



# Housing and Support Commissioning plan 2019 – 2024



## Summary

Access to a safe, secure and warm home is the cornerstone to people living stable, productive and healthy lives. This can be difficult for some of our most vulnerable citizens to achieve, and without it can lead people to experience a single or combination of problems including increased isolation, loss of independence, physical and mental health problems, homelessness, substance misuse, domestic abuse and repeat contact with the criminal justice system.

These issues affect many people. It's therefore essential that the provision of housing and support is tailored and coordinated to meet the specific and combined needs of an individual.

Given the challenges faced by individuals there are a growing number of people who present with increasingly complex needs, whose accommodation and support needs require specialist and more intensive packages of support. The term 'complex needs' is defined by 'Making Every Adult Matter' as people facing multiple disadvantages who experience:

*"A combination of problems including homelessness, substance misuse, contact with the criminal justice system and mental ill health. They fall through the gaps between services and systems, making it harder for them to address their problems and lead fulfilling lives"<sup>1</sup>.*

The provision of appropriate housing and support is vital to help individuals to achieve and maintain an independent and healthy life, preventing crisis and reduce the use and cost of crisis services.

### Who is the plan for?

The Housing and Support Commissioning plan sets out in detail the local context, current service provision and funding. The plan identifies, in the context of current and emerging demand, how we aim to meet the needs of vulnerable adults with various levels and complexity of need. This document is intended to direct and inform future commissioning activity and highlights the contribution of partners and stakeholders, which is integral to achieving the council's strategic priorities.

### Future needs and demand for services.

The availability of consistent and reliable information and data is central to informing commissioning activity. It is essential that we have a good understanding of the local housing market, the current and future demand for services and needs of our customers in order to deliver effective services that meet customer needs. The housing and support commissioning plan has been informed by a range of information and data of sources, including:

- Barnsley MBC Homelessness Prevention and Rough Sleeping Strategy 2018-2023.
- Barnsley Joint Strategic Needs Assessment 2016 – 2019.
- Peter Fletcher Needs Assessment for Housing and Housing Support for Vulnerable People in Barnsley (2016).

Our analysis of the information and data available identifies, as in many other areas across the country Barnsley is facing some significant challenges in the coming years.

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<sup>1</sup> About Multiple Disadvantage – MEAM Approach at <http://meam.org.uk/multiple-needs-and-exclusions/>

The Peter Fletcher Needs Assessment reports the population of Barnsley is increasing, people are living longer and people's expectations of public services are changing.

The Joint Strategic Needs Assessment recognises the needs of customers are and will continue to become more complex, particularly in relation to physical and mental health. As such there is a need to keep under review the presenting issues and support needs of vulnerable customers to ensure there is sufficient supply of housing and support to meet changeable demand and individual needs.

The Homeless Prevention and Rough Sleeping strategy identifies a continued and sustained increase in the numbers of people approaching the council for help to access housing and support, with the highest demand being from single person households. Similarly there has been a significant increase in the length of stay in temporary accommodation and increased use of B&B.

Contract monitoring of commissioned services has highlighted that a lack of access to move on housing and support options, including general needs housing is preventing people moving in to settled accommodation in a timely manner, which has the impact of limiting access to temporary and intensive housing and support services for other vulnerable people.

In addition there is an emerging increase in demand for housing with support from young people aged 16 and 17, which is placing additional pressures on existing service provision. We are working with children's social care to review current provision and develop options suitable for meeting the needs of this customer group.

Evidence has shown that coordinated interventions from a range of agencies can improve people's lives and reduce the use and cost of crisis services. It is essential that we now review our current housing and support provision and plan for the future to ensure we meet these emerging needs and improve the outcomes for the residents of Barnsley.

### **Our future commissioning intentions**

From our analysis of the information and data available we have identified a need to increase and develop a range of housing and support options to meet a variety of customer needs, including:

- Increased Temporary / emergency accommodation options:
  - Provision of an adult "crash pad" (for individuals aged 25+).
  - Additional units of accommodation for families, couples and single people.
- Increased Intensive housing and support options; through the provision of:
  - Additional units of accommodation with support for individuals aged 25+.
  - The development of accommodation with support for 16 and 17 year olds.
- Increased access to Move on accommodation; including
  - Developing access to the Private rented sector
  - Improving access to social housing provision

In addition we recognise that there are other models of housing and support that may provide additional opportunities to achieve positive outcomes for vulnerable people. Throughout the life of this plan we will seek to explore a range of alternative housing and support models, such as:

- Taster flats - for 16 to 24 year olds.

- Housing first - for entrenched rough sleepers.
- Review and develop the existing shared lives pilot - for vulnerable adults.

### **Our priorities**

The Housing and Support Commissioning plan frames our six key priorities for delivering housing and support for vulnerable people over the next five years. The plan sets out how we will achieve our priorities through commissioned and non-commissioned housing and support services, working across the private and social housing sectors.

Our six key priorities are to:

1. Continue to monitor and understand the needs of our customers, and put them at the centre of what we do.
2. Continue to work with partners to monitor and review service demand to enable early identification and responses to local pressures and challenges.
3. Develop working practices that will increase our awareness of the range of providers delivering housing and support locally to ensure higher rates of benefit payments meet strategic needs and demand.
4. Work with partners to develop housing and support options across the social and private housing markets to increase opportunities for people to live as independently as possible.
5. Explore external funding opportunities and work with partners to secure the resources needed to deliver a range of flexible models of housing and support that meets presenting needs.
6. Ensure move on from housing with support is planned, appropriate and timely.

The Housing and Support Commissioning plan 2019 - 2024 provides a clear rationale and purpose for changing the ways in which we develop and deliver services and demonstrates our commitment to working in partnership to deliver our priorities, which when taken together will make the greatest difference and achieve the best outcomes for vulnerable individuals and families, and the communities in which they live.

## Housing and Support Commissioning plan for 2019 - 2024

### Summary

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Glossary of terms

## 1. Introduction

Housing with support exists to ensure people with support needs can lead a healthy and fulfilling life within their own home and community. The delivery of a range of accommodation and support options that can be tailored to the individual's needs is critical to improving the long term outcomes for individuals. This includes, improving their overall health and wellbeing, enabling access to education and employment and reduce the upstream costs placed on acute and emergency public services.

There are a variety of services offering accommodation and support across the borough, designed to respond to specific needs. They all play a crucial role in providing a safe and secure home with support for people to live independently.

Our commissioning plan links to the priorities set out in the council's Housing Strategy and the Homeless Prevention and Rough Sleeping strategy. The Housing and Support commissioning plan sets out how we aim to meet the needs of those vulnerable adults with multiple and complex needs, however the aims and delivery of the plan can be used to meet a range of customer's needs, such as for people with learning disabilities.

### 1.1 Our vision:

Barnsley Council's vision is *'To work together for a brighter future, a better Barnsley'*. We aim to achieve our vision by driving forward our corporate priorities and objectives. This vision is supported and delivered through the activity of a range of strategic and multi-agency partnerships.

