

**Committee Name and Date of Committee Meeting**

Cabinet – 16 September 2019

**Report Title**

Housing Related Support – Children and Young People Pathway Tender Conclusion Information Update

**Is this a Key Decision and has it been included on the Forward Plan?**

Yes

**Strategic Director Approving Submission of the Report**

Anne Marie Lubanski, Strategic Director of Adult Care, Housing and Public Health

**Report Author(s)**

Nathan Atkinson, Assistant Director Strategic Commissioning  
01709 822270 or nathan.atkinson@rotherham.gov.uk

Helen Caulfield-Browne, Strategic Commissioning Manager  
01709 354208 or helen.caulfield-browne @rotherham.gov.uk

**Ward(s) Affected**

Borough-wide

**Report Summary**

The purpose of this report is to provide an update report to Cabinet following on from the Cabinet meeting held on the 17 December 2018, where a report was submitted on Housing Related Support – Children and Young People Pathway Tender.

The initial report dated 17<sup>th</sup> December 2018 set out the following details:

- An overview of the previous commissioned services and key issues.
- The national and local context of young people's changing needs, due to young people presenting with more complex issues.
- An overview on the revision of the existing services and the progress to co-produce a future model that will meet the needs of all young people.
- Outlined how Adult Care and Children & Young People's Services were jointly developing clear pathways which may differ depending on the needs of the individual and the statutory requirements for Children and Young People's Services.

On 17<sup>th</sup> December 2018 Cabinet Resolved:-

- (1) That the new service model is defined following the completion of the Co-production work and this will inform the specification for the new contractual arrangements be noted.
- (2) That the tender for the Housing Related Support Service for young people aged 16-25 following completion of co-production work with relevant stakeholders to develop the new service be approved.

It was agreed that a further report would be submitted to Cabinet following the conclusion of the procurement process.

The updated report would:

- Provide a brief summary of Housing Related Support and the changing needs of young people which led to the decision to redesign and procure the Young People aged 16 – 25 service.
- Give an overview of the new Young People aged 16 – 25 service specification.
- Provide information on the tendering process and award of contract
- Briefly outline the profile of the successful service provider
- Give an overview of the implementation of the new service model
- Provide an overview of the future approach to contract performance reporting and monitoring

## **Recommendations**

1. That Cabinet note:-

- the co-production work and re-design of a new service specification was successfully completed to enable a tender process to take place
- a competitive tendering exercise ran from 20<sup>th</sup> February to 28<sup>th</sup> March 2019.
- Roundabout Ltd were identified as the successful organisation and awarded the contract.
- The contract commenced on the 1<sup>st</sup> August 2019. The initial term of the contract is for two years, with an option of a further extension for a year.
- The overall contract value for two years is £1,050,000 (£1,575,000 with the third year).

## **List of Appendices Included**

Appendix 1 Co-create Redesign Report

Appendix 2 Equality Analysis

## **Background Papers**

Cabinet Report 17<sup>th</sup> December 2018

[Housing Related Support - Children and Young People Pathway Tender](#)

**Consideration by any other Council Committee, Scrutiny or Advisory Panel**

No

**Council Approval Required**

No

**Exempt from the Press and Public**

No

## **Housing Related Support, Children, Young People Pathway Tender Conclusion Information Update**

### **1. Background**

1.1 The purpose of this report is to provide an update report to Cabinet following on from the Cabinet meeting held on the 17 December 2018, where a report was submitted on Housing Related Support – Children and Young People Pathway Tender.

1.2 The initial report dated 17<sup>th</sup> December 2018 set out the following details :-

- An overview of the previously commissioned services and key issues.
- The national and local context of young people's changing needs, due to young people presenting with more complex issues.
- An overview of the revision of the existing services and the progress to co-produce a future model that will meet the needs of all young people.
- Outlined how Adult Care and Children & Young People's Services were jointly developing clear pathways which may differ depending on the needs of the individual and the statutory requirements for Children and Young People's Services.

1.3 The recommendations in the Cabinet report, 17th December 2018 stated:

That it be noted that the new service model will be defined following the completion of the Co-production work and this will inform the specification for the new contractual arrangements.

That approval be given to tender the Housing Related Support service for Young people aged 16-25 following completion of co-production work with relevant stakeholders to develop the new service.

