

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Adult Social Care
Date:	27 April 2012
Title:	Approval to jointly tender Supported Lodgings Scheme with Children's Services
Reference:	3782
Report From:	Director of Adult Services

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1. Executive Summary

- 1.1. This report seeks approval from the Executive Member for Adult Social Care to go to a joint external tender with Children's Services for Supported Lodgings in Hampshire. This will have a full contract value of approximately £3.4m over three years. The proposal to jointly commission this service was also subject to approval by the Executive Lead Member for Children's Services. This was agreed at the Decision Day on 23 March 2012 (Decision Reference 3466).
- 1.2. At present, supported lodgings schemes in Hampshire are commissioned separately, either by Children's Services or Adult Services. Adult Services currently holds six contracts with two providers. The paper proposes one jointly commissioned service, with contracts issued from April 2013 for a period of three years. The budget for the Adult Services Supported Lodgings scheme will be allocated from the Adult Services budget. The proposed contribution from Adult Services is £1,146,630 over the lifetime of the contract. This budget is currently allocated to the existing supported lodgings contract and will be used to replace those services when the current contract ends in March 2013.
- 1.3. This paper seeks to
 - Offer background details regarding the Supported Lodgings scheme;
 - Provide details of the financial commitments for the current Supported Lodgings contracts and the intentions for the next contract due to be issued in April 2013.
 - Provide details of the performance monitoring and anticipated outcomes of the jointly commissioned service.

- Provide a summary of the Equality Impact Assessment.

2. Background:

- 2.1. To date Hampshire County Council has held contracts with several providers to run a scheme that enables suitable householders to offer a room in their home with support to vulnerable young people aged 16-25. The providers are responsible for the recruitment and training of appropriate householders ('hosts'), assessing the needs of the young people referred to the scheme, matching the young people with appropriate hosts and offering ongoing support to both parties for the duration of the placement. The aim is for the young person to be enabled to develop skills and confidence required for independent living. This type of scheme is known as Supported Lodgings.
- 2.2. Children's Services funded placements are offered to young people who are eligible for services either as looked after children, care leavers or as meeting the criteria for being a child in need. The cost of the contract includes:
 - Recruitment and training of appropriate hosts
 - Running costs of the provider
 - Host and young person support cost
 - Rent for the placement
 - Contribution towards meals, laundry and utility bills
- 2.3. Adult Services funded placements are offered to young people who are in transition from Children's Services and continue to be in need of support, may be homeless through circumstances beyond their control, or are at risk of homelessness. It is a short term service, with the expectation that the young person will have developed the necessary skills within two years to move on to less intensive supported housing or independent living. The cost of the contract includes:
 - Recruitment and training of appropriate hosts
 - Running costs to the provider
 - Host and young person support costs.
- 2.4. Rent for the placement is paid by Housing benefit or the young person's own income. Contribution towards meals, laundry and utility bills is covered through the young person's benefits or their own income.
- 2.5. The Supported Lodgings Scheme fits well with the other types of supported accommodation commissioned by Adult Services. This includes shared housing or self contained units for young people requiring less intensive support, and hostel-type accommodation with staff on site 24 hours a day for those with higher needs.
- 2.6. Supported Lodgings for young people is different to the Adult Services Shared Lives Scheme, in that it is a short term service for young people who

are outside of the scope of the criteria for statutory services. The young people are nonetheless vulnerable and are provided with support as part of Hampshire County Council's Preventative and Early Intervention agenda. The aim of Supported Lodgings is to equip the young person with the necessary skills, confidence and support network to move on to independent living. The young people have identified support needs rather than identified care needs.

