



Mayor and Cabinet

Report title: Permission to procure Supported Accommodation and Floating Support services.

Date: 9th June 2021

Key decision: Yes

Class: Part 1

Ward(s) affected: All

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Outline and recommendations

LB Lewisham Prevention, Inclusion & Public Health Commissioning Team commissions a range of preventative services including;

- Accommodation-based support services structured into three support pathways for mental health, single adults with support needs and young people. These pathways bring together services with different levels of support, from 24 hours staffed projects to 'move-through' accommodation with visiting staff, to provide accommodation with support to vulnerable cohorts.
- A floating support service supporting single adults to maintain their tenancies.
- A Gypsy Roma Travellers service offering community outreach and support for this cohort in the borough.

This report recommends that Mayor & Cabinet grant permission to re-procure services in line with the recommendations of this report for contracts that are due to expire in March 2022.

Timeline of engagement and decision-making

Date	Engagement / decision making
July – April 2020	Project groups established for each accommodation pathway & floating support service
July – August 2020	Joint Prevention, Inclusion and Public Health Commissioning Team (PIPHCT) / SLaM review of mental health supported accommodation pathway completed
September - December 2020	YP Pathway review completed by PIPHCT
September 2020 – March 2021	Focus groups with key stakeholders
February 2021	Expressions of Interest for new buildings advertised via the London Portal
March 2021	Key Stakeholder Online consultation
May 2021	Market Warming Event
September 2020 – March 2021	Service User feedback sought via 1:1 meetings and service user feedback questionnaire.
June 2021	Permission to Procure report to Mayor and Cabinet
November 2021	Permission to Award report to Mayor and Cabinet
April 2022	New contracts to commence

1. Summary

- 1.1 The Prevention, Inclusion and Public Health Commissioning Team (PIPHCT) commissions a range of floating & accommodation based support services to meet

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the needs of homeless service users who require support to manage and maintain their accommodation.

- 1.2 PIPHCT works to align services with the ambitions of Lewisham Council working in partnership with other directorates such as Housing, Children's Social Care, Adult Social Care & Clinical Commissioning Group to improve access to the supported accommodation & floating support services to maximize effectiveness and strategic use of these services.
- 1.3 The supported accommodation & floating support contracts detailed in section 2 of this report are due to expire in March 2022. This report seeks approval to procure new contractual arrangements with suppliers to ensure continuity of service provision and value for money.

2. Recommendations

- 2.1 It is recommended that Mayor and Cabinet approve the re-commission of 7 supported accommodation and floating support services by way of open tender into 5 lots and 7 services by single tender action as set out in Table 1 below.
- 2.2 Table 1: Contracts to be re-commissioned and proposed routes to market:

Client group	Service description	Current Supplier	Annual Contract Value	Contract end date	Proposed route to market
Mental Health	12 bed 24 hour sleeping night service	Hexagon	£433,809	31/03/2022	Open Tender
Mental Health	16 bed medium support service	Family Action	£110,998	31/03/2022	Open Tender
Mental Health	13 Bed 24 hour waking night service	Certitude	£457,243	31/03/2022	Open Tender
Mental Health	8 bed male only 9-9 service	Peabody	£122,774	31/03/2022	Open Tender
Mental Health	45 bed medium support service	Equinox / Social Interest group	£417,071	31/03/2022	STA / waiver
Mental Health	Honor Lea, Rokeby & Designated units	One Support	£853,949	31/03/2022	STA / Waiver
Single Adults with Support Needs	Spring Gardens 68 bed 24 hour high need hostel service	St Mungos	£683,000	31/03/2022	STA / waiver

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Single Adults with Support Needs	63 bed high / medium / low support service	Single Homeless Project	£385,060.	31/03/2022	Open Tender
Single Adults with Support Needs	25 bed medium – high needs service	Phoenix Futures	£250,036.	31/03/2022	STA/ waiver
Young People age 16-21	24 bed assessment centre	Single Homeless Project	£361,140	31/03/2022	Open Tender
Young People age 16-21	24 bed medium – low support service	One Support	£198,556	31/08/2022	STA / waiver
Young People age 16-21	Female only 21 bed 24 hour sleeping night cover service and 6 bed medium support	Marsha Phoenix Memorial Trust	£223,898	31/03/2022	STA / waiver
Floating support service Single adults 18 +	Floating support service managing caseload of 150	One Support	£282,196	31/03/2022	Open Tender
Gypsy Roma Travellers Support Service	Targeted support for Gypsy Roma & Travelling community.	London Irish Community Centre	£31, 507	31/03/2022	STA / waiver

3. Policy Context

- 3.1.1 The Prevention, Inclusion and Public Health Commissioning Team's (PIPHCT) supported housing funding is an important strand in the delivery of many government priorities. It plays a key role in delivering national strategies such as the Reducing Reoffending National Plan, Tackling Drugs to Build a Better Britain and 'Sustainable Communities: Settled Homes Changing Lives'.
- 3.1.2 The proposed extensions of these contract meets the corporate strategy 2018/22 as follows:

Priority 3, *Giving Children and young people the best start in life*; the renewal of the contract will provide supported housing options for young people aged 16 - 21 including a parent and child scheme that works with young parents aged 16 -21. These schemes support young people with their own personal circumstances including how to maintain independent accommodation.

