

Report to:	Cabinet	Date: 09 September 2026
Subject:	A Bed Every Night ("ABEN") - contract extension Adullam Homes	
Report of	Cabinet Member for Housing Services	

1. Summary

- 1.1** This report seeks permission for the Council to extend the current A Bed Every Night ("ABEN") contract between the Council and Adullam Homes Housing Association Limited (company number IP20853R) ("Adullam Homes") for a further period of 12 months, whilst the service re-procure the ABEN provision to reduce the number of individuals rough sleeping within the borough. The ABEN provision provides safe off the street accommodation, as well as the opportunity for individuals to develop independent living skills and break the cycle of homelessness.
- 1.2** This report further seeks permission to delegate authority to the Director of Housing to award the new contract and commission, on completion of a compliant tender exercise via CHEST.
- 1.3** Greater Manchester has, since 2018, invested heavily in a strategic and mission-oriented approach to end rough sleeping and prevent homelessness across our region. At the core of these efforts is ABEN, which remains a central pillar of our safety net for people experiencing, or at risk of, rough sleeping
- 1.4** The ABEN has been delivered locally in four separate tranches, initially operating as a sit-up provision from 2018. The specification for ABEN was subsequently refined during the COVID-19 pandemic, including the "Everyone In" initiative, aligning with the Greater Manchester Mayor's commitment to ending rough sleeping. The model now provides 24-hour accommodation alongside integrated, wraparound support for all individuals accessing the service
- 1.5** Adullam Homes has delivered the ABEN service since the procurement of Tranches 3 and 4. The opportunity was advertised on the open market on 2021 however, no bids were received, reflecting the specialist nature of the provision and uncertainty among providers in supporting individuals with complex needs and entrenched rough sleeping histories. Adullam Homes subsequently developed a proposal to deliver the service within the existing cost envelope. The

Council submitted an Exemption Request, which was subsequently approved on 24th June 2021 for the direct award of a contract to Adullam Homes.

- 1.6** An exemption was applied for the 2023- 2024 and 2024-2025 (financial years) as the local authority received written confirmation of the GM ABEN grant funding after the existing contract end dates. Additionally, the one-year duration of the grant, limited the timeframe available to initiate a new commissioning cycle. Both exemptions were subsequently approved
- 1.7** In April 2026, GMCA confirmed additional grant funding of £1,044,531 to support the continuation of ABEN delivery from 1 April 2026 to 31 March 2029. Due to procurement requirements, advice was received that a new commissioning exercise would be necessary to continue the service. However, given the limited time available prior to the existing contract end date, and delays in notification of the GM ABEN grant, an exemption is required to extend the current arrangements for a further 12 months. This extension would cover the period from 1 April 2026 to 31 March 2027, with a contract value of £335,732 to deliver the agreed 34 units.
- 1.8** This extension will ensure continuity of provision while the local authority undertakes the compliant re-procurement via CHEST for the ABEN service covering the period from 1 April 2027 to 31 March 2029 with (an initial two year term) with an option to extend a further 2 x12 month period pending continuation of funding. The total estimated initial contract value for the initial two year term will be £708,799 including vat for the delivery of 34 units, in line with service requirements. In the event that the Council utilises the option to extend for the full further 2 years, the total estimated contract value in respect of the full two-year extension period would be £1,380.263 inclusive of VAT

2 Recommendation(s)

- 2.1** Authorise Bury Metropolitan Borough Council to extend current ABEN contract with Adullam Homes Housing Association Limited (company number IP20853R) for a 12-month period, commencing on 01st April 2026, and for the total estimated contract value of £335,732 inclusive of VAT
- 2.2** Authorise Bury Metropolitan Borough Council to initiate a tender exercise via The Chest to procure a provider for the delivery of ABEN provision, in line with the requirements set out in the grant agreement with the Greater Manchester Combined Authority. This contract having an initial two-year term (proposed commencement date of 1st April 2027) and a total estimated contract value of £708,799 including VAT, with the option to extend for a further 2 years (in 12-month increments) at the sole discretion of the Council and with a total estimated

contract value of £1,380.263 inclusive of VAT in the event that the full two year extension is utilised.

2.3 Authorise the delegation for the approval of the award of a new contract to the Director of Housing, following the conclusion of a compliant tender exercise via The Chest.

3. Reasons for recommendation(s)

3.1 There has been a significant increase in the number of individuals experiencing homelessness. This cohort includes multiple disadvantage, individuals leaving custody, who often face additional barriers to securing and maintaining stable accommodation.

3.2 Rough sleeping has increased locally, due to numerous factors which include:

- Increase in the number of people with complex needs (mental health, substance misuse and offending behaviours)
- Expensive local housing market contributing to lack of access to the private rented sector and finite support of social housing.
- Increased asylum and refugee presentations due to government policy and leave to remain cases.
- Cost of living has increased which resulting in more households struggling to sustain their tenancies.