The Safer Barnsley Partnership is the statutory partnership responsible for tackling crime and disorder, combating substance misuse and reducing reoffending. The Safer Barnsley Partnership's vision is:

*'Barnsley people and communities are safe and feel safe, able to contribute to community life and take responsibility for their actions and how they affect others.'*

### 1.2 Our priorities:

The provision of housing and support plays a critical role in delivering the priorities of the Safer Barnsley Partnership and in particular the priorities of the Protecting Vulnerable People sub-group. These priorities include:

- Develop and support early intervention opportunities to promote domestic abuse services and support. To reduce risk to families and children, helping people to live a life free from threat and harm.
- Strategic review of substance misuse and domestic violence to check and challenge our priorities.
- Develop and implement a multi-agency strategic approach to address substance misuse across the borough.

- Maximise homeless prevention options, activities and outcomes, through early identification of problems, the provision of high quality advice and assistance, increased homeless prevention and accommodation options.
- Strategic review of multiple and complex needs to ensure commissioned services continue to provide innovative solutions to facilitate sustained independence.
- Implement the remodelling of services for individuals aged twenty-five and over with multiple support needs to ensure they continue to deliver the most effective support and accommodation solutions.

### **1.3 Our objectives:**

Our objectives will help us to deliver our priorities. They include:

- To develop and support the provision of good quality housing and support services that meet individual needs.
- To promote and create stability for individuals and communities by ensuring the support available enables self-sufficiency, independence and integration in to communities.
- To be responsive to fluctuating need through demand-led commissioning.

Early intervention and prevention are at the core of the council's approach to reducing the overall need for high-cost services in the longer term. We will continue to motivate different agencies to work effectively together to deliver joint outcomes and in particular, strong links between services such as the police, probation and hospitals.

This commissioning plan therefore sits alongside a suite of strategies designed to set out the council's housing intentions and supports those strategies and plans that seek to improve the health, care and wellbeing of households needing support services to achieve and maintain independent living. A list of linked strategies is contained in Appendix 1.

## **2. The role of commissioning**

In Barnsley, commissioning housing and support for vulnerable adults is managed in our Communities Directorate. The commissioning team facilitates the planning, development and delivery of accommodation and support services to meet vulnerable customer's needs.

The data and intelligence we gather from internal and external partners helps us to understand the needs of our customers and the demand for housing and support services in the borough. Using this information we are able to plan, and prioritise our activity and review models of best practice to develop and shape services to meet presenting needs.

To help us deliver our priorities we work with a range of government departments including the Ministry of Housing, Communities and Local Government, Homes

England and the Ministry of Justice to seek funding and develop services that are able to respond to local and national pressures.

### **3. Governance and partnerships**

Wider partnerships are integral to shaping and delivering services. We work with a range of internal and external partners and providers, voluntary and third sector organisations to design and deliver services to meet the council's strategic objectives and corporate outcomes.

Working in partnership with key public services and external organisations offering specialist services is crucial in order to understand and effectively support vulnerable people to gain independence and stability. With our partners we are able to shape and deliver services that support the most vulnerable in our communities.

#### **3.1 Governance:**

The existence of a good governance arrangement is crucial in ensuring resources are deployed effectively, outcomes are delivered in a sustainable way and risks are managed effectively.

Barnsley Health and Wellbeing Board (HWB) is the formal committee for the Local Authority, legally bound to produce a joint strategic needs analysis and a joint strategy. This helps drive service improvement by:

- Enabling focus on efficiencies and outcomes.
- Inspiring and empowering communities and stakeholders by providing solutions and options.
- Enabling better connectivity, collaboration and coproduction across boundaries.

The HWB provides a system of leadership support where partners understand and work towards delivering against shared priorities. Delivering the strategic ambition is discharged through various forums and partnership boards. Outcomes pertinent to this commissioning plan are cross cutting in nature as they aim to keep vulnerable people safe but also to be resilient, empowered and independent. The most appropriate partnerships board for the delivery of this plan is the 'Safer Barnsley Partnership Board' (SBP).

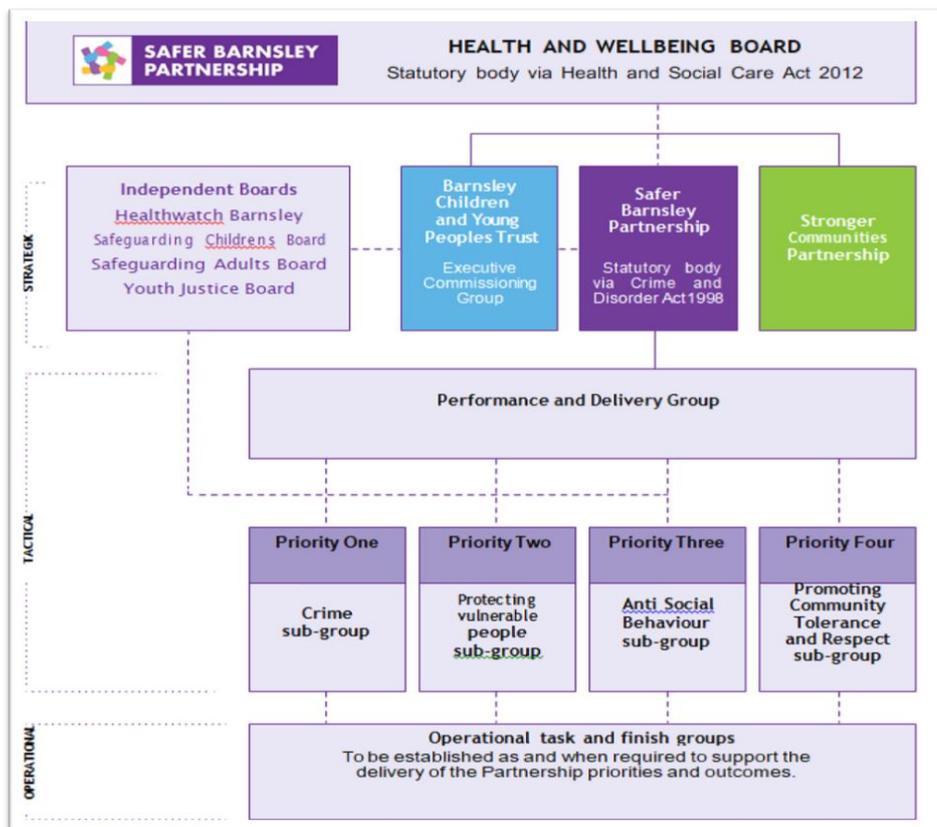
The SBP Board is supported by key partner organisations and delivering against the board's priorities is undertaken through specific sub-groups, which in turn are supported by board specific 'Performance and Delivery' groups.

Objectives within this plan will be delivered through 'Protecting Vulnerable People' (PVP) sub-group, which reports to SBP board. Diagram 1 below illustrates the governance structure.

