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| Cabinet 6 November 2013 |  TOWER HAMLETS |
| Report of: Robert McCulloch-Graham, Corporate Director Education Social Care and Wellbeing | Classification: Unrestricted |
| Young Peoples Supported Accommodation Commissioning Plan 2013 – 2016 | |

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|-------------------------------|---|
| Lead Member | Cllr Abdul Asad, Cabinet Member for Health and Wellbeing |
| Originating Officer(s) | Carrie Kilpatrick, Commissioning Manager Stephanie Graden, Commissioning Manager |
| Wards affected | All Wards |
| Community Plan Theme | A Healthy Community |
| Key Decision? | Yes |

Executive Summary

This report provides Cabinet with the draft of the Young Peoples Supported Accommodation Commissioning Plan for 2013-2016. This plan sets out the specific commissioning intentions for the 14 supported housing schemes for young people in the borough that will be tendered immediately following agreement of this plan after a short period of consultation.

Supported housing refers to accommodation for young homeless people who are:

- Aged 16–21 assessed as vulnerable by the Homeless Service;
- Care leavers aged 18–21¹ ;
- Teenage Parents and/or expectant mothers; and
- Young offenders.

In addition there are further services commissioned directly by the Leaving care and youth Offending teams to meet the need of their individual service users, which are not covered by this plan.

Specifically supported accommodation is a key strategic priority ensuring young vulnerable people at risk of homelessness are able to access realistic housing options that promote their safety, wellbeing and access to employment training and education opportunities.

¹ Young people aged 20 – 25 years of age would generally fall under the remit of the hostels commissioning plan. However, there is a statutory duty to assist care leavers in full time education up to the age of 24 years.

Recommendations:

The Mayor in Cabinet is recommended to:

Agree the Young Peoples Supported Accommodation Commissioning Plan for 2013 – 2016 and the specific 11 recommendations listed below which set out the future design of the young people's sector:

- Review the eligibility criteria of young peoples supported accommodation services to better target complex need and align the service with other key services; reducing the access threshold from 23 to 20 years of age.
- Commission an assessment facility and a “crash pad” type facility through the reconfiguration of existing services.
- Reconfigure services to enable a balance of high, medium and low support services that offers young people opportunities to move between high and low support as their needs change.
- Establish an Inclusion Panel to reduce evictions and youth homelessness.
- Increase the amount of high support provision to meet the needs of those with complex support needs.
- Work with Providers to develop the interface with specialist services. So improving outcomes for service users.
- Re-configure or replace the existing Drapers City Foyer service to provide 2 smaller units of high support accommodation based services: the timescale being a 3 year period.
- Re-commission the teenage parents service.
- Maintain access to a move on quota, improve throughput and access.
- Commission personalised services.
- Improve Service User Outcomes.

Agree to maintain the annual revenue budget of £1.7m for these services over the next year three year period

Agree that procurement can commence under the Supporting People Framework Agreement.

1. **REASONS FOR THE DECISIONS**

- 1.1 The Young People's Supported Accommodation Commissioning Plan will inform the commissioning approach to young people's services, as they are tendered during the next three year period. As current contracts are due to expire during this year, this plan sets out our future requirements for these services. The Plan establishes the continued need for a young people's sector, the size and range of services needed and how they will align with statutory services in supporting some of our most vulnerable residents.

2. **ALTERNATIVE OPTIONS**

- 2.1 Current contracts are due to expire during this financial year, and therefore a clear strategic framework is required to inform the commissioning activities. This area is recognised as experiencing an intense growth and the need for additional resources will be managed through a major configuration of existing funding. Reconfiguring existing support services will enable costs to be met through efficiencies generated as part of the forthcoming tendering of these services. This means overall funding for these services will need to be ring-fenced from further savings – the total value being £1.7m per annum. Should the commissioning plan not be agreed, in whole or in part, it will not be possible to deliver the services in this way or address the changing need and growth pressures and inherent risks that this plan seeks to address.

3. **DETAILS OF REPORT**

3.1 **Background**

Young people living in Tower Hamlets make up 26% of the population. Much higher than the 18% average for the rest of inner London; with over 78% of our young people from a minority ethnic background. This Commissioning Plan will deliver services able to meet the diverse needs of the young Tower Hamlets and support the borough in its delivery of the Community Plan vision by enabling:

- **A safe and supportive community;** Providing quality support services to enable young people to achieve their full potential; protecting the vulnerable from risk, promoting independence and working with parents and families to give children the best possible start in life.
- **A healthy community:** Promoting and supporting healthy choices that enable young people to improve their health, and improving access to high-quality, local health and social care services, from primary care at GP surgeries to maternity care and mental health services.

3.2 **What Are Supporting People Services?**

Supporting People services support vulnerable people to access and maintain settled accommodation. Supporting People was set up as a national scheme in 2003 by the CLG. Broad spectrums of vulnerable groups are covered by the programme. Services are provided for the homeless and rough sleepers,

young people leaving care or at risk (including teenage parents), older people, people with mental health needs, physical and learning disabilities, people with substance misuse issues, ex-offenders and women fleeing domestic violence.

3.3 Support is provided in supported housing schemes or by outreach support, assisting young people who live in the community to maintain and/or access appropriate accommodation. There are different models of supported housing for young people which have been developed historically, varying in size from small schemes of 4 units up to the 41 bed spaces available at the foyer. The current provision is represented in the following tables, by service, current provider, client group and support arrangements.

3.4 The Individual services considered within this plan are listed below, together with details of the level of support, number of units and current support provider.

| Service | Provider | Careleavers | Generic | Units | 24 hr Cover |
|------------------------|----------------|-------------|------------|------------|-------------|
| Fidelis House | Kipper Project | | 8 | 8 | |
| Mile End Road | Kipper Project | | 16 | 16 | |
| Approach Road | Kipper Project | | 5 | 5 | |
| Drapers City Foyer | East Potential | 5 | 36 | 41 | Yes |
| Campbell Rd | Look Ahead | 7 | 13 | 20 | Yes |
| Whites Row | One Housing | | 12 | 12 | |
| LAHC Supported Housing | Look Ahead | | 35 | 35 | |
| Commercial Road | Look Ahead | | 10 | 10 | |
| Campbell Road | Coram | 4 | | 4 | |
| Jeremiah Hse | Kipper Project | 9 | | 9 | |
| Old Ford Rd | Outward | 7 | 1 | 8 | |
| Powland Court | Kipper Project | 3 | | 3 | |
| Whitechapel F Centre | Radicle | | 8 | 8 | |
| Kipper LCS FS | Kipper Project | 11 | | 11 | |
| Total | | 46 | 144 | 190 | |

Table 1: Young People's provision by Client Group, Provider and Level of support.

| Level of support | Hours | Comments |
|------------------|-------------------------|---------------------------------------|
| Visiting Support | 1 hour or more per week | Weekly visit to service user |
| Low support | 5 – 7 hours | Regular contact up to an hour per day |
| Medium Support | 7 hours plus | Daily contact of an hour plus |
| High Support | 12 hours contact | Intense support with 24 hour cover |

Table 2 : Banding by level of hours and contact

3.5 Staff availability is dependent upon the model and can range from visiting staff of an hour per week, through to twenty- four hour supported accommodation. The support traditionally provided is designed to ensure that young people have: -

- support to access appropriate accommodation;
- the life skills they need to live independently;
- positive lifestyles to stay healthy, safe and protected from harm;
- access to employment, education and training opportunities ensuring they achieve their full potential and,
- are active and responsible citizens, emotionally and economically resilient for their future.

3.6 Homelessness prevention is a key priority for the Tower Hamlets Partnership and vital in achieving the Community Plan vision of improving the lives of young people. Supporting people services ensure that young people at risk of homelessness are prevented from being homeless and are able to access appropriate and realistic housing options; particularly for those leaving the care system, teenage parents and young homeless people. Supporting People services deliver lasting outcomes by:

- Reducing the number of 16/17 year olds in bed and breakfast and temporary accommodation;
- Reducing the number of unplanned teenage pregnancies;
- Reducing social exclusion by improving access to employment, education or training;
- Improving access to health services and encouraging healthy lifestyles;
- Providing stable accommodation for young care leavers;
- Reducing criminal activity and anti-social behaviour; and
- Reducing substance misuse and improving access to services.

4. The Commissioning Plan- an Overview

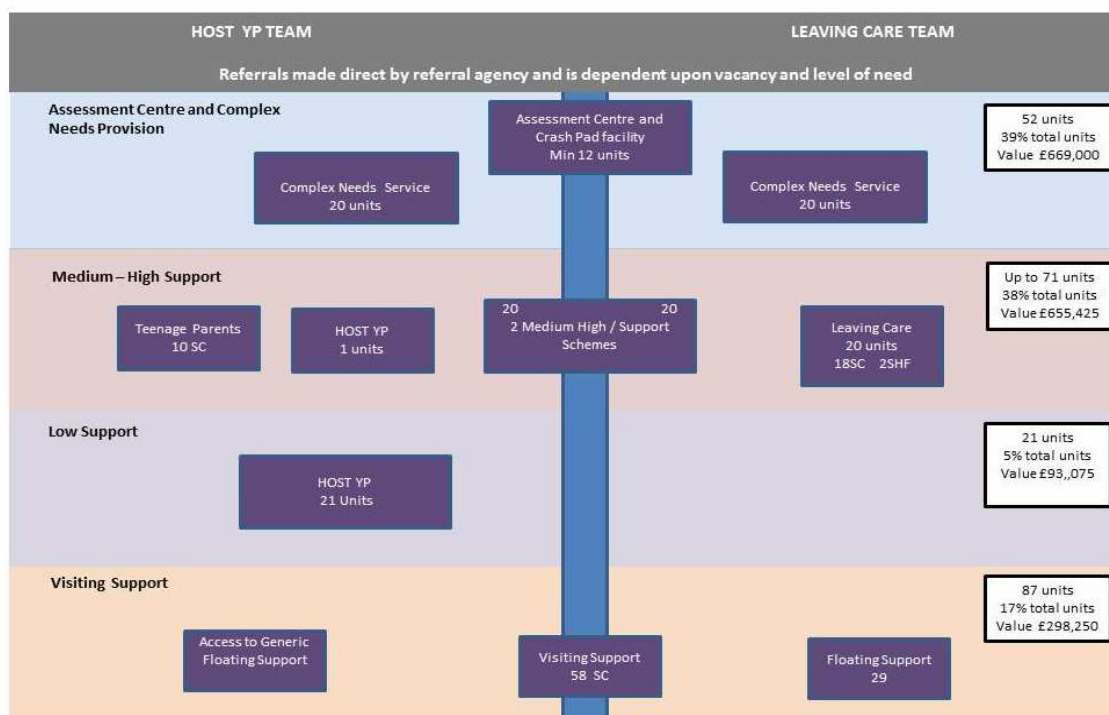
- 4.1 Demand for services remains high; during 2012-2013, 254 young people accessed housing services of which 105 were newly referred; 14 teenage parents, 167 young homeless people and 73 care leavers. It should be noted that this number, whilst broadly similar to that of the previous year, has increased by approximately 10% with an extra 21 young people accessing support. Broadly:
- 29% of all placements were made by the Leaving Care Team where the authority has a statutory duty to assist as a corporate parent.
 - 66% of placements were for young homeless people to prevent homelessness,
 - 6% of placements were into teenage parents accommodation, this is reflective of both the decreasing rates of teenage pregnancy in the borough and the limited number of supported housing available for the client group.

This plan recognises this growth in demand and seeks to reconfigure existing services; to focus on those in greatest need; increasing and developing capacity in high support service provision and align with statutory services in supporting some of our most vulnerable young people. This plan therefore, proposes a review of the eligibility criteria reducing the access threshold from 23 to 20 years of age, the impact is explored within the plan and in the equality assessment at appendix 2.

The plan is written at a time when we anticipate that benefit reform, changes in the social housing sector and economic pressures will have a significant and detrimental impact on local homelessness. All indications are that in the forthcoming period, we are likely to experience considerable and consistent demand pressures.

- 4.2 Access to the majority of services is via the Housing Options: Young Person's Team (HOST YP Team), with the Leaving Care Team having direct referral rights to approximately 30%. The HOST YP Team provide advice, support and placements into supported housing and manage access for other specialist agencies e.g. Youth Offending Team and London Probation Service; ensuring services are accessed by local young people.
- 4.3 This commissioning plan proposes a revised model of provision presented in diagram below. It builds on the existing model of provision which is reconfigured to better meet need and achieve recommendations. The proposed model of provision achieves:
- An assessment centre with crash pad facility and sleeping night cover.
 - Provision of two additional 20 unit complex needs schemes..
 - Increase in units offering medium and high support.
 - Reduction in low support units,
 - An increased focus on visiting support provision.
 - Provision of a self-contained teenage parents unit.

Proposed Model of Young People's Supported Housing Provision



5. The Procurement Plan and Timetable

- 5.1 In March 2012 Cabinet agreed the contract award for the Supporting People Framework Agreement: a type of approved provider's list against which all current Supporting People contracts are being let over a three year period. As these are effectively inherited services, this is the first time most will be subject to a competitive tender of this type.²
- 5.2 The services required to support this Commissioning Plan are those which are covered by the Supporting People Framework. Therefore, the Framework may be easily used to support this plan and speed up the procurement process, rather than running a full tender for each scheme.
- 5.3 The Framework Agreement is divided into a series of categories, and a service specification has been developed for each of these categories which covers the general type of services deliverable under each category. When the Council requires services of the type covered by one of the categories it invites those bidders who have won the right to bid for that category to provide a price. This is described as a 'mini tender'. The bidders for each category were specifically approved by Cabinet in the March 2012 meeting following the initial full tender when the framework was set up. Therefore, the supplier that offers the best value in terms of price and quality following the mini tender is the bidder who will be awarded the provision of the services of the relevant services for that particular scheme.

² Supporting People Services were moved from central Government funding into a locally funded contracted framework in 2003.

- 5.4 The commissioning timetable clearly indicates the majority of this activity will need to take place prior to the end of the financial year for new contracts to be in place for the 31st March 2014. It must be acknowledged that delivering change of this scale within this timetable will be very challenging; however as existing contracts end at this time it is vital we meet this deadline. Letting contracts against the Framework Agreement currently in place will enable us to meet this requirement.

6. COMMENTS OF THE CHIEF FINANCE OFFICER

- 6.1 This is a draft 'Young Peoples Supported Accommodation Commissioning Plan' for the period 2013-2016. The Mayor in Cabinet is asked to approve the proposed commissioning plan.
- 6.2 The current cost of providing the range of services covered by this commissioning plan is £1.7m per annum as detailed in section 8.2, page 53 of the plan. The commissioning plan recommends an approach that is designed to ensure future services are contained within existing funding envelopes and some strategic changes can be delivered in key areas through internal efficiencies.
- 6.3 Agreeing the commissioning plan does not commit the council to any specific future spend and any such decisions will need to be subject to the Council's normal decision making process. However, Should the commissioning plan not be agreed, in whole or in part, it will not be possible to deliver the services in this way or address the changing need and growth pressures and inherent risks that this plan seeks to address.
- 6.4 The availability of suitable accommodation is a key element to the delivery of these services. The report highlights some specific risks with regards capital investment requirements and while these are summarised in section 10.4 below, the exact nature, value and impact cannot be determined until we test the market and progress with the commissioning plan.

7. LEGAL COMMENTS

- 7.1 The Council has obligations to accommodate young people, which arise under the Children Act 1989 (children in need), the Housing Act 1996 (homelessness duty) and the National Assistance Act 1948 (adults in need of care and support). The Council is required to provide welfare support to adults in need and to make arrangements for such support for children in need in the borough, in each case where those children and adults meet relevant eligibility requirements. The Council must provide advice and information about homelessness and prevention of homelessness.
- 7.2 The proposed commissioning plan relates to services that are either directly targeted at discharge of the Council's functions, or intended to avoid the future need for such services. It is consistent with good administration for the Council to target its services so as to help young people avoid homelessness.

If any additional source of power were required to support the commissioning it may be found in either the section 111 of the Local Government Act 1972, which empowers the Council to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions, or in section 1 of the Localism Act 2011, which enables the Council to do anything that individuals generally may do, subject to specified restrictions and limitations imposed by other statutes.

- 7.3 The Council is obligated under the Local Government Act 1999 to achieve best value with the purchases it makes. Also, the Council is legally obligated both through domestic and European legislation to ensure that the services which it purchases are competitively tendered.
- 7.4 Last year the Council procured the Supporting People Framework, under which the Council is entitled to run quicker “mini competition exercises” that comply with the Council’s obligations identified under paragraph 7.3. The framework is split up into various “lots” with each lot correlating to a particular type of supporting people service. When the Council requires the services of one of a particular type it invites a bid from all the members of that particular lot. The services required here are of a type covered by a lot or a number of lots. Where the services do not fall neatly into one particular lot then all the bidders of all the lots that may be relevant are asked to provide a bid.
- 7.5 Under European Law no framework agreement can be for greater than four years. This means that any contract subsequently let under a framework must not have the effect of extending the original framework to a period greater than four years. This means that if the Council were to let a contract where the expiry of the contract is greater than four years from the date of commencement of the framework then the Council could face a small risk of challenge. However, the services themselves are of a type which would not usually attract the full measure of the European regulations which lowers the risk.
- 7.6 The Council has legal duties to provide the services the subject of the commissioning plan, as identified in 7.1 and 7.2 above, which the Council could breach should the procurement not proceed in a timely fashion.
- 7.7 In considering its approach to commissioning, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don’t. Information is provided in section 8 of the report, relevant to these considerations.

