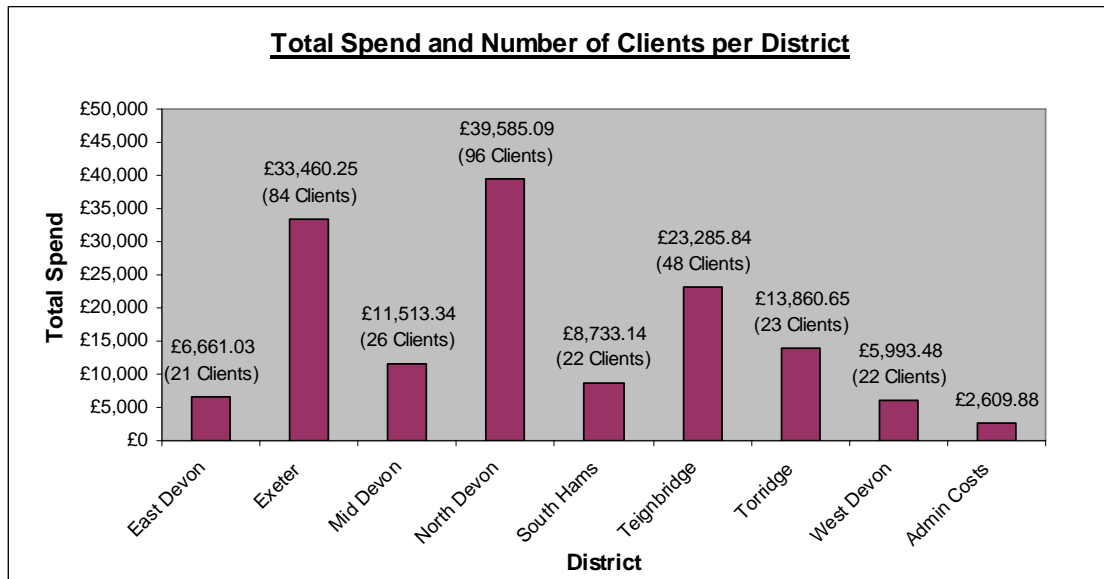
Agencies and organisations were able to apply for the funding on the basis that it was possible to demonstrate:

- How the intervention will prevent homelessness or facilitate move on for an individual or family.
- How the intervention is a one-off, time-limited intervention targeted at an individual or family.

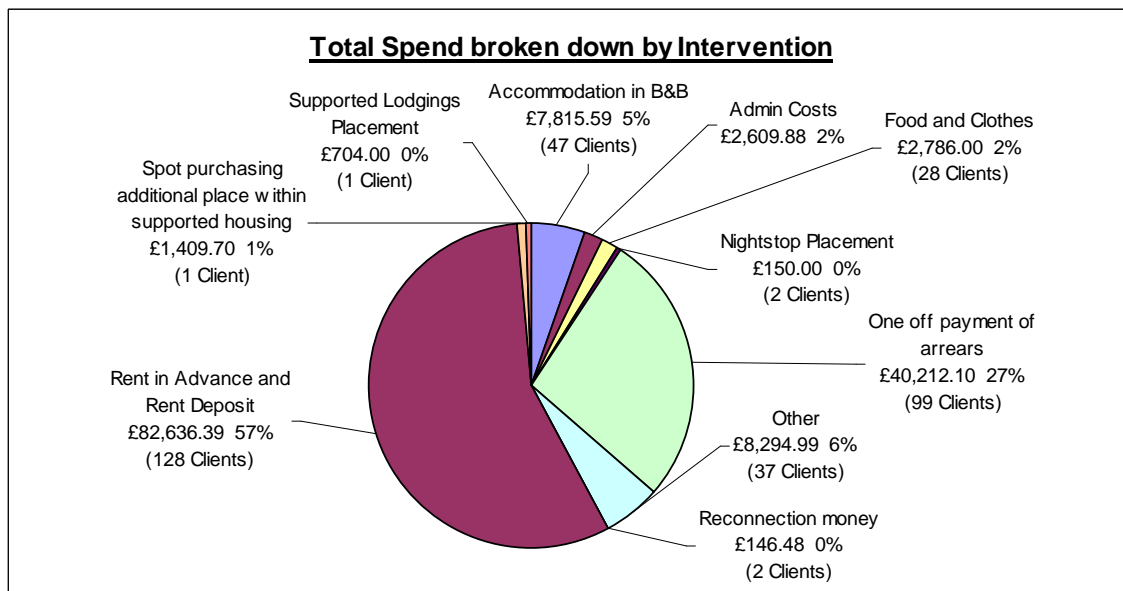
£150,000 was allocated for use in 2007/08. The funding was available from 18<sup>th</sup> December 2007 until 30<sup>th</sup> March 2008. The fund was available for a wide range of interventions and was administered through Carr-Gomm.

