

Procurement of Housing Related Support Services

To: Adults and Health Committee

Meeting Date: 24 June 2021

From: Wendi Ogle-Welbourn - Executive Director of People & Communities

Electoral division(s): All

Forward Plan ref: 2021/028

Key decision: Yes

Outcome: To provide Committee with an understanding of the approach that will be taken to procure future Housing Related Support Services for homeless adults with support needs.

To provide Committee with information on the timescales for the planned procurement.

To seek approval from Committee to proceed with the proposed procurement approach.

Recommendation: It is recommended that the Adults and Health Committee:

- a) Agree the proposed Procurement Approach.
- b) Approve the recommissioning of Housing Related Support services for homeless adults with support needs for a contract period of 7 years and total value of £11,069,695.
- c) Agree to delegate the responsibility to award the contract to the Executive Director of People and Communities.

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1. Background

- 1.1 Housing Related Support (HRS) services provide dedicated support staff who are able to deliver specialist support to individuals to enable them to develop independent living skills and maintain their accommodation. The support provided is tailored to meet the specific needs of each person with key examples including support to develop life skills and/or manage issues such as addiction, mental health issues and emotional wellbeing.
- 1.2 Cambridgeshire County Council continue to recognise the value of HRS services in helping people to address their support needs earlier, and therefore diverting them away from needing higher level care and support services. In helping those in need of support to develop and sustain their capacity to live independently in their accommodation, housing related support services can provide stability and ensure that people have the skills and support to secure and manage appropriate accommodation, allowing them to address other presenting needs more effectively.
- 1.3 Costs relating to accommodation, such as rent and service charges, are not covered by HRS funding.
- 1.4 The services do not deliver any statutory homelessness function. The statutory duty for homelessness sits with the District Councils. The funding provided by Cambridgeshire County Council ensures that there are support services available for those who have become homeless as a result of their support needs, and therefore require more than just a roof over their head to resolve the situation. Through working in close partnership with the District Councils, the County Council have ensured complete alignment between the housing and support elements.
- 1.5 A collaborative review of Housing Related Support (HRS) services was completed in 2018. Two of the key recommendations from this review were:
 - Development of Housing Related Support Commissioning Strategy.
 - To consider redesigning current support services for homeless adults and young people to move away from historical models and address some of the gaps identified by the review which are covered under section 2 of the report.
- 1.6 The Review identified a number of gaps within the commissioned provision:
 - Access to transition support when leaving a service.
 - Interim accommodation and support for those not ready for fully independent living.
 - Need for some long term visiting support for people with enduring needs.
 - Supported accommodation and community support for those with multiple and complex needs.
 - Access to mental health support.

1.7 Specific issues were also identified by people with lived experience – these were:

- Having to tell your story over and over again each time you access a service.
- Having control over support received and ensuring all support is delivered in a 'trauma informed' way.
- Meeting the specific support needs of homeless females.

1.8 The review also highlighted the changing profile of clients, with services now supporting many more people with multiple and complex needs, most of whom will continue to need some going support when they leave that service.

1.9 The Housing Related Support Strategy developed after the review sets out the approach and principles used and highlights the service priorities for 2020 to 2022. These include a focus on redesigning services to move away from traditional delivery models and adopt a more innovative approach that reflects good practice models which improve the outcomes for people accessing these services.

2. Main Issues

Current Services

2.1 The table below details the HRS services currently being commissioned:

Service	Provider	District	Units
Accommodation based support services			
Jimmy's Assessment Centre and Abbey Street	Jimmy's Cambridge	Cambridge	24
451 Newmarket Road*	Jimmy's Cambridge	Cambridge	6
Willow Walk	Riverside Group	Cambridge	20
222 Victoria Road	Riverside Group	Cambridge	54
Corona House	CHS Group	Cambridge	6
Dispersed & Move-On Houses	Cambridge Cyrenians	Cambridge	73
Jubilee Project*	Cambridge Cyrenians	Cambridge	10
The Ferry Project	Places for People	Fenland	45
Princes Walk	Futures Housing Group	Fenland	9
Community based support services			
Street Outreach / Homeless Prevention Officer	Change Grow Live (CGL)**	Cambridge	Variable
Learning and Development (excluded adults)	Wintercomfort***	Cambridge	Variable

* Currently commissioned by Public Health

** Part of a joint contract arrangement with Cambridge City

*** Part of a joint grant arrangement with Cambridge City

- 2.2.1 Nearly all of these services have been in place for many years from local small and medium-sized enterprises (SME) and have generally been commissioned as individual services rather than viewed as a system working together to achieve the best possible outcomes for an individual.
- 2.3 With the exception of the Dispersed Accommodation, all of these services are based around a traditional hostel model of fixed accommodation sites with staff support delivered on site.
- 2.4 Whilst the current provision delivers good outcomes for many individuals, it does not cater for those who are not suited to a hostel environment (e.g. those whose needs make it difficult for them to comply with rules and requirements of communal living), and offers only limited community based options which enable support to be reduced as an individual gradually progresses towards fully independent living.

