

Market Engagement Event Supported Accommodation for Young People

**7th September 2018
The Savoy Suite, County Hall, Preston**

2. Context Setting & Demand Overview

Background

- Historically two budgets – Supporting People (SP) & Leaving Care - held in separate Service areas of the organisation (SP for young people sat alongside the wider SP support services, Leaving Care with Children’s Social Care Service)
- The SP budget was reduced from 2016/17 to initially meet statutory duties
- Cabinet approval obtained to bring SP funding together with leaving care funding and to review the access arrangement to block contracted SP services to give priority to young people to whom the Council has a statutory duty
- Commissioning is via existing block contract arrangements or through the regional North West Dynamic Purchasing System (DPS)
- Utilising block purchased provision is a key commissioning priority set out in the Authority's Children Looked After Sufficiency Strategy approved by Cabinet in October 2017
- The Access to Resources Team is the centralised placement function for 16+ supported accommodation needs

Reasons for service re-design

- Contracts for block contracted services will end in June 2019 – opportunity for a Lancashire to establish a single procurement arrangement for supported accommodation for YP aged 16+
- A **more consistent service offer** across the county is needed – particularly move on
- **Models of best practice nationally** adopt a more flexible service delivery model where YP can more fluidly move between varying levels of support according to changing need. No linear relationship between accommodation types and the support YP need
- Opportunity to **work closer with providers** to address gaps in provision – can our existing in-house services work more collaboratively with providers?
- **Budget pressures** – deliver best outcomes and achieve value for money:
 - Block purchase of individual placements for ‘predictable demand’ to reduce fees
 - Fees more directly linked to need for some service types?

Barnado's & St Basil's Accommodation & Support Framework

1. Preparing for the reality of housing options

Young people still in care are given the opportunity to consider their housing options, including information about the housing market in their area. They are supported to gain the skills for increasing independence, including around managing a household, finance and budgeting.



2. Planning young people's accommodation and support options with them

When young people are ready to leave care, they are supported to choose the accommodation that will best suit them, given the constraints on local provision. They are given as much notice as possible for their move out of care, including those in different settings such as residential care, those in custody and those with on-going mental or physical health issues.



3. Reducing housing crisis

Some young people will experience problems with their housing and need emergency or short-term alternatives. They need to be accommodated in safe and appropriate housing options and receive support to help them resolve the cause of the crisis.



4. Accessing housing and support as needed

Young people in different situations will need different types of housing and support, ranging from 24/7 supported housing through to their own independent flat with floating support. Some young people will want to stay in a family environment like supported lodgings. As their needs and circumstances change, young people should be supported to find accommodation that best suits them.



5. Accessing and successfully managing longer-term move-on and support options

As they become ready, young people will need support to access longer-term housing, such as their own tenancy, a shared flat or long-term supported housing. They will need help to understand their options and know where to go if they need extra support in the future.

A key principle is YP being able to make mistakes and never 'falling out' of the framework

Other accommodation / support options

- Training / taster flats
- House share options (eg. St.Vincent's SnugBug Houseshare)
- Peer or 'lead' landlord schemes
- Peer mentoring

Current Block Contract Provision

- **249 units of core, short term and move on** (detailed on the next slide)
- Dispersed supported accommodation – **85 units in East**
- Supported Lodgings – **9 North, 13 East**
- Supported accommodation for teenage parents – **9 East, 6 Central**
- Some shared family and young people services

