



London Borough of Hammersmith & Fulham

CABINET MEMBER DECISION

DECEMBER 2014

SUPPORTING PEOPLE DOMESTIC VIOLENCE SERVICE CONTRACT EXTENSIONS

Report of the Cabinet Member for Health and Adult Social Care - Councillor Vivienne Lukey

OPEN REPORT

Classification - For Decision
Key Decision: NO

Wards Affected: ALL

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AUTHORISED BY:

The Cabinet Member has signed this report.

DATE: 4 December 2014.....

1. EXECUTIVE SUMMARY

1.1 This report seeks approval for the following recommendations:

- i. Exercise the option to extend provision in the contract between Hammersmith & Fulham Council and Hestia Housing & Support (Hestia) for domestic violence refuge accommodation and extend the contract from 1 April 2015 to 30 March 2016.

- iii. Vary the contract terms of the current Shepherds Bush Housing Group (SBHG) domestic violence floating support contract in order to extend the contract from 1 April 2015 to 30 September 2015.
- 1.2 The Hestia refuge accommodation contract provides 13 units of accommodation for women and children experiencing domestic violence. The SBHG floating support service provides support to 20 women and their children in the community who have experienced domestic abuse. Both services are delivering good outcomes and provide a range of practical and emotional support including debt management, budgeting, resolving tenancy issues, reducing social isolation, signposting to employment, training & education opportunities and improving health and well-being. Services aim to provide support for six to nine months.
 - 1.3 Both contracts are ending on 31st March 2015 and it is necessary to extend the contracts to maintain service continuity while officers conclude the commissioning and procurement processes to secure future services.
 - 1.4 It is proposed that a future domestic violence floating support service should be commissioned as part of the proposed shared Violence against Women and Girls (VAWG) Integrated Support Service in Hammersmith & Fulham, RB Kensington and Chelsea and Westminster City Council to ensure future services are better co-ordinated and able to offer a more holistic service to women and children experiencing domestic violence in Hammersmith & Fulham. Refuge services are not currently included in the scope of the proposed shared VAWG service and therefore officers are considering a range of options for future services.
 - 1.5 Although the cost of the proposals exceed £100,000, a Cabinet decision is not required because on 13 May 2013, Cabinet delegated the authority to extend and or vary the contractual terms of Supporting People contracts, including the Hestia Housing & Care and SBHG contracts to the Cabinet Member for Health & Social Care.

2. **RECOMMENDATIONS**

- 2.1 That approval be given to extend the Hestia Housing and Care domestic violence refuge contract from 1 April 2015 to 31st March 2016 at a total cost of £141,225 as set out in table 1 below.
- 2.2 That approval be given to a waiver from the Council's Contract Standing Orders of the requirement to seek competitive tenders in order to vary the contract terms to extend the SBHG domestic violence floating support contract from 1 April 2015 to 30 September 2015, with a month break clause at a total cost of £30,207 as set out in table 1 below:

Table 1

Contract	Contract start	Contract end	Current Expiry Date	Proposed extension	Current annual contract value	Total extension value
Hestia Housing & Care - Refuges	1/4/2011	31/3/2014 with option to extend for 2 X 12 month periods	31/3/15	1/4/15-31/3/16	£141,225	£141,225
Shepherds Bush Housing Group - Floating Support	1/05/2010	30/4/2013 with option to extend for 2 X 12 month periods	31/3/15	1/4/15-30/9/15	£73,593 to 31.12.14 and from 1/1/15 = £60,413	£30,207

2.3 That in the event the award and implementation of the proposed shared VAWG Integrated Support Service contract is delayed beyond 30 September 2015, the arrangements for the SBHG contract to continue on a rolling monthly basis until contract award and implementation until no later than 31 March 2016, at a potential additional monthly cost of £2517.25.

3. REASONS FOR DECISION

3.1 It is proposed that the council will achieve better outcomes and value for money by recommissioning the SBHG floating support service as part of the proposed shared VAWG Integrated Support Service in Hammersmith and Fulham (LBHF), RB Kensington and Chelsea and Westminster City Council. The proposed new shared service is anticipated to commence in July 2015.

3.2 The current SBHG contract expires on 31 March 2015 and so to provide continuity of service to vulnerable residents it is necessary to vary the contract terms in order to extend the contract to 30 September 2015 as a contingency for any delays to the proposed procurement timetable. A month's break clause will be included so that the contract ends coterminous with the commencement of the proposed shared VAWG Integrated Support Service. A waiver from the Contract Standing Orders of the requirement to seek competitive tenders is necessary because there are no further extension provisions in the SBHG contract.

