
**BEST VALUE REVIEW : SERVICES TO HOMELESS PEOPLE
SUMMARY OF FUNDAMENTAL CHALLENGE REPORT**

Report of the Assistant Director of Housing

1. Purpose of Report

The attached report details the reasons for recommending that this service area follows the performance management route of the Council's Best Value process.

This covering report summarises the reasons.

2. Summary

Two Service areas are considered: Housing Advice and Rehousing and Hostels and Community Care.

1. Both services can demonstrate clearly how they contribute to the Community Plan and Housing Strategy objectives of a 'decent home for every citizen in Leicester' and 'to reduce rough sleeping in Leicester'.
2. Both service areas have developed performance indicators as a result of work over a period of time, and the application of the EFQM (European Foundation for Quality Management) model to the services.
3. Both services are actively comparing their performance with other Local Authorities. On many indicators Leicester is performing well, and can demonstrate improvement. Where benchmarking has raised issues (e.g. cost of homelessness assessment) these are being pursued. The work is included in the Improvement Plan.
4. Improvement Plans are in place and are attached. Major 'step change' is taking place within the Housing Advice and Rehousing Services with the introduction of generic "Housing Options Officer" who can give the public a seamless housing advice and homelessness service.

5. There is evidence of continuous improvement and flexibility in the Hostels and Supported Tenancy Service which reflects our growing understanding of how to prevent homelessness.
6. The Best Value Inspection will be carried out by the Best Value Housing Inspectorate in February 2002.
7. Resources are in place to implement most aspects of the Improvement Plan. The Plan identifies where reports will assess the need for new resources.

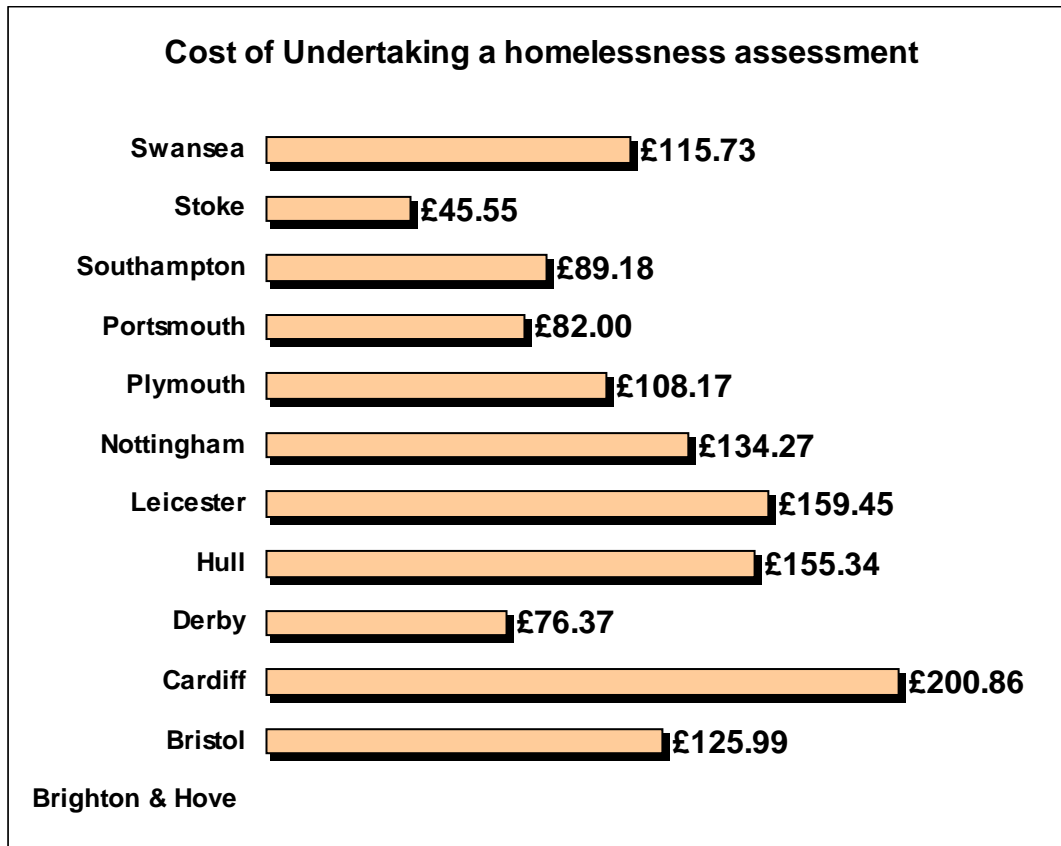
**Ann Branson
Assistant Director
Renewal & Rehousing**

Ex: 6802

Housing Advice and Rehousing Services

A benchmarking exercise into Homelessness was conducted in 1998/9.

Listed below are some of the key findings of that exercise:



- Cost of undertaking a homelessness assessment
 - Range from Stoke at £45.55 to Cardiff at £200.86
 - The average being £117.45.
 - Leicester was 2nd highest at £159.45.
 - Since the publication of this report, the Benchmarking group recognises that there were some inconsistencies in the way that some authorities carried out the costing exercise. A detailed analysis of the breakdown of costs will be carried out in order that an accurate assessment of comparator costs are gauged.
 - This service recognises that this is an area for further investigation and has amalgamated this work into the HARS improvement plan.

MAJOR CITIES BEST VALUE SUB GROUP – PERFORMANCE INDICATOR

MIDLANDS REGIONAL BENCHMARKING GROUP

Summary of key findings of homelessness benchmarking exercise

PART 1 – BACKGROUND INFORMATION 1998/99

| | Brighton & Hove | Bristol | Cardiff | Derby | Hull | Leicester | Nottingham | Plymouth | Portsmouth | Southampton | Stoke | Swansea |
|---|-----------------|---------|---------|-------|------|-----------|------------|----------|------------|-------------|-------|---------|
| 1.1. Total number of applications received | 4,094 | 3,112 | 3,488 | 2,086 | 503 | 2,584 | 3,764 | 1,660 | 2,112 | 1,060 | 639 | 1,925 |
| 1.2. Total number of households found to be eligible for assistance, unintentionally homeless and in priority need by type. <i>(see DETR PE1E form section E2)</i> | | | | | | | | | | | | |
| Total households (as above) | 835 | 974 | 542 | 1,258 | 153 | 764 | 837 | 911 | 670 | 663 | 163 | 652 |
| 1.3. Number of FTE staff employed on assessing homelessness applications | 10.25 | 9 | 6 | 4 | 2 | 7.64 | 10 | 5 | 5.7 | 4 | 2* | 5 |
| 1.4 Caseload per officer as a percentage of annual declarations | 81 | 108 | 90 | 314 | 77 | 100 | 83 | 182 | 117 | 165 | 81 | 130 |

PART 2 – PERFORMANCE INDICATORS 1998/99

| | Brighton & Hove | Bristol | Cardiff | Derby | Hull | Leicester | Nottingham | Plymouth | Ports mouth | Southampton | Stoke | Swansea |
|---|-----------------|---------|---------|-------|------|-----------|------------|----------|-------------|-------------|-------|---------|
| 2.1. Average time taken to commence interview after the arrival at reception (crisis cases – homeless tonight) | Not available | 120 | 15 | 30 | 15 | 40 | 30 | 30 | 9.5 | 6 | 15* | 20 |

| 2.3 The average number of days spent in temporary accommodation by type | | | | | | | | | | | | |
|--|---------------|-----------|----|-----|----|-----|----|-------|-------|----|----|----|
| Hostels – including reception centres / emergency units | Not available | Not known | 35 | 0 | 52 | 5.3 | 79 | 65.34 | 198.5 | 22 | 50 | 51 |
| Bed and breakfast | 28 | 44 | 0 | 3.2 | 0 | 4.3 | 3 | 35.35 | 45.4 | 13 | 0 | 27 |

| | Brighton & Hove | Bristol | Cardiff | Derby | Hull | Leicester | Nottingham | Plymouth | Ports mouth | Southampton | Stoke | Swansea |
|---|-----------------|---------|---------|-------|------|-----------|------------|----------|-------------|-------------|-------|---------|
| 2.4. Percentage of enquiries completed within 30 working days (see note 1) | 86% | 82% | 60% | 97% | 77% | 82% | 87% | 90% | 92% | 97% | 100% | 98% |

| | | | | | | | | | | | | |
|---|---------------|-----|----|------|----|----|----|----|----|---------------|-----|----|
| 2.5. Average number of days to be permanently rehoused from date of acceptance | Not available | 93* | 39 | 37.5 | 29 | 57 | 88 | 70 | 26 | Not available | 14* | 46 |
|---|---------------|-----|----|------|----|----|----|----|----|---------------|-----|----|

| | | | | | | | | | | | | |
|--|-----|-----|-----|-----|-----|-----|-----|-----|-----|----|----|----|
| 2.7. Percentage of applicants given an adverse decision | 75% | 64% | 78% | 39% | 21% | 78% | 47% | 25% | 59% | 1% | 5% | 1% |
|--|-----|-----|-----|-----|-----|-----|-----|-----|-----|----|----|----|

| | | | | | | | | | | | | |
|---|-----|-----|------|------|------|-----|------|------|------|----|------|----|
| 2.8. Percentage of review cases where the decisions is made within 40 working days of receipt of request | 96% | 53% | 100% | 100% | 100% | 85% | 100% | 100% | 100% | 0% | 100% | 0% |
|---|-----|-----|------|------|------|-----|------|------|------|----|------|----|

| | | | | | | | | | | | | |
|--|---------------|---------|---------|--------|---------|---------|---------|---------|--------|--------|--------|---------|
| 2.10 Cost of undertaking an homelessness assessment | Not available | £125.99 | £200.86 | £76.37 | £155.34 | £159.45 | £134.27 | £108.17 | £82.00 | £89.18 | £45.55 | £115.73 |
|--|---------------|---------|---------|--------|---------|---------|---------|---------|--------|--------|--------|---------|

Note 1 : Leicester has improved from 82% in 1998/99 to 92% in 2001/2002

Hostels and Community Care

Benchmark authorities: CIPFA Stats 1999/00

| Authority | Costs per Hostel Bedspace |
|---------------------|---------------------------|
| Leicester | £22.38 |
| Birmingham | £10.97 |
| Blackburn | None Available |
| Bolton | £13.54 |
| Bradford | None Available |
| Bristol | None Available |
| Coventry | None Available |
| Derby | None Available |
| Dudley | £4.05 |
| Halton | Awaiting costs |
| Kingston upon Hull | None Available |
| Luton | £5.86 |
| Middlesborough | None Available |
| Newcastle upon Tyne | None Available |
| Nottingham | None Available |
| Oldham | None Available |
| Portsmouth | None Available |
| Rochdale | None Available |
| Sandwell | None Available |
| Southampton | None Available |
| Stoke on Trent | None Available |
| Wigan | £19.92 |
| Wolverhampton | None Available |

This benchmarking indicates:

- Most authorities had not considered analysing hostel costs as has Leicester.
- Services provided (including levels of support and supervision) vary considerably from area to area. Many areas rely heavily on the use of Bed and Breakfast thereby reducing hostel costs.
- Cost of bedspaces ranging from Dudley at £4.05 to Leicester at £22.38
- The service costs above the average of similar authorities, however Leicester is unique in adopting the Leicestershire Act Standards which requires well above average staffing levels. Leicester also provides an in house service e.g. 24 hour direct access services, the only facilities of this kind in the city.
- Detailed comparator are available for few authorities and further work will be done and amalgamated into the Hostels and Community Care improvement plan.

**Comparison of In House and Grant Aided Schemes cost per bedspace
operating in Leicester 2000/01**

| Project Name & Client Group | Cost per b/sp per night on expenditure |
|--|---|
| Project A Women, Women with Children | £74.86 |
| Project B Women with Children | £82.60 |
| Project C Women, Women with Children | £22.83 |
| Loughborough Road Hostel LCC | £25.36 |
| Border House Hostel LCC | £14.67 |
| Project D Young People | £14.58 |
| Project G Young People | £15.22 |
| Elstree Avenue Supported Housing Project LCC | £31.43 |
| Vaughan Street Supported Housing Project LCC | £10.36 |
| Tatlow Road Supported Housing Project LCC | £19.87 |
| Oronsay Road Supported Housing Project LCC | £6.85 |
| Project E Men 16+ | £29.83 |
| Project F Young People | £31.06 |
| Lower Hastings Street Hostel (includes 31) LCC | £33.57 |
| Night Shelter Hostel LCC | £32.60 |
| Upper Tichborne Street Hostel LCC | £32.99 |

Comparison of In House and Special needs projects funded by the Housing Corporation
Nationally 2000/01

| Project Name | Cost per b/sp per night on expenditure |
|--------------------------------------|---|
| Vulnerable women with babies | £239.15 |
| Homeless People | £39.86 |
| People with alcohol related problems | £54.00 |
| People with drug related problems | £60.15 |
| People with mental health problems | £44.43 |

| Project Name | Cost per b/sp per night on expenditure |
|--|---|
| Loughborough Road Hostel | £25.36 |
| Border House Hostel | £14.67 |
| Lower Hastings Street Hostel (includes 31) | £33.57 |
| Night Shelter Hostel | £32.60 |
| Upper Tichborne Street Hostel | £44.43 |
| Elstree Avenue Supported Housing Project | £31.43 |
| Vaughan Street Supported Housing Project | £10.36 |
| Tatlow Road Supported Housing Project | £19.87 |
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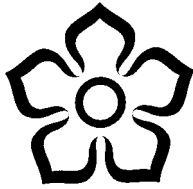
- Costs per bedspace per night range from Project B at £82.60, Leicester £6.85
- Overall costs per bedspace per night are significantly below comparator voluntary sector organisation.

Performance Indicators

There is one Performance Indicator within the Community Plan 2001/2 which this service leads work on. This PI is a Ministerial target.

| Count Date | Numbers Found |
|-------------------|----------------------|
| 2.11.00 | 8 |
| 28.04.00 | 10 |
| 29.10.99 | 13 |
| 4.06.99 | 9 |
| 14.10.98 | 16 |
| 18.06.98 | 10 |
| 25.06.96 | 20 |

- The average number found is 12
- By 2002 reduce rough sleeping to 2/3rds of 1996 levels, local target is 7
- Leicesters interventionist approach has meant that Leicester are no longer on the high concentration list.



Leicester
City Council

**WARDS AFFECTED
ALL WARDS (CORPORATE ISSUE)**

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Best Value Members Working Group
Cabinet
Housing Scrutiny Committee

11th July 2001
30th July 2001
To be agreed

**BEST VALUE REVIEW - YEAR TWO
SERVICES TO HOMELESS PEOPLE
FUNDAMENTAL CHALLENGE, FINAL SCOPE
AND ROUTING FOR THE REVIEW**

Report of the Assistant Director of Housing

1 BACKGROUND AND PURPOSE OF REPORT

1.1 Purpose of Report

To seek Cabinet approval to the outcome of the fundamental challenge stage of the review process, the recommended future routing of the review and the final review scope for Services to Homeless People, in accordance with the Best Value Review Process.

1.2 Background

The background to this report is common to all other reviews and is addressed in the covering report of the Assistant Chief Executive.

The scope for Services to Homeless Persons approved by Cabinet remains unchanged. A copy of the original and now final scope is attached in Appendix 1 to this report for Directors' convenience.

2. RECOMMENDATIONS

Members are recommended to:

- (i) Carry out a review of the outcome of the fundamental challenge stage of the review and assure themselves that the process of Best Value has been met.
- (ii) Consider the recommendations resulting from the review.
- (iii) Agree that no other aspects of the service should be included or excluded from the review.
- (iv) Agree the proposed review routing. (See 3.4)
- (v) Note the title of the review has changed to (Services to Homeless People) to more accurately reflect the services under review.

3. REPORT

3.1 Fundamental Challenge

3.1.1 Analysis of the Services

The provision of services to homeless people is an area of the Council's responsibilities regulated by statute and guidance.