Proposed New Model

- 2.5 The proposed model has been developed in partnership with existing providers, partners, clients, key stakeholders and with input from the HRS Members Reference Group, which was a cross party Member group specifically convened to assist in development of the new model.
- 2.6 The model also provides an opportunity for a joint commissioning approach with Public Health where services are focussed on a similar cohort of clients.
- 2.7 The new model seeks to move away from the current model of delivery which is focused on using 'hostel' type accommodation towards a more placed based, person centred approach able to meet a range of needs and requirements. Through adopting a 'Hub and Spokes' model instead, the Council will aim to achieve more localised solutions which are able to achieve better outcomes for people. This means services would focus on providing a range of accommodation options from larger units through to smaller units within local communities such as 'shared houses'. (Please see Appendices A - C for further information about the model and service specification).
- 2.8 These smaller units can then be used flexibly as both an alternative to 'hostel' accommodation and to provide community based opportunities to reduce support over time for people on their journey out of homelessness.
- 2.9 The proposed model has been outlined in the Housing Related Support Strategy. The model also supports the sustained delivery of Housing First, an international best practice approach which focusses on supporting those with multiple disadvantage who present with a range of complex needs and frequently struggle to manage in a hostel or shared house environment. Housing First provides an offer of stable accommodation in the community alongside access to intensive person led support.
- 2.10 By developing the models in this way, it is envisaged this will be able to:
- Meet some of the gaps identified by the HRS Review and Arc4 Research.
 - Deliver the vision and priorities included within the Housing Related Support Strategy.

- Move away from reliance on the traditional 'hostel' based model and adopt innovative and good practice service delivery models.
- Ensure services are as accessible as possible and that pathways work for customers and professionals.
- Ensure that new services are designed flexibly to enable them to respond to changing needs of people and demands.
- Allow opportunities for services to evolve during the contract period in order to maximise service potential and opportunities for development and innovation.
- Adopt more innovative approaches to commissioning with the aim of improving outcomes for people.

2.11 Maintaining the current delivery model would not address the vision and outcomes included within the Housing Related Support Strategy. There are a number of factors that mean that this would be a less preferable option:

- Services would retain a fixed number of accommodation units with support on site, meaning there would be few alternatives for those who are unable to manage in a hostel setting.
- Provision based predominantly around hostels, many of which are delivered within older buildings with shared facilities.
- Fixed accommodation locations reducing opportunities for people to choose the area they wish to live .
- Individual referral to a service resulting in duplication and people having to tell their story multiple times which can lead to frustration and a reluctance to engage with services.
- A lack of community-based units to which provide reducing levels of support to enable people to transition gradually to independence where required.
- Housing First could not be sustained and alternative support solutions would then need to be found for the existing clients.

Best Practice Approach

Joint commissioning

2.12 We are proposing to incorporate the new model outlined above into a service jointly commissioned with Cambridge City Council. Aligning resources and taking a joint commissioning approach will enable us to commission a service which is able to meet a range of needs in a joined up and coordinated way. Cambridgeshire County Council would lead on the procurement for this joint service.

Housing First

- 2.13 The current countywide Housing First service is delivered directly by the County Council through the Counting Every Adult Team. This service is currently funded by Central Government grant funding which will continue until April 2022.
- 2.14 Housing First is an integral element of the new models because of its ability to support those with multiple disadvantage and complex needs who have previously struggled to engage with existing services and have a history of repeat homelessness and rough sleeping. These individuals often present with a range of physical and mental health needs, and as their needs intensify, are likely to require support and care from statutory services. Housing First delivers open ended support allowing people to engage on their own terms at a level they are comfortable with. The current Housing First service is supporting 20 clients in Housing First tenancies. Of these 20, 7 have already sustained their tenancy for over 6 months and a further 3 have sustained for more than 1 year. Feedback from a client of the service is included at Appendix D to outline some of the benefits to individuals that this service can deliver.
- 2.15 To ensure the service can continue to be sustainably funded at the end of the grant funded period, we propose that the use of £225,000 of the current HRS budget is approved to enable the continuation of the service post April 2022.
- 2.16 An annual amount of £100,000 has already been identified from the budget for Young Person's HRS services. The remaining amount would come from the current Adults HRS service budget, as per the breakdown below;

