

Report of: Strategy & Commissioning

Report to: Director of Environment and Housing

Date: 14th September 2015

Subject: Approval to apply Contract Procedure Rule 21 to enter into contract extensions with Foundation and Home Group for delivery of housing related support services for offenders.

Are specific electoral wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity or cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If 'yes', access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The Council commission services from Foundation and Home Group which provide housing related support for offenders and those at risk of re-offending. These services are currently subject to contracts which expire on 30th September 2015 and have two available extension periods of six and twelve months respectively.
2. Reforms to offender management introduced by the Government's Transforming Rehabilitation programme have brought about changes to the delivery of supervision to offenders in Leeds. These changes and their impact on services commissioned by the Council are being considered as part of a strategic review.
3. Approval is being sought to apply the first available six month extension to these contracts.
4. Contract extensions will start from 1st October 2015 for a period of six months to 31st March 2016. A separate decision will be made whether to apply the second 12 month extension.

Recommendations

1. The Director of Environment and Housing is recommended to approve application of Contracts' Procedure Rule 21 to enter into contract extensions with Foundation and Home Group for provision of the following services, on the following terms:

Foundation:

A six month contract extension for the Adult Offender Floating Support service commencing 1st October 2015 to 31st March 2016. Contract value not exceeding £386,765.68 per annum. This reflects a saving of 10% on the current contract value.

A six month contract extension for the Adult Offender Accommodation Based service commencing 1st October 2015 to 31st March 2016. Contract value not exceeding £145,842.64 per annum. This reflects a saving of 10% on the current contract value.

Home Group:

A six month contract extension for the South Leeds Tenancy Sustainment service commencing 1st October 2015 to 31st March 2016. Contract value not exceeding £80,081.40 per annum.

A six month contract extension for the Kirkstall Lodge service commencing 1st October 2015 to 31st March 2016. Contract value not exceeding £52,678.50 per annum.

1. Purpose of this report

- 1.1 The purpose of this report is to seek approval to apply Contracts' Procedure Rule 21 in order to enter into the first of two available contract extensions between the Council and Foundation and the Council and Home Group, for provision of services to deliver housing related support for offenders.
- 1.2 This will ensure that services are maintained whilst a strategic review of housing related support is completed and a full assessment of what the Council should commission in the future is determined. It will also enable some interim changes to services to be made in response to the Transforming Rehabilitation programme.

2. Background information

- 1.1 The Council commissions a programme of services that deliver a combination of floating and accommodation-based housing related support to vulnerable people in Leeds, managed by the Strategy and Commissioning Team in Public Health on behalf of Environment and Housing.
- 1.2 The primary aim of these services is to enable people to achieve and maintain independent living by supporting people who have a range of support needs including those who are experiencing homelessness, mental health problems, drug and alcohol addiction and domestic violence.

- 1.3 A strategic review of all services is currently underway, with remodelling and re-procurement of services to be completed by April 2017. It is recommended that the contracts outlined in this report are included in scope for consideration as part of this wider review of housing related support.
- 1.4 Foundation provide support to a total of 144 people who have recently been released from prison or have a history of offending. The Accommodation Based service offers forty one bedroom self-contained properties with weekly visiting support for up to nine months to help people improve independent living skills and identify suitable longer term accommodation. The Floating Support service offers visiting support for a period up to two years to people in their existing accommodation to help sustain their tenancy or where required assist in securing more suitable housing.
- 1.5 Home Group provides support to 36 people across two services; the South Leeds Accommodation Service supports up to 27 people living in shared accommodation with staff on site. Part of this service offers accommodation specifically for female offenders. The Kirkstall Lodge service offers support to 9 people in self-contained bedsit accommodation for up to two years designed to support people with more complex needs.
- 1.6 Both services receive the majority of referrals from the former West Yorkshire Probation Trust and Leeds Prison. They also provide routes into supported accommodation for referrals from Leeds Housing Options, West Yorkshire Police and Approved Premises (Bail Hostels). Understanding the roles and responsibilities of these stakeholders in relation to housing and support will be a main part of the review work during the next few months.
- 1.7 The Offender Rehabilitation Act 2014 introduced proposals to change the way offenders are supervised in the community on release from prison. These changes are set out in the Government's Transforming Rehabilitation strategy. The main proposals introduced in 2015 were:
- Extending supervision and rehabilitation for those sentenced to fewer than 12 months in custody (currently applicable only to those serving 12 months or greater).
 - Replacing the 35 Probation Trusts with a new National Probation Service (NPS) and 21 Community Rehabilitation Companies (CRCs). The CRCs will employ former Probation Trust staff and be run by new providers appointed through the government's competition process.
 - Establishing resettlement prisons so that offenders are based in prisons close to home before release. The West Yorkshire resettlement prisons are HMP Leeds, HMP Newhall and HMP Wealstun.
- 1.8 During 2013 several consortia of private companies, public and not for profit organisations submitted bids to deliver the regional supervision lots. The successful bidders were announced in late 2014 and took ownership of the 21 CRCs to begin supervision of short-sentenced and longer sentenced prisoners from 1st February 2015.