The evaluation of the spend of £146,765.13 has shown that the total spend broken down by district shows the most money was spent in North Devon (£39,585.09 – 27% of total money spent), where 96 clients were allocated Winter Pressures Fund. Admin costs for all funds across the 8 districts totalled £2,609.88. The table below indicates total spend and number of clients assisted by district/borough area.

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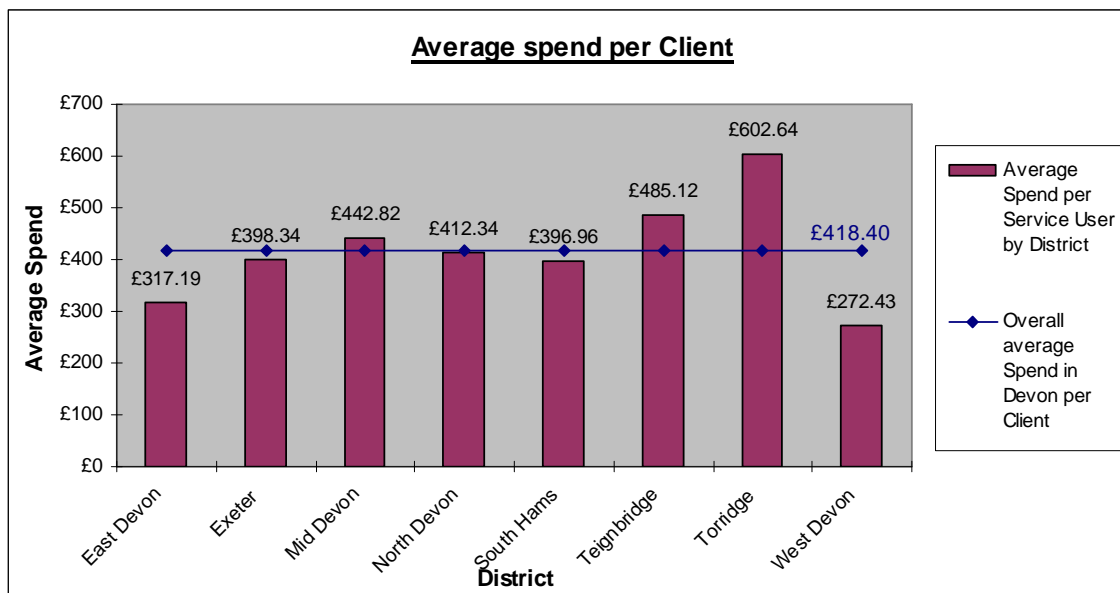


Of the range of interventions that could be funded, the most money was allocated to rent in advance and rent deposits (£82,636.39 – 57% of total money spent), followed by one off payment of arrears (£40,212.10 – 27% of total money spent). Interventions which were rarely used included spot purchasing additional place within supported housing and supported lodgings placement. Spend broken down by type of intervention is shown in the table below.



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The average spend per client of all Winter Pressures Fund administered was £418.40. Torridge had the highest average spend per client (£602.64) and West Devon the lowest (£272.43). The average spend per client is shown on the table below.



Over the period of operation of the fund 342 individuals received assistance. The SP JCB has committed to allocating £150,000 per annum for 2008/09 and 2010/11 on the basis that the fund has been effective and there is need for the fund. It is too soon to have data available on whether the interventions have been 'successful' in the longer term but in the short term is evident that the fund has been effective in terms of 342 individuals assisted at an average spend of £418 over a three month period. 128 of the clients assisted used the funding for rent in advance or rent deposits, clearly indicating that this has been an effective way to assist individuals to gain access to private rented housing.

As an additional source of funding for prevention, alongside the other prevention activities funded through the housing authorities, it is likely to be important that access to the fund is promoted through voluntary and provider organisations as well as through the local housing authorities. A consideration is whether this is a fund that can be made available all year, although on the level of demand evident between December and March this would mean making additional resources available.

