

## Appendix 8

### Evidencing the value of housing related support in services for homeless people

#### National Policy Initiatives

There are a number of national strategies that central government have developed that housing related support services contribute to delivering. The devolution of power to local areas from national government involves an expectation that localities will commission and deliver services that contribute toward attaining these targets. In some cases, central government will pass legislation or issue statutory guidance to compel local authorities and Health Authorities/Trusts to perform certain functions. Housing related support providers perform an important function in supporting the local authority and primary and secondary statutory health services in meeting the health, social care and support needs of homeless people. The Coalition Government have announced a budget of £400 million over the 4 year spending review to prevent and tackle homelessness.

There is a range of legislative and policy initiatives that impact on the services that homeless people can expect. The main pieces of legislation for homeless people are the **1996 Housing Act, the Homelessness Act 2002 and The Homelessness (Priority Need for Accommodation) (England) Order 2002**. These place obligations on Local Authorities, setting out a range of duties to people who are homeless. This always includes advice and assistance and often the provision of temporary accommodation. There is also an ongoing duty to some homeless people. The main housing duty is to accommodate those who are vulnerable, unintentionally homeless and in priority need – these are the ‘statutory homeless’. There is also a **Code of Guidance** which sets out how a local authority should interpret the legislation.

Many agencies in the voluntary sector support those who are non-statutory or single homeless, in addition to some single people who may be considered vulnerable under the legislation. Supported housing providers may play a role in providing temporary accommodation to people who are defined as homeless and in vulnerable need and to those who fall outside this definition.

Rough sleeping is the sharp end of homelessness. In 2008, **Communities and Local Government (CLG)** launched the previous government’s rough sleeping strategy ‘**No One Left Out**’. The strategy signals the government’s intention to work with partner agencies to end rough sleeping by 2012. The strategy sets out fifteen actions that the government will take to reduce rough sleeping to as close to as zero as possible.

In 2006, the government published **Places of Change - Tackling homelessness through the Hostels Capital Improvement Programme**. This launched the **Places of Change Programme**, a 3 year programme started in 2008 and led by the **Homes and Communities Agency (HCA)**. The programme aims to encourage homelessness agencies to focus on moving service users forward. This includes improving their access to meaningful occupation and training and employment opportunities. The programme funds projects which have a specific focus on developing new ways of working with homeless people, although agencies can also become ‘Places of change without additional funding. As part of the initiative, the HCA have developed a website.

To support the vision of the Places of Change agenda, a small grants programme called “**Activating Places of Change**” (**APoC**) was set up by Communities & Local Government (CLG) to pay for services to embed the ethos of meaningful activity into their services. This includes looking at routes to employment, training and education and the sense that homelessness services should find ways to inspire and motivate those staying in them.

Further information can be found below

1996 Housing Act [http://www.opsi.gov.uk/Acts/acts1996/ukpga\\_19960052\\_en\\_1](http://www.opsi.gov.uk/Acts/acts1996/ukpga_19960052_en_1)

Homelessness Act 2002 [http://www.opsi.gov.uk/ACTS/acts2002/ukpga\\_20020007\\_en\\_1.htm](http://www.opsi.gov.uk/ACTS/acts2002/ukpga_20020007_en_1.htm)

The Homelessness (Priority Need for Accommodation) (England) Order 2002  
<http://www.opsi.gov.uk/si/si2002/20022051.htm>

Communities and Local Government <http://www.communities.gov.uk/housing/>

No One Left Out <http://www.communities.gov.uk/publications/housing/roughsleepingstrategy>

Places of Change [http://www.homesandcommunities.co.uk/places\\_of\\_change](http://www.homesandcommunities.co.uk/places_of_change)

Homes and Communities Agency <http://www.homesandcommunities.co.uk/>

### Local Area Agreement Indicators that homelessness services contribute to

A Local Area Agreement (LAA) is a three-year agreement between central government, a local authority and its partners in an area to improve public services. Through the local area agreement, local authorities work towards improving services by agreeing to targets based on up to 35 improvement indicators chosen from a possible 198 indicators. They also have an additional 16 statutory educational targets to achieve.

