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To: Supporting People Commissioning Body, 22 July 2014

Subject: Offender Service Commissioning

Classification: Unrestricted

Summary

The following paper sets out the intentions for commissioning an Integrated Offender Service in Kent, with a preliminary timeline for the commissioning process.

Recommendation: The Commissioning Body is asked to note the report.

1. Introduction

- (1) During 2013, the Commissioned Services Team commissioned a thorough analysis of the housing related support needs in Kent, which consulted with a number of key stakeholders, partner organisations and service users. The resultant information was used to inform the Commissioning Plan. Key messages from the analysis were:
 - a. No housing advice currently offered in prisons
 - b. No dedicated resettlement worker for this client group
 - c. Some offender services receive funding from both the DAAT and Supporting People. Such services should be jointly commissioned in future, to ensure shared outcomes and best use of resources
- (2) In January 2014 the Kent Supporting People Commissioning Body approved the proposed Commissioning Plan for Housing Related Support in Kent, which set out the reconfiguration and re-commissioning of housing related support services across the County.
- (3) This report presents the intentions and proposed initial timescales for commissioning offender services which are in 'Phase One'.

2. Context

- (1) The prison population in Kent was around 3,500 in November 2013.
- (2) Approximately 90% of the prison population have mental health and/or substance misuse problems.
- (3) Commissioning of offender services in Kent the provision has been patchy to date, with some areas of limited provision. Through pooling budgets and integrating services into one holistic contract, Commissioned Services will work to deliver improved outcomes as well as economies of scale.

3. Relevant priority outcomes

- (1) Improved capacity to establish and maintain independent living amongst offenders and those at risk of offending.
- (2) A reduction in repeat offending and return to prison establishments.
- (3) A reduction in homelessness/repeat homelessness and placement in temporary/ emergency accommodation amongst offenders and those at risk of offending.
- (4) A promotion of wider choice in housing opportunities.
- (5) The ability to access and sustain suitable accommodation.
- (6) Improved physical and mental health outcomes and a reduction in health inequality.
- (7) Effectively managed service users with substance misuse problems.
- (8) An increase in employability skills.

4. Overview of Offender Commissioning

- (1) The current model of service provision has separate contracts for each of the 9 specialist housing schemes providing 80 bed spaces across the county, 37 in the east and 43 in the west. There are two providers of this specialist support. There are 2 contracts with two providers for floating support services delivering 26 units in the west and 32 units in the east. The current total annual value of the supported housing contracts is £648,440. The value of the floating support contracts is £94,519. In the year commencing April 2013 there were 71 positive departures from the specialist housing schemes, and 55 completed their support programmes provided through the floating support services.
- (2) It is proposed that a new model is introduced where a holistic, integrated offender service is tendered for East Kent (Thanet, Canterbury, Dover, Shepway, Swale and Ashford districts), and the same model is tendered in West Kent (Dartford, Gravesend, Sevenoaks, Tunbridge Wells, Tonbridge & Malling and Maidstone districts).
- (3) A competitive tendering exercise will be undertaken to commission with a prime provider to deliver services for offenders in each area. The provider will be commissioned to deliver or sub-contract a range of offender services including outreach provision in the community.
- (4) Prior to commencement of the formal tender process, events with provider organisations will be held to prepare for submitting bids, and to

encourage providers to explore opportunities for consortia particularly those from small charitable organisations.

- (5) The service specification will be subject to extensive consultation and market testing, but preliminary information indicates that to deliver the best outcomes it should include provision of the following elements:
 - a. Supported Accommodation
 - b. Outreach services
 - c. Peer mentoring service
 - d. A Rent Deposit Scheme
 - e. "Through the Gate" substance misuse management
 - f. Complementing the role of CCGs in Liaison and Diversion

- (6) The service will be gender neutral, providing sensitive and appropriate support to both women and men.

- (7) There will also be a focus on supporting sections of this client group who may have been viewed as 'hard to reach', such as those from Lesbian, Gay, Bisexual and Transgender (LGBT) communities, those with substance misuse and/ or mental health problems, gypsy/ travellers and those from minority ethnic backgrounds.

- (8) Service performance will be measured by a series of key performance indicators (KPIs) relating to service activity, quality and outcomes.

- (9) Key aspects of the tendering exercise are:
 - a. An integrated contract to deliver consistent services across the county
 - b. One prime provider for each contract (East Kent and West Kent) to facilitate greater flexibility in provision
 - c. A coordinated approach to commissioning services, pooling budgets where possible to offer economies of scale and seamless service provision

- (10) The tendering process will take account of the lessons learnt through previous experiences, namely the commissioning of Home Improvement Agency Services in 2012. Some of the key lessons from this process, as identified in the Commissioning Body Report of 28th January 2014 include:
 - a. Robust mechanisms of communicating intentions and progress with the Core Strategy Group and Commissioning Body through clear commissioning plans and progress reports.
 - b. A clear communication strategy which encompasses partners, stakeholders and bidders.
 - c. An appropriately formulated evaluation panel which includes professionals with specialist knowledge.

5. Delivery timescales

- (1) The table below summarises the proposed delivery timescales for the Offender tenders and provides an update on each stage.

Timescale	Stage
June 2014	Draft Integrated Offender Service Specification and Equality Impact Assessment ready for public consultation
July 2014 – August 2014	Undertake public consultations, market engagement event and publicise consultation report
September 2014 – December 2014	Competitive tendering and tender evaluation
1 January 2015	Contract award
January 2015 – March 2015	Service transition and mobilisation
April 2015 onwards	East Kent and West Kent Integrated Offender Service fully operational

6. Consultation

- (1) A full consultation will be undertaken to incorporate a range of service users, including those from hard to reach groups, stakeholders and partner agencies.
- (2) There will also be a robust market engagement process to test the market's appetite for the proposed procurement, and identify any required changes to the service model.

7. Financial Implications

- (1) Work continues to engage with partner agencies and commissioning organisations to look at opportunities to pool funding streams to deliver cohesive services, and possible efficiencies.
- (2) The final budget for each contract will be confirmed at a later date following the outcome of these discussions and configuration of each contract.

8. Risks

- (1) A risk register is being developed and will be maintained throughout the project.

9. Legal Implications

- (1) The competitive tendering process will ensure that contracts are tendered in a fair, open and transparent manner in line with Kent Commissioned Services commissioning framework and KCC's Spending the Council's Money.

10. Equality Impact Assessments

- (1) An Equality Impact Assessment (EqIA) is underway, and work is being done to ensure that the service commissioned does not disadvantage any particular group.

11. Sustainability Implications

- (1) Commissioned Services remains committed to ensuring environmental sustainability of the services it commissions. The service specification for the Kent Integrated Offender Services will include a requirement for the provider to minimise the adverse environmental impact of the services it delivers.

12. Conclusion

- (1) Kent Commissioned Services will be undertaking a robust commissioning and procurement process to enter into a contract with a single provider in each area to deliver a cohesive and integrated Offender service. There will be two contracts awarded – one in East Kent and one in West Kent.

13. Recommendations

This report is for information only. The Commissioning Body is asked to note the report.

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