The administration arrangements for the fund have been effective and the cost of administration is low at 1.77% of the fund. The feedback from stakeholders for the strategic review indicated that the winter pressures fund has been effective and a welcome use of SP resources. In terms of the proposed strategic

commissioning framework, this programme would clearly fit into the ‘prevention’ component. Based on the evidence available from the first round of expenditure there is a clear business case for continuing with the fund for the next two years.

#### **11.4 Operational Management and Service Delivery Arrangements**

The organisation and delivery of the proposed strategic commissioning framework suggests that there will need to be greater consistency at a local level, e.g. across districts/within ‘clusters’, than is currently the case in how SP homelessness sector services are used to achieve the stated strategic aims. The proposed strategic framework could have the following requirements and roles:

##### **SP Commissioners:**

- Set the strategic commissioning framework and leadership of overall delivery of change
- Determine and agree the level of investment in the sector and the distribution of funding.
- Agree the mix of services that are consistent with the commissioning framework in each local area
- Collate and report on demand and performance information
- Ensure that access arrangements are consistent and fair.

##### **District/Borough/City Housing Authorities:**

This will include local responsibility for:

- Implementing the preferred delivery option with SP commissioners
- Managing the process of change to current services with SP commissioners
- Ensuring SP funded services are complementary to other homelessness management and prevention services locally
- Identifying performance issues with services locally.

##### **Partner Organisations:** – DAAT, Probation, CYPS, etc

- Identify joint commissioning and funding opportunities for implementing the strategic commissioning framework.
- Specify related performance requirements that are relevant for SP homelessness services.
- Support the district/borough councils in implementing the preferred commissioning option.
- Participate in developing consistent and simplified access arrangements to SP homelessness services.
- Assistance for providers in managing individuals with complex needs.

##### **Service Providers:**

Depending on the preferred delivery option this may include:

- Agreeing changes to existing services with SP commissioners and partners that are consistent with the strategic commissioning framework
- Agreeing with SP commissioners and partners the purpose and remit of any service within the homelessness commissioning framework.
- Having outcome and performance indicators that use the SP performance framework as well as relevant performance measures related to partner organisation objectives such as managing offenders, reducing substance misuse, increasing numbers of people in training and employment.
- Making access to services through a simplified access system for all homelessness sector services rather than through provider defined access routes.

**Homelessness Steering Group:**

- Lead the elements of the implementation that require a partnership/cross authority approach.
- Determine the role of future cross district services across the 3 population ‘clusters.
- Consider the options for rationalising floating support services, including those with a cross district remit.
- Determine preferred options for common and consistent access and referral arrangements.
- Develop common move-on policy and protocols with the Homeless manager Group

**Access Arrangements**

Stakeholder views indicate that there is a consensus that access to housing support services needs to be simplified and made more consistent but there are a range of views about how to best achieve this.

The SP commissioners are currently, separate to this review, piloting a single assessment process for access to housing support services. This review has highlighted issues and tensions in developing a unified access system that is workable for both individuals who are eligible through Fair Access to Care Services (FACS) and those individuals who are not, which will typically include most individuals using homelessness sector services. There is an additional range of issues associated with the way in which individuals may in future access services following a resource allocation process to determine eligibility for individualised or ‘personal’ funding. Other potential options involve considering access to housing support services separately from other services, for example through a single access and referral system for cross district floating support services. Other local authorities have developed various ‘hub’ models of access to SP funded services, which have varying levels of integration with access to other types of services.

Over the next 12 months there is a recognised need to establish a consensus on the best fit solution for more consistent and common access arrangements that are applicable to homelessness sector services.

Within the same timeframe there are a number of practical steps that will help to deliver simplified and equitable access arrangements including:

- Service providers accepting a common referral and assessment process for all referrers.
- Each service having a clearly defined role and purpose that has been explicitly commissioned by the SP commissioners and their partners. The form of contract for the Carr-Gomm floating support service provides a good model for this.
- Providing an easily accessible route for service users/potential users to get information about access to services, e.g. a freephone number or text number.

### **11.5 Mental Health Commissioning**

Feedback from some stakeholders indicated that there is potential scope to consider joint commissioning of housing support services across both the current mental health and homelessness sectors. There are currently some key distinctions in relation to the access and referral arrangements for services in the two sectors being different and the profile of need being different in some cases. However, the mental health commissioning focus on 'recovery' is consistent with the proposed approach for future commissioning in the homelessness sector being less 'client group' based and a consistent approach to managing the 'pathways' of individuals using homelessness sector services.

