

INVESTING IN SUPPORT FOR HOMELESS VULNERABLE PEOPLE

INTERIM ARRANGEMENTS

Cabinet Date	1 February 2017
Long Term Care	Cllr Kathy Williams
Key Decision	Yes
Background Documents	<p>Settled, Secure and Safe Lives in Gloucestershire Policy Cabinet Report 20th April 2016</p> <p>Extension of Contracts for Accommodation Based Support Services for Vulnerable Homeless Adults 8th June 2016</p> <p>Settled, Secure and Safe Lives in Gloucestershire Policy update Cabinet report 16th November 2016</p>
Location for inspection of Background Documents	<p>http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1</p> <p>Hard copies can be obtained from: Kathryn Rees. Lead Commissioner Supporting People Tel: 01452 328485 Email: kathryn.rees@gloucestershire.gov.uk</p>
Main Consultees	<p>Districts Councils</p> <p>Service Providers</p>
Planned Dates	Stakeholder engagement February 2017 – August 2017
Divisional Councillor	All
Officer	<p>Kathryn Rees. Lead Commissioner Supporting People Tel: 01452 328485 Email: kathryn.rees@gloucestershire.gov.uk</p>

<p>Purpose of Report</p>	<p>To outline the council’s strategy to ensure homeless vulnerable people are effectively supported and reduce the risk associated with entrenched rough sleepers.</p> <p>To seek endorsement of the council’s continued involvement with partners, especially district councils, in</p> <ul style="list-style-type: none"> • the development and commissioning of a Social Impact Bond (worth £990k) to help rough sleepers and individuals entrenched within the homelessness system; and • reviewing services for homeless vulnerable people. <p>To seek Cabinet approval to:</p> <ul style="list-style-type: none"> • make direct awards to the current 5 providers of accommodation based support services for single homeless vulnerable adults for a term expiring on 30th September 2018; and • exercise contractual options to extend the existing contracts for accommodation based support services for homeless young vulnerable people until 30th June 2018 and then extend the term for a further three month period to expire 30th September 2018 <p>in order to align contractual arrangements and maintain service delivery as long term options are explored.</p>
<p>Recommendations</p>	<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1) a) note the Social Impact Bond investment of up to £990k as detailed in section 5 of the report, which will enable personalised support to rough sleepers and individuals entrenched within the homelessness system and provide link workers to support each individual to navigate their journey away from homelessness to positive, sustainable outcomes. b) endorse the council’s continued involvement, with district councils, in developing the Social Impact Bond and review of services to homeless vulnerable people. 2) delegate authority to the Commissioning Director: Children and Families, in consultation with Cabinet Member Long Term Care, to: <ol style="list-style-type: none"> a) direct award interim contracts to the five incumbent providers of each of the contracts for homeless vulnerable adults, as listed in Section A of Appendix A of this report, so that they should all expire 30th September 2018, and b) exercise contractual options to extend the existing contracts for accommodation-based support for homeless young vulnerable people with each of the six providers, as listed in Section B of Appendix A of this report, for a further period of 1 year, commencing on 1 July 2017, and then