Priority 5, *Delivering and defending: health Care and Support*; the services within the contract will provide physical and mental health assessments on all service users and

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where appropriate refer to primary and secondary NHS services. There will be a strong emphasis on education, training and leisure activities to support service users' self-improvement and assist with re integration into the community

Priority 7, *Building safer communities*; the renewal of this contract will support the work within the partnership to combat anti-social behaviour linked to alcohol and drug misuse

4. Background

- 4.1 The services listed in section 2 of this report were awarded by Mayor and Cabinet, and permitted extensions approved as detailed in the 'Background Report' section of this report. In most cases, contracts were initially let over 3 years with an option to extend for a further 2 years.
- 4.2 The majority of the contracts listed in Table 2 are legacy 'Supporting People' services. Austerity measures have seen a significant reduction to the funding allocated to supported accommodation and floating support services, with the budget of £13,901,015 in 2010 reduced to £5,647.028 in 2021. Funding for the contracts listed in table 2 has been retained by LB Lewisham and managed by PIPHCT.
- 4.3 Several of the mental health supported housing services including; Hexagon, Certitude, Equinox, & Family Action are joint funded via LB Lewisham and South East London CCG. The One Support young person's service is funded by LB Lewisham Leaving Care service.
- 4.4 The vast majority of these services were procured via tendering directly from a joint Framework agreement with LB Southwark. This Framework agreement went live in August 2015 and ended in August 2019 and has not been renewed. Therefore services listed in table 2 will be subject to an open tender process.
- 4.5 However, in a number of cases the provider of the services also owns the buildings in which the services are delivered and have stated that they would be unwilling to see other providers use them to deliver the support element of the contract. These decisions are driven by corporate and strategic decisions made organisationally by the support providers. In the past contracts have been awarded via Single Tender Action and officers have sought approval to waive the Council's Contract Procedure Rules.
- 4.6 This report will set out:
 - The work that has been undertaken to review the current arrangements & consultation strategy to define comissioning intentions.
 - Procurement approach for re-comissioning programme for contracts to commence in April 2022.

5 Review of existing service arrangements & Commissioning Intentions

5.1.1 Service Performance Data:

- 5.1.2 All contracts listed in section 2 are subject to quarterly monitoring and quality assurance audits managed by the Prevention, Inclusion & Public Health commissioning.

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- 5.1.3 Services are monitored at a service and pathway level (i.e. mental health, young persons and single adults) to enable officers to assess overall performance of each pathway.
- 5.1.4 Performance data for supported accommodation services compiled from 2019 – 2021 is summarised below broken down per pathway:

5.1.4.1 Mental Health Pathway

Mental Health	Average
Service Availability	90%
Service Utilisation	88%

There are 621 units in the mental health pathway including non-commissioned provision, on average 546 beds were in use.

Mental Health	Average
Movement out of the service	30
Average Length of Stay (Days)	1408
Arrangements breaking down	2%
Movement to independent accommodation	13

The average length of stay is high due to the longer term needs of this cohort and the historic arrangements where clients were issued with Assured Tenancies. On average 30 clients moved on from services each quarter with only 2% of placements breaking down.

Each quarter there was on average 17 people waiting for their Independent Move On (IMO) for longer than 3 months after being accepted for it.

5.1.4.2 Young Persons Pathway

Young Persons	Average
Service Availability	96%
Service Utilisation	94%

Of the 139 units in the young person's pathway on average 131 were occupied at any one time.

Young Persons	Average
Movement out of the service	21

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Average Length of Stay (Days)	392
Arrangements breaking down	2%
Movement to independent accommodation	8

Average length of stay is in target, there is a healthy level of move-on from the pathway with only 2% of placements breaking down.

Each quarter there was on average 7 people waiting for their IMO for longer than 3 months after being accepted for it. This has significantly increased in recent quarters, Q3 2020/21 there were 16 people waiting longer than 3 months.

5.1.4.2 Single Adults with Support Needs Pathway

Adults	Average
Service Availability	95%
Service Utilisation	92%

Of the 228 units in this pathway on average 210 were occupied at any one time.

Adults	Average
Movement out of the service	27
Average Length of Stay (Days)	665
Arrangements breaking down	6%
Movement to independent accommodation	6

Clients in the single adults pathway are often most difficult to place which is reflected in the 6% breakdown rate. The pathway has a good rate of movement out of service.

Each quarter there was on average 15 people waiting for their IMO for longer than 3 months after being accepted for it. This has significantly increased in recent quarters, Q3 2020/21 there were 30 people waiting longer than 3 months.

5.2 Key Stakeholder Project Groups & Findings of Joint Reviews:

- 5.2.1 Given the number of services due to be re-commissioned across the three supported housing pathways, project groups involving key stakeholders were established for each pathway in 2020. The groups met at regular intervals across 2020-2021 to review the current service provision and shape commissioning intentions for this re-commissioning programme. The groups have been fundamental to re-modelling current service specifications to meet the strategic aims of the range of departments that rely on supported housing services.

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5.2.3 **Table 2** summaries the key stakeholders involved in each project group:

Pathway	Key stakeholders
Mental Health	<ul style="list-style-type: none"> • LBL Prevention Inclusion & Public Health Commissioning Team • CCG / Mental Health Commissioning Team • South London & Maudsley Trust (SLaM) • MIND • LB Lewisham Single Homeless Prevention & Intervention Team (SHIP)
Young Persons	<ul style="list-style-type: none"> • LBL Prevention Inclusion & Public Health Commissioning Team • LBL Children's & Young Persons Commissioning • LBL Safe Space & Assessment and Referral Team • LBL Leaving Care CCG / Mental Health Commissioning Team • LB Lewisham Single Homeless Prevention & Intervention Team (SHIP)
Single Adult With Support Needs	<ul style="list-style-type: none"> • LBL Prevention Inclusion & Public Health Commissioning Team • CCG Primary Health Care Commissioning • GP In-reach service • Health Inclusion Team • Substance Misuse Providers • LB Lewisham Single Homeless Prevention & Intervention Team (SHIP)
Floating Support	<ul style="list-style-type: none"> • LBL Prevention Inclusion & Public Health Commissioning Team • LB Lewisham Single Homeless Prevention & Intervention Team (SHIP) • LB Lewisham Housing Options Team • Adult Social Care

5.2.4 As all services in the Mental Health pathway needed to be re-let in March 2022, a joint review was undertaken by SLaM and PIPHCT to establish how well the current arrangements in the mental health pathway were meeting demand and catering for need in the borough. This work has been overseen by the Mental Health Alliance. Key findings are summarised below.