There is a case for considering the scope for greater linkage between the homelessness and mental health housing support sectors over the next three years.

### **11.6 Performance**

Devon SP programme is already collecting, analysing and making use of the current SP performance framework including the relatively new outcomes framework. The outcomes framework is going to form the core performance reporting for the homelessness sector as part of the commissioning framework.

In addition, the homelessness sector can contribute to achieving Local Area Agreement indicator 27 "Improving housing options for homeless and vulnerable clients". In particular the homelessness sector has a key role in supporting delivery of the sub objectives:

- Improving access to the private sector. A Devon wide direct let scheme is envisaged. Support available through the SP programme can help to

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- provide reassurance to landlords that support is available for vulnerable tenants.
- Streamlining the LPSA2 young persons reward money. The SP homelessness sector is a key investment mechanism for providing support for young people to avoid and manage homelessness and meeting other practical support needs.
  - Improving multi-agency working in relation to clients with complex needs. The proposed strategic commissioning framework is based on a clear recognition of people with 'complex needs' as a core client group for the SP homelessness sector.

A range of other relevant performance indicators can be used to measure the performance and impact of the SP homelessness sector. The range of potential performance indicators is summarised in the table below.

<b>Service area</b>	<b>Performance measure</b>
Domestic Violence	BV 225 (Local actions against domestic violence)
Substance misuse	BV – 198 (Participation in drug treatment programmes)
Offending	Contribution towards reducing the re-offending action plan target for DCPA
Homelessness – local housing authorities	Prevention and reduction of homelessness BVPI 183 Average time spent in B&B accommodation and hostel accommodation by priority homeless households BVPI 203 The percentage change in the average number of families placed in temporary accommodation Contribution towards the achievement of rough sleeping targets
Youth Offending	PIs relating to the % of young offenders in suitable accommodation
Young People at risk	BV161 (Employment, education and training for care leavers)

The specific measures need to be agreed between the SP commissioning partners and to form part of the specification of future contracts as appropriate.

## **12. Future Funding Arrangements for the Homelessness Sector**

The funding plan for the homelessness sector is based on projected levels of savings that will need to be found from the sector. This will determine the level of funding available for investment through the preferred commissioning option for the sector. The funding plan is based on the following modelling of SP funding from 2008/09.

### **12.1 SP Budget Position 2008/09 – 2010/11**

- SP Grant allocation of £19,337,068
- SP budget of £20,735,164
- Homelessness sector budget £7,000,000

The 2008/09 and 2009/10 SP grant allocation is unchanged at £19,337,068. There is a 1% reduction in 2010/11 to £19,158,803 (cash reduction of £178,265). When assumptions in relation to inflation are factored in, assuming current SP contracts were to be awarded a 2-2.5% inflationary increase in each of the next 3 years the SP programme could be facing a deficit in the region of £3.1 million. However £0.5m from forecast savings generated within the financial year 2007/08 is being used to fund the inflationary uplift in 2008/09 (actually a 2% inflationary uplift). This would then leave a possible worse-case scenario deficit of £2.6 million (£3.1m-£0.5m) remaining over the 3 year period. This is based on 'high level' financial modelling by the SP team and within this modelling it is recognised that given the allocation of a 2% inflationary uplift for 2008/09 a projected worse case scenario deficit is unlikely to be as high as £2.6m over three years.

### **12.2 Homelessness Sector Budget position 2008/09 – 2010/11**

3 scenarios are set out below in relation to funding available for the homelessness sector over the three year period. The figures in the table represent the amount of funding available for investment in services allowing for savings to cover the reduction in SP funding over the three year period including the assumption of an annual 2-2.5% uplift for inflation across all SP contracts. It is modelled on a base budget for 2008/09 of £7m with the effects shown over 3 years from 2009/10 assuming that new three year contracts would begin from that period.

1. Worse case -Liability for full projected deficit over whole SP programme (assumes £2.6m of savings to come from homelessness sector)
2. Liability for 50% of projected deficit over whole SP programme (assumes £1.3m of savings to come from homelessness sector)

3. Best case - Inflation only pressures in the homelessness sector (assumes £525,000 of savings to come from homelessness sector)

Year	Scenario 1	Scenario 2	Scenario 3
2008/09 – baseline budget	£7m	£7m	£7m
2009/10	£6.13m	£6.56m	£6.82m
2010/11	£5.26	£6.13m	£6.65m
2011/12	£4.40m	£5.70m	£6.47m

Note: Reductions are assumed to be phased in equally over the 3 years.

