
A separate report is submitted in the private part of the agenda in respect of this item, as it contains details of financial information required to be kept private in accordance with Schedule 12A of the Local Government Act 1972. The grounds for privacy are that it refers to the financial and business affairs of any particular person (including the authority holding that information)

Cabinet

9th April 2019

Name of Cabinet Member:

Cabinet Member for Children and Young People – Councillor P Seaman

Director Approving Submission of the report:

Deputy Chief Executive (People)

Ward(s) affected:

All

Title: Supported Accommodation and Floating Support Services for Young People

Is this a key decision?

Yes – the proposals within the report will incur expenditure in excess of £1m per annum with City wide impact

Executive Summary:

Supported accommodation provides accommodation and support to young people aged 16-24 who have a range of needs and are the responsibility of Children's Services. This cohort includes young people who are homeless or at risk of homelessness, children in need (CIN), looked after children (LAC), and young parents who are pregnant or have children who are on child in need or child protection plans and care leavers where care leavers are now defined as: (a) Eligible child under s19B Sch 2 Children Act 1989 (b) Relevant child under s23A(2) CA 1989 or (c) Former Relevant Child under s23C(1) CA 1989.

The Children and Social Work Act 2017 introduced 3 new provisions extending the statutory duties of a Local Authority under the Children Act 1989:

This act places a duty on the Local Authority to financially support and meet the housing needs/costs of care leavers until their eighteenth birthday, and to maintain contact with them until they reach their twenty fifth birthday. This responsibility includes the provision of suitable accommodation. The City Council manages this responsibility primarily through the Through Care Service, and where accommodation is required for care leavers, this is provided through the supported accommodation contracts. In summary:

- Where children leave care aged 16 or 17: the Local Authority is responsible for their accommodation as a 'corporate parent'.

- Where children leave care at 18: there is no responsibility for Children's Services to provide accommodation unless it is assessed that their welfare requires it. If their welfare does not require it then the responsibility for housing care leavers aged 18 plus falls to the Housing Authority.

A very small number of young adults will move on to supported living, which is for adults with learning disabilities and/or mental ill health. The re-commissioning of this service is the subject of a separate Cabinet report.

Supported accommodation is currently delivered by a number of externally commissioned providers, who are commissioned via block contracts, the West Midlands Supported Accommodation Framework or spot arrangements. The current block contracts are due to end in December 2019, and the Council is recommissioning the service with a planned start date of November 2019.

The purpose of the service will be to accommodate young people and prepare them for independent living by building their skills and resilience in areas such as payment of bills, cooking, accessing services, attending appointments emotional resilience, education and employment or training. Providers will deliver a range of accommodation options to enable young people to move between different types of accommodation as their needs increase or decrease, before moving on to independence with floating support. The support provided should enable young people to move to independent accommodation and sustain independence at age 18 and 3 months.

A needs analysis has been completed to determine the number of and type of units that will be required, and these will be commissioned via block contracts. The level of block provision will be reviewed regularly, with the option of increasing or decreasing it as necessary, with an agreed period of notice being given to providers.

The commissioning process has two key aims:

- To provide a service which enables young people to move into independent accommodation at age 18 and 3 months. The Children's Transformation Strategy has a project in place to monitor young people in the service aged over 18 and 3 months.
- To reduce the use of expensive Supported Accommodation Framework and spot provision which is on average 35% more expensive than the forecasted block provision.

A small number of additional units will continue to be purchased via the West Midlands Supported Accommodation Framework or spot arrangements for young people with high support needs who are eligible for adult services and young people who require an out of city placement.

The new contracts will be for three years, with the option of extending them for two years, followed by a further period of two years (ie 3 plus 2 plus 2).

The recommissioning of the service is being overseen by a project group which reports monthly into the Children's Transformation Board. This enables risks and interdependencies to be identified and managed at a strategic level.

The procurement process will be an Open procedure under the Public Contract Regulations 2015. The opportunity will be advertised in OJEU and potential providers will be given a minimum of 30 days to respond.

The tender process will accept individual, consortia and sub-contracting applications.

Recommendations:

Cabinet is requested to:

- 1) Approve the proposal to commission a block of 92 supported accommodation beds and 30 floating support units.
- 2) Grant permission to issue a tender to procure in line with the proposed model and timescale.
- 3) Delegate authority to the Director of Children's Services, following consultation with the Director of Finance and Corporate Services, to award and implement the contracts for supported accommodation services.

