
**Decision Session – Executive Member for
Housing and Safer Neighbourhoods**

9 February 2023

Report of the Director of Housing, Economy and Regeneration

Update on the Resettlement Pathway

Summary

1. The report provides an update on work in progress to review the single homeless resettlement pathway which is developing the early intervention and intensive support approach for single people who become homeless or are rough sleeping. The report sets out the review findings, gives an update on external funding secured to support homelessness and rough sleeping initiatives and presents an update on existing service delivery arrangements and their outcomes.

Recommendations

2. The Executive Member is asked to:
 - i) Note the ongoing review of the Resettlement pathway and the interim contractual arrangements that have been put in place to continue the existing service until the pathway review is concluded and a future delivery model is agreed.
 - ii) Implement the first phase of the review findings and seek a waiver to financial and procurement rules to extend the contract for the Early Intervention & Prevention Service for 6 months to allow for the phased implementation of changes to the Early Intervention and Prevention services.
 - iii) Conclude the review of the resettlement pathway and bring back to Executive a report setting out the new delivery model and the transition into new delivery arrangements.

Reason: To ensure ongoing service resilience and the delivery of early improvements during the next phase of the review of the delivery model for homelessness resettlement.

Background

Resettlement Pathway

3. The resettlement pathway refers to the specialist services offered to single homeless people with often complex needs, living chaotic lives. These people may have histories of substance misuse and mental health problems and have often been in and out of hostel accommodation for many years.
4. The council were early developers of a resettlement pathway and York also led the way nationally with a successful Housing First programme that is in its' 5th year of this which has been introduced elsewhere in the county in following years based on the learning. This model proposed that a home was a necessity for dealing with this range of complex problems. A residential placement was seen as a first step for more intensive individual support to equip individuals to maintain a long-term tenancy and break the cycle of recurrent homelessness.
5. The context of the pathway has changed significantly over the last 5 years with the introduction of the Homeless Reduction Act 2017 which identified additional responsibilities for local authorities for dealing with homelessness and rough sleeping. The additional services that are needed to meet the new duties placed upon local authorities are funded through the Rough Sleeping Initiative Grant funding and the Homeless Prevention Grant.
6. This has led to the introduction a more formal structure for homelessness services and CYC have worked intensively in partnership with DHLUC to develop the model of specialist housing and support and maximise grant funding, working with a wide range of agencies to develop a tiered approach to resettlement to deliver better outcomes and prevent people from circulating from rough sleeping into hostel accommodation and then back onto the streets again.
7. The pathway is made up of
 - a. Tier 1 supported accommodation traditionally described as hostels with 24-hour on-site support and provision to provide extra emergency beds

- b. Tier 2 which is comprised of shared houses and
- c. Tier 3 which is more permanent housing with varying levels of support in social housing and the private rented sector.

Review of the Resettlement Pathway

8. In 2021 a review of the resettlement pathway was initiated as four Community Wellbeing Service (CWS) contracts were reaching the end of their initial 5-year term in early 2022 with the Early Intervention & Prevention (EI&P) contract ending in March 2023. Given the significant changes in the landscape since these services were last commissioned in 2016 (CWS) and 2018, a one-year contract extension for the four CWS contracts was granted so as to enable a whole-system review of the resettlement pathway and related services and support.
9. This review so far has been overseen by a multi-agency Project Board and a series of on-line workshops were arranged in 2022 to form the 'spine' of the review and to ensure that a wide range of stakeholders have the opportunity to engage in the process and offer their experience and views. The workshops were well attended with around 50 – 60 delegates attending.
 - Workshop 1 – 16 Feb – Where are we now?
 - Workshop 2 – 10 Mar – Where do we want to be?
 - Workshop 3 – 6 Apr – Taking stock / sifting / prioritising ideas
 - Finance / Commissioning Workshop – 16 May – This was poorly attended by organisations invited to contribute to the process.
10. Following the departure of the Head of Adult Social Care Commissioning the review process was paused and Adult Services extended existing contract arrangements ahead of a decision on future procurement.
11. A summary of the findings of the review to date are attached at Annex A. The tasks of a reformed core Project Board through 2023 will be to:
 - Agree the findings of the review to date
 - Review the contracts, assets supporting the future pathway and to decide on the future delivery model
 - Engage with partners to review finances and governance arrangements
 - Develop an outcomes focussed performance framework for the pathway