8. ONE TOWER HAMLETS CONSIDERATIONS

- 8.1 The borough has a diverse and young community many of whom will access the supported housing commissioned as part of this plan. The service user diversity profile is explored within this plan and the equality assessment attached as appendix 1.

- 8.2 The overriding aim of this plan is to make Tower Hamlets a better place by ensuring that vulnerable homeless young people are safe, secure and supported to develop the skills to live independently, achieve their potential and contribute to the wider community.
- 8.3 In delivering this commissioning activity we are able to ensure that the existing provision is enhanced, and provides a flexible and responsive service that is targeted to meet the needs of those most vulnerable of young people. By better targeting complex need and aligning the schemes with other key services the plans seeks to deliver more personalised and focussed provision for those up to the age of 20. which will enable them to achieve positive life's as part of the wider community.
- 8.4 Services will be tendered via the Framework Agreement which was established in March 2012, prior to the Procurement Policy Imperatives. Whilst all Supporting People contracts continue to promote workforce diversity and equality of opportunity and are committed to paying the London Living Wage; this commissioning activity will ensure that specific community benefit clauses are delivered to create local employment and training opportunities.
- 8.6 In the tendering of each individual service, bidders will need to demonstrate how they are able to deliver training, apprenticeships and or employment opportunities for local residents. The delivery of this requirement will then be measured throughout the duration of the contract period.

9. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 9.1 The design, construction and running of any new facilities will follow best practice and the Council's Environmental Strategy.

10. RISK MANAGEMENT IMPLICATIONS

- 10.1 **A major change programme:**The Commissioning Plan recommends major re-configuration and an intensive programme of change management across these services to deliver both efficiency and quality and improve the service user experience. The majority of this will be delivered through the programme of tendering, which will follow agreement of this Commissioning Plan. Successful Providers will be expected to implement service changes and improvements through the award of updated service specifications and contract requirements. The exception to this will be the longer term Foyer replacement which we aim to implement by March 2016. As stated above current contracts come to an end on 31st March 2014; so it is vital we have completed the tendering process within this timescale to enable successful handed over.

Given the scale of service redesign and the short implementation period capacity to deliver will be carefully managed to successfully implement the

required changes whilst also delivering the procurement activity required. It must be noted that this is a challenging programme.

This is an accelerated programme of commissioning which may significantly impact on the capacity of suppliers to respond to the tendering processes. We are generally working with a small group of suppliers who will need to submit tender documentation and also manage the handovers within a confined period.

- 10.2 **The separation of buildings and support services;** This is the first time these support services have been subject to a competitive tendering process. In the main, the accommodation where people live and are supported has been developed and is owned by the Support Provider. This Commissioning Plan sets out an ambitious programme of separating the support provision from the provision of accommodation; in a great many cases service users will continue to reside in the property managed by their RSL but the support provider may change as a result of the commissioning process.

We are working with Support Providers and Landlords to establish their position regarding this process as there is a risk to the continuation of the service if we are not able to secure agreement to this approach with all partners. This has to be carefully managed to ensure that all inherent risks are recognised and mitigated at the earliest opportunity; adding significant time pressures to the traditional re-tendering process. We must note that until the procurement activity commences we cannot categorically state that this approach will be successful. Where Providers refuse to agree to this approach we may need to explore alternative commissioning approaches.

- 10.3 **Mini Tenders: TUPE and Service Transfers;** whilst a Framework Agreement is in place, we are in the main tendering existing services which we wish to continue. We therefore anticipate TUPE rights will apply to the current staffing teams. However it is important to note that this will have a significant impact on the staffing provision in these services whilst we implement these changes.

- 10.4 **Capital Investments;** Within the context of diminishing capital funding the commissioning plan recommends the use of existing buildings in commissioning future services, with the exception of the Foyer scheme, where we would ideally seek to secure two smaller units able to support those with complexities of need.

Whilst we recognise the limitations of the current environment, our ability to secure this new provision will be dependent on the market being willing and able to secure appropriate provision. As such, we recognise that whilst it may be desirable to secure a purpose built building; that we may have to engage providers in determining innovative and flexible ways of reconfiguring existing buildings to make smaller more manageable units.

There is likely to be a capital cost for these changes and we would expect the housing providers to meet these, whether through their own funds or grant income. However, it should be noted that careful negotiation and discussion will be required with the housing providers to secure the required level of

investment. Inability to secure capital funding, the exact value of which cannot be determined at this stage, may impact on the deliverability of this proposal.

Should these recommendations progress there may also be a need for planning permission to facilitate these changes.

There are no additional revenue costs associated with these proposals as changes to the sector will be delivered by reconfiguring the entire portfolio of services and moving the funding around the system accordingly. It is anticipated that the tendering process will secure greater efficiency within the overall system, which will enable the reinvestment required to meet the significant demands of a complex client group.

11. CRIME AND DISORDER REDUCTION IMPLICATIONS

- 11.1 By promoting and supporting healthy choices, delivering quality support services and investing at an early stage this plan seeks to enable young people to achieve their full potential encouraging participation in meaningful activities and so reducing criminal activity and antisocial behaviour.
- 11.2 This will be underpinned by the collaborative approach to partnership working which is core to the commissioning plan and supported by challenging outcomes targets to encourage young people into employment, training and education.
- 11.3 The Commissioning Plan is fully aligned with local strategic aims as set out in the following documents:
- Council's Community Plan – 2020 Vision
 - Homelessness Strategy 2013 – 2017
 - Children and Families Plan 2012 – 2015
 - Adults Health and Well Being Commissioning Plan 2012 - 2015

12. EFFICIENCY STATEMENT

- 12.1 The plan is written at a time when we anticipate benefit reform, changes in the social housing sector and economic pressures will have a significant and detrimental impact on local homelessness. All indications are that in the forthcoming period, as social housing reform, a difficult economic environment and welfare changes come together, we are likely to experience considerable and consistent demand pressures. Addressing these challenges as public spending is reducing, makes it vital that we secure maximum efficiency and effectiveness in our commissioning activity. The Commissioning Plan recommends reconfiguration, decommissioning and an intensive programme of service redesign to deliver both efficiency and quality and improve the service user experience.
- 12.2 The Commissioning Plan sets the scene for the re-tendering of all young people's supported accommodation services. Re-tendering offers an excellent

opportunity to improve services for some of the most vulnerable young residents in the borough and to drive through a programme of change to deliver personalised support services offering choice and control. The commissioning timetable will deliver:

- Economically advantageous services;
 - An increase in the quality and type of services for vulnerable young people;
 - Outcomes identified by the key strategic drivers; and
 - Identified efficiency targets.
-

Linked Reports, Appendices and Background Documents

Linked Report

- NONE.

Appendices

- Appendix One – Young People’s Supported Accommodation Commissioning Plan

Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

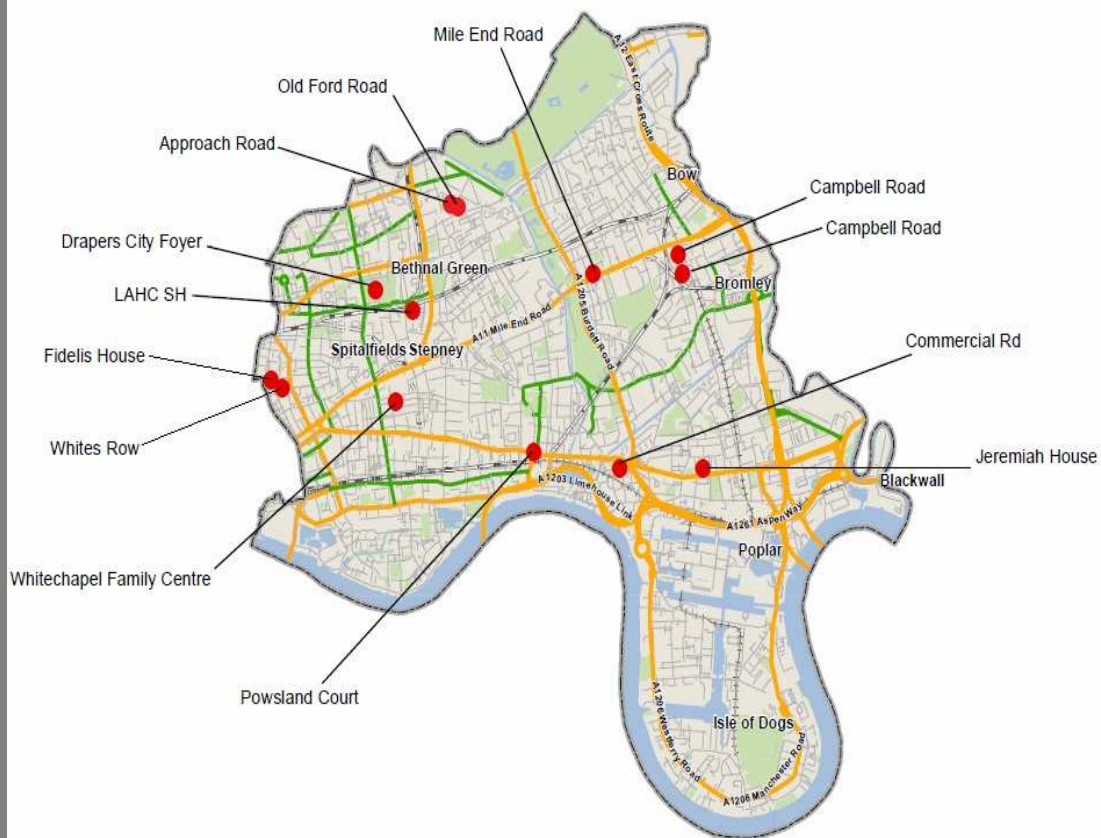
- NONE

London Borough of Tower Hamlets

Young Peoples Supported Accommodation

Commissioning Plan

Supported Housing Schemes for Young People



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1. Executive Summary

- 1.1 Supporting People currently commission 14 distinct services to provide accommodation and support for vulnerable homeless young people between 16-23 years, at an annual cost to the Borough of £1.5m per annum. These services provide a safe and secure environment for young people unable to remain at home; enabling them to develop the independent living skills required to move on to longer term housing and explore life choice options.
- 1.2 The schemes are accessible to young people in contact with homeless services, leaving care and the youth offending service in the Borough; they deliver timely interventions so preventing the need for contact with statutory children's services or further interventions.
- 1.3 With a unique and diverse population, Tower Hamlets has a growing population which has one of the youngest profiles in the country.³ In considering this challenging growth in demand there is an opportunity to review the models of provision we currently commission to ensure we make best use of these services in the future.
- 1.4 The services commissioned under this plan remain broadly as they were when first transferred to the Borough in 2003. Much has changed since this time, and we now require a reconfiguration in the portfolio of services to ensure we are able to :
- Meet the needs and improve outcomes for the Boroughs most complex young people;
 - Respond quickly and successfully to these young homeless people, including those facing eviction from the family home; and
 - Increase capacity in the sector to address the needs of young people in need – in the context of pressing need for services.
- 1.5 This report makes the following recommendations :
- A. Review the eligibility criteria of young peoples supported accommodation services to better target complex need and align the service with other key services; reducing the access threshold from 23 to 20 years of age.
 - B. Commission an assessment facility and a “crash pad” type facility through the reconfiguration of existing services.

³ The Census 2011 projections suggest that the young population in the borough aged 0 -19 years will rise by 7% to 2015 with further growth predicted by 2025.

- C. Reconfigure services to enable a balance of high, medium and low support services that offers young people opportunities to move between high and low support as their needs change.
- D. Establish an Inclusion Panel to reduce evictions and youth homelessness.
- E. Increase the amount of high support provision to meet the needs of those with complex support needs.
- F. Work with Providers to develop the interface with specialist services. So improving outcomes for service users
- G. Re-configure or replace the existing Drapers City Foyer service to provide 2 smaller units of high support accommodation based services: the timescale being a 3 year period.
- H. Re-commission the teenage parents service
- I. Maintain access to a move on quota, improve throughput and access
- J. Commission personalised services
- K. Improve Service User Outcomes

2. Introduction

2.1 This plan sets out future commissioning intentions which align to a number of existing Council strategies and plans including the Supporting People Commissioning Strategy published and endorsed by the Council in April 2011; These will inform the development of all existing services as they are tendered over the coming period:

- **Children and Families Plan 2012–2015** which seeks to ensure all children and young people are safe and healthy, achieve their full potential, are active and responsible citizens and emotionally and economically resilient for their future;
- **Homelessness Strategy 2013–2017** which aims to support families and young people at risk of homelessness and assist homeless families and young people to achieve their full potential;
- **Sexual Health Strategy 2008 – 2013** which aims to reduce the teenage conception rates and to reduce the risk of long-term social exclusion for teenage parents and their children;
- **Youth Justice Annual Plan 2012 2013** focused on the prevention and reduction in re-offending;
- **Munro⁴ and Marmot⁵ Reviews** which focus on early intervention and doing the right thing for young people, so promoting good practice and ensuring the safety and protection of young people;
- **LBTH Health and Wellbeing Strategy** ensuring appropriate care and support will enable more children to reach their potential.

2.2 Key stakeholders have contributed to the development of the plan including the Supporting People Steering Group and Homelessness Commissioning Board; Children's Social Care representatives inclusive of The Youth Offending Team, Commissioning and Leaving Care. Regard has also been given to the recent consultation on the Homelessness Strategy 2013, and prior consultation which

⁴The Munro Review of Child Protection: Final Report *A child-centred system* May 2011

⁵ Marmot Report – 'Fair Society, Healthy Lives' February 2010

informed the development of the Supporting People Commissioning Strategy 2011, which included representatives from young people's schemes and provider's.

2.3 Overall, this plan will establish the continued need for services, by clarifying:

- **Who will access services** -ensuring we target those most in need and develop strategies to break the cycle of homelessness; as well as identifying gaps in existing provision.
- **How we will prevent homelessness** – developing a prevention focussed model that offers space to manage crisis and facilitates safe returns home where possible, through a greater focus on mediation that can be provided in a crash pad and assessment facility.
- **How we will manage access and move on** - developing a pathway to manage the journey to independent accommodation; ensuring young people have realistic expectations regarding accommodation, reducing the overall length of time young people stay in supported accommodation services and challenging the view that social housing is the only option.
- **How we will meet increasing complexities of need**- enhancing provision to meet the needs of the most vulnerable; working in partnership to deliver a co-ordinated service that addresses the needs of homeless young people so ensuring they receive the support they need to achieve positive life outcomes.
- **How we will improve outcomes** - improving accommodation, standards and providing targeted support to enable young people to attain positive outcomes and achieve their personal goals.

2.4 A separate piece of work is being undertaken to produce a commissioning plan for the accommodation of people with learning disabilities. This will include the development of a learning disability accommodation pathway and will meet the needs of young people in transition from children's to adult social care with a learning disability.

3. Delivering National and Local Strategic Objectives

- 3.1 Informed by a detailed needs and equality analysis, commissioning intentions are also closely informed by a number of key local and national strategies.

Pathways into homelessness are varied and complex.

- 3.2 Youth Homelessness in the UK - a study undertaken by the Joseph Rowntree Foundation in 2007 - confirms that for 16/17 year olds the three main reasons for homelessness are relationship breakdown, overstaying their welcome and overcrowding. With 45% of 16 and 17 year olds in the CLG survey (for whom relationship breakdown was a cause of homelessness) stating violence was a feature⁶. In June 2011 Centre Point reported that **the number of homeless young people in England has risen by 15 per cent - the largest year-on-year increase since comparable records began**⁷. Given the young profile of the borough and the acknowledged levels of overcrowding, supported accommodation services for young people are crucial in addressing the needs of the community in relation to youth homelessness.

Supporting the delivery of the Community Plan.

- 3.3 Young people living in Tower Hamlets make up 26% of the population. Much higher than the 18% average for the rest of inner London; with over 78% of our young people from a minority ethnic background. This Commissioning Plan will deliver services able to meet the diverse needs of the young Tower Hamlets and support the borough in its delivery of the Community Plan vision by enabling:

- **A safe and supportive community;** Providing quality support services to enable young people to achieve their full potential; protecting the vulnerable from risk, promoting independence and working with parents and families to give children the best possible start in life.
- **A healthy community;** Promoting and supporting healthy choices that enable young people to improve their health, and improving access to high-quality,

⁶Youth homelessness in the UK A decade of progress? Deborah Quilgars, Sarah Johnsen and Nicholas Pleace

⁷Centre point Report Jun 2011 – Source DOE Homelessness Statistics January – March 2011

local health and social care services, from primary care at GP surgeries to maternity care and mental health services.

Tackling and preventing homelessness

3.4 Homelessness prevention is a key priority for the Tower Hamlets Partnership and vital in achieving the Community Plan vision of improving the lives of young people. Supporting people services ensure that young people at risk of homelessness are prevented from being homeless and are able to access appropriate and realistic housing options; particularly for those leaving the care system, teenage parents and young homeless people. Supporting People services deliver lasting outcomes by:

- Reducing the number of 16/17 year olds in bed and breakfast and temporary accommodation;
- Reducing the number of unplanned teenage pregnancies;
- Reducing social exclusion by improving access to employment, education or training;
- Improving access to health services and encouraging healthy lifestyles;
- Providing stable accommodation for young care leavers;
- Reducing criminal activity and anti-social behaviour; and
- Reducing substance misuse and improving access to services.