	<p>vary such contracts to extend their terms by a further three month period to expire 30th September 2018 on the basis set out in Section C of Appendix A to this Report</p> <p>for the purpose of aligning contract end dates to enable their alignment with future plans as described in section 9 of this report.</p>
<p>Reasons for recommendations</p>	<p>Supporting homeless people is a partnership activity and the council will need to be fully involved in supporting the new service funded through a Social Impact Bond targeted on those most in need.</p> <p>The recommendations of this report, if accepted, aim to maintain service delivery and support during 2017-18, in accordance with the aims of the Settled, Secure and Safe Lives in Gloucestershire Policy.</p> <p>The accommodation based support for single vulnerable homeless adults contracts listed in Section A of Appendix A is scheduled to cease in June 2017. The Assessment services contract for homeless adults with complex needs and chaotic lifestyles listed in Section A of Appendix A is scheduled to cease in January 2018.</p> <p>The accommodation based support for homeless young vulnerable people contracts listed in Section C of Appendix A will cease in June 2017 unless extended in accordance with the options to extend contained therein.</p> <p>It is important that the council (a) makes Direct Contract Awards to the current providers of the accommodation based support for single vulnerable homeless adults contracts listed in Section A of Appendix A; and (b) exercises its contractual options to extend the accommodation based support for homeless young vulnerable people contracts listed in Section B of Appendix A; and (c) varies them so that they will expire in September 2018 to maintain support for service users whilst we further review long term options.</p> <p>Accommodation based services have been successfully managing a transition process to shift investment from specific accommodation based services to a more flexible, needs led community based model.</p> <p>Cabinet agreed in November 2016 to undertake a review of all accommodation based and community based support services with a view to aligning contract dates and possibly consolidating contracts to achieve further efficiencies and more effective pathways.</p>
<p>Resource Implications</p>	<p>The total estimated value of the proposed direct awards, as listed in Section A of Appendix A, is £1.77M.</p> <p>The cumulative estimated value of the proposed contract options to extend, as listed in Section B of Appendix A, is £1.291M.</p> <p>The cumulative estimated value of the proposed contract variations listed in Section C of Appendix A is £0.33M.</p>

	<p>Detailed negotiations with providers will confirm the level of spend and any savings that are possible from the continued remodelling of these services. Contract values will be within proposed budget levels.</p> <p>There are no other resource implications; no Council staff are currently employed in this area.</p>
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1. Background

Following extensive consultation and analysis with all relevant stakeholders, the Supporting People Strategy 2011-15 (adopted by Cabinet in March 2011) identified potential future challenges including a projected increase in homelessness with resulting pressures on the associated services.

The Council continues to be committed to a wider strategy to address homelessness as originally agreed by the Supporting People Partnership Board aimed at intervening early to prevent the risk of homelessness and to provide intensive support to the individuals who were at risk and who could have an adverse impact on the wider community.

The Supporting People Partnership recognised that supportive networks increase the opportunities for homeless people to re-establish themselves in stable accommodation in familiar areas where they have developed social ties.

This principle has underpinned the remodelling of:

- homelessness services for adults with complex needs and chaotic lifestyles;
- the wider network of accommodation based services for single homeless vulnerable adults;
- accommodation based support for vulnerable young people; and
- the development of a broader range of services for homeless individuals.

An incremental approach has been taken when remodelling services, so that transitional arrangements can be managed well and evidence collated to inform subsequent remodelling and development of services.

A series of decisions have been taken to remodel provision commissioned by GCC under the auspices of the Supporting People Strategy to support the creation of an effective homeless pathway.

The council continues to work closely in partnership with other agencies particularly district councils, with district councils leading some areas of work. This has more recently led to the joint commissioning of services for Rough Sleepers, as detailed in section 4, and the successful partnership bid for investment of up to £990k over four years for a county wide social impact bond to provide support to rough sleepers and individuals entrenched in the homelessness system, as detailed in section 5 of this report.

In November 2016 Cabinet agreed to extend a number of contracts awarded as part of the Settled, Secured and Safe Lives policy agenda to ensure provision of support for people in vulnerable circumstances. Cabinet also agreed undertake a review of the Accommodation Based Support (ABS) and Community Based Support (CBS) contracts for the purpose of considering their potential alignment. The contracts for support to homeless vulnerable people are included in the review, with some due to end, and unable to be extended beyond, June 2017.

2. Remodelling Homelessness Services

The overarching aim has been to achieve a step-change in services supporting homeless people with chaotic lifestyles, complex needs, un-treated and undiagnosed medical and mental health conditions. This report addresses arrangements for Accommodation Based Support (ABS); including the assessment services, for homeless vulnerable people.

A two phase process was agreed through the partnership, firstly to procure new emergency access provision and secondly to review and remodel the remaining accommodation based services in the wider homelessness network to shift the emphasis to working with people with more complex needs, chaotic lifestyles and relapses.

3. Development of Accommodation Based Service model (ABS) and wider homeless pathway

Two small scale assessment services have been established to work within a new broader homelessness pathway designed to move people quickly off the streets and into the most appropriate services, housing options and communities. This in turn helps to prevent the migration of homeless people into the Gloucester City and reduces repeat presentations to crisis services. Service users are also supported so that they may achieve independent living in the long term.