12. The Resettlement Pathway review was considered by the Housing and Community Safety Scrutiny Committee in January 2023, and it is anticipated that the next phase of the review will be brought back to Scrutiny to help shape the future delivery model, leading to a report to Executive in the autumn.

Current provision

13. There are over 350 people within the resettlement pathway at any one time and this fluctuates daily as people move into more permanent accommodation and other people come into the service. The current resettlement pathway is made up of a range of services, buildings and contracts with other wider services, such as health, probation and substance misuse services, contributing to the management and wellbeing of those involved in the pathway.
14. CYC directly provide the majority of homeless residential services with hostel provision at Peaseholme, Howe Hill and James House, the Housing Options Service, Housing First and the successful introduction of the Rough Sleeper Housing Navigators whose work is highlighted below.
15. There are 2 main commissioned Community Wellbeing Contracts in place contributing to the Pathway, procured by Adult Social Care. There is also a legacy Early Intervention & Prevention (EI&P) contract procured by Housing Services and delivered by the Salvation Army which provides relatively light touch support for rough sleepers and has historically been part of our work engaging with people sleeping rough.

Implementation of Phase 1 of the Review

16. The concept of the Housing Navigator was devised by DLUHC during the Rapid Rehousing Pathway funding bid process, but only as an 'idea' with each authority developing the roles themselves. Whilst there might be similarities in other LA's each LA will have a varying range of tools to use to engage rough sleepers through this role. DLUHC work with local authorities to bring best practice to localities which are tailored by local partnerships.
17. York's success in attracting new funding for homelessness prevention year on year indicates the esteem that DLUHC have for the work we do in York, and this has been conveyed directly to officers in the regular meetings that we have with them. We want to build on this success by

expanding the successful and pioneering approach offered by our Rough Sleeper Housing Navigators who deliver bespoke support to those rough sleeping and/or at immediate risk of rough sleeping, by working alongside a customer and bringing the support to them. Engagement and support is open-ended and non-conditional. By having regular daily presence on the streets, engagement can happen in situ. The 'as and when' required support provided by Navigators enables quick responses to emerging needs and ensures a flexible approach and supportive framework around rough sleepers. This means that if the rough sleeper states they are "not yet ready for accommodation", we can mobilise quickly when they are.

18. The more intensive support and engagement delivered by the Navigator team has led to many entrenched rough sleepers being brought into ongoing contact with resettlement services many of whom have been successful in maintaining Housing First accommodation. This is housing for our most chaotic and vulnerable people, with bespoke wraparound support. The first stage of the review of the pathway has identified that a more intensive first point of contact delivers better outcomes and greater clarity for service users and partners.
19. The new Navigator model is longer term, intensive, persistent and tailored to individual needs. This model is more effective with people who are unwilling or unable to engage. The Navigators follow complex clients through the pathways and into more permanent accommodation options, working with landlords, and mobilising other agencies into action and generally co-ordinating support packages and taking ownership to increase the chances of success.
20. The value of the EI&P contract is £93k paid for from the General Fund. This contract is due to end in March 2023 and there is no scope within the existing contract to extend it. However, if the contract ends in March there is little time to work with the current provider on closing this contract, dealing with any potential TUPE implications of alternative delivery arrangements and managing any change to customer interactions. A waiver is therefore sought to continue the existing contract for 6 months to ensure an effective transition to the new model of early intervention as the first phase of the implementation of the resettlement pathway review.

