



# Commissioning for Crisis Response and Homelessness Prevention

Thursday, 16 August 2018





- Shared context, opportunities and challenges for reconfiguring and reframing:
  - Delivery model
  - Incentives
  - How we work together - evidential, transparent and consensual approach
- Building on our culture of homelessness prevention
  - Preventing people from becoming homeless in the first place
  - Effective and rapid responses for people who have become homeless
  - Solutions for people who need some form of ongoing support

## Today's Agenda



- 10.00am Welcome and introductions
- 10.05am Context - homelessness in Newcastle and what we understand about people's homelessness journeys and their needs
- 10.35am Priority areas of focus
- 10.55am Roundtable discussions
- 11.25am 2019-20 procurement
- 11.45am Roundtable discussions
- 12.15pm Next steps and questions





# Context – Homelessness in Newcastle



## Context: Responding to complex needs in the context of austerity



- **Welfare reforms** £129m cut by 2023
- **Austerity** £283m less by 2020
- **Localism Act 2011** locally developed, delivered and funded

### The Homelessness England Monitor 2018

- Homelessness due to loss of a private rented tenancy increased by 400%
- Rough sleeping increased by 169% since 2010

### The National Audit Office report on Homelessness (2017):

- 21% fall in housing services spending and 59% fall in Supporting People funding since 2010
- 60% rise in households in temporary accommodation since 2011

### **Newcastle homelessness:**

- Caused by **poverty** (a crisis in life) and **severe and multiple disadvantage** (a life in crisis)
- UK's largest foodbank
- 18% of 535 debt advice clients with unsustainable budgets (2017-18)
- £3,623,327 of Your Homes Newcastle (YHN) rent arrears (at 31 March 2018)
- 3,056 Newcastle households affected by the "bedroom tax" (at 31 March 2018)





### **National**

- Welfare Reforms and austerity
- Homelessness Reduction Act
- Homelessness Prevention Programme
- Government Rough Sleeping Strategy
- Funding for Supported Housing

### **Local**

- AIN partnership approach
- Newcastle Homelessness Prevention Trailblazer
- Newcastle Homelessness Strategy and Quarterly Homelessness Reviews

# Homelessness in Newcastle 2016-17 to 2017-18



- **727 crisis and supported housing beds** – admits 1,307 to 1,123 of which emergency bed admits 160 to 146, individuals 829 to 760 **down 9%**. **Quarter 1 2018-19** – supported housing admits **377** (of which **121** were emergency bed admits, **280** individuals admitted)
- **Admit reason:** hostel move 362 to 316, relationship breakdown 296 to 185, from institution 144 to 188; over 200% increase in reason for admit not known
- **Evictions:** 191 to 187, 62% for violence\ disruptive behaviour
- **Moves to:** hostel – 454 to 302, independence 224 to 201 **down 10%**, family & friends 208 to 141; only 30% of clients with 'green' move on RAG rating with applications submitted to YCH
- **People sleeping rough** – 5 to 6 average per night, 260 to 254 individuals, 'returners' up 28 to 53

Sector system	Contract	Lead Provider	Commissioned Units	Weekly Support Hours
Homelessness	Crisis accommodation – East	Home Group	67	737
Homelessness	Crisis accommodation – West	Changing Lives	63	546
Homelessness	City wide supported accommodation and resettlement support	Changing Lives	195	897
Homelessness	City wide supported accommodation and resettlement support	Home Group	208	996
Homelessness	City wide floating support for homeless people	Changing Lives	140	301
Homelessness	City wide floating support for people in YHN tenancies	<b>Your Homes Newcastle</b>	590 YHN tenants	
Multiple Exclusion	City wide support for people who are multiply excluded (Outreach and Housing First)	Changing Lives	120	436
Young People	Accommodation and Support for Young People	Home Group	100	674
Young People	Accommodation and Support for Young People	<b>Your Homes Newcastle</b>	26 units of accommodation and floating support for 163 young people	
Mental Health	City wide supported accommodation	Mental Health Concern	68	441
Mental Health	City wide floating support	Karbon Homes	88	301
Mental Health	City wide floating support for YHN tenants	<b>Your Homes Newcastle</b>	40 YHN tenants	





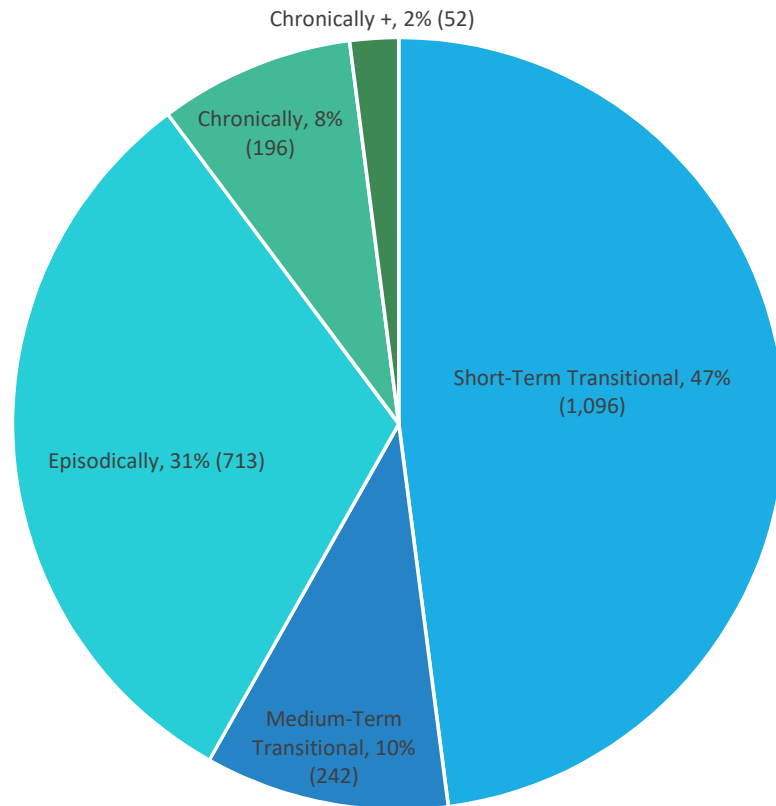
## What we understand about the residents who use our Crisis Response services and what happens to them:

Using the term “**journeys**” implies a **start** and **end**, whereas our data (from Gateway and with the exception of care leavers) is mainly about the **middle** - it’s about their accommodation and support, whilst they are in the Crisis Response ‘system’.