Improving the quality of life of vulnerable socially excluded people

3.5 Is a key target of The Supporting People Strategy through the delivery of personalised preventative and early intervention housing support services. This commissioning framework is also aligned to a number of existing Council strategies and plans as noted in section 2.1.

4. Context: Understanding Supporting People Services

4.1 The Supporting People Programme was developed by the Department for Communities and Local Government (CLG) in 2003, and offers vulnerable people the opportunity to improve their quality of life by providing a stable supportive environment to bring about greater independence. In this commissioning plan, supported housing refers to accommodation for young homeless people who are:

- Aged 16–21 assessed as vulnerable by the Homeless Service;
- Care leavers aged 18–21⁸ ;
- Teenage Parents and/or expectant mothers; and
- Young offenders.

4.2 Support is provided in supported housing schemes or by outreach support, assisting young people who live in the community to maintain and/or access appropriate accommodation. There are different models of supported housing for young people which have been developed historically, varying in size from small schemes of 4 units up to the 41 bed spaces available at the foyer. The current provision is represented in the following tables, by service, current provider, client group and support arrangements.

| Service | Provider | Care leavers | General | Units | 24 hr Cover |
|------------------------|----------------|--------------|---------|-------|-------------|
| Fidelis House | Kipper Project | | 8 | 8 | |
| Mile End Road | Kipper Project | | 16 | 16 | |
| Approach Road | Kipper Project | | 5 | 5 | |
| Drapers City Foyer | East Potential | 5 | 36 | 41 | Yes |
| Campbell Rd | Look Ahead | 7 | 13 | 20 | Yes |
| Whites Row | One Housing | | 12 | 12 | |
| LAHC Supported Housing | Look Ahead | | 35 | 35 | |
| Commercial Road | Look Ahead | | 10 | 10 | |
| Campbell Road | Coram | 4 | | 4 | |
| Jeremiah Hse | Kipper Project | 9 | | 9 | |
| Old Ford Rd | Outward | 7 | 1 | 8 | |

⁸ Young people aged 20 – 25 years of age would generally fall under the remit of the hostels commissioning plan. However, there is a statutory duty to assist care leavers in full time education up to the age of 24 years.

| | | | | | |
|---------------------------|----------------|-----------|------------|------------|--|
| Powsland Court | Kipper Project | 3 | | 3 | |
| Whitechapel Family Centre | Radicle | | 8 | 8 | |
| Kipper LCS FS | Kipper Project | 11 | | 11 | |
| Total | | 46 | 144 | 190 | |

Table 1 :Young People’s provision by Client Group, Provider and Level of support.

| Level of support | Hours | Comments |
|------------------|-------------------------|---------------------------------------|
| Visiting Support | 1 hour or more per week | Weekly visit to service user |
| Low support | 5 – 7 hours | Regular contact up to an hour per day |
| Medium Support | 7 hours plus | Daily contact of an hour plus |
| High Support | 12 hours contact | Intense support with 24 hour cover |

Table 2 : Banding by level of hours and contact

4.3 Staff availability is dependent upon the model and can range from visiting staff of an hour per week, through to twenty- four hour supported accommodation. The support traditionally provided is designed to ensure that young people have: -

- support to access appropriate accommodation;
- the life skills they need to live independently;
- positive lifestyles to stay healthy, safe and protected from harm;
- access to employment, education and training opportunities ensuring they achieve their full potential and,
- are active and responsible citizens, emotionally and economically resilient for their future.

Key Achievements

4.4 Since the development of the 2008 Homelessness Strategy a further 46 units of supported housing have been developed to meet the needs of young people, and ensure homeless young people are offered supported accommodation rather than bed and breakfast.

4.5 There has also been a continued focus on developing partnerships with the Youth and Connexions Service and Lifeline the substance misuse service, to target young people who may have been hard to reach due to homelessness and complex needs. This drive has enabled service users to access a broader range of opportunities and

so increased the number of young people gaining entry to university and discretionary grants for equipment. Over fifty young people moved to independence in 2012-2013; with a further 69 supported to gain or maintain employment, education or training.

- 4.6 Partnership work with the Boroughs Child Protection lead, Respect and Protect Project (NSPCC) and Police has ensured young people are safeguarded, with young people having access to specialist support to better make informed choices as to their behaviours.
- 4.7 **Lifeline:**The borough's young person's substance misuse service has worked in Partnership with supported housing providers and delivered training which has reduced the barriers that young people face in accessing such services ensuring early intervention is given to minimise and prevent on-going harm.
- 4.8 Building on the positive outcomes achieved for young people is central to this plan and best demonstrated by the young people themselves. One young man, currently a resident in a supported housing scheme describes his experience.

My Experience in supported accommodation

I came to live at Campbell road when I was 17, the reason I became homeless was because, my dad passed away and I was unable to live with my mother due to my mums health. When I first came to Campbell road I was depressed and had no motivation, did not know how to look after myself, I had never cooked for myself or done any washing and never had to pay any bills.

With the encouragement and support of staff that was available 24hrs I overcame my depression, I was supported in learning how to cook, do washing and how to budget my money and pay bills. I was encouraged to go to college and enrolled onto an Art & Design BTEC at Hackney College. When I relapsed and felt depressed and fell behind with my coursework, staff at Campbell road gave me one-to-one time in the office and supported me through the bad times to complete my coursework. I received an award for Hidden Heroes for sticking to my goals passing my exams and overcoming my personal issues and remaining positive.

I am in my second year of college and feeling positive about my future, I have just been nominated for CG2 priority bidding status and I am looking forward to having my own flat. Without the support from Campbell road staff I believe I would not have been able to gain skills that would enable me to live independently and would definitely not have had the motivation or confidence to go to college and complete work that was needed to gain my BTEC qualification.

5. The Current Model of Young People's Provision – a critique

- 5.1 Supporting People currently commission 14 services specifically for young people, providing up to 190 supported accommodation placements at any one time and 11 specialist floating support options for care leavers. In addition the generic floating support service supported 38 young people up to the age of 25 living in the community during 2012 – 2013. This service is acknowledged to be a key resource in providing a continuum of support to those young people moving on from supported housing schemes.
- 5.2 The model below (diagram 1) charts all current services, demonstrating the balance of provision across high, medium and low support schemes. Both the Leaving Care Service and Homeless Service access those services in the centre. This is recognised as both service user and stakeholders preferred model of provision; i.e. services that support the needs of all young people – rather than being specific to a particular group - young people understandably not wanting to be labelled.

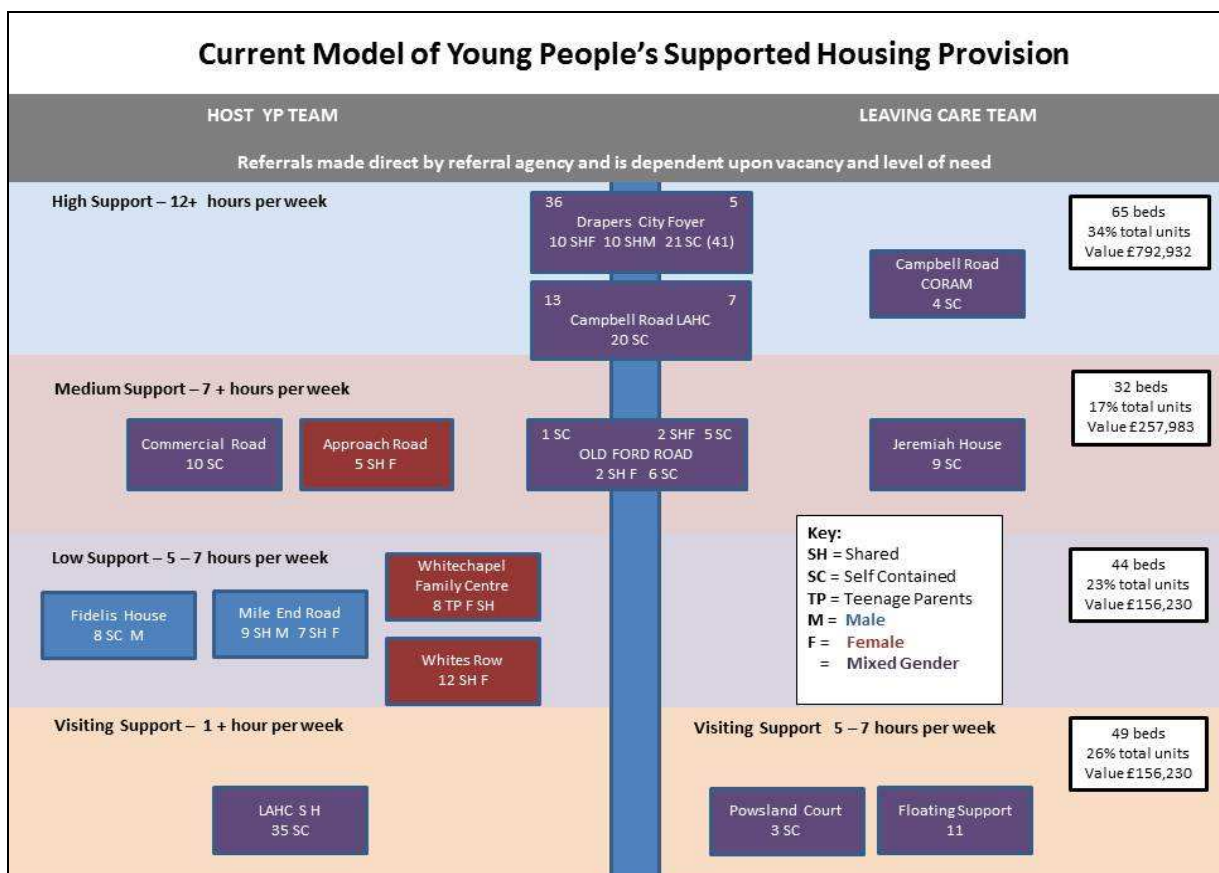


Diagram 1

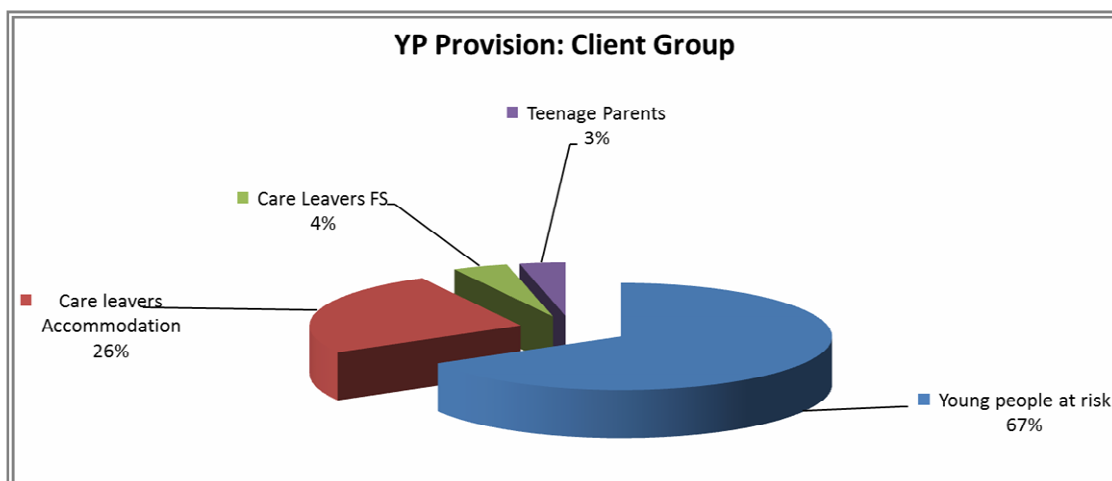


Diagram 2: Supported housing provision by referral agency and client group.

Access to services

5.3 During 2012-2013, 254 young people accessed housing services of which 105 were newly referred; 14 teenage parents, 167 young homeless people and 73 care leavers. It should be noted that this number, whilst broadly similar to that of the previous year, has increased by approximately 10% with an extra 21 young people accessing support. Broadly:

- 29% of all placements were made by the Leaving Care Team where the authority has a statutory duty to assist as a corporate parent.
- 66% of placements were for young homeless people to prevent homelessness,
- 6% of placements were into teenage parents' accommodation; this is reflective of both the decreasing rates of teenage pregnancy in the borough and the limited number of supported housing available for the client group.

5.4 Access to the majority of services is via the Housing Options: Young Person's Team (HOST YP Team), with the Leaving Care Team having direct referral rights to approximately 30%. The HOST YP Team provide advice, support and placements into supported housing and manage access for other specialist agencies e.g. Youth Offending Team and London Probation Service; ensuring services are accessed by local young people.

5.5 The Team includes a social worker funded by Children’s Social Care. If it is not possible to mediate a safe return home, and the young person is homeless and vulnerable they are placed in a supporting housing scheme. If there are no vacancies then placement may be in an emergency bed space i.e. bed and breakfast or a generic hostel for single homeless people.

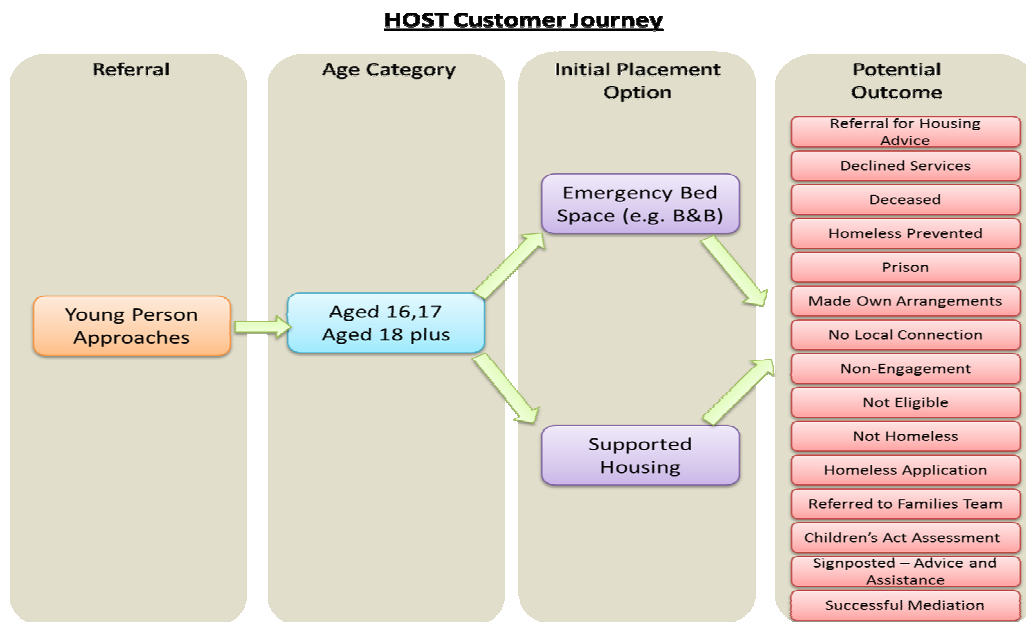


Diagram 3

Key Features and Shortcomings of the Current and Shortcomings

The arguments for self-contained or shared accommodation

5.6 The majority of units 63% are self-contained, with less shared accommodation for young men than women. Self-contained accommodation is a preference for some stakeholders, as it allows for thorough assessment of an individual’s independent living skills, and meets the needs of those young people for whom it may not be appropriate to live in shared accommodation. For other stakeholders there is a preference for shared accommodation, as it affords more flexibility and is much more in line with the type of accommodation young people can realistically expect once they leave the scheme, and therefore supports people to move in a timely fashion. The current mixture of accommodation can therefore be considered a strength.

The balance of high and low support

5.7 To further understand the profile of existing service user needs analysis was made of those young people resident in supported housing in May 2013. This suggested that **76% of service users had a complex need** with 6 key areas of key emerging need were identified:

- Substance misuse
- Mental health
- Learning disability
- Sexualised / harmful behaviours
- Aggression / Anger / Challenging behaviour
- Offending history

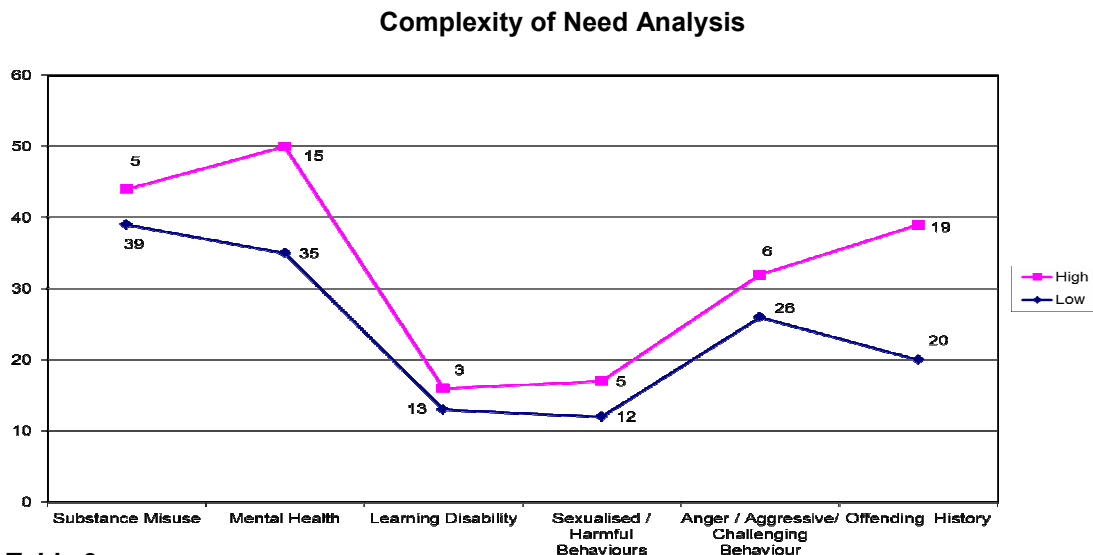


Table 3

NB* High - need diagnosed: service user is linked to a specialist organisation to meet that need.