Monitoring of progress will be undertaken via the sub-group and achievements of agreed outcomes will be reported to the respective boards through the Performance and Development Group. Commissioning priorities relevant to this plan will be co-

produced within the respective sub-groups and will reflect priorities set within the SBP annual plan. The key Priorities for SBP are contained in Appendix 2.

Diagram 1.



### 3.2 Our partnerships

In the current economic climate partnerships are essential in order to ensure we are able to meet the needs of local residents. Through collaboration we are able to design and secure funding to deliver the services needed to support our residents. Our partners bring with them a wealth of skills and knowledge that ensures the highest quality services are provided to the residents of Barnsley and allows for creativity and innovation in our approaches.

Our partnerships are built on:

- Honest and open communication.
- Appreciation of each other's expertise.
- Shared priorities and strategic goals.

Partners who work with the council have a responsibility to:

- ✓ Work together in creating and implementing effective commissioning plans.
- ✓ Contribute to commissioning activities, such as needs analysis, evidence-based service development, procurement and contracting.
- ✓ Work together to implement local priorities.
- ✓ Work together to secure better outcomes for vulnerable customers.

- ✓ Work together to review the performance and impact of our services.

## **4. What do we mean by Housing and support**

### **4.1 Housing**

For most people their general need is for housing; they can manage their home and have no support requirements. In Barnsley general needs housing can be home ownership or provided by a landlord, such as through the council through Berneslai Homes, other social housing / Registered Providers and private landlords.

Specialist housing with support is provided in an assortment of housing types and tenures and by a range of providers. This includes the council and other registered providers, charities and trusts and the private rented sector. The Council commission's specialist support services such as hostels, refuges and assisted living schemes with these providers. The accommodation provided can be single occupancy or shared and provides a mix of short term and emergency help to people in crisis or to meet long term support needs.

### **4.2 Support**

In the context of this commissioning plan; housing support is provided to enable someone to manage on a day to day basis whilst they are living in their own home.

It can include:

- Help with budgeting and paying bills.
- Planning meals and shopping.
- Emotional support.
- Help to pursue social or leisure interests.

The type of support provided to people who are in crisis and living in more specialist accommodation includes those listed above and can also include:

- Accessing identification documents.
- Setting up bank accounts.
- Claiming benefits.
- Help to manage physical and mental health.
- Develop skills to manage a tenancy.
- Support to regain contact with family and friends.

Many of the services provided use the Outcome Star, which is a simple and effective tool designed to map and measure the progress made by an individual. It is designed to be used with the service user as a framework for reflective conversations and future planning. It measures the change that takes place for a service user in several areas of their life and monitors progress toward meeting specific goals over a period of time. The ultimate aim is to help people to live completely independently. By this we mean:

- Living in their own home.

- In work or education.
- Meaningful and safe relationships.
- Being part of their community.

We recognise that whilst our ambition is to support people into fully independent living this may not be possible for some. In these cases support may be ongoing for an unspecified period of time and the support provided continues to increase individual life skills and personal independence.

There are a range of services available locally to meet specific support needs. Each service has a particular purpose and role in supporting people and the level and type of support provided will vary between services and in response to customer needs.

### **4.3 Levels of support**

The types and frequency of support varies from provider to provider, in response to a person's individual needs. Some services provide support 24 hours a day, whilst others may offer daily or weekly support to individuals.

#### **4.3.1 High level support**

For people with a high level and often a combination of support needs the provision of housing with support provides a safe place to live with intensive and accessible support available 24 hours a day. This type of housing and support enables people to engage with the services that are appropriate to help them take the initial steps towards stability and independence.

#### **4.3.2 Moderate level support**

For people with single or combined support needs who have gained a level of independent living skills their need may be for a moderate level of support. This level of support can be provided in blocks of hours daily. In this situation the support may be provided in conjunction with housing, such as within a specialist scheme. As the individual gains increased skills and independence the level of support provided will reduce and where appropriate, focus on the move to general needs housing with community support.

#### **4.3.3 Low level support**

For others with lower level needs, the support offered can help individuals settle into a home and wider community, build social networks and increase self-reliance. This type of support is often delivered in general needs housing and provided through weekly support sessions by a community (floating support) provision.

### **4.4 Types of housing and support services in Barnsley**

Identifying the type of housing and support appropriate for an individual is based upon an assessment of their needs and circumstances, and takes into account personal preferences and aspirations. This approach helps to ensure the appropriate allocation of resources and helps to promote sustainability and engagement.

### **4.5 The relationship between housing and support**

Whilst housing is a primary need for everyone, the need for support is specific to an individual. For those individuals who have a need for support the relationship

between accessing housing and the ability to cope with the day to day demands of life are interconnected. The support that is critical to helping people stay is the support that helps them to manage anything that can jeopardise their ability to remain housed.

While the provision of housing can be relatively easily to achieve, the challenge for the council is securing the revenue needed to fund and provide support for individuals to stay housed.

## 5. How it is funded?

The housing and support services provided by the council are funded by a combination of capital and revenue resources. An explanation of what capital and revenue funding is used for and where the finance comes from is set out in table 1 below:

**Table 1.**

<u>Capital funding</u>	<u>Revenue funding</u>
Capital funding is funding of a "one-off" nature and results in the construction or improvement of a service. This can be used to secure capital or fixed assets, such as land and buildings, including the purchase of property or through housing development.	Revenue funding relates to the amount of money the Council requires in order deliver services during the year. Examples of revenue expenditure include staff salaries, and the overall operating costs of running local services.
Funding sources: <ul style="list-style-type: none"> <li>• Money set aside from the councils capital budget;</li> <li>• Special grants from the government for particular projects;</li> <li>• Loan finance; and</li> <li>• Contributions from developers or other organisations.</li> </ul>	Funding sources: <ul style="list-style-type: none"> <li>• Money set aside from the councils revenue budget;</li> <li>• Grants from the government for particular projects;</li> <li>• Intensive Housing Management / Housing Benefit;</li> </ul>

### 5.1 Sources of capital funding

#### 5.1.1 Grants and additional government funding

Central government will periodically make funds available to address specific issues. Often these funding streams are limited and require local authorities to submit a bid setting out how we will respond to meeting specific issues and detailing what resources are needed to do so locally.

We have successfully bid for a variety of funding streams and further details can be found in Appendix 3. For example the Ministry of Justice released funds for local authority initiatives that would seek to break the cycle of female offending that is linked to domestic abuse. The bid submitted in partnership with local domestic abuse services has secured capital funding that will enable us to develop a women's centre for Barnsley that includes the provision of specialist accommodation and support.

The range of funding streams available allows us to work with partners to deliver specific housing and support that meets local and central government priorities and objectives.

## **5.2 Sources of revenue funding**

Revenue is a vital source of funding for the provision of support. Without this funding the range of support vulnerable people need cannot be provided, which would have a significant and detrimental impact on the most vulnerable in our communities. As such it is impossible to provide housing and support without the revenue funding.

The challenge for us is in securing the revenue required to deliver the housing and support services needed to meet current and future demand from our communities.