The following table of services summarises detailed information based upon answers to the questions posed in the Assistant Chief Executive's covering report. It identifies whether the services covered by the review are statutory or discretionary. To identify services which may possibly be considered of lower importance to the council's main objectives, discretionary services have been sub-divided into "core (i.e. central to one or more of the Council's key strategies) or other discretionary" (i.e. a peripheral service). A more detailed breakdown of the information presented is available from the BV Lead Officer.

| Service | Type of service | Level of Service | | | | | Justification (Nature of Commitment e.g. ref. to Act.) |
|---|-----------------|--------------------|---------------------|-----------|--------|--------------|--|
| | | Core Discretionary | Other Discretionary | No Change | Reduce | Decommission | |
| Housing Advice & Rehousing Services | | | | | | | |
| Housing Options (advice, information, representation) | • | • | | • | | | Housing Act 1996 part vi & vii Department of the Environment , Transport & Regions (DETR) Code of Guidance – Homelessness & Allocations Housing Strategy 2000/2003 Single Homeless Strategy Local Agenda 21 Crime & Disorder Strategy Community Plan Community Care Plan Health Improvement Plan Housing Green Paper |

| | | | | | | | |
|--|---|---|---|---|--|--|---|
| | | | | | | | The Homes Bill The Children Services Plan Disability Discrimination Act |
| Assessment of Homelessness | • | | | • | | | Housing Act 1996 part vii DETR Code of Guidance - Homelessness & Allocations Housing Strategy 2000/2003 Single Homeless Strategy Crime & Disorder Strategy Children Services Plan Local Agenda 21 Community Plan Health Improvement Plan Housing Green Paper Departmental Service Plan |
| Private Landlord & Tenant Issues | • | • | | • | | | Housing Act 1996 vi DETR Code of Guidance – Harassment & Eviction of Private sector Tenants Housing Strategy 2000/2003 Single Homeless Strategy Local Agenda 21 Community Plan Health Improvement Plan Housing Green Paper Departmental Service Plan Community Care Plan Children Services Plan Health Improvement Plan |
| Housing Register | • | | | • | | | Housing Act 1996 part vi DETR Code of Guidance- Allocations & homelessness Housing Strategy 2000-2003 Departmental Service Plan |
| Nominations to Registered Social Landlords (RSL's) | • | • | | • | | | Housing Act 1996 part vi DETR Code of Guidance – Allocations & homelessness Housing Strategy 2000-2003 Departmental Service Plan Housing Green Paper 'Quality & Choice' |
| Public reception in NWC and Housing Advice Centre, Bishop Street | • | • | | • | | | Housing Act 1996 DETR Code of Guidance homelessness & Allocations Housing Strategy 2000-2003 |
| External Provider | • | | • | • | | | Housing Act 1996 part vi DETR Code of Guidance - Homelessness & Allocations Children Services Plan Disability Discrimination Act Housing Strategy 2000- 2003 Single Homeless Strategy Community Plan Community Care Plan Housing Green Paper The Homes Bill Health improvement Plan |

| | | | | | | | |
|---|---|---|--|---|--|--|--|
| | | | | | | | Local agenda 21 |
| Adapted Housing Matching Service (AHMS) | • | • | | • | | | Housing Act 1996 (P VI) Housing Strategy 2000-2003 The Housing Green Paper – Quality & Choice Local agenda 21 Departmental Service Plan 1999-2001 |
| Hostels and Community Care | | | | | | | |
| Direct provision of hostel accommodation | • | • | | • | | | Housing Act 1996 part (vi/vii) Community Plan Crime and Disorder Strategy Community Care Plan DETR Guidance and Strategy on rough sleepers Leicesters' Housing Strategy Supporting People Single Homeless Strategy The Homes Bill Leicesters Performance Plan Leicester DAT strategic plans HAZ/HiMP priorities Disability Discrimination Act National Assistance Act 1948 |
| Grant Aid provision of hostel and other services to homeless people • procurement (Vols) • Projects | • | • | | • | | | Housing Act 1996 – S180 National Assistance Act 1948 Community Plan Crime and Disorder Strategy Community Care Plan DETR guidance and strategy Leicesters Housing Strategy Supporting People Single Homeless Strategy The Homes Bill DETR and Cabinet funding documents Disability Discrimination Act |
| Housing elements of Community Care | • | • | | • | | | Community Care Act 1990 Housing Act 1996 Community Plan Crime and Disorder Strategy Leicesters Performance Plan Community Care Plan (including other social Services plans/documents e.g, Quality Protects, Better Care Higher Standards, NSF mental health, Child protection plans, vulnerable adult policies, Learning Disabilities white paper and JIP) Leicester DAT strategic plans HAZ/HiMP priorities Single Homeless Strategy Leicesters Housing Strategy Dept. of Health funding documentation Disability Discrimination Act |
| Direct provision of Supported Housing and Tenancy Support | • | • | | • | | | Housing Act 1996 Community Plan Crime and Disorder Strategy Single Homeless Strategy Leicesters' Performance Plan Leicesters' Housing Strategy Community Care Plan DETR guidance and strategy on rough sleepers SRB/Sure Start funding documentation Supporting People programme Disability Discrimination Act Support in Supported Housing S11A 1985 Act. |

3.1.2 Overview of Service

- Services within this review exist to ensure and enable a seamless delivery of a wide range of housing assessment, advice and support services to benefit those experiencing, recovering from and/or at risk of homelessness.
- The Council does not have a statutory duty to everybody that is homeless and the Council does not have a current duty to re-house such people.
- However, the Government has outlined its intentions in the Housing Green Paper 2000, to extend the duties on authorities to provide advice and assistance to non-priority households and to encourage a more strategic approach to the prevention of homelessness and the re-housing of homeless households.

3.1.3 Review of Service

- An internal assessment of the service has been undertaken using the European Foundation Quality Management (EFQM) Excellence Model. This provided a detailed examination of the leadership, policy and strategy, people, partnerships, resources and processes elements of the service. In addition, it examined the customer, people, society and business results. Customers, staff and stakeholders had a major input into this examination through various survey techniques.

In addition, the Government's Supporting People arrangements which come into effect from April 2003, stipulate that strategic reviews of the services involving housing and support are undertaken within the next three years. Government has funded a specialist team of four based within the Housing Department to undertake this work, which began last year. The funding framework is laid out in The Local Government Act 2000, under 'Welfare Services'. The funding framework will create a new grant, which will replace some of the current supported accommodation funding streams in 2003. Social Services and Housing Departments will manage the grant jointly, with the agreement of the Probation Service and Health Authority. Local Authorities will have responsibility for commissioning and funding support services within a needs led planning framework, in particular they will need to:

- map the supply of support services
- map the need for support services,
- agree the framework for monitoring and managing schemes to ensure high quality provision
- produce a 5 year supporting people strategy, in partnership with all stakeholders, including users.

A key element of the programme will be to introduce a structured monitoring and inspection process. Housing related support service have not previously

been subject to a process of rigorous quality monitoring and review. Supporting People will introduce a clear requirement on authorities to set service standards, collect information on the quality of services being provided, and conduct regular reviews. In the first three years of the programme local authorities will review every support scheme in their area. This initial programme of reviews will start in 2003.

The reviews will be held jointly with the Social Services department and where relevant with other statutory partners such as the Probation Service or Health Authority. The scope of these reviews will include consideration of provision across statutory, independent and private sector and will take account of current good practice and local need.

Review will cover:

- Strategic relevance – does provision fit with the local strategic plan?
- Assessment of need – do occupancy rates, waiting lists, etc. suggest that the project is well used?
- Location – is the scheme in the right place?
- Performance measures
- Quality and effectiveness – outcomes and contract monitoring
- Value for money – to the local authority and overall cost
- Comparisons – essentially, the benchmarking of costs
- Views of service users
- Type of scheme e.g. cross authority
- Type of provider – (need for capacity building) smaller on specialist providers

3.1.4 Future Plans For Service

- Improvement plans for Service Area 1 and 2 have been produced as a result of the EFQM assessment and has been incorporated into business and service plans. These serve as working documents to shape and focus service development during the next year and will continue to be reviewed and updated annually to reflect improvements. These are contained in the appendices.
- The Improvement Plans have also highlighted a number of areas to be examined in greater detail. Such issues include the interface between the services identified in the report as they impact on the customer.

- During the appraisal of these services it become apparent that comparator information is not always available. The aim within the challenge aspect of this BV review, therefore, is to allow for exploration of how similar services perform in order to identify significant differences, the reasons for them and the extent to which improvement is required.

3.1.5 Housing Inspection

- The Housing Advice element of the homelessness theme has already been reviewed by Best Value Inspectors earlier in 2001. Feedback is awaited from the Best Value Inspectors and any recommendations will be amalgamated into the HARS improvement plan.

3.1.6 Specific Issues relating to Services

- The following table of services identifies the detailed linkages to statute and Council plans.

| Housing Advice and Rehousing Services | | | |
|--|---|--|--|
| SERVICE | SERVICE UNITS | STATUTORY ELEMENTS | CORE DISCRETIONARY |
| <ul style="list-style-type: none"> • Housing Options (advice, information & advocacy) | <ul style="list-style-type: none"> - New Walk Centre (A Block 1st Floor) - Housing Advice Centre Bishop Street | <ul style="list-style-type: none"> • Provide advice & assistance about homelessness & prevention of homelessness – free of charge (Section 179 HA 1996) | <p>OBJECTIVE: To ensure that a decent home is within reach of every citizen in Leicester:</p> <p>MEANS OF ACHIEVING OBJECTIVE:</p> <ul style="list-style-type: none"> • Enable all citizens of Leicester to find a home which suits their needs. • Offer citizens' housing choices & full mobility between tenures. • In accordance with the allocations policy, enable citizens of Leicester to stay in their homes as long as their homes continue to meet their needs. • More detailed objectives within the Housing Strategy includes: • To offer advice & information about homelessness and the prevention of homelessness. • To offer housing advice to citizens outlining the full range of options available to meet their hosing need. • Prevent increases in and re-occurring homelessness. (also contained within Single Homeless Strategy) |

| | | | |
|--|--|---|---|
| | | | <p>LINKAGES: <u>Community Plan:</u></p> <ul style="list-style-type: none"> To improve the quality and availability of accessible housing for disabled people, ethnic minority people and women. To continue to improve support to victims of domestic violence, whilst taking firm action against perpetrators. To improve support to victims of racial harassment, whilst taking firm action against perpetrators. To improve the identification and assessment of vulnerable adults at risk of mistreatment and offer them services that protect them, support them and promote their independence. <p><u>Leicester's Local Plan:</u></p> <ul style="list-style-type: none"> To ensure there is adequate provision of help and advice for people in housing need to find a home which suits their needs and support to help them stay there for as long as they wish. <p><u>Single Homeless Strategy:</u></p> <ul style="list-style-type: none"> To prevent people becoming homeless, remain homeless or lose accommodation subsequently gained due to the lack of appropriate timely and co-ordinated services. <p><u>Community Care Plan</u></p> <ul style="list-style-type: none"> To ensure support to people who are homeless, by Departments and agencies working closely together. |
| <ul style="list-style-type: none"> Assessment Of Homelessness | <ul style="list-style-type: none"> New Walk Centre (A Block 1st Floor) Housing Advice Centre Bishop Street | <ul style="list-style-type: none"> Provide advice & assistance about homelessness & prevention of homelessness – free of charge (Section 179 HA 1996) Make appropriate Inquiries to determine duty (Section 184 HA 1996) Acceptance of statutory homeless households (193) Interim duty to accommodate until final decision given into homelessness (Section188 HA 1996) | <p>OBJECTIVE: To ensure that a decent home is within reach of every citizen in Leicester:</p> <p>MEANS OF ACHIEVING OBJECTIVE:</p> <ul style="list-style-type: none"> Enable all citizens of Leicester to find a home which suits their needs. Offer citizens' housing choices & full mobility between tenures. In accordance with the allocations policy, enable citizens of Leicester to stay in their homes as long as their homes continue to meet their needs. More detailed objectives within the Housing Strategy includes: To offer advice & information about homelessness and the prevention of homelessness. To offer housing advice to citizens outlining the full range of options available to meet their hosing need. Prevent increases in and re-occurring homelessness. (also contained within Single Homeless Strategy) homelessness and the prevention of homelessness Offering housing advice to citizens |

| | | | |
|--|--|---|--|
| | | | <p>outlining the full range of options</p> <p>LINKAGES: <u>Community Plan:</u></p> <ul style="list-style-type: none"> To improve the quality and availability of accessible housing for disabled people, ethnic minority people and women. To continue to improve support to victims of domestic violence, whilst taking firm action against perpetrators. To improve support to victims of racial harassment , whilst taking firm action against perpetrators. To improve the identification and assessment of vulnerable adults at risk of mis-treatment and offer them services that protect them, support them and promote their independence. <p><u>Leicester's Local Agenda 21 Plan:</u></p> <ul style="list-style-type: none"> To ensure there is adequate provision of help and advice for people in housing need to find a home which suits their needs and support to help them stay there for as long as they wish. <p><u>Single Homeless Strategy:</u></p> <ul style="list-style-type: none"> To prevent people becoming homeless, remain homeless or lose accommodation subsequently gained due to the lack of appropriate timely and co-ordinated services. |
| <ul style="list-style-type: none"> Private Landlord & Tenant Issues | <ul style="list-style-type: none"> New Walk Centre (A Block 1st Floor) Housing Advice Centre Bishop Street | <ul style="list-style-type: none"> Provide advice & assistance about homelessness & prevention of homelessness – free of charge (Section 179 HA 1996) | <p>OBJECTIVE: To ensure that a decent home is within reach of every citizen in Leicester:</p> <p>MEANS OF ACHIEVING OBJECTIVE:</p> <ul style="list-style-type: none"> Enable all citizens of Leicester to find a home which suits their needs. Offer citizens' housing choices & full mobility between tenures. In accordance with the allocations policy, enable citizens of Leicester to stay in their homes as long as their homes continue to meet their needs. More detailed objectives within the Housing Strategy includes: To offer advice & information about homelessness and the prevention of homelessness. To offer housing advice to citizens outlining the full range of options available to meet their hosing need. Prevent increases in and re-occurring homelessness. (also contained within Single Homeless Strategy) homelessness and the prevention of homelessness Offering housing advice to citizens outlining the full range of options |

| | | | |
|--|---|--|---|
| | | | <p>LINKAGES: <u>Leicester's Local Agenda 21 Plan:</u></p> <ul style="list-style-type: none"> To ensure there is adequate provision of help and advice for people in housing need to find a home which suits their needs and support to help them stay there for as long as they wish. |
| <ul style="list-style-type: none"> Housing Register | <ul style="list-style-type: none"> - Housing Advice Centre | <ul style="list-style-type: none"> Establish and maintain a register of qualifying persons (Section 162 Ha 1996) Allocate housing accommodation only to 'qualifying persons' (Section 161 HA 1996) | <p>OBJECTIVE: To ensure that a decent home is within reach of every citizen in Leicester:</p> <p>MEANS OF ACHIEVING OBJECTIVE:</p> <ul style="list-style-type: none"> Enable all citizens of Leicester to find a home which suits their needs. Offer citizens' housing choices & full mobility between tenures. In accordance with the allocations policy, enable citizens of Leicester to stay in their homes as long as their homes continue to meet their needs. More detailed objectives within the Housing Strategy include: To offer housing advice to citizens outlining the full range of options available to meet their housing need. Prevent increases in and re-occurring homelessness. (also contained within Single Homeless Strategy) <p>LINKAGES: <u>Leicester's Local Agenda 21 Plan:</u></p> <ul style="list-style-type: none"> To ensure there is adequate provision of help and advice for people in housing need to find a home which suits their needs and support to help them stay there for as long as they wish. <p><u>Community Plan:</u></p> <ul style="list-style-type: none"> To improve the quality and availability of accessible Housing for disabled people, ethnic minority people and women. |
| <ul style="list-style-type: none"> Nominations to Registered Social Landlords | <ul style="list-style-type: none"> - Housing Advice Centre | <ul style="list-style-type: none"> Requires RSL's to co-operate with Local Authorities in offering accommodation to people with priority need. (Section 170, 159, HA 1996) | <p>OBJECTIVE: To ensure that a decent home is within reach of every citizen in Leicester:</p> <p>MEANS OF ACHIEVING OBJECTIVE:</p> <ul style="list-style-type: none"> Enable all citizens of Leicester to find a home which suits their needs. Offer citizens' housing choices & full mobility between tenures. Encourage provision of new housing to meet needs of citizens of Leicester <p>LINKAGES: <u>Leicester's Housing Strategy:</u></p> <ul style="list-style-type: none"> To direct provision of new housing by specifying the type, size, location and standards which developers and RSL's should aim to produce. |

