

Classification: Open	Decision Type: Key
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Report to:	Cabinet	Date: 04 September 2024
Subject:	PART A- Tender of Neighbourhood Housing Support Services- Supported Accommodation and Floating Support Services	
Report of	Deputy Leader and Cabinet Member for Health and Adult Care	

1 Summary

- 1.1 Following the [Cabinet report on the 4th April 2024](#), approval was given to the Community Commissioning Division to engage in a tendering exercise for supported accommodation and floating support for people that require housing related support. After review and procurement, this further report requests the approval for the division to award two contracts- 1) Supported Accommodation and 2) Floating Support, both within Neighbourhood Housing Support Services.
- 1.2 Neighbourhood Support Housing Services provide short term, outcome focused interventions to vulnerable adults. These services will support individuals to build resilience and independence, improve health and wellbeing, ensure stability of accommodation, maximise income and support meaningful and economic activity.

2. Recommendation(s)

- 2.1 The recommendations are for Cabinet to:
- Award Adullam Homes a 4-year contract for Supported Accommodation
 - Award Calico Enterprise a 4-year contract for floating support
 - Enter a 4-year arrangement (1st October 2024- 31st September 2028) for both services, including a 1-year extension- subject to performance and review.
 - Delegate finalisation and sealing of these contracts including any clarifications to the Director of Law and Democratic Services in consultation with the Executive Director for Health and Care.

3. Reasons for recommendation(s)

- 3.1 There has been a significant increase in the number of single people that require tenancy related services and households that require interventions to sustain their tenancies. Rough sleeping and single homelessness has increased locally, due to numerous factors.
- 3.2 There is a need for supported accommodation for single people and floating support for households to reflect rising homelessness in the borough, regionally and nationally. Services must be fit for purpose, to

prevent people from failing in their tenancies and provide housing solutions that develop independent living skills and improve quality of life in the community.

- 3.3 A tendering exercise has been completed to reflect the award to Adullam Homes and Calico Enterprise, which delivers both quality and savings to the Council.

4 Alternative options considered and rejected

- 4.1 Procurement rules did not allow any further extensions to previous contractual arrangements. Therefore, the only option is to engage in a procuring process, which provides an opportunity to review what the landscape of supported and floating support should look like to ease homelessness pressures in Bury.

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5 Background

- 5.1 Following approval by [Cabinet on the 4th April 2024](#), the Commissioning Division commenced a review of supported accommodation and floating support provision. This was required to complete a robust procurement and tendering exercise to meet the needs of people who require housing related support in Bury.
- 5.2 As extensively and clearly evidenced in the report, the number of people that have complex needs has significantly increased over the last 3 years. This has meant that services have had to accommodate people with complex and diverse needs to ensure that needs are met.
- 5.3 Increased homelessness and more people struggling to sustain their tenancies, strongly suggests that there is a need for the continuation of supported accommodation for single people and childless couples over 18 years old and floating support services for all residents of Bury, including single people, childless couples and families with dependent children. Floating support will be tenure neutral, which includes people that are living in social housing, private tenancies and those that are owner occupiers.

6 Consultation of Neighbourhood Housing Support Services

6.1 Stakeholder Consultation

6.2 Two Stakeholder Events were held in February and March 2024, the total number of stakeholders consulted was 38, this included potential bidders, residents and key partners including Homelessness and Housing Services, Probation, Community Mental Health Team, Bury Achieve and partners in voluntary and faith sector. The slides from these events can be found in the Appendix section.

6.3 Key highlights from stakeholder events

- ★ Clear pathways and partnerships are required.
- ★ Drop-ins in the community for people to access floating support have been working well.
- ★ Floating Support Services should remain tenure neutral.
- ★ Self-referrals work well.
- ★ Contract length needs consideration, as short contracts do not enable providers to establish themselves in localities and offer job security to their staff.
- ★ Shared accommodation is not for everyone, more dispersed self-contained housing stock is required. Some high-risk tenants need their own front door.
- ★ 24/7 staffing needs to be considered in supported accommodation.
- ★ Time frames needed for move-on into settled accommodation need to be longer.
- ★ Time frames needed for community support once a person moves to independent living need to be longer to improve success.
- ★ Avoid duplication of services.
- ★ Gap – recovery / abstinence housing options.
- ★ Lack of available move on accommodation can mean people are staying in supported accommodation longer than needed.

6.4 Customer Consultation

6.5 Consultation with current and previous customers of Adullam and Calico took place during March and April 2024. This included:

- Private face to face sessions with 7 people.
- Two group consultation sessions with 23 people.
- Microsoft Forms surveys were sent out and 41 responses were received.

A total number of 71 customers were consulted.

