

<b>Classification:</b> Open	<b>Decision Type:</b> Key
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<b>Report to:</b>	Cabinet	<b>Date:</b> 19 October 2022
<b>Subject:</b>	Neighbourhood Support Housing Services- Adullam Bury Bridges Service	
<b>Report of</b>	Cabinet Member for Adult Care, Health, and Welbeing	

### Summary

1. Supported accommodation services are essential in breaking cycles of homelessness, by providing bespoke support packages to develop independent livings skills and improving quality of life. This type of housing is essential to ensure people address their support needs to move forward developing independence and resilience. Adullam was commissioned on 1<sup>st</sup> October 2019 for 3 years (with the option to extend for 2 years), to deliver Housing Related Support, providing 30 units of communal accommodation facilities, available to those with higher levels of mental health needs and exhibiting chaotic / complex behaviours. The entire contract value is £1,230,649.77- (£410,216.59 per annum).
2. The Community Commissioning Division has reviewed the performance of the service and has concluded recommendations for the next 2 years.

### Recommendation(s)

3. The recommendations are to:
  - a) Extend contractual arrangements from the 1<sup>st</sup> October 2022 to 31<sup>st</sup> September 2023 aligned to the proposed service delivery model. (This is in line with the original contractual agreement). An additional year extension will be agreed subject to satisfactory performance of the provider.
  - b) Reduce the contract value from £410,216.59 to £338,343.48 per annum, generating a saving to the Council of £71,873.11 per annum, a total of £143,746.22 over a 2-year period.
  - c) Delegate authority to the Executive Director for Strategic Commissioning for any future extensions relevant to this contract. (Within the specified Contract provision).

### Reasons for recommendation(s)

- 4.1 Despite impacts of the pandemic, Adullam Bury Bridges have delivered housing services to meet demand and varying need. Therefore, providing confidence the service would continue to deliver during periods of 'normality'.

- 4.2 The department is in a position where it must make savings where required from commissioned services, for ensured value for money by delivering further outcomes within existing cash envelope. Adullam have proposed alternative contractual arrangements. They include:
- a. Reduce the contract value to £338,343.48 per annum (previously £410,216.59). Over a two-year period, this will deliver a culminative saving of £143,746.22 (£71,873.11 per annum).
  - b. This would be achieved by moving the 2.88 FTE concierge costs into the eligible service charge under rents and by disestablishing one FTE service co-ordinator post from the structure. This provides the council with almost an 18% saving.

### **Alternative options considered and rejected**

- 4.3 The alternative is to retender this provision. However, the department is content with the service delivery and contractual arrangement allow for a 2-year extension. It should also be noted that the needs of people who are at risk of homelessness has changed significantly since the pandemic and a shift in the housing market. This requires a more detailed understanding, an extension will enable the authority to navigate and comprehend future service delivery.

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### **Background**

- 5.1 The division commissioned a range of neighbourhood support housing services in 2018/19. Each service area was commissioned as a separate lot 1 – 4. Lot 1 Neighbourhood Support Housing Services was awarded to Adullam Homes to deliver.
- 5.2 The provision for Lot 1 service ends on the 30<sup>th</sup> September 2022, therefore there was a need to review the existing provision to ascertain future direction.
- 5.3 The current contract value for the provision is £410,216.59 pa.
- 5.4 The division developed the Neighbourhood Support Housing Services Outcomes Framework (Appendix 1), to measure performance for residents who required support. Provider performance monitoring was based on the framework.

- 5.5 For each of the lots, specific targets were agreed so progress and performance can be jointly measured. The targets for Lot 1 were:
- **Target 1-** 30 units of accommodation per week throughout the year with an increase of 2 units each year.
  - **Target2-** Move on from a minimum of 30 people given maximum stay in service should be 9 months.
  - **Target3-** Support to be provided within the capacity of the service.
  - **Target4-** linkage with various programmes.