3.3 Refuge accommodation is not currently in scope of the proposed shared VAWG Integrated Support Service and therefore it is not an option to include the Hestia refuge services in a wider contract at the moment. Officers are looking however, at new service models and how we can achieve better outcomes and value for money in the future. The Hestia contract expires on 31 March 2015 and it will not be possible to procure new services before the contract ends and therefore it is necessary to exercise the option to extend the contract to 31 March 2016.

4. BACKGROUND

- 4.1 The former Supporting People programme was established in 2003 and the responsibility for commissioning and contracting housing support services transferred to local authorities. Housing support services include floating support and accommodation services for people experiencing domestic violence and abuse. In 2009/10, LBHF reconfigured domestic violence housing support services and commissioned the two services detailed in Table 1 above. These services are funded from the Adult Social Care Supporting People budget.
- 4.2 In LBHF, the strategic responsibility for VAWG services sits with Community Safety, but several council departments fund VAWG services including Housing and Regeneration, 3rd Sector Investment Fund, Children's Services and the ASC Supporting People budget.
- 4.3 The current arrangements are fragmented; and the Council is currently considering bringing together a number of local VAWG services and commissioning future services within a shared VAWG Integrated Support Service in Hammersmith & Fulham, RB Kensington and Chelsea and Westminster City Council.
- 4.4 A review of the SBHG floating support service in 2013-14 indicated that some of the households being supported could be referred to other types of local services for example, counselling and advocacy services and that other cases could be closed more quickly. These findings suggested that the capacity of the contract could be reduced while still ensuring support is available to those households who could benefit most from the service. In addition SBHG indicated that the contract was no longer financially viable for their organisation and were seeking an early exit from the contract.
- 4.5 To address these issues, from 1 October 2014 the current SBHG contract was varied to reduce the capacity from 40 households to 20 and the contract value was reduced as set out in table 1. The reduction in capacity is being mitigated by improved throughput, making onward referrals to more appropriate services and a better prioritisation of cases. Officers consider that the current capacity is sufficient to meet the borough's future requirements for domestic violence floating support but there are inefficiencies associated with recommissioning a smaller standalone contract in the future.
- 4.6 Officers consider therefore that the Council will achieve an enhanced service offer and better value for money by commissioning a future floating support for women and children in Hammersmith & Fulham as part of a larger shared VAWG service. Hammersmith and Fulham residents will have access to a wider range of services and support; floating support staff will be part of a larger integrated team of specialists working with a wide range of women and girls experience violence and abuse and there will be reduced management and overhead costs, thereby maximising the availability of front-line services

- 4.7 The overall aim of the proposed shared VAWG Integrated Support Service in the three councils is to provide a holistic, co-ordinated and responsive wrap around service to victims and the aims of this service are compatible with the objectives and outcomes of the current domestic violence services.

5. PROPOSAL AND ISSUES

- 5.1 It is proposed that the council extends the two contracts as set out in Table 1 and that the SBHG floating support contract is re-commissioned as part of a proposed shared VAWG Integrated Support Service in Hammersmith & Fulham, RB Kensington and Chelsea and Westminster City Council proposed to commence on 1 July 2015.

6 OPTIONS AND ANALYSIS

Do Nothing

- 6.1 There is not an option to do nothing as existing contracts expire on 31 March 2015 and there will be a reputational risk to the Council if the services end before alternative arrangements are in place. Therefore this option is not recommended.

Extend the contracts

- 6.2 It is proposed that the Council utilises the extension provisions available in the Hestia contract and extends the domestic violence refuge accommodation contract as set out in Table 1 above. Officers are currently reviewing the future requirements and service models for refuge services to ensure that new arrangements are in place by 31 March 2016. The recommendations about future services will be the subject of a Cabinet Member Decision report.
- 6.3 It is proposed that the Council waives the Contract Standing Orders of the requirement to seek competitive tenders in order vary the contract terms to extend the contract end date of the SBHG domestic violence floating support service as set out in Table 1 above. The purpose of this extension is to ensure the contract end date is coterminous with the start date of the proposed shared VAWG Integrated Support Service in Hammersmith & Fulham, RB Kensington and Chelsea and Westminster City Council.
- 6.4 It is proposed that the Hestia contract is extended at the current annual contract rate as set out in Table 1; a 10% reduction in the annual contract value has been achieved since 2012 but a recent analysis of the contract costs has indicated it will be difficult to achieve any further savings without significant remodelling. Officers do not consider this is viable in the last 12 months of the contract. New service model options are being considered to improve value for money for future refuge services when they are re-procured. Significant savings were delivered from the SBHG contract in October 2014 following a remodel of the service and these savings will be ongoing during the extension period, however officers do not consider that it is viable to achieve any additional savings from the SBHG contract during the extension period.