The cost of housing with support are higher than the costs of providing general needs social housing because of the support services provided in addition to traditional housing management functions. The support element requires the provision of staff with the specialist skills needed to help people to live independently, and this usually requires higher levels of revenue funding.

### **5.2.1 Council budget**

Communities commissioning is allocated a budget from the core council budget to commission and deliver a range of local housing and support services.

Currently the budget allocation pays for the provision of housing with support for families and victims of domestic abuse and individuals with multiple needs aged 16+. Further details of the current service and budget allocation are provided in Appendix 4.

### **5.2.2 Grants and additional Government funding**

Similar to capital grants, central government will periodically make revenue funds available to help address specific issues locally.

Through the Ministry of Housing, Communities and Local Government (MHCLG), we worked with sub-regional partners to bid for the Private Rented Sector Access Fund. The outcome of our successful bid provides the sub-region with funding that will enable us to develop how we will work with landlords in the private rented sector and increase the opportunities for vulnerable and financially excluded people to access the private rented market.

In addition, sub-regional revenue funding has been secured through the Rough Sleeping Initiative, which has enabled us to increase our street outreach support for rough sleepers and people at risk of rough sleeping in Barnsley. The funding will also deliver specialist mental health support that will improve access to mental health services for this customer group. This has enabled the provision of a dedicated homeless prevention resource to target points in the system where there is a risk of rough sleeping, such as hospital discharge, prison release and leaving care.

### **5.2.3 Funding for 'supported exempt accommodation'**

Supported exempt accommodation refers to accommodation where rent is payable, and that rent charge includes elements in it for care, support or supervision for a tenant that needs it. An element of support must be provided for a minimum of 3 hours a week to be eligible for Housing Benefit. This type of tenancy is exempt from the normal Housing Benefit rules such as under occupation. Intensive Housing Management (IHM) is a term used to describe the more involved nature of these tenancies which due to the additional support needs of the tenants have higher than normal rents in the area.

The Housing Benefit rules state that the providers of this type of accommodation must be a housing association, a registered charity, a not for profit voluntary organisation or an English non-metropolitan county council. The rate of benefit payable relates to the provision of adequate accommodation for people with support needs, any actual personal support is not eligible for Housing Benefit, in addition Housing Benefit cannot cover day to day charges for utilities and food.

Whilst the delivery of housing and support attracts higher costs this is covered by subsidy from central government. The subsidy is a repayment by central government back to the local authority housing benefit department for the higher rent cost and is repaid at a rate of 100% when delivered by a registered provider. Lower level of subsidy is paid from central government where the provider is a not a registered charity or voluntary organisation. In light of this it is the council's strategic preference to work with registered providers.

This model is a cost effective way of providing much needed and good quality housing and support to vulnerable people. However, the actual cost for the support element can only provide relatively low levels of support, as described in 4.2 above, and is therefore unable to meet the cost of services needed to meet specialist support needs.

## **6. Current supply of housing and support**

The services provided in Barnsley are supported by the principles and vision of the Making Every Adult Matter (MEAM) initiative. The services we commission aim to deliver appropriate and effective support to individuals in response to the range, level and complexity of the presenting needs, ensuring the individual and their aspirations are at the heart of the services being provided. However, we

acknowledge that there are challenges in meeting other demands which we capture in section 7 below.

## 6.1 Services currently funded by the council

Barnsley has commissioned a range of housing and support options to meet various customer needs. These are delivered through both contract arrangements and service level agreements, which include agreements for referral rights. The current service provision is detailed in table 2.

**Table 2.**

Ref no.	Provider	No. Units	Accommodation Type	Level of customer needs	Support Type	Customer group	Funding resource
1.							
2.	Berneslai Homes / HOT	2	Emergency / Temporary Housing	Low	Weekly	Families	IHM / Housing Revenue Account
	Berneslai Homes / HOT	2	Emergency / Temporary Housing		Weekly		
3.	CenterPoint	1	Emergency / Temporary Housing	Intensive	24/7 On site	Singles aged 16-24	Commissioning Budget
	CenterPoint	7	Assessment Unit		24/7 On site		
	CenterPoint	15	Housing with Support	Moderate	Daily On site	Singles aged 16-24	Commissioning Budget
4.	Thrive Barnsley	6	Assessment Unit		24/7 On site		
	Thrive Barnsley	4	Housing with Support	Moderate	Daily On site	Singles aged 25 +	Commissioning Budget
5.	IDAS	8	Emergency / Temporary Housing		24/7 On site		
	<b>Total No. Units</b>	<b>52</b>					

Ref 1. Riverside Housing Association provides eight units of emergency accommodation to homeless families with low levels of support need. Up to three hours of support is provided weekly by Riverside.

Ref 2. Berneslai Homes provides four units of emergency housing for families and singles with low level support needs. Support is provided weekly in response to individual needs by the Housing Options Team (HOT) tenancy support.

Ref 3. CenterPoint provides housing and support services to younger people aged 16 to 24 years old with multiple or complex (high) support needs. This includes one emergency crash pad and seven assessment units providing 24/7 onsite intensive support. There are eight self-contained units of housing clustered around the core

building, with an additional six units of self-contained housing located at a separate site, each providing up to ten hours of support per week for individuals with moderate support needs.

Ref 4. Thrive Barnsley makes available six assessment units available for over 25's with multiple or complex (high) support needs providing 24/7 onsite intensive support. In addition Thrive provides a further four units of accommodation with daily support provided and on-call support available out of hours for individuals with moderate support needs. Within this contract there is a requirement for a further provision of six units of accommodation for individuals with moderate to high support needs. We anticipate this will be available in late 2019.

Ref 5. IDAS offers eight units of housing with support within a women's refuge for individuals and families at risk of or fleeing domestic abuse and provides 24/7 onsite intensive support.

## 6.2 Community based (floating) support

Community based support is an essential element of the overall support pathway as it enables individuals to settle into stable and long term accommodation by providing much needed practical assistance with relevant activity connected with moving home in addition to providing support for the longer term and specific needs. Community based support can be provided over a much longer period of time, and supports individuals to become integrated into the local community, gain greater independence and develop local support networks and links with universal services.

The contract arrangements with accommodation and support providers (above) include the provision of additional community based support. The community based support provision is designed to extend the support provided to individuals whilst in accommodation based provision and support customers to settle into their own home and community. In addition support may be provided to individuals already living in the community who meet the customer profile of the service and who have a need for support to avoid escalation of issues and prevent homelessness. The current provision of community based support is set out in table 3.

**Table 3.**

Service / Contracted Providers	Units of Community Based Support	Level of customer needs	Designated client group
HOT Street Outreach	15-30	High	Rough Sleepers
HOT Tenancy Support	25-50	Moderate / Low	Homeless Families, Couples & Singles
CenterPoint Community support	20-40	Low	Multiple needs aged 16-24
Thrive Barnsley Community support	30-60	Moderate / Low	Multiple needs aged 25
IDAS	100-200	High /Moderate / Low	Domestic abuse

### 6.3 Non funded services

Locally we have seen an increase in the number of properties being purchased to deliver housing and support outside commissioning arrangements. In this instance, landlords can receive a higher level of Housing Benefit through intensive housing management where they can demonstrate the accommodation and support meets certain criteria (see 5.2.3 above).

