

## **The Vale of Glamorgan Council**

### **Cabinet Meeting: 23 January, 2017**

### **Report of the Cabinet Member for Housing and Social Care & Health**

### **Proposed Pilot Project: Accommodation for Homeless 16-21 year olds with Complex Needs**

#### **Purpose of the Report**

1. To obtain authority for undertaking, with an existing provider, a pilot project which will provide accommodation and support for young people aged 16 -21 years who have high support needs and who are homeless.

#### **Recommendations**

1. That the Council awards a contract for the pilot project to the current provider, Llamau, for a period of up to six months.
2. That the Council's Contract Procedure Rules be waived to enable the award of the contract without obtaining the minimum number of quotations prescribed so that the contract detailed in the report can be put in place.
3. That delegated authority be granted to the Head of Legal Services to prepare, complete and execute the required legal documentation in order to enter into a contract with Llamau.

#### **Reasons for the Recommendations**

1. To provide and evaluate a new 24 hour highly supported accommodation facility for young people aged 16 - 21 years who have high support needs and are homeless.
- 2&3. To comply with the Council's Contract Procedure Rules and Financial Regulations.

#### **Background**

2. The aim of the project is to increase accommodation options for young people who are homeless and young people leaving care who have high support needs. This will help to prevent them having to use unsuitable temporary accommodation, including bed and breakfast establishments.
3. The agenda established in Sustainable Social Services and mandated by the Social Services and Well-being (Wales) Act 2014 is having profound implications for the way in which Children's Social Services are delivered. Parts of the Act relating to

young people leaving care are presenting local authorities with new and different challenges. Part 6 of the Act has extended leaving care duties to young people subject to Special Guardianship Orders. The Welsh Government's 'When I Am Ready' policy is enabling young people in foster care to remain within their foster placement up to the age of 21 years but it does not apply to those young people who are in residential homes and who have higher support needs.

4. As part of its Commissioning Strategy for Children and Young People 2013 -2018, the Vale of Glamorgan Council recognised the need to expand its accommodation options for homeless young people and young people leaving care. In November 2013, Cabinet endorsed the development of shared accommodation for 'move on' purposes for care leavers and young people aged 18 to 21 years. St Marys Avenue shared house has been operational for almost three years, catering for young people with lesser support needs who can maintain their own tenancies with floating support. The intention at the time was to release high level supported accommodation to the most vulnerable young people. St Marys Avenue has always operated at full occupancy with minimal voids.
5. The range of supported accommodation options for young people currently available within the Vale of Glamorgan is summarised in the following table.

<b>Name of service</b>	<b>Support provider</b>	<b>Type of service</b>	<b>Number of units</b>
Safe House Ty'r Fro	Llamau	24 hours shared supported housing 16 -18 years	6 beds
Ty Newydd	Llamau	24 hours shared supported housing 16 -35 years	6 beds
Ty John Rowley	Llamau	24 hours shared supported housing 16 -21 years	6 beds
Ty Muse 217 Holton Road	Gwalia	24 hours shared supported housing 16 -24 years	4 beds
<b>Total</b>			<b>22</b>

6. Access to supported accommodation is managed via the Gateway Panel comprising representatives from Housing, Social Services and third sector providers. During the

last year, all 22 available beds have been fully occupied with only minimum voids due to transition. Demand for supported accommodation has continued to increase as more young people present as homeless and more young people become eligible for leaving care services.

7. The Probation Inspectorate has undertaken a "Thematic Inspection of Accommodation for Homeless 16 and 17 year old Children working with Youth Offending Teams". The inspection report commended many areas of good practice within the Vale of Glamorgan including our partnership working and accommodation options. It expressed some concern about the fact that this authority still depended on use of bed and breakfast accommodation for a small number of these children, in emergency situations where all other options had been exhausted. The overall report on the thematic inspection asked local authorities to make sure that "accommodation provided for homeless 16 and 17 year olds is safe and appropriate to their individual and assessed needs" and "services are tailored to individual needs, including emotional well-being".

### **Relevant Issues and Options**

8. For a small number of young people with complex and varied needs who are excluded from the current range of supported accommodation, we have encountered an increasingly significant problem in making provision available. Because of their needs and behavioural management issues, these young people are not able to live safely in larger group homes. They may have been evicted from a number of supporting living projects and so find themselves in inappropriate temporary accommodation such as bed and breakfast establishments and hostels.
9. In partnership with the Housing Division and Supporting People, Social Services would like to develop as a pilot project a much smaller unit which will offer 24-hour, highly supported accommodation to meet the needs of these hard to place young people. This supported housing project will ensure that individually tailored and wrap-around support is available for each young person. It is proposed that Housing will identify a 3/4 bedroom property which will be rented at the standard rate, thereby avoiding any loss in revenue. The pilot project will accommodate two young people, with the facility for staff to sleep over.
10. The Council currently commissions supported accommodation and supported lodgings from Llamau, the homeless charity and third sector provider. Llamau are based at 236 Holton Road and run the one stop shop, three supported accommodation projects and the supported lodgings scheme. Llamau has worked in the Vale of Glamorgan since 1986.
11. Children and Young People Services currently commission the supported lodgings contract with Llamau. In the last financial year, £62,533 was spent on this contract. The service is monitored on a regular basis by the Contracting and Finance Team and by the Operational Managers in Children and Young People Services, with input from the Team Manager of the 15+ Team. Quarterly meetings are held with local and regional managers from Llamau. At these meetings, we examine income and expenditure against the allocated budget, share information on referral and activity levels.
12. It is proposed that the pilot project service would be commissioned from Llamau, providing for a 24-hour staff presence and employing 3.5 FTE support workers. The pilot project and the staff would be line managed within Llamau's existing Vale of Glamorgan management structure. This would include support and supervision,