- 6.5 Extending the contracts will enable the council to ensure a continuity of service to vulnerable residents. For these reasons this option is recommended.

7. PROCUREMENT CODE IMPLICATIONS

- 7.1 The LBHF Contract Standing Orders states that providing that the original award report contains provision relating to exercising and optional extension provision these may be authorised by the Cabinet where the total value of the extension or extensions is £100,000 or greater.
- 7.2 Although the cost of the proposals exceed £100,000, a Cabinet decision is not required because on 13 May 2013, Cabinet delegated the authority to extend and or vary the contractual terms of Supporting People contracts, including the Hestia Housing & Care and SBHG contracts to the Cabinet Member for Health & Social Care
- 7.3 The total values of the extensions in this report are £141,225 and £30,207 and therefore approval is being sought from the Cabinet Member for Health and Social Care.

Procurement Implications completed by Rita Emesim: Procurement & Contracting Officer (ASC) (020) 8753 5153 and verified by Joanna Angelides Procurement Consultant 020 8753 2586

8 CONSULTATION

- 8.1 No consultation has been carried out in connection with the recommendations contained in this report.

9 EQUALITY IMPLICATIONS

- 9.1 It is anticipated that there will be positive impact on women, young people and race and religion/belief associated with the proposal to commission a future domestic violence floating support service within the proposed shared VAWG Integrated Support Service.

10. RISKS

- 10.1 There is a reputational risk to the council if the current services end before the council has determined its future requirements and before an exit plan or new services are in place.
- 10.2 There will be some risks associated with the complex procurement of the proposed shared VAWG services and if there are delays to the procurement timetable it will be necessary to further extend the SBHG floating support contract.
- 10.3 If the procurement of the proposed shared VAWG Integrated Support Service does not proceed, the Council will need to review the options for the future

provision of floating support for women and their children experiencing domestic violence.

- 10.4 Commissioning a larger VAWG contract across Hammersmith & Fulham, RB Kensington and Chelsea and Westminster City Council could potentially carry additional reputational risks to Hammersmith and Fulham Council if the service does not perform well. Robust contract management arrangements will need to be in place from the start of any new contract. A break clause will be included in the contract should it need to be terminated early.

11. LEGAL IMPLICATIONS

- 11.1 It is understood that the proposed extension is permitted within the terms of the contract between LBHF and Hestia Housing & Support for the provision of domestic violence refuge accommodation.
- 11.2 In relation to the contract between LBHF and Shepherd's Bush Housing Group for the provision of domestic violence floating support, it is understood that there is no provision within the contract to extend the contract period. As such, the contract should be procured in accordance with the Council's Contract Standing Orders. However, in mitigation it is noted that LBHF will be carrying out a service review during the extension period to allow for a proposed joint procurement exercise between the Tri-borough Councils to be undertaken.

Legal Implications completed by: Kar-Yee Chan, Solicitor (Contracts), Bi-borough Legal Services, 020 8753 2772

12. FINANCIAL AND RESOURCES IMPLICATIONS

- 12.1 The recommendation in paragraph 2.1 above to extend the Hestia Housing & Care Domestic Violence Refuge contract will cost £141,225 full year in 2015-16.
- 12.2 The recommendation in paragraph 2.2 above to extend the Shepherd Bush Housing Group Floating Support Service for 6 months with effect from 1st April 2015 to 30th September 2015 will cost £30,207. These costs can be met from the Supporting People general fund revenue budget in 2015-16.

	2014/15		2015/16		2016/17		Full year effect of proposals i.e. on-going effect
	Confirmed budget £	Costs of proposal £	Confirmed budget £	Costs of proposal £	Confirmed budget £	Costs of proposal £	£n/a
Revenue Implications							
Current Budgets							
Council Revenue budget			171,432	171,432			
External funding sources, e.g. TfL, NHS etc.			0	0			
SUB TOTAL REVENUE BUDGET			171,432	171,432			
Start-up Costs			0	0			
Lifetime Costs			171,432	171,432			
Close-down Costs			0				
TOTAL REVENUE COST			171,432	171,432			
SAVINGS				0			

Financial implications completed by Cheryl Anglin-Thompson – Principal Accountant
020 875 4022.

Local Government Act 1972 (as amended) – Background papers used in the preparation of this report

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1.	13/5/13 – Cabinet Report – Delegated Authority to extend and vary SP contracts (PUBLISHED)	Julia Copeland	Tri-B ASC

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