

Report for: Cabinet Member Signing – 7 December 2021

Title: Award of Housing Related Support Contracts - Single Homeless Pathway - Short Term Supported Accommodation

Report

authorised by: Charlotte Pomery, Assistant Director for Commissioning

Lead Officer: Gill Taylor, Strategic Lead – Single Homelessness & Vulnerable Adults, Gill1.Taylor@haringey.gov.uk

Ward(s) affected: All

Report for Key/

Non-Key Decision: Key Decision

1. Describe the issue under consideration

- 1.1. This report details the outcome of an open tender process and seeks approval to award four (4) contracts to the successful tenderers for the Provision of Housing Related Support (HRS) Single Homeless Pathway Services in accordance with Contract Standing Order (CSO) 9.07.1 (d).
- 1.2. Subject to approval, the contracts shall be awarded for a period of four (4) years commencing from 12th March 2022 to 11th March 2026 with an option to extend for a further period, or periods, of up to a total of three (3) years.

2. Cabinet Member Introduction

- 2.1. We know that people experiencing homelessness have some of the poorest outcomes of all our residents. They are more likely to be unemployed, have unmet physical and mental health needs, and are at risk of a preventable early death. Housing-related support services are a valuable resource in the borough, which enable and empower people to rebuild the confidence and skills needed to live independently.
- 2.2. The Council and its statutory partners are committed to ending street homelessness and to ensuring that vulnerable people have access to high quality supported accommodation that helps them rebuild their lives after homelessness. These Single Homeless Pathway contracts are therefore strategically important in delivering our commitments, as set out in the Borough Plan (2019-23). I welcome the outcome of this procurement exercise, which has identified organisations with the expertise and commitment required to support vulnerable Haringey residents. Strong contract monitoring practice will help to ensure that the services delivered are

of a high quality, in keeping with the Council's values and achieving excellent outcomes for our residents.

3. Recommendations

3.1. The Cabinet Member is asked:

3.1.1. To approve the award of contracts for the provision of HRS – Single Homeless Pathway Services to the successful tenderers (identified in Appendix 3 - Part B (exempt information) of this report), for a period of 4 years commencing from 12th March 2022 to 11th March 2026 with an option to extend for a further period, or periods, of up to 3 years, in accordance with CSO 9.07.1(d).

3.1.2. To approve the aggregated cost of the contracts for the initial period of 4 years will be £4,276,297 inclusive of London Living Wage (LLW). For a duration of 7 years (if the extensions are invoked) would be £7,593,503, inclusive of annual inflationary increases for contractual years 5, 6 and 7.

3.2. That Cabinet Member is also asked:

3.2.1. To note that insufficient tenders were received for two (2) Lots, please see Appendix 3 - Part B (exempt information) referenced later in this report at paragraph 6.7.8 in this report.

3.2.2. To note that a further procurement process will be undertaken as a matter of priority to commission the remaining units. Prior to this, feedback will be sought from bidders and partners to ensure retendering is effective and the new service model is fully in place by March 2022.

4. Reasons for decision

4.1. There is clearly evidenced demand for services that support residents around the wide-ranging needs and circumstances that contribute to, and cause, homelessness. Dedicated supported housing services provide a flexible and person-centred service approach to resident helping people maintain and establish sustainable housing, overcome health inequalities, and recover from other experiences that contributed to their homelessness.

4.2. The Single Homeless Pathway operates to prevent homelessness, facilitate rapid hospital discharge, and smooth prison releases for people with ongoing support needs. The pathway supports residents to develop and strengthen the skills required to sustain independence. There is a continuous and high demand for supported housing, with residents referred via London Probation Service, Barnet, Haringey, and Enfield Mental Health Trust (BEHMHT) and

Homes for Haringey's Housing Needs Service. These services make a key contribution to the health and wellbeing of local residents and there is both a strategic need and evidence base to support the award of these contracts.

