Independent living for the most excluded:

Case studies of Local Authorities and third sector organisations working together to help vulnerable groups into homes and jobs

For LA commissioners and SP teams, and third sector SP providers

A joint project between the Office of the Third Sector and the Social Exclusion Taskforce

Find out more about Government support for the third sector – charities, community groups, and social enterprises

www.cabinetoffice.gov.uk/third_sector

Find out more about how services can work together to help vulnerable people into homes and jobs

www.hmg.gov.uk/linkuplinkin
Introduction

The socially excluded adults public service agreement (PSA 16) aims to ensure that the most socially excluded adults are offered the chance to get back on a path to a more successful life, by increasing the proportion of at-risk individuals in

- settled accommodation; and
- employment, education or training.

The Socially Excluded Adults PSA is one of only 30 agreed across the whole of Government, and is the first agreement that has focused specifically on the needs of the most vulnerable adults.

A home and a job are the core foundations of normal, everyday life which the majority of people take for granted. The PSA focuses on four client groups who are particularly vulnerable to multiple forms of disadvantage, and who may be negotiating a difficult transition such as leaving prison or long-term care. These two factors make them particularly at risk of falling into persistent exclusion, but also means that they are in contact with the services that could and should make a difference.

The four groups are:

- Care leavers
- Offenders under probation supervision
- Adults in contact with secondary mental health services
- Adults with moderate to severe learning disabilities

Adults with multiple needs are typically in contact with a range of services, but tend to benefit less from the support they receive because their lives and engagement with these services are too chaotic. Effective inter-agency working is therefore crucial in ensuring a more coherent and personalised response to their wider needs.

Some people in PSA 16 groups will have been aided in independent living by Supporting People. The direction under the Local Government Performance Framework that authorities should have greater freedom to spend their funding more flexibly on their local priorities presents an opportunity for Local Authorities to make the most of good practise to commission services which meet the needs of PSA 16 groups in flexible and innovative ways. At a time of pressure on public finances tighter local budgets, full flexibility is more important than ever and pooling budgets can help drive innovation to support vulnerable people in a range of different situations through more tailored services. It is crucial to ensure that existing good practise is not lost in this new freer environment.

In 2009 the Office of the Third Sector and the Social Exclusion Task Force investigated four places where Local Authorities have used Supporting People Funding to help individuals from PSA 16 groups into jobs and homes, to inform our understanding of the third sector organisations which provide these services. This guide makes those case studies available outside the Cabinet Office. It sketches the organisational structures in each place and the ways they help PSA 16 groups, and gives contact details for each. We hope it will be useful to Local Authorities commissioning independent living services for vulnerable groups, with an eye to achieving multiple outcomes for individuals. We hope the examples it contains will inform Local Authorities’ thinking about provision for excluded groups, and also about their Duty to Involve, looked at as part of the Comprehensive Area Assessment. The effective partnership working demonstrated in these case studies also has applications for the wider relationship between local authorities and third sector organisations.

We also hope that Supporting People providers will be able to identify ways of working and developing strategic relationships that will strengthen their connections with local authorities, as well as the wider third sector who may be able to provide complementary services, enhancing the benefits and opportunities for the service user.
This study has accepted that individual areas may wish to come to a mutual agreement for measuring best value and for this reason we have not exclusively assessed value for money or looked at the financial benefits of housing related support against CLG’s new financial benefit modelling tool. The important element is that it is a mutually agreed measure to demonstrate the preventative value of services. It was a recurring theme in all 4 case studies that measuring this value for money and added value of the service was essential to effective crisis prevention and reducing the need for more intensive and costly interventions, leading to better outcomes for citizens and savings to the public purse.

**PSA 16 clients in SP services**

<table>
<thead>
<tr>
<th>Client Type</th>
<th>No of clients</th>
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<tbody>
<tr>
<td>Care Leavers</td>
<td>1800</td>
</tr>
<tr>
<td>Offenders</td>
<td>8500</td>
</tr>
<tr>
<td>Mental Health</td>
<td>36,300</td>
</tr>
<tr>
<td>Learning Disabilities</td>
<td>30,700</td>
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(Data taken from household units for AAs as at 31\textsuperscript{st} March 2009. This is a snapshot of capacity of SP services.)

**Key findings**

1. Both the local authority and the service provider need to be rigorous when demonstrating the value of investing in these services. Evidence of the financial savings gained from preventative services will need to be gathered and communicated - using OTS’ social return on investment (SROI) model, CLG’s Supporting People financial benefits model, or a mutually agreed local version. One authority examined has commissioned the local university to build in local data to the CLG model.

2. Supporting People is about preventative services. By investing in these services, the local authority will avoid additional expenditure of greater value in the future, allowing resources to be used elsewhere. Positioning themselves as preventative services, rather than a service helping politically unpopular groups, is going to be more effective for directorates and providers. The value of investing at an early stage to save money later needs to be communicated at the highest levels of the authority and providers should be working with councillors, portfolio holders and directors of services to recognise this.

