

Proposed Decision to be made by the Deputy Leader (Finance and Property) on or after 16 November 2018

Tender for Accommodation Based Housing Related Support for People aged 25 and above, including Ex-offenders

Recommendation

That the Deputy Leader (Finance and Property) authorises the Strategic Director for People to procure a new Housing Related Support accommodation based service for people aged 25 and above, including ex-offenders, for a period of two years from 01/08/19 (estimated costs up to £789,697 per annum) on terms and conditions satisfactory to the Joint Managing Director (Resources).

1. Key Issues

- 1.1 Warwickshire County Council commissions five Housing Related Support (HRS) services to support vulnerable people to attain and / or maintain independent living skills. These services are all contracted to continue until 31st July 2019 with an option to extend for up to an additional two years.
- 1.2 However HomeGroup, the current provider of accommodation based HRS for adults aged 25 and above, including ex-offenders, have informed the county council that they would not be willing to provide this service beyond 31st July 2019.
- 1.3 There is a need to identify a new provider to continue to offer this service.
- 1.4 The available funding for this purpose is £789,697, being the amount currently paid annually to HomeGroup.
- 1.5 The proposed two year contract term aligns with the other four HRS contracts.

2. Background

- 2.1. HRS is non-statutory service provision offered to adults aged 16 years and above in Warwickshire. Services provide support to enable vulnerable people to be able to attain and / or maintain independent living skills with a view to preventing problems that can cause homelessness, hospitalisation or institutional care. To be eligible for HRS services customers must be aged 16 or over and either be eligible to receive a social care service under the Care Act 2014 or be on the 'edge of care' (Appendix 1). Most customers are likely to be on the 'edge of care.'

- 2.2. There are five countywide HRS services, all of which are contracted to continue until 31st July 2019 with the county council having the option to extend for up to a further two years beyond that date. These are summarised in table 1 below.

Table 1: Current HRS services

Customers	Floating Support	Accommodation Based Support
Young people aged 16 to 24 inclusive, including young parents	St Basils	Salvation Army Housing Association
Adults aged 25 and above, including ex-offenders	P3 – People, Potential, Possibilities	HomeGroup
People with disabilities aged 16 and above	Together	N/a

- 2.3. HomeGroup currently provide the accommodation based countywide HRS service for adults aged 25 and above, including ex-offenders. However they have informed the county council that they would not be willing to provide this service beyond 31st July 2019. They have made this decision because the service is no longer aligned to their strategic direction.
- 2.4. HomeGroup currently provide support for up to 163 customers living in accommodation around the county.
- 2.5. Of the 163 bed-spaces provided, 63 are in properties where HomeGroup are responsible for both the HRS and housing management . The remaining 100 bed- spaces where HomeGroup provide HRS have housing management delivered by the freehold owners of the buildings concerned.

3. Needs

- 3.1. Appendix 2 summarises the issues presented by 157 customers receiving support in May 2018. This indicates the high prevalence of a number of issues, in particular mental health and substance misuse. In addition 104 of these customers are described as having a history of homelessness.
- 3.2. In addition, over a 12 month period from May 2017 HomeGroup rejected 28 referrals on the basis that the people concerned would pose an unacceptable level of risk to other residents and / or to themselves given the level of resource HomeGroup had available.

4. Customer Outcomes

- 4.1. Successful customer outcomes can be hard to achieve for this cohort of customers. The indicators suggest that in the region of 35 (40%) customers moving on from the service had a positive outcome in the 13 month period from 01.05.17 to 31.05.18 (Appendix 3).
- 4.2. However appendix 3 also shows that 34 (39%) of the customers moving on were evicted from their supported accommodation with customers in properties managed by third parties being considerably more likely to be evicted than those resident in properties managed by HomeGroup themselves.

5. Research by Homeless Link

- 5.1. In April 2018 the council commissioned Homeless Link to conduct research covering a number of aspects of Warwickshire's HRS programme. Homeless Link is a national membership organisation, representing the homelessness and supported housing sectors.
- 5.2. The research included assessing the likely future need for these services, assessing the impact of what has been provided to date, and identifying potentially alternative ways of meeting these needs in the future.
- 5.3. They have now submitted their interim report with the final report due later in the year. However they have completed almost all of the required work and so the broad thrust as presented in the interim report is not expected to change significantly.
- 5.4. In relation to the two supported housing services provided by HomeGroup and Salvation Army Housing Association it was identified that:
 - a. Accommodation was too "hostel like" with reports of management problems leading to high levels of evictions.
 - b. People with more complex needs were unable to access current services.
 - c. Most people interviewed by Homeless Link felt that supported housing was needed, and initial needs calculations by Homeless Link would suggest that a slight increase in provision was required.
 - d. The type of properties used in future would need to be reviewed

and the level of support provided would need to be more variable.

6. Proposed service

- 6.1. There is now an opportunity to make changes to provide an enhanced service from 1st August 2019.