In parallel Community Based Support services (CBS) were developed in order to provide lower levels of support and enable a focus on supporting homeless vulnerable people with more complex, multiple and high level needs. A multi agency process has been designed and agreed in partnership to manage the assessment and access to accommodation based services. This approach has to date proven successful with the two service offers complementing each other; we now need to have flexibility to deploy resources where they are needed in response to fluctuating demand.

Homeless Accommodation Based Support now includes:

- Homeless services for adults with complex needs and chaotic lifestyles (Assessment Services);
- Accommodation based support services for homeless (18yrs+) who have complex, multiple and high level needs; and
- Accommodation based support services for young, vulnerable homeless individuals aged between 16 – 21 yrs. These services were remodelled to target support at younger people as part of the early intervention approach. Services previously accommodated young people up to the age of 25

This provision allows for intensive, individually tailored support to be delivered. The service operates within buildings owned /leased and managed by the Provider in their capacity as a Landlord.

4. Rough sleeping

Rough Sleeper outreach services have been delivered across Gloucestershire since October 2012. Funding was initially secured from Department Communities and Local Government (DCLG) administered via Homeless Link. The focus is on reducing and preventing rough sleeping, assisting people at risk of rough sleeping to sustain stable housing and improving access to healthcare and employment across the county.

The ultimate aim is to prevent rough sleeping by challenging behaviour and offering an alternative that will improve quality of life. The service relies on multi-agency working as this is the key to maintaining the safety of those service users and work towards reconnecting people and places.

The outreach service and Severe Weather Emergency Protocol (SWEP) arrangements are now jointly funded with contributions from the Districts, GCC, GCCG and PCC. A steering group has been established to monitor the performance of the outreach service and bring together data and intelligence across the wider provision of services commissioned by the partnership.

5. Social Impact Bond

The homeless outreach service has successfully engaged and supported previously long term and entrenched rough sleepers into provision. A small cohort of entrenched rough sleepers remain who either refuse to engage or who have no recourse to public funds. The outreach service is also experiencing an increase in numbers of people new to rough sleeping; however with early intervention they are able to support this cohort to quickly move away from the streets.

The transition away from rough sleeping and into accommodation based support can prove challenging for some service users. We have also been able to identify a significant number of service users who often move in and out of services, including the repeated involvement of Health and the Police, and who repeatedly fail to sustain accommodation due to their very high and complex needs. A successful partnership application to the Department of Communities and Local Government (DCLG) has attracted investment of up to £990k over four years for a county wide Social Impact Bond to provide personalised support to rough sleepers and individuals entrenched within the homelessness system, with Link workers (Navigators) working with relatively small caseloads supporting each individual to navigate their journey away from homelessness to positive, sustainable outcomes.

A key component of this model will be a 'Housing First' approach. This is based on the principle that housing is an individual's primary need and providing permanent accommodation for those currently sleeping on the street before addressing wider support needs. This provision will align with, and complement, the existing range of services and pathways. It is anticipated that this will release capacity for the outreach service to work more effectively with new and preventable rough sleepers; will decrease demand on other services; and will thus allow commissioners to reallocate resources where necessary.

6. Homeless Vulnerable Adults Services Contracts (listed in Section A of Appendix A to this Report)

Following a competitive tendering process, P3 were awarded 2 contracts for homeless assessment services for adults with complex needs and chaotic lifestyles, for a period of 3 years with options to extend for 2 further periods of one year. These services have been in operation since February 2013 and contracts end in January 2018.

During 2013-14, Single Tender Negotiations were conducted with the providers of accommodation-based support for single homeless vulnerable adults. Four providers (Home Group, Riverside, YMCA and Elim) were awarded one-year contracts with options to extend for 2 further periods of one year. These arrangements have been in place since July 2014 and contracts end in June 2017.

Throughout the life of these contracts, the service providers have performed in line with expectations, supported staff and residents as they have transitioned to new service models and have delivered improved outcomes for service users who have complex and multiple needs.

The current cumulative value of the contracts is £1.56M per annum.