5.2.5 The need to reduce placement costs for young people leaving care and for young people age 16/17 who present as homeless also led to a review undertaken by PIPHCT to assess how well the current arrangements were meeting demand of young people in the borough. This work was overseen by the project board established to oversee the development of Joint Working Protocols between Children's Social Care and housing. Key findings are summarised below.

5.2.6 *Mental Health Pathway review – Key findings*

5.2.7 There are a broad range of services across the commissioned and non-commissioned pathway which meets most demand from key areas including in-patient services, and key SLaM teams such as Promoting Recovery and Early Intervention services.

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- 5.2.8 Analysis of mental health diagnosis using Cluster analysis suggest the majority of people placed within commissioned and non-commissioned supported housing have high support needs A cluster is a global description of a group of people with similar characteristics as identified from a holistic assessment and then rated using the Mental Health Clustering Tool (MHCT). Most people in the pathway have an enduring psychotic disorder and those with a non-psychotic disorder have significant care needs. This would suggest that the available resource is being used appropriately overall5.2.9 This analysis also highlighted the low supported options in the pathway accommodating 31% of those with severe and enduring mental health needs. This indicates good movement within the pathway.
- 5.2.9 There are gaps in meeting demand from SLaM services including Forensic and Enhanced Recovery Teams linked a lack of 24 hour services that support complex needs, and of male only provision.
- 5.2.10 Existing commissioned 24 hour service provision is expensive and has challenges around ensuring available capacity through moves out linked to long stayers. These services have not performed against contractual obligations and the current arrangements are not adequate to meet demand for 24 hour placements from the range of service users needing to access this provision.
- 5.2.11 Cluster analysis highlighted that the medium support services in the pathway have the lowest numbers of service users with severe and enduring mental health needs, suggesting these services have not been suitable step-down from 24 hour supported or residential services.
- 5.2.12 While the pathway performs well overall to accommodate the range of needs from the Council SLaM there is a need to review the current configuration of the pathway with a view to; increasing 24 hour options, male only provision, and a more robust medium support model to meet the unmet need highlighted in the review.
- 5.2.13 *Young Persons Pathway - Key Findings:*
- 5.2.14 58% of the 120 referrals made to the supported housing pathways were known to Children Social Care (CSC) teams indicating that the pathway is being used as an alternative to other placement options.
- 5.2.15 17 year olds were the most commonly referred age group to the Young Persons pathway highlighting the need to provide suitable accommodation solutions to minimise the need to place a young person Under the Children's Act 1989Section 20 or Section 17 placements.
- 5.2.16 young people in accommodation had move from placements funded by CSC highlighting the pathway is being used to move young people on from more costly placements and to support transition to independent living.
- 5.2.17 Rapid access to suitable supported accommodation for under 16/17 homeless young person's impacts on need to use costly Semi Independent Living placements.
- 5.2.18 the pathway is often not able to offer planned moves for Care Leavers where available bed spaces are often prioritised to prevent the need to place a homeless 16 and 17 year olds in Semi Independent Accommodation (SIL).
- 5.2.19 the pathway has a large amount of shared provision which young people leaving care accommodated in SIL or Foster placements find a challenging environment, and preferred self-contained or en-suit options.

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- 5.2.20 57 of the 120 referrals across the reporting period were accommodated demonstrating a turnover of 47% of bed spaces across 2019/2020. More throughput can be achieved by increased access to social nominations for this cohort and exploring whether a Private Rented Sector (PRS) offer can be used to enhance move on.
- 5.2.21 the consistent number of young people waiting for supported accommodation, and long waiting times to access the pathway is indicative that the pathway is not large enough to meet demand in the borough.

5.3 Consultation Strategy:

- 5.3.1 Officers used the following strategies to consult with key stakeholders and services users to inform commissioning Intentions across the supported housing pathways and floating support services:
- 5.3.2 *Project groups with key stakeholders* established across 2020/2021: These groups met at regular intervals to develop commissioning intentions and shape new service specifications to ensure services are designed to meet strategic objectives.
- 5.3.3 *Stakeholder feedback questionnaires*: Stakeholder feedback was sought in March 2021 using the council's online consultation platform. Separate consultations were carried out for mental health, young persons, and single adult services and sought to assess the following areas:
1. Support. What support tasks should supported housing focus on. How well this support is done. How the support could be improved.
 2. Buildings. What the quality of the buildings is like. How the buildings could be improved. What type of accommodation was missing?
 3. Needs. What supported housing do we need more of, for example female only provision.
 4. Equality and Diversity. Is any group disadvantaged in accessing supported accommodation? How can equality of access be improved?

See Appendix 1, 2 & 3 for Summary of Findings.