### **Key highlights- Qualitative and Quantitative outcomes**

- 5.6 The service is currently made up of 4 cluster hubs and 9 self-contained properties located within short distance of the town centre and local amenities. Between 2019/20 Adullam offered 30 units of accommodation supporting clients with complex needs/high needs.
- 5.7 They have developed an effective working relationship with Central Access Point and referrals are processed in priority of need. There is an understanding of the barriers to accessing accommodation facing this customer group and they work collaboratively with partners to ensure fair access into the service.
- 5.8 The model provides a safe environment with communal areas within the cluster hubs for socialising with peers, deliver training and provide meaningful activities and group work.
- 5.9 There is access to personalised support 24/7 and for clients who require less intensive support.
- 5.10 The model supports customers for up to 9 months or longer by exception as agreed with Bury Council. There is then a phased exit into independent living with a further 4 weeks follow up support if required.
- 5.11 Customers have access to a My Life Coach/Life Skills Worker and Learning and development worker. Staff carry a case load of approx. 7 or 8 individuals.
- 5.12 My Life Coaches co-ordinate the asset based assessment, focussing on strengths to distract from negative behaviour. They coordinate the plan and ensure individual outcomes are actioned and agreed within a specific period which is led by and agreed with the customer.
- 5.13 Life Skills Coaches work collaboratively with specialist partner agencies to provide wrap around support and to break down any barriers the customer may have in achieving the outcomes.

- 5.14 The Learning and Engagement Co-ordinator focuses on supporting customers to access training/volunteering opportunities, health and wellbeing, meaningful activities in addition to running courses in relation to managing behaviours and confidence building.
- 5.15 Considering Covid 19, services have had to adapt, and the Bridges service has continued to operate and respond to the challenges of the pandemic.
- 5.16 The pandemic followed through to 2021/22. The complexities of customer needs increased, and this possibly could have been due to the shutdown/reduced coverage of specific services. Face to face meetings were replaced with telephone calls, resulting in needs being unmet and housing providers were met with the challenge of addressing housing and also their support needs.
- 5.17 The service was vital for the borough as Central Government placed a duty on all local authorities to accommodate single homeless people on the streets. Many were accommodated in specific services, however they needed to 'move on' into more structured housing, that addressed their independent living skills. Also, during lockdown there was great emphasis to ensure homelessness was minimised and individuals were accommodated in safe environments to prevent spread of infection.
- 5.18 The service was successful in keeping customers safe and transmission of the virus was limited within the service through raising awareness and maintaining high standards of cleanliness to prevent transmission.
- 5.19 Throughout the past 2 years they have continued to accommodate individuals in need of this specific service and have successfully moved individuals on into their own accommodation.
- 5.20 As an organisation they ensured that service delivery was not impacted and adjusted where needed if staffing levels were impacted due to furlough or self-isolating within the staff team.
- 5.21 Adullam opened a new project on Newbold Street in 2021. This property was purchased as part of the Bridges service. Concerns were raised to the Council from neighbours about the purchase of the property and the individuals who would be accommodated.
- 5.22 Adullam held meetings with local politicians, and had an Open Day at Newbold for neighbours and Councillors to attend, discuss concerns and provided opportunity to learn more about the support they deliver.
- 5.23 Since this, Newbold has had very few complaints from neighbours and where there have been issues raised, they have acted on this promptly.

- 5.24 As services have moved into post-covid recovery, it is evident that individuals referring into the service are presenting with more complex needs and the need for intervention from mental health services is paramount to ensure they can accommodate them safely.
- 5.25 The service still faces barriers to move on some customers who have made improvements but are not ready for living independently in their own homes and request lower-level supported accommodation. Unfortunately, this is not available as they are still classed as too high risk for their housing services. The aim remains to ensure that suitable accommodation is secured to avoid tenancies failing resulting in repeat homelessness.
- 5.26 Accommodating individuals with complex needs must be done carefully and the allocation of properties is key to their recovery. Adullam have done this successfully and developed pathways with services delivering substance misuse, offending and mental health interventions. This is to ensure there is a balance of customers within each project so it can be managed safely.
- 5.27 The service has low levels of evictions and abandonments and work actively to ensure customers engage in support being provided to prevent risk of loss of accommodation.
- 5.28 The service increased its housing stock to 33 units and are in the process of securing additional units.

### **Monitoring information**

5.29 Below is a breakdown of the monitoring information showing the number of people that received support, moved on from the service and moved into the service. It should be noted, that the number of people who have moved on, are those that developed independent living skills and secured their own tenancy.