Low - if there is evidence (not a suspicion) that a service user has a need

5.8 The complexity of need of service users accessing young people’s schemes is clearly demonstrated in table 3. However, under the current model of provision 34% or 65 units is designated high support of which 63% (41 units) are tied into the Foyer Provision which is not able to always meet high needs. Despite an increase in units in recent years, there is still insufficient supported housing for young people who have complex or high needs. Therefore the current model of provision requires reconfiguration to increase the number of high support units able to meet the varied and complex needs of young people.

Services to reflect the community

5.9 Table 4 below, compares the service user and borough profile as at 2011⁹. It demonstrates that the proportion of White British / Irish young people in supported housing schemes are reflective of the community, whilst Bangladeshi, White Other, Asian and Other ethnic groups are underrepresented. In contrast Mixed: White and Black Caribbean, Black African and Black Caribbean young people are over represented.

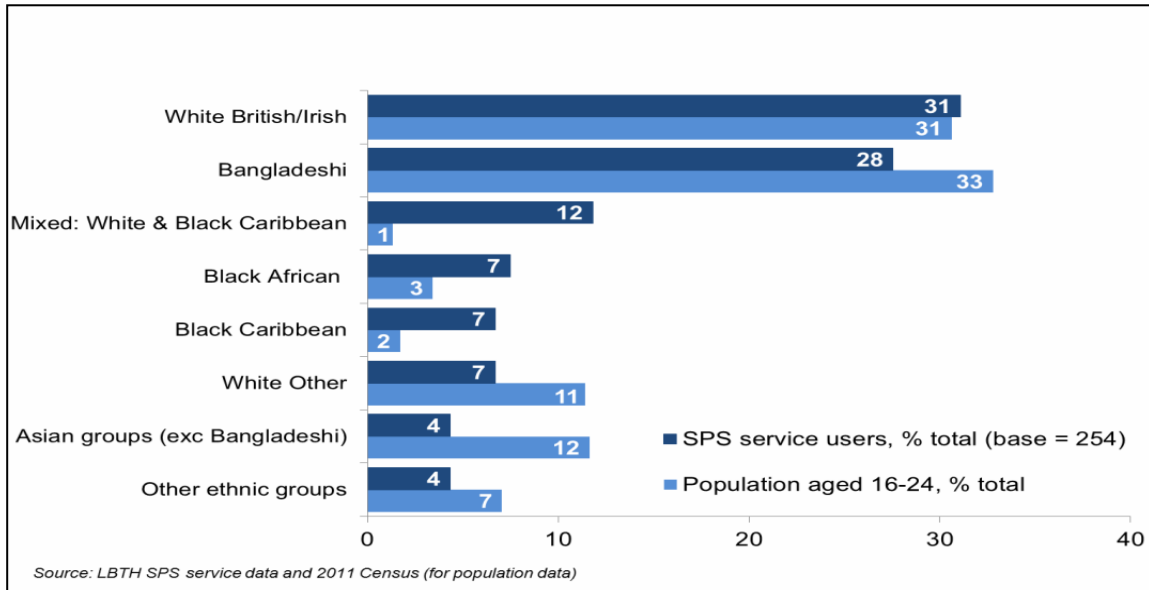


Table 4 Ethnicity of service users compared with Tower Hamlets pop. (16-24yrs)¹⁰

5.10 In comparing the age and gender profiles, the census confirms there are slightly more females aged under 24 than males.

⁹ 2011 Census population data

¹⁰ Ethnicity classifications are based on census categorisations. Those groups which were relatively small in size have been amalgamated to avoid disclosure and to improve comparability of Census and Supporting People service user data.

| Profile of the population aged 16-24 by gender, age and ethnicity, Tower Hamlets, 2011 | | |
|--|--------------------|---------------|
| | Persons aged 16-24 | |
| | Number | % totals |
| Gender | | |
| Persons | 42,781 | 100.0% |
| - Males | 20,888 | 48.8% |
| - Females | 21,893 | 51.2% |
| Age | | |
| All aged 16-24 | 42,781 | 100.0% |
| - Age 16 to 17 | 4,953 | 11.6% |
| - Age 18 to 19 | 7,010 | 16.4% |
| - Age 20 to 24 | 30,818 | 72.0% |

¹using the most recently available census data issued in May 2013

Table 5 Age Profile of Service Users

This pattern is not reflected in the use of supported schemes during 2012-13. Of the 406 young people aged 16-25 placed into supported accommodation, (including hostels), the data indicates an even gender split, with 205 males and 201 females. This pattern varies by age; a similar number assisted aged 16 –17, more females assisted at age 18 -19 and more males aged over 20 years.

| Client Group | Age group | | | | | |
|-----------------|-----------|--------|-------|--------|-------|--------|
| | 16-17 | | 18-19 | | 20-25 | |
| | Male | Female | Male | Female | Male | Female |
| Hostels | 0 | 5 | 13 | 14 | 80 | 43 |
| Young homeless | 46 | 38 | 21 | 27 | 16 | 16 |
| Teenage Parents | 0 | 3 | 0 | 8 | 0 | 3 |
| YPLC | 7 | 4 | 18 | 34 | 4 | 6 |
| Totals | 53 | 50 | 52 | 83 | 100 | 68 |

Table 6: Analysis of placements by service type and age group.

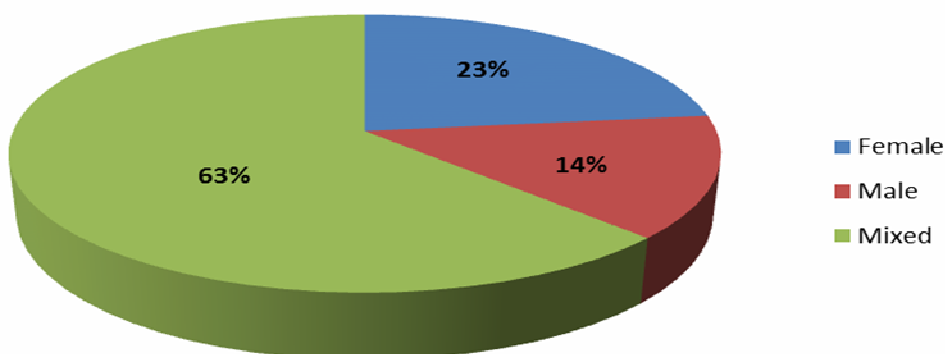


Diagram 5: Supported housing provision by gender profile

5.11 The largest proportion of youth homelessness in the 16–17 year and 20–25 year age ranges are white British young people. Whilst in the 18–19 year age range this is Asian or Asian British – Bangladeshi young people. Given the ethnic profile of the borough this is expected, however, it is not possible to speculate as to the age differences, other than to state that the data suggests that White British young people become homeless at a younger age. The diversity analysis has been explored further in the Equality Assessment attached as appendix 2 which reviews the impact of changing the eligibility criteria from 23 to 20 years of age to access young person’s services which this plan recommends. There is limited impact and this is addressed through the development of targeted provision within the hostel sector.

5.12 This data has been further analysed in respect of age and ethnicity. The top of each column stating the number of young people assisted.

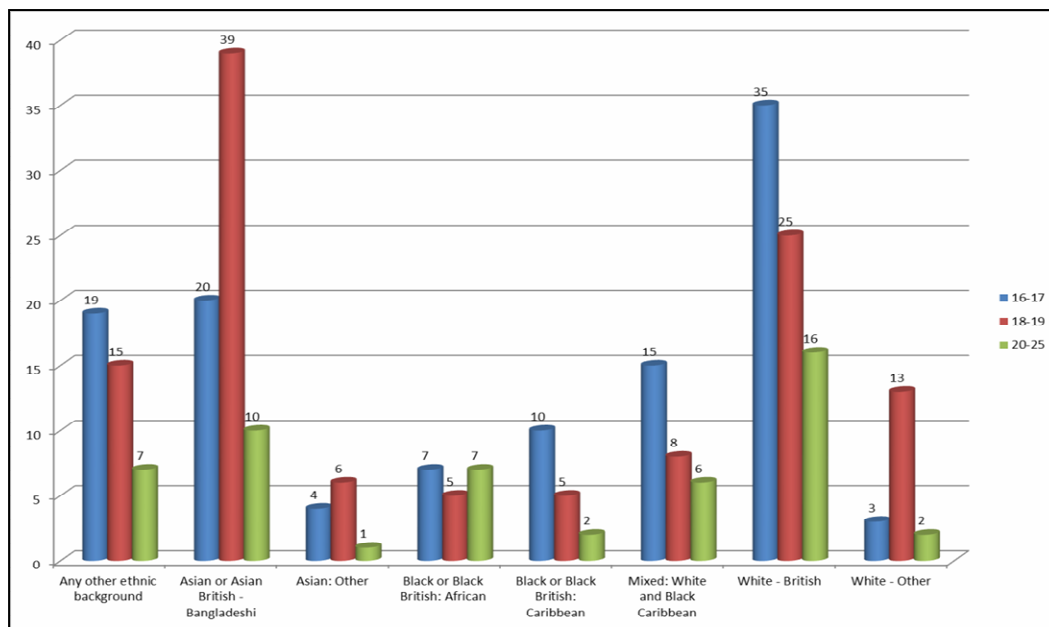


Table 7: Age and ethnicity young peoples supported accommodation 2012 – 2013.

5.13 Consultation with service users confirms a preference for non-culturally specific provision. This approach is reflected in the development of services and the stakeholder preferred model – that services are available to all young people rather than for example an offender or care leaver specific provision. Some young people have also expressed a preference for non-gender specific services, however, for those young most vulnerable young women fleeing domestic abuse, or forced marriage, there is a clear need to retain gender specific accommodation; managed through the provision of gender specific floors within services as well as a number of gender specific services that reflect the needs of young women.

This approach will also underpin the future commissioning approach and is a key strength of existing provision.

The Need for direct access emergency accommodation: “crash pad” facilities, assessment provision and a greater focus on mediation

- 5.14 There is no direct or emergency accommodation which typically means a placement in bed and breakfast if a return home cannot be mediated. A greater focus on mediation could be facilitated through the development of a ‘crash pad’ facility and assessment centre able to respond to young people when they present as homeless. This would allow respite and facilitate a ‘breathing space’ enabling intensive work and mediation to take place and improve the response to increasing pressure on resources. It will help young people and families reflect and allow for interventions and a planned and safe return home which we know is the best option for a young person.
- 5.15 Existing mediation services located in the homeless service are currently available to work with such a facility. For those unable to be mediated safely home, an assessment centre, could provide an opportunity for a thorough assessment of the young person’s independent living skills, their need for accommodation, and facilitate a planned placement into a longer term supported housing option that matches their needs or diversion into independent living.

The lack of an integrated pathway toward independence

- 5.16 Currently services are “stand alone”; once placed in a scheme the expectation is that a young person will stay there until they move to independent accommodation. This approach is driven by vacancies rather than need and requires review to ensure effective move through and that support provided is reflective of need. As young people move through the pathway and their needs reduce, there should be the option to access a lower level of support, or ‘step down’ accommodation to maximise living skills in preparation for independent living.

The length of stay of service users directly impacts on the availability of provision to meet demand pressures.

- 5.17 An analysis has been undertaken of approaches, outcomes, and placements by Host YP team and the Leaving Care Service on a month by month basis and compared to

those who have moved on in during 2012 – 2013. This analysis demonstrates in any given month there are between 40 and 70 young people approach the Host Young People’s team for assistance with accommodation; the majority do not require access to housing.

5.18 This data when compared with those moving on from supported housing schemes, suggests that a further 45 units of accommodation are required to meet the need if the number of those in need remains broadly the same- based on existing patterns of usage.

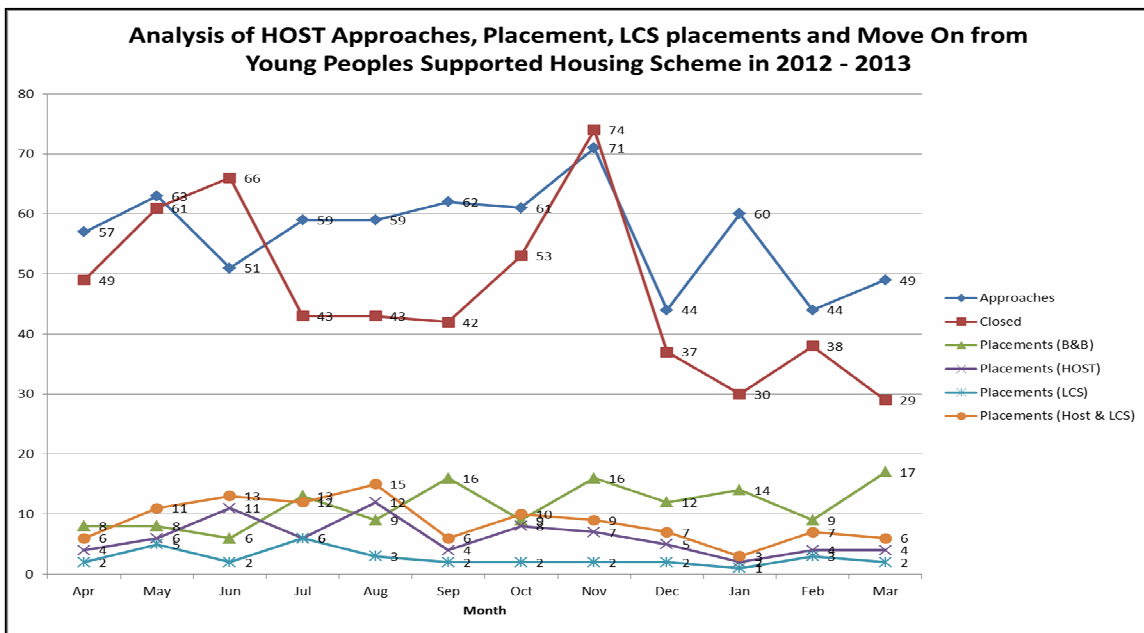


Table 16

5.19 In order to address this potential gap between availability and need it is necessary to review the length of time young people stay in accommodation based schemes prior to moving to independence as this will create vacancies, enable access and enable more effective use of resources.

Some Buildings are not considered future proof.

5.20 The current teenage parents accommodation is not considered appropriate for young families as it is shared and not self-contained as a consequence of which there are inherent risks in managing the provision; which albeit mitigated do not allow for shared parenting a key requirement for child development and wellbeing.

5.21 The existing Foyer Provision has also been identified for some time as in need of urgent physical improvement and investment. As a former school it is not purpose

built to the needs of its users and whilst improvements have been undertaken more recently, as a listed building there is limited scope for development and consideration needs to be given as to whether it is a suitable longer term option.

Universal offer of Support

- 5.22 There is a need to ensure that all young people accessing services receive a universal offer of support with regard to access to education and training opportunities. This element of the provision can be met through existing partnerships with Youth Support Service's and extended to all schemes which is not currently the case. This will enable services to work with vulnerable young people in improving education, training and employment achievements.

The Foyer Provision: The case for and against

- 5.23 Drapers City Foyer provides 41 units of accommodation – this equates to approximately 20% of existing stock. To date one of the most viable options for increasing capacity has been the expansion of the current foyer provision which is managed by East Potential in partnership with Providence Row the landlord. At 41 bed spaces, the existing provision comprises 20 self-contained and 21 shared units. Whilst the preference of service users is for self-contained units given welfare reform this may no longer be a viable option as it could be considered to be creating unrealistic expectations given the demand for social housing in the borough.

5.24 Conclusion

Whilst the current model provides a range of services that are shared, self-contained and gender specific that meet the needs of all young people , as well as offering floating support, there are a number of key gaps that are required to be addressed. There is no direct access or emergency accommodation; a lack of high support provision, and the need for an integrated pathway together with alternative buildings for some services not considered future proof. This means that for some young people there is no alternative but to be placed in bed and breakfast accommodation; private rented accommodation out of borough or more expensive forms of care or offending placements explored in section 6.

6. Establishing the Future Need for Services: the drivers of future demand

6.1 This chapter explores the profile of the borough and of young people accessing services and approaching stakeholders for assistance. The specific drivers of demand which impact on future provision reviewed in this section can be summarised as: -

- population growth,
- The Boroughs young population, and
- welfare benefits reform.

Together with the gaps identified in provision the drivers of demand will inform the development of future services.

6.2 The profile of young people accessing supported housing schemes clearly indicates a continuing need for support services of this type to meet the needs of some of the Boroughs most vulnerable young people who are in contact with our homeless and young people services.

6.3 Analysis explored in this section suggests there is a pressure in current provision which has resulted in increased placements into generic hostels as well as a continuing use of bed and breakfast accommodation, both of which are considered undesirable for many vulnerable young people. The 2013 hostels commissioning plan, confirming that 24% of the hostel population are aged 18–24, although most are aged over 21¹¹. This lack of emergency access accommodation which directly contributes has been identified as a key gap in existing provision.