Area	Amount per annum
Fenland	£25,000
Cambridge City / South Cambridgeshire	£100,000
Total	£125,000

Procurement Approach

- 2.17 The procurement will focus around two separate Lots. Lots have been determined based on existing demand and resource allocation. On-going Housing First delivery will sit outside of this procurement and will continue to be delivered as a countywide service directly by Cambridgeshire County Council.
- 2.18 Lot 1 – Fenland area: This Lot will consist of accommodation 'hubs' where support can be delivered on site alongside community based 'spokes' which allow individuals to be supported within a smaller shared house setting or within their own self contained accommodation.
- 2.19 Lot 2 – Cambridge area – The new jointly commissioned 'Streets to Homes' service will allow us to combine our resources and develop a single service that can offer a range of support and interventions to rough sleepers and homeless adults who require support in the Cambridge area. This will include the 'hub' and 'spoke' accommodation based support option (as per Lot 1), but also also community based support solutions, accommodation and

support for those with complex needs, access to dual diagnosis support and access to support around training, education and employment.

- 2.20 In addressing the requirements of the HRS Strategy, the procurement process provides both the County and District Councils with the opportunity to work with the provider market collaboratively to come up with a solution that meets the needs of service users and provides value for money. It tests the market in order to improve on what we already have in place and is an opportunity for all providers, including those already delivering services, to demonstrate how they can provide the best service possible. A significant amount of work has already taken place with the market to date and officers have seen good engagement throughout.
- 2.21 Re-commissioning should also take account of the learning from the Covid-19 pandemic and infection control protocols. The pandemic highlighted the particular challenges around large units with shared facilities, and therefore the County would seek to ensure that at least 50% of any larger units commissioned offer en-suite bathroom facilities.
- 2.22 The commissioning process would ensure that there is an agreed timeframe for embedding the changes to delivery models.
- 2.23 Given the level of change we are seeking through commissioning the new model of provision, our preferred procurement approach would be a 'Light Touch Dialogue' process. This process has been selected for the following key reasons:
- Gives bidders the opportunity to develop a model that meets the need, is innovative, adds social value and includes robust partnership arrangements - bidders that have participated in similar processes have fed back that they appreciated the opportunity to have in depth discussions with the Authority as part of the procurement process.
 - Helps to mitigate particular areas of risk as these can be explored in more detail through the dialogue – e.g. robust partnership arrangements, availability/reliability of accommodation.
 - In-house skills and experience available to support process.
- 2.24 This approach gives bidders the opportunity to have in depth discussions with the Council as part of the procurement process through delivering a three stage process:
- Stage 1 – Invitation to submit an initial tender - Bidders submit their response to the Selection Questionnaire (SQ) and an initial tender response.
 - Stage 2 - Dialogue - A series of questions/topics can be sent to bidders in advance and then discussed during the dialogue sessions. Each dialogue is individual to the bidder and is focused around the areas of development that are needed for their submission.
 - Stage 3 – Invitation to submit a final tender - Providers that participated in dialogue are invited to submit a final tender, amending their responses based on the dialogue.
- 2.25 The tender will contain the following key features:

- **Focus on Quality and Social Value:** The recommended quality to price ratio for this tender would be 70% quality to 30% price. By giving this greater weighting to quality we can incentivise providers to develop the best possible solution which is focused on quality and delivering the best possible outcomes for individuals, while ensuring price is also given appropriate consideration.
- **Engagement from people with lived experience:** The process will also include questions written and evaluated by people with lived experience. The evaluation of these will represent 10% of the quality score.
- **Encourage partnership working:** We want to ensure that the new models are delivered consistently across each area, with a joined-up approach delivering all elements of the model to enable the best possible outcomes for the individual client. Providers or partnerships of providers will be able to bid for a District area. This means that there will be 1 contract awarded for each area, rather than the current approach of having multiple contracts with different providers, who all deliver services in a different way and require clients to complete separate application for each service they wish to be considered for. Through the work undertaken with providers and partners to redesign services, we have encouraged all existing providers to consider a 'partnership' approach to delivering the models, and in several areas providers are already having discussions about how they might deliver the model jointly.
- **Ensure the term of the contract reflects the scale of transformation required:** To recognise the commitment required from the successful bidders in delivering the new model, we will be seeking a longer contract period of up to 7 years (including extensions) to enable providers to implement, embed, adapt and develop the new model.