1.4 Housing Related Support (HRS) delivers a preventative programme. The Council commission Housing Related Support for young people aged 16-25 via Adult Care, but with a strong link into Children & Young People's Services with regard to young people aged under 18 and for care leavers. Services assist individuals with multiple needs. In some instances services are provided to people with chaotic lifestyles, who may not be supported by more traditional statutory services. People in receipt of Housing Related Support require support packages to gain their independence and obtain suitable permanent accommodation.

1.5 The young person's accommodation based services were previously delivered by Action Housing and the floating support, community provision was delivered by Target Housing.

### **2. Key Issues**

**The new co-designed service model for Housing Related Support, Young People aged 16-25 with multiple support needs**

- 2.1 The Council is committed to co-production and Officers routinely involve people in receipt of services and their families, as well as front line practitioners throughout the commissioning cycle, recognising them as the experts on what works and what doesn't work in service delivery. This is evidenced in Appendix 1.
- 2.2 The redesign of the new Housing Related Support, Young People for 16-25 year olds model was underpinned by a robust co-production approach. The approach was supported by South Yorkshire Housing Association (SYHA) Co-Create, who work alongside commissioners to enable the commissioning process to be authentically co-produced. They did this through relationship building, providing time for creative thinking, utilising best practice experts, and delivering engagement. The views and lived experiences of people in receipt of support, specialist workers and professionals from the wider workforce were captured and incorporated into the new service specification.
- 2.3 Throughout the co-design of the Service Specification, young people, and stakeholders told Officers what was important in the delivery of the future young persons supported housing provision.
- 2.4 As part of the co-design, young people told the Council that they wanted a range of housing related support and accommodation provisions that would be flexible and responsive to their changing needs. Young people also described a number of key areas as being important to them.

A key theme being:

***“We want our supported housing to feel like a home and safe”.***

***“Where I live it needs to feel welcoming, homely and warm”***

***“Supported housing needs to feel like a real home, not a hostel”***

- 2.5 The views from young people and stakeholders are echoed throughout the new service specification. Key elements of the new service specification and changes following the co-production are outlined in the section below.
- 2.6 Co-Create worked closely with the Council on the co-production of the new service specification and have produced a Co-Create Redesign report that has outlined their approach and the work carried out. Please refer to [Appendix 1](#).
- 2.7 The new service is underpinned by the vision that people experiencing multiple needs are supported by effective, coordinated services and are empowered to tackle their problems and reach their full potential. The service model will deliver an outcome focused 'support pathway' clearly focused on the unique needs of younger service users, through which they will progress, working towards independent living.
- 2.8 Young people have told us that they require a service that will have a wider understanding as to why some young people present with challenging behaviours, for example due to past traumatic events.

- 2.9 The service has been designed to provide a Psychologically Informed Environments (PIE) and Trauma Informed Care.
- 2.10 Psychologically Informed Environments (PIE) and Trauma Informed Care are related and complimentary approaches to service delivery for vulnerable individuals with complex needs that are designed and delivered in a way that takes into account the emotional and psychological needs of the individuals using them.
- 2.11 The psychological framework will be adopted by the new provider in order to ensure that the service offers effective support and responds to young people who have been affected by an overwhelmingly negative life event(s) often; these have caused a lasting impact on the individual's mental and emotional stability.
- 2.12 A psychological framework allows services to have a shared understanding of, and response to, the people they support.
- **The physical environment and social spaces** are adapted to improve the space available to engage and support people in the service.
  - **Staff training and support** which enables workers to move away from crisis management and work in a more therapeutic and planned way.
  - **Managing relationships** in order to help staff and clients self-manage their emotional and behavioural responses to triggering events.
  - **Evaluation of outcomes** to enable staff and clients to evaluate their effectiveness, for ongoing development, and to evidence service impact, this includes reflective practice.
- 2.13 The service will introduce an effective and supportive approach to problematic behaviour, such as non-engagement, non-payment of rent. The service will learn from best practice and will reflect this in their warning policy and procedure. This will include alternatives approaches to warnings where considered appropriate, reducing the risk of eviction and repeat homelessness.
- 2.14 Officers from Adult Care and Children and Young People Services worked in partnership, in particular with a key focus being the transition process for a young person from Children and Young People Services to the Housing Related Support Service for 16 – 25 years old. This is reflected in the agreed service specification.
- 2.15 The previous provision of supported housing consisted of three supported housing buildings. The buildings were all within close proximity of each other, accommodating up to 39 young people at one given time. This presented challenges for the previous service due to the number of anti-social behaviour reports in relation to young people's behaviours. It also impacted on relationships with the local residents and the community.