- 5.3.4 *Service User feedback*: The impact of Covid-19 and the need to adhere to social distancing rules has made it challenging to seek service user feedback in the usual way – eg focus groups. Service user feedback was sought across 2020-2021 by the Client Engagement officer based in the PIPHCT who used a mixture of one to one telephone sessions and a service user feedback questionnaire to gather service user views on the following areas:
1. How happy service users are with the support they receive
 2. How easy it is to access support for substance misuse, mental health, claiming benefits, managing finances, move-on options, emotional wellbeing and independent living skills.
 3. Can you describe what sort of support you would like to get that you are not currently getting?
 3. How happy service users are with their accommodation arrangements
 4. How safe service users feel where they live
 5. If service users have a move on plan
 6. How involved service users feel with regards to decisions made about where they

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live

7. Whether service users feel that they are treated with respect
8. How issues of equality and diversity are handled

See Appendix 5 for full summary findings

- 5.3.6 Service user focus group facilitated by Mind: The Client Engagement officer based in the PIPHCT worked with MIND to host a focus group about supported housing services to gather feedback on:

See appendix 4 for summary findings.

- 5.3.7 Focus groups: PIPHCT Officers held focus groups to establish the views of front line workers and clinicians who refer to supported housing services to assess their views of current provision. Sessions were held with: SLaM, SHIP, Leaving Care Services,

See Appendix 1-3 for summary findings

- 5.3.8 Consultation with current providers: PIPHCT Officers hosted provider feedback events to gather feedback on current service arrangements.

See Appendix 1-3 for summary findings.

- 5.3.9 Consultation with Landlords: PIPHCT Officers have met with all landlords related to the buildings in the contracts to be re-procured including; Hyde, London & Quadrant, Hexagon, Optivo, Places for People, MHVT, One Support, Social Interest Group.

- 5.3.10 Market warming event May: PIPHCT Officers hosted a market warming event on 5th May 2021 to seek feedback on the lots set out in 5.6 of this report.

5.4 Commissioning Intentions

- 5.4.1 The work undertaken by the project groups and the findings from reviews detailed in section 5.2 of this report, alongside the feedback gathered through the consultation process detailed in 5.3, identified clear commissioning priorities to be addressed through this re-commissioning programme:

5.4.2 Mental Health Pathway

- Medium support services did not meet the needs of the cohort, and should be re-commissioned to include concierge cover.
- There is a gap in terms of male only 24 hour provision
- The level and type of support available in 24 hour services should be re-specified to be more psychologically informed and recovery focused to promote move on.
- Medication management should be a key requirement in supported housing services – services who had good medication management procedures were better at sustaining placements.
- The funding awarded to individual services should be better distributed to ensure support hours can be utilised effectively across services to meet the needs of the cohort.

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5.4.3 Young Persons Pathway

- To develop a separate care leaver pathway – initially through ring-fencing services / bed spaces from existing provision
- To re-design the assessment centre model to support the joint assessment process between Housing and CSC to align with the Joint Working Protocols being established in the borough
- To more clearly specify support outcomes required for young people – with a focus on engaging YP into ETE, evidencing life skills training & demonstrating readiness to move on.

5.4.4 Single Adults Pathway

- These service are often working with high needs profiles around physical and mental health Significant % of case load linked in with SLaM services.
- The large nature of the hostel services can have a detrimental impact on more vulnerable service users with high support needs.
- Health input is key to ensuing improved outcomes for this cohort & in-reach services desired.
- Single adult accommodation is often not suited to the younger cohort eg 18 + and can be challenging environment for those with moderate – low support needs.

5.5.5 Floating Suport Services:

- Floating support is required in a number of areas within the LA – however additional revenue funding is not available at this time to enhance the offer
- The single access point for this service via SHIP disadvantages other departments such as ASC who may be working with people in the community who need some form of tenancy sustainment support
- The model going forward should remain focused on tenancy sustainment – which will include preventative work and resettlement work, however should have a more open access referral route.
- An element of families support may be included in the new service modelthe need for which is being established with Housing Colleagues.

5.5 Procurement Strategy:

5.5.1 Single Tender Action / Waivers

- 5.5.2 Several of the contracts that are part of this recommissioning programme are operated by providers who also own the buldings in which the support is delivered, and providers have stated that they would be unwilling to see other providers use them to deliver the support element of the contract.
- 5.5.3 Officers have reviewed contracts let via waivers with providers across 2020 / 2021 to establish whether the corporate position on delivering support within buildings they own or lease has changed to enable an open tender process to take place. There has been no change to this position for the following services; Equinox, One Support Young Persons service; Marsha Phoenix Memorial Trust, St Mungos and Phoenix Futures.
- 5.5.4 This means that if the Council is unwilling to negotiate with the providers directly they

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are likely to offer the service to other authorities on a spot purchase arrangement importing significant long term need into the borough. In addition, it is very difficult to find replacement capacity when accommodation is lost from the pathways which are all operating at near 100% occupancy (based on availability and allowing for void turnarounds and cyclical decorations/repairs).