appraisal and a multi-tiered on-call system. The current contract monitoring arrangements will be extended to include the new service as a discrete pilot project, with arrangements in place for sharing the range of financial, quantitative and qualitative information that meets the monitoring requirement of the Council. It is anticipated that the pilot project could be operational from 1st March, 2017. Llamau staff work under flexible hours contracts and some existing staff members (who are DBS checked and trained in the models of support) are requesting to take on additional hours.

13. Llamau's delivery of support to the young people would be based around their 'support methodology'. This is grounded in a person-centred and humanistic approach but also incorporates concepts such as 'desistance' and 'metacognition'. One of Llamau's core values is 'not giving up' and they will strive to engage young people in addressing issues around substance misuse, mental health, offending and risky behaviour and where necessary make referrals to other agencies. As a partner organisation, they have worked flexibly and responsively with us to meet the priority needs of young people who are homeless or leaving care. Where necessary, this has involved achieving budget savings without loss of capacity or quality.
14. It is felt to be appropriate that Llamau should provide the pilot project for a period of six months. This would allow sufficient time for it to be set up and for some initial evaluation of effectiveness (in terms of delivery, impact and outcomes for young people and operation within the assigned budget). All Llamau services take part in ongoing evaluation, which includes ascertaining the views of the young people who have used them. The pilot project would be subject also to the Council's contract monitoring process. At the end of the pilot period, a full tender process would be undertaken for any future service provision in this area, if that is the Council's preferred option.

### **Resource Implications (Financial and Employment)**

15. Costs for the pilot project will be jointly funded by Children and Young People Services and Supporting People. It is anticipated that the pilot project will cost £65,964. This is based on existing rates of pay for support workers plus managerial and organisational support costs in Llamau, set up costs for the property and rent,.

### **Sustainability and Climate Change Implications**

16. There are no sustainability or climate change implications.

### **Legal Implications (to Include Human Rights Implications)**

17. The contract will be in a standard form as drafted by Legal Services and the Contracting and Finance Team. The Council's Contract Procedure Rules need to be waived to enable the contract to be awarded.
18. The duty of the Local Authority to provide accommodation to children whose parents are not in a position to provide them with accommodation or care is contained in the Children Act 1989. The priority duty for the Local Authority to provide housing for homeless adults is given by Part VII of the Housing Act 1996. The Local Authority has further duties in assisting with accommodation in relation to those young people who have been looked after but are no longer looked after under the Leaving Care Act 2000 and the Social Services and Well-being Act 2014.

## **Crime and Disorder Implications**

19. There are no crime and disorder implications for this pilot project.

## **Equal Opportunities Implications (to include Welsh Language issues)**

20. The pilot project will deliver services in a manner that will:

- be inclusive and accessible to young people with additional needs, such as learning disabilities, mental or physical ill health, dependence on substances, etc;
- ensure that young people are assessed as individuals, with their unique strengths recognised, engage as partners in identifying those areas where they need help and support, and have a service tailored to meet their assessed needs.

21. This report concerns young people aged between 16 and 21 years and those leaving the care of the local authority. Access to suitable accommodation and support may not be possible for all young people presenting as homeless or leaving care unless there is sufficient provision available.

22. It is a requirement of the terms and conditions of the contract that the successful provider is committed to developing service users' choice in the use of the Welsh Language, as appropriate, in compliance with the Vale of Glamorgan Council's Welsh Language Scheme.

## **Corporate/Service Objectives**

23. This report is consistent with the following Corporate and Service Objectives of the Council:

- To ensure that people have access to comprehensive information about Social Services and other forms of help and support, and are appropriately signposted to help and supported by proportionate assessments, care and support plans, and services which meet their individual assessed needs.
- To have in place clear planning and programme management processes, which are identified in commissioning strategies and annual commissioning plans, and help to ensure an appropriate range of services that deliver equity of access, joined up services and best value from a variety of providers with defined, proportionate budgets directed to meeting service priorities.

## **Policy Framework and Budget**

24. This service is in line with the requirements of the Council's "Corporate Strategy for Children and Young People in need of Care and Support".

## **Consultation (including Ward Member Consultation)**

25. Young people living in any part of the Vale of Glamorgan will be able to use this service and so no individual ward member consultation has been undertaken.

## **Relevant Scrutiny Committee**

26. Healthy Living and Social Care

## **Background Papers**

None

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**Officers Consulted**

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