<b>2019/2020</b>	<b>Total number of people receiving accommodation and support</b>	<b>Number of people who have moved on from the service</b>	<b>Number of people who have moved into the service</b>
<b>Quarter 3</b>	24	5	4
<b>Quarter 4</b>	30	9	7

<b>2020/2021</b>	<b>Total number of people receiving accommodation and support</b>	<b>Number of people who have moved on from the service</b>	<b>Number of people who have moved into the service</b>
<b>Quarter 1</b>	30	9	9
<b>Quarter 2</b>	34	14	10
<b>Quarter 3</b>	34	7	7
<b>Quarter 4</b>	32	12	12

<b>2021/2022</b>	<b>Total number of people receiving accommodation and support</b>	<b>Number of people who have moved on from the service</b>	<b>Number of people who have moved into the service</b>
<b>Quarter 1</b>	33	9	7
<b>Quarter 2</b>	33	4	7
<b>Quarter 3</b>	33	7	7
<b>Quarter 4</b>	33	13	13

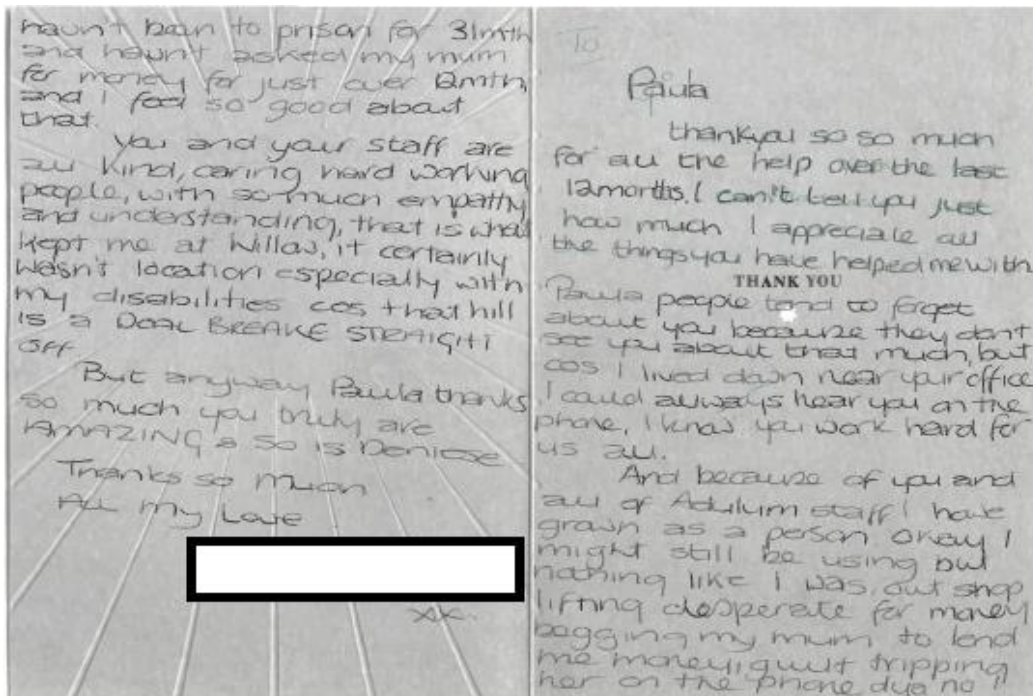
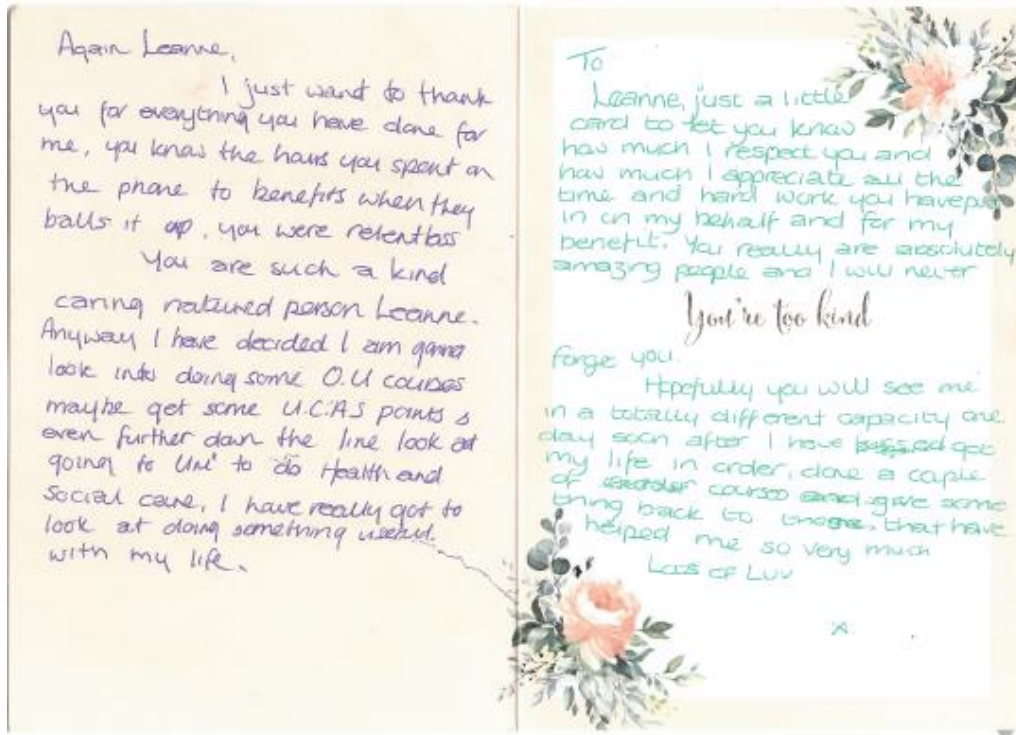
5.30 It is evident that the Bury Bridges Service has done well to accommodate people and move a steady number of people into independent living. It needs to be noted, that this is over a very challenging period and complexity of customers increasing. It has been even more challenging, as many of the referrals which they received for the service were from Covid accommodation and the A Bed Every Night (ABEN) provision.