- 4.3. The Homelessness Reduction Act (2018) brought about a range of changes to the way that local authorities respond to households who are homeless or at risk of homelessness. A key element of the new legislation is an extended duty, for the Council and its partners, to prevent homelessness at the earliest possible stage. This focus on early prevention will be a key element of these services and will therefore support the Council in meeting its statutory duties under the Act.
- 4.4. The Single Homeless Supported Housing Pathway will also contribute to delivery of the Council's Borough Plan (2019-2023) objectives and will play an integral role in the delivery of Haringey's Homelessness and Rough Sleeping Strategies, by supporting single adults with support needs to secure positive housing, health, and community outcomes.
- 4.5. An open tender process was carried out in accordance with Council's contract standing orders. The recommendation to award contracts to successful bidders is made following completion of tender evaluations based on criteria set out within the tender documents.

5. Alternative options considered

- 5.1. Do nothing – The Council could elect not to recommission the Single Homeless Pathway services. There is only a statutory requirement to provide accommodation for single homeless people where they are identified as vulnerable and in priority need under Section 189 of the Housing Act (1996 amended 2002). However, failing to provide support and accommodation to vulnerable single people result in increases in the number of people placed into temporary accommodation and in acute hospital admissions. This would not only have a significant detrimental impact on the residents affected but also on the Council and its partners. The option to do nothing was considered and rejected.
- 5.2. Extend existing contracts – Extension periods available within the existing contracts have been exhausted.
- 5.3. Deliver the services in-house – Extensive consideration was given to the possibility of in-house delivery for these services. However, the investment required to develop and manage the properties and teams required was found to be significantly greater than the resources currently available to the Council. In particular, sourcing and managing the required properties for these contracts was not considered feasible at the present time. The

successful tenderer's have an extensive track record in delivering these services and have committed the properties required to do so as part of their bids.

6. Background information

6.1. The Housing Related Support (HRS) programme currently funds 7 contracts in the Single Homeless Pathway for homeless and vulnerably housed people in Haringey. Services provide specialist, flexible and responsive supported accommodation to a wide range of client groups including:

- those at risk of homelessness and those rough sleeping
- those with substance misuse needs – including alcohol, legal and illegal substances
- those with mental and physical health needs
- people with histories of criminal justice involvement and imprisonment
- victims and survivors of gender-based violence

6.2. The provision of this type of supported accommodation not only enables vulnerable adults to achieve their personal goals. It is a preventative response to health and care needs which significantly reduces acute and reactive spend on social care placements, hospital admissions and prisons stays as well significantly reducing rough sleeping.

6.3. The existing services consist of 24-hour support, medium and low support services, and a women's only service. A profile of the current services can be seen in Appendix 5. The current contracts for these services expire on 11th March 2022.

6.4. The Council's Housing Related Support Team have reviewed and modernised the service delivery model for the Single Homeless Pathway. Service users and partners have been involved in reshaping the model to ensure a flexible mix of accommodation and support options is available to people who need them. The landscape for homeless services is complex and the Council and partners are keen to ensure an approach which offers greater simplicity and coherence. The refreshed Pathway consists of a variety of Housing Related Support services described in Appendix 4.

6.5. Consultation was carried out with existing providers and stakeholders. It was felt that services needed to be more flexible, by limiting the number of moves made by service users within the pathway and by moving away from previously used definitions and eligibility criterion. There was also evidence of demand for supported housing for LGBTQ+ people over 25 years of age.

All involved opted to continue with the existing women-only service, which has produced positive outcomes during its pilot years.