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| | | | <ul style="list-style-type: none"> To encourage the provision of new housing to meet the needs of Leicester's citizens. To identify opportunities for development to meet the needs for social housing within the City. <p><u>Leicester's Local Agenda 21 Plan:</u></p> <ul style="list-style-type: none"> To meet targets for provision of new housing and ensure a reasonable proportion of affordable homes as set out in the local plan. |
| <ul style="list-style-type: none"> Public reception in New Walk Centre & Housing Advice Centre Bishop Street | <ul style="list-style-type: none"> New Walk Centre Housing Advice Centre | <ul style="list-style-type: none"> Provide advice & assistance about homelessness & prevention of homelessness – free of charge (Section 179 HA 1996) | <p>OBJECTIVE: To ensure that a decent home is within reach of every citizen in Leicester:</p> <p>MEANS OF ACHIEVING OBJECTIVE:</p> <ul style="list-style-type: none"> Enable all citizens of Leicester to find a home which suits their needs. Offer citizens' housing choices & full mobility between tenures. In accordance with the allocations policy, enable citizens of Leicester to stay in their homes as long as their homes continue to meet their needs. <p>LINKAGES:</p> <p><u>Leicester's Local Agenda 21 Plan:</u></p> <ul style="list-style-type: none"> To ensure there is adequate provision of help and advice for people in housing need to find a home which suits their needs and support to help them stay there for as long as they wish. <p><u>Community Plan:</u></p> <ul style="list-style-type: none"> To improve the quality and availability of accessible Housing for disabled people, ethnic minority people and women. |
| <ul style="list-style-type: none"> External Advice Project | <ul style="list-style-type: none"> External provider | <ul style="list-style-type: none"> To provide housing advice and information services which assist the Council to discharge their statutory duties to homeless people . (Section 179 & 180 HA 1996) | <p>OBJECTIVE: To ensure that a decent home is within reach of every citizen in Leicester:</p> <p>MEANS OF ACHIEVING OBJECTIVE:</p> <ul style="list-style-type: none"> Enable all citizens of Leicester to find a home which suits their needs. Offer citizens' housing choices & full mobility between tenures. To offer advice & information about homelessness <p>LINKAGES</p> <p><u>Leicester's Local Agenda 21 Plan:</u></p> <ul style="list-style-type: none"> To ensure there is adequate provision of help and advice for people in housing need to find a home which suits their needs and support to help them stay there for as long as they wish. <p><u>Community Plan:</u></p> <ul style="list-style-type: none"> To improve the quality and availability of accessible Housing for disabled people, ethnic minority people and women. |

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| <ul style="list-style-type: none"> Adapted Housing Matching Service | <ul style="list-style-type: none"> Housing Advice Centre Bishop Street | <p>Housing Act 1996 (s 167) Requires the allocation scheme to be framed so as to secure that additional preference is given to persons with particular needs for settled accommodation.</p> | <p>OBJECTIVE: To ensure that a decent home is within reach of every citizen in Leicester:</p> <p>MEANS OF ACHIEVING OBJECTIVE:</p> <ul style="list-style-type: none"> Enable all citizens of Leicester to find a home which suits their needs. Offer citizens' housing choices & full mobility between tenures. More detailed objectives within the Housing Strategy includes: To offer housing advice to citizens outlining the full range of options available to meet their housing need. <p>LINKAGES <u>Leicester's Housing Strategy:</u></p> <ul style="list-style-type: none"> To allocate council housing and nominate to RSL lettings on the basis of housing need, matching the applicant to the most suitable available home. The council has adopted the 'Social Model Of Disability'. The model facilitates the process of matching a suitable property (Council or Housing Association) to the needs of customer. Offer citizens choices & full mobility between tenures, locations and types of home |
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| Hostels and Community Care | | | |
|--|---|---|---------------------------|
| Service | Service Units | Statutory Element | Core Discretionary |
| Direct provision of hostel accommodation | <ul style="list-style-type: none"> Border House (including family support) Lower Hastings Street Upper Tichborne Street Night Shelter Loughborough Road Hostels Admin. | <ul style="list-style-type: none"> 1996 provide accommodation for statutory homeless cases provide statutory out of hours advice and assistance provide housing options advice 24 hours a day, 7 days a week Provision of support to clients with enduring and identified community care needs. (Community Care Act 1990). | None |

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| <p>Grant Aid provision of Hostel and other services to homeless people</p> | <ul style="list-style-type: none"> • Voluntary Organisation Liaison (VOL) Section. Procurement and performance management of externalised services. • Projects grant-aided or otherwise assisted by the department relating to homeless services. Includes hostels, resettlement, daycentres, refuges. | <ul style="list-style-type: none"> • Provides services which assist the department in discharge of statutory duties towards homeless people <p>Housing Act 1996 Duty to secure advice, information and assistance by providing grants, loans, premises or goods to voluntary sector agencies</p> | <p>OBJECTIVE: To ensure that a decent home is within reach of every citizen in Leicester</p> <p>MEANS OF ACHIEVING OBJECTIVE:</p> <ul style="list-style-type: none"> • Enable homeless people to access advice, assistance and support services in order to make a successful transition to their new home and prevent homelessness from recurring • To offer housing advice to citizens through the provision of a range of housing options available to meet their housing need. • To enable and empower women survivors of Domestic Violence to retain existing or obtain alternative accommodation suitable to their needs. • Enable Supported Housing tenancy and resettlement support towards independent living. • To enable Public Protection and community safety agenda for high offenders and victims of domestic violence • To identify, plan and generate appropriate housing solutions which enable vulnerable and community care groups and individuals to access and sustain accommodation. • To ensure most independent and voluntary sector projects promote appropriate, high quality and cost effective services • To monitor and evaluate services provided by projects, including the implementation and monitoring of funding agreements <p>LINKAGES:</p> <p><u>Community Plan:</u></p> <ul style="list-style-type: none"> • To take action to reduce social and economic problems which contribute to ill health e.g. unemployment, poverty, homelessness, racial and domestic violence • To continue to improve support to victims of domestic violence, whilst taking firm action against perpetrators • To improve the identification and assessment of vulnerable adults at risk of mistreatment and offer them services that protect them, support them and promote their independence <p><u>Single Homeless Strategy:</u></p> <ul style="list-style-type: none"> • To drive forward interagency approaches in combating |
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| | | | <p>homelessness and social exclusion.</p> <ul style="list-style-type: none"> • Consider approaches to resolving issues i.e. begging, street drinking and rough sleeping which are cited as negatively affecting public perceptions of community safety. • To deliver as key priorities the development of supported housing and support services. <p><u>Crime and Disorder Strategy:</u></p> <ul style="list-style-type: none"> • To tackle accommodation and support needs of youth offenders and to support victims of domestic violence, whilst taking firm action against perpetrators. <p><u>Leicester's Local Plan:</u></p> <ul style="list-style-type: none"> • To ensure there's adequate provision of help and advice for people in housing need to find a home which suits their needs and support to help them stay there for as long as they wish. |
| <p>Direct provision of Supported Housing and Tenancy Support.</p> | <ul style="list-style-type: none"> • Beaumont Leys Independent Support Service (BLISS) (Resettlement and Tenancy Support) • Supported Housing (Tatlow, Vaughan, Elstree, Oronsay) • ISIS (Domestic Violence within St Matthews and Highfields Area) • Supported Living Worker (Resettlement for Direct Access Hostels) | <ul style="list-style-type: none"> - Prevention of homelessness (1996 Housing Act) through provision of support services to vulnerable tenants. - Provision of support to clients with enduring and identified community care needs. (Community Care Act 1990). - Provision of support to young people (Children Act 1989). Housing have a duty to assess cases and provide services where requested by Social Services Department. | <p>OBJECTIVE: To ensure that a decent home is within the reach of every citizen in Leicester.</p> <p>MEANS OF ACHIEVING OBJECTIVE:</p> <ul style="list-style-type: none"> • To identify, plan and generate in-house projects to provide appropriate, high quality and cost effective services • To enable a planned supported process of resettlement and tenancy support and engender stability in a housing setting towards independent living • To provide a range of services in order to prevent tenancy failure • To assess life and social skills in relation to sustainment of current accommodation, future housing options and employment and training issues for independent living and move on • To provide outreach and support services • To provide advice and assistance on a range of housing and related issues • To provide and co-ordinate multi-disciplinary services for homeless people with complex needs e.g. mental health, drug and alcohol and child protection issues. <p>LINKAGES:</p> <p><u>Community Plan:</u></p> <ul style="list-style-type: none"> • To take action to reduce social and economic problems which contribute to ill health e.g. unemployment, poverty, |

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| | | | <p>homelessness, racial and domestic violence</p> <ul style="list-style-type: none"> • To continue to support victims of domestic violence, whilst taking firm action against perpetrators • To improve the identification and assessment of vulnerable adults at risk of mistreatment and offer them services that protect them, support them and promote their independence. <p><u>SRB/Sure Start Beaumont Leys:</u></p> <ul style="list-style-type: none"> • To support families and young children by providing a programme of outreach family support. • Building the future with young people by helping them set up home and to stay in the area. <p><u>Single Homeless Strategy:</u></p> <ul style="list-style-type: none"> • To drive forward interagency approaches to combating homelessness and social exclusion • To deliver, as key priorities within the strategy, the development and provision of supported housing, tenancy and resettlement services. • To take a holistic approach to the issue of single homelessness and to include knowledge, skills and experience of the wide range of organisations involved <p><u>Leicester crime and disorder strategy:</u></p> <ul style="list-style-type: none"> • To tackle the accommodation and support needs of young offenders and to support victims of domestic violence, whilst taking firm action against perpetrators. <p><u>Leicester children plan:</u></p> <ul style="list-style-type: none"> • To link into the common framework for the assessment of children in need. • Plan services for children in need as, defined within the Children Act 1989 |
| <p>Housing elements of Community Care</p> | <ul style="list-style-type: none"> • Community Care Team. • Substance Misuse Team. | <ul style="list-style-type: none"> - Undertake Housing related assessments of Community Care cases in accordance with Act 1990, 35% of referrals are Social Services. - Undertake assessments as part of CPA (Care Programme Approach) 10% of referrals. - Undertake assessments in accordance with Housing Act 1996 (part | <p>OBJECTIVE: To ensure that a decent home is within reach of every citizen in Leicester.</p> <ul style="list-style-type: none"> • To offer advice and information about HRS and the prevention of homelessness. • To enable and empower women survivors of domestic violence to retain existing or obtain alternative accommodation suitable to their needs. • To assist customers to retain their current accommodation. |

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| | | <p>vii) 13% of referrals.</p> <ul style="list-style-type: none"> - Advice and assistance within Housing Act 1996, 13.5% of referrals. - Undertake social care assessments on behalf of Social Services in accordance with Community Care Act 1990. - Commission Social Care Services on behalf of Social Services Department e.g. day care, laundry. - Commission resettlement/tenancy sustainment services for individuals – prevents homelessness. - Community Care Plan including other social services plans/documents e.g. Better Care, Higher Standards, Quality Protects, National service Framework, Child Protection and Vulnerable Adults Policies. | <ul style="list-style-type: none"> • To enable customers to access suitable accommodation that meets their needs. • To enable a planned, supported process of resettlement and tenancy support and engender stability. • To provide appropriate, timely, high quality and cost effective assessments of the life and social skills of clients. • To assist clients in retaining their current future accommodation by providing appropriate, timely, high quality and cost effective advice and basic skills. • To assist in the development of new initiatives • To facilitate the sustainment of current accommodation or positive accommodation outcomes. • To undertake appropriate timely, high quality and cost effective holistic assessments of client's needs. <p>LINKAGES:</p> <p><u>Leicester Local Plan:</u></p> <ul style="list-style-type: none"> • To ensure there is adequate provision of help and advice for people in housing need to find a home which suits their needs and support to help them stay there for as long as they wish. <p><u>Community Plan:</u></p> <ul style="list-style-type: none"> • To improve the quality and availability of accessible housing for disabled people, ethnic minority people and women. • To continue to improve support to victims of domestic violence, whilst taking firm action against perpetrators. • To improve support to victims of racial harassment, whilst taking firm action against perpetrators. • To improve the identification and assessment of vulnerable adults at risk of mis-treatment and offer them services that protect them, support them and promote their independence. <p><u>Single Homeless Strategy:</u></p> <ul style="list-style-type: none"> • To prevent people becoming homeless, remain homeless or lose accommodation subsequently gained due to the lack of appropriate, timely and co-ordinated services <p><u>Crime and Disorder:</u></p> <ul style="list-style-type: none"> • To tackle accommodation and support needs of young offenders and support victims of domestic violence, whilst taking firm action |
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| | | | <p>against perpetrators</p> <p><u>Invest to Save Bid:</u></p> <ul style="list-style-type: none"> • Successful Joint Funded Bid for 3 years due to the strong correlation of drug and substance misuse and homelessness. <p><u>National 10 year Drug Strategy:</u></p> <ul style="list-style-type: none"> • Tackling Drugs to Build a Better Britain at a local level – DRG2 Objective 2 – To address Housing issues which impede the rehabilitation of drug misusers (aim to ensure better linkages between specialist drug services and housing services.) |
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3.2 Decommissioning

At this stage of the review no services have been identified for decommissioning.

Impact of Non- Provision

The impact of non-provision includes increasing family and single person homelessness, incidents of rough sleeping and increasing tenancy failure. The costs to society, communities and individuals is well documented and researched. The Authority is required to provide temporary accommodation, which need not be LCC accommodation pending an investigation into the applicant's circumstances. As evidenced by Leicester's hostels directory, there is a wide range of temporary accommodation providers resulting in a mixed economy approach. The Rough Sleepers initiative requires authorities to develop strategies to tackle the problem including availability of resettlement, housing and support services. The latter are not statutory requirements; but there is alignment to the Council's key strategies and plans, particularly in terms of neighbourhood renewal and sustainability. Transitional arrangements of 'Supporting People' place constraints on how accommodation and support services can be delivered within the project.

Under current legislation the minimum service would reduce services to the provision of temporary accommodation with no subsequent support, and then only a limited client group will be able to access services. This would impact on single homeless people, rough sleepers and those vulnerably housed or in danger of tenancy loss. A minimum service would witness a reduction in staffing levels, increasing the risk of violence and attacks to staff/sickness due to stress. All services have been developed to meet corporate or national requirements and have been endorsed by members as they were established. The Government are committed to extending the role and scope of services to homeless people which Local Authorities will be required to give (Homes Bill), Leicester is already meeting their requirements.

3.3 Final Scope and Strategic Direction

This fundamental challenge does not recommend any change to the scope presented to Cabinet, which has been found to cover all relevant aspects of the service.

3.4 Routing of BV Review

It is recommended that the services within the scope are routed through the performance management route of the Best Value process.