In order to maximise income, many of the properties acquired provide shared accommodation for single people. This is where the property contains multiple bedrooms with shared kitchen and bathroom facilities.

Given the limited resources available to commission new services, this sector provides a vital resource in helping meet the demand for accommodation with support. However, this sector is largely unregulated and it can be difficult to ensure vulnerable customers are being provided with the support they need and the higher costs claimed from benefits represent value for money.

Therefore, there is a need to work towards tighter regulation and sharing of information about the demand for accommodation with support and what is being delivered locally. This will help us to know more about the services being delivered and ensure the higher benefit rates are paid to those providers delivering services that will meet the local demand for housing and support and deliver good quality services to vulnerable customers.

Currently, we have a number non funded providers operating in Barnsley. We know the providers delivering good services as they have developed effective working relationships with key services, including the Housing Options Team and work with them to address specific tenancy and community issues and share information in support of their vulnerable tenants.

#### Case Study 1:

Provider A approached the council prior to securing accommodation in the local area to explain their operating model and discuss the needs and level of demand for customers requiring housing with support in Barnsley. Provider A agreed to take referrals from the Housing Options Team (HOT) for individuals presenting as homeless or at risk of homelessness that had low level support needs.

Provider A acquired a number of properties to be used as shared housing with support and set up a team locally of to manage and maintain the properties and provide support to tenants.

Since setting up in Barnsley Provider A has worked closely with the HOT to ensure those most in need gain access to their housing and support provision. The working relationship has allowed activity to be undertaken to address issues early and maintain housing stability for individuals living in the scheme.

In addition Provider A has become an active member of the Homelessness Alliance and is supporting council activity to reduce rough sleeping by participating in weekly 4am outreach sessions with HOT staff and engage with rough sleepers.

Often we only find out about non funded providers failing to deliver effective services when something goes wrong or there are issues coming from a property, which are affecting the wider community. Awareness can be raised following complaints to the council or increased calls to the Safer Neighbourhood Service and South Yorkshire Police. In this situation the council will attempt to work with the provider to resolve the issues and provide reassurance to the local community.

**Case Study 2:**

Provider B acquired a property in Barnsley and approached a range of services, including adult social care, HOT and probation to advise they were providing housing with support in the borough and invited agencies to make referrals into the available units of accommodation.

Whilst the intention of Provider B was to provide a local team to manage the accommodation and provide support this was not in place when the scheme began accepting referrals.

As a result of approaching a range of services the available units were filled quickly with a range of individuals with various levels of vulnerability and support needs. The diverse mix of tenants living in shared accommodation without a local presence from Provider B meant that individuals were left unsupported and behaviours became increasingly problematic and issues escalated.

Substance misuse, drug dealing and general anti-social behaviour increased and began to impact the local community. This generated multiple reports of anti-social behaviour to the Safer Neighbourhood Service (SNS) and South Yorkshire Police (SYP).

The provider contacted the council to ask for assistance as they were unable to manage the issues at the property and SYP issued community protection notices on each of the residents with the aim of preventing the unreasonable behaviour that was negatively impacting on the local community's quality of life. In order to manage and monitor the behaviour of the tenants a security presence was also put in place at the property by the SNS. As issues continued the SNS and SYP began the process of applying for a closure order for the property, however the tenants chose to vacate the premises before any further enforcement action could be taken.

## **7. Demand**

Following an internal review of supply and demand, the key areas affecting demand include:

### **7.1 Local housing market<sup>2</sup>**

- According to the 2001 census, 35% of the housing in the borough is rented (14% private rented and 21% affordable / social housing), meaning there is limited supply of accommodation available for people who are unable to buy a home, are out of work or on low incomes.
- There aren't enough properties of all sizes to meet future needs and there is limited choice in some areas.
- There are currently over 7,000 customers on the council's housing waiting list and there is limited availability of council housing to meet current demand (average 37 properties advertised per week during 2018/19).

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<sup>2</sup> Barnsley MBC – Housing Strategy 2014 - 2033

- Right to Buy sales each year have continued to be greater than the development of new affordable homes in the borough; as a result the numbers of affordable housing available locally is decreasing annually.
- In general there is a shortage of suitable accommodation for those individuals who could not manage in a normal council property<sup>3</sup>.

## 7.2 Population<sup>4</sup>

- The number of households in Barnsley is expected to increase by 8.4% overall during the period 2015-30.
- There has been a 50% increase in the number of people ages 60+ approaching the council for help to access housing and support in the last five years<sup>5</sup>.
- Currently the highest demand (45%) for housing and support is from single person households aged between 25 and 44 years<sup>6</sup>.
- There will be an increased number of Barnsley residents aged 18 to 64 experiencing common mental health problems and psychiatric disorders over the next ten years.
- The number of Barnsley residents aged 65+ living alone and suffering healthcare issues is also anticipated to increase over the next ten years.

## 7.3 Homelessness and Crisis support<sup>7</sup>

- There has been a 50% increase in the number of customers approaching the council in crisis and in need of temporary housing with support (up from 99 approaches in 2015/16 to 201 in 2017/18).
- The average length of stay in temporary housing with support has increased across all services, for families this has increased from an average of 66 days (2016/17) to 93 days in 2018/19, which is directly linked to the limited access to the move on options available.
- More customers approaching in crisis have multiple and more complex needs, which can limit their accommodation options due to level and range of skills needed to support their needs and manage the potential risks of living in shared accommodation.
- In addition the types of housing and support customers would like are changing, with the preference for most people being to live in 'ordinary' housing in the community rather than traditional 'hostel' type accommodation or specialist housing and support schemes.
- Rough sleeper counts and estimates are a single snapshot of the number of people sleeping rough on a particular night each year between October and November. In Barnsley the reported number of people rough sleeping in 2018/19 was 17<sup>8</sup>.

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<sup>3</sup> Peter Fletcher - *Needs Assessment for Housing and Housing Support for Vulnerable People in Barnsley (2016)*

<sup>4</sup> Barnsley – *Joint Strategic Needs Assessment 2016 - 2019*

<sup>5</sup> Barnsley MBC – *Homelessness Prevention and Rough Sleeping Strategy 2018-2023*

<sup>6</sup> Ibid.