6.4 We also know that welfare reform will impact on the need for services, and given that some of the changes impact disproportionately on the young it is likely to add further pressures; impacting on young people and their families and leading to increased youth homelessness as a result of the changes to:

- Employment and Support Allowance
- The Bedroom Tax
- The Benefit Cap
- The introduction of local Council Tax Reduction Schemes
- The abolition of working age Disability Living Allowance

¹¹ In 2012 5 bed spaces were identified in a women's hostel to reduce the number of young women aged 16 and 17 years accessing bed and breakfast accommodation.

- The introduction of universal credit – the new rules that apply to those under 18, and those studying full-time and part-time.

The Young Borough

- 6.5 Census data issued in May 2013 demonstrates that, in comparison to both England and London, the borough has a proportionately higher number of young people, aged 16–24. Census data also tells us that 34.8% households are over occupied, and that whilst there is no change in unemployment at 6.7%, there is a shift in the profile (10% students). As a consequence of these levels of overcrowding and youth unemployment we can expect significant demand for supported housing for young people. It is also likely the profile will further increase given the rise in the participation age and the associated pressures on families.
- 6.6 Education reform including the raising of the participation age will impact on access to benefits with pupils having to stay in training for up to two years. For supported housing services this could potentially mean an increased number of young people still at school with benefits restrictions likely to impact on their ability to pay rent and therefore, access housing.

| Percentage of population aged 16-24, Tower Hamlets compared with London and England, 2011 | | | |
|--|--------------------------------|------------|------------------------------------|
| | 2011 Census population numbers | | % of population who are aged 16-24 |
| | All ages | Ages 16-24 | |
| Tower Hamlets | 254,096 | 42,781 | 16.8 |
| London | 8,173,941 | 1,008,032 | 12.3 |
| England | 53,012,456 | 6,284,760 | 11.9 |
| <i>Source: 2011 Census (table DC2101EW)</i> | | | |

Table 8

Young people aged 16 – 25

- 6.7 For young people aged 16–17 years there is usually a statutory duty to provide emergency accommodation, likely to be supported housing. If the young person has a local connection and is aged 16–17 they may request a Children Act assessment or

a full homelessness assessment in line with legislation i.e. the person is eligible to public funds. The data in the table below confirms the changing profile of young people accessing this type of provision – there being a significant increase in 16–17 year olds and a related decrease in those aged over 20 - approximately 50% more 16-17 year olds accessing supported housing in 2011 than in 2009.

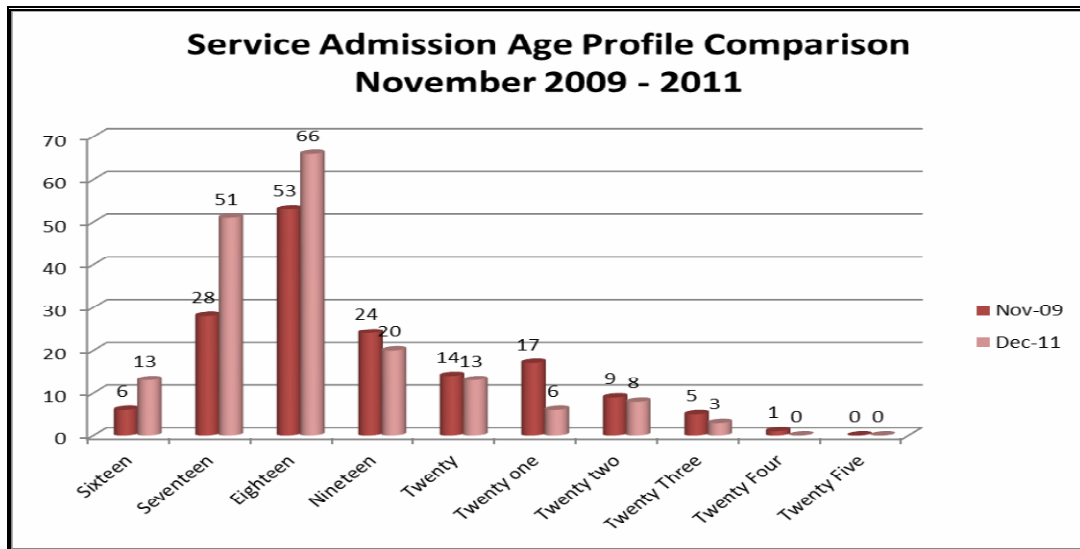


Table 9

6.8 This has increased by a further 12% in a one year period to 2012 – 2013. Of the 223 young people who utilised services in 2011-12, 58 or 26% were aged 16–17. By 2012–13 of the 254 young people 98 or 39% were aged 16-17. At the same time the number of 16 and 17 year olds approaching the homeless service over the last 3 years has remained comparatively static.

| Financial Year | 16/17 years |
|----------------|-------------|
| 2010 - 2011 | 108 |
| 2011 - 2012 | 111 |
| 2012 – 2013 | 94 |

6.9 Whilst this demonstrates supported housing is being utilised more effectively to meet the needs of these young people, it also has a significant impact on the ability of the current sector to meet their needs; their level of emotional development and maturity often necessitates a higher level of support or intervention than is currently commissioned.

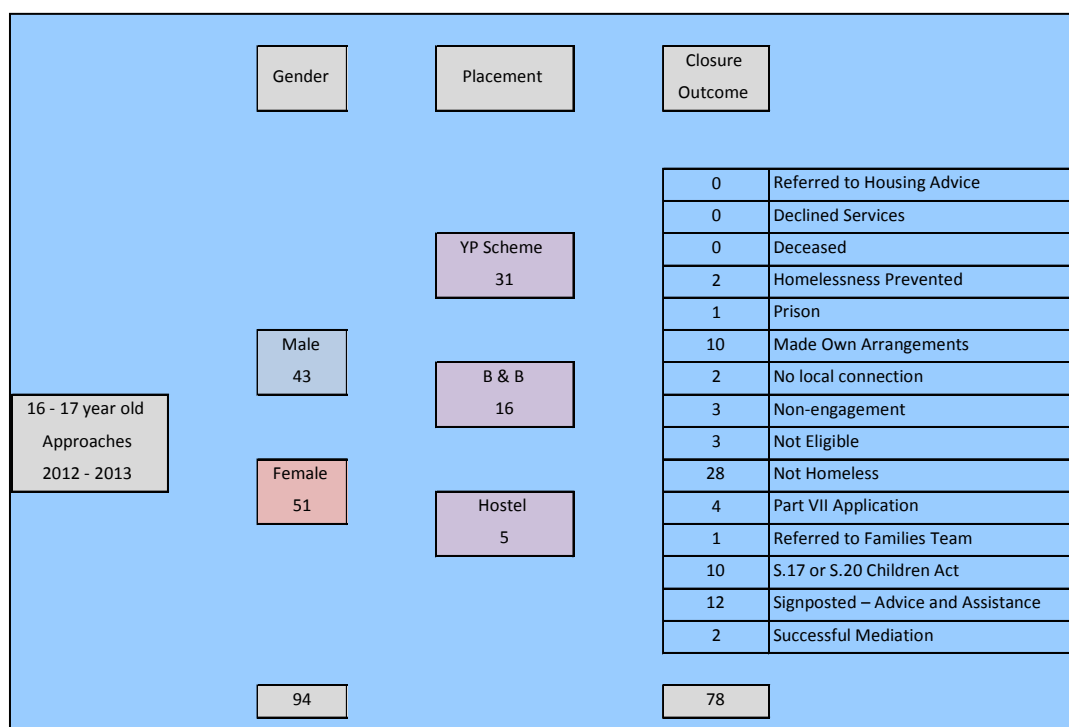


Diagram 6: Approaches, Placements and Outcomes Host YP Team Data 2012 – 2013

6.10 Supporting an increased number of 16 and 17 year olds further impacts on capacity; young people of this age have to stay for longer periods as they are unable to access tenancies until they reach 18; resulting in fewer vacancies becoming available for other young people in need. Due to the lack of availability, during 2012-2013 an increased number of young people aged 16–25 were placed into bed and breakfast accommodation or hostel accommodation. In 2011– 2012, 53 were placed compared to 128 in 2012 – 2013. 5 young women were placed into hostels sector.

Table 10: Host Bed and Breakfast Placements- Age & Duration 2012 -2013

| Duration (days) | No.YP placed | Age in years at Placement date | | | | | | | | | |
|-----------------|--------------|--------------------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|----------|----------|
| | | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 |
| 1 - 28 | 38 | 3 | 3 | 8 | 0 | 6 | 3 | 7 | 8 | 0 | 0 |
| 29 - 56 | 36 | 1 | 0 | 2 | 8 | 4 | 5 | 10 | 6 | 0 | 0 |
| 57 - 84 | 27 | 2 | 1 | 3 | 2 | 4 | 5 | 8 | 2 | 0 | 0 |
| 85 - 112 | 14 | 0 | 4 | 1 | 2 | 2 | 0 | 2 | 3 | 0 | 0 |
| 113 - 130 | 3 | 0 | 1 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 0 |
| 131 - 157 | 5 | 0 | 1 | 0 | 0 | 2 | 2 | 0 | 0 | 0 | 0 |
| 158+ | 16 | 0 | 1 | 1 | 2 | 4 | 3 | 4 | 0 | 0 | 0 |
| Total | 136 | 6 | 10 | 15 | 14 | 22 | 19 | 31 | 20 | 0 | 0 |

6.11 In 2011–2012 206 people aged 18-24 accessed hostel accommodation. Whilst this figure reduced in 2012–2013, the increase in the 18 and over age range placements in the wider hostel sector is likely to be a consequence of the increased number of 16–17 year olds accessing young people services. In addition during 2012-13 112 people aged 18–23 years were placed in into bed and breakfast accommodation. It is notable that the majority of those people who approached, over 50% were given advice and assistance to make their own arrangements and did not qualify for supported accommodation.

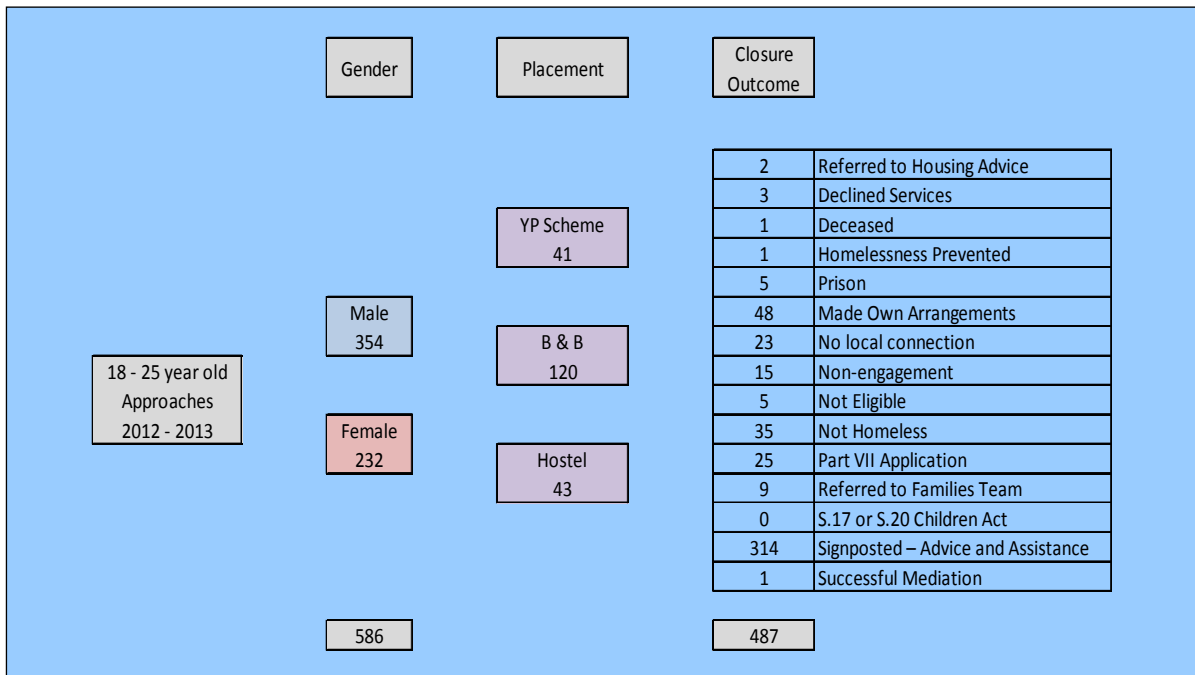


Diagram 7: Approaches, Placements and Outcomes Host Data 2012 – 2013

Young People Leaving Care

6.12 There is a statutory requirement to advise, fund and accommodate young people leaving care. The Leaving care service have direct access to 7 supported housing schemes which vary between high support to visiting support. If there are no vacancies in supported housing for those aged 18 years or over then placement will often be in private rented that is predominantly out of borough.

6.13 As at October 2012, all the leaving care team bed spaces were utilised, 11 care leavers were placed in temporary accommodation, and 9 in bed and breakfast. In the last 12 months the Leaving Care Service advised that 7 young people had to move into private shared accommodation due to a shortage of supported housing. There were 294 looked after children accommodated by Children’s Social Care in a range of residential settings, of whom 80 were approaching 18 and entitled to support from

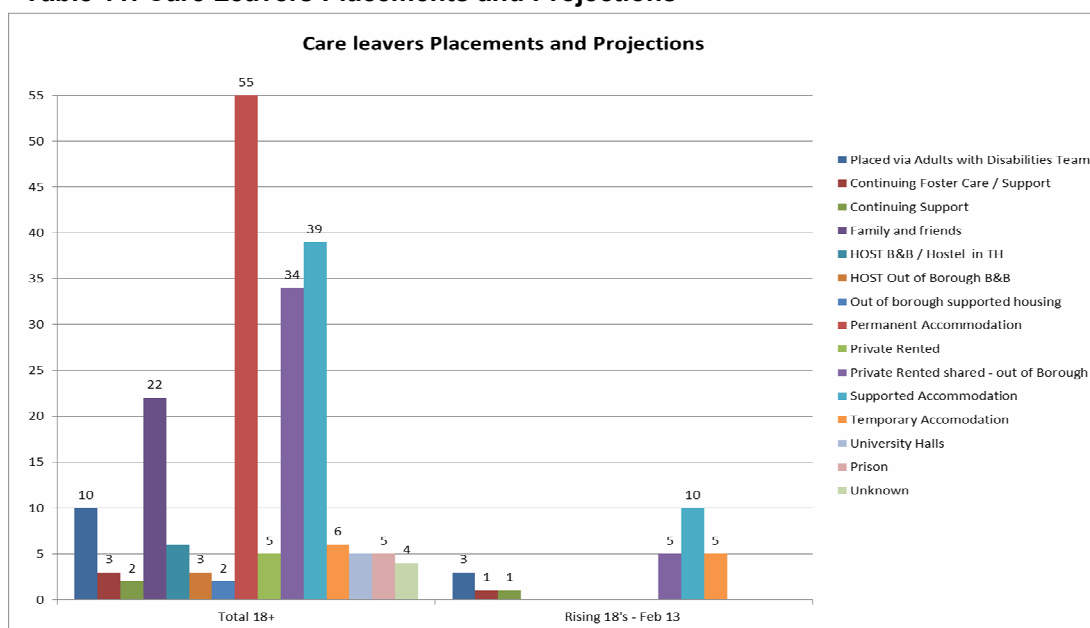
the Leaving care service. The data for care leavers has been relatively static in the last 3 years, although the figures have reduced slightly this year.¹²

| | |
|-------------|------------|
| 2013 | 282 |
| 2012 | 296 |
| 2011 | 292 |

6.14 On average at any one time it is estimated by the Leaving Care Service and Children’s Placement Team that a minimum of 10 of these young people would have accessed supported housing were it available for the most vulnerable cohort of leaving care clients, particularly those with emotional, behavioural and mental health needs. In addition they consider 30 units of low to medium support accommodation would significantly reduce the use of bed and breakfast and out of borough private rented placements.

6.15 Additional to Supporting People, The Children’s Placement Team assist young people who are in care and make placements up until they leave care though a separate budget. 48 young people aged under 18 years in 2012–2013 with semi-independent placements which are spot purchased costs ranging up to £1,700 per week. The cost is dependent upon the young person’s behaviour profile and level of support provision. Of the 48 young people, 19 were in longer term placements and 1 was in supported housing, hence there is scope to review the existing arrangements.

Table 11: Care Leavers Placements and Projections



¹²The figures are based on Children’s Social Care data for those young people looked after as of 31 March in each year

- 6.16 Whilst today more young people are placed locally rather than at a distance, it is acknowledged that those placed further afield tend to return - and therefore, require assistance having left care.
- 6.17 During the period April 2012 – March 2013 a total of 62 young people were placed by the leaving care service into shared private rented accommodation out of borough. It is estimated that 50% of these young people would have been placed in supported housing were it available. Data for earlier years is not available but anecdotally this is due to an increase in the number of young people leaving care who require accommodation, as opposed to those leaving care.. As a consequence, those young people resident in supported housing are required to move on within a 15 month period. If they are not ready for independent housing they are placed in shared private rented with floating support. This process ensures that they are not housed into social housing before they are ready and so risk eviction and the opportunity to have settled accommodation.
- 6.18 In summary, there is a clear need to increase in borough supported accommodation options for young people leaving care. However, whilst it is possible to expand access, it is not within the scope of this commissioning plan to and funding envelope to meet the entirety of need in this area. It is recommended, therefore that further work is undertaken with the relevant teams to explore opportunities to commission further supported accommodation needs.
- 6.19 The borough also has to source placements for unaccompanied minors subject to immigration control, although to date very few unaccompanied minors have accessed accommodation based services. This is a complicated area as young people in this position may not be able to access housing benefit to pay rents and so providers will often be reluctant to issue tenancies. Further where their status is unclear they cannot move on and when 'all their rights are exhausted' the young person awaits forced return. As of 31 March 2012, 12 young people aged 16/17 were placed – costs over £71.00 per night having to be met by the borough (NASS fund £71.00 per night).Whilst a number of these young people access floating support, there is the opportunity to consider in borough options for placement through this strategy to assist unaccompanied minors on reaching 18 years of age until their status is determined.