Current Block Contract Provision

Core, move on, crisis

| District | No. buildings | No. Units | Unit types |
|-----------------|---------------|-----------|---|
| Burnley | 3 | 22 | 18 x 1-bed self contained, 4 bedsits in a shared house |
| Pendle | 1 | 19 | 15 x 1-bed self contained, 4 en-suite emergency rooms |
| Rossendale | 1 | 14 | 3 x 1-bed self contained, 6 en-suite units, 5 emergency room shared facilities |
| Hyndburn | 1 | 11 | 6 x 1-bed self contained, 5 rooms shared facilities |
| Ribble Valley | 1 | 7 | 7 x 1-bed self contained flats |
| Preston | 2 | 27 | 16 x 1-bed self contained, 11 units in a shared house |
| Chorley | 2 | 18 | 18 x 1-bed self contained flats |
| South Ribble | 5 | 29 | 23 x 1-bed self contained, 6 units in a shared house |
| West Lancashire | 1 | 10 | 10 x units in shared accommodation, some with more self contained features |
| Fylde | 1 | 12 | 12 x 1-bed self contained flats |
| Lancaster | 4 | 47 | 5x 5-bed cluster flats, 2 x 2-bed shared flats, 7 x units in shared house, 7 x 1-bed self contained flats |
| Wyre | 3 | 33 | 24 x 1-bed self contained flats, 9 x shared units |
| | | 249 | |

DPS Provision

- 23 of the 94 group living settings are within LCC administrative boundaries (12 districts)
- Supply of group living provision is contained to limited parts of the county: Burnley (7), Accrington (2), Preston (8), Morecambe (4), Fleetwood/Lytham (2) as presented on the map below
- At 31st March 2018 LCC were commissioning c.45 placements in group-living (3+ bed) settings
- Due to location constraints placements in group living settings will not always be in the preferred location for the YP
- Floating support with accommodation, 33 DPS providers – for LCC, predominantly commissioned in the East of the county

Current Demand

Block contracted services:

- High utilisation of the core & move on schemes – most schemes had nil or one vacant unit at end of Qtr 1
- Includes 31 looked after children at 31st July 2018

DPS commissioned placements:

- 98 placements of looked after children at 31st July 2018

Challenges to predicting future demand

- **Rising CLA numbers (overall, and the proportion in supported accommodation)**

| | Number of Looked After Children | | | | | | |
|---|---------------------------------|--------------|--------------|--------------|--------------|--------------|--------------|
| | Jul-18 | Mar-18 | Dec-17 | Sep-17 | Jun-17 | Mar-17 | Dec-16 |
| DPS or off-contract | 98 | 90 | 84 | 85 | 65 | 61 | 50 |
| Block contract | 31 | 19 | 17 | 15 | 7 | 1 | 3 |
| Total CLA in supported accommodation | 129 | 109 | 101 | 100 | 72 | 62 | 53 |
| Total no. CLA | 2,051 | 1,968 | 1,951 | 1,921 | 1,876 | 1,864 | 1,816 |
| In supported as % of total | 6.30% | 5.50% | 5.20% | 5.20% | 3.80% | 3.30% | 2.90% |

- **Impact of prioritisation criteria for access to services**
- **Trends – needs to be analysed at district level**
- **Level of need** – how to predict based on a wide range of presenting needs & how it translates to appropriate supported accommodation
- **Location** – known based on where actually placed / CSC district team a YP is allocated to but doesn't necessarily indicate preferred location
- **Data quality** – accuracy of recording

3. Service User Outcomes & Service Design Objectives

Service User Outcomes

In addition to any specific needs identified in the young person's individual Care Plan/ Pathway Plan, the provider will work to support the young person to achieve the following outcomes:

- **Promoting Health and Wellbeing**
- **Stay Safe**
- **Relationships**
- **Identity**
- **Enjoy and Achieve**
- **Promoting Participation**
- **Promoting Independence**

Service Design Objectives

1. Prevent homelessness
2. Sufficient emergency accommodation is available to meet need if homelessness cannot be prevented
3. A range of appropriate housing and support options are available for care leavers to move on to in a planned way
4. The geographical location of services enables young people to be able to maintain links with family, friends and college
5. Services are available for young people with a range of needs including individuals with complex needs, teenage parents, pregnant young people, offenders. Services meet the cultural needs of young people.
6. The level of staffing within services and the knowledge, skills and values of staff meet the needs of the intended client group
7. Young people are able to move on from services at an appropriate time to a suitable setting
8. Services deliver value for money