Grounds for this preferred option are as follows:

- Performance management frameworks are in place extensively within this service
- As a result of the EFQM work, key performance indicators are in place. (see appendix 2)
- Performance indicators already exist and are measured in some areas of the service. The service has performed well in the following areas:
 - Hostels for Homeless People e.g. lower cost per bedspace per night than comparative voluntary sector.
 - Percentage of homelessness decisions taken completed within 33 days has improved and exceeds Government targets.
 - Reducing Rough Sleeping from 20 in 1996 to 6 in 2001 exceeding Government target.
- Improvement plans are in place within this service having been developed through EFQM and consultation with stakeholders and staff (see appendix 3). Furthermore, as a result of this fundamental challenge, improvement plans have been reviewed and updated to reflect new challenges.
- The service can demonstrate that it has addressed issues in relation to the 4 C's as summarised in this report.
- The recommendations agreed by Cabinet on 23rd April 2001 as part of the Single Homeless Strategy Progress Report can be carried out within the performance management framework.

We have concluded that there are examples of strong performance demonstrated, services have been appraised using the EFQM performance management model and improvement plans are in place which give direction.

The following table provides a summary of compliance for each service element with the Council's Performance Management Framework - together with an assessment of performance over the previous 18 months.

| Service | How Commissioned | Performance Management | | | | Route PM/SA |
|---|--|------------------------|--|--------------|--------------------|-------------|
| | | Framework In place Y/N | Number of areas covered by PI's (Note 5) | No. PI's | % met (see note 3) | |
| Housing and Rehousing Services | | | | | | |
| Housing Options | Internal | Y | 4 | 38 | | PM |
| Statutory assessment of Homelessness | Internal | Y | 4 | 38* (note 1) | | PM |
| Private landlord/tenant issues | Internal | Y | 4 | 37 | | PM |
| Housing Register | Internal | Y | 3 | 35 | | PM |
| Nominations to Registered Social landlords | Internal | Y | 3 | 34 | | PM |
| Public reception at NWC & Bishop Street | Internal | Y | 3 | 32 | | PM |
| Adapted Matching Housing Service | Internal | Y | 3 | 34 | | |
| SHARP (shelter housing Aid and Research project) | External | Y | (note 2) | | | PM |
| Hostels and Community Care | | | | | | |
| Direct Provision of Hostel Accommodation | Internal and Multi-agency partnerships | Y | 7 | 51 | (Note 4) | PM |
| Voluntary Organisation Liaison Section | | Y | 3 | 43 | | PM |
| Provision of hostel and other services to homeless people | | | | | | |
| Bethany | | Y | 5 (note 2) | | | PM |
| Foundation Hostels | | | (note 2) | | | PM |
| HITS | | | (note 2) | | | PM |
| Park Lodge and St Michaels | | | (note 2) | | | PM |
| Shantighar | | | (note 2) | | | PM |
| Anchor Day Centre | | | (note 2) | | | PM |
| YASC | | | (note 2) | | | PM |
| High Risk Support Workers | | | (note 2) | | | PM |
| Forge Midlands HA | | | (note 2) | | | PM |
| GAP | | | (note 2) | | | PM |
| Mayfield | | | (note 2) | | | PM |
| Womens aid | | | (note 2) | | | PM |
| Roof | | | (note 2) | | | PM |
| Housing Elements of Community Care | Internal and Multi agency partnerships | Y | 5 | 49 | (note 3) | PM |
| Direct provision of supported housing and tenancy support | Rents and Multi agency partnerships | Y | 7 | 52 | (note 3) | PM |

Note 1: includes BV67 - Proportion of homelessness applications on which the authority makes a decision and issues a written notification to the applicant within 33 working days – target for 2001/02 is 80%, current performance is 92%.

Note 2: Specific service related Performance Indicators are set within the specification. PQASSO or equivalent is in place as a minimum standard of organisational quality.

Note 3: Most Key Performance Indicators used in developing the EFQM Model are new measures meaning that targets had not been set for the period. Target setting, featured in the improvement plans, is being established as actual data is determined.

Note 4: Rough sleepers target: Reduce by April 2002 the number of rough sleepers to 2/3rds of 1996 figures: local target 7.

Note 5: Areas for which corporate standard requires measurable targets to be set.

- (1) Customer satisfaction
- (2) Staff performance
- (3) Financial performance
- (4) Income generation
- (5) Equality Action Plan
- (6) Crime and Disorder
- (7) EMAS
- (8) National and Local PI's

4. SUMMARY IN TERMS OF THE DUTY TO DELIVER BEST VALUE I.E. EVIDENCE OF 4C'S

4.1 Housing Advice and Rehousing Services

4.1.1 Challenge

The starting point for the review of Services to Homeless People was the fundamental question, "Why is this service provided? "

- Table 3.1.2 identifies the links between this Service Area (Advice and Rehousing service) and the Council's strategic aims.
- The Service's Business Plans underpin performance management.
- Self - assessment process (using the EFQM model) identified key strengths and areas for improvement in relation to this service area.
- The resulting improvement plans have been produced (appendix 3) and will be continually reviewed in line with the Best Value regime.

- The one grant aided advice project was evaluated in 1999. A number of recommendations were approved by the Housing Committee. Action plans are in place to monitor and review progress made by this project. A full copy of this report is available from the BV Lead officer.

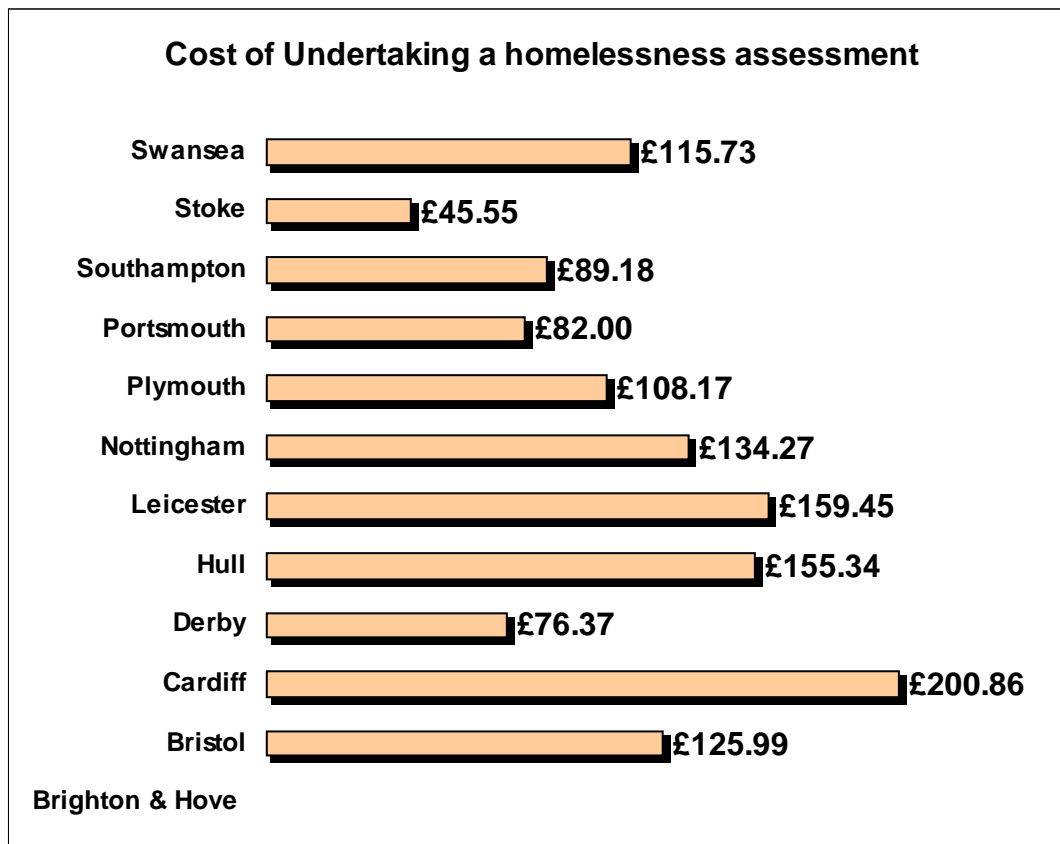
4.1.2 Compare

The need to compare has been addressed on several fronts:

- The Advice and Rehousing Service is an active member of the Major Cities' Housing Benchmarking Group. This Group consists of twelve comparator authorities. The Group meets every six weeks to compare and exchange information on a range of housing issues including cost and quality of services.

A benchmarking exercise into Homelessness was conducted in 1998/9.

Listed below are some of the key findings of that exercise:



- Cost of undertaking a homelessness assessment
 - Range from Stoke at £45.55 to Cardiff at £200.86

- The average being £117.45.
 - Leicester was 2nd highest at £159.45
 - Since the publication of this report, the Benchmarking group recognises that there were some inconsistencies in the way that some authorities carried out the costing exercise. The figures provided will need to be revisited in order that an accurate reflection of comparator costs may be gauged. Initial funding also suggest that central recharges also contribute to higher costs.
 - This service recognises that this is an area for further investigation and has amalgamated this work into the HARS improvement plan.
- Summary of key findings of homelessness benchmarking exercise
 - Average number of days in temporary accommodation
 - Leicester was best out of 12
 - Percentage of enquiries completed within 30 days
 - Leicester has improved from 82% in 1998/99 to 92% in 2001/2002

MAJOR CITIES BEST VALUE SUB GROUP – PERFORMANCE INDICATOR

MIDLANDS REGIONAL BENCHMARKING GROUP

PART 1 – BACKGROUND INFORMATION 1998/99

| | Brighton & Hove | Bristol | Cardiff | Derby | Hull | Leicester | Nottingham | Plymouth | Portsmouth | Southampton | Stoke | Swansea |
|--|-----------------|---------|---------|-------|------|-----------|------------|----------|------------|-------------|-------|---------|
| 1.1. Total number of applications received | 4,094 | 3,112 | 3,488 | 2,086 | 503 | 2,584 | 3,764 | 1,660 | 2,112 | 1,060 | 639 | 1,925 |
| 1.2. Total number of households found to be eligible for assistance, unintentionally homeless and in priority need by type. (see DETR PE1E form section E2) | | | | | | | | | | | | |
| Total households (as above) | 835 | 974 | 542 | 1,258 | 153 | 764 | 837 | 911 | 670 | 663 | 163 | 652 |
| 1.3. Number of FTE staff employed on assessing homelessness applications | 10.25 | 9 | 6 | 4 | 2 | 7.64 | 10 | 5 | 5.7 | 4 | 2* | 5 |
| 1.4 Caseload per officer as a percentage of annual declarations | 81 | 108 | 90 | 314 | 77 | 100 | 83 | 182 | 117 | 165 | 81 | 130 |

PART 2 – PERFORMANCE INDICATORS 1998/99

| | Brighton & Hove | Bristol | Cardiff | Derby | Hull | Leicester | Nottingham | Plymouth | Portsmouth | Southampton | Stoke | Swansea |
|---|-----------------|---------|---------|-------|------|-----------|------------|----------|------------|-------------|-------|---------|
| 2.1. Average time taken to commence interview after the arrival at reception (crisis cases – homeless tonight) | Not available | 120 | 15 | 30 | 15 | 40 | 30 | 30 | 9.5 | 6 | 15* | 20 |

| 2.3 The average number of days spent in temporary accommodation by type | | | | | | | | | | | | |
|--|---------------|-----------|----|-----|----|-----|----|-------|-------|----|----|----|
| Hostels – including reception centres / emergency units | Not available | Not known | 35 | 0 | 52 | 5.3 | 79 | 65.34 | 198.5 | 22 | 50 | 51 |
| Bed and breakfast | 28 | 44 | 0 | 3.2 | 0 | 4.3 | 3 | 35.35 | 45.4 | 13 | 0 | 27 |

| | Brighton & Hove | Bristol | Cardiff | Derby | Hull | Leicester | Nottingham | Plymouth | Portsmouth | Southampton | Stoke | Swansea |
|--|-----------------|---------|---------|-------|------|-----------|------------|----------|------------|-------------|-------|---------|
| 2.4. Percentage of enquiries completed within 30 working days | 86% | 82% | 60% | 97% | 77% | 82% | 87% | 90% | 92% | 97% | 100% | 98% |

| | | | | | | | | | | | | |
|---|---------------|-----|----|------|----|----|----|----|----|---------------|-----|----|
| 2.5. Average number of days to be permanently rehoused from date of acceptance | Not available | 93* | 39 | 37.5 | 29 | 57 | 88 | 70 | 26 | Not available | 14* | 46 |
|---|---------------|-----|----|------|----|----|----|----|----|---------------|-----|----|

| | | | | | | | | | | | | |
|--|-----|-----|-----|-----|-----|-----|-----|-----|-----|----|----|----|
| 2.7. Percentage of applicants given an adverse decision | 75% | 64% | 78% | 39% | 21% | 78% | 47% | 25% | 59% | 1% | 5% | 1% |
|--|-----|-----|-----|-----|-----|-----|-----|-----|-----|----|----|----|

| | | | | | | | | | | | | |
|---|-----|-----|------|------|------|-----|------|------|------|----|------|----|
| 2.8. Percentage of review cases where the decisions is made within 40 working days of receipt of request | 96% | 53% | 100% | 100% | 100% | 85% | 100% | 100% | 100% | 0% | 100% | 0% |
|---|-----|-----|------|------|------|-----|------|------|------|----|------|----|

| | | | | | | | | | | | | |
|--|---------------|---------|---------|--------|---------|---------|---------|---------|--------|--------|--------|---------|
| 2.10 Cost of undertaking an homelessness assessment | Not available | £125.99 | £200.86 | £76.37 | £155.34 | £159.45 | £134.27 | £108.17 | £82.00 | £89.18 | £45.55 | £115.73 |
|--|---------------|---------|---------|--------|---------|---------|---------|---------|--------|--------|--------|---------|

- A full copy of the last Benchmarking exercise report, commissioned in September 2000, can be obtained from the BV Lead Officer.
- The Housing Department is member of 'Housemark'. This is a computerised database of information and good practice operated by the Chartered Institute of Housing and Arthur Anderson Associates. From this it is possible to undertake benchmarking exercises with over 200 Authorities and Registered Social Landlords.
- The Housing Options Service carried out a comprehensive Housing Advice Survey across the City in 1999. The main objective was to examine the provision of advice services in housing issues in the City in order to develop the most effective and efficient services for the citizens of Leicester.

Initial findings of the survey revealed that there were a wide range of organisations involved in giving Housing advice but there was no clear mechanism of assessing the quality of advice at all city outlets

Furthermore, the Survey revealed that the City's Housing Advice Centre was the most widely recognised and referred to service by customers and other specialist advice agencies.

A full copy of this report is available from the BV Lead Officer.

In November 1999 the Housing Committee agreed a number of actions in response to the survey which are included in the Improvement Plan.

- The Housing Options Service is also a member of the Advice Services Group which is organised by the Environment and Development Department. This Group is attended by both direct service providers and representatives of the voluntary sector advice projects. It is an important forum at which developments are discussed and work progressed, including liaison with Community Legal Services Partnership.
- Annual statutory returns are made to the Department of Environment Transport and the Regions and reported annually to the Housing Scrutiny Committee. Copies are available from the Best Value lead officer.

4.1.3 Consult

- As part of the EFQM work, a number of key stakeholders and customers were consulted. The questions asked of the stakeholders and customers related to our Key Performance functions for the service.
- The consultation exercise revealed that, overall, 80% of customers were satisfied with the service.
- A full summary of key findings is available from the Best Value lead officer.