# Using 'segmentation' as a way of helping to understand homelessness journeys



**Short-Term Transitionally Homeless:** individuals who have had 1 episode of homelessness\* for a period of no more than 9 months

**Medium-Term Transitionally Homeless:** individuals who have had 1 episode of homelessness for a period of between 9 months and 2 years

**Episodically Homeless:** individuals who have had 2+ episodes of homelessness of less than 2 years cumulatively

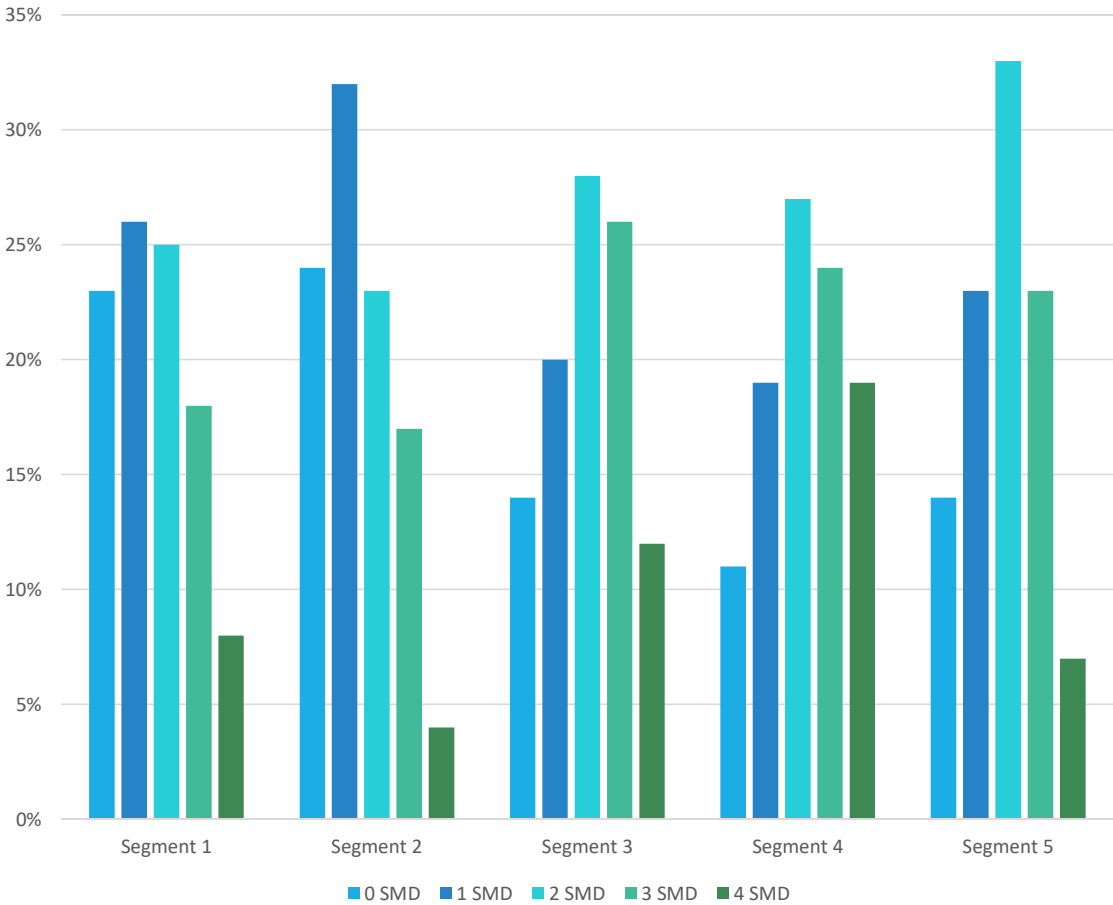
**Chronically Homeless:** individuals who have had 1+ episodes of homelessness of between 2 and 4 years cumulatively

**Chronic+ Homeless:** individuals who have had 1+ episodes of homelessness lasting more than 4 years

■ Short-Term Transitional ■ Medium-Term Transitional ■ Episodically ■ Chronically ■ Chronically +

\* Accessing an accommodation based service  
^ numbers may not sum due to rounding

# SMD Profile



Distribution is broadly similar across the segments – but complexity unknown.

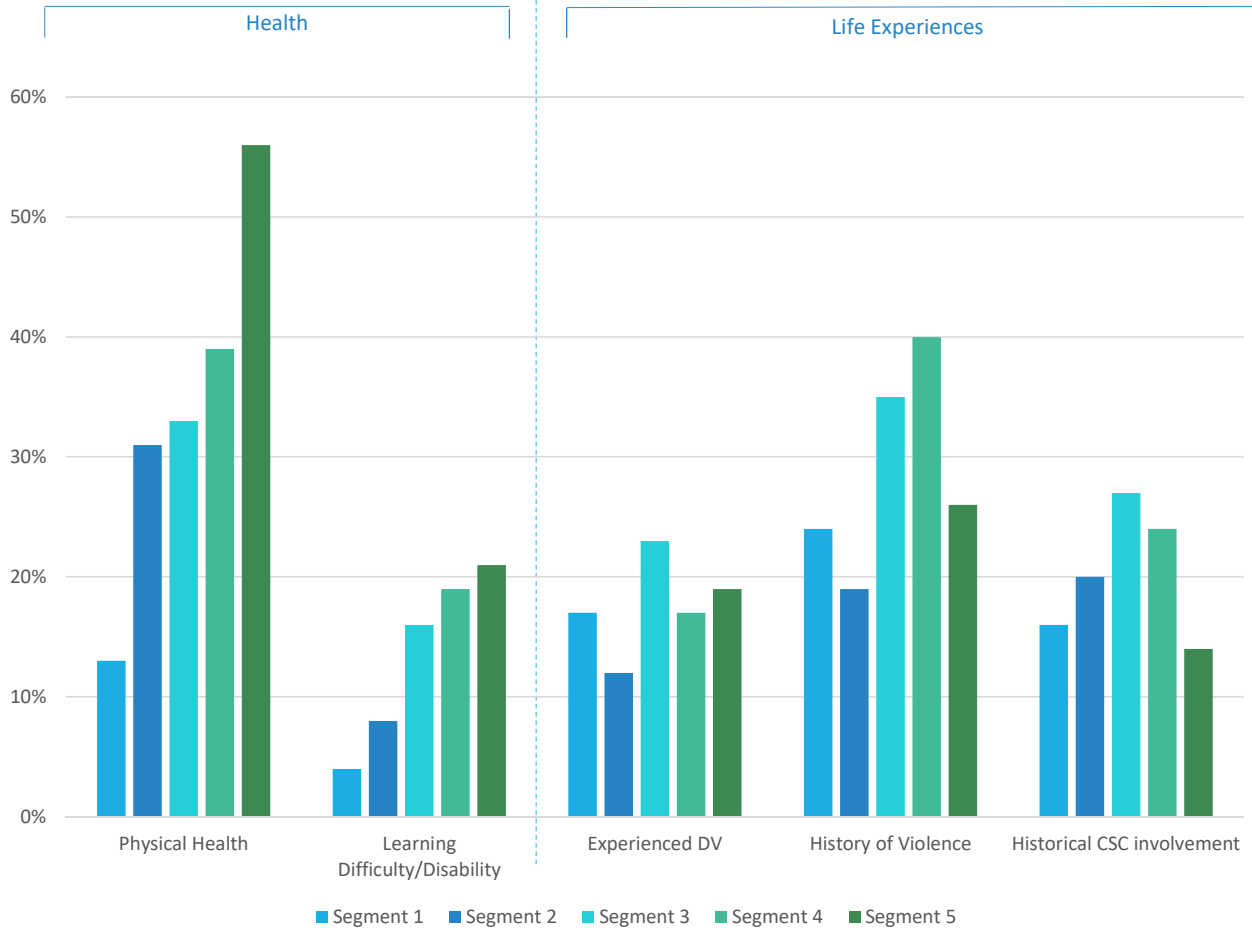
With the exception of segments 2 and 5, offending is the most prevalent need across the segments, closely followed by mental health needs (the most prevalent support need in segments 2 and 5).