4. Provider Consultation Feedback

Consultation with Providers Responses Received

- A total of 7 responses received from block contracted services including 1 collective response from 5 providers
- A total of 4 responses received from providers on the North West Care Leaver and Young Homeless Supported Accommodation Dynamic Purchasing System (North West DPS)

Consultation with Providers: Service Design / Tender Process / Issues

- Need consistent service offer/range of provision across Lancashire
- Importance of move on – currently there are inconsistencies across Lancashire
- More 16/17 year olds has led to greater front line support and management support being required
- Importance of strategic links and commitment: from housing regarding move on and DWP regarding benefits
- Funding of short term interventions/top up service
- Consider low priority groups if proven prevention link
- Increased provision of advocacy
- Evaluation should be focussed on quality – savings will be made via appropriate use of SA
- Longer contracts
- Contracts should be outcome focussed (i.e. not hours based)
- Young people should input into design
- Total contract sum should be enough to support people with high needs flexibly
- Address operational issues including communication between social workers and providers, holistic assessments, reviews

5. Young People Consultation Feedback

Consultation with Young People

To inform future provision it has been essential to engage and consult with young people.

An on-line questionnaire was completed by 76 young people living in supported accommodation. A summary of the results has been shared with the agenda. In addition, to date we have met with young people to seek feedback at:

- Young people's focus group- comprised of 8 young people currently residing in supported accommodation
- East Lancashire Care Leaver Drop In – 5 YP
- Care Leaver Apprentice Group – 6 YP
- Care Leaver Local Offer event- supported accommodation focus – 30 YP

Young People Focus Groups

- Young people:
 - have engaged in more informal discussion groups to discuss supported accommodation
 - have attended from a range of accommodation types in ‘young people friendly’ settings and at times that are suitable for them
 - were encouraged to be open and honest and to share ideas for improvements to accommodation and support
- Their views broadly mirror feedback from the online survey
- Additional consultation and engagement will take place throughout the planning stages of recommissioning supported accommodation and as part of ongoing monitoring processes to be introduced to new contracts

Young People Focus Groups – Key findings

Accommodation

Young people were generally happy with their accommodation. However,

- They would like improvements made more quickly- including fixing broken furniture, decorating, improved communal areas
- In general, they are happy with the location of accommodation

Support

- Young people reported an increase in confidence
- Better equipped to move towards independence
- Support workers are approachable and helpful

Recommended Improvements

- Young people were keen to emphasise the need for more preparation for independence
- More flexibility regarding communal facilities. E.g. use of washers/ driers/ communal gardens for guests/
- More relaxed approach to sleeping out/ curfew hours
- More useful house meetings

Young people will continue to be involved in the planning of service provision and will be consulted with about how this can best be done.

Young People On-line Questionnaire

The online questionnaire was published for 3 weeks and promoted to all young people in supported accommodation. 76 young people responded and the results below illustrate the responses.

Thinking about the building you live in, including your room. What are the best things about the accommodation you live in?

Furnishings- 33

Independence- 13

Staff and support- 23

Feeling safe-9

Size-9

Young People On-line Questionnaire

Thinking about the building you live in, including your room. What needs improving about the accommodation you live in?

Decoration/ furniture- 40

Nothing- 17

Communal areas- 3

What are the best things about the support you receive in the accommodation where you live?

Support / staff- 52

Learning life skills-12

Young People On-line Questionnaire

What could be improved about the support you receive?

Nothing- 50

More support- 5

Learning life skills- 6

Is there any other support that you would like to receive?