- In the Housing Advice Services survey of 1999, a small sample of customers and stakeholders were asked about their views of the in-house advice service provision based on personal experiences. The survey provided an insight about the quality and effectiveness of the Council's housing advice service. Findings from this exercise have been amalgamated into the improvement plan of this service (refer to 4.1.4)
- A mystery customer survey of the Homelessness reception located at New Walk Centre was conducted in 1999. Out of a maximum achievable score of 200, this service scored 103 (51.55%). A list of possible improvements were recommended. Some of the recommendations have subsequently been implemented and more recently incorporated into the HARS' improvement plan.
(A copy of this survey is available from the Best Value lead officer)
- The Allocations Issue Group is a forum set up within the Housing Department, which meets regularly to discuss and inform policy. The group regularly considers stakeholder comments in order that there is an active input in shaping service development.
- Our main stakeholders and customers are consulted before any major changes are made in our allocation policies and practices. Stakeholders and customers include: Housing Management; Registered Social Landlords; Tenants Associations and Social Services.
- A number of joint partnership arrangements and protocols exist to provide support for priority homeless cases and vulnerable applicants. Partners include: Social Services (inc. Children & Family services, Leaving Care Team); Probation Services; the voluntary sector; and, Registered Social Landlords. These arrangements have achieved a range of positive outcomes and help to shape service development.

4.1.4 Compete

The Advice & Re-housing Service is a direct service provider of housing advice services in the City.

The 1999 survey has reviewed the market for housing advice provision. The survey was based on a postal questionnaire to a large number of Advice agencies in the City. There were 3 aspects to this research:

- To identify existing services which contribute to Housing Advice Services in the City.
- To identify gaps in provision that affect particular groups in the City, or which are the results of changing need.
- To make a number of recommendations which aim to improve overall Housing Advice Services in terms of appropriateness of provision and quality of services.

The main findings were:

- A total of 94 agencies are involved in giving advice in a number of different capacities, but there is no clear way of assessing the quality of advice at all city outlets.
- The report identified that there was a high rate of inter-agency referrals.
- The Council's in-house provision proved to be a 'market leader' in terms of referrals from other agencies in the city for specialist housing advice.
- Only 2 agencies were identified as being able to challenge Local Authority decisions on homelessness, allocation issues and housing register exclusions.

As a result of this survey, further work has been identified and is included within the HARS' improvement plan.

We are members of the Major Cities Benchmarking Group. Our involvement enables the service to maintain knowledge of the market in this area of work.

4.2. Hostels, Community Care, Supported Housing, Voluntary Organisation Liaison

4.2.1 Challenge

All services covered in this report have produced Business Plans that clearly identify the link between the service and corporate plans, objectives and strategies.

Direct Provision Of Hostel Accommodation, Supported Housing And Tenancy Support

The Authority has, over time, explored the benefits of operating direct access hostels in-house and whether these would be better provided for within the voluntary sector. Decisions to maintain current arrangements are based on findings that the Authority would not gain any financial benefit from outsourcing at this time and would, indeed, relinquish control and direction of scarce statutory resources. Relevant background documents are held by the Housing Department.:-

- The Housing Corporation will not fund transfer of Capital costs for reasons of 'double investment'. Other options, including PFI, would affect rent levels (and therefore costs to the General Fund through Housing Benefit) and adversely affect clients (a disadvantaged and excluded group). The Council would, therefore, need to retain a landlord function and incur associated management/maintenance costs.
- It may be possible over time to transfer revenue costs to Supported Housing Management Grant (SHMG) administered by the Housing Corporation. However, in 2003 SHMG will be transferred to the Authority under "Supporting People" therefore the exercise is academic.

Other findings include:

- The service has operational strengths through its size, complemented by the specialist provision within other sectors. If broken up (to providers with appropriate specialisms) operational strengths would be lost.
- Cost comparisons have been applied against local Voluntary sector provision, revealing good performance from the in-house teams.
- Cost appraisals have been undertaken between in-house and local independent providers and with other statutory providers nationally. This work is notoriously complex (schemes are often funded through several sources) and robust comparisons difficult to identify. Nevertheless the service compared well and in most cases exceeded the performance of other similar provision. However “Supporting People” will enable clearer comparison in terms of cost/support/staffing levels and allow more detailed comparisons to take place.
- Competition was applied in 1994 in relation to the Nightshelter, the in-house bid winning on price and quality. An appraisal by District Audit verified this position.
- CCT applied until January 2000 in relation to hostels’ catering, with the service market tested against procurement guidelines.
- Prior to 1985 all Hostel and Supported Housing Services (with the exception of Border House) were commissioned through the Voluntary and Independent sectors. Conditions in the private sector were so poor that the Authority compulsorily purchased the single person’s Hostels. It had become clear that, despite considerable main programme funding being directed towards homelessness, the Private sector movement was not in a position to provide the quality required.
- Local experiences have identified that some external agencies ‘cherry pick’ clients, preventing access through the operation of filtering or exclusion mechanisms. Likewise, these agencies take a narrow view of breaches of house rules and will evict in low risk circumstances directing clients to council services. Experience demonstrates that only Local Authority direct provision is prepared, and equipped, to provide a ‘bottom line’ safety net or low threshold access policy for the more vulnerable and difficult to manage clients.
- A specialist provider with a strong track record and new to Leicester was invited to tender for a local contract and was subsequently commissioned. The view was that external experience and culture would be transported to Leicester, encouraging local services to develop local responses, and challenge the way services across sectors are provided. Experience has demonstrated however the need for “know how” from Council Officers and

hands on monitoring and contract liaison in excess of what was anticipated.

- The success of Leicester's hostels provision is demonstrated by the low usage of Bed and Breakfast. Audit Commission figures list the average number of households in B&B at 32 whilst the figure for Leicester was nil. A comparator authority however, had 73 households in B&B. Services perform favourably against key performance indicators and have, in some cases, demonstrated improvement over time.

Grant Aid Provision of Hostel and Other Services to homeless people

Best Value emphasises the importance of partnerships between local authorities and key local players, such as voluntary organisations and RSL's. The voluntary sector has also become increasingly important in the provision of some services, with many authorities, including Leicester, moving towards contractual and service agreements. Funding has been realigned to focus on achieving outcomes related to corporate and service priorities. This has involved the reprovioning /recommissioning of services in line with the priorities of the Single Homeless Strategy and the Leicester Children Plan, Homeless Children and Families Action Plan e.g. In 1999 support services which had been provided the same voluntary body for 13 years were retendered with the result that a new provider was found. Retendering of two other projects has taken place recently and in both cases new providers being found.

Voluntary Organisation Liaison Section

The Vols Team has recently been party to a corporate review of arrangements for voluntary sector support.

The Council spends about £11m each year on grants and this involves most departments. Two types of funding are available.

- Grant Aid e.g. a gift of money for one –off purchases or project costs; and
- Core Funding e.g. running costs of a voluntary organisation. If these are over £5,000 they must be subject to the new Funding Agreement.

The District Audit review report has identified that the arrangements for funding voluntary organisations have a number of strengths. These include:

- The establishment of a Chief Officers' Group to develop corporate Strategy.
- The development of a Corporate Voluntary and Community Strategy, which acts as a Compact.
- The development of a new corporate Funding Agreement, which is being implemented over an 18–month period.
- A policy on the training and development for the voluntary sector.

- The beginning of a Code of Practice for members and officers.

Several areas have been highlighted in which there is scope for the Council to strengthen its approach. These have yet to be discussed with officers and agreed. Once confirmed the areas of improvement will be built into the Voluntary Organisation Liaison Teams service plan.

Housing Elements of Community Care

- Table 3.1.2 identifies the links between the service area, its statutory functions and its relationship to corporate priorities.
- The Audit Commission report “Home Alone: The Role of Housing in Community Care” sets out the importance of this function and highlights the cost of tenancy loss at £2,100.
- The District Auditors undertook an evaluation of Leicester’s approach. The recommendations of that evaluation included an increased focus for the team on post case closure follow up and in relation to action preventing tenancy breakdown for Community Care clients. This work is underway.
- Housing has had an increasing joint working role since the Community Care Act was introduced. Supporting people and intermediate care arrangements will increase the need for multi-agency assessment and care planning. Between 1997 and 1999 there has been a 45% increase in referrals to the team.
- The Team has recently secured external funding to establish two and a half specialist substance misuse posts which will work across other policy areas integrating these approaches with housing. This represents excellent value against the General Fund Investment for this service.

4.2.2 Compare

- CIPFA data provides benchmarking data, which enables comparison of performance with similar authorities. This does not cover all functions; for example, management of Grant-Aid projects.

The following tables demonstrate key findings of comparator data and performance indicators

Benchmark authorities: CIPFA Stats 1999/00

| Authority | Costs per Hostel Bedspace |
|---------------------|----------------------------------|
| Leicester | £22.38 |
| Birmingham | £10.97 |
| Blackburn | None Available |
| Bolton | £13.54 |
| Bradford | None Available |
| Bristol | None Available |
| Coventry | None Available |
| Derby | None Available |
| Dudley | £4.05 |
| Halton | Awaiting costs |
| Kingston upon Hull | None Available |
| Luton | £5.86 |
| Middlesborough | None Available |
| Newcastle upon Tyne | None Available |
| Nottingham | None Available |
| Oldham | None Available |
| Portsmouth | None Available |
| Rochdale | None Available |
| Sandwell | None Available |
| Southampton | None Available |
| Stoke on Trent | None Available |
| Wigan | £19.92 |
| Wolverhampton | None Available |

This benchmarking indicates:

- Most authorities had not considered analysing hostel costs as has Leicester.
- Services provided (including levels of support and supervision) vary considerably from area to area. Many areas rely heavily on the use of Bed and Breakfast thereby reducing hostel costs.
- Cost of bedspaces ranging from Dudley at £4.05 to Leicester at £22.38
- The service costs above the average of similar authorities, however Leicester is unique in adopting the Leicestershire Act Standards, which requires well above average staffing levels. Leicester also provides an in house service e.g. 24 hour direct access services, the only facilities of this kind in the city.
- Detailed comparator are available for few authorities and further work will be done and amalgamated into the Hostels and Community Care improvement plan.

**Comparison of In House and Grant Aided Schemes cost per bedspace
operating in Leicester 2000/01**

| Project Name & Client Group | Cost per b/sp per night on expenditure |
|--|---|
| Project A Women, Women with Children | £74.86 |
| Project B Women with Children | £82.60 |
| Project C Women, Women with Children | £22.83 |
| Loughborough Road Hostel LCC | £25.36 |
| Border House Hostel LCC | £14.67 |
| Project D Young People | £14.58 |
| Project G Young People | £15.22 |
| Elstree Avenue Supported Housing Project LCC | £31.43 |
| Vaughan Street Supported Housing Project LCC | £10.36 |
| Tatlow Road Supported Housing Project LCC | £19.87 |
| Oronsay Road Supported Housing Project LCC | £6.85 |
| Project E Men 16+ | £29.83 |
| Project F Young People | £31.06 |
| Lower Hastings Street Hostel (includes 31) LCC | £33.57 |
| Night Shelter Hostel LCC | £32.60 |
| Upper Tichborne Street Hostel LCC | £32.99 |

Comparison of In House and Special needs projects funded by the Housing Corporation
Nationally 2000/01

| Project Name | Cost per b/sp per night on expenditure |
|--------------------------------------|---|
| Vulnerable women with babies | £239.15 |
| Homeless People | £39.86 |
| People with alcohol related problems | £54.00 |
| People with drug related problems | £60.15 |
| People with mental health problems | £44.43 |

| Project Name | Cost per b/sp per night on expenditure |
|--|--|
| Loughborough Road Hostel | £25.36 |
| Border House Hostel | £14.67 |
| Lower Hastings Street Hostel (includes 31) | £33.57 |
| Night Shelter Hostel | £32.60 |
| Upper Tichborne Street Hostel | £44.43 |
| Elstree Avenue Supported Housing Project | £31.43 |
| Vaughan Street Supported Housing Project | £10.36 |
| Tatlow Road Supported Housing Project | £19.87 |
| Oronsay Road Supported Housing Project | £6.85 |

- Costs per bedspace per night range from Project B at £82.60, Leicester £6.85
- Overall costs per bedspace per night are significantly below comparator voluntary sector organisation.

Performance Indicators

There is one Performance Indicator within the Community Plan 2001/2 which this service leads work on. This PI is a Ministerial target.

- The average number found in Leicester is 12
- By 2002 reduce rough sleeping to 2/3rds of 1996 levels, local target is 7
- Leicesters interventionist approach has meant that Leicester are no longer on the high concentration list.
- Leicester has continued to improve from 16 in 1998 to 8 in 2000.

| Estimates of rough sleepers outside London | | | |
|--|------|------|-------|
| | 1998 | 1999 | 2000 |
| England | 1850 | 1633 | 1180 |
| Regional estimates | | | |
| Oxford | 39 | 52 | 31 |
| Brighton and Hove | 44 | 43 | 26 |
| Croydon | 25 | 25 | 10-12 |
| Nottingham | 14 | 31 | 23 |
| Birmingham | 56 | 43 | 23 |
| Manchester | 31 | 44 | 23 |
| Cambridge | 30 | 21 | 21 |
| Bournemouth | 44 | 18 | 21 |
| Bristol | 42 | 32 | 21 |
| Exeter | 27 | 19 | 19 |
| Liverpool | 17 | 30 | 19 |
| Leeds | 8 | 17 | 17 |
| Sefton | - | - | 17 |
| Southend | 0* | 15 | 16 |
| Southampton | 22 | 13 | 16 |
| Chester | 21* | 26 | 16 |
| Tonbridge & Malling | - | - | 12 |
| Gloucester | 16 | 20 | 12 |
| Stoke-on-Trent | 31 | 7 | 1 |
| Leicester | 16 | 13 | 8 |

Source: Rough Sleepers Unit *estimate

Key Performance Indicators 2000/01

| 2000/01 | Supported Living Worker | Bliss | Community Care | Young Person Drug & Alcohol Support Worker |
|---|-------------------------|-------|----------------|--|
| % of customers who are maintained in their tenancy 6 months | 88% | 98% | New measure | New measure |

- Note: The Audit Commission estimates the cost of tenancy loss at £2,100

| 1999/00 | Upper Tichborne | L'Rd | Border House | Lower Hastings | Night-shelter | Supported Housing | Project E | Project B | Project A |
|---------------------|-----------------|------|--------------|----------------|---------------|-------------------|-----------|-----------|-----------|
| % of rent collected | 94.83% | 99% | 79% | 102.74% | 94.93% | 73% | 95% | 90% | 95% |

| | L'Rd | Upper Tichborne | Lower Hastings | Night shelter | Border House | Project A | Project B | Project D | Project E |
|-----------------------------------|--------|-----------------|----------------|---------------|--------------|-----------|-----------|-----------|-----------|
| % of Hostel occupancy for 2000/01 | 98.06% | 97.62% | 89.05% | 87.35% | 90.46% | 72% | 30% | 17% | 108% |

- Occupancy rates range from Project D at 17% to Project E at 108%.
- Supported Housing have a target of 85%, the 73% reflects the first year of the project which is not fully yet on line.
- Hostels target is 85%
- The development of local PI's creates problems with comparison particularly if comparator organisations are not recording against that PI. Ongoing work will be required to encourage similar benchmarking and to enable robust comparison to be developed. Percentage of customers for who appropriate housing is facilitated will be new key PI which will demonstrate how effectively clients are moved on to accommodation suitable to their needs,
- Where there are relevant performance measures the services fare well.

- Common sense approach to comparing the costs of assessment work and resettlement by comparing with similar in-house services and where possible external operators.
- Voluntary Competitive Tendering exercise undertaken with the Nightshelter in 1995 to fully test the market. The in-house bid won on both price and quality.
- Catering Services within the hostels were subject to Compulsory Competitive Tendering until January 2000.
- Performance comparisons constitute a major part of EFQM work, as identified within the improvement plan is ongoing.

The need to develop comparator information is well embedded into improvement plans and work has already started with the Major Cities Group and National Homeless Alliance on these matters.