A process is currently underway to identify options for aligning SP resources with need and priorities and no decisions have been taken by SP commissioners about any changes to the current distribution of SP funding between sectors. Given this position funding scenario three has been assumed for the homelessness sector in this review. However the position modelled for scenarios one and two, i.e. significant reductions in funding for the homelessness sector, is not likely to be deliverable solely through a process of remodelling existing services; it would almost certainly require a large scale procurement exercise of existing services to deliver the indicated levels of savings.

### **12.3 Distribution of Homelessness Sector Resources**

Through the strategic review the issue of linking resources in terms of service capacity and funding levels to need has arisen. This has tended to be represented in terms of service capacity and funding being concentrated in Exeter with significantly less service capacity and funding in other areas. In order to objectively assess the required service capacity and associated funding relative to levels of need, an agreed methodology to undertake this exercise is required. This process has begun through the work to align SP resources with needs and priorities but has not currently reached a conclusion agreed by SP commissioners.

Given the level of estimated demand for homelessness sector services through this review is significant exceeding need met through current supply, it is reasonable to assume that demand is currently exceeding supply across all areas of the county. Given that there is not currently an agreed methodology for re/distributing resources and funding between areas or sectors, an interim approach for the homelessness sector could be based on the following stages, making an assumption that Commissioning Option 3 is adopted.

1. Rationalise existing floating support provision to create additional generic floating support across all three population ‘clusters’ to be distributed initially on the same basis as the current Carr-Gomm contract. Option

- three suggests that if this cannot be achieved through remodelling, then a recommissioning process would be used.
2. Apply the specialised/generic criteria to existing accommodation based services outside of Exeter to identify opportunities for changes to services, including service specification changes, remodelling and decommissioning. This process is designed to ensure that all accommodation based services outside of Exeter are targeting the individuals at a local level who most need an accommodation-based service and that these services are working effectively with local statutory agencies. Any funding released from this process to be used to fund services locally based on local agreement.
  3. Apply the specialised/generic criteria to existing accommodation based services in Exeter to identify:
    - Opportunities for changes to services including specification changes, remodelling and decommissioning
    - Any funding released from this process to be used to fund services both in Exeter but also service requirements in other areas following stages 1 and 2.
  4. Identify and specify accommodation based services in Exeter that fulfil a countywide function and are accessible by individuals from across Devon. Put in place at the same time a move-on protocol that requires that individuals moving to Exeter to a SP funded accommodation-based service are offered a move-on opportunity from their host district/borough. Development of a countywide approach to an 'extra-let' type of schemes, as has already been proposed, will also support this process.

As an interim approach until an agreed methodology for resource distribution is agreed, this would allow for a structured approach to resource distribution based on implementing the proposed strategic commissioning framework.

#### **12.4 Homelessness Sector Investment Priorities**

Based on implementing Commissioning Option 3, this would prioritise investment in:

- Rationalising current floating support services to create additional generic floating support with 'tiers' to cater for different levels and types of need following the process set out in 10.3.
- Remodelling or recommissioning accommodation-based services, following the process set out in 10.3

In terms of investment in additional generic floating support, the approach in 10.3 would potentially make available the current funding linked to all floating support contracts to fund cross-district generic 'tiered' floating support (apart from more recently commissioned cross-district floating support services provided by Carr-Gomm). This funding is approximately £824,000 per annum.

The volume of floating support hours or units this level of investment would purchase will depend on whether a remodelling or recommissioning approach is adopted and the breakdown between low/medium needs and high needs from any commissioned service.