6.6 A Microsoft Forms Survey was used to capture people's views both face to face and electronically using a QR code for those that preferred this:



A link to the survey results is below:

<https://forms.office.com/Pages/AnalysisPage.aspx?AnalyzerToken=HzMWNyaMbZ9d1FNTBSEXcWIPSQcn2xYC&id=0DG3s8CYC0SHZY1kZKjtgstDFycYNz1BsvFLwrIT1nBUN1RGQUg5VzM1UVpFWjUwSzISRTg5TFY0Wi4u>

6.7 **Key highlights to consider for supported accommodation:**

- ◆ Shared accommodation works for some; seeing others, having someone to talk to, cook and eat with is helpful in reducing isolation and loneliness.
- ◆ Self-contained accommodation would be better for some, shared can be overwhelming.
- ◆ Sharing with people that use substances and alcohol can be difficult for those trying to stop.
- ◆ Consideration needs to be given to those from different cultural backgrounds.
- ◆ All shared accommodation should have en-suites.
- ◆ Some residents have mobility problems and need accessible ground floor accommodation.
- ◆ Not being allowed visitors is frustrating, especially for those who want family or their children to visit. Families are a support network that can keep people on track.
- ◆ Moving out can be lonely- some felt support after moving on should be longer than 4 weeks; it should be flexible around the person, and they should be able to dip in and out based on need to prevent spiralling into crisis with bills and loneliness.
- ◆ In shared accommodation it can feel scary and frightening when staff are not around at night and weekends.
- ◆ Mixed gender accommodation was not considered a problem.
- ◆ People want help to access courses and voluntary work.
- ◆ Those leaving prison need support at the gate, housing is the number one priority. If that's not there, there is high risk of re-offending, drug misuse and feelings of no hope.
- ◆ People want support to get involved in the community, groups and education to establish interests, connection, hope and stop reoffending and drug use.
- ◆ 9 months move on target should be flexible around the person and the ready to move form not being able to be submitted sooner is unhelpful as it takes so long to get people registered and bidding and there are limited available properties.

6.8 **Key highlights to consider regarding floating support:**

- ❖ Floating support being available at drop-ins in the community, virtually and over the phone work well. Positive feedback about this being good because people can access help and advice when needed with understanding letters, making phone calls, managing debts, rent arrears, evictions, signposting, and a listening ear.
- ❖ Shared view that non-judgemental, caring, knowledgeable staff that are available when needed is helpful.
- ❖ Joint working with other agencies is good.
- ❖ Translating information into other languages is helpful, and enrolling people on ESOL course.
- ❖ Support to access training and education and leisure is good.
- ❖ Shared view that being able to access floating support has improved people's health and wellbeing and helped sustain their tenancies by maximising benefits and managing debts and accessing their community.

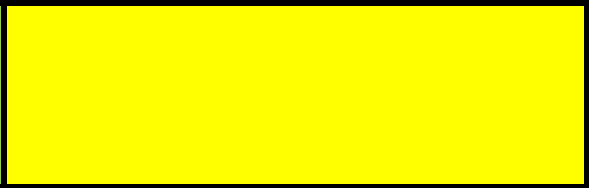
6.9 Floating support drop-in sessions in the community were attended and the following key observations were made:

- Wide range of services joint working; putting people in contact with the right person is good; however, potentially some duplication.
- Primary benefit of offering drop-in support in localities is that people are talking to each other, developing community connections, given a hot drink/ meal/ food parcel and other donated items such as toiletries.

6.10 Following extensive consultation and findings detailed [in the report on the 4th April 2024](#), tender documents were developed (see Appendixes section). Key highlights from both tenders are:

Supported Accommodation tender	Floating Support tender
<ul style="list-style-type: none"> ◆ 60 units of accommodation in a mixed housing portfolio- including shared and dispersed housing. ◆ 3-month support package delivered to help people move on into their new homes ◆ Maximum stay in supported accommodation changed from 9 months to 12 months- to extend time for people to develop independent living skills. ◆ Limited tolerance to provide safe place where people are supported to achieve abstinence from drug and/or alcohol use. 	<ul style="list-style-type: none"> ◆ 600 hours will be commissioned to be provided per week to all residents, including single people, childless couples and families with dependent children. ◆ All households able to access floating support- including residents living in social housing, private rented and owner occupiers. ◆ The service will include floating support for older people in sheltered housing to help sustain their tenancies.