No- 48

Staff support- jobs and money- 6

Staff support- moving on- 3

6. Future Proposals

Procurement Arrangements

A Dynamic Purchasing System (DPS) has been chosen, to allow:

- A wide range of services to be commissioned through one procurement exercise with a single approach to quality and standards
- The ability to commission on different 'footprints' for different services
- Block contracts and spot purchase call offs
- Flexibility for LCC to commission additional services to meet changes in demand
- New providers to join at various points throughout the lifetime of the DPS
- Existing providers to apply for additional lots to respond to need
- The option for different pricing to be built in where appropriate
- No fixed duration or value for the overall DPS

Proposed Service Model Overview

To award under the following contract types:

- **Block contracted services** – ‘District’ based (grouped to 9 districts)
- **Block contracts for a specified number of bednights for individual placements** - Locality based (3 localities)
- **Spot contracts on a call-off basis** – countywide

It is our intention that accommodation settings will be within the Lancashire County Council administrative boundaries (12 districts)

Proposed Service Model

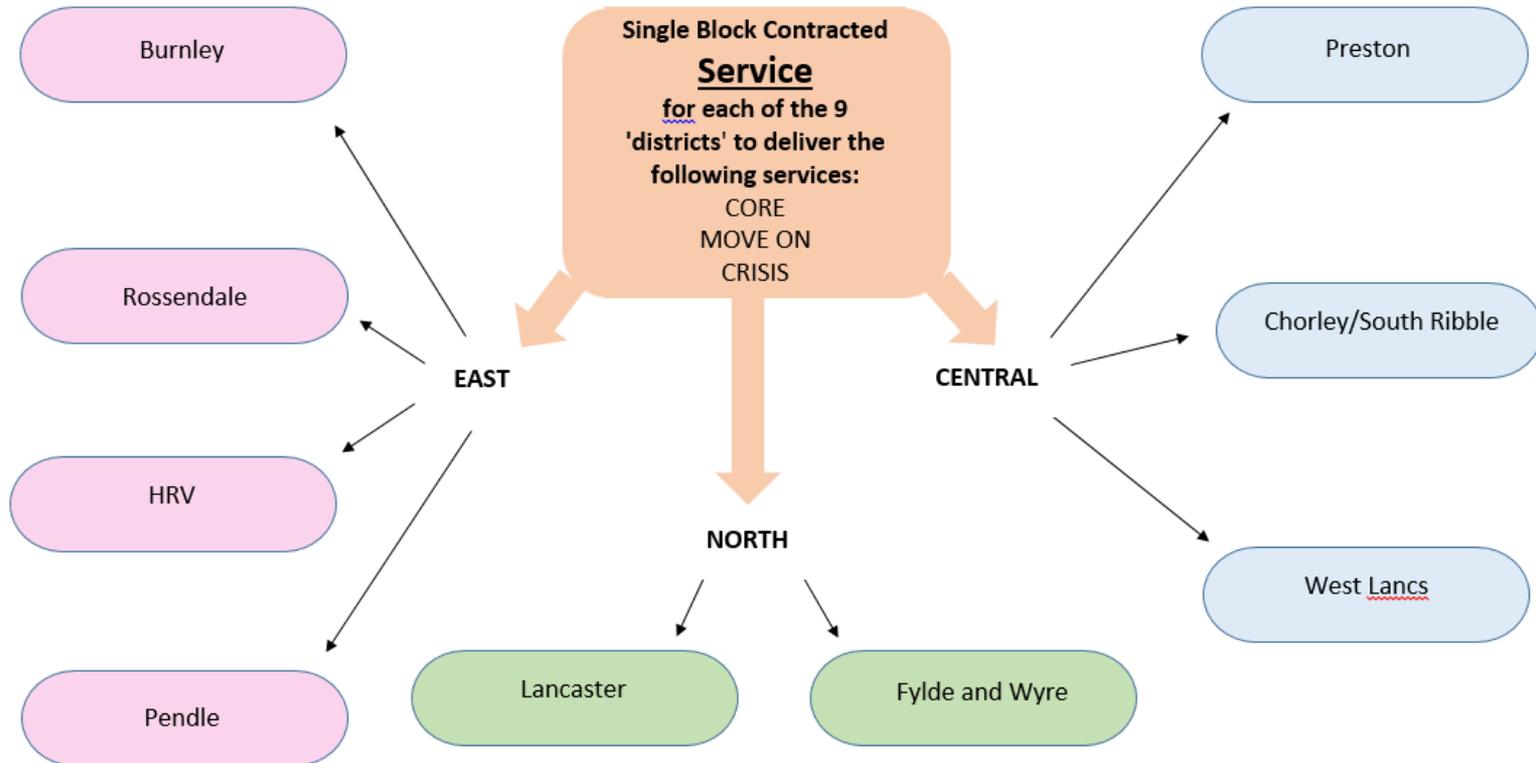
Service categories

The following service categories will be in scope:

| Service Type | Contract Type | Contracts to be assigned | Service Type Description |
|--|--|--------------------------|--|
| Core support services – accommodation based. | Block contracted services - District based | Single per district | Multi-occupancy, typically 10+ beds |
| Move-on – accommodation based, including: a) Floating support with accommodation (FSWA) b) Dispersed supported accommodation | Block contracted services - District based | Single per district | FSWA – Community based accommodation services sourced by providers and with floating resettlement support, supported by one to one staffing of varying levels. Typically sole occupancy. There may be the option for YP to take on the tenancy. Dispersed – As above for FSWA but typically 2 YP share and move on from the property into independence eg in RSL / private rented accommodation |