- 5.5.6 An expressions of interest process for new buildings was advertised via the London Portal in January 2021 and was open for 30 days using the pro-forma set out in Appendix 1. Whilst this exercise attracted a lot of interest from potential suppliers, officers assessed that there were no viable options which could be used as alternative provision to mobilise in April 2022 when new contractual arrangements need to be in place. Furthermore, the logistics of moving large numbers of vulnerable service users, many of who are on Assured Short-hold Tenancies would extremely disruptive for service users and the service delivery of the support housing pathways.
- 5.5.7 A key part of the scope of each project group was to examine service costs and improved value for money, and the scope of reconfiguration to deliver that includes the proposed tender lots and waivers. Officers believe these waivers deliver value for money, particularly in the context of cuts delivered to date, and where state present opportunities to improve value going forward.'
- 5.5.8 The proposed single tender action with the following contracts and reasons for taking such action are as follows:
1. **Equinox / Social Interest Group:** To deliver a 45 bed mental health accommodation based service providing medium – high support with an annual contract value of £417,071 for a period of 2 years from April 2022 to March 2024.
 - The current service provided by Equinox / Social Interest Group is delivered within a number of buildings that are leased privately by the provider. These arrangements are more expensive than seen in other contracts delivered in Registered Social Landlord provision. It would not be possible to transfer these leases to another provider. Furthermore attempts to source alternative suitable accommodation via the Expressions of Interest advertised in January 2021 were not successful. Officers will work with Equinox / Social Interest Group over the course of the 2 year contract to identify suitable alternative Registered Social Landlord (RSL) stock to enable an open tender for this contract to go to market in 2023.
 - Equinox have worked closely with the Council to improve the standard of service delivery and address performance issues within the contract. They have indicated a willingness to support the recommendation to source suitable alternative registered provision over the 2 year period, and are also in the process of registering to become a Registered Social Landlord which they hope to achieve within the 2 years.
 2. **St Mungos Hither Green Service:** To deliver 68 bed hostel accommodation service providing 24 hour support for single adults with complex needs with an annual contract value of £683,000 to be let for 5 years with an option to extend for an further 2 years from April 2022 to March 2029
 - St Mungos operate several services on the Hither Green site including Spring Gardens and Hilda House hostel services which the Council commission for single adults with support needs. They also operate No Second Night services which is commissioned by the GLA, and a Real Lettings services from this site.

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St Mungos have a very long lease with the Council and have advised they would not consider leasing the buildings to any other provider at this time due to the operational and physical constraints of the site. They assert that given the range of services they manage on the site, it is imperative that they are able to have internal joint working protocols and internal compliance systems to ensure the site is safely and efficiently managed.

- St Mungos have worked extremely hard to ensure the standard of support offered within the service is effective in engaging the complex client group they support. They have established strong partnership working in the borough with key partners such as substance misuse services, mental health services, Adult Social Care, SCAIT team, Health Inclusion Team, GP in reach service and SHIP. They have demonstrated that they are able to manage a large and complex service (68 b/s) and to respond to the range of complex needs of the residents. Officers believe that a change in support provider at this stage would be detrimental to service delivery. Furthermore they have secured additional funding to make the physical space more psychologically informed and continue to work to improve the standard of the service.
- 3. Marsha Phoenix Memorial Trust:** To deliver 27 bed female only young persons service, with an annual contract value of £223,898 to be let for 3 years with an option to extend for a further 2 years from April 2022 to March 2027
 - MPMT are a small local charity who own the Tressilian Road building which makes up 21 beds spaces within the service. They would not be willing to let another support provider operate from their building at this time.
 - MPMT provides an integral service in the Young Persons (YP) pathway offering female only accommodation based support. They have demonstrated that they are able to meet the needs of the young females with complex needs, as well as achieve positive outcomes in terms of engaging young people with education training and support. They have demonstrated a willingness to ringfence bed spaces for care leavers to support the commissioning intentions for the YP pathway, which will be included in new service specifications established as part of new contractual arrangements.
- 4. One Support Young Persons Service:** To deliver 24 bed medium support accommodation based service, with an annual contract value of £198,556 to be let for 3 years with an option to extend for a further 2 years from April 2022 to March 2027
 - One Support own the 5 buildings in this service and would not be willing to let another support provider operate from their building at this time.
 - One Support have performed well throughout the contract moving young people on in line with contractual obligations. One Support have indicated a willingness to review the current service specification to align with the commissioning intentions for the Young Persons pathway to ringfence buildings to develop a separate care leaver pathway.
- 5. Phoenix Futures Single Adults Service:** To deliver a 25 Bed High support and Step Down service for single adults with support needs, with an annual contract value of £250,036 to be let for 5 years with an option to extend for a further 2 years.
 - Phoenix Futures own the 3 buildings in this service and would not be willing to

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let another support provider operate from their building at this time.

- Phoenix Future have performed well throughout the contract and have worked closely with the Council to re-model the main service at Bromley Road to accommodate high support needs, and increasing concierge arrangements to provide 24 hour staffing. Phoenix Futures have indicated a willingness to review the current service specification to align with the commissioning intentions for the Single Adults pathway. This would improve the step down options from the high need service which is beneficial to meet the needs of more vulnerable service users.

6. **London Irish Community Centre Gypsy Roma Traveller Service:** To deliver a outreach support service for Gypsy Roma Traveller cohort, with an annual contract value of £31,507 to be let for 5 years with an option to extend for a further 2 years.

- LICC operate a niche service on a small amount of funding. The service is contingent on joint funding from the Council and the Irish Government, to which another provider would not have access, and it would therefore not be possible to procure another support provider to operate this service.
- The service has performed well throughout the contract, providing essential culturally sensitive support to a marginalised client group. Examples of the support provided include: sustaining existing accommodation; accessing appropriate community based services and activities, including health and social services; income maximisation and welfare benefits advice. The service has also consistently met with utilisation expectations.

7. **One Support Honor Lea, Rokeby House & Designated units:** To deliver a 10 bed assessment centre and 19 bed high support stabilisation service at Honor Lea, a 19 bed medium – high support service at Rokeby House, and floating support to 30 designated units in the community. The annual contract price is £853,949 to be let for a period of 2 years after which the contract would be subject to open tender.