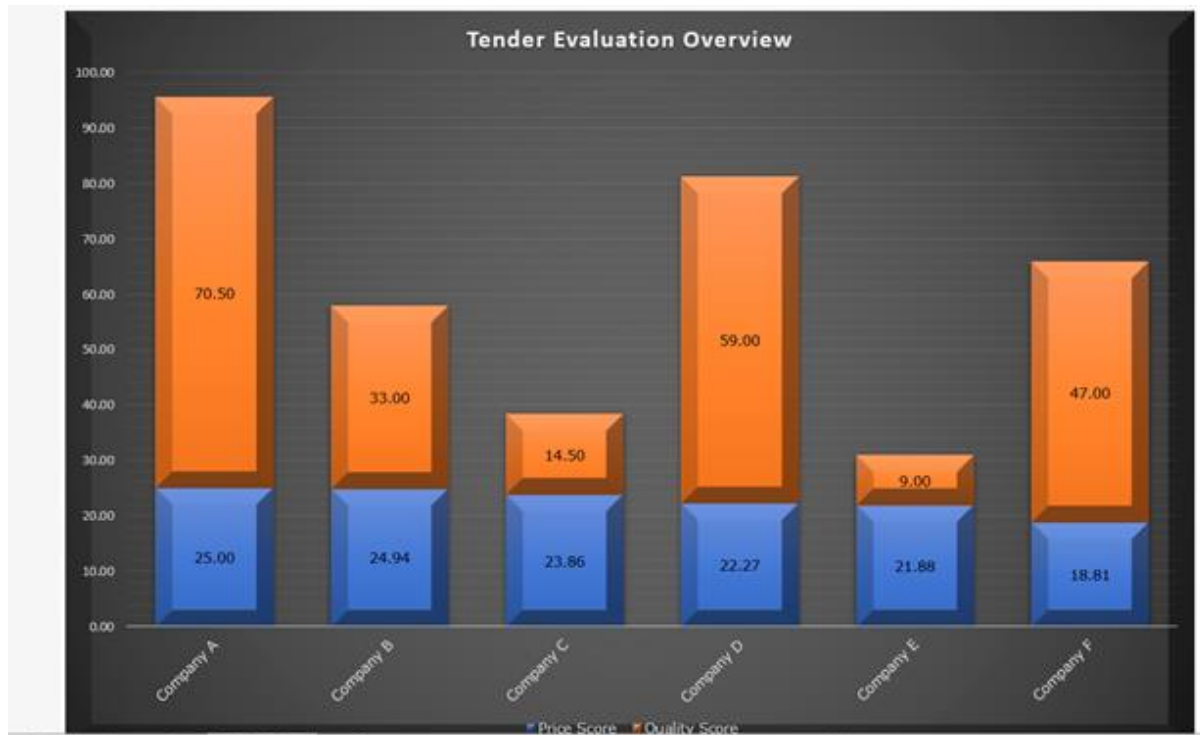
- ◆ Accommodation meets the criteria detailed in the [Checklist of accommodation standards](#) published by Community Commissioning.



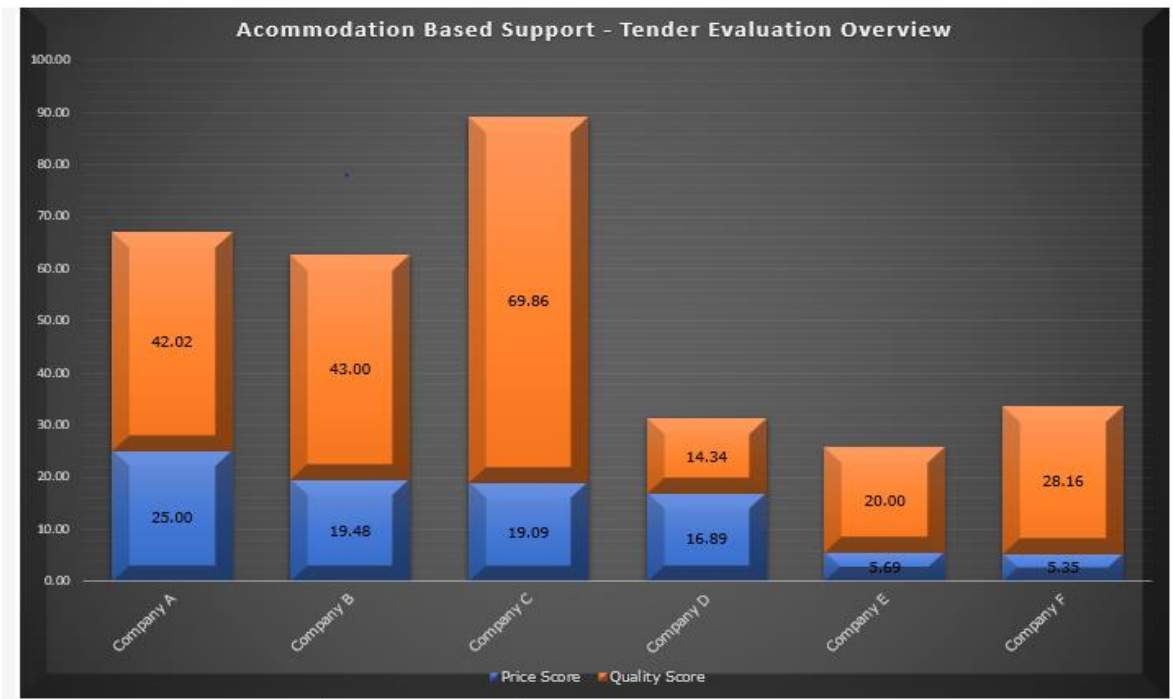
6.11 Based on the outcomes of findings and the consultation, in conjunction with the Procurement Team, a tendering exercise commenced on 3rd July 2024 advertising both floating support services and accommodation-based services, inviting potential bidders to accommodate and support people in Bury.

