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DATE: 4 October 2021

To: Members of the
**RENEWAL, RECREATION AND HOUSING POLICY DEVELOPMENT AND
SCRUTINY COMMITTEE**

Councillor Yvonne Bear (Chairman)
Councillor Gary Stevens (Vice-Chairman)
Councillors Vanessa Allen, Julian Benington, Aisha Cuthbert, Christine Harris,
Charles Joel, Will Rowlands and Richard Scoates

A special meeting of the Renewal, Recreation and Housing Policy Development and
Scrutiny Committee will be held at Bromley Civic Centre on **TUESDAY 12
OCTOBER 2021 AT 7.00 PM**

ADE ADETOSOYE OBE
Chief Executive

*Copies of the documents referred to below can be obtained from
<http://cds.bromley.gov.uk/>*

PART 1 AGENDA

Note for Members: Members are reminded that Officer contact details are shown on each report and Members are welcome to raise questions in advance of the meeting.

STANDARD ITEMS

1 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS

2 DECLARATIONS OF INTEREST

**3 QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC
ATTENDING THE MEETING**

Questions specifically relating to reports on the agenda should be received within two working days of the normal publication date of the agenda. Please ensure that questions specifically relating to reports on the agenda are received by the Democratic Services Team by **5 pm on Wednesday 6th October 2021.**

4 PRE-DECISION SCRUTINY OF EXECUTIVE REPORTS

**a ACCOMMODATION BASED SUPPORT SERVICES FOR HOMELESS
PEOPLE (Pages 3 - 22)**

b TENANCY AND FLOATING SUPPORT SERVICES FOR HOMELESS PEOPLE (Pages 23 - 30)

PART 2 (CLOSED) AGENDA

5 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006, AND THE FREEDOM OF INFORMATION ACT 2000

The Chairman to move that the Press and public be excluded during consideration of the items of business listed below as it is likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

Items of Business

Schedule 12A Description

6 PRE-DECISION SCRUTINY OF PART 2 (EXEMPT) EXECUTIVE REPORTS

a ACCOMMODATION BASED SUPPORT SERVICES FOR HOMELESS PEOPLE (Pages 31 - 40)

Information relating to the financial or business affairs of any particular person (including the authority holding that information)

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Report No.
HPR2021/051

London Borough of Bromley

PART 1 - PUBLIC

Decision Maker: EXECUTIVE
FOR PRE SCRUTINY BY THE RENEWAL, RECREATION AND
HOUSING PDS COMMITTEE ON THE 12TH OCTOBER 2021

Date: 20th October 2021.

Decision Type: Non-Urgent Executive Key

Title: ACCOMMODATION BASED SUPPORT SERVICES FOR
HOMELESS PEOPLE

Contact Officer: Lynnette Chamielec, Assistant Director, Housing
Tel: 0208 313 4009 E-mail: lynette.chamielec@bromley.gov.uk

Chief Officer: Sara Bowrey, Director, Housing, Planning and Regeneration.
Tel: 0208 313 4013 Email: sara.bowrey@bromley.gov.uk

Ward: All Wards

1. REASON FOR REPORT

- 1.1 The Council currently holds a contract for accommodation based support which is located at Charles Darwin House and Lewis King House in Plaistow Lane, Bromley. The scheme consists of 41 units of accommodation and 2 emergency rooms which are utilised for those requiring urgent temporary placements pending move on to alternative accommodation.
 - 1.2 The buildings are owned by the Riverside Housing Group and the support contract is currently held by Evolve. The current support contract is due to expire on the 31st of March 2022. There are no further options of renewal or extension.
 - 1.3 The Riverside Group have put forward a proposal to provide services to Bromley which would see investment going into the existing accommodation provision and enable the Council to retain access to established and vital, local accommodation for homeless households.
 - 1.4 This report is requesting that the Executive agree an exemption from competitive tendering in order to enter into a direct agreement with The Riverside Housing Group to secure use of the buildings and support for vulnerable homeless people for a period of 5 years.
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2. RECOMMENDATION(S)

- 2.1 The Renewal, Recreation and Housing PDS Committee are asked to note and comment on the contents and recommendations contained within this report.

- 2.2 The Executive is recommended to authorise an exemption from competitive tendering for this supported service in order to pursue the full offer of accommodation based support provision being proposed by the Riverside Housing Group.
- 2.3 The contract would start on the 1st of April 2022 for a period of 5 years, ending on the 31st of March 2027. The estimated contract value is detailed in the part 2 report.
- 2.4 Delegate authority to the Director of Housing, Planning and Regeneration in consultation with the Portfolio Holder for Recreation, Renewal and Housing to award a contract following negotiation/due diligence subject to final costs being within the estimated amount detailed in the part 2 report.

Impact on Vulnerable Adults and Children

1. Summary of Impact:

The provision of accommodation based support ensures services are provided for eligible vulnerable adults who have experienced homelessness enabling them to move forward and secure and sustain permanent housing.

Access to emergency accommodation means that all clients, be they singles or families, are able to have an immediate place of safety whilst a longer term solution is sought.

