



Executive Director/Director Non-Key Executive Decision Report

Author/Lead Officer of Report:
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Report to: Director of Commissioning

Date of Decision:

Subject: Extension of 5 contracts for Housing Related Support services

Which Cabinet Member Portfolio does this relate to?

Cabinet Member for Health and Social Care

Which Scrutiny and Policy Development Committee does this relate to?

Healthier Communities and Adult Social Care Scrutiny and Policy Development Committee

Has an Equality Impact Assessment (EIA) been undertaken? Yes No

If YES, what EIA reference number has it been given?

Does the report contain confidential or exempt information? Yes No

Purpose of Report:

To seek approval to extend 5 housing related support contracts for a period of 12 months in line with the extension clauses contained within individual contracts.

Recommendations:

To extend the 5 contracts for a period of 12 months in line with the individual contract extension clauses as specified within this report.

Background Papers:

- Record of Exercise of Delegated Powers – Award of a contract to deliver a housing related support service to 20 adults with mental health issues at Sevenairs Road - December 2014 (Awarded to Creative Support Ltd)
- Record of Exercise of Delegated Powers - Award of a contract to deliver housing related support service to 113 adults with mental health issues at various locations in Sheffield – May 2015 (Awarded to South Yorkshire Housing Association)
- Record of Exercise of Delegated Powers – Award of contract to deliver a housing related support service to 18 adults with mental health issues at Beaufort Road – May 2015 (Awarded to South Yorkshire Housing Association)
- Officer Executive Decision Record (Non Key) – Award of a contract to Adullam Homes Housing Association Ltd to deliver a floating housing related support service for people with mental health issues living in Sheffield – March 2016
- Officer Executive Decision Record (Non Key) – Contract for the provision of the Domestic Abuse Refuge Support Service – August 2016 (Awarded to Sheffield Area Refuge and Support)

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Paul Jefferies
	Legal: Henry Watmough-Cownie
	Equalities: N/A
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	Lead Officer Name: Ann Ellis
	Job Title: Strategic Commissioning Manager
Date: 16/04/2019	

BACKGROUND

The Council is undertaking a review of housing related support services and the decision required in this report will enable services to continue whilst the Council is considering its strategic way forward for prevention services.

1. PROPOSAL

1.1 This report seeks approval to extend the following contracts:

- **Sevenairs Road** – provided by Creative Support Ltd (supported accommodation for people with mental health issues)
- **Beaufort Project** – provided by South Yorkshire Housing Association (supported accommodation for people with mental health issues)
- **Connect 3** – provided by South Yorkshire Housing Association (a mixture of supported accommodation and floating support for people with mental health issues)
- **Adullam Foundations** – provided by Adullam Ltd (floating support for people with mental health issues)
- **Domestic Abuse Refuge** – provided by Sheffield Area Refuge and Support (SARAS) (supported accommodation for women and families at risk of domestic abuse)

1.2 The extensions will be for a period of 12 months in line with the extension clause contained within the relevant contracts.

1.2.1 For the mental health services this is clause 2.1 which states:

“This Agreement will be deemed to have started on the Commencement Date and shall continue for the Initial Period. We may at Our absolute discretion (and acting reasonably), following a review of the Support Service, extend the Agreement beyond the Initial Period by a further two consecutive periods of no more than 12 months.”

1.2.2 For the domestic abuse refuge this is clause 4.3 which states:

“We reserve the right to extend the Contract Period beyond the Initial Term by a further two periods of twelve months (each an extension period) by notifying you in writing before the expiry of the Initial Period or Extension Period, subject to a review by us of, without limitation, continued need and satisfactory performance and the Parties reaching agreement on price.”

1.3 Current contract position

Service	Start date	End date	Date extension required until	Annual cost
Sevenairs Road	14/05/2015	13/05/2019	13/05/2020 (2 nd extension period)	£159,809
Beaufort Project	03/08/2015	02/08/2019	02/08/2020	£156,979

			(2 nd extension period)	
Adullam Foundations	01/06/2016	31/05/2019	31/05/2020 (1 st extension period)	£329,979
Connect 3	03/08/2015	02/08/2019	02/08/2020 (2 nd extension period)	£328,583
Domestic Abuse Refuge	03/10/2016	02/10/2019	02/10/2020 (1 st extension period)	£349,879

1.4 Service provision

1.4.1 Mental health services

The mental health services were commissioned in response to recommendations made within the Strategic Review of Commissioned Housing Related Support Services for People with Mental Health Problems in Sheffield (October 2014).