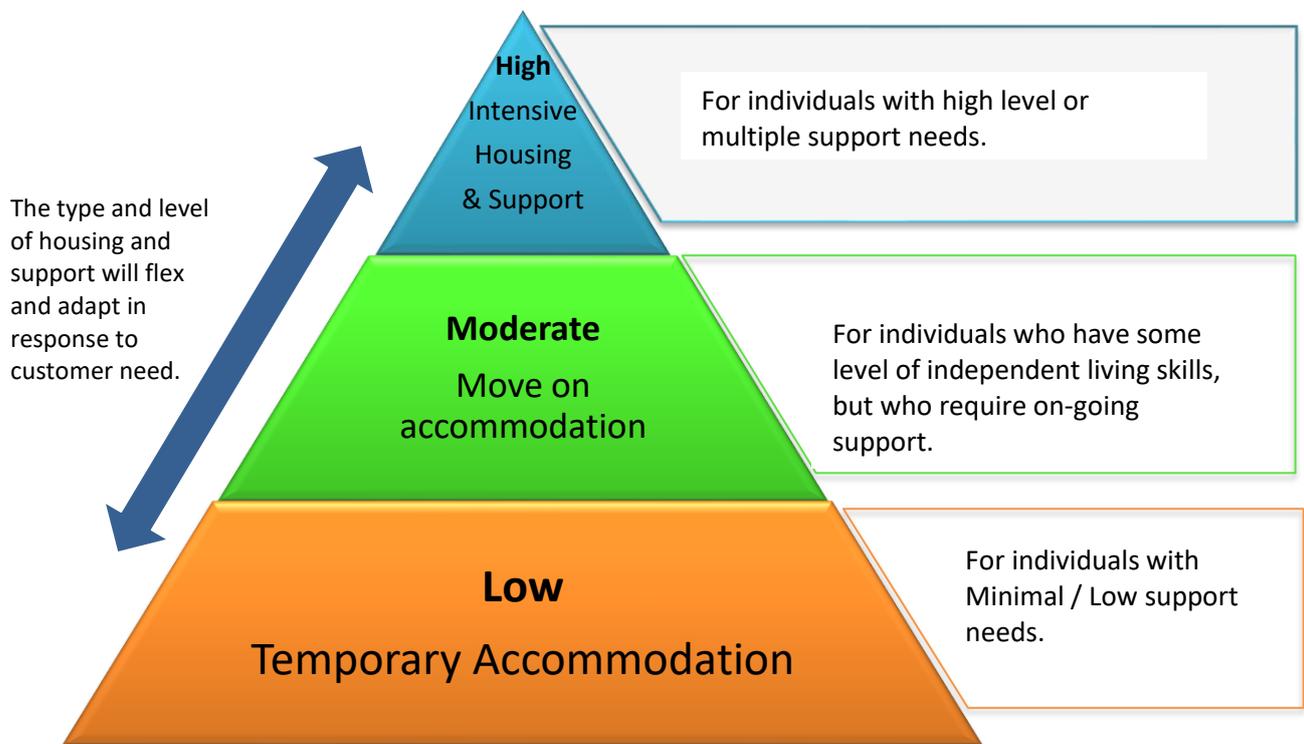
<sup>7</sup> Ibid.

<sup>8</sup> MHCLG - *Rough Sleeping Statistics 2018*, at: <https://www.gov.uk/government/statistics/rough-sleeping-in-england-autumn-2018>

- There are particular challenges providing housing with support for 16 and 17 year olds. This includes being unable to assist individuals to move on due to them being unable to legally hold their own a tenancy until they reach the age of 18. In addition providing support to 16 and 17 year olds can be more challenging as their needs are often very different to other customer groups and can be more complex.

## 8. Models of housing with support

In response to the increasing complexities of needs and individual aspirations, in line with the principles of MEAM, we have diversified the range of housing and support options to meet customer needs and aspirations. The following models of housing and support are designed to be flexible and responsive to both demand and variations in customer need. This will complement existing supply as outlined in section 6 of this plan.



### 8.1 Temporary accommodation

There are a range of issues and circumstances that can lead to an individual or household to require temporary accommodation. The council has, in some cases, a statutory duty to provide temporary accommodation to individuals who are homeless and have no accommodation available to them.

This type of accommodation is provided to alleviate an immediate accommodation need, which is provided on a night by night basis and includes on-going work with individuals to identify and move towards settled and appropriate longer term options.

The council has a range of temporary accommodation, including homeless families' accommodation, refuge accommodation for individuals and households at risk of or fleeing domestic abuse and a crash pad for homeless 16 to 24 year olds.

As a result of the current increased demand for temporary accommodation, which is compounded by the limited move on options, there is a need for increased provision for this type accommodation. We estimate that there is a need for an adult crash pad (age 25+) and six additional units of accommodation suitable for families, singles and couples.

### **8.2 Intensive housing with support**

Intensive housing with support is intended for individuals with high level or multiple needs, such as offending, mental ill health and substance misuse. This provision is designed to provide support 24 hours a day to help meet a range of needs. This provides continuity and helps individuals engage in treatment and access appropriate services to improve their quality of life and wellbeing.

Intensive housing with support provides both long and short-term options to help meet customer needs. Services provide comprehensive needs assessments and coordination of services, combined with intensive individual support, which helps individual's engage in activity that increases their independence and move towards traditional accommodation options.

Based on current demand there is a need for six additional units of intensive housing with support for singles and couples aged 25+ and greater collaboration with specialist services, such as mental health.

In addition there is an emerging demand for accommodation for 16 and 17 year olds with multiple needs, and a specific set of skills are required to support this customer group effectively.

There is a need to review existing housing and support arrangements for 16 and 17 year olds in collaboration with colleagues from children's social care to refine and improve the future provision of services to vulnerable young people. We have estimated a further four units of housing with intensive support are required to meet current demand levels and resolve congestion issues in existing provision.

### **8.3 Move on accommodation**

Many individuals will move through different models of housing with support with the aim of moving on to their own accommodation. For some this may be a new and daunting experience, particularly when they are moving from shared accommodation where intensive support has been readily accessible. As such, individuals will require on-going support to help them secure and settle into their own home and community. The support element is a community based approach and includes support for individuals with moderate to low level needs, which will flex and adapt as individuals gain skills and their independence increases.

One of the key issues identified is the lack of access to accommodation in order for individuals to move on from higher cost housing with support services. This means that some residents are forced to stay in temporary or intensive housing and support services longer than necessary. As a consequence, other vulnerable people in need can be turned away because there are no spaces available.

There is a need to develop opportunities that will help people to move on to greater independence by increasing access to general needs housing across both the social and private rented sectors.

#### **8.4 Community based (floating) support**

Community based support is for individuals with moderate to low level support needs and is provided to individuals in their own home, which can be in general needs housing, such as council housing provided through Berneslai homes, the private rented sector or other social housing. The support can start prior to a tenancy being identified and is provided in blocks of hours across an agreed working pattern, i.e. weekly or fortnightly. Support activity can be minimal, however it should be accessible and responsive to changing needs of the individual and emergency situations in order to prevent escalation and crisis.

As access to move on accommodation increases it is likely that the demand for community based support will also increase. We will prioritise our monitoring of the needs and demand for community support, which we will use to inform future commissioning activity.