### **13. Proposals**

The key proposals emerging from the strategic review are:

- 13.1 Adoption of the proposed strategic framework as the basis for commissioning housing support services for people who are homeless or at risk of homelessness through the SP programme.
- 13.2 A funding plan for the homelessness sector based on efficiency savings of up to 7.5% over three years to allow for inflationary pressures delivered through contract negotiations and prioritising of investment in:
  - Rationalising current floating support services to create additional generic floating support following the process set out in 10.3. using current investment of £824,000 in floating support services
  - Remodelling or recommissioning accommodation based services, following the process set out in 10.3
- 13.3. Implement changes to all existing contracts based on commissioning option 3, with the following core requirements:
  - A core specification to ensure that service delivery and performance is consistent with the aims of the proposed strategic framework
  - Every service having a clearly defined role, on a county or cross district basis, within the overall framework.
  - Service providers working as part of a 'proactive' system and partnership with SP commissioners and their partner organisations.
  - Services being commissioned in line with the agreed Eastern, Southern and Northern Devon population 'clusters' for adult social care and health services
- 13.4 Future re/commissioning of floating support services will be based on a 'generic' model with the following features:
  - Tiers of support within the service to allow for low/medium need and high/complex need
  - Available to individuals in all forms of tenure
  - To be delivered a cross district boundaries
- 13.5 Future re/commissioning of accommodation-based services will be based on a clear definition of their 'specialised' role typically covering:
  - Young people at risk

- Women at risk of domestic violence
  - Other people with complex needs
- 13.6 In relation to existing competing revenue demands in the homelessness sector it is proposed that
- Current or proposed services should be considered against the proposed criteria for ‘specialised’ housing support services in the strategic commissioning approach at the same time as the future of all other existing contracts are considered by 31<sup>st</sup> March 2009.
  - ‘Unmet needs’ such as domestic violence and Aids/HIV are met through widening access to existing floating support services and through changes to service specifications and/or increasing floating support capacity.
  - The needs of BME groups such as gypsy and travellers and migrant workers are met through remodelling or recommissioning of existing floating support services rather than commissioning small scale ‘BME specific’ services.
- 13.7 Extend the ‘Winter Pressures’ programme for a further two years as one of the key prevention components within the proposed strategic framework.
- 13.8 Implement consistent access arrangements in line with the proposed framework and in line with the agreed Eastern, Southern and Northern Devon population ‘clusters’ for adult social care and health services.
- 13.9 Develop and implement a consistent approach to referral and assessment of individuals accessing housing support services. This will require all contracted services providers to accept a common assessment approach.
- 13.10 Develop and implement a policy and protocol in relation to move-on housing arrangements with the Devon Homelessness Managers group.

## **14 Implementation**

The draft implementation plan is based on the practical steps required to deliver the proposals. The proposed approach is based on SP commissioners, partner organisations with a countywide remit and the eight Devon housing authorities agreeing a common approach to implementation whilst allowing for local variation and requirements. (It is proposed that timescales are agreed following HSSP and JCB meetings. The timescales may also need to take account of related local factors such as the implementation of housing authority homelessness strategy revisions).

*Note: depending on the implementation activities and timescales agreed, it may become necessary to extend some existing contracts.*

Tasks	Lead	Start Date	End Date	Outcome
<p>Floating support (FS) rationalisation</p> <ul style="list-style-type: none"> <li>▪ Identify existing FS services to be remodelled/recommissioned</li> <li>▪ Agree volumes of FS to be remodelled/recommissioned by population 'cluster'</li> <li>▪ Agree specification for remodelled/recommissioned FS services</li> <li>▪ Commence: <ul style="list-style-type: none"> <li>○ Negotiations regarding remodelling</li> <li>○ Recommissioning/decommissioning process</li> </ul> </li> </ul>	<p>SP team/HSG (with all 8 districts across 3 'clusters')</p> <p>SP team/Districts SP team/DCC</p>			<p>The scope of remodelling or recommissioning that will be undertaken in relation to current floating FS services agreed and a plan to achieve this.</p> <p>Agreed changes to current FS services delivered.</p>
<p>Accommodation-based services (AB)</p> <ul style="list-style-type: none"> <li>▪ Apply agreed criteria to AB services outside Exeter</li> <li>▪ Identify services that require remodelling/recommissioning/decommissioning</li> <li>▪ Agree specification for remodelled/recommissioned services</li> <li>▪ Commence: <ul style="list-style-type: none"> <li>○ Negotiations regarding remodelling</li> <li>○ Recommissioning/decommissioning process</li> </ul> </li> </ul>	<p>SP team/HSG (with all 7 districts across 3 'clusters')</p> <p>SP team/Districts SP team/DCC</p>			<p>Accommodation based services outside of Exeter remodelled/recommissioned so they are targeting individuals at a local level who most need an accommodation-based service and that these services are working effectively with local statutory agencies.</p>