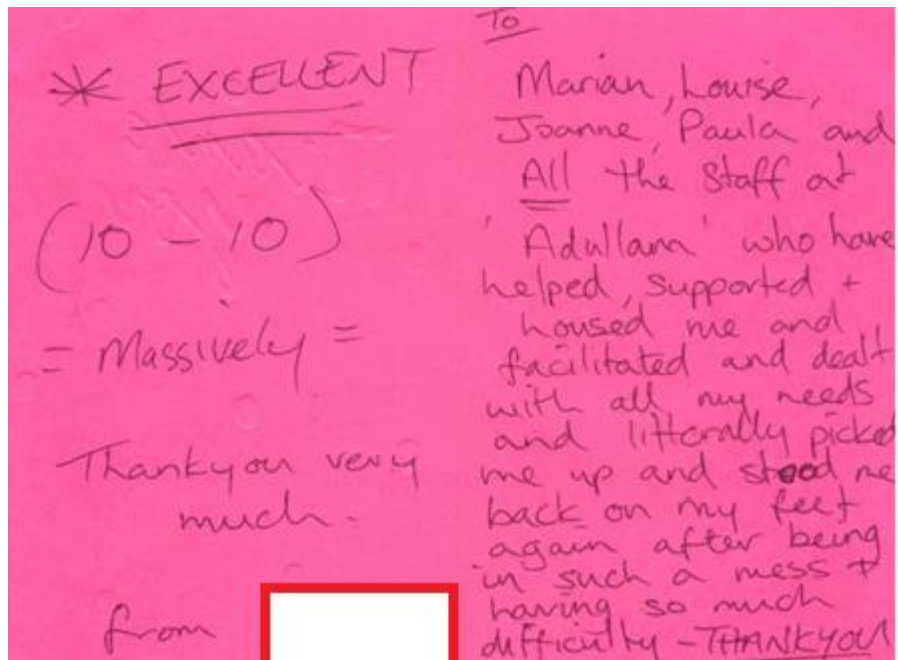
5.31 Staff have mentioned that referrals received by Adullam have been exceptionally challenging- especially by those that have clinical mental health problems and entrenched substance/alcohol problems. However, they have worked with the different operational groups in the borough to attempt to work in a partnership manner to address support needs to help customers become tenancy ready.

5.32 During the pandemic, there was a re-emergence of substances which were not as widely used previously by customers. This includes Amphetamine, 'Lean' and LSD. Ultimately this has presented more chaotic behaviours on the project, which has often meant crisis management.

5.33 It has led to more safeguarding situations and more crisis management, which is not ideal however this evidence that the customer group is becoming more complex.