6.12 Panel members who evaluated bids and interviewed providers included Community Commissioning, key stakeholder representatives and a person with lived experience representing 'Project Free' a peer support service that helps men in Bury to overcome substance misuse, break cycles of behaviour, and integrate those leaving the criminal justice system back into the community.

6.13 There were six bids evaluated for the floating support contract. The graph below shows each company's price and quality scores. The winning bidder, Calico, is identified as 'Company A'.



6.14 There were six bids evaluated for the accommodation-based support contract. The graph below shows each company's price and quality scores. The winning bidder, Adullam, is identified as 'Company C'.



7.0 Recommendations

7.1 After the tendering and commissioning exercise, it is recommended that:

- A contract is awarded to Adullam Homes for 60 units of accommodation over a 4-year period.
- A contract is awarded to Calico Homes for 600 hours per week of floating support over a 4-year period
- Enter 4-year contractual arrangements from the 1st October 2024 to the 31st September 2028, with the option to extend by 1 year based on performance and review.
- Delegate finalisation and sealing of these contracts including any clarifications to the Director of Law and Democratic Services in consultation with the Executive Director for Health and Care.

Links with the Corporate Priorities:

9.0 The Housing for Adults with Additional Needs Strategy aligns to the Bury Let's Do It Strategy which provides the vision to enable people of all ages to live well within their neighbourhoods, supported by the integration of public services with our neighbourhood hubs. The procurement of Neighbourhood Housing Support Services also meets the aspirations of the Let's Strategy.

Local

- Local housing options for local people by accommodation homeless people in Bury
- Developing and regenerating the unique townships where people live

- Prevent the need for Bury residents to have to move out of the borough to have their tenancy needs met.
- Bring Bury residents back in borough if its right for them.
- Work with local developer's and providers who know the local area.

Enterprise

- Encouraging enterprise to drive inclusive economic growth through our business community.
- Enterprising innovation and creative solutions to current housing issues, including a mixed housing portfolio.
- Be bold in our housing solutions and future developments in Bury.

Together

- Working together to commission quality supported accommodation, fit for purpose homes for people with additional needs in Bury.
- Working together with service users, their carers and families to shape accommodation options and positive move on.
- Working together to ensure inclusivity throughout the housing agenda and preventing homelessness.

Strengths

- Taking a strength- based approach to recognise the assets and strengths of communities to settle people in their new homes.
- Recognising the strengths of individuals enabling their independence, choice, and control for housing.

Equality Impact and Considerations:

EA has been completed.

Environmental Impact and Considerations:

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

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Increase in demand of people who have housing/homelessness problems accessing the service and have complex needs (mental health, offending histories, and substance misuse problems).	The review considered the pathways which are required to ensure early identification of people/households that require housing related support. it included different ways of working to develop support packages which are

	not only tenancy related but provide interventions for other aspects of people lives to develop independence and resilience.
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Legal Implications:

The provision of tailored supported accommodation supports compliance with the statutory duties in the Care Act 2014 to support individual wellbeing which includes promoting the maintenance of personal dignity, emotional wellbeing and the suitability of living accommodation (Section 1(1) and (2) Care Act 2014).

The procurement of these services has been carried out in compliance with the Public Contracts Regulations 2015. Legal services should be engaged to finalise the terms and execute each contract.

Financial Implications:

The total cost of the two contracts will be funded from existing budget provision and consequently there is no cost impact to the Council.

In addition, the awarding of the two contracts will generate a c. £0.045m saving. The saving has been built into the Health & Adult Care (HAC) Directorate medium term financial strategy (MTFS)

As part of the monthly budget monitoring cycle, Finance and Budget holders will track the expenditure linked to the two contracts ensuring that all expenditure aligns to the funding provided.

Any financial risks/pressures identified will be highlighted to the Director of Adult Social Services as part of the monthly budget monitoring conversation whereby an action plan will be deployed to mitigate any financial risks/ pressures.

Appendices:



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NHSS Consultation Event Slides- Feb-



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Background papers:

[Review of Neighbourhood Housing Support Services- Cabinet- 4th April 2024](#)

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

Term	Meaning