- 2.16 The new service model has addressed housing a large number of young people in the same proximity, as it was considered an environmental factor that contributed to the issues the previous service experienced with anti-social behaviour.
- 2.17 The new service model comprises of a suite of options of accommodation, support and community based elements. The accommodation based provisions are more dispersed across the borough, the maximum of 12 young people accommodated in the Core provision.
- 2.18 The service will comprise of five main elements which work seamlessly in order to provide support that is flexible to individuals and respond to young people's changing needs. It is expected that the whole service provision from entry to exit will be up to a maximum of two years. Where there are exceptions there will be a flexible approach to extend beyond the two years to ensure the needs of the young person are met and that they are ready to live independently without support.
- 2.19 The five main elements of the service pathway will allow flex up and down to meet the changing needs of young people and are described below:

#### **1. Emergency Assessment Beds - 4 Units**

The provision is staffed on site, 24 hours per day, 365 days per year, throughout weekends, evenings and bank holidays. 24 hour cover with waking night staff. One of the units will have a dual purpose to allow a young person to have an alternative place to live if they are experiencing difficulties in their current placement. This will be considered where appropriate, allowing time for a reassessment of need to be undertaken in a place of safety. This service will be delivered from a fixed location within the borough.

#### **2. Core Supported Housing - 12 Units**

This service element will provide short term accommodation and support to vulnerable young people who are homeless. The aim of the service is to enable young people to move into more independent accommodation. The support provided is 24 hours per day, 365 days per year cover as above. Young people may move from the emergency assessment beds into the Core provision. This service will be delivered from a fixed location within the borough and will be separate from the emergency assessment beds.

#### **3. Semi Supported Dispersed Housing with Flexible Support - 12 Units**

This service will provide dispersed accommodation and support, with a range of two bedroom shared or single occupancies to vulnerable young people at risk of becoming homeless to enable them to move into secure tenancies. These properties will be dispersed across the borough. The support will be delivered to young people through visits to their home or other suitable locations. Primarily this element of the pathway provides a step-down option for those young people leaving Emergency Assessment beds or the Core accommodation.

#### **4. Transitional Landlord Service – Dispersed Properties - 7 Units**

Support will be delivered in accommodation which is licensed to the Service with the aim of the young person becoming the tenant in their own right. This could be a Council tenancy, or alternatively the service will provide suitable housing that will enable the young person to remain in the tenancy as their permanent home once they have completed the support programme. In order to do this, they must evidence that they are ready to live independently. This service primarily provides a step-down option for those leaving Core Accommodation or Semi Supported Housing. These properties will be dispersed across the borough.

#### **5. Floating Support Ability to flex to Outreach – 50 Units**

A floating support service supporting young people to help them move on from supported housing, provide support for young people in permanent tenancies at risk of homelessness through losing their tenancy. This service will deliver housing related support to individuals in their own tenancy (either Council, social housing or private landlord). The flexible outreach will recognise the many barriers vulnerable and disconnected young people face when accessing services. In response, outreach will be a proactive approach to delivering support and interventions to encourage engagement in housing related support services.

### **3. Tendering Process and Contract Award**

- 3.1 A soft market testing provider engagement event was held in October 2018. This provided an opportunity to test and identify the future market appetite and also to help conclude the co-design work. The event was well attended with excellent provider engagement.
- 3.2 The procurement of the new service was advertised in the Official Journal of the European Union (OJEU) and on YORtender in February 2019 with a closing date at the end of March 2019.
- 3.3 The evaluation criteria for quality were specifically tailored to the young person service. This included a robust evaluation around safeguarding and keeping young people safe. It also evaluated how the provider's internal quality assurance would be effectively managed to ensure an outcome focused service would meet the needs of young people with multiple and often complex support needs.
- 3.4 The evaluation process was completed with Roundabout Ltd identified as the successful organisation.
- 3.5 The Roundabout bid identified Rush House as the sub-contractor for 16% of the delivery of the new contract to deliver the Core Provision of the service model – 12 units.
- 3.6 Roundabout, are the lead provider and take the full responsibility for the delivery of the contract including sub-contractor performance.