Proposal

It is proposed that Cabinet authorises the Commissioning Director: Children and Families in consultation with Cabinet Member Long Term Care to make 8 month direct awards to P3 for the delivery of the 2 assessment services, and 15 month Direct Awards to each of the 4 providers of single homeless vulnerable adults ABS services as listed in Section A of Appendix A of this Report, so that all contractual terms will expire on 30th September 2018. The making of such Direct Awards will allow the Council to review and test how these arrangements may be further consolidated and balance investment of ABS and CBS.

Under the Public Contract Regulations 2015 (PCR 2015) the Council is required to conduct a compliant competitive tender process for contracts that exceed the relevant procurement threshold. However, the Council can direct award a contract if it can apply the relevant criteria within Regulation 32 of PCR 2015. The provision that we would be utilising in this instance would be Regulation 32 (2)(b)(ii) PCR 2015. The justification for using this provision is that the Council considers that competition for these contracts would be absent for “technical” reasons, namely, that the proposed short term interim contracts would be of little or no interest to other suppliers who would have to acquire buildings in order to deliver the service. Moreover, a transfer of this service to new providers would be likely to trigger the application of the TUPE regulations to the transfer of staff between existing providers and any replacements providers. A new provider is unlikely to be willing to bear TUPE related liabilities for such a short term interim contract.

In addition to the application of PCR 2015, the Council is required to comply with its own Contract Standing Orders (CSO) when making a direct award. For the reasons set out in the report officers advise that the provisions of CSO 9.6(a) have been met and that given the need to have interim contracts in place for July 2017 there is also an urgent need under CSO 9.6(b). Providers have indicated that they are willing to extend the contracts, but this will be determined by formal negotiation.

Operation of the new contracts during the period of the direct awards is likely to be more cost effective for the following reasons:

- The providers' experience and familiarity with the business will continue to drive efficiencies over the contract term
- There are costs of mobilisation or set up, which would have been worked into their original costings.

Our proposal will also require us to publish a VEAT (Voluntary Transparency Notice) under Regulation 99 of PCR 2015 in respect of the proposed direct interim contract award. The aim of this is to reduce the risk of challenge to the Council. Dialogue with the market will be undertaken as part of our scoping of future arrangements.

7. Homeless Vulnerable Young People Services Contracts (listed in Section B of Appendix A to this Report)

Following Lead Cabinet Member approval a series of single tender negotiations were initiated with providers of accommodation based support for homeless vulnerable young people. 7 providers were awarded contracts for a period of one year with the option to extend for 2 further periods of 1 year. These arrangements have been in place since July 2015.

Service providers have supported staff and residents as they have transitioned to new service models. Performance and levels of need continue to be monitored closely each quarter. Providers have been supported to develop shared training events for continued improvement and consistency.

The current cumulative value of the contracts is £1.291M per annum.

Proposal:

It is recommended that the Council exercise its contractual options to extend the existing contracts for accommodation based support for homeless young vulnerable people with each of the six providers (as listed in section B of Appendix A) for a further period of 1 year, commencing on 1 July 2017, and then vary the contracts to extend their terms by a further three month period to expire 30th September 2018 without further advertisement on grounds that the value of the proposed extensions will not exceed the relevant procurement threshold (namely £589,148) nor 10% of the value of the original contracts as permitted under regulation 72 PCR 2015.

8. Options

The following options have been considered:

1. To allow the contracts to end in July 2017 and January 2018.
This option would reduce support to homeless people in vulnerable circumstances with an adverse impact on other health, housing and social care services.
2. To undertake a new competitive tender process for the supply of these services.

This option would prevent us from aligning all current accommodation-based services, with a view to exploring options to consolidate further and make better use of all provision in meeting verified need.

3. To align contract dates so that they should all expire on 30th September 2018.

9. Officer Advice:

Officer advice is that Cabinet approve option 3. This will enable the council to align contract end dates and to review and test how these arrangements may be further consolidated to achieve effective pathways; balancing investment of Accommodation Based Support and Community Based Support and deploying resources where they are needed in response to fluctuating demand.

10. Risk Assessment

The main risk is that direct awards are not managed within the required timescales. This will be mitigated by ensuring sufficient capacity to support the process.