3. It is important for providers to invest in understanding and influencing the local strategic objectives behind commissioning services. They need to be actively building relationships with statutory partners to understand their needs. For small providers this may mean developing informal relationships with other providers to share information. Providers can then work in partnership to represent the each other on LSPs or other strategic boards.

4. The Housing sector needs to look beyond its own ranks and engage with the wider third sector to offer holistic packages of services, whether delivered via contracts, consortium, formal partnership working or memorandum of understanding. It also needs to engage with general third sector support services as well as housing specialist ones in order to effectively position themselves strategically and take advantage of funding from all sources. In practice this could be as simple as ensuring they are on the membership or mailing list for the local CVS newsletter or a member of umbrella organisations such as SITRA, ACEVO, or NCVO.

The unringfenced Supporting People funding offers opportunities to provide more flexible services that include skills and training provision enabling people to obtain jobs alongside traditional housing support.
### Case study: Norwood and Redbridge Council

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<tr>
<th>Name</th>
<th>Norwood</th>
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<tr>
<td><strong>Client Groups</strong></td>
<td>Adults with learning disabilities, people with multiple needs</td>
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<tr>
<td><strong>Background of Service Provider</strong></td>
<td>Norwood is a charity that supports Jewish children and adults with learning disabilities. This case study features the North East London Area of Norwood working with Redbridge Local Authority.</td>
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<tr>
<td><strong>Current Services</strong></td>
<td>Norwood provides Adult Services and Children and Family Services. The Adult Services are divided into 3 categories: Housing and Support, Supported Employment Services, and Adult Opportunities. Norwood provides a range of Supported Living and registered Housing and Support for service users, from self-contained flats to specialist purpose-built homes. These range from 24 hours a day support with sleep-in and waking night to those who need minimal support to maintain their independence according to individual need. These, are located in Redbridge itself and also in Harrow, Barnet and across Berkshire. They ensure that service users have the appropriate help with every day needs as well as providing for social and leisure needs, promoting active lifestyles and the support of Jewish cultural observances and traditions according to the individual. The Local Authority completes a Community Care Assessment which looks at the eligibility of each potential service user and then arranges another assessment at individuals' homes. This determines how best Norwood can meet their needs and how many hours' support individuals will need. Norwood endeavours to respond to all requests for support and provision and liaises with the Local Authority how best put the necessary resources in place ie: specialist support worker trained in Aspergers or sensory impairment. Supported Employment Services help service users acquire new skills, in order to develop and improve social skills and find employment. A personal Norwood Job Coach assesses each individual, helping them to decide what they want to do, in particular whether to opt for training or employment. Job coaches also arrange half day taster sessions of certain careers and workshops to inform service users about the interpersonal and social skills required for work. Adult Opportunities services support individuals to make new friends, pursue their interests and to live their lives to the full. Norwood believes that leisure and friendships should play an important role in service users' lives as it improves health outcomes and supports independent living. In an attempt to create necessary stability, Norwood develops with each adult with a support plan based on their Person Centred Plan (this exercises a real choice in everything they do to ultimately give them control over their lives); new activities provide the opportunity for service users to gain new skills which may lead to further accredited training and/or employment. Personalisation and personal adaptation of their service is key to Norwood's outlook, using Person Centred Approach. Norwood ensures where possible that service users chair meetings which determine their options, which are attended by those that the service user has invited and can support their aspirations. Other key individuals are able to feed into the process as appropriate outside of the meeting.</td>
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### Partnership Working

Redbridge’s strategic approach to service providers ensures that they are constantly in touch and that they know personally all the main members of staff from each organisation. They also make sure that they are kept up to date with changes the service providers go through. Norwood’s branch in Redbridge has a good relationship with the Supporting People Team at Redbridge Local Authority. Norwood has been receiving funds from Supporting People since the programme’s formation in 2003 and believes that Redbridge’s Supporting People Team invest effectively in partnership working. They appreciate how the team are constantly involved with their work and giving them advice regarding contracts. Safe Guarding Issues have occasionally been a difficult issue to manage for the Local Authority and the service provider, balancing the essential requirement for effective safe guarding with proportionate monitoring requirements. However, they have learned to work together to come up with constructive ways to resolve issues as well as ensuring that they have representatives from Care Management attending to ensure that standards are maintained and even exceeded and Redbridge recognises Norwood’s good practice in this area.

Redbridge authority recognises the benefits of involving its providers in strategic planning and development of services. In addition to their Local Strategic Partnership, the Redbridge SP team actively support and attend a Supporting People Provider Forum, which brings together all local providers. This body enables providers to share information, solutions to problems and discuss emerging issues. It is also able to make most efficient use of members’ time and resources by electing representatives to attend other strategic meetings. One of the most valuable results of this working has been a regular seat for providers at the table of Commissioning Boards. Norwood play an active part in attending a number of provider forums and are represented on Redbridge Strategic Partnership Board as well as having representation on the Housing and Commissioning Boards. Norwood also has the role of elected representative from the Provider forum.