There are some issues with the level of needs assessment information held within the Gateway; assessment data only for 70% of the overall population. Missing data has been excluded from this chart.

	Segment 1	Segment 2	Segment 3	Segment 4	Segment 5
Offending	79%	74%	79%	82%	60%
Mental Health	70%	78%	72%	76%	72%
Drugs	50%	44%	58%	57%	47%
Alcohol	52%	46%	49%	49%	63%

NB: Numbers may not sum due to rounding  
 \* Number of people with an assessment across all segments 1606 (70%)

# Other support needs



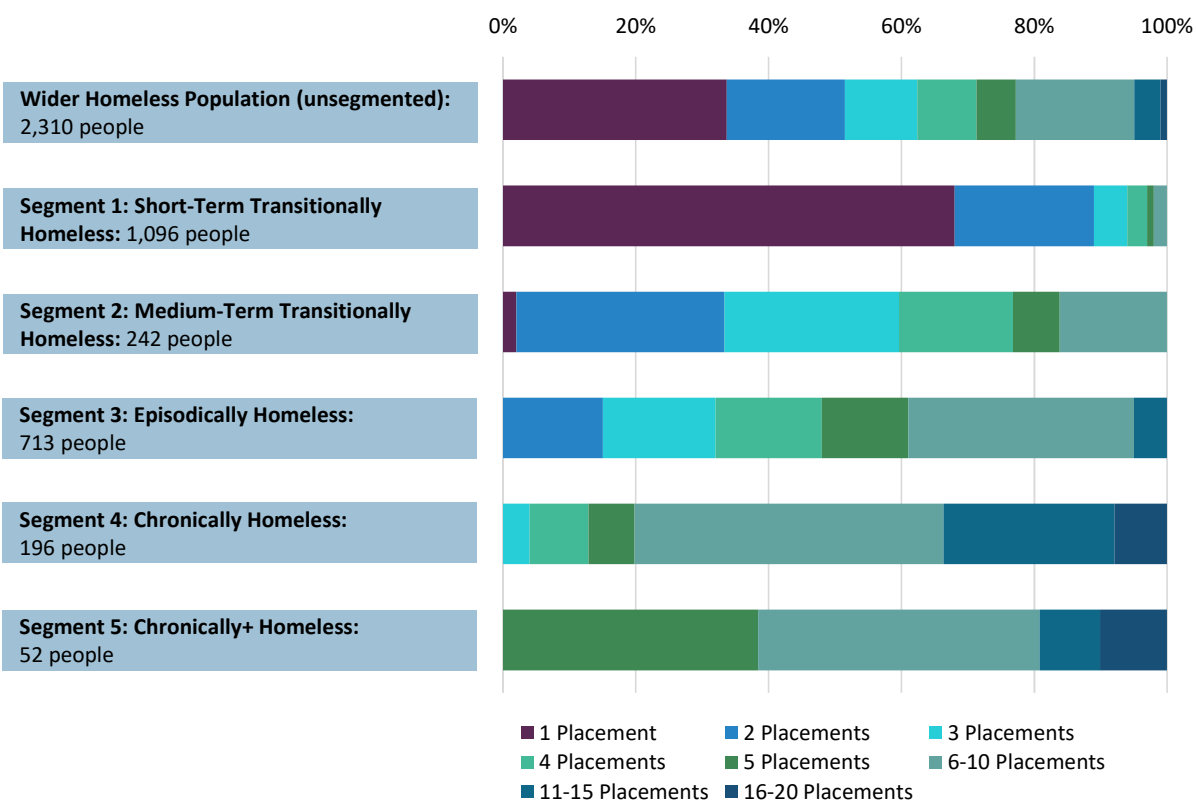
Significant proportion of people across all segments identify needs in relation to their physical health and disclose a history of violence.

Almost a quarter (21%) of the population overall have had some involvement with Children's Social Care\*. This is particularly noticeable in segment 3 in which 27% of the population have a Children's Social Care history.

\* This is a combination of self reported involvement and verified involvement through the matching of CSC records in Newcastle. Involvement ranges from Child with Complex Needs Plan to an individual being Looked After.