Young Offenders

- 6.20 The Youth Offending Service(YOS) currently has referral rights into one supported housing scheme – 2 bed spaces at LAHC Campbell Road. In general access to placements is made via the HOST YP team, with up to 8–10 placements being made in any one year. 6 people were placed in 2011–2012 and 6 reconciled with family.
- 6.21 The 2010 scrutiny review of youth offending identified that all young offenders who are at risk of becoming homeless are assessed by a housing officer prior to discharge, and recommended increasing emergency supported housing within Tower Hamlets for young people leaving custody, or appearing before the youth court. YOS support provision that will allow for up to a 12 week stay a view to returning to the family home if possible.
- 6.22 The Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LASPO) which came into effect on 3 December 2012 may significantly increase demand in this area as ‘looked after child’ status has been extended to all 12-17 year olds made subject to a secure remand (and 17 year olds now eligible for a remand to local authority accommodation). This will mean greater financial responsibility for local authorities who are now responsible for funding all remands to custody.
- 6.23 The number of young people remanded into youth detention accommodation in the last three years has increased over the last few years, albeit reduced in 2012 – 2013.

| Remand into Custody and Court Ordered Secure Remands | 2009/10 | 2010/11 | 2011/12 |
|---|----------------|----------------|----------------|
| Custodial Remands | 43 | 53 | 57 |
| Total Bed nights | 3107 | 2549 | 2865 |
| Average Bed nights per remand episode | 72.3 | 48.1 | 50.3 |

Table 12

- 6.24 This has resulted in a corresponding increase in the number of young people known to YOS who are at risk of homelessness and LASPO will bring an increase in the number of young people with ‘looked after child’ status. The data as at 31 January 2012 confirmed that of the 26 young people who have approached in housing need 12 were supported to reconcile with family and 14 required placement ranging from children’s social care placements, to supported housing. 5 young people were known to have accessed bed and breakfast which is not good for positive service user

outcomes and it is estimated that 10% i.e. 5 young people remanded in 2012 – 2013 would have met the threshold for leaving care services, in accordance with LASPO.

6.25 This highlights the requirement for a minimum of five placements to manage demand and the need for emergency, direct access accommodation such as an assessment centre to meet the immediate housing and support needs of young offenders who are likely to require intensive support. This could be complemented by additional support which YOS commission, for example; multi systemic therapy or family support to mediate and facilitate safe return homes.

Teenage Parents

6.26 There is one scheme, Whitechapel Family Centre, which is specifically for young women expecting a child or with a child under three years of age. The service provides support in parenting skills and child care and there are close links with the local children’s centre and the Family Nurse Partnership.

6.27 We know that the borough’s teenage conception rate has reduced by 30% in 2012 in comparison to figures as at 2002 and that the data for Tower hamlets has shown significant improvement in comparison with London averages. We also know that Family Nurse Partnership data provided for the 12 months prior to June 2012 shows that over 54 referrals were made and active during the period, of which 50% of the young women were residing with family. This data confirms the need for the provision and it is recommended that it is provided from an alternative building which is addressed within this report.

6.28 The table below is a summary of young people who were in client group specific service supported housing schemes in 2012- 2013.

| Young Parents Data 2012/13 | Total |
|---|--------------|
| Pregnant at point of referral | 15 |
| Pregnant since referral | 17 |
| With child at point of referral | 10 |
| Males with a child not living with them | 5 |
| Females with a child not living with them | 7 |

Table 13

7.0 Commissioning a Model for the future and building an effective pathway to independence

7.1 For many young people, including those with more complex and enduring needs, the pathway to independence is not a straightforward one. The services we commission need to allow for a young person to move through options at a pace that mirrors their growth and allows them to increase or decrease the support they receive until greater levels of independence are achieved. To achieve this, the commissioning plan proposes a pathway model in line with best practice suggested by the National Youth Homelessness Scheme which allows for: -

- Entry via assessment services – prevention assessment and move on
- Progression services – delivering structured support
- Specialist services - assisting young people with high or complex needs
- Move on – move on opportunities which offer access to secure accommodation and floating support.

7.2 This section will look at how better to commission services in a way that manages the system as a whole and brings our system in line with the National Youth Homelessness Scheme; ensuring there is an effective pathway through from access to independence.

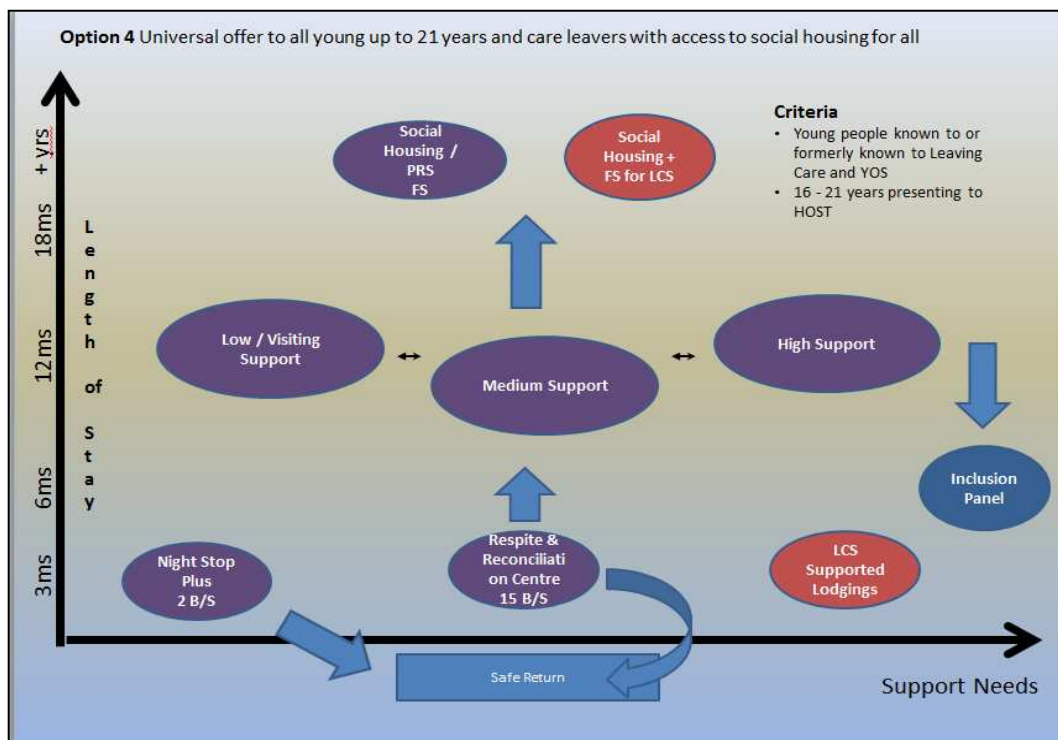
7.3 The model demonstrated in diagram 4 below is the preferred stakeholder option, it has the flexibility to respond quickly and meet a broad spectrum of need. It invests in the young at a time of need, promoting a pathway to independence which encourages young people to achieve and become responsible members of the community. The recommendations detailed in this section detail how this can be delivered in commissioning terms, explaining also the rationale.

7.4 In order to improve outcomes for young people and achieve strategic objectives this plan is underpinned by the following principles which seek to ensure that the services delivered are person centred and prevention focussed, underlying which are the principles that support is:

- Flexible and tailored to meet the diversity and complexity of need;
- Age appropriate, offering positive opportunities for, and positive engagement with young people;

- Allows for early intervention to nurture potential and encourage young people to be responsible citizens,
- Universal and available to all young people who access the pathway.

Diagram 4: Proposed Young Persons Supported Housing Pathway



Recommendation 1: Review the eligibility criteria of young peoples supported accommodation services to better target complex need and align the service with other key services ; reducing the access threshold from 23 to 20 years of age.

7.5 Given the broad age range of the client group and increasing complexity of need, there is a requirement to review the age range of young people eligible to access young people’s services. It is recommended that the upper age limit for access is 20 years of age, aligning services with key stakeholders, for example, the Leaving Care Service who predominantly with young people age up to 21 years. This will facilitate the provision of more focussed and targeted services and formalise current practice. Older young people aged 21 – 25 years, will continue to be assisted through the provision of single homeless accommodation, the need for which has been

recognised within the hostels strategy, already approved by Cabinet; an existing hostel to develop specific accommodation for this client group. This has been explored further in the equality assessment at appendix 2 which assesses the impact for those people aged 21 – 25 years of age who have accessed young person's accommodation.

- 7.6 The proposed model of provision recommends that young people's services are targeted at those up to the age of 20, with those over this age being diverted to hostel accommodation.

Recommendation 2: Commission an assessment facility and a "crash pad" type facility through the reconfiguration of existing services.

- 7.7 We will seek to commission a crash pad and assessment service as two distinct services. A "crash pad" service will provide respite where home relationships have broken down; the maximum stay being in the region of 5 days. This will offer tailored age specific interventions to facilitate the young person's safe return home that will utilise existing mediation resources with the homeless service and enable the authority to meet emergency.
- 7.8 The respite element of the service will also ensure a thorough assessment of those young people who are unable to return home safely and an option for those young people who are having difficulty in living semi- independently to access the service as an alternative to homelessness.
- 7.9 It is recommended that YOS have the option to refer young people direct from offender institutions to ensure that they have an appropriate address to minimise stays within the criminal justice system,

Recommendation 3: Reconfigure services to enable a balance of high, medium and low support services that offers young people opportunities to move between high and low support as their needs change.

- 7.10 Key to this plan is the need to not only identify the number of units required, but ensure the availability of the right type of accommodation delivering appropriate

levels of support and balancing the need to reduce dependencies and over reliance on provision.

- 7.11 We will reconfigure the range of available services to enable greater movement through a range of high, medium and low support accommodation toward independent living. The model provides an option for those young people that have difficulty in managing the transition to independence to go through the pathway at their own pace and where necessary to move from low to higher supported accommodation to enable them to receive the right level of support at the appropriate time.
- 7.12 Enabling timely access to longer term housing options will be vital in maintaining appropriate levels of throughput. Young people will also be offered access to floating support to ensure that the transition to independence is managed seamlessly.

Recommendation 4: Establish an Inclusion Panel to reduce evictions and youth homelessness.

- 7.13 The development of an inclusion panel will maximise the opportunity for young people to achieve positive outcomes by reducing evictions and placement failure. Young people, where there is a threat of placement breakdown, being referred to this panel to ensure that they have been given an opportunity to access the full resources of the borough to support them; providing a safety net to prevent the cycle of homelessness. This could be provided through an existing panel such as the Targeted Youth Support Panel, the development of a housing inclusion panel or consider options for links to safeguarding panels. This would enhance the provision and minimise the risk of homelessness or repeat homelessness to ensure that every young person has the opportunity to move positively through the pathway.

Recommendation 5: Increase the amount of high support provision to meet the needs of those with complex support needs.

- 7.14 The needs of young people requiring assistance are increasingly more complex. An analysis of the 27 refusals out of the 166 referrals in the last year shows that 8 were refused because their support needs, were too high, drug dependency, ASB or safety issues, whilst a further 9 were placed elsewhere. This picture is also reflected in an

analysis of the notifiable incidents in services in the last year which involved the input of both statutory and emergency services.

- 7.15 Analysis of referrals made by Leaving Care suggests the needs profile of young people accessing provision is becoming more challenging; confirming that in the last 12 months 2 young people had support needs considered too high to be placed in supported housing, and that 7 young people's placements broke down through this period.
- 7.16 This data evidences the need for both continued and enhanced partnership working with a range of statutory agencies within the borough and for the provision and the need for increased high support provision within the borough.

Recommendation 6: Work with commissioned Providers to develop the interface with Specialist Services, so improving outcomes for service users

- 7.17 There is a need to optimise both outcomes and quality of provision through improving the interface with specialist services e.g. mediation, mental health, substance misuse, reducing re-offending and education engagement for all service users in all schemes. This is to ensure that young people are supported through transition and are given the right support at the right time to address low level and what may be potentially harmful behaviours and ensure they are supported to address these needs at an early stage to enable them to attain their potential.

Recommendation 7: Reconfigure or replace the existing Drapers City Foyer to provide 2 smaller units of high support accommodation services: the timescale being a 3 year period.

- 7.18 The size of the building creates difficulty in meeting the complexity of needs of young people and too much of current provision is tied into this large building. Consultation with stakeholders has confirmed the preference for smaller units of accommodation that are no larger than 20 bed space.

In the short term it is recommended that the building is re-commissioned for a 2 year period with the option to extend for a further year, whilst a longer term development plan is put in place. This could include reconfiguring the existing site, or alternatively

commissioning new buildings out of which the high support provision could be provided.

Recommendation 8: Re-commission the teenage parents service in an existing service at Commercial Road.

7.19 Whitechapel Family Centre has been identified as not being fit for purpose as a supported housing scheme for teenage parents, as such it is recommended that it is re-provided in an alternative building that offers self-contained accommodation to meet the needs of teenage parents. The current provision to be used to support young people without children who have low to medium support needs.

Recommendation 9: Improve throughput and access to enable more effective management and use of resources.

7.20 This plan recommends that in order to achieve effective throughput that the target length of stay will be 12 months and for Leaving Care clients 15 months. Move on though the pathway will create vacancies, enable access and enable more effective management and use of resources. These targets are aspirational and if achieved would create an extra 36 units per annum in comparison to performance in 2012 – 2013

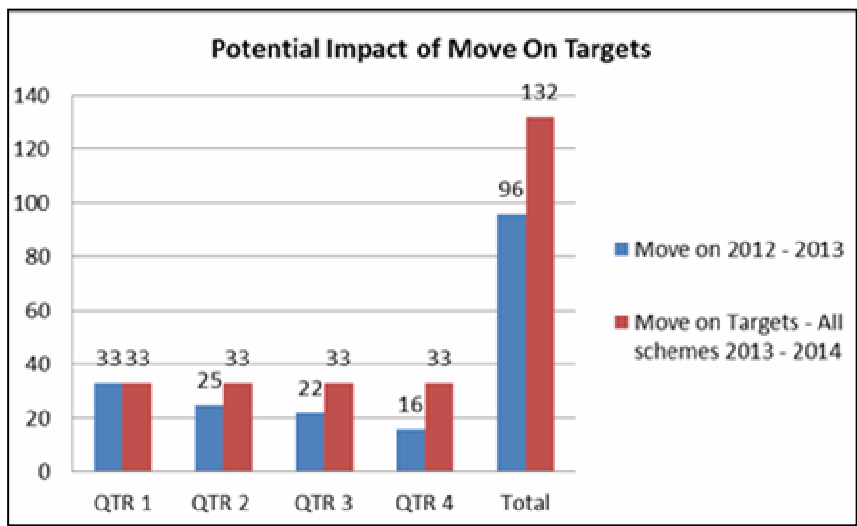


Table 17

7.21 Reducing the length of time that young people stay in services will alleviate some of the pressure on demand but needs to be considered within the context that for some young people including care leavers there is a need for them to be resident for a

longer period given their vulnerability, to ensure that they have completed a comprehensive living skills programme and are ready to live independently. It is also important to acknowledge that young people aged less than 18 years are unable to access the Common Housing Register and may also have difficulty accessing private rented accommodation.

- 7.22 Given there is currently a 7 year wait for a single person to access accommodation through the choice based lettings register. This plan recommends that in order to achieve effective throughput, that a range of longer term housing options are explored. If a young person has no support needs at the point of presentation to HOST or consistently does not engage with the pathway through choice rather than vulnerability it is recommended that the pathway offers access to the private rented sector with the option of floating support.

Recommendation 10: Commission personalised services

- 7.23 Personalisation offers an opportunity to focus on what young people aspire to and want to achieve. This process starts from the commencement of service and can include a choice of worker, time and venue for contact, and a menu of support that the provider can offer, as well as access partner services where specialist interventions are required. To achieve this requirement it is proposed that services are commissioned using the core and flexi model.
- 7.24 This will require providers to deliver services in a more person focussed way. Providers will have to encourage service user input into the development of the service, both on a day to day and longer term basis. Whilst on an individual level young people will be encouraged to take ownership of their support plan to achieve their goals and make the transition to independence in a planned and positive way that achieves their goals. Moving forward there will be a requirement to develop peer support groups and options will be explored to develop more cohesive working across services and providers which will be facilitated by a more integrated pathway.

Recommendation 11: Improve Service User Outcomes

7.25 This plan seeks to improve opportunity and outcomes for young people. Outcomes targets will be set across a range of areas inclusive of mediation, move on, health and wellbeing; and employment.

Education Employment Training (“EET”)

7.26 This plan acknowledges and demonstrates that service’s work with the most vulnerable and socially excluded of young people, which increases the challenge in supporting young people into positive work and training outcomes. However, it also demonstrates in the table below that for many young people supported housing gives the stability they need to sustain activity and for some the opportunity to access. At any one time, providers have varying levels of success in supporting young people into activities, and for the majority of services this means access to EET activities. A challenging target of 100% of service users being involved in meaningful activities will be established.