- One Support have held the contract for this service since 2015 and lease the buildings from the Council. One Support have performed well throughout the contract, consistently achieving targets for move on from the assessment centre and facilitating discharge from in-patient settings. This service is an integral and vital part of the Mental Health pathway, the project group for the Mental Health pathway identified opportunities to improve this specification to enhance outcomes for service users moving on from inpatient and residential settings. which will be best achieved through re-modelling with the current provider in the short term. Remodelling this complex service with a new provider who does not have the insight into the challenges of this contract, or the established relationship with key partners such as SLaM, SHIP and others who use the current arrangements to prevent and manage crisis, would create significant disruption to a well established entry point for mental health supported housing services. This would likely result in delayed or disrupted transfers of care for vulnerable residents from acute, in-patient and residential services. Lewisham would lose the insight the current provider has in terms of delivery models and options for improvements that will enhance outcomes for Lewisham. The possible increase in risks would be cause for concern for officers. It is therefore recommended that this contract is re-let to One Support for 2 years to enable this remodeling work to be undertaken before going back to market.

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- One Support have indicated their willingness to remodel the service to include an Assessment & Stabilisation service at Honor Lea, a medium to high support step down service at Rokeby House with overnight staffing, and a floating support service to the community based designated units, trialing a Housing First support model in some of these units. The service will be respecified in line with commissioning intentions for the Mental Health pathway.

5.6 Contracts subject to open tender:

- 5.6.1 The following contracts will be subject to open tender between July to August 2021 subject to Mayor & Cabinet approval.
- 5.6.2 Tenders will go live in July and will be open for 30 days. Suppliers will be required to answer a series of Standard Selection Questions and method statement questions that will assess their suitability to deliver the contracts and include provision for Social Values.
- 5.6.3 Tenders will be evaluated using a 50/50 cost / quality split and will be moderated by panels in September 2021.
- 5.6.4 Permission to Award the contracts will be sought from Mayor & Cabinet in November 2021, and suppliers will be notified of the outcome in December 2021.
- 5.6.6 The mobilisation period for the new contracts will be between January to March 2022 for new contractual arrangements to be in place for April 2022.

5.6.7 Mental Health pathway:

Lot 1: Male Only Complex Care: Maximum Annual Contract Price: £437,760, to be let for 3 years with an option to extend for a further 2 years.

Service: To deliver 24 bed spaces over 3 buildings for males to meet a range of needs including the needs of forensic, early intervention, dual diagnosis, offending behaviour.

Key Support requirements: include medication management up to 11pm, 8 beds with waking night cover, concierge cover in 16 bed spaces, crisis management, psychologically informed support model.

This service will meet the commissioning intentions for the Mental Health pathway by increasing male only 24 hour support options, providing medication management and a recovery focused approach.

Lot 2: Complex Needs Community Recovery Service: Maximum annual contract price £687,065 to be let for 5 years with an option to extend for a further 2 years.

Service: To deliver a 46 bed space service over 5 buildings to provide support to meet a range of needs from high support including medication management to more tailored low support.

The buildings in this lot are currently let as 3 separate contracts. Consolidating these buildings into one contract will enable the support funding to be targeted across the service to offer a more flexible recovery focused service. This approach will also release funding to be more equally distributed across the commissioned Mental Health pathway services.

This service will meet the commissioning intentions for the Mental Health pathway proving medication management, 24 hour support and concierge cover.

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5.6.7 Young Persons Pathway:

Lot 3: Assessment Centre and Move on Service: Maximum Annual Contract Price: £361,140 to be let for 5 years with an option to extend for a further 2 years.

Service: The service will operate a 19 bed assessment centre to work with young people aged 16 / 17 who have presented to the Council as homeless and who are undergoing a Children and Families assessment. The service will be able to meet a range of needs utilising trauma informed strategies to engage and support the young people.

This service will meet the commissioning intentions for the Young Persons pathway to remodel the assessment centre approach in line with the Joint Working Protocols being developed between Housing and CSC to support homeless 16 and 17 year olds, and to provider ringfenced move on provision for care leavers to move on from high cost placements.

5.6.7 Single Adults Pathway

Lot 4: Recovery & Community Intergration Service: Maximum annual contract price £385,060 to be let for 3 years with an option to extend for a further 2.

Service: The service will operate 63 bed space to support single adults 18+ with a range of needs including: rough sleeping, substance misuse, mental health, offending behaviour etc. The service will work with service users assessed as having medium to high needs, and will also offer tailored low support options in some bed spaces.

5.6.7 Floating Support Service

Lot 5: Tenancy Sustainment and Resettlement Service: Maximum contract value: £282,196 to be let for 3 years with an option to extend for a further 2 years.

Support Needs: The service will hold a case load of 150 single adults for between 3 to 6 months and will focus on providing tailored time limited tenancy sustainment support to single adults at risk of losing their tenancy in the community, or who need some support whilst placed in temporary accommodation. The service will also be able to offer some resettlement support to service users who have been moved to independent accommodation. Whilst this service will mainly be for singles, an element of family support may be included in the specification.

Key support Requirements will include: Rent arrears management, Landlord liaison, signposting and support to engage with services, benefit applications and resolution work.

Outcomes: service users supported to sustain tenancy and prevent homelessness.

The service will include referral rights to Adult Social Care / SCAIT team to address the commissioning priorities for the floating support service to prevent homelessness in the borough.

6 Financial implications

- 6.1 The annual contract values for the services set out in table in paragraph 2.2 and table 3 below are within budgeted spend for 2021/22 including delivery of all agreed savings.
- 6.2 There is also funding from CCG and Children services which are factored in and assumed at prior year levels. There remains a risk in terms of this external funding as well as funding beyond current financial year as these are subject to councils MTFS plans.