6.6. Procurement Process

- 6.6.1. An open tender process was carried out in accordance with the Public Contracts Regulations 2015 and the Council's Contract Standing Orders.
- 6.6.2. A Market Engagement event was held on 29th April 2021. This event was intended to communicate and share information with potential providers to help them understand the commissioning intentions and offer potential suppliers the opportunity to raise any questions and present their views. This event also included a presentation by an ex-service user to explain how an existing service had made a positive impact on his life, enabling substance misuse recovery and tenancy sustainment.
- 6.6.3. As required a Contract Notice was placed on Find a Tender Service (FTS) and Contracts Finder websites on 14th June 2021.
- 6.6.4. The Invitation to Tender (ITT) and supporting documents were published via the Council's e-sourcing portal, Haringey Procurement and Contract System (HPCS) to enable potential tenderers to access the tender and submit documents electronically.
- 6.6.5. The service was tendered in six (6) Lots:
 - Lot 1 Intensive & Long-Term Support
 - Lot 2 Intensive Support
 - Lot 3 Women's Intensive Support
 - Lot 4 Flexible Support
 - Lot 5 LGBTQ+ Transitional Support Service
 - Lot 6 Transitional Support & Move Through Service
- 6.6.6. Tenderers were permitted to submit tenders for one, some, or all Lots, however, the award of contracts was restricted to maximum of three (3) Lots to any single organisation.
- 6.6.7. Thirteen (13) organisations registered their interest on the portal and accessed the tender documents, a number of clarifications were raised during the tender process. Three (3) organisations declined to submit tenders citing inability to submit a competitive tender.

- 6.6.8. By the closing deadline of 2nd August 2021, 9 tenders were submitted across 5 lots. Details of the submitted bids are included under Appendix 3 (Part B- Exempt information) of this report.
- 6.6.9. All tenders were checked for compliance with minimum requirements including mandatory and discretionary exclusion criteria before quality and price evaluations.
- 6.6.10. All the tenders passed the compliance checks and their tenders evaluated using the Most Economically Advantageous Tender (MEAT) with a split of 60% quality and 40% price. The tender evaluation criteria and weighting were set out in the tender documents and clarified during the tendering process.
- 6.6.11. In order to ensure all tenders met an acceptable quality standard, tenderers were required to score a minimum of 420 points (70% of the total scores allocated to Quality). For combined services, tenderers were required to achieve a minimum score of 3 out of 5 or above in order to achieve a pass for their combined services offer.
- 6.6.12. Tenders were evaluated by a panel comprising of officers from Commissioning and Public health as well as a service user peer. Quality and Price scores were added together to determine the Most Economically Advantageous Tender(s) for each Lot.
- 6.6.13. The outcome of the tender evaluation and breakdown of quality and price scores achieved by each tenderer for each lot is set out in Appendix 1 (Procurement Outcome) of this Report. Also, further information about the tender evaluation is contained in Appendix 3 (Part B - Exempt Information) of this report.

6.7. Transition and Contract Management

- 6.7.1. In order for the new service to commence delivery to the public on 12th March 2022, the Commissioners have allocated three months for transition and mobilisation of the contracts.
- 6.7.2. Contract management will be incorporated into the contracts. Key Performance Indicators and methods of measurement are integrated within the service specification and will be monitored through contract monitoring meetings and reports.
- 6.7.3. Contract monitoring meetings will be held monthly for the first six months and quarterly thereafter. The purpose of monthly monitoring meetings will be to examine the implementation of the service, monitor delivery of the service at

an operational level and to foster partnership working to facilitate early resolution.

7. Contribution to strategic outcomes

7.1. The provision of the Single Homeless Pathway contributes significantly to the Council's strategic outcomes under the Housing Priority of the Borough Plan 2019 – 2023, in particular:

‘Work together to prevent people becoming homeless and to reduce existing homelessness’ and,

‘Ensure access to high quality housing support that prevents or relieves homelessness for people with additional needs’.

7.2. Pathway services will contribute to the strategic objectives of Adult Social Care and their partners to offer preventative interventions at individual and community levels, decreasing demand on supported housing, preventing escalation of need and offering viable options to residential care.

7.3. The services will contribute to the Haringey Safeguarding Adults Board strategic priorities by ensuring that people with identified care and support needs are able to access appropriate and timely support that is relevant to their circumstances, capabilities and personal goals.

8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

8.1. Finance

8.1.1 The contracts for the successful tenders are estimated to cost £4,276,297 over the 4-year term from 12th March 2022 to 11th March 2026 and up to £7,593,503 if extension of 3 years is invoked.

8.1.2 The costs of the contract will be approximately £57,000 in the 2021/22 financial year and, on average, £1.1m each subsequent financial year for the remainder of the contract. This cost will be funded from the approved general fund budgets for Housing Related Support services.