In relation to the wider service and its ability to meet needs, the department specially commissions services to particular needs groups and considers service providers who have a track record in delivering services and best practice in that area. Foundation, Panagar, Women's Aid and Park Lodge are examples of this. Services are market tested as and when they are reconfigured. Further market testing is not undertaken unless a further major service change is required, or there are irresolvable performance issues on the part of the provider. The Council's In-house direct access service is complementary to the specialist services and provides (as far as is practicable) some element of client choice. All service providers are required to consider issues for disabled people and to meet the Disability Discrimination Act. As services are reviewed, the implications for disabled people are being identified and addressed with the provider.

4.2.3 Consult

The EFQM review allowed for exploration of key aspects of services. These included: leadership; people; processes; policy and strategy; partnership and resources; and the results of work in terms of people, customer, society and key performance results. Customers and stakeholders were asked to comment on services. Views on leadership were positive and the overall perception is that policy is based upon the needs and expectations of stakeholders. There is evidence that involvement and empowerment is occurring and there are positive perceptions towards partnerships and resources.

The resulting Improvement Plans have been incorporated into Business and Service plans, which will serve to shape and focus service development in the coming year. Plans set improvement targets, monitor progress and demonstrate direct links to the Community Plan and other Key documents and strategies. Improvement plans can be found at in the Appendix 3.2

Consultation is an integral part of the work of services involved with the review, occurring both through formal and informal processes. These have included:

- Customer Satisfaction Surveys
- Residents forums/meetings: Held regularly at hostels and supported living environments. These provide a platform for users to air views and assist in decision making processes. Examples of findings and Actions taken include:
 - Provision of child related activities at families hostel
 - Healthy living sessions, computer training, video evenings and trips/sports events or other activities aimed to increase confidence and personal awareness at all units.
 - Menu changes in catering hostels
 - Establishment of Support workers and life skills training
 - Dog kennels at Nightshelter

As part of the EFQM exercise consultation in relation to all services was undertaken with staff, customers and stakeholders. Methodology varied from one-to-one interviews undertaken by an independent consultant. The results have been analysed and areas for improvement identified and prioritised within the improvement plan.

Within contractual arrangements Partners are expected to consult with customers.

4.2.4 Compete

The consultation process challenged the provision of services. At present research and benchmarking has identified that best fit solutions are currently applied. During the review areas for further consideration were highlighted and are included in the improvement plan. The process included for a review of the market in relation to services provided.

The main findings were:

- A large number of potential suppliers in relation to hostels and supported housing but none with local experience of delivering statutory services.
- Leicester's use of a mixed economy in relation to hostels and supported housing is broadly consistent with the approach taken by comparator authorities.
- Most authorities operated an explicit policy of minimising the use of B&B accommodation.
- The in-house provision of hostels compares favourably with the independent sector in terms of both quality and price.
- Leicester had gone further than those authorities against which benchmarks were made in gathering and analysing financial and performance related data.
- Within the Major Cities Group Leicester demonstrates the lowest average days spent in temporary accommodation.
- In House services have won on both price and quality in relation to competing for the Nightshelter and Catering services across the hostels.

4.3 Deregulation and Contracting Out

4.3.1 Housing Advice and Rehousing Services

Current provision reflects the in-house service is provided in conjunction with an element of external advice and advocacy.

In terms of competitive conditions and new providers being able to take root, the market is constrained and in terms of current and future needs the recommendation is that the relevant balance be maintained.

In considering deregulation and contracting out the policy element of forming and making decisions about framing the register and allocations scheme must be retained by the authority.

The findings of the review also highlights the role of inter-agency co-operation in this area, and the effectiveness of existing provision in terms of meeting current and future needs.

4.3.2 Hostels and Community Care

Current provision reflects a spread of in-house provision, contracted services and services provided by the “voluntary” sector supported by grant aid provision, in a variety of packages.

This report describes the work and conclusions on competitive conditions in this service area and the prognosis for new suppliers taking root.

The review has also looked at effectively joint commissioning with Social Services and (as from 2003) other, agencies as well. This highlights the importance in seamless service delivery to service users of co-operation between relevant housing authorities and social services authorities. For the reasons given in this section, and in particular section 4.2.4 of this report the recommendations are on the basis that no further deregulation or contracting of the in house services is desirable or necessary in providing for current and future needs.

Options as to external provision are currently looked at in the circumstances outlines in paragraph 4.2.2 and the actions in the improvement plan will bring more focus to this process.

5. FINANCIAL AND LEGAL IMPLICATIONS

5.1 The following table illustrates a best estimate of the build up of cost for each service delivered within the scope. Reflecting:

- The minimum cost that is currently incurred in meeting a legally defined statutory minimum service.
- The cost of providing a core discretionary service
- Other additional costs incurred to enhance either a statutory or core service.

| Service | Type of service | | | Total Budget |
|--|--|-------------------------|--------------------------|--------------------|
| | Statutory Minimum Cost | Core Discretionary Cost | Other Discretionary Cost | |
| | Statutory Duty If provided then statutory minimum | | | *note 1 *note 2 |
| Housing Options Inc. advice, private l/i & tenant issues | £389,769 | £259,846 | | £649,615 |
| Housing Advice external provision | £42,000 | | | £42,000 |
| Assessment of Homelessness | £259,846 | | | £259,846 |
| Housing Register inc. adapted Housing, Matching Service | £110,434 | £19,488 | | £129,922 |
| Nominations to RSL's | £64,961 | £64,961 | | £129,922 |
| Public Reception in NWC and Housing Advice Centre | £64,961 | £64,961 | | £129,922 |
| Direct Provision of Hostel accommodation | £222,101 | £321,115 | | £542,233 |
| EF: Family Support Worker | £8,236 | £8,236 | | 0 (EF) |
| Voluntary Organisation Liaison Team. Grant aid provision of hostel and other services to homeless people | £52,960 | £79,439 | | £132,399 |
| Grant Aid provision of Hostel and other services for homeless people | £278,331 | £278,331 | | £429,662 |
| Direct provision of Supported Housing and Tenancy support | £9,339 | (656) | | £8,683 |
| | EF £23,751 | £27,883 | | 0 (EF) |
| Community Care EF Housing Support Worker | £70,320 | £28,030 | | £98,350 |
| | EF £11,560 | £13,571 | | 0 (EF) |

**note 1: Using actuals from financial year 1999/00*

**note 2: Net costs to the authority are identified with gross expenditure shown in brackets. External funding is marked EF*

5.2 2% Savings and Reinvestment

- The net General Fund expenditure on Service Area 1 was £1,341,230 and on Service Area 2 was £ 1,211,267 of which £645,000 is paid in grant aid to the Voluntary Section. 2% savings would be £ 27,000 and £24,000 respectively. In both Service areas savings could only be met by staffing reductions which would directly reduce the number of clients seen or time spent on subsequent casework and impact upon some of the most vulnerable, disadvantaged, isolated and excluded people in our society.
- Managers have been required to review all General Fund budgets every year for the last 6 years to meet budget reductions targets for the Housing Department. This has led managers to review budgets and make efficiency savings. There is little scope to produce further efficiency savings. The only way to produce further savings is by reducing posts.
- Many of these services are funded through the Supporting People Fund which will be fully operational in 2003 and administered by Health Authority Leicestershire Probation Service, Social Services and Housing and will have its own budget review mechanisms.
- Large parts of the budget for Hostels and Community Care provision are from non-general fund budgets (e.g. SRB, Sure Start, Drug Action Team). This leverage represents excellent value in return for the levels of investment through the General Fund.
- VOLS, Community Care Team and HARS are solely general fund services. The latter two received increased budget in 2001/2002, to reflect increased demand and members' priorities. The HARS budget was increased by three posts (£64k - 5% increase full year effect) and Community Care team by three posts (£66k - 5% increase full year effect). This teams casework had increased 62% over a two year period.
- An additional £48K was made available for the voluntary sector Refugee Hosting Scheme and an in-house resettlement officer for refugees.
- The Corporate Review of Voluntary Sector liaison identified that Housing Department Project Officers had a higher than usual caseload, so reductions would severely impact on partner agencies.
- Additional resources may be needed to be identified if systems are to be put in place to monitor all the suggested performance indicators.

The option for achieving a saving of £27,000 on Service Area one (Housing Advice and Rehousing) is

- A reduction in Housing Options Officers (24K) and efficiency savings of £3K.

Cabinet agreed a 2001/2002 service development of two additional staff. This would reduce the improvement. The staff increase aimed to improve liaison with specified vulnerable groups, and decrease waiting times.

- The options for achieving a saving of £24,000 on Service Area 2 (Hostels and Community Care) are:
 - a) A 2% reduction in the grant aid sector (£13,000) and £11,000 savings within Hostels and Community Care.

Or

- b) A reduction of one Community Care Officer. Cabinet agreed a 2001/2002 service development of three additional staff. This would reduce the improvement. The staff increase aimed to improve liaison with specified vulnerable groups.

6. EQUALITIES

- Managing diversity and delivering equality are central to the review of services. All services were challenged in terms of their ability to deliver a socially inclusive service to all communities and citizens of Leicester, who require such support, regardless of culture, ethnicity, disability, age, gender, sexual orientation and social or economic circumstances. During 1998 extensive work was undertaken to develop a comprehensive rough sleepers and single homeless strategy. This involved consultation with staff groups and representatives from some 165 agencies and with 65 homeless and ex-homeless people as users of services. The strategy has overlaps with other strategic plans such as the Community Care Plan and Health Improvement Plans. Some specialist services have been brokered in following analysis of need.
- The department has also undertaken a number of strategy initiatives in relation to rough sleeping and homeless children and families. In-house and grant-aid provision is reviewed within these strategic contexts. It has facilitated the development of a number of schemes providing additional accommodation, support and non-residential services. Involvement of stakeholders is key in the development of the strategy reviews. Homeless people (including families) are amongst the most disadvantaged and excluded groups in our society. The customer base is diverse and needs are often both complex and multiple. Statistical and monitoring data from the grant aid and In-house projects are reviewed and reported on annually.
- Significant developments have been achieved over time based on these strategies and plans. They are identified within strategy documents, business plans, and annual progress reports. Many relate to interagency initiatives and include:
 - CPN surgeries and visits to Hostels & Community Care Full time GP and nurse for the homeless
 - Disabled facilities and access arrangements at Upper Tichborne Street hostel through capital works
 - Wet Day Centre pilot project
 - Multi-agency assessment frameworks for rough sleepers/single homeless and vulnerable families at Border House
 Disabled people's needs have been considered in service provision with improvements such as the provision of auxiliary aids made in most In-

house establishments. Partner agencies are encouraged to review their environments and act accordingly. In relation to our statutory duties a wide range of accommodation types will be considered appropriate to individual needs.

- Floating support for black offenders
 - Women only direct access environment
 - Teenage single parents project
 - Street drinkers project – Wet Day Centre
 - Support for problematic substance misusers
 - Hostels have been appraised in the context of the DDA by Corporate Equalities staff and improvements subsequently made.
- The Housing Department has produced its first Black and Minority Ethnic (BME) Housing Strategy. This strategy sets out an overall agenda for all service providers in the City including the City Council, Registered Social Landlords, and the voluntary and private sectors. It seeks to gain commitment and support from all housing providers to address the needs of BME communities in the City across all tenures. The strategy has been developed through extensive consultation with all partners and will be used to inform service delivery for services to homeless people. It is a key element within the City Council and the Housing Department's ongoing commitment to overcome 'institutional racism' and to make and encourage changes that can achieve this end.
 - The Hostels and Community Care Business Plan contains specific improvements which address equal opportunities. These were compiled following consultation with customers, staff, management, equality advisors and partners. These are included in the improvement plan.
 - Through the Voluntary Organisation Liaison Section, the Housing Department provides funding support to a number of voluntary sector housing projects that provide housing and support to BME groups. In total during 1999/2000 this amounted to £122,700, which represented 19.42% of the overall budget for voluntary housing sector projects. This budget committed for 2000/01 and for 2001/02 is estimated at £126,000 (19.42% of the overall budget). This funding will provide in the region of 35 bedspaces. The City Council will continue to work with voluntary sector projects to ensure funding is directed to address future housing needs, particularly in the area of 'supported housing' services.
 - The services within the scope of this review are essentially for socially excluded people. The impact of non provision or reduced provision will fall upon women and children, black and ethnic minority people including gypsies and travellers, vulnerable families and adults. People with disabilities across these groups would be affected.

7. SUSTAINABLE AND ENVIRONMENTAL IMPLICATIONS

The work of services covered by this review contribute to enabling more sustainable communities by ensuring that a decent home is within the reach of every citizen of Leicester. Proposals for change identified within the single homeless strategy and incorporated into service design will encourage a more structured and planned approach to addressing needs, which will increase the chance of self-confidence returning and open channels to formal and informal education, training and employment. Services provide for reactive crisis or emergency help and support but also preventative measures and activities, which aim to equip individuals with the tools to maintain tenancies. This will inevitably contribute to making Leicester's communities and neighbourhoods more sustainable.

Specific initiatives include:

- All services operate within the EMAS procedure manual
- Energy Audits are undertaken at residential units
- Inspections of hostels are undertaken by Environmental Health Officers on an annual basis
- Provision of new lifeskills training in hostels
- Development of resettlement, supported housing and Tenancy Sustainment services contribute to sustainable communities.
- Housing Allocations Policy seeks to create sustainable communities.

8. CRIME AND DISORDER IMPLICATIONS

- The work of these sections and strategic interventions considers and implements approaches which impact upon quality of life issues such as street drinking, rough sleeping and begging which are cited as negatively affecting public perceptions of community safety.
- Approaches included provision of assessment and support to ex-offenders or those in danger of re-offending including an emphasis on policies to reduce offending behaviours.
- The section actively tackles Domestic Violence as it relates to housing matters. Roles are responsive, preventative and advisory.
- A significant number of clients are problematic substance misusers. The relationship between substance misuse, homelessness and crime and disorder are well documented.

9. LEGAL IMPLICATIONS

If approved by Cabinet, the legal implications are as follow:

The Review Process

The Review Process is thought to comply with the statutory requirements against constraints noted in the report. In the case of

“challenge” elements, a more refined picture will appear as the quality/standards/monitoring elements of the new grant aid contract and services contract get bedded in. It will be necessary to ensure that all elements of the Review completed within the statutory time scale i.e. by January 2005.

Service Improvement Plan

Any legal issues, which will arise, will need to be taken into account by officers as work on the various elements continues.

10. BACKGROUND PAPERS

The background paper comprise final comparisons, contract monitoring and performance information, details of contractual payments and funding and information which identifies individual service users or persons offering to tender for services. As such it is exempt information as defined by paragraph 7, 8, 9, of Schedule 12a of the Local Government Act 1972 as amended as it contains information relating to:

- 7) the financial or business affairs of any particular person
- 8) the amount of expenditure proposed to be incurred under any contract for the provision of services (where disclosure is likely to give rise to an advantage)
- 9) terms proposed or to be proposed by the authority in the course of negotiations for the supply of services.

Non-confidential Papers

REPORT AUTHOR/OFFICERS TO CONTACT

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APPENDICES

Appendix 1

- 1.1 Scoping Report – Ann Branson

Appendix 2

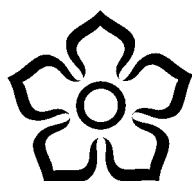
- 2.1 Service Area 2 Performance Indicators - Hostels and Community Care
- 2.2 Service Area 1 Performance Indicators – HARS

Appendix 3

- 3.1 Service Area 2 Improvement Plan - Hostels and Community Care
- 3.2 Service Area 1 Improvement Plan - HARS

Appendix 4

- 4.1 List of Background Documents



Leicester
City Council

Cabinet

9 April 2001

SCOPING PROPOSALS FOR HOMELESSNESS B.V. REVIEW

Report of Assistant Director (Renewal and Rehousing)

1. OVERVIEW AND CONTEXT

- 1.1 The theme of this review is to minimise the number of people who are homeless.

