

**Report for:** Cabinet 22 January 2019

**Title:** **Award of Contracts to provide the Young People's Supported Housing Pathway**

**Report authorised by:** Charlotte Pomery, Assistant Director Commissioning

**Lead Officer:** Gill Taylor, Strategic Lead Single Homelessness and Vulnerable Adults

**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** Key Decision

## **1. Describe the issue under consideration**

- 1.1 This report seeks approval from Cabinet to award contracts for the provision of the Young People's Supported Housing Pathway, in accordance with Contract Standing Order 9.07.1 (d).
- 1.2 The contracts will be awarded in two lots namely: Lot 2 – Visiting Support Services and Lot 3 – Housing First for Care Leavers. Haringey received zero bids for Lot 1 – The Assessment Centre.
- 1.3 The contracts shall commence on 1<sup>st</sup> March 2019. The contract duration is for three (3) years, with the option to extend for a further period of three (3) years.

## **2. Cabinet Member Introduction**

- 2.1 As a borough we are committed to tackling homelessness and to ensuring that vulnerable people have access to high quality housing-support that helps them rebuild their confidence and independent living skills. Nowhere is this more important than in providing housing-support to homeless young people and care leavers. The recommissioned Young People's Supported Housing Pathway will provide a range of supported housing services that are vital to our efforts to prevent and relieve homelessness and give young people a good start in life. The decision to integrate supported housing services for care leavers and homeless young people is pragmatic and will achieve a more diverse support offer for young people, improve the quality of support

and value for money to the Council. Therefore, it is appropriate to award new contracts for the delivery of these outcomes.

### **3. Recommendations**

- 3.1 That Cabinet approves the award of three contracts for the Young People's Supported Housing Pathway, to the organisations outlined in the exempt report, for a duration of three (3) years with option to extend for a further three (3) years, with a commencement date of 1<sup>st</sup> March 2019. The total value of the contracts for the initial three (3) years is £553,041 and the total value of the contracts over the six (6) years is £1,106,082.

### **4. Reasons for decision**

- 4.1. The Homelessness Reduction Act sets out a responsibility for local authorities to prevent and relieve homelessness at the earliest stage. In Haringey, our Homelessness and Rough Sleeping Strategies clearly outline our commitment to tackling the causes and triggers of homelessness and addressing housing vulnerability. In addition, the Council has a statutory duty to provide accommodation and support for care leavers and homeless 16-17 year olds. Young people are especially vulnerable to homelessness triggers due to their age, economic status and lack of experience living independently. Supported accommodation helps young people address the issues that led to their homelessness, prepare for independent living and secure long-term housing security. Therefore, a Supported Housing Pathway which specifically addresses the needs of young people is required.
- 4.2. The current contracts for Young People's Supported Housing Services expire on the 28<sup>th</sup> February 2019.
- 4.3. A full tender process was conducted by a joint team of Council officers and service users following a period of service re-design. The Pathway structure reflects in-depth consultation and design work with young people, frontline practitioners and neighbouring boroughs:
- a) Lot 1 was for the provision of a high-support Assessment Centre,
  - b) Lot 2 for the provision of Visiting Support Services. This Lot includes discrete services for former Unaccompanied Asylum Seeking Children, in recognition of the specialist services that this cohort requires.
  - c) Lot 3 for Housing First for Care Leavers.

### **5. Alternative options considered**

- 5.1. **Extend the current Housing Related Support Contracts for young people beyond the 28<sup>th</sup> February 2019.** In March 2017, Cabinet approved the recommendations of the Supported Housing Review, which committed to commissioning a new and integrated pathway of supported housing for homeless young people and care leavers. This pathway would offer a range of new provision types, settings and support levels, with services tailored to meet different needs and a focus on enabling young people to build on their assets. The existing supported housing contracts did not deliver this vision; therefore, a re-design exercise was required.
- 5.2. **Do nothing.** The Council's statutory duties under the Homelessness Reduction Act (2017) and the Children and Social Work Act (2017) require appropriate housing to be available to relieve homelessness for particularly vulnerable groups. The Young People's Supported Housing Pathway is a key element of this provision in Haringey, so it is not considered a viable option to let the contracts expire without identifying alternative provision.

## 6. Background Information

- 6.1. The Council currently commissions 30 units of high support accommodation for young people at risk and 22 units of visiting support for young people moving towards independence. These services commenced operation on the 14<sup>th</sup> January 2015 and 3<sup>rd</sup> February 2015 respectively. Since their inception in 2015, a number of reviews, needs analysis exercises and co-production activities with young people have demonstrated a shift in the needs of young people requiring housing related support due to homelessness or leaving care. Therefore, a refreshed supported housing pathway, which better meets the needs and aspirations of young people, is required.
- 6.2. The Homelessness Reduction Act (2018) has made significant changes to the way that local authorities respond to homelessness, reinforcing the importance of preventing homelessness and its earliest stage. Homes for Haringey have reported an estimated 35% increase in the number of single homeless people requesting support since the inception of the Act. The newly commissioned Pathway comprise services that empower young people to tackle the complex vulnerabilities that trigger and perpetuate homelessness.
- 6.3. The Children and Social Work Act (2017) extended local authorities' duties to care leavers up to their 25th birthday. From April 2018, an additional 160 care leavers became eligible to return to Haringey's Young Adults Service for assistance. Evidence from the service shows that housing and independent living issues have been the primary reason for the return of 21+ care leavers.