- 3.7 Roundabout are a well-established Sheffield based charity, providing shelter, support and life skills to young people aged 16-24 who are homeless or at risk of homelessness.
- 3.8 Roundabout first opened its doors to young homeless people in Sheffield in 1977 and has since expanded over the years to successfully offer a number of services to young people including the Homeless Prevention Service and Supported Housing, Drug and Alcohol Support and Employment and Skills.
- 3.9 Roundabout have excellent specialist knowledge within the youth homelessness sector and link closely with national umbrella bodies to keep up to date with changes in government funding policies. The Chief Executive Officer sits on the Homeless National Advisory Council as the Yorkshire and Humber representative and regularly meets with Government Ministers to give them greater understanding of the sector.
- 3.10 The successful new provider has offered a number of social value commitments in the delivery of this contract including training and employment opportunities. Roundabout and Rush are a living wage employer and believe that all workers should be fairly rewarded for their efforts.
- 3.11 Roundabout and Rush House have a previously developed working relationship prior to the contract award and share similar values, making a real difference to young people's lives by providing opportunities and support.
- 3.12 Rush House had previously delivered Housing Related Support Services for young people services in Rotherham. At the time of the tender Rush House were providing a supported housing service on behalf of the Council to Children and Young People's Service, Looked After Children and Young People.

#### **4. Options considered and recommended proposal**

- 4.1 This report is submitted for information.

#### **5. Consultation on proposal**

- 5.1 No consultation has been necessary to inform the recommendations to note progress detailed within this report

#### **6. Timetable and Accountability for Implementing this Decision**

- 6.1 The new service commenced on the 1<sup>st</sup> August 2019 following the mobilisation of the service which took place between 1<sup>st</sup> May and 31<sup>st</sup> July 2019.
- 6.2 The initial term of the contract is for two years with an option of an extension for a further year. The contract value for two years is £1,050,000 and the overall contract value for three years is £1,575,000.

## **7. Future Contract Performance and Quality Monitoring**

- 7.1 The Service will be required to meet a range of outcome indicators regarding the delivery of the service. Officers will review performance and compliance against the service specification on a quarterly basis or earlier if there are any specific contract issues. There will be regular contract performance meetings between Officers and Roundabout Ltd.
- 7.2 The details about the expectations of the quality and key performance indicators of the contract delivery are explicit in the new contract arrangements and include, service utilisation, young people moving into independent living and tenancy sustainment.

## **8. Financial and Procurement Advice and Implications**

- 8.1 A budget is available of £525,000 per annum within the existing Adult Social Care revenue budget from the previously separate contracts to fund the procurement of this service.
- 8.2 All procurement activity relating to the award of this contract has been undertaken in compliance with the Public Contracts Regulations 2015 and the Council's own Financial and Contract Procedure Rules. The approach taken to the tender has had a positive outcome in delivering additional value through an increase in the number of units provided as well as positive social value outcomes that will benefit Rotherham and Rotherham residents.

## **9. Legal Advice and Implications**

- 9.1 This procurement was conducted with the support of Legal Services, including the production of suitable terms and conditions, and advice on various legal complexities that arose during the process (e.g. TUPE issues between providers).

## **10. Human Resources Advice and Implications**

- 10.1 There are no direct Human Resources implications for the Council as a result of the procurement process. However, for this new service external staff from Action Housing and Target Housing were subject to Transfer of Undertakings (Protection of Employment) Regulations (TUPE). As a result of the contract changes, staff were transferred to the employment of Roundabout Ltd prior to commencement of the service on 1<sup>st</sup> August 2019.

## **11. Implications for Children and Young People and Vulnerable Adults**

- 11.1 The commissioned service accommodates young people aged 16 – 25, some of whom Children and Young People Services have a statutory duty towards e.g. Care Leavers.

- 11.2 The tendered service has determined a more a seamless pathway for both statutory and non-statutory obligations. The approach and ensures that there are no gaps or duplication in both Adult Care and Children and Young People's Services and provides an improved pathway for young people transitioning from Children and Young People Services to Adult Care through Housing Related Support.

## **12. Equalities and Human Rights Advice and Implications**

- 12.1 An Equality Analysis specific to this piece of work has been completed and is attached to the report as Appendix 2.