List of Appendices included:

Appendices A - Equalities Consultation Assessment (ECA)

Appendices B - Legal Framework

Background papers

None

Other useful documents

None

Has it been or will it be considered by Scrutiny?

No

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title: Supported Accommodation and Floating Support Services for Young People

1. Context (or background)

1.1. Coventry City Council is recommissioning its supported accommodation services with a planned start date for the new service of November 2019. The service will meet the needs of those young people who are the responsibility of Children’s Services including care leavers, homeless 16/17 year olds and 16 /17 year old young parents who are pregnant, or young parents (16-24 years) who have children who are on child in need or child protection plans.

1.2. The Children and Social Work Act 2017 places a duty on the Local Authority to financially support and meet the housing needs/costs of care leavers until their eighteenth birthday, and to maintain contact with them until they reach their twenty fifth birthday. This responsibility includes the provision of suitable accommodation. The City Council manages this responsibility primarily through the Through Care Service, and where accommodation is required for care leavers, this is provided through the supported accommodation contracts. In summary:

- Where children leave care aged 16 or 17: the Local Authority is responsible for their accommodation as a ‘corporate parent’
- Where children leave care at 18: there is no responsibility for Children’s Services to provide accommodation unless it is assessed that their welfare requires it. If their welfare does not require it then the responsibility for housing care leavers aged 18 plus falls to the Housing Authority.

1.3. Existing Services

1.3.1. On average, the Council currently commissions the following number and type of supported accommodation and floating support services for young people and young parents:

1	<p>Single flats with floating support - 65</p> <p>This service provides self-contained accommodation with support from a key worker for 5 – 10 hours per week dependent on need.</p>
2	<p>Shared houses with floating support day and night - 24</p> <p>This service offers accommodation in shared houses up to 6 beds with shared facilities, with a key worker for 5-10 hours per week dependent on need.</p>
3	<p>Single flats and small shared houses with 24/7 Support - 7</p> <p>This service provides self-contained and shared accommodation with staff on site 24/7.</p>
4	<p>Supported lodgings - 5</p> <p>This service provides accommodation in a host’s home. The young person has their own bedroom and a key to the front door.</p>
5	<p>Young parents accommodation - 16</p> <p>This service provides self-contained and shared accommodation with support from a key worker for 5 – 10 hours per week dependent on need.</p>
6	<p>General needs and young parent floating support - 55</p> <p>The service provides:</p>

<ul style="list-style-type: none"> • One to one support for young parents to develop parenting skills, support to develop support networks and live independent safely. • One to one support for young people to maintain own tenancy, develop independence skills, emotional resilience and support with accessing education, training and employment.

1.3.1. The current accommodation is commissioned through a variety of block contracts and spot arrangements with Coventry providers. Over the course of the current contracts, an increasing number of spot arrangements have been put in place to meet a variety of young people’s needs. The re-commissioning process provides the opportunity to reduce the number of contracts, to work with a smaller number of providers and thereby improve quality and maintain value for money.

1.3.2. Supported accommodation placements are also sourced through the West Midlands Supported Accommodation Framework, and national spot providers, particularly where a young person requires a placement outside Coventry. This will continue to be the case for a small cohort of young people when the new services are in place.

1.3 Accommodation Needs Analysis

1.3.3. A needs analysis was completed for young people aged 16 – 18 and 3 months in order to inform the proposed supported accommodation model. The analysis reviewed the actual number of bed nights and types of accommodation utilised between January – December 2018. The results are set out in the table below:

Type of accommodation	Average number of young people per night
Single flats with support	51
Shared houses with support	23
Self-contained/shared 24/7 support	7
Supported Lodgings	3
Young Parent Accommodation	8
Total	92

1.3.4. The needs analysis has shown that:

- The average number of units required is 92.
- Young people do not always move on from supported accommodation at 18 years and 3 months, which leads to an increase in the number of young people requiring accommodation. This has therefore formed part of a project under the Childrens Transformation Programme, with work being undertaken by Through Care to move on young people in in a timely fashion. This is ongoing and targets are measured monthly. It is recognised that there are some young people who have longer term needs (e.g. they are in education or are too vulnerable to live independently), who will not be able to move on at 18 and 3 months.
- There are a number of high cost placements, which are also being reviewed as part of the Children’s Transformation Programme.