NB: Missing needs data has been excluded from this chart.  
Numbers may not sum due to rounding

# Understanding 'churn' between services

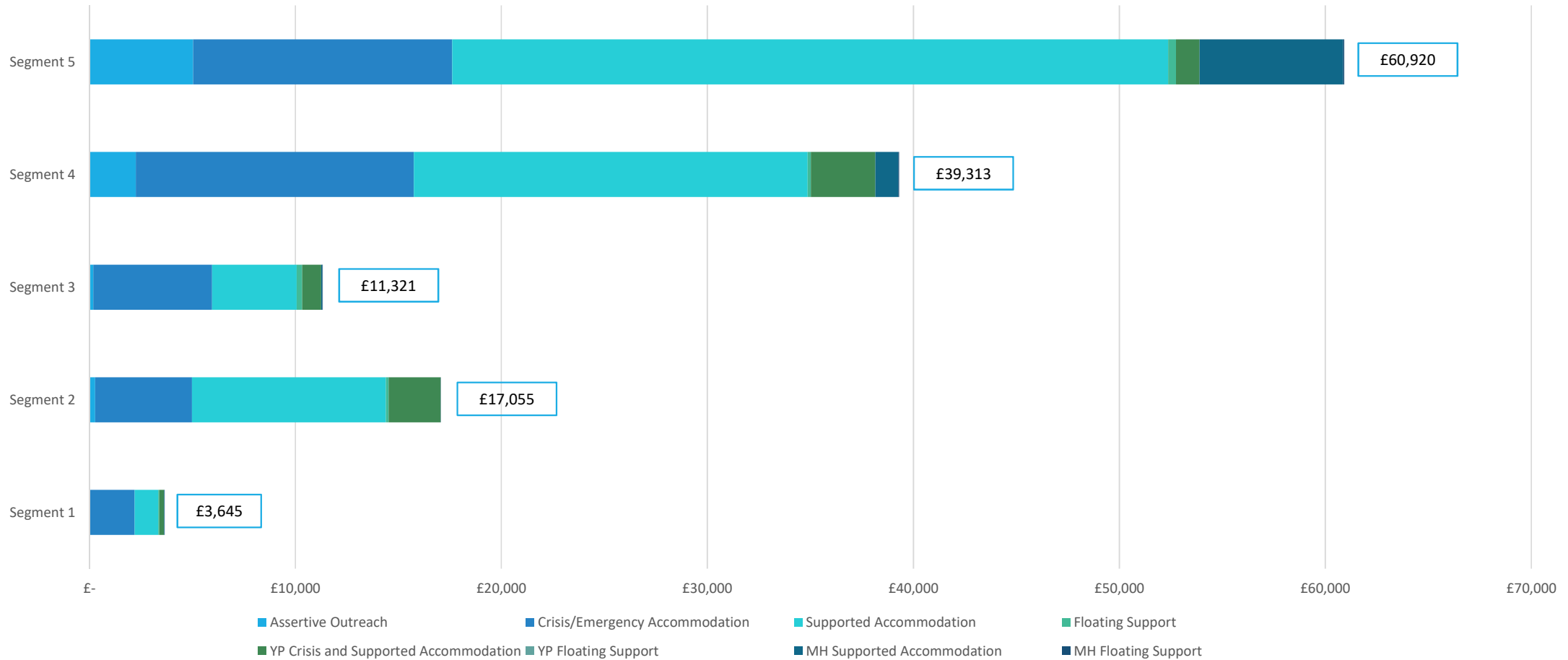


The chart to the left shows the number of placements individuals in each of the segments have had across 1 or more episodes (whilst individuals in segments 1 and 2 are characterised by a single episode, many have had multiple placements which this episode).

Segment 4 has the greatest proportion of people accessing 6+ placements and has no one with fewer than 3 placements. Unsurprisingly, the greatest proportion of people accessing in excess of 16 placements is in segment 5.

→ Numbers may not sum due to rounding

# Costs based on utilisation of homelessness provision



NB: We are awaiting costs for Cherry Tree View and YHN delivered services, as such the costs of these services are not currently included in the above figures. The average cost is likely to be higher than the values shown in the chart once these values have been incorporated.

## Evolution...



- Rutherford Street 40 people in one room 1989
- No bed and breakfast used since 2006
- £8.5m Places of Change – no shared rooms 2007
- £8.5m Places of Change funding, no shared rooms in hostels since 2007, Your Homes Newcastle (YHN) evictions reduced by 69% since 2008, Cherry Tree View opened in 2012
- Highest proportionate homelessness preventions of core cities – 4,876 cases in 2017-18
- Lowest proportionate rough sleeping of core cities – average of 6 per night in 2017-18
- Government Homelessness Champions 2008 and Rough Sleeping Champions 2009
- One of 3 national ‘early adopter’ [Homelessness Prevention Trailblazers](#) 2017-19
- Jobcentre Plus homelessness prevention pilot – a national best practice model
- A place with a model to learn from, as seen by recent presentations at the [Local Government Association conference](#) and in the [House of Lords](#)



## ...to transformation



- Service responses have plateaued – need a new approach beyond conditionality and single services
- People are locked into our crisis responses
- Causes not as simple as a lack of accommodation
- Tried navigation, ‘Housing First’, lots of services – can’t go much further with fragmented services
- Build on AIN partnership – politically led consensus, shared learning framework and actions
- Good self contained purpose built environments work, with well trained and qualified staff
- Need evidential, proportionate and accountable responses
- Better when we routinely review causes of crisis and effect of our responses
- Focus on mental health and addictions, rapid rehousing and Housing First – specialist multidisciplinary services for those who can’t adapt to mainstream conditional services
- Work with Crisis on the Plan to End Homelessness
- Invest in collaboration to understand and manage demand, move our focus from outputs to outcomes





# Priority areas of focus







- 1. Moving from a crisis model to a prevention model**
- 2. Housing led: reshaping accommodation and support which promotes sustainable independence**
- 3. Better meeting the needs of the multiply excluded**
- 4. Continuing to develop our ‘adaptive’ management approaches**

Meaningful co-production and active involvement of those with lived experience of homelessness

Evidence analytics, predictive data, cost benefit analysis, exception reporting



## Moving from a crisis model to a prevention model



# 1

- Strengthening AIN approach as part of the HPT – adapting, targeting and catching
- Inclusion plans – adapting processes to build in requirements of the Homelessness Reduction Act (**continuity of support, and opportunities to coordinate case management**)
- Workforce development – raising awareness, developing knowledge and skills, embedding practice
  - Utilising existing programmes to build understanding – budgeting and debt; benefits; universal credit; housing and homelessness
  - Identifying supported housing requirements new programmes