These are as follows:

- a. It will need to be a requirement that the service can assist people with higher needs and those who pose a higher risk.
- b. A more robust focus will be required to drive customer outcomes, including the introduction of an improved outcomes framework for all HRS services. Work is currently in hand to develop this.
- c. Housing management should, where possible, be provided by the HRS service provider or alternatively the service provider should work with landlords to agree robust service level agreements that seek to minimise evictions.
- d. The tender should seek to build in flexibility during the contract term to allow unsuitable accommodation to be discarded and replaced with more appropriate premises. The properties available to the new providers will be limited but discussions are in hand with some of the current providers of accommodation to see if some changes can be made.
- e. As indicated above, the service has been unable to meet the needs of people posing a higher risk and with more complex needs. In addition the level of evictions and the poor outcomes achieved for many customers shows that change is needed. The tender process will accordingly require prospective providers to address these issues in their submissions, identifying how they are equipped and prepared to drive continuously improving outcomes.

7. Funding Implications

- 7.1. Under the One Organisational Plan 2017 - 2020, a saving of £400,000 is required from the HRS budget in 2019-20. This saving will be achieved with sufficient funds remaining to fund existing services and the proposed new service, assuming no further savings are required.

8. Timescales

8.1 The schedule in table 2 below allows almost 5 months to transition from HomeGroup to a new service provider.

Table 2: Key milestones

Tender period	05/12/18 – 16/01/19
Evaluation	17/01/19 – 08/02/19
Bidder presentations	15/02/18
Tender report/ contract award report (including sign off)	16/02/19 – 22/02/19
Inform bidders of intention to award - standstill period	26/02/18 – 08/03/19
Confirm award to preferred supplier	09/03/19
Implementation period	10/03/19 – 31/07/19

9. Background papers

9.1. Equalities Impact Assessment

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The report was circulated to the following members prior to publication:

Cllrs Singh Birdi, Timms, Butlin, Boad and O'Rourke

Appendix 1

'Edge of Care'

The definition of 'edge of care' is taken from No Secrets 2000 guidance and has been updated in line with the requirements of the Care Act 2014. This means that a person who is on the 'edge of care' is experiencing vulnerabilities that do not meet the threshold to access statutory support from Adult Social Care under the Care Act 2014.

A person on the 'edge of care' is defined as a someone aged 16 years and over who is, or may be, in need of a Housing Related Support service to prevent, reduce and/or delay the need for longer term care and support; and/or promote well-being by reason of:

- disability
- age
- illness
- substance misuse
- homelessness
- experience of domestic abuse
- experience of institutional living such as prison or long stay hospital or children's residential care service

who are, or may be, unable to take care of themselves or protect themselves from significant harm or serious exploitation; or represent a threat of harm to their community.

Appendix 2

Customer Needs

Table 3: Issues experienced by 157 HomeGroup customers supported in May 2018

Issues	Customers
Mental health issues	135
Substance misuse	109
History of homelessness	104
Vulnerability	88
Living situation / home environment issues	78
Lack of coping mechanisms	76
Alcohol user	64
History of offences	43
Victim of abuse	31
Anger management issues	21
Control issues	20
Perpetrator of abuse	14
Parenting skills	9

Customer Outcomes

- a. Data provided by Home Group records that, of the 87 people who moved on in the Period 01.05.17 to 31.05.18, 35 (40%) were classified by HomeGroup as having a positive move-on with 34 (39%) having been evicted in that period. 10 (11%) taken into custody and 5 (6%)n having abandoned their accommodation.
- b. Table 4, covering 32 of the 35 evictions in the period, shows that evictions were significantly more prevalent in properties where housing management was provided by a third party landlord than was the case in properties managed by HomeGroup.

Table 4: Evictions 01.05.16 to 31.05.18

Property manager	Total bedspaces	Evictions	Evictions as % of properties managed
Home Group	63	5	8%
Third party landlord	100	27	27%
Total	163	32	20%

- c. Customer outcomes are currently measured via a Quality Dashboard on a 'pass' or fail basis and so the figures provided in the table 5 below do not fully reflect the degree of success or failure and should hence be treated with a degree of caution.

Table 5: Outcomes of customers leaving HomeGroup service from 01.07.17 to 30.06.18

HOUSING RELATED OUTCOMES	
Number of customers exiting	81
Number achieving outcome	35
% achieved	43.21%
MONEY RELATED OUTCOMES	
Number of customers with outcome	52
Number achieving outcome	31
% achieved	59.62%
SKILL & LEARNING RELATED OUTCOMES	
Number of customers with outcome	30
Number achieving outcome	16
% achieved	53.33%
SAFETY RELATED OUTCOMES	
Number of customers with outcome	28
Number achieving outcome	10
% achieved	35.71%
HEALTH RELATED OUTCOMES	
Number of customers with outcome	60
Number achieving outcome	27
% achieved	45.00%
SOCIAL & SUPPORT RELATED OUTCOMES	
Number of customers with outcome	32
Number achieving outcome	18
% achieved	56.25%