1.4 Needs Analysis for Floating Support Services

1.3.5. Analysis has been completed on the highest and average number of floating support units utilised (Jan – Dec 2018) for all young people as shown in the table below:

Type of Floating Support	Highest number of units	Average number of units
General Needs	25	18
Young Parents	25	21
Total	50	39

1.3.6. The analysis has shown:

- General needs floating support has not been fully utilised and it is therefore proposed to decrease the number of units in the new service.
- There are number of young parents in the young parents floating support service who do not have children known to social care and are therefore not eligible for a service from Children’s Services. The number of units for the young parents floating support service will be reduced to 12.

1.5 Commissioning Proposal

1.3.7. The proposal is to commission block contracts of 92 supported accommodation beds and 30 floating support units.

1.3.8. The risk with this option is that voids may arise if the level of need reduces below the level of the block. To mitigate this, the level of block provision will be reviewed regularly and the level of block increased or decreased as required, with an agreed period of notice given to providers.

1.3.9. During the tender process, providers will be invited to tender for one or more lots as set out below. Lot 1 will specify mixed provision, where young people can easily step up/step down between different types of accommodation with the same provider as their needs change. Providers may choose to form consortiums or partnerships to deliver the lots.

Lot	Type of Provision
Mixed Lot	<ul style="list-style-type: none"> • 21 units of single flats with 10 hours support reducing to 5 hours support after 4 weeks • 10 units of shared housing with 10 hours support reducing to 5 hours support after 4 weeks • 3 units of self-contained 24/7 support • 11 units of floating support
Single Flats	<ul style="list-style-type: none"> • 30 units of single flats with 10 hours support reducing to 5 hours support after 4 weeks • 5 units of floating support
Shared Housing	<ul style="list-style-type: none"> • 13 units of shared accommodation with 10 hours support reducing to 5 hours support after 4 weeks • 2 units of floating support

24/7 small shared and self-contained accommodation	<ul style="list-style-type: none"> • 2 units of self-contained 24/7 support • 2 units of small shared 24/7 support
Supported Lodgings	<ul style="list-style-type: none"> • 3 units of supported lodgings
Young Parents Service	<ul style="list-style-type: none"> • 8 units of accommodation • 12 units of floating support

2. Options considered and recommended proposal

1.4. A number of other options were considered for the procurement of these services:

- i. **Source all placements through the West Midlands Regional Supported Accommodation Framework and Spot providers.** This option is not viable as the current West Midlands Regional Supported Accommodation Framework does not provide sufficient good quality local placements to meet Coventry's needs. Spot purchased placements are more expensive than framework or block placements, so this option would lead to an increase in costs. As such, this option is not preferred
- ii. **Development of a Coventry Supported Accommodation Framework.** This is unlikely to encourage providers to establish accommodation in the city as a framework would not provide them with a guaranteed revenue. As such, this option is not preferred.

3. Results of consultation undertaken

- 1.5. In August 2018, a young people's consultation survey was undertaken. 51 young people who lived in supported accommodation completed a questionnaire on the proposed model. The majority of young people were aged 17 and 18 and living in single accommodation with floating support, shared housing with floating support and young parent accommodation. The consultation showed that young people were on the whole satisfied with current models of provision. 92% of young people said their accommodation encouraged them to live healthy lifestyles and 94% said they felt safe in the accommodation. 88% said there were supported with independent living skills and maintaining their accommodation
- 1.6. In October 2018, consultation was undertaken with stakeholders and national and local providers through an on-line survey and in depth telephone interviews. Providers were asked about the best accommodation model for young people with high support needs. Findings from the consultation did not give any clear steer on this, and providers felt that a range of provision was the important factor, including solo placements with 1-1 support, group settings with therapeutic support and small units of 2 or 3 young people with 24/7 support. All providers stated that support hours should reduce as the young person progressed to independence. The preferred option for young people with low support needs was shared accommodation followed by single accommodation and supported lodgings.
- 1.7. In December 2018, a provider event was held to consult in further detail on the proposed supported accommodation model. Invitations were sent to all Coventry supported accommodation providers, all providers on the West Midlands supported accommodation framework and the event was advertised nationally on In Tend. 32 delegates attended the event from 19 organisations.
- 1.8. As a result of the provider event, the lots were amended to include one lot of mixed provision and five lots of separate types of provision. An additional month was added to the implementation phase to allow providers more time to source accommodation.