One of the goals of the **Community Plan** is “**to ensure that a decent home is within the reach of every citizen in Leicester**”. The plan uses “**the number of households accepted as (statutory) homeless**” as one of its headline indicators that will be a fundamental measure of the state of the City of Leicester. However the Council recognises that homelessness is more complex than statutory figures will reveal.

The Council’s **key strategy document** for implementing this community plan goal is **Leicester’s Housing Strategy 2000-2003**. The Housing Strategy details eight key objectives and related activities that will help towards meeting that goal. This Best Value theme (Homelessness) relates to the following detailed objectives set out in the Housing Strategy:

- To offer advice and information about homelessness and the prevention of homelessness.
- Prevent increase in, and re-occurring, homelessness .
- Provide a multi-disciplinary approach to assist and act on the needs of single homeless or vulnerable people who have been rehoused.

- Develop supported housing, tenancy support and resettlement to compliment hostel provision.
- Offer housing advice to citizens outlining the full range of options available to meet their housing needs.
- Encourage and enable expansion of the private rented sector.
- To allocate Council housing and nominate to RSL lettings on the basis of housing need, matching the applicant to the most suitable available home.

1.3 Services provided under the Housing Strategy are influenced by, and contribute to, **other key Council Strategies**. There are strong links to:

Children Service Plan
 Community Care Plan
 Crime and Disorder Strategy
 Education Development Plan
 Environment Policy and Statement
 Health Improvement Plan

1.4 This Best Value theme also relates to the following **Performance Plan indicators** -

BVP167 Proportion of homelessness applications on which the authority makes a decision and issues written notification to the applicant within 33 working days.

Local P.I. To reduce the number of rough sleepers on the street to 7 by April 2002.

1.5 Equalities and EMAS will be an integral part of the assessment of the Services.

2. PROVIDERS WHO COULD FAIL WITHIN SCOPE OF THE REVIEW

2.1 Services to meet the detailed aims of the Housing Strategy are focused within thirty cost centres in the Housing Department, managed by two Service Managers.

2.2 The services provided are:

- Housing and Rehousing Services

Housing Advice, Options Advocacy, Representation (These services were included in the Year One Best Value Review of Advice Services).

Private Landlord/Tenant issues;
Statutory assessment of homelessness
Housing Register

Adapted House Matching Service
Nominations to Registered Social landlords
Public reception in New Walk Centre and Housing Advice Centre,
Bishop Street
Grant aided funding to SHARP for advice and advocacy functions.

- Hostels and Community Care

Direct Provision of hostel accommodation
Grant aided provision of hostel accommodation
Commissioning and managing of tenant support services.
Advice and assistance to Community Care Clients with housing need.
Work with Rough Sleepers
Provision of Supported Housing.

2.3 It is proposed that all the above services are dealt with under the B.V. Review of Homelessness. Although advice services were included in the Advice Review and have been inspected this year, they are operationally linked with all the other services listed. However, in view of the work already done, it is proposed that the focus for the advice element in this Review is on linkages with other services.

2.4 In further support of this proposed scope it should be noted that

- these services are often inter-linked for the client. For example, client contact will initially be with one of the two HARS Reception (New Walk Centre or Housing Advice Centre) by direct access to a Hostel, or via referral to the Community Care Team. These staff often sign post or refer to other services within the services listed above. The review will focus on LINKAGES between services.
- these services have protocols, written or informal working arrangements with Housing Management Branch, Social Services Department, Probation Services, Health Authority, Education Department, Rent Offices, Private Sector Housing Team in Environment and Development, Money Advice,

Housing Benefits. For this Review these service providers will be viewed as **stakeholders**.

- these services are all non-landlord functions within the Housing Department (i.e. resourced from the General Fund not Housing Revenue Account).
- these services are managed by two Service Managers, and represent all the services they manage or commission. Both Services Managers will shortly have carried out a full scale EFQM assessments of their services during the past year.
- The Chartered Institute of Housing advises that for the purposes of a Housing Inspectorate Review the following would be scoped in: Housing Advice, prevention of homelessness, work with single non-priority homeless, work with rough sleepers, statutory assessment of homelessness, temporary accommodation, routes for the homeless into permanent accommodation.

3. KEY STAKEHOLDERS

It is proposed that those marked with * are key stakeholders and will be consulted on the scoping exercise: (The others will be included later in the process.

3.1 Service Providers:

*Housing Management Branch
*Social Services (Adult and Children's Services)
*Probation Service (Accommodation Unit)
*Health Authority
*Education Department
*Private Sector Housing Team, Environment and Development
*Housing Benefits
Grant Aided Hostels
Rent Officer
Other Advice Agencies – (13 significant agencies identified in Survey of Housing Advice Services).
Benefit Agency
Police
Drug Action Team
Primary Care Groups and Trusts.

3.2 Clients:

It is not proposed to consult with clients on the Scoping exercise.

4. DIRECTORS BOARD AND MEMBER EXPECTATION FOR INCLUSION IN THE THEME:

The Business Units identified by Cabinet for this theme are:

Community Care Unit
Voluntary Service (Need)
Hostels
Homelessness and Rehousing

The 2000/2001 budget was £2.755m

5. BROAD CONTEXT

- 5.1 Supporting People will have major effect on funding and provision of services within Hostels and Community Care Cost Centre.
- 5.2 EFQM Improvement Plan in place for the Housing Advice and Rehousing Service (HARS).
- 5.3 EFQM Improvement Plan being developed for the Hostels and Community Care service areas.
- 5.4 A new staffing structure is being implemented in HARS. Recruitment to key posts underway. Introduction of generic working by creating customer focused "Housing Options Officers": Staff training will begin when key posts filled. (April/May 2001).
- 5.5 Budget Strategy : 2001/2002 budget provided additional resources in both cost centres in recognition of growing client base.
- 5.6 Homes Bill : currently being debated, impacts on this theme. Provisions of Bill largely followed in Leicester already, but some work to be done.
- 5.7 Leicester has been designated by Government as a cluster area for Asylum Dispersal. While housing services for Asylum Seekers are dealt with under separate arrangements, some service reconfiguration will be needed for subsequent refugees.
- 5.8 These services are covered by the Audit Commissions Housing Inspectorate. No inspection date has been notified or requested.

6. STRATEGIC IMPERATIVES

1. What our clients experience of the services we provide to meet our aim of preventing homelessness?
2. The need to respond to the Government “Supporting People” proposal.
3. The need to ensure effective joint working between Housing, Social Services, Probation and Health to meet all the Government Social inclusion initiatives (SRB, NRF, New Deal, etc., etc.) Have we got the linkages right?
4. The need to prepare for a potential inspection by the Housing Inspectorate.
5. The need to implement improvement plans prepared under the EFQM exercises.

7. KEY ISSUES RAISED BY STAKEHOLDERS

The consultation period on the Scoping Report is 5th March to 16th March. Issues raised by Stakeholders will be fed into the process as they are received. Those consulted have been provided with this report and asked the question “What are the issues that you consider – a best value review of these services address?”

8. AREAS PROPOSED TO BE EXCLUDED

See 2.3. It is proposed to include linkages with the Housing Advice Services in this Review.

9. RECOMMENDATIONS

It is recommended that;

1. The scope of the Best Value of Homelessness includes the service areas set out in paragraph 2 and the issues listed at paragraphs 5 & 6. A major focus of the Review will be on linkages between services that aim to minimise homelessness.
2. That Stakeholders views on the scope received after this meeting be considered by the Scrutiny Director.

10. OFFICERS TO CONTACT:

| | | |
|----------------------|---|--|
| Scrutiny Director | : | Peter Connolly, Ex: 8000 |
| Assistant Director | : | Ann Branson, Ex: 6802 |
| Review Lead Officers | : | Lisa Barker/Vijay Desor Ex: 6838 : Ex: 6915 |
| Review Facilitator | : | Lyn Senior, Ex:6372 |

| Appendix 2.1 Performance Indicator Hostels and Community Care | | | | | | | | | | | | |
|---|---|--|--|--|--|--|--|--|--|--|--|--|
| Key : NT - No target, n/a or NA - not applicable, NM - No measure, NO - No opinion, | | | | | | | | | | | | |
| Hostels & Community Care | | | | | | | | | | | | |
| Targets/Actual | | | | | | | | | | | | |
| Questionnaires & data gathering Only | | | | | | | | | | | | |
| Information obtained for EFQM assessment March 2001 | | | | | | | | | | | | |
| | | | | | | | | | | | | |
| | | | | | | | | | | | | |
| 6.1 | % of clients who feel the service is available when needed (eg opening hours & access to staff) | | | | | | | | | | | |
| 6.2 | % of clients who found the building & facilities easy to use (eg physical access) | | | | | | | | | | | |
| 6.3 | % of clients who feel the staff were responsive and sensitive to their housing and support needs. | | | | | | | | | | | |
| 6.4 | % of customers satisfied with the training and development provided (informal/formal) | | | | | | | | | | | |
| 6.5 | % of upheld complaints (formal) | | | | | | | | | | | |

| | | | | | | | | | | | | | |
|------|---|--|--|--|--|--|--|--|--|--|--|--|--|
| 6.6 | % of stakeholders who feel our access and referral procedures and policies reflect customer needs | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 6.7 | % of clients/customers satisfied with the service provided | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 6.8 | % of customers who are maintained in their current tenancy | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 6.9 | % of customers satisfied with the information provided about services | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 6.10 | No of written compliments received | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 6.11 | % of customers for whom appropriate housing is facilitated | | | | | | | | | | | | |
| 7.1 | a) % of staff who feel their training needs have been identified to enable them to undertake their duties and responsibilities to an acceptable level | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| | b) % of staff who feel their training needs have been met or planned for | | | | | | | | | | | | |
| | | | | | | | | | | | | | |

| | | | | | | | | | | | | | |
|-----|--|--|--|--|--|--|--|--|--|--|--|--|--|
| 7.2 | a) %of staff who feel that leaders satisfactorily motivate them | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| | b) % of staff who feel that they are motivated by colleagues | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 7.3 | % of staff who are satisfied with communication within the organisation | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 7.4 | a) % of staff who feel that leaders provide adequate support & assistance | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| | b) % of staff who feel adequately supported by colleagues | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 7.5 | % of staff satisfied with the arrangements for their personal safety (verbal & physical) | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 7.6 | Deleted | | | | | | | | | | | | |
| 7.7 | % of staff satisfied with their working conditions | | | | | | | | | | | | |
| 7.8 | a) % of staff satisfied with their remuneration | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| | b) % of staff satisfied with employment terms & conditions | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| 7.9 | % of staff satisfied with their career development opportunities | | | | | | | | | | | | |

| | | | | | | | | | | | | | |
|------|---|--|--|--|--|--|--|--|--|--|--|--|--|
| 7.10 | % of staff satisfied with the level of recognition given to them by their leaders | | | | | | | | | | | | |
| 7.11 | a) % of staff leaving | | | | | | | | | | | | |
| | b) % of staff satisfied with how staff turnover is managed | | | | | | | | | | | | |
| 7.12 | a) Average no of days sickness per employee | | | | | | | | | | | | |
| | b) % of staff who feel sickness is managed effectively | | | | | | | | | | | | |
| 7.13 | a) No of staff grievances as % of total no. of staff | | | | | | | | | | | | |
| | b) % staff grievances upheld | | | | | | | | | | | | |
| 8.1 | Two thirds reduction in the number of people sleeping rough by 2002 | | | | | | | | | | | | |
| 8.2 | % of clients involved in meaningful occupation (activities) | | | | | | | | | | | | |
| 8.3 | % of clients registered with GP | | | | | | | | | | | | |
| 8.4 | % of Clients referred to appropriate* services (*agreed service list) | | | | | | | | | | | | |

| | | | | | | | | | | | | | |
|-----|---|--|--|--|--|--|--|--|--|--|--|--|--|
| 8.5 | % of clients for whom a multi-agency solution is sought | | | | | | | | | | | | |
| 8.6 | a) % Satisfaction with City Council's Action in Relation to Rough Sleepers | | | | | | | | | | | | |
| | b) % Satisfaction with City Council's Action in Relation to Housing elements of community care | | | | | | | | | | | | |
| 8.7 | % Reduction in energy consumption,water usage,etc in line with EMAS | | | | | | | | | | | | |
| 8.8 | % Satisfaction with joint working/protocols | | | | | | | | | | | | |
| 8.9 | % of community stakeholders (representatives) who are satisfied with the way we conduct our neighbourhood relationships | | | | | | | | | | | | |
| 9.1 | % of rent collected | | | | | | | | | | | | |
| 9.2 | % of cases where key positive outcome is achieved | | | | | | | | | | | | |
| 9.3 | a) Cost per case | | | | | | | | | | | | |
| | b) Cost per bedspace | | | | | | | | | | | | |
| 9.4 | % of Assessments undertaken within agreed timescales (no of working days) | | | | | | | | | | | | |

| | | | | | | | | | | | | | |
|------|---|---|---|---|---|---|---|---|---|---|---|---|--|
| 9.5 | % of building & health & safety checks completed | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |
| 9.6 | % of partnership objectives achieved | | | | | | | | | | | | |
| 9.7 | % of service output met (to determine throughput) | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |
| 9.8 | % of cases complying with procedure stds (written instructions) | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |
| 9.9 | % of key quality standards met within the Leicestershire Act | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |
| 9.10 | % of premises that have regular quality inspections (ground, communal areas, etc) | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |
| 9.11 | % of cases complying with professional stds | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |
| 9.12 | Agency satisfaction with service provision | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |

Appendix 2.2

B1-4. To Re-House or Find Accommodation for Customers who are High in Need.

4. Performance Indicators and Review of Performance 2000/2001

Below are the key performance indicators for the Housing Advice and Re-Housing Service for the period 2001/2002. The majority of these have been set since 2000/2001 through the self-assessment of the service using the EFQM model, which has led to a number of service improvements and new performance indicators to monitor our service for continuous improvement. A number of targets cannot yet be set until we have some data to set the targets upon. Data gathering will be set into place during 2001/2002 to enable us to set realistic targets for improvement in 2002/2003.

