

MUNICIPAL YEAR 2013/2014 REPORT NO. 28

MEETING TITLE AND DATE:

Cabinet
10th July 2013

REPORT OF:

Ray James,
Director of Health,
Housing and Adult Social
Care

Agenda – Part: 1

Item: 13

Subject: Tender for the Provision of Housing
Related Floating Support – Part One

Wards: All

Key Decision No: KD3724

Cabinet Members consulted: Councillor
Oykener and Councillor McGowan

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1. EXECUTIVE SUMMARY

- 1.1 This report sets out the process and result of the tender for three Housing Related Floating Support contracts, and makes recommendations for the award of contracts, detailed in Part Two.
- 1.2 Enfield Council invited tenders for floating support services working with People with Mental Health Problems (130 clients) People with Learning Disabilities (40 clients) and a combined service working with People with Mainstream Housing Related support needs (125 clients) or Substance Misuse problems (42 clients).

2. RECOMMENDATIONS

- 2.1 That the contracts be awarded in line with the recommendations in Part Two of this report.

3. BACKGROUND

- 3.1 Enfield currently utilises seven Housing Related Floating Support services working with people with mental health problems, with learning disabilities, substance misuse problems, or who are at risk of losing their tenancy because of some other support need. These people include both those who have statutory needs, and those who do not meet the statutory criteria for Adult Social Care.
- 3.2 Housing Related Floating Support services work with vulnerable people living in their own homes in the community, supporting them with sustaining their tenancy through assistance on bills and budgets, on accessing healthcare, on social inclusion and promoting access to employment and education.
- 3.3 The services are preventative – they stop people losing their homes and they reduce need for more intensive input from social services. The services are also focussed on independence – they are time limited, and promote self-reliance, rather than continuing indefinitely. Expenditure on these services thus prevents both social and financial costs.
- 3.4 These services were originally funded by the ring-fenced Supporting People programme, which was mainstreamed into Adult Social Care funding in 2010.
- 3.5 As part of a programme of tendering contracts, a review of existing services found strong demand, and anticipated an increase in need as welfare reform changes take place, and as people struggle to find employment.
- 3.6 It was decided to consolidate existing provision into three contracts, covering Mental Health, Learning Disabilities, and a combined Mainstream and Substance Misuse Service. The Mainstream service can work with anyone who has housing related support needs.
- 3.7 This configuration of three contracts was designed so that Enfield was not restricting the market; small providers could apply, as could organisations that specialise in only one client group. This was reflected in the applications at Pre-Qualification Questionnaire stage which came from 27 organisations, of which 13 were specialist providers, and 14 were providers who work with several client groups. Applicants came evenly from private companies, RSLs, and charities.

- 3.8 At Pre-Qualification Questionnaire stage providers were scored on Quality and Technical ability (70%) and their organisation's overall financial viability (30%) – which relates to calculations of Gearing, Liquidity, Suitable Trading Limited and other financial assessments. Six submissions were invited to tender for each of the three separate lots.
- 3.9 Providers then submitted a response to the Invitation to Tender, which was scored as 60% on Quality and Technical Ability and 40% on the Price they proposed in response to the Service Specification and TUPE information.
- 3.10 The results of the tender evaluation, and the recommendations to award contracts, are included in Part Two of this report.
- 3.11 Providers are expected to work with clients who have multiple needs, bringing in additional resources where necessary to avoid clients falling in the gap between two services – for example where someone has a substance misuse problem and a learning difficulty.

4. ALTERNATIVE OPTIONS CONSIDERED

Not providing the services

- 4.1 Many of the people who receive Housing Related Floating Support have no other Council-funded support, and so withdrawal of these services for them would either increase likelihood of homelessness, or create demand on other existing services.
- 4.2 For those people who do meet the statutory criteria for Adult Social Care, withdrawal of Housing Related Floating Support would substantially increase their level of needs and put them at risk, requiring more expensive Social Services input.
- 4.3 The services include specialist and experienced staff who go out and meet people in their own homes; this is a unique resource not provided by drop-ins.
- 4.4 There would be a considerable financial impact on the council if evictions for rent arrears increased for Enfield Homes, RSLs, and private landlords, and if homelessness as a whole increased. These services work to prevent that from occurring.

Procuring a single larger service rather than three contracts

- 4.5 This would exclude smaller and specialist providers from the market. Although a consortium of separate providers has been successful in some areas, they work best where time and resources have been invested to help them develop. Therefore we have chosen to specify three contracts.