## Moving from a crisis model to a prevention model



**Primary prevention** – for all working with residents at risk of homelessness we provide:

- Information, consultancy lines and [resources](#) (3,298 subscribers to our information)
- Training – online and face-to-face, e.g. 515 people trained in 2017-18
- [Quarterly reviews](#) and [opportunities to jointly plan](#), e.g. 128 partners attend our forums

**Secondary prevention** – where residents are more likely to be at risk, we provide:

- Specialist advice – 29,558 residents advised in 2017-18, including 19,069 residents helped to secure £30,000,543 of unclaimed benefits and 6,454 residents received debt advice
- Protocols, e.g. [Hospital Discharge](#)
- Tailored training, e.g. with Jobcentre Plus for 134 work coaches
- Single points of contact for designated liaison, including joint case management
- Information sharing and case recording arrangements
- Co-located staff, e.g. in Jobcentres, hospitals and the Trailblazer multidisciplinary team
- Proactive case finding – data sharing to identify and contact residents at risk

**Crisis** – when we fail to prevent homelessness, for those in crisis we aim to provide humane multidisciplinary responses in good time in good quality environments like Cherry Tree View





# 2

- Transformation and redesign of the 'crisis accommodation and hostel offer' to create **smaller, psychologically informed environments** for those people with the most complex need
  - Major growth and acceleration of **Housing First** targeted at the majority of our existing hostel population
  - **Rapid move on** into affordable, secure and decent accommodation – building on the value of a council home
- Quality above quantity – meeting causes of crisis not just accommodation
  - Optimum amount of crisis accommodation, less **big** hostels more housing first (fidelity)
  - Conditionality and risk management





# 3

**Street Zero** – working with city partners to develop a joint plan to end rough sleeping by 2022:

- Working together to routinely understand the causes of rough sleeping and multiple exclusion;
- Aligning resources to respond to the needs of those who have been categorised by their multiple exclusion, complex needs and most recently their severe and multiple disadvantage



# 3

Includes...

- An **integrated MDT** available 24/7 to manage crisis and safety planning – housing, mental and physical health, addictions, offending.
- **Designated care coordination** for rough sleepers, **operating within multidisciplinary arrangements**
- **PR campaign and single charitable giving point** to fund initiatives and personalised budgets that enables residents to move away from a life on the streets and prevent people from returning to the streets

## Continuing to develop our adaptive management approaches...



Developing a shared approach to preventing homelessness and improving outcomes for Newcastle residents, underpinned with dynamic and adaptive processes, and responsive and accountable ways of working across services.

- # 4
- Ways of working based around...
- **Shared accountability and leadership**
  - **Real time** problem solving
  - **Learning together** - systemic, iterative and adaptive - allowing space for incremental and active learning
  - **Responding and adapting quicker** through better understanding of what works and what doesn't work
  - **Improving alignment to outcomes** through deliberate processes of testing, evidence gathering and learning – increasing the chances of learning by increasing interaction
  - **Prototyping** (try, learn, iterate, adapt)

Daily  
dashboards

Integrated  
leadership  
team



# Building citywide consensus to identify and respond to challenges



## Identify – what is the problem and what is the cause of the problem?

5 to 6 weeks wait for first Universal Credit payment

Problems with digital access

Personal budgeting & work

Errors in APA payments

Vulnerable residents – below social care thresholds but struggling with Universal Credit

Relating to access?

Relating to evictions?

Relating to move on?

## Inform – what services do we have to respond to the problem?

Crisis Support Scheme (CSS)

610 digital access, 72 training & 69 free Wi-Fi points

Personal Budgeting Support & employment support

Raising issues with the DWP

Floating support – Advice & Support Workers, Changing Lives etc

Relating to access?

Relating to evictions?

Relating to move on?

## Integrate – is more than a single service required & are there opportunities to prevent crisis?

Repeat CSS referrals to preventative outreach

Raising awareness with support & care workers

Employment Support Case Management

Newcastle Advice Compact

Homelessness Prevention Trailblazer pilot with Jobcentre Plus

Relating to access?

Relating to evictions?

Relating to move on?

## Innovate – do we need something new because we can't meet need within existing services?

Loan schemes, increased CSS funding, policy change

Changing roles for support & care & use of new technology

Aligning employment assessments & conditionality

Changes to rent monitoring

Inclusion Plans, strategic use of conditionality for DHP, rent arrears, Corporate Debt Strategy, recommendations to Work & Pensions Committee

Relating to access?

Relating to evictions?

Relating to move on?







# 4

Priority Area	Focus to date...
Access	<ul style="list-style-type: none"><li>• Directly relates to increasing access to commissioned accommodation</li><li>• Increased provision of emergency beds from 5 to 11 – paying for void capacity to respond to crisis situations</li><li>• Verification of third-party assessments to ensure accommodation referrals respond to a homelessness threat</li><li>• Review of service profile to improve referral process to align with individual need</li><li>• Better understanding of cases that are hard to accommodate and options to support these people</li><li>• Introduction of a short-term intervention to spot purchase support to secure access to accommodation through a clear and accountable process</li></ul>



# 4

Priority Area	Focus to date...
Evictions	<ul style="list-style-type: none"><li>• Better understanding of the reasons for eviction (deep dive analysis with accommodation providers) and preventative opportunities</li><li>• Review of PEP and working towards a collaborative approach to preventing evictions that enables risk to be managed and reduces likelihood of people rough sleeping</li><li>• Introduction of a short-term intervention to spot purchase support to secure accommodation where there is a risk of eviction, through a clear and accountable process that informs practice</li><li>• Greater visibility of interventions to support people to sustain their accommodation</li></ul>

## Continuing to develop adaptive management approaches...



# 4

Priority Area	Focus to date...
Move on	<ul style="list-style-type: none"><li>• Co-production to review and develop a more effective move on protocol and move on panel, with the appropriate tools to monitor compliance within own organisation and identify opportunities to move people on into suitable and sustainable accommodation or challenge when move on has stalled</li><li>• Better understand the ongoing support needs of people who are in supported accommodation for longer than would be expected (“long stayers”) and how those support needs can be best met</li><li>• Increase our understanding of the barriers to move on and agree collective responses to mitigate these</li><li>• Greater visibility of interventions to support people with their readiness to move on to greater independence</li><li>• Support HAC by aligning a resident’s support plan to their Inclusion Plan and encourage engagement with the agreed actions</li></ul>



## Roundtable discussion



- Do you agree with our key areas of focus?
- What are the challenges and opportunities you envisage?
- What are the transition costs that we need to consider?
- What other opportunities should we be considering?
- How can we better engage with people who use our services to develop our commissioning plans?