The commissioning of a supported housing Pathway that meets the needs of vulnerable care leavers is an important part of our local offer for this cohort.

- 6.4. In March 2017, the Cabinet approved the Supported Housing Review, a report that made a suite of recommendations regarding how to improve the efficacy of support models and built environments for a range of client groups. One of the recommendations contained within the Review, was to commission a re-designed pathway for young people. This report delivers on that commitment by offering a more integrated provision for homeless young people aged between 16 and 25 years. The Pathway's desired outcomes for young people are; improved mental health and wellbeing, financial resilience, education and employment outcomes and secure housing to move-on to.
- 6.5. An outcome of increased integration between supported for homeless young people and care leavers is the ability to generate improved value for money through block contracting arrangements with the youth homelessness provider market. Savings anticipated through the successful redesign of the Young People's Supported Housing Pathway will contribute an estimated £138,000 to Medium Term Financial Savings (MTFS) targets each year for the three years from April 2019/20.
- 6.6. The refreshed Pathway creates the first Housing First service for care leavers in the UK. This evidence-based housing support intervention enables people who are unable to cope with supported housing environments to secure long-term housing first, as a platform from which to address other issues and needs. This service is an exciting opportunity for the borough to understand how to support out most vulnerable care leavers to break cycles of placement breakdown, mental health crisis and challenging behaviour that we know leads to repeat homelessness and poor outcomes in adulthood.

## **7. Procurement process**

- 7.1. The services provided under this contract are considered Health and Social Care services and are therefore subject to Light Touch Regime under the Public Contract Regulations 2015. An open tender process was carried out in accordance with the Council's Contract Standing Orders and procurement Code of Practice.
- 7.2. A Prior Information Notice was published in the Official Journal of the European Union (OJEU) on 6th July 2018 setting out the Councils' intentions to procure services within the next two months.
- 7.3. A market engagement event was held on 30<sup>th</sup> July 2018, to communicate commissioning intentions and offer potential suppliers the opportunity to raise

any questions and present their views before proceeding to the next stage of the commissioning programme. Following the market engagement event, an open tender process was selected as the most efficient and cost-effective way to approach the provider market.

- 7.4. The tender was advertised by publishing a contract notice in Official Journal of the European Union (OJEU) and on contract finder on 20th August 2018. The Invitation to Tender (ITT) and supporting documents were uploaded on Haringey Contracts and Procurement System (HCPS) (e-tendering portal) where following a registration process, the potential tenderers could access the tender documents and submit their tenders electronically.
- 7.5. By the closing date of 24th September 2017, 21 organisations had accessed the documents and registered their interest on the Haringey Contracts and Procurement System. Two organisations declined the tender opportunity. Six tenders were received (three tenders for Lots 2 and 3 respectively).
- 7.6. Tenders were evaluated on the basis of the Most Economically Advantageous Tender (MEAT) methodology with a split of 30% price and 70% quality. This proportion was selected as the contract price was pre-determined. For method statement evaluations tenderers were required to score a minimum of 70% to progress to the interview stage. This was to ensure all bids met an acceptable quality standard. The evaluation criteria and weighting were set out within the invitation to tender documents and clarified.
- 7.7. Quality was evaluated with method statements covering the following areas:
  - Experience supporting young people
  - Approach to Support
  - Co-production and meaningful involvement of service users
  - Partnership working and developing a community of practice
  - Safeguarding and risk management
  - Performance and outcomes monitoring
  - Staffing and Management
  - Social value
  - Delivery model
  - Implementation of service and provision of buildings
- 7.8. For Lot 2, one bidder did not reach the minimum allocated scores for quality, as set out in the tender documents and were therefore eliminated from the process with no further assessment. In Lot 3, two bidders were eliminated for the same reason.

7.9 The tables below detail scores for the winning tenderers by Lot. Further information about the tender evaluation is contained in Part B (exempt part) of the report.

### Lot 2 – Visiting Support Services

Tenderer	Quality Scores (out of 700 points)	Price Scores (out of 300 points)	Total scores (out of 1000 points)	Rank
Successful Bidder A	576	300	876	1
Successful Bidder B	572	300	872	2
Bidder C	300	0	300	

### Lot 3 – Housing First for Care Leavers

Tenderer	Quality Scores (out of 700 points)	Price Scores (out of 300 points)	Total scores (out of 1000 points)	Rank
Successful Bidder A	630	300	930	1
Bidder B	376	0	376	
Bidder C	276	0	276	

## 8. Transition arrangements and contract management

- 8.1. The new contracts are scheduled to start on 1st March 2019, allowing for a period of transition between the incumbent providers and the successful tenderers.
- 8.2. Tenderers were asked to provide an implementation plan as part of their submission, which will be monitored by the Housing Related Support Team to ensure timely service commencement.
- 8.3. Contract management will be incorporated into the contract. Key performance indicators are included within the service specification for each Lot and will be monitored by the Housing Related Support Team to ensure that service delivery targets and service users outcomes are achieved.