| Emergency accommodation | Block contracted services - District based | Single per district | Crisis beds (time-limited support, to be defined) |
| Group living / semi independent – accommodation based | Block contract a specified number of bednights for individual placements - Locality based | Single per locality | Multi-occupancy, typically 3-4 bed settings. The core contract is a package of support and accommodation for an individual placement |
| Floating support | Spot contracts for hours - Locality based | Multiple | Community based services providing floating/resettlement support (charged hourly) to enable young people to live semi independently in their own general needs accommodation |
| Supported Lodgings | Support for the model. Discussions taking place in relation to service delivery options | | YP has own bedroom with a host family and experiences domestic life in a shared and supportive environment. The YP is accommodated as a lodger, and receives support from the host family |
| Teenage Parents | Support for the model. Discussions taking place in relation to number of units / locations | | Accommodation based support specific to young parent(s) cohort |
| Solo 24/7 | Spot call off basis | Multiple | Bespoke package of support for the more vulnerable, complex, challenging YP |

Proposed Service Model

9-District Footprint



Proposed Service Model

3-Locality Footprint

Single Block Contracts per locality

- Purchasing a **specified number of bednights for individual placements in group living/ semi-independent settings**, at a tendered weekly rate. Placements can be offered across multiple settings within the locality

EAST

Pendle, Hyndburn, Ribble Valley, Rossendale and Burnley.

CENTRAL

Preston, Chorley, South Ribble and West Lancs.

NORTH

Lancaster, Fylde and Wyre.