Norwood believes that co-operation between other service providers is key in improving and maintaining their quality of service. They believe that in collaborating closely with other service providers they can learn from each other enhancing good practice. They currently have a joint service with “East Living”, a housing association in North-East London, in which Norwood is the Support Provider whilst East Living provides the accommodation. Norwood also works with a number of housing providers including JCHA and Sanctuary and are looking to develop further relationships to enhance our housing options.

Norwood recognises the need for effective communication with all parts of the local authority, from officials to directors to Councillors. Redbridge is committed to ensuring all it’s activities meet the

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A service user with learning disabilities and related mental health problems weighed over 23 stone when he started to be supported by Norwood. Norwood discussed with him where he would like to live and he decided that he would like to live in shared accommodation. Norwood carried out a Risk Assessment with the service user due to concerns identified by both him and staff and they decided together that this living situation was not in fact beneficial for him, as it made it hard for him to manage his eating. The team at Norwood developed a new service for him which involved the service user moving into a self-contained studio flat. He lost 10 stone, managed to make many new friends and gained confidence. The move was cost effective, with Norwood looking into the best place possible within the amount of money allocated for this individual whilst considering the best possible support and staff hours on top of this. As he lost weight and gained confidence, he cut down on his monthly medication leading to healthcare savings as well as improved health. This service user is currently working with the Supported Employment Service to acquire an office-based job.
principles of the Compact between Government and the third sector, and adhering to these principles has made an important contribution to maintaining the good relationship and tackling any difficulties.

*Felicia Behan, Team Manager, Norwood:* “It is very important to share good practice. If we deal closely with other service providers, we can learn from each other to improve our services”.

*Bernice Davis, Supported Housing Development Manager, Norwood:* “Redbridge have been quite receptive in terms of making changes to our contracts and they have always been very approachable”.

*Felicia Behan, Team Manager, Norwood:* “We see the Local Authority as partners rather than monitors […] It is so much easier to be able to readily discuss any problems we may have over the phone rather than never being able to get any correspondence from the Local Authority. Due to this good relationship, we can get so much more done and they are always happy to help”.

*Asifa Ali, Supporting People Manager, Redbridge Local Authority:* “Norwood are approachable and responsive”

**Multiple Outcomes**

As many service users require long term support, Norwood understands that full independence may not always be possible. However, Norwood works to support service users improve their quality of living and independence whatever their support needs. However, Norwood has seen many of their service users use their support to gain full independence.

Norwood and Redbridge recognise that personalisation can impact on cost of service delivery and as such works within a range of costs that reflects the individualised service provision. Redbridge Local Authority finds this to be justified by the high level of service and often subsequent savings in individuals’ increased independence or achievement of paid work. They discuss ways to better their services and to consider how the same results can be achieved whilst spending less money. The personalised nature of Norwoods services means that the cost per individual per interventions can vary significantly, but both Norwood and Redbridge recognises that this tailored approach is major contributor to the success of interventions. Nonetheless Norwood estimates that they estimate a saving £37 000 per annum for each service user who avoids a return to a mental health care unit.

Norwood are currently finalising a document called “Cost Benefits Analysis” which will show what they use funding for in general and how they plan to ensure their continuation of good effective services. Redbridge’s Cabinet Member has taken interest into its creation and is planning to present it to Cabinet in the near future.

Norwood has recently commissioned a Benchmarking exercise with SITRA in order to compare our services against other similar providers.

A service user with learning disabilities and related mental health problems was originally supported for four years in a group home without making significant progress towards independence and became very detached from the others living there. He expressed a wish to live in his own flat to become more independent and was supported by Norwood to do so. On moving in to private rented accommodation, it soon became clear that the landlord did not understand his needs and made life difficult. This resulted in a worsening of his mental health state with threatening suicidal thoughts. Alternative accommodation was found with a more sympathetic landlord and with Norwood’s support the service user retained his ability to manage his tenancy and independent living skills. Due to his stable accommodation and independence, the service user was able to continue with his ambition to study to become a social worker at university. Norwood helped him to get on a course and he is now studying at university. Norwood no longer needs to support him as he has now become fully independent.
Asifa Ali, Supporting People Manager, Redbridge Local Authority: “In my opinion, we expect to receive better services with more outcomes from the service providers whom we give more money to. This is something Norwood achieves.”

David Lione, Learning Disability Services Manager, Norwood: “You can have numbers but these numbers don’t necessarily equate to quality.”

Future Plans

The local authority and the service provider have seen no change in funding relations since the removal of the Supporting People ringfence. This is predominantly due to the relatively long contract between the two organisations, which promotes stability. As Redbridge is already able to see Norwood’s good value service provision, and the services they provide already encompass many of the opportunities for flexibility which the ringfence removal is intended to promote, the Local Authority and provider consider the ringfence removal is unlikely to change their current funding situation. In fact, the change to the ringfence opens up the opportunity to explore contracts jointly funded by the Supporting People team and the Social Care team, providing the flexibility needed to effectively meet the needs of service users.