A large proportion of local funding supports the delivery of these 35 improvement indicators and the 16 statutory education targets. It is therefore important that local agencies delivering services can demonstrate that the work they do contributes to the achievement of the targets. Read about Local Area Agreement on the Homeless Link website: <http://www.homeless.org.uk/local-area-agreements>

There is no National Indicator specifically for homelessness. The CLG Committee in its report on Supporting People services decided not to recommend the creation of a specific indicator for homelessness. However, there are a number of National Indicators that services for homeless people contribute to. The main indicators are **NI 141** and **NI 142**. These are concerned with at the number of vulnerable people achieving independent living and supported to maintain independent living. Housing support providers supporting vulnerable homelessness clients should be able to demonstrate that their services contribute towards the achievement of these targets. Because homeless people, and particularly rough sleepers, are at risk of increased ill-health and reduced life span on average, **NI 120** which looks at mortality rates, could be contributed to by supporting agencies.

NI	Description	Significant contribution	Partial contribution
NI 141	Percentage of vulnerable people achieving independent living	✓	
NI 142	Percentage of vulnerable people who are supported to maintain independent living	✓	
NI 120	All-age all cause mortality rate		✓

The other relevant indicators will depend on the profile of the clients assisted by the various projects. To be able to effect change and positively affect outcomes for its clients, the homeless sector necessarily takes a holistic view of the welfare needs of its clients. The Places of Change agenda encourages a wide outlook. Homelessness agencies will be concerned with drug and alcohol use, mental and physical ill health, the promotion of good health, the promotion of life skills and meaningful activity and more. There are indicators that relate specifically to drug and alcohol users, people in mental ill health, young and ex-offenders, migrants, young offenders or ex-offenders.

Housing support services working with drug or alcohol users could contribute to a number of indicators. **NI 41** and **NI 42** could be used by agencies contributing directly or indirectly to the reduction of street drinking.

NI	Description	Significant contribution	Partial contribution
NI 17	Perceptions of anti-social behaviour	✓	
NI 41	Perceptions of drunk or rowdy behaviour as a problem	✓	
NI 42	Perceptions of drug use or drug dealing as a problem	✓	
NI 39	Rate of hospital admissions per 100,000 for alcohol related harm		✓
NI 134	The number of emergency bed days per head of weighted population	✓	
NI 137	Healthy life expectancy at age 65	✓	
NI 40	Number of drug users recorded as being in effective treatment		✓

Services working with adults in contact with secondary mental health services or adults with learning disabilities could contribute these indicators:

NI	Description	Significant contribution	Partial contribution
NI 149	Adults in contact with secondary mental health services in settled accommodation	✓	
NI 150	Adults in contact with secondary mental health services in employment	✓	
NI 145	Adults with learning disabilities in employment		✓
NI 146	Adults with learning disabilities in employment		✓

Services working with young offenders or ex-offenders could contribute to these indicators:

NI	Description	Significant contribution	Partial contribution
NI 19	Rate of proven re-offending by young offenders	✓	
NI 45	Young offenders engagement in suitable education, employment or training	✓	
NI 46	Young offenders access to suitable accommodation	✓	
NI 79 - 82	Achievements of different levels of qualifications at age 19		✓
NI 111	First time entrants to the Youth Justice system aged 10 – 17		✓
NI 144	Offenders under probation supervision in employment at the end of their order or licence	✓	
NI 18	Adult re-offending rates for those under probation supervision	✓	
NI 30	Re-offending rate of prolific and priority offenders	✓	
NI 46	Young offenders' access to suitable accommodation	✓	
NI 110	Young people's participation in positive	✓	