# 2019-20 procurement



## Why tender?



### 19-20 procurement...

- Procurement regulations require it

### But...

- Recognise that periodic procurements are only part of the picture in helping us to achieve our ambitions

### But opportunity to...

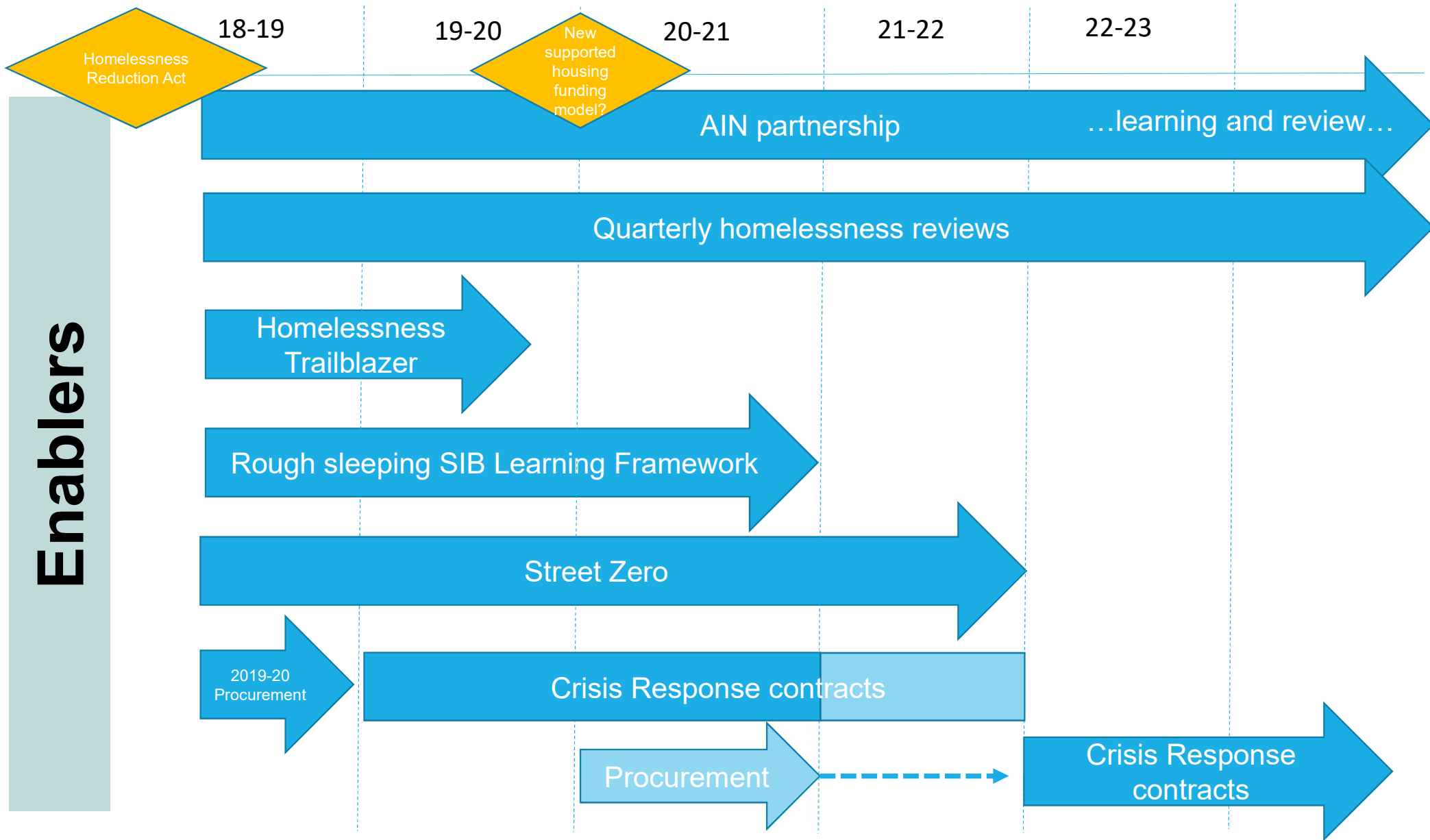
- Build on solid foundations (performance and partnerships) to create something even better
- Responding to multiplicity of need – prototyping and piloting
- Opportunity to define and enhance social value

### Working together during life of the contract...

- Incremental and active learning; iterating and adapting; reflective practice
- Dynamic problem solving – daily conversations and consensus
- Funding landscape – partnership working with other funders
- System health – relationships, infrastructure, workforce development



# Enablers





- Maintenance of overall financial envelope
- 2 year contracts with options to extend (2 x 12 month)
- ‘Step change’ as we transition to become more housing led (housing first type provision, transformed hostel provision)





# Thinking about the ‘Lot’ structure



## Current 'sector systems'...



- Support for single homeless people, couples and homeless families including those with multiple needs (such as, but not limited to, those with problematic drug and alcohol use, offending behaviour, mental health problems, learning disabilities, refugees, older homeless people, veterans)
- Support for young people aged 16-24 at risk, including those with chaotic lives, care leavers, teenage parents, and young LGBT people
- Support for people with mental health problems who need housing related support associated with their mental health needs
- Support for people with complex needs who are multiply excluded



## Fostering and strengthening collaboration...



- Maintain existing sector systems
- Further consolidation of contract 'Lots'



- Sharing expertise, skills and experience to help to build thriving networks of collaboration across the city.
- Working with other providers with specific expertise in an area that complements own service offering
- Drawing out innovative proposals
- Opportunity to spread risks and costs
- Accruing social value