5.34 Service user feedback has been positive which includes the below





- 5.35 As part of #RecoveryMonth, Adullam shared the story of Jessie Williams, together with a video in which he talks about his experience with Bury Bridges project. The link of Jessie's story and video is here- [A Bury successful journey \(adullam.org.uk\)](https://www.adullam.org.uk/journey)

### **Contributing to wider Bury strategies**

- 5.36 Adullam have contributed to Bury Council's 2030 Housing Strategy Planning by attending focus groups and feeding back findings through their work on the ground with residents.
- 5.37 They also contributed to Bury Council's initiative to extend existing mental health provision to the homeless.

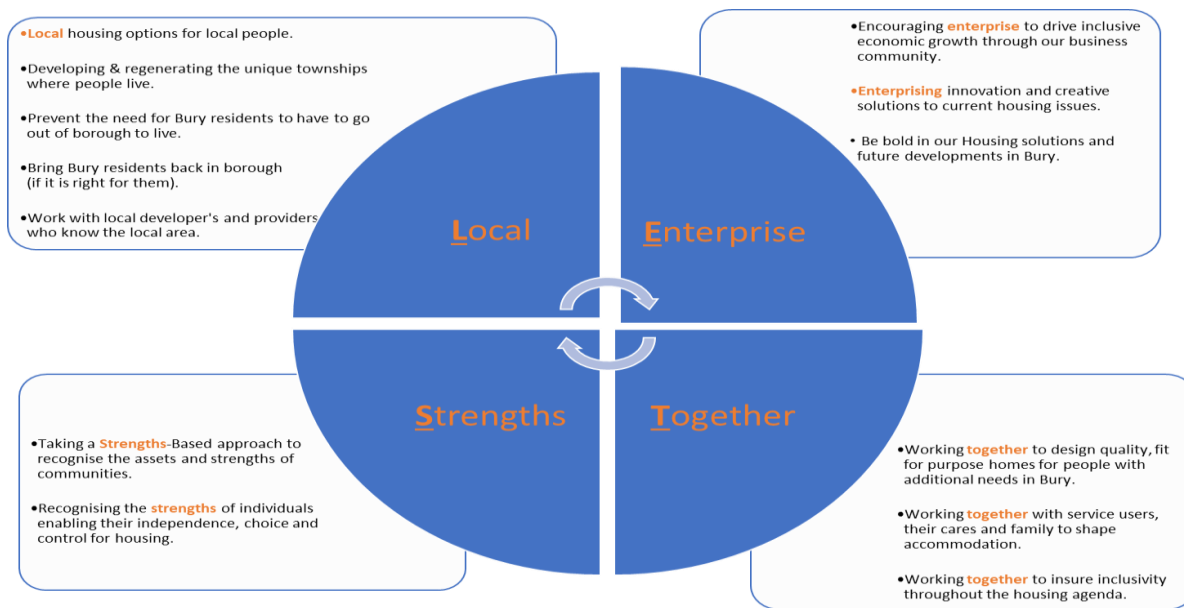
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### **Links with the Corporate Priorities:**

The 'Let's Do it' Strategy drives the wider system towards an ethos of prevention by early intervention and the targeting of public service resources. Neighbourhood Housing Support Services aims to ensure that people who have challenges to sustain their tenancies, access the most appropriate interventions to develop independent living skills, that will prevent repeat homelessness and improve their quality of life.

The following diagram describes how the ASC housing programme for those with additional needs links with the corporate priorities:






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### Equality Impact and Considerations:

6 The outcomes of the initial equality analysis are positive. The service will be available for people with complex needs who are struggling in accessing accommodation and need support to develop independent living skills.

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### Environmental Impact and Considerations:

7 An environmental impact assessment has not been undertaken for the scheme, as there are no implications or carbon impact of this decision.

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### Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Increase of demand of people who having housing/homelessness problems accessing the service and have complex needs (mental health, offending histories, and substance misuse problems).	Additional pathways are being developed to support specific interventions for residents. This includes residents with mental health problems, those struggling with addictions and those that require support to break negative cycles of behaviour.

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### Legal Implications:

8 The three-year contract granted in 2019 provides for extension up to two years at the option of the Council. It therefore legally in order for the Council to proceed with an initial one-year extension as recommended.

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**Financial Implications:**

9 The extension of the contract is in line with the contract terms is in line with the existing budget and the renegotiation actually delivers a saving which is part of the One Commissioning Organisations savings plans which are part of the Council's overall savings strategy

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**Background papers:**

N/A

**Please include a glossary of terms, abbreviations and acronyms used in this report.**

Term	Meaning