### **9. New models of housing and support**

We recognise that there are other models of housing and support that have not been developed in Barnsley and we are going to explore how they can help support vulnerable people. These are:

#### **9.1 Taster flats**

Taster flats are often used for individuals who have lived in specialist or other supported accommodation for a long time and aims to help individuals gain experience of living independently. Individuals are provided with their own accommodation, usually through the council or other social housing provider, for a fixed period of time. Support is provided throughout the fixed term, which allows individuals to develop independent living skills, confidence and overall responsibility within a supportive environment.

This is a model of housing with support that may benefit a range of vulnerable people with moderate to low need who have not previously held a tenancy or lived alone, and those who have previously been unable to sustain a tenancy.

#### **9.2 Housing First**

This can often be the only option for some individuals, particularly those with a history of entrenched or repeat homelessness and who have specific and high level support needs that cannot be addressed in traditional shared housing and support settings.

The overall thinking around Housing First is to provide a stable, independent home and intensive personalised support and case management to homeless people with multiple and complex needs. Housing First is an alternative to providing emergency housing and moving individuals through different "levels" of housing and support into "independent housing". There are no conditions around a person's 'housing readiness' before providing a home; and secure housing is viewed as the stable platform from on which other issues can be addressed. Housing First provides housing 'first' and as a matter of right, rather than 'last' by way of a reward.

Housing First differs from traditional floating or tenancy support models. Housing First workers will typically support an initial caseload of five to seven people, which is far fewer than the caseloads of a general community (floating) support worker. The caseload may increase over time as people require less support.

Housing First uses active engagement, supporting individuals to recognise their strengths and capacity for positive change and develops links with relevant services that help to meet the full range of an individual's needs.

### **9.3 Shared lives**

The shared lives service is a family-based model of housing with support, where the support is provided in a host family's home. This service provides support to adults who have a learning or physical disability, mental health need and to older people and young people transitioning. The service provides a short term offer for up to 12 weeks to enable people to prepare and develop the necessary skills to move into their own tenancy.

An initial pilot was officially started in April 2019 has received ten referrals. Eight of those were matched to host families and six have moved in and are working towards independence. This service provides a unique housing and support offer to vulnerable adults. The progress made and outcomes achieved through the pilot will help to inform the development of future housing and support services.

## **10 Tenancy types**

The type of tenancy an individual may be given largely depends on the type of accommodation they live in and who the landlord is. The type of tenancy given is important to provide flexibility around the housing and support provided and enabling both move on and stability. Some of the most common types of tenancies and the benefits of each are set out in appendix 5.

## **11 Accessing services**

## **11.1 Commissioned housing and support services**

The current access routes in to the range of housing and support services available in Barnsley are disjointed; each housing and support service has their own referral process. As a result, accessing housing and support can be difficult for services and organisations to navigate.

Housing Options Team (HOT) is responsible for discharging the council's homelessness duties<sup>9</sup>. Individuals who are homeless or at risk of homelessness can self-refer directly to housing options for assistance, or be referred by an agency or organisation supporting them. Some statutory services, including probation, police and health, are under a positive 'duty to refer' individuals to housing options where they are aware the individual is homeless or at risk of homelessness.

HOT will complete an assessment of the circumstances and support needs of the individual. The immediate and longer term accommodation and support needs are set out in a personal housing plan detailing the action to be taken to achieve the outcomes. Based upon the assessment HOT will identify appropriate housing and support options for the individual and make referrals to appropriate accommodation and support providers with vacancies.

The HOT is the single access route into some of the commissioned housing and support provision available locally. However, a number of other accommodation and support services can be accessed by a range of other services and agencies. As a result, it is difficult to make sure vulnerable people are accessing the housing and support most appropriate for their needs.

## **11.2 Improving access: Our future plan and ambition**

Ensuring access to housing with support services is appropriate requires a single access point into the range of services available. This will ensure housing and support can be allocated to those individuals with the greatest need in accordance with relevant legislation<sup>10</sup>. Enabling access through the HOT will support the delivery of wider council priorities, including homeless prevention and protecting vulnerable people, through the assessment and development of personal support plans identifying the specific support needs of the individual and coordinating access to relevant services.

In addition, it is our ambition to develop an integrated complex lives team, which will support those who repeatedly present with issues but where current services are unable to meet those complexities of need. The Barnsley model will seek to deliver a 'whole system' approach to supporting those in need to access and engage with appropriate services.

From experience we know that supporting people with complex Lives requires collaboration and integration of a range of services and organisations, which will

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<sup>9</sup> The Housing Act 1996, as amended by the Homelessness Act 2002 and Homelessness Reduction Act 2017

<sup>10</sup> Ibid

include HOT and the wider Safer Neighbourhood Service, Primary Care services, Housing and Support Providers, South Yorkshire Police and the wider community and voluntary sector partners. In working together these services will provide the ‘whole system’ approach needed.

## 12 Summary and key priorities.

From the information and data available we are aware that the number of people approaching the council for help to access housing and support is increasing, with the highest demand being from single person households. In addition we know the needs of customers are and will continue to become more complex, particularly in relation to their physical and mental health and there is a need to keep under review the presenting and underlying support needs of vulnerable customers to ensure there is sufficient supply of housing and support to meet changeable demand and individual needs.

The increased length of stay in temporary accommodation and increased use of Bed and Breakfast is evidence of a lack of access to housing options and general needs housing which is preventing people moving on to settled accommodation in a timely manner and is limiting access to temporary, intensive housing and support services for other vulnerable people.

In addition the emerging increased demand for housing with support for 16 and 17 years old is placing additional pressures on existing service provision. We will work with children’s social care to review current provision and develop options suitable for meeting the needs of this customer group.

A summary of the number and types of accommodation needed to meet existing demand is set out in tables 4 and 5 below.

**Table 4.**

Type of accommodation	No. of additional units required	Customer group
Temporary Accommodation	1	Adults aged 25+ (Crash pad)
	6	Families, singles and couples
Intensive Housing with support	6	Adults aged 25+
	4	16 and 17 year olds

**Table 5.**

Move on accommodation	No. of units to be secured per annum 2019/24	Customer group
Private rented sector	Between 16 and 32 pa.	Families, singles and couples

The council has limited resources available to meet demand for housing and support locally and there is a need to draw on external resources to deliver the housing and support we will need for the future. In doing so there is a need to have greater

oversight of non-council funded services to ensure they provide good quality accommodation and support to vulnerable customers and the higher costs paid through housing benefit represent value for money.

The types of housing and support customers aspire to have is changing, with the preference being to live in 'ordinary' housing in the community rather than traditional 'hostel' type accommodation. There is a need to explore the range of alternative models of providing housing with support to ensure future provision meets customer aspirations.

### **12.1 Key priorities**

The focus of the work of communities commissioning over the next five years will be to develop and deliver more diverse housing and support options for vulnerable customers that are sufficiently flexible to meet current and emerging customer needs and draws upon partnerships across the public and private sector.

The delivery of the plan will rely upon effective and regular communication between services, partners and commissioners to identify emerging demand pressures and changes in customer needs. In addition, effective operational partnerships across the housing and support sectors will be integral to the delivery of appropriate services that meet customer needs.