<b>Single homeless</b>	<b>Crisis accommodation - West</b>	<b>Crisis accommodation - East</b>
	<b>Lot 1 – Supported accommodation citywide</b>	
	<b>Lot 2 – Supported accommodation citywide</b>	
	<b>Floating support</b>	
<b>Young People</b>	<b>Supported accommodation and resettlement</b>	
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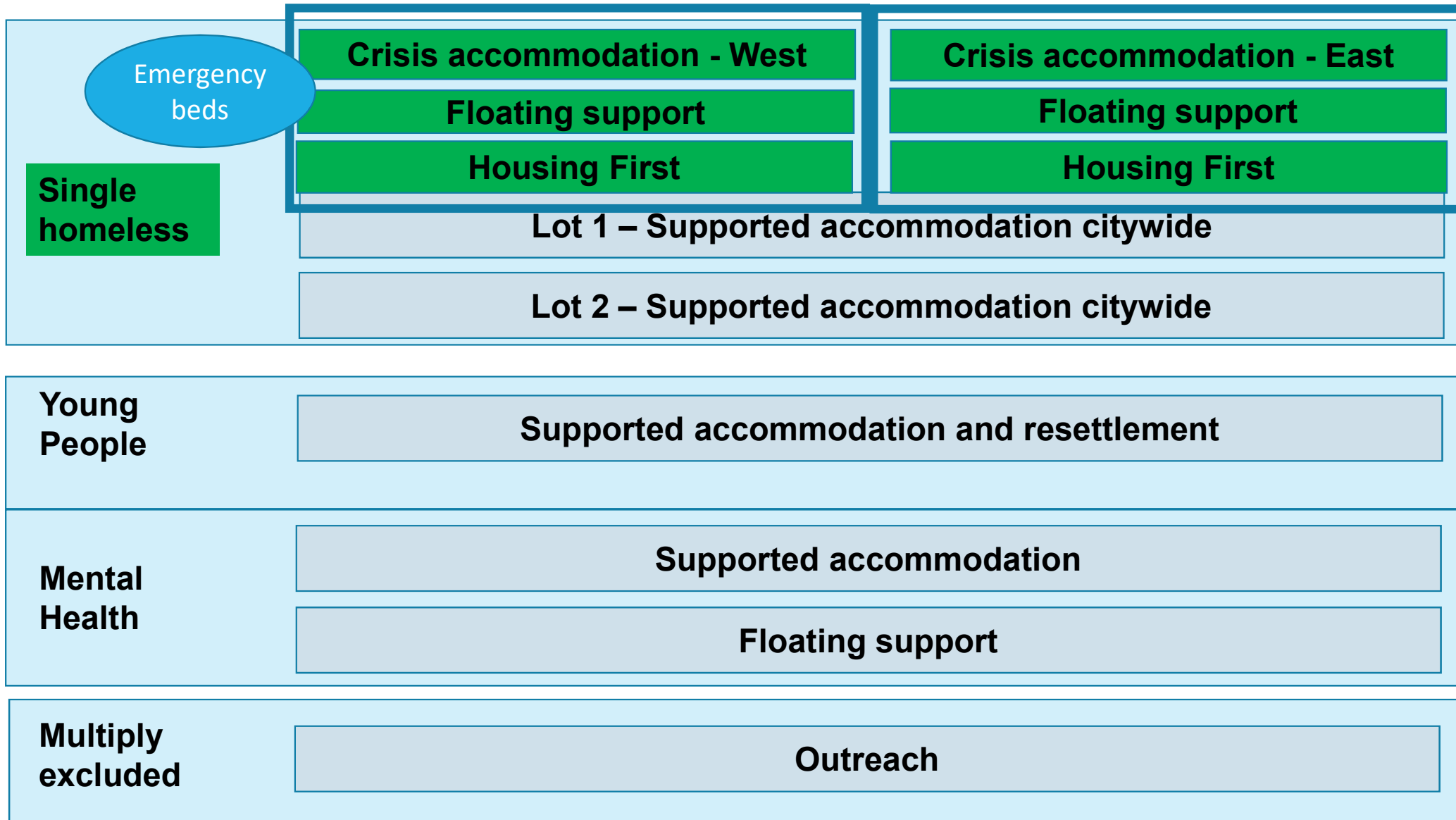
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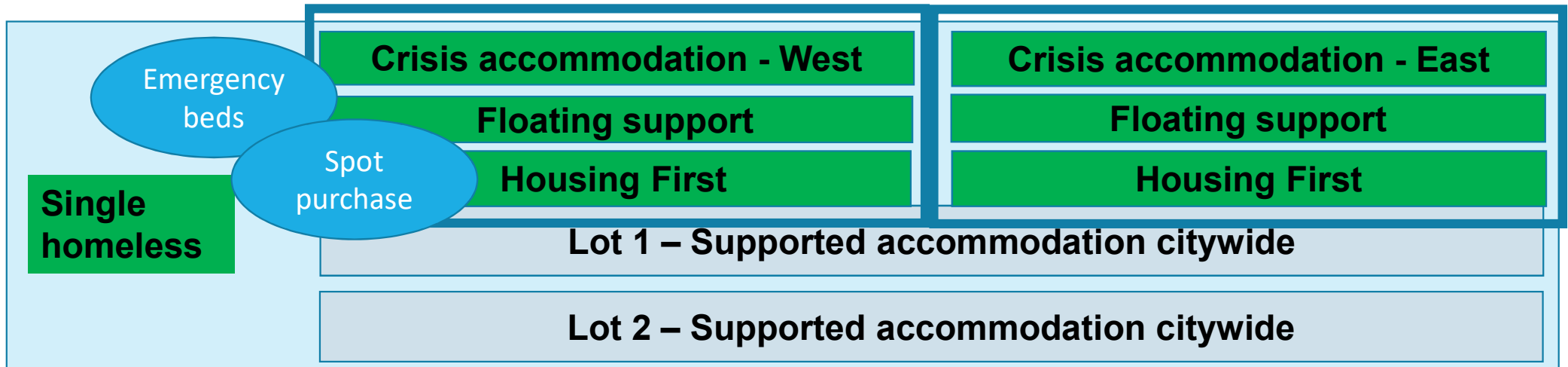
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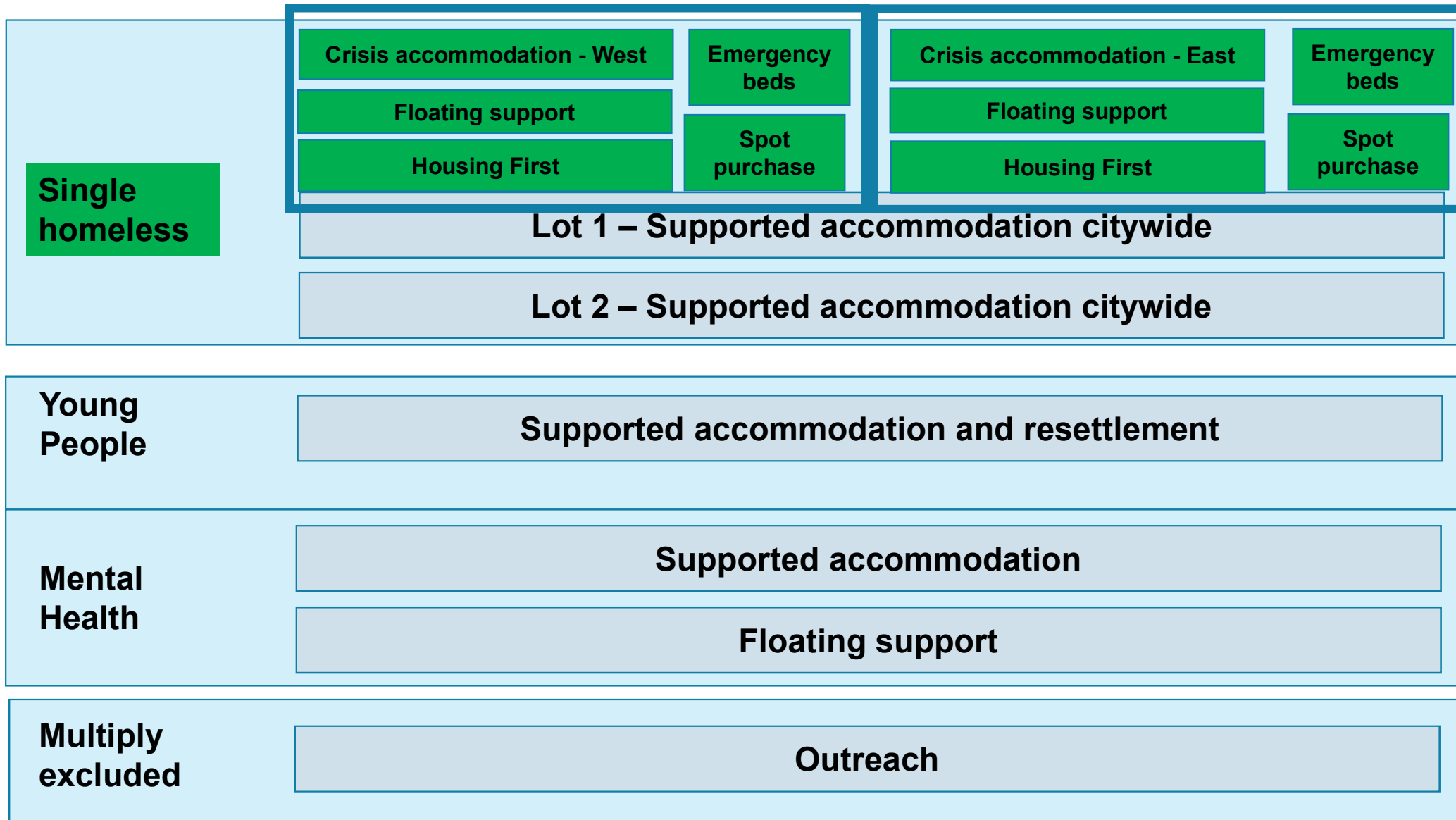