- 1.9 The successful bidder in West Yorkshire is Purple Futures; a consortium led by Interserve Ltd (a private company) with 3SC a social enterprise and the charities P3 and Shelter.
- 1.10 High risk prisoners will remain under the supervision of the National Probation Service. The new NPS will retain responsibility for public protection. It will manage those offenders who pose the highest risk of harm, including MAPPA (Multi-Agency Public Protection Arrangements) cases. It will carry out risk of serious harm assessments for every offender, advise the courts and the Parole Board and manage enforcement for most offenders.
- 2.11 The services which are subject of this report provide housing related support to people who have been released from prison and for those who are being supervised in the community who are in housing need. This function includes identifying support needs of the individual and meeting these needs with the aim of reducing the risk of re-offending.
- 1.12 The role of the CRC involves supervising people who are leaving prison having received a sentence of more than one day, and also supervision of those people who have received community based sentences by the courts. The assessment of needs is carried out by Catch 22, an organisation based inside Leeds Prison. They complete the individual needs assessment on each prisoner prior to release and draw up a plan to meet the identified housing, employment, benefits and health needs.
- 1.13 Foundation previously delivered support in the prison known as 'Through the Gate' support. This will no longer be carried out under the new arrangements.
- 1.14 A review of offender services and the new arrangements commenced in 2015 by Strategy & Commissioning staff and is currently on-going. The aim is to monitor the impact of changes brought about by the reforms and to assess any changes required to the way housing support and accommodation is provided for offenders. Two stakeholder workshops have been arranged by Strategy & Commissioning in order to bring together key representatives from the Community Rehabilitation Company, support providers and National Probation Service to discuss the changes, identify roles and responsibilities and agree joint working protocols.
- 1.15 From these workshops, and separate meetings with Foundation and Home Group, suggestions have been made for some interim remodelling of services to better meet the emerging priorities of the new CRC led arrangement. These changes will be discussed further and implemented during the contract extension period.

2 Main issues

- 2.1 The current contracts for services commissioned by the Council with Foundation and Home Group are due to expire on 30th September 2015. In order to provide continuity of service and allow further work to be carried out consulting stakeholders about the new housing and support pathways these contracts need to continue by use of available extension periods.

- 2.2 Meetings have been held with commissioned providers to discuss the possible future remodelling of services in response to the local changes brought about by Transforming Rehabilitation. Foundation have completed a review of their own services and presented options for reconfiguring these from 1st October 2015.
- 2.3 Proposals have been made by Foundation to introduce more flexible models of support for the Adult Offender floating support in providing more short term support interventions such as drop-in support and advice.
- 2.4 There are also proposals to review and remodel the Foundation Adult Offender accommodation based service to expand the number of accommodation units and set aside properties for priority groups such as those presenting high risk and those requiring accommodation on day of release from Prison.
- 2.5 These changes will be further discussed with Foundation from the 1st October contract extension period and introduced as part of any future contract variation. They are designed to bring more flexibility and added value to the service in the interim period up to March 2017 after which new configured services will be introduced arising from the main strategic review of all housing related support services.
- 2.6 The South Leeds Supported Accommodation and Kirkstall Lodge services commissioned through Home Group will continue in their current form during the contract extension period in providing staffed support services to complex and high risk clients.
- 2.7 A second contract extension of 12 months is also available, commencing 1st April 2016, for the services subject to this report. Separate approval will be sought to apply this extension through the delegate decision process.