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Waivers	Max Annual Value	Length of contract	Total contract value
Equinox MH Medium Support Community Recovery service	£417,071	2	£834,142
SA - ST Mungos Hither Green Service	£ 683,000.00	5+2	£4,781,000
SA - Phoenix Futures Single Adults complex needs step down service	£ 250,036.00	5+2	£1,750,252
YP – Marsha Phoenix Female only YP service	£223,896.00	4+2	£1,343,376
YP One support Lewisham Young Person Service	£198,556.00	3+2	£992,780
Gypsy Roma Traveller Service (1593)	£ 31,507.00	5+2	£220,549
One Support MH Assessment and Stabilisation service	£853,949	2	£1,878,686
Open Tenders	Max Annual Value	Length of contract	Total contract value
MH - Complex needs Community Recovery Service	£687,065	5+2	£4,510,576
MH Male only Complex needs	£437,760	3+2	£1,975,315
YP -- Young Persons Assessment Centre & Move through service	£361,140.00	4+2	£2,166,840
SA - Single Adults Recovery & Re-integration service	£ 385,060.00	4+2	£2,310,360
Tenancy Sustainment & Resettlement Service	£374,196	3+2	£1,870,980
Total			£24,634,856

7 Legal implications

Contracts in Table 3 under Waivers

7.1 The Council's Constitution contains requirements about how to procure and manage contracts. These are in the Contract Procedure Rules (Constitution Part

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IV), some of which are requirements based on the procurement Regulations (Public Contracts Regulations 2015) with which the Council must comply. Since these contracts were first awarded, the requirements in relation to social care contracts (which are included in the 'light touch' regime) have changed and are now more onerous than previously.

7.2 The recommendation in the report is to carry out single tender action for the direct award of those contract for the length of time as specified in Table 3, without carrying out a competitive process.

7.3 The Contract Procedure Rules anticipate that in these circumstances a competitive process will usually be carried out. For contracts of the value here, this would usually involve a full openly advertised tendered competition.

7.4 The report sets out the reasons why these single tender actions are proposed, and notes that the performance of the incumbent providers under their respective contracts is satisfactory. The report notes that these organisations have been providing this service for lengthy periods of time, and that they are amenable to working with the Council for the redesign of their contract specifications or work towards improving accommodation or value for money.

7.5 Under Regulation 32 (2) (b) (ii) of the Regulations, contracting authorities may award public contracts by the negotiated procedure without prior publication under OJEU, where competition is absent for technical reasons so long as no reasonable alternative or substitute should exist and the absence of competition should not be as a result of artificial narrowing down of the parameters of the procurement.

- a. In relation to the single tender action proposed with Equinox / Social Interest Group, St Mungos, Marsha Phoenix Memorial Trust, One Support in relation to the Young Persons Service and Phoenix Futures these technical reasons are set out at section 5.5 above. These reasons are justifiable under the Regulations in that the supported accommodation substantially cannot transfer to an alternative provider.
- b. In relation to the single tender action proposed with London Irish Community Centre the technical reasons are due to the service being contingent on joint funding from the Irish Government and are justifiable under the Regulations.
- c. The single tender action proposed with One Housing in relation to Honor Lea, Rokeby House & Designated units involves technical reasons justifiable under the Regulations as the remodelling of the service which is vital and integral to the pathway, linked with other agencies, without putting extremely vulnerable clients at risk would be best achieved with the current provider.

The decision is to carry out these single tender actions would be a key decision that should go in the Key Decision plan.

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Contracts in Table 3 under Open Tenders

7.6 The contracts for services in Table 3 under Open Tenders would be categorised by Contract Procedure Rules ("CPRs") as a Category A contracts and the Public Contracts Regulations 2015 as amended by the Public Procurement (Amendment etc) (EU Exit)) ("the Regulations") will also apply. Tendering those contract by open procurement would satisfy both the CPRs and the Regulations. It is for Mayor and Cabinet to give approval to procure those contracts.

7.7 The Equality Act 2010 (the Act) places on the Council a public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

7.8 In summary, the Council must, in the exercise of its functions, have due regard to the need to:

eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.

advance equality of opportunity between people who share a protected characteristic and those who do not.

foster good relations between people who share a protected characteristic and those who do not.

The duty is a "have regard duty", and the weight to be attached to it is a matter for the decision maker, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.

The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>.

The Equality and Human Rights Commission (EHRC) has issued guides for public authorities in England giving advice on the equality duty. The 'Essential' guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>

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8 Equalities implications

- 8.1 Equality Analysis Assessments have been completed for the Mental Health & Single Adults Pathway, and for the Young Persons, Single Adult pathways – please see Appendix 6 & 7 to view full EEA.
- 8.2 These assessments have been completed using the methodology and approach set out in Lewisham Corporate Equalities policy in line with the Equalities Act 2010.
- 8.3 It assessed the proposals in line with the Equality Act 2010 and considered the potential impact on all of the nine protected characteristics.
- 8.4 One of the key quality criteria measured during any framework commissioning process is “*Processes for addressing equality and diversity*”. The criteria will continue to be measured for all future commissioning.
- 8.5 All the services contained in this report will be specified to record and report demographic data to better monitor trends and gaps in supported housing service provision.

9 Climate change and environmental implications

The Council has made a commitment to making the borough carbon neutral by 2030.

The extension to the supported housing contracts listed in this report will not have any negative impact on the rate of energy consumption or increase of carbon admissions.

Supported housing service buildings are maintained by various landlords. The energy efficiency of services etc will be discussed in contract monitoring meetings and assessed during Quality Assurance visits.

Recycling should be proactively promoted in supported housing services and will be monitored during scheme visits and will be discussed with residents.