Sevenairs Road

- Commissioned in 2015
- Provides 20 units of support in a purpose build accommodation block consisting of self-contained one bedroom apartments and associated internal and external communal spaces along with a suite of offices.
- Supports those people who have eligible social care support needs (as defined under the Care Act 2014) who are on the Care Programme Approach (CPA) and require intensive housing related support who might otherwise remain in or be accommodated unsuitably in residential care homes or hospital wards

Beaufort Road

- Commissioned in 2015
- Provides 18 units of support in an accommodation block consisting of 15 self-contained one bedroom apartments and a 3 bedroom shared house along with internal and external communal spaces and an onsite office.
- Supports those people who have eligible social care support needs (as defined under the Care Act 2014) who are on the Care Programme Approach (CPA) and require intensive housing related support who might otherwise remain in or be accommodated unsuitably in residential care homes or hospital wards

Connect 3

- Commissioned in 2015
- Provides 39 units of support in dispersed accommodation (some of which is shared while others are single occupancy) and 54 floating support units.
- Supports those people who have a mental health support needs and issues that have a significant impact on wellbeing

Adullam Foundations

- Commissioned in 2016
- Provides 75 units of floating support in individuals own homes.
- Supports people who have mental health support needs and issues

that have a significant impact on wellbeing and require intensive support

Reviews of the mental health services took place during 2018 and 2019. The outcome of these reviews showed that the services were being delivered in line with contractual requirements and therefore the recommendation is to extend the contracts for a further year.

1.4.2 **Domestic Abuse Refuge**

The domestic abuse refuge was commissioned in 2016 following a review of refuge provision in Sheffield. It provides support in safe, purpose built accommodation for 36 women and their dependent children, from both Sheffield and out of city, where it is unsafe for them to remain in their current locality.

Funding for refuge provision was reduced in 2016 and no further reductions are recommended for this one year extension.

A review of the refuge is currently taking place. A number of areas for improvement have been identified and these will be completed prior to the extension period and the extension will be conditional on the provider having met these improvements to the satisfaction of the Council.

2. HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 All 5 contracts provide essential services in the City. They support the health, safety and wellbeing of adults and children in need of support, and in the case of the accommodation based services they provide safe and secure accommodation with support on site.
- 2.2 All services support the council to fulfil its statutory duties under The Care Act and under the Homeless Reduction Act.
- 2.3 In addition they all prevent much higher expenditure on alternative services if these services were not available.
- 2.4 The model for each service was developed in direct response to consultation with service users and strategic partners as well as support workers and are specified to offer a bespoke service offer to individual's needs.
- 2.5 To ensure providers deliver a high level service, robust contract management is undertaken - part of which includes measuring performance against pre-determined needs criteria comprising of 70 different need areas.

During 2018/19 325 service users completed an individualised programme of support and were assisted to reach the goals identified in their support plans. The top 10 needs people achieved positive outcomes for included:

Need	Number of people assisted
Better manage mental health	288
Maximise income	270
Develop confidence	264
Maintain accommodation and avoid eviction	242
Liaison with housing provider	201
Budget and money management	199
Tackle isolation	199
Better manage depression	177
Secure settled accommodation	176
Better manage correspondence	176

2.6 The services also Contribute to a wider set of important objectives for the Council and the city. In the longer term not only do service users expand their skill sets to go on to successful independent living but the service also contributes to a reduction in:

- children being taken into care
- repeat homelessness
- costs to the local authority (eg build-up of rent arrears; less people moving into intensive care provision; lower or no personal budgets; less people with long term support needs; support for children to attend appropriate services, eg school, health visitors, counselling)
- costs to the wider public purse (eg less crisis admissions to hospital, less people needing higher levels of care, police intervention)

3. HAS THERE BEEN ANY CONSULTATION?

3.1 Consultation was undertaken prior to tendering the services and the information from this was incorporated into the design of the specifications.

3.2.1 Mental health services

More recent consultation, with both service users and stakeholders, has taken place as part of individual service reviews undertaken during 2018 and 2019. This involved:

- A customer satisfaction survey sent to all service users
- An invitation to attend one of 4 focus groups each looking at a separate service provider was extended to all service users (a cap of 15 for each group was used to enable individual voices to be heard)
- A survey sent to all stakeholders to gauge peoples thoughts on service provision

Both service users and stakeholders were extremely pleased with the level of support they received and, where appropriate, the standard of accommodation – there were no concerns raised by any of the respondents.

All of those who took part in the consultation agreed that the services are a valuable resource in the city and should continue to provide support for those with mental health issues.

The services are valued by professionals, in particular Council staff, to support the work they do - this is reflected in recent feedback received as part of the floating support service review:

Neighbourhood Officer (Norfolk Park):

- *“...given the number of customers that present with a support need on the grounds of their mental health, I do wonder if Adullam need to be given increased funding to provide more support.”*
- *“At the moment, I am putting referrals in on a regular basis, with several in the last few weeks alone.”*
- *“I identify Foundations as one of a few go to providers and I like that I am always kept in the picture on things.”*

Neighbourhood Officer (Chapelton):

- *“Yes (the service meets the needs of service users in Sheffield) but ideally support could be longer as often 6 months is not long enough.”*

Income Specialist (Solpro):

- *“Yes (the service meets the needs of service users in Sheffield) we are finding more tenants with mental health needs than ever before... Keep up the good work.”*

Community Support Worker (Manor Park Medical Centre):