Tasks	Lead	Start Date	End Date	Outcome
<ul style="list-style-type: none"> <li>▪ Apply agreed criteria to AB services in Exeter</li> <li>▪ (Steps as above for AB services outside Exeter)</li> <li>▪ Identify services that have a countywide role.</li> <li>▪ Commence:                             <ul style="list-style-type: none"> <li>○ Negotiations regarding remodelling</li> <li>○ Recommissioning/decommissioning process</li> </ul> </li> </ul>	<p>SP team/HSG/ Exeter CC</p> <p>SP team/ECC SP team/DCC</p>			As above, for Exeter services
Develop and implement move-on policy and protocol across all authorities	Homelessness managers group/HSG			Cross county move-on policy and protocol agreed and working
Develop and implement common assessment and referral process for all homelessness sector services	HSG/Providers			A common assessment and referral process and supporting documentation in place
Develop and agree common access arrangements for all homeless sector services	HSG/Providers			Common access arrangements in place

## Annexe 1

### Estimated Demand Modelling - Data sources and assumptions

#### Homelessness data

Homelessness decisions applied by housing authorities from January to December 2007 (referred to as P1E data). This is a wider data set than homelessness 'acceptances'.

	Jan-Mar 07	Apr-Jun 07	Jul-Sep 07	Oct-Dec 07	Total
East	86	123	147	155	
Exeter	71	51	52	58	
Mid	79	58	57	58	
North	26	35	45	19	
South Hams	18	21	19	22	
Teignbridge	32	20	23	26	
Torridge	2	6	18	12	
West	16	22	19	15	
<b>TOTAL</b>	<b>330</b>	<b>336</b>	<b>380</b>	<b>365</b>	<b>1411</b>

#### Drug and alcohol need data

This is based on evidence collected by Devon DDAT regarding usage of services and demand for services.

##### Drug Misuse:

From Devon DAAT Treatment plan 2008/09 the estimated number of opiate, crack and amphetamine users gives a total of 3085 problematic drug users<sup>4</sup> in 2006/07.

##### Alcohol Misuse:

Approximately 18,883<sup>5</sup> people aged 16-64 have an alcohol dependency. (Devon PCT Alcohol Service Framework Sept 2007)

#### Offender data

This is based on

- Data from Devon & Cornwall Probation service on actual offenders being managed in the community. In 2006 1778 individuals received community sentence in the DCPA. Assume a figure for Devon of 890 (Pop. of new Devon as approx 50% of DCPA total pop.).
- Data from the Prison Service regarding projected numbers of prisoners to be released in 2007/08 identified as having NFA or temporary accommodation status within Exeter, Dartmoor and Channings Wood prisons scheduled for release during 2007/08.

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<sup>4</sup> Range (2817 – 3419)

<sup>5</sup> Based on ANARP 2005

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Temp accommodation      401  
NFA                                      24

**Domestic Violence data**

This is based on the reported number of domestic violence incidences reported by Devon & Cornwall Police. Numbers of DV homelessness ‘acceptances’ (see below) are included within the homelessness data.

Reported incidents of domestic violence in 2006/07 was 8601.

Year	Homeless Households * 1996 Housing Act	No of above having fled their home due to domestic violence or threats of domestic violence	Proportion of homeless households having led their homes due to DV or threats of DV (%)
East Devon	90	5	6
Exeter	99	13	13
Mid Devon	37	1	3
North Devon	73	6	8
South Hams	28	3	11
Teignbridge	43	2	5
Torridge	21	0	0
West Devon	41	5	12
DCC	432	35	8

**Young people at risk data**

This is based on data from DCC CYPS regarding

- Care leavers in a 12 month period
- Children over 15 with a ‘statement’ of special needs.
- Young people who are NEET in a 12 month period

Care leavers aged 16-19 years inclusive at Mar 08 = 217:

- Exeter/East teams- 84
- North/Mid teams - 77
- South/West teams - 56

The number of children with statements known to CYPS who are 15 plus is 1,279.

Young people who are NEET in a 12 month period (4.10% of under 19 population – DCC CYPS). For 2007/08 this is 6727 individuals.

**BME data.**

This is based on:

- Local data on individuals from BME groups making use of Devon Inclusive Housing project: Approx 60 individuals.
- Gypsy and Traveller ‘caravan’ count from 2006 for Devon showed 229 caravans in Devon on both authorised and unauthorised sites. An assumption has been made that a caravan houses up to 4 people.