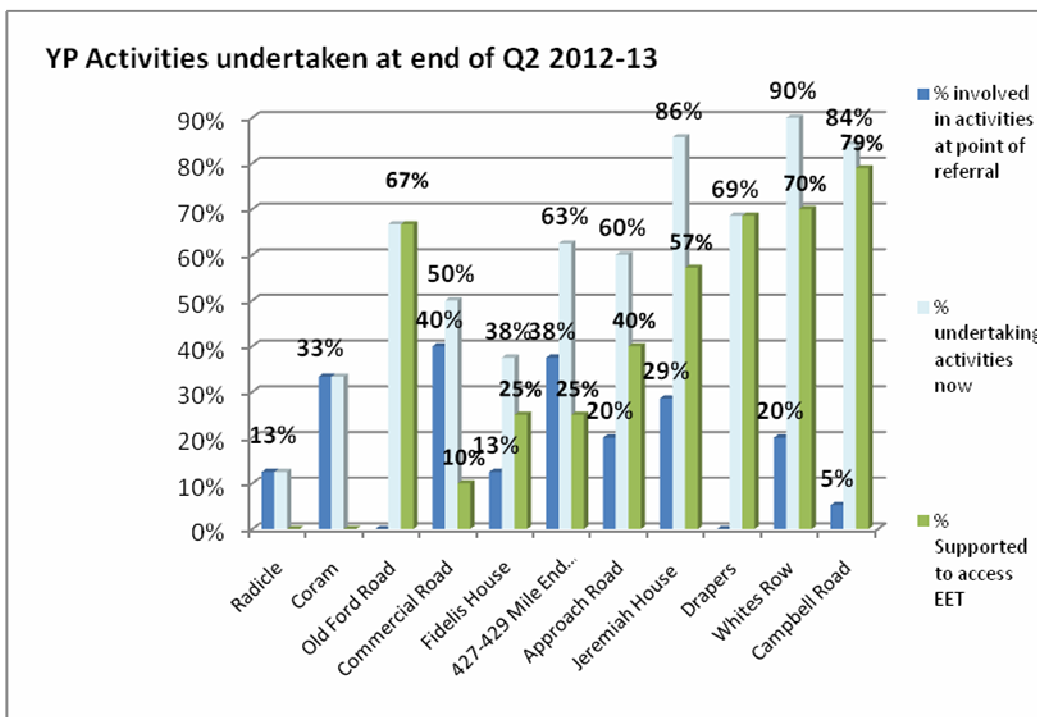


Table 17

8. Financing the Plan

8.1 Given the economic climate there is the need to deliver effective services and work towards better efficiency, by investing in vulnerable young people, preventing homelessness. By encouraging positive life outcomes this plan seeks to invest in young people which will reduce reliance on services at a later date.

8.2 The current model of provision is mainly funded through Adult Social Care, spend for 2012– 2013 being £1,494,451 of which Children’s Social Care contribute £60,242 towards the cost of funding a leaving care scheme. In addition the model will be funded by the reconfiguration of a small 20 bed single homeless service; which will be defined as a young person’s low support scheme in the forthcoming tendering process. This will enable a contribution of £162,524 to be shifted to young person’s provision, and an increased capacity.

Breakdown of expenditure and the costs of current services.

| Scheme | Units | Hours per Unit | Contract Value |
|-------------------------------------|-------------------|----------------|-------------------|
| Approach Road | 5 | 7 | £38,220 |
| Campbell Road | 4 | 22.14 | £96,697 |
| LACS Campbell Road | 7 | 12.25 | £93,639 |
| Commercial Road | 10 | 7 | £72,387 |
| Drapers City Foyer | 36 | 12.63 | £376,415 |
| Drapers City Foyer | 5 | 12.63 | £52,280 |
| Fidelis House | 8 | 5.25 | £45,864 |
| Jeremiah House | 9 | 7.44 | £84,084 |
| Kipper LC Floating Support | 11 | 5.5 | £66,066 |
| LACS Supported Housing | 35 | 1.63 | £72,146 |
| LACS Campbell Rd | 13 | 12.25 | £173,901 |
| Mile End Road | 16 | 5.47 | £95,550 |
| Old Ford Rd | 1 | 7.25 | £7,912 |
| Old Ford Road | 7 | 7.25 | £55,381 |
| Powland Court | 3 | 5.5 | £18,018 |
| Whitechapel Family Centre | 8 | 5.91 | £55,801 |
| Whites Row | 12 | 6.42 | £90,090 |
| Nacro scheme | 20 | NA | £162,524 |
| Total Services / Expenditure | 210 | | £1,716,974 |
| SP Expenditure | £1,656,974 | | |

8.3 This commissioning plan proposes a revised model of provision presented in diagram 5 below. It builds on the existing model reviewed in section 5.2; reconfiguring to better meet need and achieve recommendations. The proposed model of provision achieves:

- An assessment centre with crash pad facility and sleeping night cover.
- Provision of two additional 20 unit complex needs schemes.
- Increase in units offering medium and high support.
- Reduction in low support units,
- An increased focus on visiting support provision.
- Provision of a self-contained teenage parents unit.

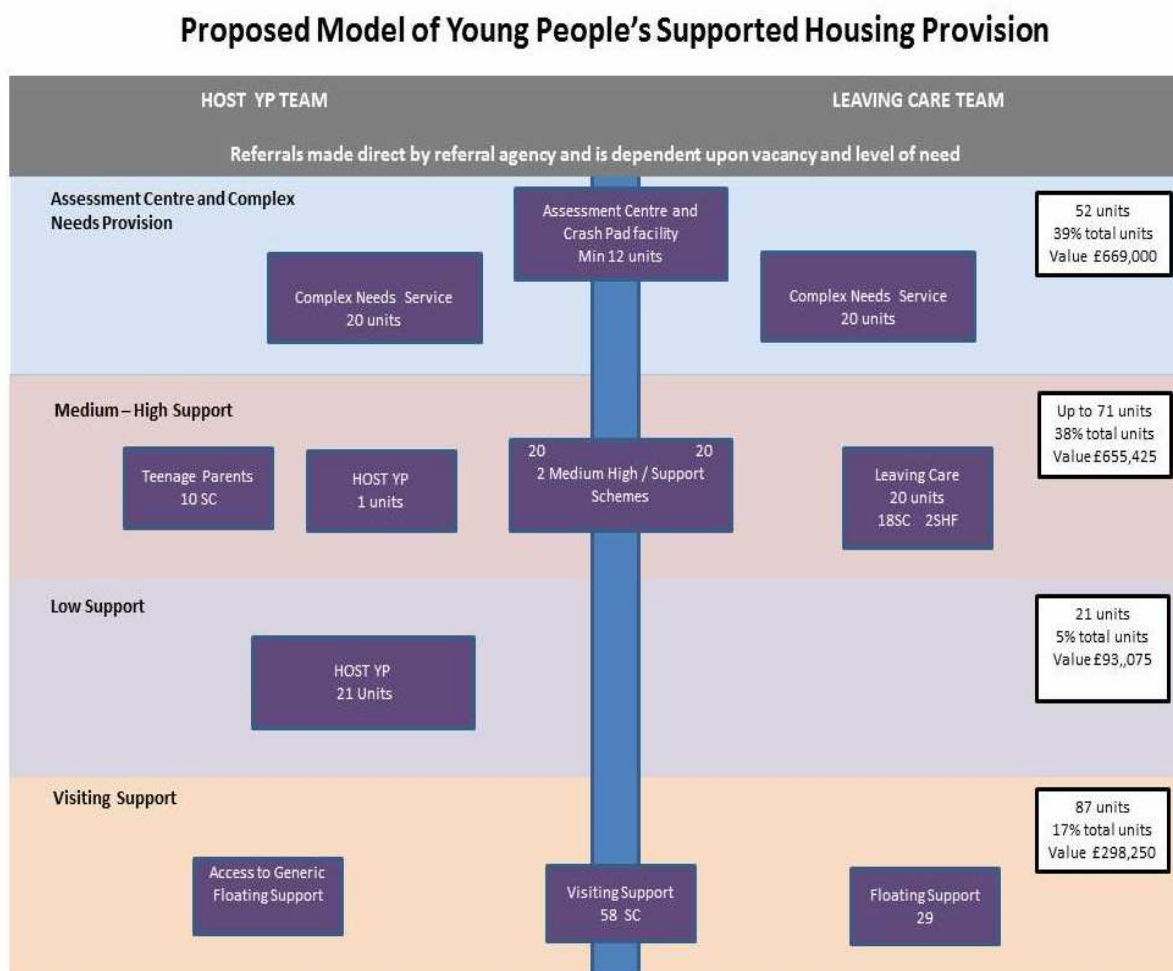


Diagram 5

8.4 This proposed model in diagram 5 assumes that the current funding will be maintained. It also assumes that the funding from the Leaving Care service will be maintained and that there is no further funding available from Children’s Services. The projected costs of the proposed model are £1,715,750, which is in line with

current costs, including the remodelling of a small single homeless hostel to young people. Required investments will be funded by the reinvestment of efficiency savings achieved through the tendering process.

- 8.5 This area is recognised as experiencing an intense growth in demand. Additional revenue can be managed through a major reconfiguration of existing funding and resources. Reconfiguring existing support services will enable costs to be met through efficiencies generated as part of the forthcoming tendering of these services. However, this effectively means this area of provision will need to be ring-fenced from further savings. The Supporting People Funding programme more widely will continue to contribute to savings targets generated through the procurement process.

9 Implementation and Risk Management

9.1 To achieve the strategic objectives, the intention of this plan, there will be the need to phase the implementation to ensure a continuity of service provision. This plan proposes the following timescales, actions and outcomes.

| Year | Quarter | Action | Outcome | By date |
|------|---------|--|---|--------------|
| 2013 | 3 / 4 | Remodel an existing service to deliver crash pad and assessment centre | Remodel services to offer crash pad and assessment centre facilities and introduce and assessment and mediation pathway | April 2014 |
| 2013 | 3 / 4 | Liaise with HOST YP Team as part of the assessment centre implementation plan to deliver mediation services | Focus on targeted mediation to promote a safe return home. | April 2014 |
| 2013 | 3 / 4 | Call off all young people's services to achieve the revised model of service deliver | Commission services that are fit for purpose and deliver an integrated pathway of support | April 2014 |
| 2014 | 1 / 2 | Develop SLA's and agreed protocols to deliver integrated services in partnership with specialist services – YOT, CAMHS, Options, Connexions, Lifeline and Targeted Youth Support, SNT and Education, in accordance with service specifications requirements, encouraging early identification and notification of concern. | Embed the recommended delivery model which offers a universal model of support, across the services. | October 2014 |
| 2014 | 2 / 3 | Undertake an options appraisal in respect of the foyer provision | Develop specification and model for future commissioning | January 2015 |
| 2014 | 3 | Undertake an annual review and consult with service users in | Assess services against targets and the service | January 2015 |

| | | | | |
|------|---|---|---|---------------|
| | | exploring the impact of changes | model achieves required outcomes. | |
| 2014 | 3 | Analyse outcome and throughput data to inform the development of an Inclusion Panel – to ensure that those most vulnerable young people are assisted and connected / reconnected to services minimising placement breakdowns and homelessness | Set up and implement inclusion panel / or have access through existing mechanisms | January 2015 |
| 2014 | 3 | Review of use quota – aim to meet the needs of the most vulnerable – not encourage homeless presentations | Ensure that the move on quota assists those most vulnerable and that there is effective throughput across the pathway | February 2015 |
| 2014 | 1 | Re-commission the foyer provision | New Services in place | March 2016 |

9.2 The implementation plan will be underpinned by a risk management plan which will seek to mitigate and manage areas of concern.

| Risks | Mitigating Actions |
|--|---|
| The cost model is not achieved at call off. | The process has been undertaken using benchmarking techniques and market knowledge to ensure the model is reflective of the market. |
| The provision does not reflect changes in demand | This plan has been based on a thorough needs analysis and consultation with referral agencies. It seeks to balance increasing demand with the growing young population, together with a more targeted approach and has based the modelling accordingly. |
| A temporary reduction in provision through the remodelling process, may impact adversely on young people's homelessness. | Stakeholders will be on the tender panel and have input into the service development and successful bidder implementation and transfer plans. This will enable forward planning to manage such concerns. |
| Landlords do not consent to change of use of buildings which | Landlords have been notified of the call off timetable and meetings have been planned to discuss the use of both existing and new buildings. |

| Risks | Mitigating Actions |
|---|--|
| could delay the remodelling process. | |
| The needs profile of young people accessing services increases further. | There will continued monitoring to ensure that services are reflective of need, the delivery model will include core service hours and personalised delivery. This will enable referral agencies to spot purchase further additional hours should they be required. |
| Move On quota is reduced | The current pathway allows for young people to move on to access social housing – should this not be maintained there could be a risk that services ‘silt up’. This plan recommends the maintenance of the quota which is reviewed on an annual basis. |
| Welfare reform | The impact of welfare reform is being monitored and should be mitigated given that service users stay is longer than 3 months, as a consequence that they are exempt from the single room benefit rate. The SP team is working in partnership with Housing Benefit Department to ensure there are no other impacts on service users. |
| Raising the Participation Age and other legislative change. | Is being monitored and an approach being developed to best manage the impact in partnership with agencies. |

10 Appendices

Appendix 1

| Ethnic classification used for this analysis: list of groups included under the 8 summary headings | | | |
|--|--|---|--------------------------------------|
| Tailored ethnic categorisations (aggregations created for SPS profiling purposes) | 2011 census ethnic categories (18 Census categories) | SPS service user categories (16 groups in all - some differences from Census) | Comments |
| 8 categories | 18 categories | 16 categories | |
| White British/Irish | White British | White British | Comparable |
| | White: Irish | White Irish | Comparable |
| | White: Gypsy or Irish Traveller | | No gypsy/traveller category in SPS |
| White Other | White: Other White | White Other | Comparable |
| Mixed: White & Black Caribbean | Mixed: White and Black Caribbean | Mixed: White and Black Caribbean | Comparable |
| Black African | Black or Black British: Black African | Black or Black British: African | Comparable |
| Black Caribbean | Black or Black British: Black Caribbean | Black or Black British: Caribbean | Comparable |
| Bangladeshi | Asian/Asian British: Bangladeshi | Asian or Asian British - Bangladeshi | Comparable |
| Asian groups (excluding Bangladeshi) | Asian/Asian British: Indian | Asian or Asian British - Indian | Comparable |
| | Asian/Asian British: Pakistani | | No 'Pakistani' in SPS categorisation |
| | Asian/Asian British: Chinese | Asian: Chinese | Comparable |
| | Asian/Asian British: Other Asian | Asian or Asian British - Other | Comparable |
| All other ethnic groups | | Asian: Vietnamese | Vietnamese was not a Census category |
| | Mixed: White and Black African | Mixed: White and Black African | Comparable |
| | Mixed: White and Asian | Mixed: White and Asian | Comparable |
| | Mixed: Other Mixed | Mixed: Other mixed background | Comparable |
| | Black: Other Black | Black or Black British - Other | Comparable |
| | Other: Any other ethnic group | Any other ethnic background | Comparable |
| Other ethnic group: Arab | | | No Arab group in SPS categorisation |

Appendix 2: Equality Assessment

Commissioning Young Persons Supported Accommodation EQUALITY ANALYSIS QUALITY ASSURANCE CHECKLIST

| | |
|--|--|
| Name of 'proposal' and how has it been implemented (proposal can be a policy, service, function, strategy, project, procedure, restructure/savings proposal) | Commissioning Plan: Young Persons Supported Accommodation |
| Directorate / Service | Adults Health and Wellbeing / Supporting People |
| Lead Officer | SG |
| Signed Off By | One Tower Hamlets |

| Stage | Checklist Area / Question | Yes / No / Unsure | Comment (If the answer is no/unsure, please ask the question to the SPP Service Manager or nominated equality lead to clarify) |
|----------|---|-------------------|--|
| 1 | Overview of Proposal | | |
| a | Are the outcomes of the proposals clear? | Yes | The commissioning plan proposals have been developed to inform the call off (procurement) of existing supporting people services from the LBTH Supporting People Framework Agreement in line with the 2011-2016 Supporting People Commissioning Strategy This Commissioning Plan is for all Young Peoples Supporting People funded services including accommodation based and floating support provision. The purpose of the plan is to build on the work undertaken as part of the strategy consultation, identify gaps in provision, increase capacity and realign services to meet current and future need, increase quality and enhance existing provision to provide more flexible and efficient services. |
| b | Is it clear who will be or is likely to be affected by what is being proposed (inc service users and staff)? Is there information about the equality profile of those affected? | Yes | Current and future young people that access the service in the borough will be affected – however, the purpose as noted above is to improve and enhance the quality and flexibility of the provision to meet the needs of young people in the borough. |