5. REASONS FOR RECOMMENDATIONS

- 5.1 The recommendations have been made following a detailed Pre-qualification questionnaire, tender process and a thorough evaluation, using the expertise of a multi-disciplinary evaluation panel.

6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

6.1 Financial Implications

6.1.1 The contracts to be awarded following the recent tender exercise will deliver savings of £370k per annum for the Council.

6.1.2 Funding for these services is available within the budget for Housing Related Support.

6.2 Legal Implications

6.2.1 Section 29 of the National Assistance Act 1948 gives a local authority the power to make arrangements for the welfare of persons with mental health problems of any description. Section (2B) (1) of the National Health Service Act 2006 places a duty on local authorities to take steps as it considers appropriate for improving the health of the people in its area. Section 111 of Local Government Act 1972 gives the Council the power to do anything which is coincidental to the discharge of its functions.

6.2.2 The services being procured are Part B services under the Public Contract Regulations 2006 therefore the full force of the regulations do not apply. The Council must still comply with the overriding EU principles of transparency, equality, proportionality and non-discrimination and the Council's contract procedure rules. From the content of this report it appears a proper procurement exercise has been carried out.

6.2.3 The contract should be in a form approved by the Assistant Director of Legal Services.

7. KEY RISKS

7.1 The new configuration of the services was based on modelling past client data. Future challenges and welfare reform may mean that the ideal balance between the sizes of services may change. This will be monitored by Enfield Council, and changes can be made where necessary.

7.2 The financial viability of providers is always a risk; this was tested through the PQQ process. Providers are being asked to budget for three years and are aware there will be no inflationary increase.

8. IMPACT ON COUNCIL PRIORITIES

8.1 Fairness for All

8.1.1 The services are person-centred, preventative, and accessible to all who need them.

8.1.2 These services are essential for people in disadvantaged communities, providing proactive support and coaching for a population many of whom do not meet the statutory criteria for assistance from Social Services, but whose needs are more intensive and specialist than many voluntary agencies can deliver.

8.1.3 The services are proactive – they can meet people in their own homes, which facilitates working with people who may not be able to use traditional advice services.

8.1.4 The inclusion of a Mainstream service is designed to ensure that everyone who has Housing Related Support needs is able to access a service, not just those with diagnosed conditions.

8.1.5 The services will be for all adults with no upper limit, so they can work with older people in their own homes – this is a change from the previous Supporting People floating support contracts which had an upper age limit of 65.

8.1.6 By providing a time-limited service, which people can leave and come back to, the needs of many individuals can be supported over the course of a year, in comparison with an accommodation based support service which assists a few people for a longer period of time.

8.2 Growth and Sustainability

8.2.1 The services have a role in encouraging their clients around employment, training and education.

8.2.2 The existing services have also provided work opportunities for Social Work students and volunteers.

8.3 Strong Communities

- 8.3.1 The services promote community cohesion through sustaining tenancies, and through linking people into community activities and other services.
- 8.3.2 The services assist with the prevention of anti-social behaviour by working with clients to understand and keep to their tenancy agreements.
- 8.3.3 The services are focussed on developing independence, which inherently builds people's individual resilience, and thus builds a stronger community.

9. EQUALITIES IMPACT IMPLICATIONS

- 9.1 The services work with a range of people with disabilities and other protected characteristics. Ongoing monitoring by Enfield Council will ensure that demand and utilisation is monitored to ensure fairness for all.

10. PERFORMANCE MANAGEMENT IMPLICATIONS

No implications

11. HEALTH AND SAFETY IMPLICATIONS

- 11.1 The HHASC Procurement and Contracting Team will work with the successful providers to ensure that they have developed suitable Service Level Agreements with landlords, which among a range of issues will clarify how Anti-Social Behaviour will be addressed.

12. HR IMPLICATIONS

No Implications as all staff are employed by external providers.

13. PUBLIC HEALTH IMPLICATIONS

- 13.1 Housing Related Floating Support services impact positively on public health and wellbeing. Maintaining appropriate and accommodation is a key determinant of health. Services also work on other health-related factors such as income and social inclusion (both employment and voluntary activities), and directly on health issues by facilitating access to primary and secondary health services, and working with clients to support a healthier lifestyle (e.g. substance misuse treatment programs)

13.2 The existing services advertise in both primary and secondary health settings, and receive referrals from a wide range of health-related agencies.

Background Papers

None