3 Corporate considerations

3.1 Consultation and engagement

- 3.1.1 Consultation has been completed with key stakeholders and commissioned providers through two workshop events to discuss the current position and identify agreed pathways into housing and support for people leaving prison. These workshop events included attendance from Leeds Prison staff and the CRC.
- 3.1.2 Separate meetings have been held with Foundation and Home Group regarding the future configuration of their commissioned services and agreement over any possible remodelling that may be implemented in the interim period.
- 3.1.3 The Director of Environment and Housing has also been involved with meetings to discuss the current position regarding housing and support arrangements for people leaving prison and how these might be configured following the changes brought about by Transforming Rehabilitation.

3.2 Equality and diversity, cohesion and integration

- 3.2.1 An Equality and Diversity screening paper has been completed in relation to this decision and it has identified no potential negative impacts on different equality characteristics or impact on relationships between different groups. The

maintaining of services on contract will ensure continuity of services providing support to vulnerable people.

- 3.2.2 The remodelling of services by Foundation to provide increased short term interventions and flexible support should increase opportunities to support a wider range of people and deliver better value.

3.3 Council policies and the best council plan

- 3.3.1 The services commissioned with Foundation and Home Group both contribute directly to the strategic aims of the Safer Leeds Strategy 2014/15 in managing offending behaviour and making communities safer.
- 3.3.2 These services contribute towards the delivery of the Safer and Stronger Communities strand of the City Priority Plan, namely in reducing re-offending and the overall crime rate.
- 3.3.3 Any decisions arising from the main strategic review and future remodelling of these services will be made in consultation with key partners and elected members, ensuring suitable provision of support to offenders is maintained and progress is sustained in achieving strategic outcomes around community safety and re-offending.

3.4 Resources and value for money

- 3.4.1 In April 2015 both provider organisations agreed efficiency savings of 10% based on the previous year contract values.
- 3.4.2 Foundation has agreed a further 10% saving on the current contract value to take effect from the commencement of the extension period at 1st October 2015.
- 3.4.3 Further analysis of the service costs and value for money will take place as part of the on-going wider strategic review of all housing related support services which is expected to make recommendations before the end of 2015.

3.5 Legal implications, access to information and call-in

- 3.5.1 This is a Key Decision as the maximum combined cost of services within this review is in excess of £250k. A notice was published on the List of Forthcoming Key Decisions on the 1st July 2015.
- 3.5.2 Advice has been sought from Public Private Partnerships and Procurement Unit about the process required for the contract extension arrangements for services and any variations to the services to be applied at the same time.
- 3.5.3 The report recommends the application of Contracts Procedure Rules 21 to allow continuity of services whilst a service review is undertaken and any subsequent procurement.

3.6 Risk management

- 3.6.1 Using contract extensions would allow continuity of provision whilst the review is completed after which services will be re-modelled, re-tendered and/or decommissioned to achieve best value. Contracts will continue to be performance

managed by officers in the Strategy and Commissioning team during the review period and any safeguarding or performance issues will be addressed.

- 3.6.2 Without these interim arrangements services would fall out of contract causing significant risk to the council and its providers. Should the services not continue to be delivered beyond the expiry of the current contract, this would result in vulnerable people being without support, including those to whom a statutory housing duty may be owed.

4 Conclusions

- 4.1 Services commissioned with Foundation and Home Group to provide housing related support to offenders are currently on short term contracts which expire on 30th September 2015 and have the option to extend for a further six months.
- 4.2 Transforming Rehabilitation reforms introduced locally from 1st February 2015 have changed how support and assessment of prisoners is delivered and how they access housing related support services. These changes are being assessed as part of on-going strategic review work.
- 4.3 It is expected that the extent of new arrangements and pathways will be fully understood by the end of 2015 at the conclusion of the main strategic review into housing related support services. Proposals have been suggested by Foundation to remodel their services in order to introduce more flexible service delivery and increased outcomes. These will be discussed further during the next six month contract period.
- 4.4 It is important that these contracts remain under steady state contracts to ensure continuity of service and further contract management and strategic review of the services in partnership with service providers and stakeholders.

5 Recommendations

- 6.1 The Director of Environment and Housing is recommended to approve application of Contracts' Procedure Rule 21 to enter into contract extensions with Foundation and Home Group for provision of the following services, on the following terms:

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6 Background documents¹

- 6.1 Equality, Diversity, Cohesion and Integration Impact Assessment screening form

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.