- 2.7. There are currently 61 units (i.e. bed spaces) available within Adult Services' Supported Lodgings Scheme. These units are provided by two service providers and issued under six separate contracts. The contracts are due to end in March 2013. The current Children's Services contract for Supported Lodgings is due to end in April 2013. Children's Services will end their contract one month early in order to align with Adult Services. The new proposed jointly commissioned contract will start from 01 April 2013.
- 2.8. The placements with host families have resulted in positive experiences for young people and have provided them with suitable accommodation with support. The young people have individual support plans which have been created during discussions with the hosts and providers. These include personal goals which the young person wants to achieve during their time in the placement. Outcomes achieved include increased skills and confidence which enables them to move on to independent accommodation, or lower level supported accommodation, improved relationships with adults, increased access to training, employment and education and improved access to other support services. This service is therefore valuable in supporting Adult Services with the Personalisation and Preventative and Early Intervention Agendas as it provides individualised support at a key point in young people's lives which may reduce the need for support services in the longer term.
- 2.9. The commissioning teams from Children's Services and Adult Services' Supporting People Team identified the benefits of a joint tendering and procurement process for future Supported Lodgings contracts as it was felt the two services would complement each other.
- 2.10. By tendering the contracts jointly, the intention is to create a joint service specification and combine Children's Services and Adult Services budgets to award a single contract. Adult Services and Children's Services will jointly monitor the contracts and payments will be arranged through the Adult Services Supporting People performance management system, with Children's Services being recharged as appropriate .
- 2.11. The partners propose the joint procurement of Supported Lodgings provision for the following reasons:
 - To develop and improve services and outcomes for young people, through improved commissioning arrangements and joint investment
 - To ensure a strategic approach to planning and development, through shared work and learning

- Working together would enable the two services to exploit scale economies in contract rates and reduce the cost of commissioning
- To ensure greater equity and consistency of services for Supported Lodgings users across Hampshire.

2.12. The recent consultation with service users, providers and stakeholders identified the current arrangements resulted in young people being required to move providers when they changed from being in receipt of Children's Services to Adult Services funded support and vice versa. This created instability which had an adverse affect on young people achieving their identified outcomes. A jointly commissioned service would enable young people to remain in the same supported lodgings and the change would be recorded administratively .

3. Contextual information

3.1. The Law Lords judgment: G vs. Southwark in May 2009 considered how Children's Services departments within local authorities support homeless 16 and 17 year olds. The House of Lords reiterated that the Children Act of 1989 has primacy over the Housing Act in providing for children in need. Following the judgement, guidance was given from the Department for Children, Schools and Families to all local authorities on addressing their policies, procedures and provision for homeless 16 and 17 year olds. Particular points to be considered were:

- The need to ensure rigorous needs assessments
- Work to support young people to prevent homelessness
- The need for clear joint working protocols with housing services
- Ensuring a range of suitable accommodation.

3.2. Since the ruling, Hampshire County Council has made significant steps to address the points raised above. A protocol between Children's Services and all 11 district housing departments in Hampshire has been put in place and signed off by the Children's Trust Board, which clearly states the agreed local arrangements between departments when assisting homeless 16 and 17 year olds.

3.3. Supported Lodgings is key to addressing the range of accommodation available to young people facing homelessness. Following the 'Southwark' ruling, one of the recommendations from the Department for Children, Schools and Families, was that Social Workers should be able to use Supported Lodgings when accommodating young people under Section 20 of the Children Act 1989¹..Young people approaching Children's Services as

¹ Section 20 of the Children Act 1989: duty to provide accommodation as a result of there being no person who has parental responsibility, him/her having been lost or abandoned, or the person who has been caring for him/her being prevented, whether or not permanently and for whatever reason, from providing suitable accommodation or care.

homeless are now offered suitable accommodation with a host family through Supported Lodgings in, or close to, the area of choice. Previously, when the reliance was on foster carers to provide care and accommodation, this was not always possible, due to the lack of foster carers available in the areas desired.

- 3.4. Using a Supported Lodgings placement is an alternative to using other high cost accommodation such as bed and breakfast accommodation, specialist supported accommodation, Residential Children's Homes and Independent Fostering Agencies in an emergency situation, which can be expensive and inappropriate.
- 3.5. Supported Lodgings can also be described as 'suitable accommodation' for looked after children who are 16 years and over and those who are care leavers. Children's Services monitor the accommodation provision through Key Performance Indicator data returns and as expected, the percentage of looked after children and care leavers in suitable accommodation has increased as a result of the supported lodgings contract which is in place.
- 3.6. Young people who are referred to the Adult Services funded placements currently access the service via the Supported Housing Panels, located in each districts. The Panels consider all referrals to Adult Services Supporting People funded accommodation based support services and floating support services. Referrals are received from a number of routes, including the district Councils, Youth Support Services, Children and Families Teams, and self referrals. Discussions are currently in place to consider whether a single referral route to the proposed jointly commissioned service may be a more appropriate mechanism in the future.