Performance Indicators and Actual Performance for 2000-2001, Targets for 2001-2002.

| Performance Indicator | Set by | Last Year | Target 2002 |
|--|--------------|--------------------|-------------|
| Customers | | | |
| % Cases customer satisfied with service given | Internal (I) | Not measured (N/M) | Unset (U) |
| No upheld complaints as % of total cases | I | N/M | U |
| % Of occasions upheld complaints resulted in changes in policy/procedure if required | I | N/M | U |
| No compliments received by the service | I | N/M | U |
| Accreditation to national bodies | I | N/M | U |
| Press coverage and publicity | I | N/M | U |
| Development of new initiatives/pro active approaches | I | N/M | U |
| % Customers satisfied with training/education received | I | N/M | U |

| | | | |
|---|---|-----------|------------------------------|
| People | | | |
| <u>% Staff felt training needs identified to undertake duties</u> | I | N/M | 70% |
| <u>% Staff feel training needs met</u> | I | N/M | 70% |
| <u>% Staff having ERDs last 12 months</u> | I | N/M | 100% |
| <u>% Previous years targets met in ERD</u> | I | N/M | 75% |
| <u>% Staff satisfied with how agreed objectives managed since last ERD</u> | I | N/M | Rating of 7+ |
| <u>% Staff satisfactorily motivated or higher</u> | I | N/M | 7+ |
| <u>% Staff rate communication as satisfactory or higher</u> | I | N/M | 7+ |
| <u>% Staff feel supported satisfactory or higher</u> | I | N/M | 7+ |
| <u>% Staff feel satisfied with health and safety</u> | I | N/M | Comparable to other sections |
| <u>No of staff leaving as % total</u> | I | N/M | Comparable to other sections |
| <u>% Staff satisfied with how staff turnover is managed</u> | I | N/M | Comparable to other sections |
| <u>% Staff satisfied with IT systems</u> | I | N/M | 75% |
| <u>Average days sickness per employee</u> | I | N/M | U |
| <u>% Staff feel sickness is managed effectively</u> | I | N/M | U |
| Business Results | | | |
| <u>% Cases current accommodation retained</u> | I | N/M | U |
| <u>% Cases representing with same problem</u> | I | N/M | U |
| <u>% Cases where appropriate/accurate/relevant advice given</u> | I | N/M | U |
| <u>Cost per case</u> | I | N/M | U |
| <u>% Cases where appropriate reconciliation services provided</u> | I | N/M | U |
| <u>% Cases where appropriate/accurate/relevant decisions made (initial assessment)</u> | I | N/M | U |
| <u>Number of household accepted as statutorily homeless</u> | Community Plan | Available | U |
| <u>% Cases where appropriate decisions made (in-depth assessment)</u> | I | N/M | U |
| <u>Proportion of homeless applications on which the authority makes a decision and issues written notification to the applicant within 33 working days</u> | National BVI 167/Local Performance Plan | 68% | 80% |

| | | | |
|---|------------------------|------------------------|-------------------------------------|
| <u>To reduce the number of rough sleepers on the street by two thirds of 1996 levels</u> | Local Performance Plan | 11.3 persons | 7 or less persons |
| <u>% Cases completed within time scales, access and health assessment</u> | I | N/M | U |
| <u>% Cases overturned at review</u> | I | N/M | U |
| <u>% Reviews completed within time scale, homelessness</u> | Statutory | Available not collated | U |
| <u>% Reviews completed within time scales, access and health</u> | I | N/M | U |
| <u>% Of registered/amended housing applications within time scales</u> | I | N/M | U |
| <u>% Of input errors housing applications</u> | I | N/M | U |
| <u>% Nominations/matches made within Housing Allocation Policy, Nominations, Matching Service</u> | I | N/M | U |
| <u>% Updates enacted within time scales, Housing Allocation Policy</u> | I | N/M | U |
| <u>Society</u> | | | |
| <u>Monitor effectiveness of corporate strategies on service delivery and society</u> | I | N/M | U |
| <u>Evaluate contribution service has to sustaining communities</u> | I | N/M | U |
| <u>To contribute to the reduction of resources (EMAS)</u> | I | N/M | 95% paper order to be 100% recycled |
| <u>Comply with corporate standard car use</u> | I | N/M | As per EMAS F18 |
| <u>How service handles change in unemployment levels</u> | I | N/M | U |
| <u>To met the re-housing needs of those asylum seekers given positive decisions by drawing up a strategy for re-housing by June 2001</u> | Community Plan | N/M | Production of strategy by 06/01 |
| <u>Evaluate service response to requests from assistance from asylum seekers</u> | | | |

Hostels and Community Care

Appendix 3.1 Improvement Plan Hostels and Community Care

Service Improvement Plan July 2001

| Improvement | Outcomes | Key Milestones | Resources | Lead Officer | Timescale |
|--|--|--|--|--------------|---|
| Establish and implement a review mechanism to facilitate the review and assessment of current policies, procedures, working protocols etc. | <ul style="list-style-type: none"> To ensure policies are in line with vulnerable client needs and expectation To ensure that procedures are efficient in order to deliver on service priorities e.g. assessment of vulnerable client needs | Report Produced | Officer time to establish review mechanism and produce report. Further resource implications will be identified at that time | Lisa Barker | September 2001 |
| Review current methods and channels of communication to staff, clients and stakeholders and implement any appropriate changes. | <ul style="list-style-type: none"> To ensure the diverse community of Leicester have access to service information To ensure targets and performance indicators are communicated To ensure appropriate information and methods are applied in service delivery To provide a means of communication and customer feedback | Report Produced | Officer time to undertake review and produce report. Likely to be resource implications for production of e.g. newsletters. Implications to be identified within report. | Lisa Barker | September 2001 – December 2001 |
| Review current Partnership working arrangements | <ul style="list-style-type: none"> To establish stakeholders panel To ensure effective cross boundary joint working and joint commissioning of services for vulnerable people To ensure consistency of approach in dealing with vulnerable clients through inter-sectional working | Report Produced | Officer time (Housing and partner agencies). Further resource requirements will arise if operational change is identified | Lisa Barker | October 2001. Implementation by December 2001 |
| Integrate fully new performance measures into everyday working and develop additional performance measures. | <ul style="list-style-type: none"> To ensure mechanism in place to collect and analyse performance data To establish comparator database covering all aspects of the service To review and develop whole appropriate additional performance measure to aid the continuous improvement of the service | Performance measures applied to team monitoring and reporting mechanisms | Officer time. New IT systems may be required. | Lisa Barker | September 2001 |

| | | | | | |
|---|---|---|--|-------------|------------------------------------|
| To assess the current and future IT needs of the service to ensure the effective use of the resources within the service. | <ul style="list-style-type: none"> To audit IT provision To develop and implement an IT strategy | Report Produced | Officer time in producing report. Likely to produce significant IT resource requirements | Lisa Barker | January 2002 |
| Review current working conditions and safety arrangements inc. CCTV/Risk Management | <ul style="list-style-type: none"> Improve client accommodation standards. Establish a formal maintenance programme for hostels and supported housing To improve staff personal safety To produce a building audit action plan | Report Produced | Officer time to produce report. Resources implications include new CCTV systems and other security measures. Capital spend will be required to undertake modernisation and improvements to the physical environment. | Lisa Barker | December 2001 |
| To review services to homeless clients and homeless families and their children in temporary accommodation. | <ul style="list-style-type: none"> Improve Services (including the physical environment) to homeless families at Border House to take into account diverse range of culture, faith and background Service assessment of grant aided projects for young people | Report Produced | Officer time to produce report. Resources implications include new CCTV systems and other security measures. Capital spend will be required to undertake modernisation and improvements to the physical environment. | Lisa Barker | October 2001 |
| Review the provision of emergency accommodation available in the City | <ul style="list-style-type: none"> To provide a Multi Healthy Living Centre to which Nightshelter is to be relocated in order to provide a holistic service of health care and temporary accommodation to single homeless clients | <ul style="list-style-type: none"> - Building identified - Funding identified | Estimate of £1.25 million capital refurbishment. Additional revenue costs may be necessary. | Lisa Barker | To be determined with stakeholders |

Housing Advice and Re-Housing services Improvement Plan

Appendix 3.2

| Action | Milestones | Lead Officer | Target Date | Outcomes |
|---|---|---|---|---|
| Restructure the organisation | <ul style="list-style-type: none"> creation of generic options teams establishment of a support function to the frontline services | Ann Branson Vijay Desor & Nicola Hobbs | Options /Registrations Managers post in place. Team Leader recruitment on going. | Provide an improved seamless service to customers |
| Establish a strategic plan for Service development and Review | <ul style="list-style-type: none"> Service plan in place – linked to corporate, service and departmental objectives Review IT provision and establish IT strategy Implementation of a structured system for policy reviews. Establish performance management framework. Homeless Families Strategy. Refugee Rehousing Strategy. Achieve Quality Mark for Community Legal Service | Vijay Desor Vijay Desor Vijay Desor Caroline Carpendale / Nicola Hobbs Vijay Desor Vijay Desor / Lisa Barker Service Manager Options/ Registrations Manager Ann Branson Vijay Desor Nicola Hobbs | Complete Proposed start date September 2001 Proposed start date September 2001 2001 Start work - November 2001 dependant on resources available. March 2002 Programming dependent on maternity cover. | Improvement in service delivery to customers and stakeholders. Efficient production of management information. Policy reacts to changing environment. Ensure that performance meets objectives of service. Meet expected Homelessness Act requirement. Coordinated and multi agency services for homelessness families. To support Government Refugee Integration Strategy. Improve quality standards and sign posting to other Advice Services. |

| | | | | |
|--|---|--|---|---|
| Establish Training and Development Plans | <ul style="list-style-type: none"> • Development of a service wide training plan. • Implementation of a staff development plan | <p>Vijay Desor</p> <p>Vijay Desor / Caroline Carpendale / Nicola Hobbs Team Leaders</p> | <p>Stage 1 - September 2001</p> <p>Stage 2 - Linked to recruitment to key supervisory posts & completion of stage 1</p> | Provide an improved service to customers through well trained and motivated workforce. |
| Service Development 2001 - 2002 | <ul style="list-style-type: none"> • 2 additional Housing options Officers for vulnerable people • Introduce new Homeswap service. • Introduce Refugee Hosting Scheme. • Refugee Resettlement Officer | <p>Caroline Carpendale</p> <p>Steve Nash</p> <p>Manny Akigyima.</p> <p>Manny Akigyima</p> | <p>September 2001</p> <p>Commence June 2001</p> <p>Start service October 2001</p> <p>In post Sept 2001</p> | <p>Provide an improved seamless service to customers and to Leicester's emerging communities. Improved choice for tenants.</p> <p>Support Government's Refugee Integration Scheme</p> <p>Support government's Refugee Integration Scheme.</p> |
| Items arising from Fundamental Challenge | <ul style="list-style-type: none"> • Establish protocols for referrals/joint working with Options staff and Hostel staff & support services • Establish database to assess and monitor extent of 'revolving door ' syndrome. • Implement items from B.V. Review of Advice Services | <p>Vijay Desor Caroline Carpendale</p> <p>Vijay Desor Lisa Barker Caroline Carpendale</p> <p>Vijay Desor Damon Gibbons</p> | <p>November 2001</p> <p>To be confirmed subject to resources available</p> <p>As required by BV services Plan</p> | <p>Provide an improved seamless service to customers.</p> <p>Provide a quality and effective service to customers</p> <p>Provide a seamless advice/options service to customers.</p> |

BEST VALUE FILE LOCATIONS LIST

Appendix 4

HOSTELS AND COMMUNITY CARE/HARS

| SERVICE AREA | DETAILS | DOCUMENT | DOCUMENT NUMBER |
|---------------------|--|---|------------------------|
| 2 | 3.4 Routing of Best Value | Assessment of Our performance | 1 |
| 2 | 4.2.1 Challenge | Home Alone: The Role of Housing in Community Care | 2 |
| 2 | 4.2.4 Compete | Hostels, Supported Housing and Resettlement Homeless Services Directory | 3 |
| 2 | 3.1.1 Analysis of the Services 3.1.6 Specific Issues Relating to Services | Invest to Save Budget Bid Leicester Wet Day Centre October 1999 | 4 |
| 2 | 3.4 Routing of Best Value Review 3.1.1 Analysis of the Services 3.1.6 Specific Issues Relating to Services | Cabinet/Scrutiny Report 23 rd April/23 rd May 01 Single Homeless Strategy Annual Progress Report | 5 |

| SERVICE AREA | DETAILS | DOCUMENT | DOCUMENT NUMBER |
|--------------------------|--|--|-----------------|
| 1 2 (Shaded document) | 3.1.1 Analysis of the Services 3.1.6 Specific Issues Relating to Services | Leicester's Single Homeless Strategy 1999-2002 | 6 |
| | | Report to Director of Housing 13 th Feb 01 Homeless Children and Families Strategy | 7 |
| | | Interagency Working Party on Services to Homeless Children Action Plan – Adopted June 1999 | 8 |
| | | Report 13 th Feb 01 Future Housing and Support Services Plan for Children and Families | 9 |
| | | Rough Sleepers Strategy Revised Version Feb 00 | 10 |
| | | Report to Homelessness & Community Care Forum and Housing Committee Revised Rough Sleepers Strategy | 11 |
| | | Report to Housing Committee 7 th June 1999 Single Homeless Strategy | 12 |
| | | Report to Housing Committee 4 th Nov 98 Services to Single Homeless People | 13 |
| | | Leicester City Council Monitoring Form 2001/2002 | 14 |
| | | March 01, Annual Financial Report on Grant Aided Projects Funded through the Housing Committee 1999/2000 | 15 |

| SERVICE AREA | DETAILS | DOCUMENT | DOCUMENT NUMBER |
|--------------|---|---|-----------------|
| 2 | 4.2.3 Consult 3.4 Routing of Best Value Review – note 3 | Hostels and Community Care – Targets/Actual | 16 |
| 2 | 4.2.2 Compare 3.4 Routing of Best Value Review | Population/DA Beds | 17 |
| 2 | 4.2.1 Challenge | Local Authority Grants to Voluntary Organisations Audit 1999/2000 | 18 |
| | | Report to Housing Committee 5 th June 00 – Grant Aided Projects Service Monitoring Report April 1999 to March 2000 | 19 |
| | | Annual Financial Report on Grant Aided Projects Funded Through the Housing Committee 1999/2000 | 20 |
| 2 | 3.1.1 Analysis of Service | Leicester's Best Value Performance Plan 2001/2002 | 21 |
| 1 | 3.1.1 Analysis of Service | A Decent Home within the Reach of Every Citizen of Leicester | 22 |
| 2 | 3.1.1 Analysis of the Services 3.1.2 Overview of Service | | |
| 2 | 6 Equalities 3.1.4 Future Plans for Service | Hostels and Community Care Business Plan | 23 |
| 2 | 4.2.1 Challenge | District Auditor's Report Housing Aspects of Community Care | 24 |
| 2 | Appendix 4 – Performance Plan | Hostels and Community Care Workforce in terms of Ethnicity and Disability | 25 |
| 2 | 3.1.4 Future Plans for Service 4.2.3 Consult | Hostels and Community Care EFQM Balanced Feedback Report | 26 |
| | | Hostels and Community Care Case Study Results Analysis | 27 |
| | | Hostels and Community Care EFQM Assessment | 28 |
| | | Hostels and Community Care Case Study Enabler Analysis | 29 |

| SERVICE AREA | DETAILS | DOCUMENT | DOCUMENT NUMBER |
|---------------------|---|--|------------------------|
| 2 | 3.1.3 Review of Service | Housing Committee Report 2 nd May, Supporting People | 30 |
| 2 | 4.2.2 Compare 3.4 Routing of Best Value Review 4.2.1 Challenge 4.2.4 Compete | Hostels and Community Care Section – Best Value Comparisons Hostels and Supported Housing Costings | 31 |
| 2 | 3.4 Routing of Best Value Review note 2 | PQASSO | 32 |
| 1 | 3.4 Routing of Best Value | Assessment of our performance – EFQM Feedback Report | 33 |
| 1 | 4.1.1 Challenge | Housing Strategy 2000-2003 | 34 |
| | | HARS Business Plan | 35 |
| | | Report to Housing Committee September 1999 – Evaluation of Voluntary Projects (SHARP) | 36 |
| 1 | 4.1.2 Compare | Major Cities Benchmarking Group. Homelessness Exercise 98/99 | 37 |
| | | Housing Advice Services Survey 99 | 38 |
| | | Report to Housing Committee November 99 | 39 |
| | | Report to Housing Scrutiny 24 th may 2001. Homeless, Housing Advice Tenancy Relations and Rehousing Statistics 2000 | 40 |
| 1 | 4.1.3 Consult | Customer Satisfaction Survey 2000 (EFQM) | 41 |
| | | Customer Satisfaction Survey 1999 | 42 |

| SERVICE AREA | DETAILS | DOCUMENT | DOCUMENT NUMBER |
|--------------|---|--|-----------------|
| 1 | 3.1.1. Analysis of Service 3.1.6 Specific issues relating to service | Housing Act 1996 (Part VI & VII) | 43 |
| | | DETR Code of Guidance Homelessness & Allocations. | 44 |
| | | DETR Code of Guidance Harassment and unlawful Eviction of Private Sector Tenants | 45 |
| | | Leicesters Community Plan | 46 |
| | | Leicester Local Agenda 21 | 47 |
| | | Crime & Disorder Strategy 1999-2002 | 48 |
| | | Leicesters Children Services Plan | 49 |
| | | Community Care Plan for Leicester – Strategic Direction and Action 1998-2001 | 50 |