Work is underway to develop further strategic links with other parts of Redbridge Council to examine how the services contribute to wider targets, particularly around crime reduction. Links are also being made to wider profile raising campaigns such as National Mental Health day. This will form part of a campaign to raise awareness of the preventative nature of services with decision makers at Redbridge and neighbouring local authorities.

Local outcomes information from the national SP outcomes framework is used to highlight the benefits of the programme for service users.

Contact Details

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Redbridge Supporting People Team
Asifa Ali
Supporting People Manager
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### Case Study: Foundation Housing and Leeds City Council

<table>
<thead>
<tr>
<th>Client Group</th>
<th>Ex-Offenders</th>
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<tr>
<td><strong>Background of service provider</strong></td>
<td>Foundation (formerly Foundation Housing) is a charity working across the North of England which supports the most vulnerable and excluded groups towards independence and inclusion. This case study features the work of Foundation with ex-offenders in the Leeds Local Authority area.</td>
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<tr>
<td><strong>Current Services</strong></td>
<td>Foundation supports the service user by making contact with them either before or when they leave prison, including a through-the-gates service. Service users are referred by Offender Managers, Multi Agency Protection Panels, and prisons. Within the Leeds area, they have 60 staff who provide support to over 650 customers, either in managed accommodation or on a floating support basis. They ensure that all service users have access to at least temporary accommodation initially, and step by step they try and help the ex-offender return to independence whilst avoiding reoffending. They have a temporary emergency accommodation contract which makes it easier to meet any initial emergency accommodation needs.</td>
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<td>Foundation supports the service user in various ways. They complete a needs assessment with all new service users to determine their support needs, whether this is work on substance misuse (run on a one to one basis by local treatment providers) or help in attending Probation meetings. Whilst in this temporary accommodation, Foundation visit the service user at least weekly, according to need. From there, Foundation and the service user agree a support plan to empower the service user to move onto a single tenancy.</td>
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<tr>
<td><strong>Partnership Working</strong></td>
<td>Foundation works to understand broader current housing and support issues by sitting on the board of Safer Leeds, Leeds Supporting People Provider Forum, Leeds Housing Partnership Executive and Leeds Homelessness Forum, where they have a high profile. They use organisations such as Homeless Link, Shelter, SITRA, and National Housing Federation to extend their understanding of the sector and receive advice on issues from evidencing and partnership working to consultations and training.</td>
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<td>The relationship between the Local Authority’s Supporting People Team and Foundation has been positive over many years due to good communication and strong performance by the service provider. They are exceeding their Local Area Agreement (LAA) targets after Quarter 1 2009 and the Council attributes a large part of this success to the flexibility and innovation of their third sector delivery partners. Leeds Council has adopted National Indicator 141 in its LAA which has raised the profile of Supporting People services and shown that they have a clear role to deliver. Crucially, the council shares the risk, accepting that some performance issues are outside the control of the providers. However, this does not mean lower expectations and a rigorous Quality Assurance Framework is in place to ensure effective delivery. Where innovation and effectiveness is achieved, additional funding has been provided to expand frontline services, making a real difference to services users in Leeds.</td>
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<td>Foundation says that the Supporting People Team is always available to speak on the phone and is always happy to advise regarding any issue. The Supporting People Team believe this should be standard practice as by being able to keep good communication, they can ensure problems are resolved quickly and inexpensively. If this should not be the case, they use the positive experiences to improve their communications with other providers, resolving tensions and improving performance.</td>
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<td>The most difficult conversations are always about value for money. Councils have to achieve efficiency savings while the provider needs to ensure quality of service delivery. These tensions are managed by having a clear, consistent and transparent process to identifying savings. The end</td>
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result is a negotiated settlement with an element of compromise, but acceptable to both parties. The use of the local Compact principles to guide this process is considered valuable.

Very broadly, Foundation’s average hourly cost is £22.50. If you support someone for 5 hours a week to sustain tenancy and to avoid re-offending, this is £5850 a year. Prison costs £35,000 to £45,000 a year, while even Foundation’s most intensive support would be no more than £15,000.

Foundation believes that the Supporting People Team at Leeds Local Authority are straight forward in what they ask from the service providers and says that this makes them work well together. When the Local Authority makes a new request, Foundation discusses with them to ensure they correctly understand their goals. The good relationship between the service provider and the Local Authority means that Foundation are involved in developing strategies, enabling them to fully sign up to delivering them. The understanding of each other’s priorities and operating constraints allows both organisations to reach an acceptable compromise.

For Foundation, working with others is crucial in ensuring that their services are delivered to a high and effective standard. Service providers within the Leeds area make certain that they meet up frequently to discuss new developments and get advice from each other. The Local Authority facilitates service provider forums, to make sure that they are well connected with each service provider ensuring good feedback.