4. Timetable for implementing this decision

- 1.9. Subject to approval, the tender process will start in April 2019 with new provision in place by November 2019 as detailed in the table below:

Action	Date
Advert	9 April 2019
Return of Tender	14 May 2019
Intention to award	19 June 2019
Award	2 July 2019
Contract Start Date	4 November 2019

5. Comments from Director of Finance and Corporate Services

1.10. Financial implications

1.10.1. Benchmarking for services in the market show that current fees are very competitive. The West Midlands Framework rates are higher than the current rates paid by Coventry City Council and there is no indication that these rates will reduce. The costs for the block contract rates below have been based on an anticipated increase in the block rates currently paid by Coventry City Council and the West Midlands Framework rates. This means that individual unit costs could rise as a result of new contracts.

1.10.2. If the Children's Transformation Project does not succeed in reducing the backlog of care leavers aged above 18 and 3 months, or reducing the number of high cost placements then there is a risk of continued overspend against this budget. The Children's Transformation Board meets on a monthly basis and reports into CLT Change Board, and is reporting that this is deliverable by March 2020. The tender will be flexible so that if some additional places are required they can be purchased at the same price as the block to minimise cost.

5.1 Legal implications

The Legal Implications are set out in Appendix B to the report

6. Other implications

6.1 Links to key local services such as the Horizon team (which focusses on child exploitation), health services such as substance misuse and mental health services, community safety and police are key to the successful implementation of supported accommodation services, and will need to be maintained and developed.

6.2 How will this contribute to the Council Plan (www.coventry.gov.uk/councilplan/)?

A key Council objective is to place more young people in or close to the city. This allows for more effective family contact and for both education and healthcare to continue seamlessly. It should also allow for a smoother transition to independence for those young people over the school leaving age who will most likely be looking to assume adulthood

and settle within the city. They will be close to any work experience, training and/or employment opportunities that may become available and will have ready access to their Social Worker or Personal Adviser situated within localities. Important links with local services such as the Horizon team, health services, CAMHS, community safety and local police can also be sustained more effectively when young people are placed in Coventry.

6.3 How is risk being managed?

Supported accommodation project team comprising strategic commissioners, procurement, and finance and service representation reports monthly to the Transformation Programme Delivery Board. The Board is chaired by the Director of Childrens Services. The monthly highlight reports give updates on progress, identified risks and mitigation. Risks will continue to be identified through the implementation phase of the project, and managed through this process.

6.4 What is the impact on the organisation?

As corporate parents the City Council has a responsibility for the accommodation of children leaving care aged 16 or 17. This service will ensure these young people have access to local suitable accommodation provision which will provide them with continuity in relation to education, training and employment and accessibility to health services.

6.5 Equalities / EIA

An Equalities Consultation Assessment (ECA) is attached in Appendix A.

The new commissioned service will meet the needs of those young people who are the responsibility of Childrens Services including care leavers, homeless 16/17 year olds and young parents. The specification will ensure that provision meets the needs of young people irrespective of gender, ethnicity, religious beliefs, sexual orientation or immigration status

The needs of young people with low level physical and learning disabilities will be met through the commissioning of these block contracts.

6.6 Implications for (or impact on) the environment

Providers will be requested via the specification to access accommodation that is energy efficient in order to reduce impacts on the environment. For example accommodation should use energy saving light bulbs and recycle a percentage of the home waste. Providers will educate young people to use energy responsibly and to promote this when they move to independent accommodation.

6.7 Implications for partner organisations?

The proposals will ensure more young people who are the responsibility of Childrens Services including care leavers, homeless 16/17 year olds and young parents in care are placed locally and therefore there may be more demand on local support services such as Child and Adolescent Mental Health Services (CAMHS) and the new Integrated Mental Health Service for LAC. The community safety team may see an increase in Providers requesting information in relation to safe location reports and may be required to visit new provision.

Recent years have seen an increase in small providers setting up within the city. Coventry City Council are currently placing young people with 15 of these supported

accommodation providers. The impact of the procurement model will be that young people are placed with fewer providers and this may impact on the sustainability of current providers.

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