Commissioning Plan Young Peoples Supported Accommodation: Analysis Quality Assurance Checklist

| | | | |
|---|---|-----|---|
| | | | <p>The commissioning plan identifies the need to review the current model and pathways both on accessing and moving on from services. Given that the plan proposes significant revisions this will have a positive impact for service users in the longer term. Service user's resident at the time of call off will maintain access to accommodation. For staff working in the schemes, this will be managed by the successful bidder and the transfer process is being assessed as part of the tender evaluation. The bidder proposals being evaluated by key stakeholders of the services who represent referral agencies inclusive of representatives from Children's Social Care and Development and Renewal.</p> <p>The commissioning plan spans all young peoples supported accommodation including services for young people at risk, leaving care and teenage parents. The staffing and eligibility requirements are to be retained and are specified in the relevant tender documentation to which the successful bidder will be contractually required to adhere.</p> <p>The Supporting People team collates data on both the staff and service user equality profile of all contracted services. As noted above the purpose of this process is not to change the profile of either, rather to ensure that the services are targeted to meet need.</p> |
| c | <p>Is there a narrative in the proposal where NO impact has been identified? Please note – if a Full EA is not be undertaken based on the screen or fact that a proposal has not been 'significantly' amended, a narrative needs to be included in the proposal to explain the reasons why and to evidence due regard</p> | Yes | <p>A full EqIA for the Supporting People Framework Agreement was completed and approved by the Corporate Equalities Team in November 2011. This commissioning plan is to inform the call off and delivery of young people's services by those bidders who were successful in their tender bid to be on the Framework. Access onto the framework was subject to rigorous assessment inclusive of: -</p> <ul style="list-style-type: none"> • Demonstrate a commitment to the promotion of fair access and inclusion. • Commitment to ensuring service users are free from physical and emotional abuse, harassment and neglect. • Added value to service users and commissioners • Community benefit • Understanding and experience of the client group in relation to the specific vulnerability. |

Commissioning Plan Young Peoples Supported Accommodation: Analysis Quality Assurance Checklist

| | | | |
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| | | | <ul style="list-style-type: none"> An understanding of how to achieve the outcomes specified for the client group. <p>This will also be tested further as appropriate at call off.</p> |
| 2 | Monitoring / Collecting Evidence / Data and Consultation | | |
| a | Is there reliable qualitative and quantitative data to support claims made about impacts? | Yes | <p>One of the intentions of the commissioning plan is to better understand the current and emerging needs of young people accessing services. To do so thorough analysis was undertaken to inform proposals for the 'call off'. It is intended that in the longer term there will be a positive impact in that service users will receive an enhanced and more flexible service that will better meet their needs, and that services will be focussed on those most vulnerable of young people.</p> <p>The existing services are monitored on a quarterly basis and this process will continue – this includes a service user equality profile and annual monitoring occurs with regards to staff. In 2012 – 2013 the contract monitoring tool was reviewed to encompass the nine protected characteristics.</p> <p>Please see appendix 1 which provides information on service capacity, and the equality profile of service users that have accessed the provision in the financial year 2012 – 2013. This data has been benchmarked against the most recently produced census data issued in May 2013 and locally available data. This data does not include gender reassignment or marriage and civil partnership given that there were no or very few service users in these categories which is likely to be reflective of their young age.</p> <p>The data demonstrates the diverse group of young people who access the services are broadly reflective of the borough's profile. Where service users are overrepresented this is noted in the plan and is reflective of the referrals to the service.</p> |
| | Is there sufficient evidence of local/regional/national research that can inform the analysis? | Yes | The commissioning plan has been informed through local and national research. It makes reference to best practice documentation and research and findings undertaken by agencies |

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| | | | <p>working in the youth homelessness field.</p> <p>The framework agreement approach to the tendering of Supporting People funded services has been approved by Cabinet and has been adopted at local, regional and national levels to procure services. Research to date has informed the process and demonstrates the effectiveness of the process in managing the successful procurement of best value, quality services.</p> |
| b | Has a reasonable attempt been made to ensure relevant knowledge and expertise (people, teams and partners) have been involved in the analysis? | Yes | The services report quarterly to the Supporting People team and meet regularly with key stakeholders for example Housing Options and Support Team and Leaving Care Team. The information gathered is used to benchmark performance and access and where appropriate expert partners assist in this process. |
| c | Is there clear evidence of consultation with stakeholders and users from groups affected by the proposal? | Yes | <p>There have a been a number of levels of consultation throughout the development of the Supporting People Commissioning Strategy, the Supporting People Framework Agreement and the commissioning plan which has included: -</p> <p>Existing and potential suppliers – Framework Agreement supplier briefings Stakeholders – Supporting people Commissioning Strategy and Young people Commissioning Plan Stakeholders - Tender documentation and Commissioning Plan Service Users – Supporting People Commissioning Strategy and Framework Agreement, Annual Monitoring and Feedback to inform service reviews and fed into the commissioning plan.</p> <p>The Framework Agreement evaluation panel included representatives from the Supporting People Team, Leaving Care Team, and Homeless Services. Consultation on the commissioning plan has included a key group of stakeholders inclusive of representatives of: - Children’s Commissioning Children’s Placement Team Youth Offending Service Leaving Care Service</p> |

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| | | | Homeless Service including Homeless Commissioning executive Board |
| 3 | Assessing Impact and Analysis | | |
| a | Are there clear links between the sources of evidence (information, data etc) and the interpretation of impact amongst the nine protected characteristics? | Yes | <p>There are direct links between the data source, provision and analysis of the information. The purpose of this commissioning plan is to maintain, enhance and extend the existing provision to meet the current and future needs of service users. The existing referral and eligibility criteria will be reviewed to improve outcomes for service users and services will be focussed on the younger age range from 16 up to 21 years of age.</p> <p>The 2nd table at appendix 1 confirms that 82% of those service users who accessed young people's services in 2012 – 2013 were aged up to 19 years. This data being comparable to that in table 9, section 6.7 within the report, which reviewed data as at 2011. For the majority of service users there will be no adverse effect and the continued monitoring of the provision will ensure that regular review occurs to ensure that this is the case.</p> <p>For those people aged 21 – 25 years, 18% or 45 people who are reflective of the borough profile and not disproportionately affect any one group. They will continue to be assisted through the provision of single homeless accommodation and it is recommended that a hostel develop specific accommodation for this client, who in the main have been assisted through this provision. This requirement has been met within the Hostel's strategy which has been approved by Cabinet. This will ensure that those aged 20 – 25 years will continue to receive a service and that it will also be targeted and aged specific.</p> |
| b | Is there a clear understanding of the way in which proposals applied in the same way can have unequal impact on different groups? | Yes | <p>The Commissioning Plan and Framework Agreement, call off methodology has been developed in accordance with best practice, procurement and legal advice to ensure that robust processes are in place. The documentation underpinning this approach has been widely consulted on as demonstrated above and the continued monitoring of future provision will monitor the impact on the protected groups to ensure there are positive outcomes.</p> |

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| c | Has the assessment sufficiently considered the three aims of the Public Sector Equality Duty (PSED) and OTH objectives? | Yes | <p>The Supporting People Commissioning Strategy is directly aligned to the key themes and objectives of One Tower Hamlets, and the quality assessment framework to which all providers have to adhere includes the objectives of Fair Access, Fair Exit, Diversity and Inclusion; and Service User Involvement.</p> <p>Our local vision is: "To ensure supporting people services make a positive contribution by improving the quality of life of vulnerable socially excluded people, living in the borough, through the delivery of personalised preventative and early intervention housing support services." We want to make Tower Hamlets a place where people are able to achieve their potential for independent living.</p> |
| 4 | Mitigation and Improvement Action Plan | | |
| a | Is there an agreed action plan? | Yes | <p>As noted above it is not anticipated that this process will adversely impact service users, rather it will enhance provision and meeting gaps identified within the current operating models.</p> <p>The Supporting People team will ensure that service users are fully consulted, informed and updated by the successful bidder to minimise the impact of the change process on existing provision and work in partnership to develop and enhance future provision.</p> |
| b | Are all actions SMART (Specific, Measurable, Achievable, Relevant and Time Bounded) | Yes | <p>The Commissioning Plan will inform the development of service specifications developed as part of the call off process set clear access and eligibility criteria for the provision, as well as outcomes and targets to ensure the quality of provision. These will be monitored through the life of the contract to ensure effective performance.</p> |
| c | Are the outcomes clear? | Yes | <p>They are client group specific and reflect the needs of young people in line with key borough strategies as noted in the plan.</p> <p>the borough's violence against women and girls strategy and annual plan.</p> |
| d | Have alternative options been explored | Yes | <p>This option has taken into consideration best practice in the areas of procurement and young people's provision.</p> |

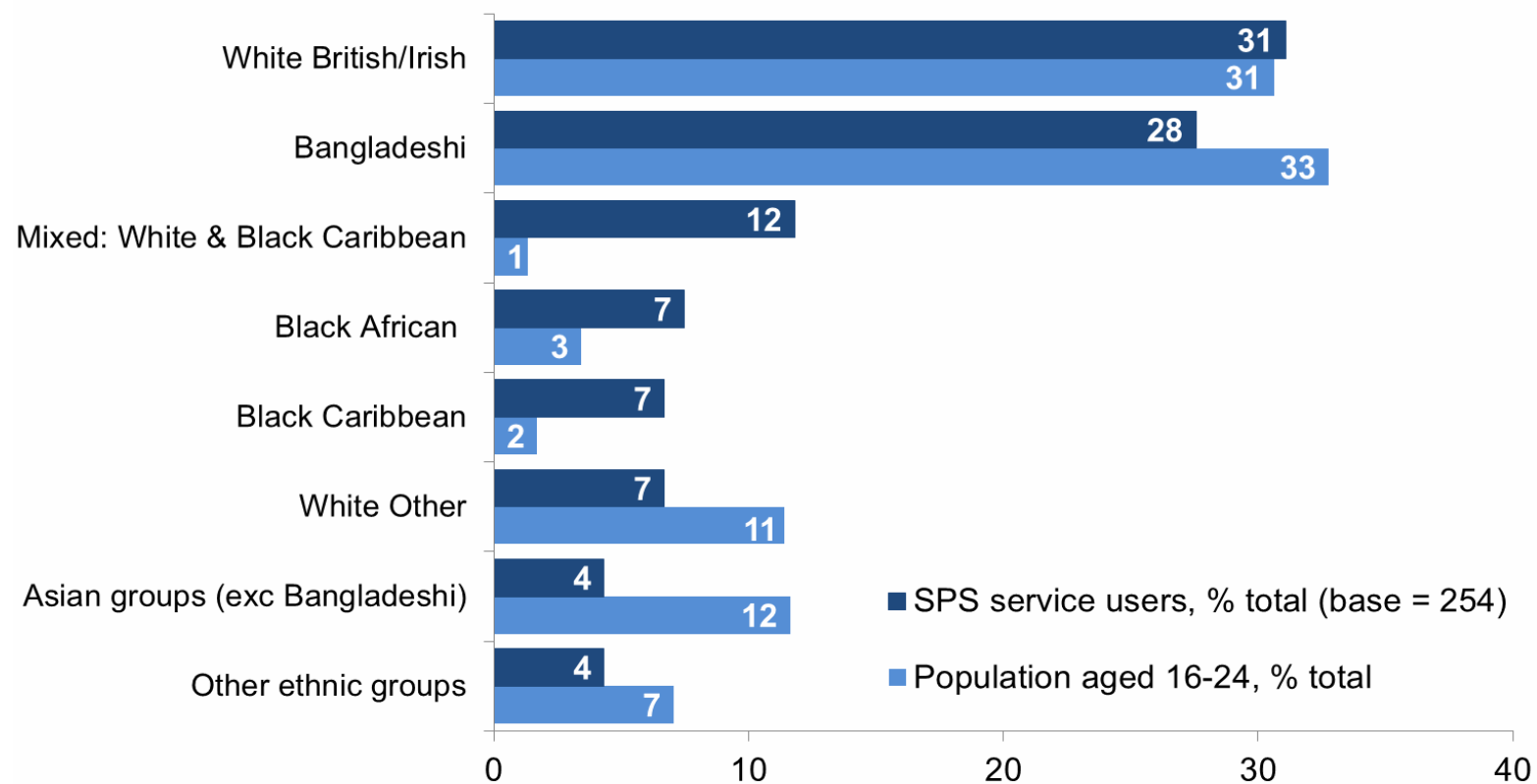
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| 6 | Quality Assurance and Monitoring | | |
| a | Are there arrangements in place to review or audit the implementation of the proposal? | Yes | Mini competition will be evaluated and new contracts will be monitored in line with SP monitoring framework as noted above. |
| b | Is it clear how the progress will be monitored to track impact across the protected characteristics?? | Yes | The Supporting People team has a robust contract monitoring framework inclusive of quarterly reporting, and annual review which includes service user, stakeholder and staff consultation. Data is collected quarterly that includes the protected characteristics of service users who access the service to ensure fair access and the provision of appropriate services. |
| 7 | Reporting Outcomes and Action Plan | | |
| a | Does the executive summary contain sufficient information on the key findings arising from the assessment? | Yes | The approach adopted for the delivery of the Supporting People Framework Agreement was approved by Cabinet – 14 March 14 2012. |
| 8 | Sign Off and Publication | | |
| a | Has the Lead Officer signed off the EA? Please note – completed and signed off EA and Quality Assurance checklists to be sent to the One Tower Hamlets team | | |

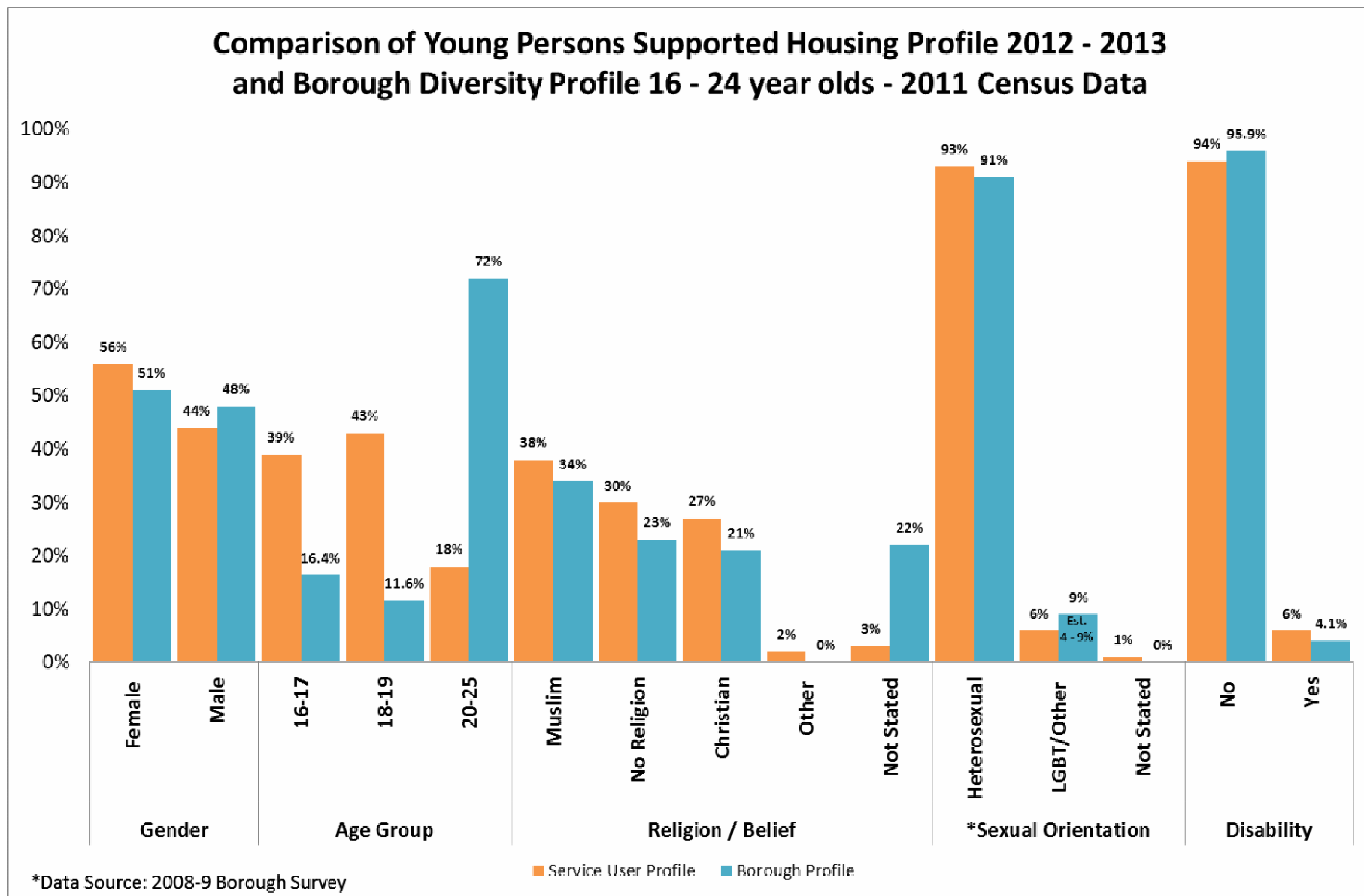
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| Any other comments | One Tower Hamlets has been consulted on and have approved this document. Further Equalities assessments are available that cover the information in regard to the Support People Commissioning Strategy and Framework Agreement | | |
| Signature | | Date | |

Appendix 1

Comparison of the ethnic profile of SPS service users with the Tower Hamlets population (aged 16-24) generally



Source: LBTH SPS service data and 2011 Census (for population data)



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| Young Parents Data 2012/13 | Total |
|---|--------------|
| Pregnant at point of referral | 15 |
| Pregnant since referral | 17 |
| With child at point of referral | 10 |
| Males with a child not living with them | 5 |
| Females with a child not living with them | 7 |