## **13. Implications for Partners**

- 13.1 The new service has positive implications for homelessness provision in Rotherham and the way in which homelessness is prevented and how its statutory duty is met. The new service will provide a service that will meet the needs of the young people with a complexity of multiple needs. Housing Partners were involved in the co-design and tender evaluation of the new service and worked closely with the new provider during the mobilisation of the service. The new service model will better meet the Council's statutory housing duty.

## **14. Risks and Mitigation**

- 14.1. There is a risk that the new provider is not able to deliver effective support that meets the needs of the young people outlined in the service contract.

This would be a risk to any contract award to a new provider. However, the risk can be mitigated on the basis that Roundabout have excellent specialist knowledge within the youth homelessness environment and currently effectively deliver similar services. They are a Sheffield based charity, providing shelter, support and life skills to young people aged 16-24 who are homeless or at risk of homelessness. Roundabout delivers Psychologically Informed Environments (PIE) and Trauma Informed Care in their Sheffield services. They have demonstrated that they understand the needs of the young people for the new service model. The approaches that work well in Sheffield will be adopted and made bespoke to best meet the requirements of young people in Rotherham.

- 14.2 Roundabout Ltd subcontracting arrangements with Rush House to deliver the Core supported housing provision of 12 units fails to deliver the expectations of the contract.

The following will mitigate the risk of poor service performance:

The service is required to meet a range of outcome indicators regarding the delivery of the service. Officers will review performance and compliance against the service specification on a quarterly basis or earlier if there are any specific contract issues. There will be regular contract performance meetings between Officers and Roundabout. The contact meetings will be more frequent during the settling in period for at least the first six months from the contract commencement date.

Roundabout have a contractual agreement with Rush House with clear expectations of service delivery and standards. The Young People's contract will be formally managed by Roundabout and will be formally discussed monthly with Rush House, with a review quarterly and a full formal appraisal annually. Roundabout will also conduct their own quality assurance and outcome monitoring as a normal function of its service management procedures. The Service Manager will have day-to-day contact with Rush House and will have full operational responsibility for driving and maintaining overall performance, of both Rush House and Roundabout.

- 14.3 Where there are located supported accommodation based provisions, there are issues of anti-social behaviour that effect young people and the local communities.

The new service model has addressed housing a large number of young people in the same proximity and will help mitigate the risks of a large number of young people contributing to anti-social behaviour and impacting on the local community. The accommodation based provisions are more dispersed across the borough, the maximum of 12 young people accommodated in the Core provision. Roundabout will establish key relationships with the local communities. This will include the Police at community level, community safety, local housing services and local residents. Roundabout will feedback to the Council any issues at the earliest opportunity to ensure there is a responsive and reactive approach and risks are mitigated before they escalate. This area will be closely monitored by Officers and form part of the contract performance discussions.

As part of the mobilisation Officers have shared key partner contact information and helped facilitate introductions between Roundabout and key Rotherham partners. Rush House are local to Rotherham and have existing, well developed partnership arrangements in place and they will work with Roundabout to further develop this area. Effective partnership arrangements are essential in order to proactively resolve issues with anti-social behaviour.

- 14.4 Following the re-modelling of the service the capacity of floating support and some accommodation units have reduced from the previous service models. This is in order to deliver the new service model within the financial budget. There is a risk that the demand may be greater or the service could be underutilised and fail to provide value for money.

As part of the contract performance monitoring the utilisation of the service will be monitored and there will continued discussions with the Council's Homeless Services and Commissioning Services.

## 15. **Accountable Officers**

Anne Marie Lubanski, Strategic Director of Adult Care, Housing and Public Health.

Nathan Atkinson, Assistant Director, Strategic Commissioning.

Approvals obtained on behalf of Statutory Officers:-

|  | <b>Named Officer</b> | <b>Date</b> |
|--|----------------------|-------------|
| Chief Executive  | Sharon Kemp          | 21/08/19    |
| Strategic Director of Finance & Customer Services<br>(S.151 Officer) | Judith Badger        | 22/08/19    |
| Head of Legal Services<br>(Monitoring Officer)                       | Bal Nahal            | 21/08/19    |

*Report Author: Helen Caulfield-Browne, Strategic Commissioning Manager  
01709 354208 or helen.caulfield-browne@rotherham.gov.uk*

*Nathan Atkinson, Assistant Director Strategic Commissioning  
01709 822270 or nathan.atkinson@rotherham.gov.uk*

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