Foundation has links with many local agencies as well as links with Jobcentre Plus in order to give the service users the best opportunities to receive either employment or training. The service provider has employed a former service user to work in their Bradford team and 12 former service users currently work as volunteers across their branches. In addition to developing employability skills, this provides a way for Foundation to evaluate how individuals cope with employment as well as giving them the opportunity to return something to the organisation. Service users are also represented at trustee level, with Foundation making applications to the Charity Commission to waive the criminal records regulations; a waiver they have been happy to provide in light of the significant benefits in confidence and skills that this provides to the service user trustees. Foundation believes this has evident benefits for their service provision and also for service user trustees. Foundation links with other charities to deliver constructive volunteering opportunities in other organisations. An example of this is CREATE, a social enterprise in Leeds where some service users help provide catering around the Leeds area. Foundation are always keen to arrange such partnerships with organisations in order to provide the service users with as many options as possible regarding accommodation and employment.

MAPPA (Multi Agency Public Protection Arrangements) play an important part in Foundation’s partnership work. In one instance MAPPA decided that there were too many agencies within the Leeds area, overloading a client. Foundation was appointed to be the lead organisation for this individual, due to their well known high quality work and the level of trust established with this client. The success of this lead organisation approach is now an accepted standard option when planning for difficult clients.

Multiple Outcomes

Foundation works to prevent ex-offenders reoffending and to influence them towards independence. Foundation has 100 places available for emergency accommodation which means no-one is left without temporary accommodation, making them harder to reach for permanent housing and a journey towards employment. Foundation also has capacity to support 6-8 high risk ex-offenders in temporary accommodation, which is arranged through MAPPA. This is a responsive and high quality service which offers secure accommodation for high-risk ex-offenders who might not cope well in some of the other accommodation offered.

The majority of tenancies offered by Foundation are through the private rented sector. Service users with a higher risk of re-offending are placed in single let properties in order to avoid influencing other service users. Foundation appreciates that debt issues may make it difficult for a minority of service users to sustain private tenancies; in these cases they arrange for them to stay in social housing. Foundation ensures that it links up with other specialists to deliver comprehensive support to Service Users if there are areas of need which cannot be met within Foundation itself. This results in quality services provided in a structured fashion.
The Supporting People Team has all their partners audited to understand where money is going and ensure that money is being used effectively, avoiding over-funding. The Local Authority has also commissioned research by Sheffield Hallam University to use the CLG (Communities and Local Government) Supporting People financial benefits model to demonstrate the wider benefits for Leeds.

Foundation feels that there is a healthy competition between the service providers in Leeds in order to achieve the best results. They believe that this improves the value for money and quality of the support provided. Foundation ensures that each home contains appropriate facilities such as CCTV and is adequately furnished before service users move in. To ensure new tenancies come about efficiently without over or under funding, the Local Authority may pay quick one-off furniture grants from the Homeless Prevention Fund so that it is easier for Foundation to get service users into accommodation. Foundation has developed an “Inclusion Score” to help measure the social benefits of this work, for example looking into whether the service users are on the electoral register, registered with GPs or using local facilities such as libraries and leisure centres.

After finding a service user permanent accommodation, the staff and user decide the next course of action, often looking into employment or training. They ensure that the service user is ready for this step up, doing a needs assessment to see what is needed. Foundation and Leeds Local Authority believe employment to be paramount in the service users’ way towards independence.

A few years ago, the rate of service users achieving independence through Supporting People services was 59%. Leeds Local Authority were not satisfied and asked service providers to attempt to increase this number to 70%. Due to innovative work and a reconsideration of their services, they managed to increase it to 82% within a year. Foundation managed to get 86.8% of service users into full independence within the 2008/2009 period, by providing needs-led, individualised, holistic support to service users.

Foundation received into its care a 19 year old man who had been in prison and had mental health issues. When he left prison, Foundation found him immediate temporary accommodation and was supported by an intensive MAPPA. However, he re-offended a few times within a few weeks so they decided to give him stability by moving him into a flat. They arranged meetings with mental health specialists to assess his condition. They informed Foundation that this service user was too high risk to go into employment but 10 months in, he is no longer high risk and Foundation has helped him to go to college. This has given him stability and he has frequent meetings with an educational advisor.

Future Plans

The removal of the Supporting people ringfence has not led to immediate changes in the operation of the local authority, or the relationship with local providers. However, this may change as existing contracts reach their expiry dates. The biggest challenge is anticipated to arrive when councils are under pressure to make budget cuts and the Leeds Supporting people team are developing plans to make providers aware of budgetary pressures and contingency plans that will be put in place.

Both providers and the Council SP team are aware of the need to make an exceptional case for housing-related support services, clearly linking them to wider benefits and savings. They have commissioned the Sheffield Hallam University to develop a local version of the CLG Supporting People financial benefits model to demonstrate the benefits to the local economy and budgets. Interim findings are expected in December.

Senior Councillors and executive members are briefed regularly on Supporting People and the
Sheffield Hallam research will be used to enhance the impact of these briefings.

Both the Council and Foundation view the removal of the ringfence as bringing an opportunity to link services around education, employment and training. The lack of monetary support for training has been a problem for Foundation over recent years, so the ringfence removal is welcomed as making it easier to fund this element of work. The increased flexibility to their service will allow Foundation to better meet the service users’ needs.