10 Crime and disorder implications

- 10.1 Provision of suitable supported accommodation links directly to the delivery of S17 of the Crime and Disorder Act. Section 17 of the Act recognises that there are key stakeholder groups who have responsibility for the provision of a wide and varied range of support services to and within the community. In carrying out these functions, section 17 places a duty on partners to do all they can to reasonably prevent crime and disorder in their area.
- 10.2 The purpose of section 17 is simple: the level of crime and its impact is influenced by the decisions and activities taken in the day-to-day of local bodies and organisations. The responsible authorities are required to provide a range of services in their community. Section 17 is aimed at giving the vital work of crime and disorder reduction a focus across the wide range of local services and putting it at the heart of local decision-making.
- 10.3 Research by the Home Office has shown that stable housing is a significant factor in reducing the likelihood of people re-offending. For example, stable accommodation reduces the potential for committing further crime by offenders within the community by about 20%. The Supporting People Framework Agreement, which has been used

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to procure services, reduces risk to offenders and the community and therefore benefits community safety and cohesion.

11 Health and wellbeing implications

- 11.1 Extension of the supported housing services detailed in this report will have a positive impact on health, mental health, and wellbeing by providing housing with support to homeless vulnerable service users in the borough.
- 11.2 The supported housing services will have a positive impact on social, economic and environmental living conditions that indirectly affect health by providing good quality accommodation with support to address health issues early on and to ensure wrap around services are in place.

12. Social Value

- 12.1 The services listed are delivering support to vulnerable residents in the borough independently of local authority funding, promoting a range of social value in the borough. Further the delivery of the Council's wider Social Value forms 10% of the tender scoring.
- 12.2 The council is an officially accredited London Living Wage (LLW) Employer and is committed to ensuring that, where appropriate, contractors and subcontractors engaged by the council to provide works or services within Lewisham pay their staff at a minimum rate equivalent to the LLW rate. Successful contractors will be expected to meet LLW requirements and contract conditions requiring the payment of LLW will be included in the service specification and contract documents.
- 12.3 The incorporation of Social Value into Lewisham contracts will significantly help the Council to deliver on its strategic corporate and Mayoral priorities and deliver added value for the borough as a whole.
- 12.4 Once contracts have been awarded officers will agree social value aims and KPI's with these providers as a condition of the contract

13. Background papers

The contracts listed in section 2 were awarded by Mayor and Cabinet with options for permitted extensions. Please see details of relevant Mayor and Cabinet & Executive Director reports for permitted extensions below:

9th December 2015: M& C Contract Award Report:

Single Homeless Project: Young Persons Assessment Centre, One Support: Young Parents service, Single Homeless Project: Vulnerable Adult service, Hexagon: Newstead Road Service, Marsha Phoenix Memorial Trust: Tressilian Road and Brockley service, Peabody: Tredown service One Support: Honor Lea & Rokeby

29th June 2016: M&C contract Award Report:

One Support: Young Persons service

7th December 2016: M&C Contract Award Report

London Irish Centre: Gypsy Roma service, Family Action: Mental Health Accommodation, Foundation 66: Bromley Road & Abstinent service, Equinox: New cross Road, Ringstead & Vesta Road

7th December 2016: M&C Contract Award

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One Support: IHASS Floating support service

14th February 2018: M&C Contract Award Report

Phoenix Futures: Bromley Road & Abstinent services, Equinox New Cross Road, Ringstead, Charsley & Callender Road.

21st November 2018: M&C Savings Report

SP Savings report re One Support IHASS service

12th December 2018: M&C Contract Award

Certitude Edward Street Service

24th January 2019: M&C Contract Extension Report

Single Homeless Project: Young Persons Assessment Centre, One Support: Young Parents service, Single Homeless Project: Vulnerable Adult service, Hexagon: Newstead Road Service, Marsha Phoenix Memorial Trust: Tressilian Road and Brockley service, Peabody: Tredown service

26th June 2019: M&C Contract Extension Repot:

One Support Young: Persons Service

February 2020: Executive Director Permitted Contract Extension Report

Single Homeless Project: Young Persons Assessment Centre, Single Homeless Project: Vulnerable Adult service, Hexagon: Newstead Road Service, Marsha Phoenix Memorial Trust: Tressilian Road and Brockley service, Peabody: Tredown service, Family Action: Medium support mental health service, One Support: IHASS Floating Support Service, London Irish Centre: Gypsy Roma Traveller Service, Phoenix Future: Bromley Road and abstinent service.

5th February 2020: M&C Contract Extension Report

One Support: Honor Lea, Rokeby House & Designated units.

11th June 2020: M&C Contract Extension Report

Single Homeless Project: Young Persons Assessment Centre, Single Homeless Project: Vulnerable Adult service, Hexagon: Newstead Road Service, Marsha Phoenix Memorial Trust: Tressilian Road and Brockley service, Peabody: Tredown service, Family Action: Medium support mental health service, St Mungos: Hither Green Service, Equinox: Mental Health service, One Support: Honor Lea, Rokeby House & Designated units

2nd March 2021: Covid-19 Extension by Directorate Report

One Support: Young Persons services, One Support: IHASS Floating Support Service, London Irish Community Centre: Gypsy Roma Traveller services, Phoenix Futures: Bromley Road & abstinent service [Type here, Arial size 11]

12 Glossary

Term	Definition

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Term	Definition

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14 Appendices

Appendices attached:

- *Appendix 1- Mental Health Stakeholder consultation*
- *Appendix 2- Single Adults Stakeholder consultation*
- *Appendix 3- Young Persons Stakeholder consultation*
- *Appendix 4- MIND focus groups*
- *Appendix 5- Service user consultation*
- *Appendix 6- Adults pathways Equalities Analysis Assessment*
- *Appendix 7- Young Persons Equalities Analysis Assesment*

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