Alternative options considered and rejected

3.3 Do nothing: These properties will deliver emergency accommodation, helping to reduce rough sleeping and minimise the length of time individuals spend on the streets. If this option is not pursued, the council will be unlikely to achieve a reduction in rough sleeping, which conflicts with our local, regional, and national homelessness strategies. This would present a risk of reputational damage and a failure to meet our corporate responsibilities.

3.4 ABEN is a Greater Manchester Mayoral initiative that has been delivered by the local authority since 2019. The programme continues to build on its success year on year and remains a key resource in reducing rough sleeping and breaking cycles of homelessness. Due to current capacity constraints within the service, the ongoing challenges in securing suitable accommodation to support delivery, and its status as an externally grant funded programme with a fixed cost envelope ABEN is most effectively delivered by an external provider.

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4. Background

- 4.1** The Council has a statutory duty, under the Homelessness Reduction Act 2017, to take reasonable steps to prevent individuals from becoming homeless or sleeping rough within the borough. There has been a notable increase in rough sleeping both nationally and locally, with numbers rising significantly since the COVID-19 pandemic and the introduction of the 'Everyone In' initiative a trend that persists. Contributing factors include challenges associated with prison leavers, asylum and immigration pressures, high demand for housing, entrenched and complex needs and limited effectiveness of prevention measures.
- 4.2** In response to rising levels of rough sleeping across Greater Manchester, the Greater Manchester Combined Authority (GMCA) launched the A Bed Every Night (ABEN) programme in 2018. Since then, Greater Manchester local authorities have delivered the programme locally, with both the service offer and the number of accommodation units expanding significantly to meet increasing demand and provide enhanced support for those experiencing rough sleeping.
- 4.3** Bury ABEN provides accommodation-based support for individuals who are experiencing, or have previously experienced, rough sleeping, with funding provided by the Greater Manchester Combined Authority (GMCA). The service is commissioned by Bury Metropolitan Borough Council (Bury Council) and delivered in accordance with the funding requirements and grant conditions set by the GMCA.
- 4.4** Bury ABEN programme remains a key part of Bury Council's response to rough sleeping and has helped reduce street homelessness since its introduction in 2018. Since 2021, the service has accommodated 500 people experiencing rough sleeping and supported 420 individuals into long-term accommodation. Despite these achievements, Bury has seen two consecutive years of increasing rough sleeping, highlighting the continued need for targeted accommodation and support service
- 4.5** The provision is designed to be inclusive and accessible to all individuals experiencing rough sleeping, including veterans, young people, care leavers, women, people in employment, those with no recourse to public funds, individuals with multiple disadvantages, people eligible for Care Act support, individuals with pets, and couples. This inclusivity is vital, ensuring that people are not disadvantaged in accessing support because of their personal circumstances, cultural background, or protected characteristics.

5. Current Position

- 5.1** Since January 2026, Bury has identified 158 individuals sleeping rough, defined as people bedded down on the streets. Through dedicated outreach support, 34 of these individuals have accessed the ABEN service, helping them move off the streets and preventing further rough sleeping. This demonstrates the significant value and importance of maintaining the ABEN provision.
- 5.2** MHCLG has published a three-year homelessness strategy aimed at reducing rough sleeping nationally, with local authorities expected to contribute towards these objectives. More recently, the Government has reaffirmed its commitment to ending rough sleeping, further strengthening the need to maintain ABEN provision.
- 5.3** Adullam Homes has delivered the ABEN service since the procurement of Tranches 3 and 4. The current provision comprises 34 units of accommodation across the borough, including a mix of self-contained and shared housing. The service provides emergency accommodation and support for individuals and couples who are at risk of rough sleeping or experienced rough sleeping, helping them access safe accommodation and progress towards longer-term accommodation
- 5.5** In March 2026, Bury Council was notified that funding of £1,044,531 had been secured to continue the ABEN service for a further three years. However, delays in receiving formal confirmation of funding and the revised service specification from GMCA meant there was insufficient time to undertake a compliant procurement process before the current contract expired on 31 March 2026. Therefore, a 12-month contract extension is proposed to maintain service continuity while a full commissioning and procurement exercise is undertaken

6. Funding

- 6.1** Funding is provided through an external grant from the GMCA. The total confirmed grant allocation is £1,044,531. There is an option to extend the contract for a further two 12-month periods, subject to the continuation of external grant funding. The tables below set out the costs associated with a 12-month contract extension and a new two-year commissioned contract.