In order to ensure vulnerable residents have access to the most appropriate housing and support there are five key priorities we will work towards between 2019 and 2024.

We will:

7. Ensure we understand the needs of our customers, and put them at the centre of the work that we do.
8. Continue to work with partners to monitor and review service demand to enable early identification and response to local pressures and challenges.
9. Develop working practices that enable us to increase our awareness of the full range of providers of housing and support and ensure higher rates of benefit support local delivery to meet strategic needs and demand.
10. Work with partners to develop housing and support options across the social and private housing markets to increase opportunities for people to live as independently as possible.
11. Explore external funding opportunities and work with partners to secure resources to deliver a range of flexible models of housing and support that meets presenting needs.
12. Ensure move on from housing with support is planned, appropriate and timely.

## Appendix 1 - Linked strategies

Some linked strategies include:

- BMBC Corporate Plan 2017-2020
- Barnsley Homelessness Prevention and Rough Sleeping Strategy 2018-2023
- Barnsley Joint Strategic Needs Assessment 2016 - 2019
- Barnsley Public Health Strategy (Updated) 2018-21
- Feel Good Barnsley - Barnsley Health & Wellbeing Strategy 2016-2020
- Housing strategy 2014 – 2033
- Safer Barnsley Partnership Plan 2016-2020
- Tenancy strategy 2019-2024

## Appendix 2. Safer Barnsley Partnership (SBP) key priorities

The SBP strategic priorities are

1. Protecting vulnerable people
2. Tackling crime and anti-social behaviour
3. Promoting community tolerance and respect

The Safer Barnsley Plan can be found at:

<https://www.barnsley.gov.uk/media/3336/safer-barnsley-partnership-plan.pdf>

## Appendix 3. Grant funding

Scheme / client group	Funding Type	Funding Value	Government Dept.
Rough Sleeping initiative (Sub regional)			Ministry of Housing,
Private Rented Sector Access Fund (Sub regional)	Revenue	£116,000	MHCLG
Capital Fund	Capital	£250,000	Ministry Of Justice
Move on Fund	Capital	TBD	Homes England
Total		£694,038	

#### Appendix 4 - Communities commissioning budget allocation

Designated client group	Units of Accommodation	Funding Value	Funding source
Multiple needs aged 16 24			Healthier Communities
Multiple needs aged 16 24	6		
Multiple needs aged 25 +	10	£499,070	Healthier Communities Core Budget
Domestic abuse	8	£69,120	Allocation from Office of The Police and Crime Commissioner
		£581,735	Healthier Communities Core Budget
<b>Total</b>	<b>41</b>	<b>£1,649,788</b>	

#### Appendix 5 - Tenancy types used in providing housing with support

Tenancy types	The benefits of this kind of tenancy
<b>Licence agreements</b>	<p>License agreements are usually issued where the individual is an excluded occupier; this will apply where the accommodation provided is:</p> <ul style="list-style-type: none"> <li>• Emergency housing after a homeless application,</li> <li>• A council or housing association-run hostel</li> </ul> <p>The length of notice given to ending license agreements can be very short, but should be 'reasonable' in the circumstance. In such situations the accommodation can be brought to an end fairly quickly and without the need for an application to be made to a court. This type of agreement helps individuals to move on quickly when longer term or permanent accommodation has been found.</p>
<b>Flexible Tenancies</b>	<p>The Localism Act 2011 enables Councils and Registered Providers of social housing to grant fixed term tenancies. In Barnsley flexible tenancies are used in specific circumstances, including:</p> <ul style="list-style-type: none"> <li>• Where prospective tenants have a proven history of breaches of tenancy conditions</li> <li>• Where housing related support is being provided on a fixed-term basis</li> </ul> <p>Flexible tenancies provide a vital route into council and other social</p>

	housing, allowing individuals to move on from emergency housing and intensive housing with support, and settle into a community and build the necessary skills to live independently with support in their home.
<b>Assured shorthold tenancies</b>	<p>Most people who rent from a private landlord have an assured shorthold tenancy. Some tenancy agreements are granted for a fixed-term, such as six months or one year. When the fixed-term ends either a new agreement for a further fixed-term can be provided, or the tenancy is allowed to continue to roll on from month to month. An assured shorthold tenancy usually gives the tenant more protection from eviction and is a good way to help increase independence and responsibility.</p> <p>The private rented sector enables individuals to access housing in areas where there is little social housing available and can be accessed relatively quickly.</p>
<b>Introductory and starter tenancies</b>	<p>Introductory or starter tenancy may be given to new council and housing association tenants. Essentially an introductory tenancy provides a 12 month trial, but can be extended by a further 6 months where there have been some issues. Introductory tenants are not afforded full protection from eviction and whilst the council would need to make an application to court for eviction it is relatively easy to end an introductory tenancy. Once the term of the introductory tenancy is successfully the tenant will become a secure tenant.</p> <p>Introductory tenancies can be helpful where individuals are engaging with support but need some stability to gain further independence.</p>
<b>Secure or Assured tenancies</b>	In the majority of cases where council tenants have successfully come to the end of an introductory tenancy they will become Secure or Assured tenancy. This is essentially a lifetime tenancy that can continue regardless of any changes in their housing requirements, personal or financial situation.

#### **Appendix 6 - Additional reading**

- *'Tackling Multiple Disadvantage Nationwide'*, A strategy for the MEAM coalition 2018-2022 at:  
<http://meam.org.uk/wp-content/uploads/2018/10/HOMJ6444-MEAM-Strategy-doc-181003-WEB.pdf>
- Barnsley MBC – Housing Strategy 2014 – 2033 at:  
<https://www.barnsley.gov.uk/media/3953/bmbchousingstrategy2014final.pdf>
- Barnsley Joint Strategic Needs Assessment (2016 - 2019) at:

- <https://www.barnsley.gov.uk/media/4360/jsna-report-2016.pdf>
- Peter Fletcher - Needs Assessment for Housing and Housing Support for Vulnerable People in Barnsley (2016) at:  
<https://barnsleymbc.moderngov.co.uk/documents/s10527/Appendix%20-%20Executive%20Summary.pdf>
- Barnsley MBC – Homelessness Prevention and Rough Sleeping Strategy 2018-2023 at:  
<https://www.barnsley.gov.uk/media/9406/homeless-prevention-and-rough-sleeping-strategy.pdf>
- The Housing Act 1996, as amended by the Homelessness Act 2002 at:  
<http://www.legislation.gov.uk/ukpga/1996/52/part/VII>
- Homelessness Reduction Act 2017 at:  
<http://www.legislation.gov.uk/ukpga/2017/13/contents/enacted>
- MHCLG: Rough Sleeping Statistics Autumn 2018, England (Revised) at:  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/781567/Rough\\_Sleeping\\_Statistics\\_2018\\_release.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/781567/Rough_Sleeping_Statistics_2018_release.pdf)