The Council wants to avoid diluting housing services, but is looking forward to tying up complementary services and is keen to see providers develop tailor-made packages that provide the flexibility to meet individual service users needs. As part of this, Foundation has developed an ‘Inclusion Score’ to examine what happens to users throughout the their time with Foundation. The score examines questions such as “Are you on the electoral register?” These scores help measure the impact of Foundation’s services in helping users to become functional, participating members of society. This approach is particularly recognised as important for learning disability cases and can be used to assess the impact of the personalisation agenda.

Paul Belbin, Foundation Housing’s Service Director: “Employment and training is an extremely useful in gaining our service users’ independence”.

Service user, Foundation Housing: “Since being a client of Foundation, I have become involved in organising “Open House” activities for other clients, I’m on Foundation’s Board of Trustees and I work on a voluntary basis. I could not have done it without the support I got from Foundation”.

Contact details

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Supporting People Manager
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www.leeds.gov.uk/supportingpeople
Case Study: Tyneside Cyrenians and Newcastle City Council

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<th>Client Group</th>
<th>Ex-Offenders and people with Mental Health problems</th>
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**Background of service provider**

Tyneside Cyrenians was formed in 1970 by a group of people who were concerned about the lack of facilities in Newcastle and Gateshead for people who were “sleeping rough”.

With the advent of the Government initiative, ‘Supporting People’, the Company introduced a new mission statement in 2002 which reads:

“Tyneside Cyrenians is committed to offering vulnerable homeless people a better quality of life. We will work in partnership with our residents to produce individual support plans that meet the needs of our service users”.

**Current Services**

Tyneside Cyrenians provide a wide-range of services for homeless individuals in and around Newcastle, and for 5 other local authorities. Services range from emergency access accommodation, to resettlement services, drug services and supported accommodation. This case study focussed primarily on the evolution of the Adults Facing Chronic Exclusion Project (ACE), although the contribution of wider partnership practices and programmes was also examined. The success of the ACE project was sufficient to attract mainstream Supporting People funding.

The Tyneside ACE Project works with chronically excluded individuals who are not accessing existing services or who are deemed to be inappropriate for existing provision, often because of complex needs. It uses day and night outreach to seek out excluded individuals who include rough sleepers, sex workers and those with drugs, alcohol and mental health problems.

The unique feature of this pilot is that all the project workers are ex-service users who have in the past experienced chronic exclusion. These are the people with whom the target group are most likely to engage and can be excellent role models. They are knowledgeable and passionate about the many indefinable barriers to accessing services and possess empathy and insight into how to make contact and initiate change.

Once they have engaged with the ACE team, individuals are helped to access specialist services either by bringing these services directly to the excluded individuals or by accompanying them to appointments to ensure that they actually attend, to advocate for them and to work jointly with these services to promote the best outcome for the individual clients. The project aims to significantly increase levels of engagement and inclusion for adults who are chronically excluded.

**Partnership Working**

The introduction of the Supporting People programme drove a major expansion in the services of Tyneside Cyrenians. The need to develop effective partnership working was absolutely crucial to maintaining this expansion and was recognised by both Tyneside Cyrenians and Newcastle City Council.

Newcastle City Council introduced a Housing Toolkit to set out the structure of strategic relationships for both providers and commissioners. Tyneside Cyrenians began making links with existing strategic networks and support organisations, both in the Newcastle area and more widely. One such link was with the housing umbrella organisation Homeless Link. This paid immediate dividends as Homeless Link used their expertise to support Tyneside Cyrenians through new commissioning processes.

Although not directly represented on the Local Area Agreement, Tyneside Cyrenians recognise the value of it in focussing energy and activity. It has helped Newcastle City Council departments to better focus priorities and at the same time helping to join up services more effectively. The importance of the LAA in raising awareness of the Supporting People programme with Councillors can also not be overstated. Newcastle’s LAA includes the two Supporting People national indicators NI141 and NI142, and there is increasing understanding between partners of the significant contribution that housing support makes in enabling the City to meet its other aims and objectives.
Tyneside Cyrenians contribute to strategic thinking at Newcastle City Council both through their direct contacts at the local authority and the LAA Housing sub-group, but also through their involvement with the local Drugs and Alcohol network and service connections with other Newcastle based providers.

The relationship with Newcastle City Council is particularly effective, with both sides identifying having named contacts to deal with, as a very positive situation.

The trust that has developed from this working relationship has also assisted when difficulties were encountered on one of the test projects. It was found that provision of the service was incurring greater costs than had been anticipated. Tyneside Cyrenians were able to secure additional funding as through their rigorous monitoring of the project identified the source of the unexpected costs and they were also able to evidence the positive outcomes for service users and commissioners. Subsequently users of the project were involved in a substantial redesign of the project which is now operating effectively and efficiently.

Newcastle City Council is aware of the value of having a robust market of service providers. Newcastle City Council use a range of outcomes, quality and performance data, alongside annual reviews incorporating views of other partners and service users, to ensure that services are of high quality, offer value for money and meet continuing needs of Newcastle residents. This ‘whole sector’ approach drives multi-agency working and builds in effective ongoing discussions with providers, giving them clarity on the services expected of them and allowing them to input service user feedback into the City Council’s strategic commissioning process.