4. Financial implications

4.1 The budget allocated to Supporting People in Adult Services was previously a ring fenced budget within the Area Based Grant. It now forms part of the County Council's formula grant allocation which is not ring fenced. The total budget allocated to the Adult Services Supported Lodgings scheme in 2011/12 was £398,489. Six contracts are currently awarded totalling 61 units. The weekly unit cost for the proposed contract would reflect the individual circumstances of the young person and would include the following:

- Provider costs in the recruitment and training of suitable householders to the Supported Lodgings scheme
 - Provider costs in delivering on going support to the householders – the "hosts"
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- Provider costs in delivering support to the young person placed with them.
- 4.2 The service provider is currently contracted to provide three hours of support per week to the household. This includes support to both the host and the young person placed with them.
- 4.3 The cost does not include rent which is payable through Housing Benefit or the young person's income. The young person also makes a weekly contribution towards food costs from their own income or benefits.
- 4.4 The budget allocation from Adult Services to the proposed jointly commissioned Supported Lodgings Service is £382,210 per year for 3 years; i.e. **a total of £1,146,630 over three years**. A saving of 4% on the current contract price has been applied which reflects the cap on the hourly rate in Supporting People Adult Services from April 2014, on services for socially excluded people. The number of support hours and the number of units is not expected to be reduced in the tendering process.
- 4.5 There is an intention to seek efficiencies throughout the tendering process, taking advantage of joint commissioning with Adult Services and Children's Services.
- 4.6 In addition to the £1.14m Adult Services will be contributing to the future contract, Children's Services will be contributing £2.3m over three years. This gives a total of 121 units of Supported Lodgings across Children's and Adult Services and a maximum amount of approximately £3.4m over three years. There is a difference in the contribution from the two departments due to the additional expenses Children's Services are responsible for when accommodating Looked After Children.
- 4.7 The contract will be based on the total number of places available, allowing flexibility between the use of Children's Services and Adult Services places. This will help to ensure availability of the scheme to both departments and minimise the risk of underutilisation.

5. Performance

- 5.1. The Supported Lodgings service meets the following priorities of the Adult Services Supporting People (Short Term) Outcomes Framework Indicators:
- **Achieve Economic Wellbeing:**
 - Maximising income including receipt of the correct benefits
 - Reducing overall debt
 - Obtain paid work/participate in paid work. This includes supporting the young person to engage with the Department of Work and Pensions to access benefits and/or work.
 - **Enjoy and Achieve:**
 - Participate in chosen training and/or education, and where applicable achieving desired qualifications
 - Participate in chosen leisure/cultural/faith/informal learning activities

Participate in chosen work-like/voluntary/unpaid work activities
Establish contact with external service/family/friends

- **Be Healthy**
Better manage physical health
Better manage mental health
Better manage substance misuse
Better manage independent living as a result of assistive technology/
aids and adaptations
- **Stay Safe**
Maintain accommodation and avoid eviction
Comply with statutory orders and processes (in relation to offending
behaviour)
Better manage self harm, avoid causing harm to others, or minimise risk
from others
- **Make a Positive Contribution**
Greater choice and/or control at service level and within the wider
community.

5.2. The proposed service also supports the priorities and outcomes identified in Hampshire 'Open For Business, in particular:

- Improved quality of life for all, particularly those who are vulnerable or disadvantaged
- Develop new models of service provision, meeting the challenges of reduced resource and evolving national policies, whilst improving the quality of services for users, and
- Improve customer service.

5.3. Performance and monitoring will continue to be undertaken using the Supporting People Performance Indicator Workbook and the Quality Assessment Framework.

6. Legal Considerations

6.1. In exercising its functions an authority must have due regard to the need eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act and advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7. Equalities Impact Assessment

7.1. It is proposed that Children's Services and Adult Services Supporting People team will undertake a joint tendering and procurement process, with the aim of issuing a joint contract to deliver supported lodgings to young people aged 16-25 from April 2013. The scheme aims to have a positive impact for

young people and aims to improve outcomes for young people who may have one of the protected characteristics identified in the Equality Act. The performance monitoring data will keep a record of the young people referred and offered a service and will be used to explore and address any inequalities highlighted.