Years – 12-month extension	Total
April 2026 – March 2027 - extension	£335,732
Years – New commission and contract	
April 2027 – March 2028	£335,732

April 2028 – March 2028	£335,732
Total	£1,044,531

Links with the Corporate Priorities:

The Bury Homelessness Strategy aims to deliver the agreed objective of eliminating all rough sleeping in Bury, by preventing homelessness and providing 'enabling support' towards independence. The Bury Homelessness Strategy also 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.

Local

Local housing options for local people

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 needs met.

Bring Bury residents back in borough if its right for them. o 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.

Be bold in our housing solutions and future developments in Bury.

Together

Working together to design quality, fit for purpose homes for people with additional needs in Bury.

Working together with service users, their cares and families to shape accommodation options and design.

Working together to ensure inclusivity throughout the housing agenda.

Strengths

Taking a strength- based approach to recognise the assets and strengths of communities.

Recognising the strengths of individuals enabling their independence, choice, and control for housing.

Equality Impact and Considerations:

7. The analysis has considered the impacts across several characteristics which have been mitigated to ensure all impacts are neutral and specific needs are met through the activity. There are no outstanding equalities concerns.

Environmental Impact and Considerations:

8. 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 individuals experiencing rough sleeping or that an individual must rough sleep to access accommodation.	The proposal considered the pathways which are required to ensure early identification of preventing rough sleeping. It includes different ways of working to develop early prevention and panel base meetings and This includes the rough sleeper's task and target and ABEN panel made up of partner agencies.

Procurement Implications:

9. The tactical extension is necessary to maintain service continuity whilst the tender is undertaken. The tender will be compliant with the Procurement Act 2023 and advertised via Find a Tender website.

Legal Implications:

10. Under Part VII of the Housing Act 1996 (as amended by the Homelessness Act 2002 and the Homelessness Reduction Act 2017), Bury Council, as a local housing authority, owes a range of statutory duties to persons who are homeless or threatened with homelessness.
11. The statutory duties in respect of homelessness set out in Part VII of the Housing Act 1996 were significantly amended by the Homelessness Reduction Act 2017.

- 12.** In broad terms, the Council must take active steps both to prevent homelessness and to secure accommodation for those who are already homeless.
- 13.** This includes duties owed to all eligible applicants who are homeless or threatened with homelessness within 56 days, requiring the authority to assess their circumstances and take reasonable steps to help them retain or obtain suitable accommodation.
- 14.** Where a person is already on the streets or otherwise homeless, the Council must work to “relieve” their homelessness by helping them secure accommodation, and (where there is reason to believe they may be in priority need) must provide interim accommodation pending inquiries. If the statutory criteria are ultimately met (eligibility, homelessness, priority need and non-intentionality), a further duty arises to secure suitable accommodation. Taken together, the statutory scheme places local authorities under a proactive obligation not only to respond to street homelessness, but to intervene early and take reasonable steps to prevent and reduce it.
- 15.** In discharging these functions, the Council must have regard to the Homelessness Code of Guidance (issued under s.182 Housing Act 1996) and comply with wider public law and equality duties.
- 16.** As a contracting authority, the Council must ensure that all procurements comply with the relevant legislative framework (namely the Procurement Act 2023 or its predecessor, the Public Contract Regulations 2015), and in addition must follow its own Contract Procedure Rules.
- 17.** Procurement via The Chest (the North West local authority e- procurement portal) supports compliance with the Procurement Act 2023 by providing a transparent, open and auditable platform through which opportunities are advertised and competed. The Act requires contracting authorities to conduct procurements in accordance with the principles of transparency, equal treatment and fair competition, and to ensure proportionate and value-for-money outcomes. Use of The Chest facilitates these requirements by enabling equal access to the market, structured electronic submission of tenders, and a clear audit trail of the procurement process, thereby supporting a lawful and robust award decision.
- 18.** Cabinet can delegate the contract award decision under the Council’s Constitution and Scheme of Delegations. Approving the recommendation would enable the award decision to be made by the delegated decision maker within the parameters already agreed by Cabinet, and in accordance with the Council’s Contract Procedure Rules. The delegated officer must ensure that the procurement has been conducted lawfully and in accordance with the published evaluation criteria. Delegation avoids the need to return to Cabinet and does not

present additional risk, provided that the award is within the scope of the approvals already given.

Financial Implications:

19. As explained in the report the ABEN programme is fully funded by grant, and Bury Council was awarded £1,044,531 of grant by the GMCA to cover the 3-year period from 1 April 2026 through to 31 March 2029. Hence the funding to cover both the extension of the programme for 2026-27 to the existing provider, along with the procurement of a provider for the following two years is already in place. Should something change and any element of the funding be removed before the full procurement exercise takes place then we would look again at what commitment if any the authority could make.

Appendices:

Please list any appended documents (please save these as clearly labelled separate documents in the Teams folder).

Background papers:

Please list any background documents to this report and include a hyperlink where possible.

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

Term	Meaning