Ian Oliver, Commissioner for Preventative Services at Newcastle City Council: “There is a strong and active commitment to partnership working in Newcastle and the ACE Project is another good example of partnership working between a wide range of different agencies with the aim of meeting the needs of some of Newcastle’s most vulnerable and excluded residents."

Neil Baird, Tyneside Cyrenians: “We see it as a partnership. We jointly identify the gaps in provision and work together to decide which ones to fill.”

Multiple Outcomes

The aim of Tyneside Cyrenians, through their various employment initiatives, is to give service users real work experience and a life changing opportunity.

Their ‘Self Build’ project in 2006 was a national first and has delivered a long-lasting legacy to users involved with it. 13 homeless people were employed to build the ‘Garden rooms’ accommodation block for other homeless individuals within Tyneside Cyrenians direct access setting.

Users, or ‘Self-builders’ as they became known, were employed on a fixed term contracts and gained skills used in the construction industry and an NVQ Level 2 in Construction and Civil Engineering. The work was undertaken in unique partnership with Lumsden & Carroll, and harnessed contributions from across the sectors.

The project resulted in seven of the thirteen men who at the outset were homeless, unskilled and unemployed;
- qualifying with NVQ Level 2 in Construction Skills
- establishing new homes
- starting new jobs and
- stabilising previously chaotic lifestyles.

Tyneside Cyrenians are now providing a yearly quota of guaranteed jobs and links to private sector employers, while a property development social enterprise ensures progression and income for the organisation. The buy-in and support from local employers is such that the scheme has continued through the recession, albeit at a slower pace.

The impact of the ‘Self Build’ project was such that the charity repeated the process with the redevelopment of Virginia House, previously the Cyrenians emergency accommodation in
Newcastle City Centre. Throughout the second ‘Self Build’ a cost benefit analysis was undertaken, This demonstrated a significant 89% saving to the public purse.

Mark Sidney, Tyneside Cyrenians: “The skills they develop here really will be the key to a new life and will help them get back on track. There is clear evidence that those taking part are benefiting from a sense of pride, raised self esteem and the prospect of a realistic chance of further employment.”

<table>
<thead>
<tr>
<th>Key Facts:</th>
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<tr>
<td>♦ The package of training, drug treatment and other support enabled three long term unemployed people to sustain full-time employment for a year.</td>
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<td>♦ In the five years prior to this intervention, the participants cost the public purse a total of £ 513,779</td>
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<tr>
<td>♦ During their 6 months at the construction training facility they cost the public purse a total of £7131 which included the cost of the training and on-going treatment for substance misuse problems.</td>
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<td>♦ Since gaining full time employment the three individuals have cost a total of £7826 but have paid £3885 in tax and NI contributions resulting in a net cost of £3941</td>
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<tr>
<td>♦ The annual average cost to the public purse has been reduced by 89% as a result of training, supporting and employing these individuals.</td>
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**Future Plans**

Newcastle City Council, Tyneside Cyrenians and other Supporting People providers are planning strongly for the removal of the ringfence. Effective collation of data and evidence of the value of the services in preventing further, more expensive interventions is seen as essential to maintaining investment in these programmes.

In a time of reduced income and tighter budgets, preventative services and making money go further as seen as the priorities. This is reflected in the change for the Supporting People Lead Officer to Commissioner for Preventative Services, positioning housing support services as an effective investment in reducing the need for more intensive care or support and helping to avoid costs elsewhere .

Newcastle has developed its own robust model for analysing the value of services, but the new Supporting People Financial Benefit model is being examined closely for further supporting evidence and is being applied across all sectors as an example of measuring service value.

A diagnostic employment tool is also being developed by Newcastle City Council, Newcastle Futures, Homeless Link and providers of supported housing in Newcastle to sustain or improve the employment prospects for residents in support accommodation. The tool will help Supporting People providers to get residents or service users market ready, with the Council supporting them through the next stages of applying for employment. It is expected that apprenticeships will make a major contribution to this programme, and user groups are being consulted to inform its further development.

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Case Study: St Basils and Birmingham City Council

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<th>Client Group</th>
<th>Young people who have been in care</th>
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<tr>
<td>Background of service provider</td>
<td>St Basils was established in 1972 and provides a homelessness and accommodation service to young people. St Basils is based in Birmingham, although they also provide services in Redditch, Solihull, Sandwell and North Worcestershire. They provide supported accommodation for young people ages 16 to 25 and a range of support services, both for those that are in St Basils accommodation and for those who are not, including prevention services; housing aid and advice and advice and guidance on education employment and training. St Basils aims to prevent any young person from becoming homeless in the first place and to make sure that those that do need help from St Basils can gain the skills needed to sustain their own tenancies.</td>
</tr>
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</table>
| Current Services      | St Basils has been commissioned by Birmingham local authority to provide an Accommodation Pathway Service for young people leaving care, called Aftercare Accommodation Pathway service. The objective is to improve planning and reduce the use of B&Bs, hostels and prevent homelessness. They provide short term emergency bed spaces for care leavers who have become homeless and work with the Birmingham Leaving Care teams to assess the young person’s housing and support needs, and identify move on accommodation.  