8. Other key issues

- 8.1. Children's Services Procurement will manage the procurement process of the joint commissioned Supported Lodgings Service. Officers from Adult Services will be involved in every step of the procurement process.
- 8.2. Throughout the tender Children's Services Procurement will be managing any TUPE arrangements that may rise as a result of awarding the contract to another provider. The tender will have no impact on Hampshire County Council staff.
- 8.3. Any changes to the function of the service will be stated in policies and procedures which will be held centrally and accessed by the Policies and Procedures internal website. Staff within Children & Families and Adult Services will also be offered training on any new guidelines and procedures put in place as a result of the tender as required.

9. Future direction

- 9.1. Children's Services and Adult Services propose to commence the commissioning and procurement process from April 2012 with a view to awarding the contract on the 1 April 2013 for a period of 3 years.
- 9.2. A project board consisting of key stakeholders will oversee and guide the commissioning and tender process. The members will consult with key members of Children's Services and Adult Services to sign off key tasks and make key decisions to shape the future of the service.
- 9.3. Children's Services have agreed to take the lead on the proposed joint tendering and procurement process.
- 9.4. The participation and engagement of young people will also enhance the planning and development of the future of Supported Lodgings.

10. Recommendation

- 10.1. That the Executive Member for Adult Social Care approves the joint tendering and procurement with Children's Services for Supported Lodgings with a total contract value of up to £3.4m to commence 1 April 2013 for three years. The proposed contribution from Adult Services is £1,146,630 over the lifetime of the contract.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	no
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u> Supported Lodgings tendering approval	<u>Reference</u> 3466	<u>Date</u> 23 rd March 2012
Direct links to specific legislation or Government Directives		
<u>Title</u> G Vs Southwark Judgement		<u>Date</u> May 2009

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

Supported Lodgings provides young people aged 16-25 with safe and secure accommodation with support in a family environment. It offers lodgings within the homes of families, couples or single people across Hampshire, and provides the young person with an opportunity to benefit from the supported living of a family home, whilst being encouraged to develop the skills required for independent living. The scheme works closely with both the young person and the host to ensure the placement achieves the identified outcomes.

It is proposed that Children's services and Adult Services Supporting People team will undertake a joint tendering and procurement process, with the aim of issuing a joint contract from April 2013. This is expected to have improved outcomes for young people in that it will offer a safe, secure environment in which to develop their skills, reduce the need to move between providers, and increase the likelihood of being able to live near their home town and existing support networks. The scheme also aims to provide appropriate interventions at an early stage, so that young people are adequately equipped to move into independent living.

The Supported Lodgings Scheme is targeted towards young people aged 16-25 who are either vulnerable due to their age or in receipt of children's services through Section 20 or Section 17 of the Children Act. Alternative supported accommodation services are available for people within other age groups.

The scheme aims to be accessible to any young people with identified support needs. The service provider is expected to ensure the hosts have equality awareness training and this will be incorporated into the service specification.

The service provider is also expected to meet the requirements of the Equality Act 2010 and this will be monitored through performance monitoring.

There are some limitations in that the service is reliant on the recruitment and retention of appropriate hosts. The service provider is expected to proactively recruit hosts in order to meet the diverse needs of young people.

Children's services and Supporting People team have been gathering the views of the views of young people who are currently in Supported Lodgings, service providers and relevant stakeholders. The service specification will incorporate feedback from the consultation wherever possible.

Full copy of the EIA can be found using the following link:

<http://www3.hants.gov.uk/as-equality-ia-archive.htm>

2. Impact on Crime and Disorder:

The County Council has a legal obligation under Section 17 of the Crime and Disorder Act 1998 to consider the impact of all decisions it makes on the prevention of crime. The proposal in this report aims to improve the safety of

vulnerable Hampshire residents and reduce the risk of crime occurring. The service is accessible to young people offending or at risk of offending. The support offered aims to reduce the likelihood of this reoccurring.

2. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption?

It is proposed that improved countywide coverage of the service may reduce carbon footprint and energy consumption as young people will be nearer their existing support networks reducing the need to travel.

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The proposal recognises the need to adapt to climate change and plans to develop a longer term strategy in order to address this.