## 9. Contribution to strategic outcomes

- 9.1 The Young People's Supported Housing Pathway redesign and commissioning contributes to the strategic objectives outlined in the Council's Corporate Plan, in particular Priority 1, 'Enable every child and young person to have the best start in life, with high quality education', Priority 2 'Empower all adults to live healthy, long and fulfilling lives' and Priority 5 'Create homes and communities where people choose to live and are able to thrive'.
- 9.2 Delivering a redesigned and integrated supported housing pathway for homeless young people and care leavers was one of the recommendations of the Supported Housing Review, approved by Cabinet in March 2017.
- 9.3 Delivering an integrated supporting housing pathway that offers additional provision for Haringey's care leavers, is anticipated to contribute towards MTFs savings targets, to an annual value of £138,000 for the life of the contracts.
- 10. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

#### **Finance**

- 10.1 The funding for Lot 2 and Lot 3 is from the Housing Related Support Grant, of which commitment to relevant levels of spend is profiled.
- 10.2 Lot 2 is a commitment to an annual spend of £78k and Lot 3 £75k.
- 10.3 It is noted that appropriate attention was made to obtaining value for money, through the criteria which takes account of both quality and price when arriving at the successful bidder.

#### **Procurement**

- 10.4 The procurement of the service meets the requirements of the Light Touch Regime (LTR) under Public Contracts Regulation 2015, which stipulates that all contracts procured above the threshold must be advertised via the Official Journal of the European Union. As well as, the transparency of the evaluation process, which was clearly set out in the tender documents, non-discrimination and the equal treatment of bids.
- 10.5 The procurement is also in line with CSO 9.01 and the Procurement Code of Practice.

- 10.6 Securing properties, to deliver the number of supported housing units required, has been problematic due to a paucity of provision in borough or just across the borough boundaries. As such the full capacity for the service has not been met and further commission work is required to achieve the desired capacity of the service. Nevertheless the Council has secured best value for the units/service purchased particularly as the price bidders were able to charge for the service was capped in order to be contained within budget.
- 10.7 In order to minimise the risk of service issues the contract specification details various contract monitoring requirements that Suppliers will be expected to adhere to including panel meetings to ensure the service is tailored for the individual service users, appropriate referrals, or move through the pathway, quarterly sector meetings and contract management meetings to discuss performance, share good practice or any service delivery issues. As well as an expectation that Suppliers attend forums to ensure they are aware of local neighbourhood issues that may impact on their service e.g. Safer Neighbourhoods.

## **Legal**

- 10.8 The Assistant Director of Corporate Governance notes the contents of the report.
- 10.9 Pursuant to 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 the power to approve the award of the Contracts in this Report.
- 10.10 The Assistant Director of Corporate Governance sees no legal reasons preventing the approval of the recommendations in the report

## **Equality**

- 10.11 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need 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.
- 10.12 The three parts of the duty applies 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.

- 10.13 This decision is to approve contracts for the provision of housing-related support for homeless young people and care leavers. Those most likely to be affected by the decision are single homeless young adults aged 18+ in the borough, although there is some provision in the new contracts to provide services for young people aged 16 and 17 years. The cohort is broadly made up of young men aged between 18-22 years old, with over-representation from people from BAMER backgrounds, LGBTQ+ young people and those affected by youth violence, childhood trauma and inadequate support networks. Young women represent less than 20% of the cohort but are often disproportionately affected by issues of exploitation, sexual violence and abuse. Further detail about the profile of the single homeless population in Haringey is set out in the Equalities Impact Assessment of the Cabinet Report on the Creation of a Single Homelessness Hub (September 2018).
- 10.14 This decision will help the Council to meet its equalities duties and address known inequalities affecting individuals with protected characteristics, in particular relating to age, sex, sexuality, gender identity, race, and disability. Accordingly, the decision represents progress to eliminate discrimination and advance equality of opportunity.

## **10 Use of Appendices**

Exempt Appendix with tender information - This is exempt under Schedule 12A to the 1972 Act – Paragraph 3 Information relating to the financial or business affairs of any particular person (including the authority holding that information).

## **11 Local Government (Access to Information) Act 1985**

Haringey Homelessness Strategy (2018)  
<http://www.minutes.haringey.gov.uk/documents/s100152/Appendix1HomelessnessStrategyv24.pdf>

Haringey Rough Sleeping Strategy (2018)  
<http://www.minutes.haringey.gov.uk/documents/s100015/Appendix%201%20Draft%20Rough%20Sleeping%20Strategy%20v23.pdf>

The Creation of a Single Homelessness Hub 11<sup>th</sup> September 2018 Cabinet Report:

<http://www.minutes.haringey.gov.uk/mgConvert2PDF.aspx?ID=103453&ISATT=1#search=%22homeless%20hub%22>

The Supported Housing Review and Housing Support Transformation 14<sup>th</sup>  
March 2017

<https://www.minutes.haringey.gov.uk/mgAi.aspx?ID=52346>