8.2. Procurement

8.2.1 As required for health and social care services that fall within the remit of Schedule 3 of the Public Contracts Regulations 2015 a contract notice was duly published and an appropriate compliant tender process undertaken as

outlined at 6.7 above in line the Regulations and Contract Standing Orders 9.01.

8.2.2 The tender returned best value for the Council, as all successful bids were within the budget envelope and also returned a saving of some 1.85%. Some lots, however, were not let during the tender process and will necessitate a further procurement process.

8.2.3 Sufficient time has been created for transition and contract mobilisation to mitigate against the risk of delayed contract start dates to enable seamless and successful service deliveries.

8.2.4 Commissioning will regularly monitor the contract in line with key performance indicators and other requirements set out in the service specification to ensure service user outcomes are met

8.3. Legal

8.3.1. The Head of Legal and Governance notes the contents of the report.

8.3.2. The report confirmed that the open tender procedure was followed during the tender process and as such the procurement was in line with the provisions of the Council's Contract Standing Order (CSO) 9.01.1 and CSO 9.01.2(a) and it is therefore compliant with the provisions of the Public Contracts Regulations 2015.

8.3.3. In accordance with the provisions of CSO 9.07.1(d), Cabinet may approve the award of a contract if the value of the contract is £500,000 or more and as such Cabinet has power to approve the award of the contract in the Report.

8.3.4. The Head of Legal and Governance sees no legal reasons preventing the approval of the recommendations in the report.

8.4. Equalities and Diversity Officer

8.4.1. The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between people who share those protected characteristics and people who do not;
- Foster good relations between people who share those characteristics and people who do not.

- 8.4.2. The three parts of the duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.
- 8.4.3. The proposed decision is to award contracts for the Provision of Housing Related Single Homeless Pathway Support Services to the successful tenderers for 4 years. The primary beneficiaries of the decision are individuals with experiencing homeless with multiple and complex needs. The decision represents a measure to meet the needs of this group where they differ from the needs of others, and therefore advances equality of opportunity. Among whom those from Black and Asian Minority and LGTBQ+ communities are overrepresented and possess the protected characteristics of race and sexual orientation.
- 8.4.4. Those most likely to be affected by the decision are single homeless adults and those at risk of homelessness aged 18+ in the borough. This cohort of people is broadly made up of men aged between 25-50 years old, with over-representation of people from BAME backgrounds, people with long-term mental health conditions, substance use needs, and physical health concerns related to prolonged periods of rough sleeping, drug use and self-neglect. Women represent around 23% of the cohort but are often disproportionately affected by issues of previous trauma and violence, as well as substance use and lack of engagement with services.
- 8.4.5. This measure aims to eliminate discrimination and advances equality of opportunity for the named above groups as well as for the wider community. This will lead to better recovery, tenancy sustainment and better outcomes for the future including job opportunities and education. This will also support people from the LGTBQ+ community who are overrepresented as service users.
- 8.4.6. The organisations for these contracts will be carrying out a public function on behalf of a public body and will be obliged to have due regard for the need to achieve the three aims of the Public Sector Equality Duty as stated above. Appropriate contract management arrangements will be established to ensure that the delivery of the Single Homeless Pathway services does not result in any preventable or disproportionate inequality. The Council will take steps to collect demographic data on service users to identify any inequalities in service provision that may arise and to inform future equalities analysis.
- 8.4.7. An Equality Impact Assessment has been completed for the proposed, Award of contracts for the Provision of Housing Related Single Homeless Pathway Support Services and is included as Appendix 2 to this report.

9. Use of Appendices

- 9.1. Appendix 1 – Procurement Outcome
- 9.2. Appendix 2 – Equalities Impact Assessment
- 9.3. Appendix 3 – Part B of the report - Exempt Information
- 9.4. Appendix 4 – Proposed Services
- 9.5. Appendix 5 – Profile of Existing Services

10. Local Government (Access to Information) Act 1985

- 10.1. This report contains exempt and non-exempt information. Exempt information is contained in the exempt report and is not for publication. The exempt information is under the following category: (identified in the amended schedule 12 A of the Local Government Act 1972 (3)) information in relation to financial or the business affairs of any particular person (including the authority holding that information).