The Aftercare service has made great progress in the provision of housing options for care leavers and has significantly reduced the numbers of young people living in Bed and Breakfast and other unsuitable provision. The aim of this service is to reduce, and in time eliminate the use of this type of accommodation for care leavers.  

The Aftercare service has exclusive access to 2 emergency bed spaces to enable provision of high quality supported short term accommodation for care leavers who become homeless and require an emergency response. One bed space is in a 24 hour cover high support scheme for young men and one for young women. Both offer a high standard of accommodation. The housing and support services are provided by trained St Basils staff and operate under the Supporting People funding programme with top up funding provided from Children’s services for enhanced support.  

Once a young person has been admitted to the scheme, an accommodation based support worker works closely with the young person, the Accommodations Pathways Coordinator and the Leaving Care Advisor to undertake a full assessment of the young person’s ongoing housing and support needs, and to identify move on accommodation.  

All referrals to the scheme are through the Accommodations Pathways Coordinator who is a St Basils’ employee based in the Leaving Care Team who decides on the suitability of the service for individual young people after carrying out a needs and risk assessment.  

The Accommodation Pathways Coordinator and St Basils housing and support staff have joint responsibility with the Aftercare worker for identifying appropriate move on accommodation within 28 days. All efforts are made to identify appropriate alternative accommodation within this time frame. However this timeframe is sometimes extended when there are particular difficulties in securing accommodation. |
| Partnership Working  | St Basils and Birmingham have a very good working relationship, which has developed as a result of bringing to bear their respective skills and experience over many years, to provide the most appropriate solutions for young people at risk of homelessness in the City. St Basils are clear that young people want integrated housing, education and employment pathways, and that there are similar issues around transition for vulnerable groups and care leavers, such as access to information, advice and services. St Basils’ adviser has been co-opted into an integrated team within the Care Leavers Service at Birmingham City Council.  

St Basils also works with other parts of Birmingham local authority, including the Youth Offending Service, Housing and Supporting People services, as well as other third sector |
organisations such as Fairbridge, Action for Children and Save the Children. Birmingham’s Supporting People team is based within their housing team.

St Basils invest their time on supporting Birmingham’s strategic objectives as well as engaging strategically at national and regional level, for example by chairing the regional homelessness strategy implementation group and facilitating the National Youth Reference Group.

### Multiple Outcomes

St Basils employs 180 people across their services as well as employing ex-service users, but currently ensure that there is a 12month period between service users leaving St Basils and employing them directly in support services, to ensure that additional types of dependencies are not created.

They have also achieved the following outcomes:

- 57% reduction in the numbers of care leavers being referred to B&B.
- Young people admitted to the emergency bed securing suitable longer term/permanent accommodation.
- Young people engaging with other support services e.g. Life skills, Learning, Skills and Work, Involvement, drugs/alcohol services.
- Positive feedback from young people on the quality of service provided.
- Positive feedback from Aftercare on the quality of service provided.

They develop skills and encourage aspirations, have agreements with landlords to find good and affordable accommodation, and support Service Users for up to 2 years after finding independence. 91% of those engaged with their Learning, Skills and Work service move into meaningful education, employment or training. 94.8% sustain their subsequent tenancies.

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C.A (young woman) was referred to The Accommodation Pathways while in a secure training centre. The referral for St Basils support was made 4 months prior to her release.

Initially a telephone interview was conducted with C.A for assessment purposes and to explain to her St Basils’ role and the support she will be receiving. Up to this stage C.A had an unsettled way of life and thus was in the care of the local authority.

On the day of C.A’s release, a place was already available for her at one of St Basils ‘women only’ projects. Within her first week with St Basils, C.A joined St Basils football Team which competes in the local (hostels) league. C.A is also joining a women’s group.

C.A will be attending South Birmingham College to register for a catering course. C.A has settled in the project and engages well with the staff and other residents. She still continues to receive support from her aftercare team but also welcomes the extra support she is receiving from St Basils.

All this has given her the impetus to look ahead and recognise her own potential and plan her future in a structured and positive way. A planned move has already been put in place in discussion with C.A. and from the shared accommodation supported project she is in now, she will be moved to a self-contained unit but with full support as she herself does not feel she is ready for full independence yet.
### Future Plans

St Basils have successfully secured funding for 20 posts via the Future Jobs Fund, 10 of which will be in partnership with a construction industry partner and 10 will be within St Basils for young people who are in receipt of St Basils’ services and have been unemployed for at least 6 months.

Via a partnership with a private construction partner and Birmingham LSP partners, including Job Centre plus, these jobs will enable young people to gain skills and employment experience whilst receiving an integrated support package. Both St Basils and the construction partner are keen to ensure that the young people have opportunity to access longer term employment at the end of the funded period.

St Basils and Birmingham City Council will use the Cap Gemini model commissioned by CLG to demonstrate the value of their services.

### Contact details

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