Proposal for the block purchase for a specified number of bednights

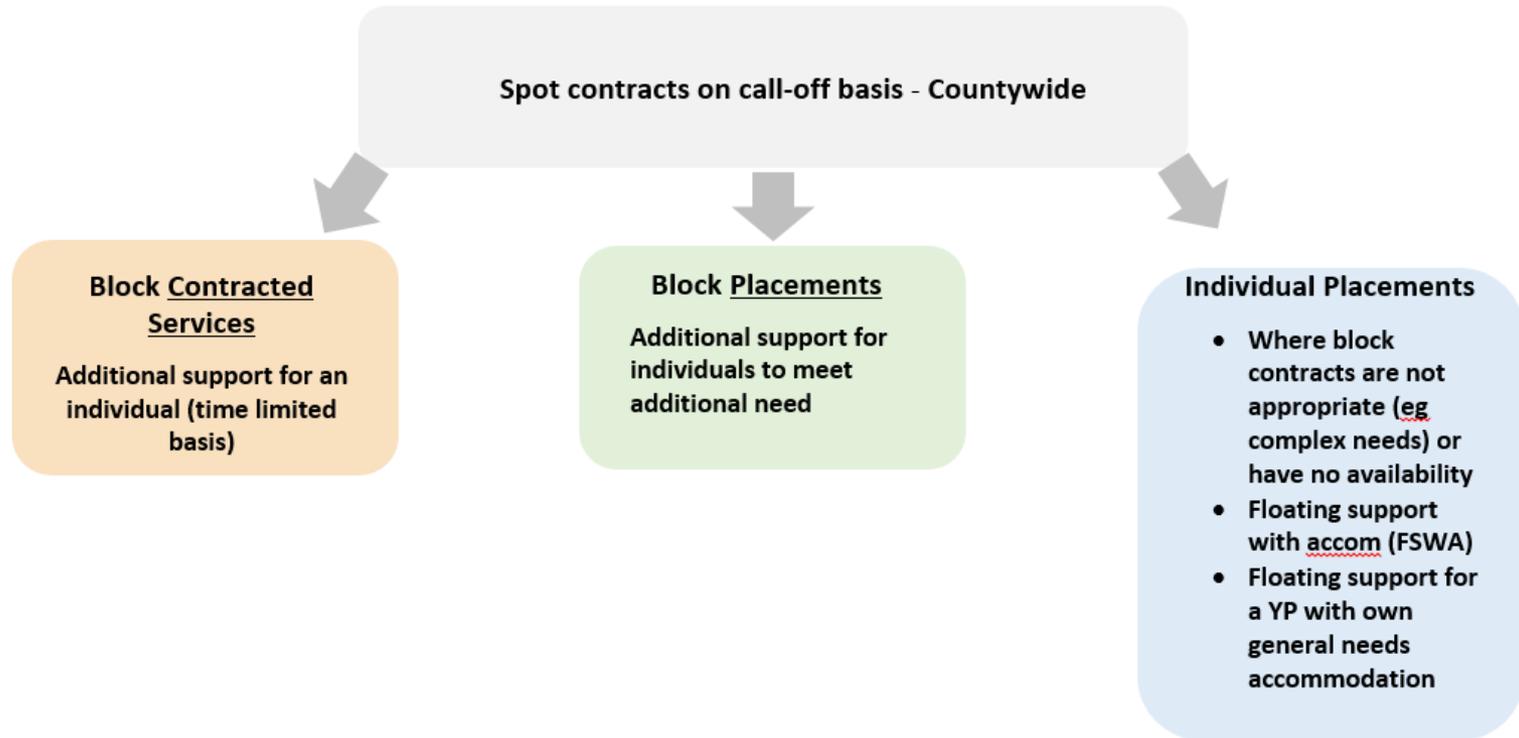
The proposals are as follows, and views will be sought in the group discussion:

- LCC will be purchasing a specified number of bednights per annum for individual placements, across any settings the provider has named on the DPS
- The full tendered rate will be paid by LCC for the specified number of bednights per annum
- Providers and social workers will liaise with regards to most appropriate match. Further guidance will be developed to agree placement offer criteria
- A target % utilisation of bednights will be set and monitored under the contract
- In the event of under-utilisation (over a duration to be determined) an action plan will be agreed between LCC and the provider to increase utilisation
- Under-utilisation over a sustained period of time will be addressed under formal contract terms

Providers will be formally notified of a separate consultation specific to this proposal

Proposed Service Model

Spot contracts on call-off basis



Proposed Service Model

Accommodation options

For the initial tendering of block accommodation-based support contracts, in terms of accommodation there are a number of options including:

- The **building is specified by LCC** at Invitation to Tender stage – providers bid to deliver support services within the named setting
- The **support provider sources accommodation** – the accommodation forms part of the provider's bid to deliver support services
- **LCC undertake a selection process** inviting landlords to put forward suitable available accommodation – LCC would have the option to:
 - Select accommodation that is then named in the ITT for the support service;
 - Name all accommodation options that meet the required standards in the ITT for the support service

Referral Process

- **Block contracted services** - Providers allocate properties according to agreed priorities and referral process
- **Block bednights for individual placements** -referral by ART for individual placement to locality provider. Provider and social worker assess most appropriate setting
- **Spot contract** – referral by ART for individual placement (call off from DPS/countywide lot). Offers are considered by Social Workers in order to identify the most appropriate

Block Contracted Services - Who Can Refer?

- All 12 district councils within Lancashire
- Lancashire County Council's Access to Resources Team and Emergency Duty Team (EDT)
- VCFS service providers - where an agreement has been established between the VCFS provider and the district council regarding the service to be delivered by the provider on behalf of the district council
- Supported housing providers who are seeking to move existing clients on to other services in order to enable them to step down to less intensive support, or where an individual is required to move to another setting which is better able to meet their needs

Eligibility and Prioritisation for Block Contracted Services

- Priorities complex owing to legal status
- Document circulated
- Summary (refer to link on next slide)
 - High Priority: 16 and 17 year olds
 - Medium Priority: 18 – 21 year olds who have been previously known to social care or 18-24 if formerly relevant
 - Low priority: 18 – 21 who have not been previously known to social care or 18-24 if qualifying care leaver status (56 days)

Block Contracted Services - Access Arrangements

Joint protocol - Meeting Needs of Homeless Young People

http://www.proceduresonline.com/lancashirecsc/p_homeless.html

Group Discussion – we will consider the appropriateness of the eligibility and referral routes into block contracted services.

Quality Standards

- Drawing on the existing SP QAF and North West DPS to develop quality requirements
- **Will include as a minimum:**
 - Safeguarding
 - Recruitment/Workforce
 - Health and Safety
 - Risk and Needs Assessment and Support Planning
 - Equality and Diversity
 - Engagement, choice and control, rights and responsibilities
 - Partnership working

Outcomes

Taken from Existing NW DPS; however very similar to SP outcomes as they were **based on Every Child Matters:**

- Promoting Health and Wellbeing
- Stay Safe
- Relationships
- Identity
- Enjoy and Achieve
- Promoting Participation
- Promoting Independence

Quality Assurance and Performance Management

Performance Returns

- Probably quarterly
- Activity Data – who is moving into services?
- Outcome Data – outcomes for service users
- Utilisation

Visits to Services

- Frequency still to be determined
- Policies and Procedures
- Service user engagement
- Staff engagement
- Case files

Contract Issues

- Block contracted services - payments will be four weekly in arrears
- Block contracted services – likely to have 6 month break clause plus normal provisions relation to defaults
- Hours based? Outcome based? Provider feedback to consultation. To be considered in group discussion

8. Group Discussions

Group Discussion

In terms of the 9-District delivery model. What are your views on:

- the service types that are proposed on this footprint?
- a single contract per district?
- how move-on can best be facilitated, particularly in areas where local housing stock is more limited ?
- how emergency provision can best be delivered?

In terms of the 3-Locality delivery model for block purchase of a specified number of bednights for individual placements, for YP with higher level of need or risk than can be met through core block contracted services. What are your views on:

- whether block purchase is appropriate?
- whether a single contract per locality is appropriate?
- what LCC need to give consideration to from a provider perspective?

Questions

We would like to hear your views in relation to the following:

- the service outcomes
- the service design objectives
- contracts which are outcome focussed and not hours based – how would this work?
- accommodation options
- the eligibility and prioritisation for block contracted services
- the referral routes for block contracted services
- quality standards
- quality assurance and performance management
- payments - could a payment by result approach be applied to any of the service types?