Funding

21. The Council and partners have successfully bid on an annual basis for RSI money and developed a range of services using this to support

people who have slept rough. The latest round of RSI from DHLUC is a 3-year award from 22/23 – 24/25. This provides some stability to better shape services going forward. The relationship with DHLUC is an important one that helps shape the service model to meet needs as part of a national approach to homelessness and the direction of travel for future homelessness grant funding clearly follows the early intervention intensive support model being developed as part of the Resettlement Pathway review. Funding elements for more traditional light touch approaches have been rejected by DHLUC over the last few months.

22. In addition to RSI money the Council receives Homeless Prevention Grant (HPG) which contributes to homelessness services and initiatives generally. HPG this financial year was £392,145. We receive a yearly allocation however the criteria continue to evolve with a focus on those areas with the most challenging housing pressures linked to H-CLIC (homeless statistics for government). Its' purpose is to prevent or manage homelessness under the Homeless Reduction Act 2017 and the extra burdens it brings. Indicative amounts for coming years are £408,545 and £430,080.
23. An additional £61,015k has just been awarded to deal with winter pressures. This is used to prevent homelessness, pay for B&B, hotels etc where we need these and have a shortfall in Housing Benefit or where we have to pay fully for accommodation.

Consultation

24. Consultation has been undertaken with external stakeholders, Health services, Mental Health services, providers and people with lived experience of the resettlement pathway. This input has already contributed to the Resettlement Pathway review.

Council Plan

25. The resettlement Pathway aligns with objectives within the Council Plan.

Risk Management

26. If a waiver is not agreed to allow the extension of the Early Intervention & Prevention Service contract there is a risk that the council may not be able to comply with the requirement to consider whether TUPE applies to some or all of the staff currently undertaking work as part of that contract. There is also the risk of a disruption to services to homeless people if the

end of the contract is not managed effectively. These risks will be mitigated by extending the contract and managing the transition to a new arrangement.

27. There is a risk of failing to secure government funding if the model of delivery is not aligned to the DHLUC priorities. The review of the resettlement pathway will consider this as part of the further work to reshape the pathway.

28. **Implications –.**

- **Financial** – The request to extend the Early Intervention & Prevention contract can be met from existing budgets.
- **Human Resources (HR)** – Any changes to future service provision will need to consider whether TUPE legislation applies and whether any staff currently contracted to deliver these services through a third-party contract would need to be transferred to a new provider or to the council should services be transferred in house.
- **Equalities** – The Council is mindful of the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions). There are no adverse impacts expected in terms of equalities from the decisions in this report.
- **Legal** – Legal Advice on potential future TUPE implications needs to be sought once a future service model is agreed.
- **Procurement** - Procurement have considered and approved the request for a waiver of CPR 11.3.2. for the extension of the current Early Intervention and Prevention Service for Homeless Persons to be contracted for a further 6 months beyond its expiry for the period from 1st April to 30th September 2023 at a total cost of £46,638.50. Procurement supports this waiver request to enable the conclusion of the review and full consideration of the implications for the current service and service users, to be completed within the 6 months extension of the current contract.

- **Crime and Disorder** – An effective outreach service intervening early in rough sleeping and engagement in intensive working before entering service or while in service will help reduce crime and disorder and the perceptions around ‘street culture’ in the city.
- **Information Technology (IT)** – there are no IT implications.
- **Property** – there are no Property implications.

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Annexes:

Annex A – Summary of the first phase findings of the review of the Resettlement Pathway

Annex B – Summary of the current model of Resettlement provision

Abbreviations:

CWS - Community Wellbeing Service

DLUHC - Department of Levelling up Housing and Communities

EI&P - Early Intervention & Prevention

H-CLIC - The Homeless Case Level Information Collection

RSI – Rough Sleeper initiative

TUPE – Transfer of Undertakings Protection of Employment