The risk of not being able to meet fluctuating demand – continued performance monitoring of these contracts; the sharing of intelligence with partners and providers; and the proposed review of the efficiency of the wider provision of ABS and CBS will seek to ensure that people in need of housing related support will be provided with an appropriate service.

The ability of providers to meet the requirements of the Direct Award arrangements will be tested through individual negotiations and performance reviews. Relevant partners will continue to be engaged to assess risk and consider mitigations in the case of providers not being able to continue to provide services as per our requirements.

There is also a risk of challenge by competitors of the council's existing providers to the proposed direct contract awards. This is judged to be low due to the reasons detailed in section 6 of this report. Moreover, we propose to mitigate such risk by publishing a VEAT (Voluntary Transparency Notice) under Regulation 99 of PCR 2015 in respect of the proposed direct interim contract awards under which the council shall provide details to the market of the council's justification for making the proposed awards. Dialogue with the market will also be undertaken as part of our scoping of future arrangements.

Risk will continue to be regularly reviewed as part of the project management process, and any significant changes will be reported to Lead Cabinet Member.

11. Equalities considerations

The Due Regard Statements completed to inform the decision to tender and award the original contracts have been reviewed when considering the options to extend and make Direct Awards. The position regarding these assessments remains valid for the extension and Direct Award arrangements, i.e. the proposed changes have been assessed as having a positive effect on supporting people who are in need of housing

related support in Gloucestershire. This is because the new models will offer more flexible support tailored to meet the complexities of need for people in vulnerable circumstances.

12. Performance Management/Follow-up

Current contract management arrangements will remain in place under the extension and Direct Award arrangements. The extension and award periods will enable us to continue to work with stakeholders, providers and partners, most notably the District Councils to:

- further develop the accommodation pathway for people in vulnerable circumstances across Gloucestershire;
- review and test how these arrangements may be further consolidated;
- continue to gather data to understand the longer term outcomes for people in vulnerable circumstances and how sustainable their move to independence living is following their support;
- understand appropriate levels of future investment;
- analyse cases of repeat homelessness ; and
- continue to work with partners to reduce rough sleeping.

13. Consultation Feedback

Partners support the recommendations, and will continue to be informed of performance and progress in delivering the objectives.

Report Title	Investing in Support for Homeless Vulnerable People - Interim Arrangements
Relevant County Council policy	Safe Settled and Secure Lives in Gloucestershire
Resource Implications	<p>The total estimated value of the proposed direct awards, as listed in Section A of Appendix A, is £1.77M.</p> <p>The cumulative estimated value of the proposed contract options to extend, as listed in Section B of Appendix A, is £1.291M.</p> <p>The cumulative estimated value of the proposed contract variations listed in Section C of Appendix A is £0.33M.</p> <p>Detailed negotiations with providers will confirm the level of spend and any savings that are possible from the continued remodelling of these services. Contract values will be within proposed budget levels.</p> <p>There are no other resource implications; no Council staff are currently employed in this area.</p>
Sustainability checklist:	
Partnerships	These proposals have been subject to consultation with strategic partners. Partners will continue to be involved in the monitoring of such arrangements and future commissioning intentions.
Decision Making and Involvement	Stakeholders have been consulted on the proposed contract arrangements
Economy and Employment	No significant impact
Caring for people	The proposals will maintain service delivery and continuity as services continue to be remodelled in line with the Settled, Secure and Safe Lives Policy.
Social Value	
Built Environment	No impact
Natural Environment' including Ecology (Biodiversity)	No impact

Education and Information	The services are required to support people to achieve positive economic outcomes, including providing information and support to access education and/or training if appropriate.
Tackling Climate Change	Carbon Emissions Implications? Neutral Vulnerable to climate change? No
Due Regard Statement	<p>Has a Due Regard Statement been completed? Yes - considerations included in main body of report</p> <p>A copy of the full Due Regard Statement can be accessed on GLOSTEXT via http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1</p> <p>Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: jo.moore@gloucestershire.gov.uk.</p>
Human rights Implications	None
Consultation Arrangements	Strategic partners have been consulted on these proposals.