2.26 The table below shows the proposed HRS budgets for each geographical area. This is based around current levels of funding attached to the services currently commissioned (as per para 2.1) and will be reviewed in line with demand trends over the life of the contract:

District area	Annual Value	Contract Value (7yrs)
Lot 1 - Fenland	£236,052	£1,652,364
Lot 2 - Cambridge City & South Cambridgeshire	£1,345,333	£9,417,331
Total	£1,581,385	£11,069,695

Cambridge City will also be investing £496,364 per annum in the 'Streets to Homes' service, of which £371,364 will form part of the Lot 1 annual budget.

Timetable:

2.27 The proposed timetable for the Procurement is shown below:

Activity:	Date:
Tender goes live	July 2021
Initial Tenders Submissions	August 2021
Final Tender Submissions	October 2021
Contract Award	December 2021
Contract Start Date	1 st April 2022

Implementation

- 2.26 Given the scale of the change we are expecting the new models to deliver, a significant transition period will be required. On award of contract a transition plan will also be agreed with clear milestones for implementation. This will be monitored and managed using the contract.

3. Alignment with corporate priorities

- 3.1 Communities at the heart of everything we do
There are no significant implications for this priority.
- 3.2 A good quality of life for everyone
In redesigning services we are seeking to commission a more flexible service that can meet the needs of a greater range of people, including those with higher needs.
- 3.3 Helping our children learn, develop and live life to the full
There are no significant implications for this priority
- 3.4 Cambridgeshire: a well-connected, safe, clean, green environment
There are no significant implications for this priority.
- 3.5 Protecting and caring for those who need us
The report above sets out the implications for this priority in paragraphs 2.5 to 2.10 and in paragraph 2.14

4. Significant Implications

- 4.1 Resource Implications
The report above sets out details of significant implications in paragraph 2.26
- 4.2 Procurement/Contractual/Council Contract Procedure Rules Implications
The report above sets out details of significant implications in paragraphs 2.17 to 2.25
- 4.3 Statutory, Legal and Risk Implications
There are no significant implications within this category.
- 4.4 Equality and Diversity Implications
A more flexible model which includes smaller shared units of community-based accommodation would enable clients with specific needs or characteristics to be accommodated together if this was their preference.
- 4.5 Engagement and Communications Implications
There are no significant implications within this category.
- 4.6 Localism and Local Member Involvement
There are no significant implications within this category.

4.7 Public Health Implications

The report above sets out details of significant implications in paragraphs 2.6 and 2.14

4.8 Environment and Climate Change Implications on Priority Areas

4.8.1 Implication 1: Energy efficient, low carbon buildings.

Status: Neutral

Explanation:

4.8.2 Implication 2: Low carbon transport.

Status: Neutral

Explanation:

4.8.3 Implication 3: Green spaces, peatland, afforestation, habitats and land management.

Status: Neutral

Explanation:

4.8.4 Implication 4: Waste Management and Tackling Plastic Pollution.

Status: Neutral

Explanation:

4.8.5 Implication 5: Water use, availability and management:

Status: Neutral

Explanation:

4.8.6 Implication 6: Air Pollution.

Status: Neutral

Explanation:

4.8.7 Implication 7: Resilience of our services and infrastructure, and supporting vulnerable people to cope with climate change.

Status: Neutral

Explanation:

Have the resource implications been cleared by Finance? Yes or No

Name of Financial Officer: No response received from Section Lead 16.06.21

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement? Yes

Name of Officer: Henry Swan

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer or LGSS Law? Yes

Name of Legal Officer: Fiona McMillan

Have the equality and diversity implications been cleared by your Service Contact?

Yes

Name of Officer: Will Patten

Have any engagement and communication implications been cleared by Communications?
Yes or No

Name of Officer: No response received from Section Lead 16.06.21

Have any localism and Local Member involvement issues been cleared by your Service
Contact? Yes

Name of Officer: Will Patten

Have any Public Health implications been cleared by Public Health?
Yes

Name of Officer: Emily Smith

If a Key decision, have any Environment and Climate Change implications been cleared by
the Climate Change Officer?

Yes or No

Name of Officer: No response received from Section Lead – 16.06.21