- *“Without this service I would be struggling to refer on. They are hugely important and I would be lost without them.”*
- *“I am in touch with the service regularly. I refer a lot of people I see to the service.”*

Approved Mental Health Practitioner (Adult Services):

- *“Yes (the service meets the needs of service users in Sheffield) it has continued to offer a service many of our providers have stopped recently.”*

Community Support Worker (Gleadless Medical Centre):

- *“How frequently to do you use the service? Monthly”*

3.2.2 Domestic Abuse Refuge

The domestic abuse refuge is currently in the review process. As part of this review focus groups have taken place with service users, all of who rated the service extremely highly. They spoke of their desperate need to flee violence and how the service offered the safety and security they required along with how staff had helped them develop the confidence and skills they would need to move on to independence. During the sessions service users said:

- *“It’s only when staff talk to you and tell you what happened to you was wrong that you reflect.”*
- *“It makes you feel more confident and safe.”*
- *“The Power to Change programme was amazing. Before I was really*

withdrawn and I'm so much more confident. I'm a lot more independent. And able to manage my money more."

- *"They help with your CV and to get a job."*

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 The mental health contracts provide a valuable service for those struggling with daily living skills and helps them reach a level of independence that was hitherto beyond their capabilities. Not only do the services work with people already in their own accommodation, to prevent tenancy breakdown, they also help those who have become institutionalised through long term hospital stay or residential care placements, who may never have had their own accommodation in the past, realise their potential. Extending these contracts will benefit this disadvantaged group and will not have any detriment to other people with protected characteristics.

4.1.2 The extension of the refuge service will ensure that women and children are safe from harm and will provide them with support around their confidence, self-esteem and their ability to move on in a positive way to independent living.

4.2 Financial and Commercial Implications

4.2.1 The total annual contract price for the five services will be - £1,325,229. These costs are covered within the existing service budget.

4.3 Legal Implications

4.3.1 On 17th February 2016 Cabinet approved the report "Delegated Decisions for Housing Related Support Commissioning Strategy and Budget Plan 2016 to 2020". Cabinet delegated decisions to officers which states:

- "(3) That in accordance with the high level commissioning strategy and this report, authority be delegated to the Director of Commissioning to:*
- (b) in consultation with the Director of Commercial Services and the Director of Legal and Governance award, vary or extend contracts for the provision of housing related support;"*

Note that following a portfolio restructure the duties of the Director of Commissioning (Communities) are now the responsibility of the Director for Commissioning Inclusion and Learning (People).

4.3.2 The contract was let in line with Council Standing Orders and the process was supported by the Council's Commercial Services. The terms and conditions of the contracts were drafted by the Council's Legal Services and allow for the decision to extend the contracts for two periods of 12 months.

4.3.3 The local authority is under a duty to prevent needs for care and support

following implementation of the Care Act 2014. Under sections 2(1)(a) and (b) of the Act the authority must provide or arrange for the provision of services, facilities or resources, or take other steps which it considers in its area of needs for care and support; and to reduce the needs for care and support of adults in its area. Under sections 2(2)(a) and (b) a local authority in performing that duty must have regard to the importance of identifying adults in the authority's area with needs for care and support which are not being met (by the authority otherwise).

4.3.4 The local authority is also under a duty to provide advice and assistance to persons in its area who are homeless or threatened with homelessness and to provide accommodation for persons in its area who are eligible, homeless and in priority need under Part VII or the Housing Act 1996.

4.3.5 In relation to the extensions requested, each of the contracts are capable of extension under their particular terms as detailed above in sections 1.2 (mental health contracts clause 2.1 of the contract) and 1.4 (domestic abuse refuge contract, clause 3.4 of the contract).

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 End the contracts

Ending the contract would leave 262 vulnerable people, including women and children, at risk of domestic abuse without support and/or safe supported accommodation.

Ending the mental health services would impact directly on the health and wellbeing of service users. In some cases, it could result in an increase in crisis interventions and/or hospital admissions. Closing the accommodation based could result in people having to be accommodated in more expensive and less suitable residential accommodation.

Closing the women's refuge would result in women and children being placed in unsuitable accommodation (as the Local Authority would have a duty to accommodate them) which would not be safe and would not provide the support required to enable them to recover from domestic abuse.

5.2 Re-commission the service

The services were intended to be commissioned for a period of five years. The structure of the contract is for an initial period of three years with the ability to extend for 2 periods of 12 months was designed to enable the Council to end contracts if they were no longer strategically relevant, the Council could no longer afford the services or the service provision was not effective.

Re-commissioning these services at this stage would be unnecessary, costly and timescales are insufficient for a full procurement exercise to take place.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The 5 contracts provide services which are essential for the stability and wellbeing of a range of vulnerable adults and children. They enable the Council to fulfil a range of statutory duties in a cost effective way, at the same time providing good quality short to medium term accommodation and support services to provide people with a safe environment and support to recover from domestic abuse, mental ill health and other challenges.