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<b>Mental Health</b>	<b>Supported accommodation</b>
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	<b>Lot 1 – Supported accommodation citywide</b>	
	<b>Lot 2 – Supported accommodation citywide</b>	
<b>Young People</b>	<b>Supported accommodation and resettlement</b>	
<b>Mental Health</b>	<b>Supported accommodation and floating support</b>	
<b>Multiply excluded</b>	<b>Outreach</b>	

<b>Single homeless</b>	<b>Crisis accommodation hub - West</b>	<b>Crisis accommodation hub - East</b>
	<b>Lot 1 – Supported accommodation citywide</b>	
	<b>Lot 2 – Supported accommodation citywide</b>	
<b>Young People</b>	<b>Supported accommodation and resettlement</b>	
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<b>Single homeless</b>	<b>Crisis accommodation hub - West</b>	<b>Crisis accommodation hub - East</b>
	<b>Lot 1 – Supported accommodation citywide</b>	
	<b>Lot 2 – Supported accommodation citywide</b>	

<b>Young People</b>	<b>Supported accommodation and resettlement</b>
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<b>Mental Health</b>	<b>Supported accommodation and floating support</b>
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<b>Multiply excluded</b>	<b>Outreach</b>	<b>...out with April 19 tender</b>
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# Incentives



## Adaptive management approaches – data completeness and quality

- Need more complete and robust data to improve our collective understanding and develop targeted policies and responses
- Contractual obligation to use Gateway - data management system that in theory collects data from all providers to produce comprehensive information of needs of people at risk of homelessness, and effectiveness of our responses
- BUT data completeness and quality is unreliable and limits understanding of:
  - Causes of homelessness
  - People's needs
  - Effectiveness of our responses



## Adaptive management approaches – data completeness and quality



- ‘Data payments’ - attaching a % of contract value to data quality to improve data collection and quality (completeness, timeliness and quality).
  - Size of payment tied to data payment
  - Reward or penalty
  - Fixed threshold or sliding scale
  - Key metrics (data elements / fields)





- Shadow PBR pilot
- Relationship with ‘data payment’ metrics
- No payment transaction based on results – testing and informing future approach



*...significant in our collective 'shift' to more adaptive management approaches...*

- Responding and adapting quicker through a better understanding of what works, what doesn't work
- Improving alignment to outcomes through deliberate processes of testing, evidence gathering and learning – increasing the chances of learning by increasing interaction
- Reflective practice that is qualitative and quantitative
- Prototyping (try, learn, iterate, adapt)

## Roundtable discussion



- Do you think that the current service systems remain a useful way to organise our responses?
- Do you agree with the opportunities presented for further consolidation of contract 'Lots' within these systems?
- How can you collaborate with specialist services within these opportunities to meet complex needs?
- What benefits do you think will accrue from introducing 'data payments'?
- Do you agree with our proposals to pilot PBR through a shadow arrangement?



## Next steps and procurement timescales



- Engagement and consultation – summer 2018
  - Homelessness Prevention Forum
  - Email us / write to us
  - Specific engagement sessions (venues TBC):
    - Homelessness segmentation analysis – 29<sup>th</sup> August
    - Data payments and shadow PBR – 4<sup>th</sup> September and 27<sup>th</sup> September
- Tender – late autumn 2018
- Award – January 2019
- Contracts commence – April 2019





# Questions from today?