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Services working with care leavers could contribute to this indicator:

NI	Description	Significant contribution	Partial contribution
NI 148	Care leavers in education, employment or training	✓	

Services helping clients to gain employment or that support clients towards moving from benefits into work, including the promotion of volunteering, or promoting meaningful activity could contribute to these indicators:

NI	Description	Significant contribution	Partial contribution
NI 152	Working age people on out of work benefits		✓
NI 153	Working age people claiming out of work benefits in the worst performing neighbourhoods		✓
NI 151	Overall employment rate (working-age)		✓
NI 6	Participation in regular volunteering		✓
NI 9	Use of public libraries		✓
NI 11	Engagement in the arts		✓

Services supporting migrants and eg promoting ESOL could contribute to this indicator:

NI	Description	Significant contribution	Partial contribution
NI 13	Migrants English language skills and knowledge	✓	

Services working with or supporting victims of domestic violence could contribute to this indicator:

NI	Description	Significant contribution	Partial contribution
NI 32	Repeat incidents of domestic violence	✓	

Services that provide an advice service should also consult the advice LAA toolkit on the Advice UK website. The toolkit can be found at <http://www.adviceuk.org.uk/projects-and-resources/resources>

The full list of national Indicators and guidance as to their rationale and definitions can be found at <http://www.communities.gov.uk/publications/localgovernment/finalnationalindicators>

The most recent update can be found here

<http://www.communities.gov.uk/publications/localgovernment/updatednidefinitions>

The Audit Commission publishes guidance on Frequently Asked Questions – visit <http://www.audit-commission.gov.uk/localgov/audit/nis/pages/faqs.aspx>

To find out the priority NIs agreed between each Local Authority and the Regional Government Office visit <http://www.localpriorities.communities.gov.uk/default.aspx> and <http://www.idea.gov.uk/idk/aio/10958567>

ROCC has an on line tool which is a guide to the NIs chosen by local areas in the South East. The tool enables providers to see which Nis specific client group services contribute to  
<http://www.rocc.org.uk/static/documents/Local%20Area%20Agreements%20Indicators%20Tool.xls>

The **joint strategic needs assessment** of the health and wellbeing needs of the community produced by the Local Authority and Primary Care Trust should include mental health needs. The National Mental Health Development Unit has produced a tool kit for commissioners, partnership managers and third sector as a part of the Mental Health Commissioning Programme. The tool kit can be found at <http://www.nmhdu.org.uk/silo/files/joint-strategic-needs-assessment-and-mental-health-commissioning-toolkit-2009.doc>

### Resources evidencing the value of **homelessness services**

- The **CLG** have commissioned a tool to enable local authorities to evidence the **financial benefits** of housing related support. National research has demonstrated considerable savings as the provision of housing related support services can prevent the use of most intensive costly public services. The tool can be found at:  
<http://www.communities.gov.uk/publications/housing/financialbenefitsguide?view=Standard>
- The CLG Committee have reviewed the achievements of the Supporting People Programme
- The **Social Return on Investment** (SROI) programme enables commissioners and providers to calculate the social return that investing in services providers. Parth YMCA's Get Ready for Work programme which provides support to enable young people into training, education and employment demonstrated that every £1 invested in the project realised a social value of £4.35.

Information on the programme and tool can be found at: [http://www.sroi-uk.org/component/option,com\\_frontpage/Itemid,65/](http://www.sroi-uk.org/component/option,com_frontpage/Itemid,65/)

- The **Department of Health** in its **Care Services Efficiency Delivery** programme has produced case studies demonstrating savings made by investing in support related housing services. One Housing Group has demonstrated that its modernisation of floating support has resulted in 6% lower cost than the national average hourly unit cost for floating support.

Case studies are available from:

<http://www.dhcarenetworks.org.uk/csed/supportRelatedHousing/?parent=5322&child=5324>

With thanks to Homelesslink who contributed this appendix