Corporate Policy

1. Policy Status: Existing Policy
 2. BBB Priority: Supporting Independence Healthy Bromley Regeneration
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Financial

1. Cost of proposal: Please refer to the Part 2 report.
 2. Ongoing costs: Please refer to the Part 2 report.
 3. Budget head/performance centre: Supporting People
 4. Total current budget for this head: £1,029k
 5. Source of funding: 2021/22 revenue budget
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Personnel

1. Number of staff (current and additional):
 2. If from existing staff resources, number of staff hours:
-

Legal

1. Legal Requirement: Statutory Requirement: Fulfills the Councils statutory Re-Housing Duties.
 2. Call-in: Applicable
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Procurement

1. Summary of Procurement Implications:
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected):

There are currently in the region of 1800 households in temporary accommodation.

The proposal, which is for a 5 year term, will provide 41 units of accommodation for single people who have experienced homelessness.

It will also provide enhanced support to enable residents to improve their independence and wellbeing and to move on to and sustain long term accommodation.

It provides access to vital emergency accommodation which is used for those at point of crisis. The central location and access to transport and local services is essential.

Ward Councillor Views

1. Have Ward Councillors been asked for comments?

This proposal has been discussed with the Portfolio Holder for Renewal, Recreation and Housing. Ward Member for Plaistow and Sundridge.

2. Summary of Ward Councillors comments:

Cllr Peter Morgan commended the work of the existing support provider and highlighted a number of positive improvements in service provision over the years. He highlighted the positive inroads made with the local community and stressed that this must be a key factor in any revised service provision or change of provider. He also welcomed the proposal to improve the facilities available for residents.

Cllr Gareth Allatt supported a continued collaboration with the Riverside Housing Group.

3. COMMENTARY

- 3.1 Historically, properties sourced for the provision of supported temporary accommodation in Bromley were set up with the accommodation and support being managed by one provider. The Supporting People regime, which has now ended, split these elements and moved support into a contracted arrangement. This has proved challenging in some instances as where this was split it has meant that there are no overall strategic lead for services.
- 3.2 Up until October 2014 the Riverside Housing Group fulfilled the full accommodation and support contract at this site. The support aspect of the contract was put out to tender and was subsequently awarded to Evolve who entered into a separate agreement with the Riverside Housing Group to utilise the accommodation at Charles Darwin House and Lewis King House to deliver the contract and provide continuity of service.
- 3.3 The Riverside Group have undergone a significant period of development and is investing heavily in their stock and services. They are redeveloping two general needs sites in the borough; one in Bromley and the other in Beckenham and they have committed to investing £26 million pounds into their supported accommodation stock nationally over the next 5 years. The design phase of this programme was completed in July 2020.
- 3.4 As part of the continued development of their support services the Riverside Group is keen to manage both their accommodation and support services jointly and is seeking to move away from their buildings being utilised by a third party. To this end they have indicated that they wish to take back use of their buildings once the contract expires in March 2022. There is no obligation, for example as a result of grant funding conditions, on the Riverside Group to make these properties available to the Council or a third party. They are able to utilise the accommodation as needed in line with their business requirements.
- 3.5 However, the Riverside Group is keen to work closely with the Council on this scheme and is committed to enhancing support services within the borough and maintaining existing access to service for Bromley residents. They are a Registered Housing Provider who hold a number of accommodation and integrated support service contracts.
- 3.6 In order to coincide with the ending of the existing contract the Riverside Group have expedited the planned improvements for the Bromley based accommodation. If their offer is accepted then the existing residents would remain in situ with no mass decant required by the Council and no loss of the emergency accommodation provision ensuring continuity of service.
- 3.7 We strongly recognise the importance of this service integrating into the local community and have worked closely with past and present providers to address issues that have arisen. The Riverside Group have taken this into account in their proposal and have included details of their locality management plan which details their commitment to residents both within the scheme and in the surrounding community and which details the support that will be put in place.
- 3.8 The Riverside Group are also keen to ensure that best use is made of the existing accommodation footprint and they are exploring the option of converting a former office site on the premises into wheelchair accessible accommodation. If this proposal proves viable it would provide the Council with much needed access to accessible temporary accommodation, which is currently in significant demand.
- 3.9 Officers highlighted concerns regarding the future of this contract previously to Members, the last report of which was published in January 2020. Consideration was being given to amalgamating this service with another support contract. There was also uncertainty as to the ongoing availability of the accommodation provided by Riverside as they had given early

warning that its use was to be assessed as part of their overall stock review. Timescales for this have been impacted by the Pandemic. Without knowing the future availability of the accommodation it has been difficult for officers to provide a comprehensive gateway report outlining options for Members.

- 3.10 Pending an outcome from the Riverside Group asset review the Council has, as part of its Transforming Bromley Agenda, been reviewing a number of Council owned assets and sites in order to determine whether or not they could be utilised for this type of accommodation provision as an alternative solution. Early analysis has indicated that there are no existing buildings that would be suitable to provide this type of accommodation; owing to high levels of shared facilities for example. Any adjustments to accommodation would take time, be subject to the using Planning requirements and would require a decant of existing residents. Early stage assessments also indicate that greater savings would be achieved if sites are developed to provide self contained, settled accommodation as opposed to temporary, supported housing.

4 SUMMARY OF THE BUSINESS CASE

- 4.1 The Council requires access to a range of solutions in order to meet its statutory responsibilities in respect of housing and is committed to ensuring that Bromley homes are available for Bromley residents as well as working with partners to ensure that we have access to a diverse range of accommodation which meets the needs of our residents.
- 4.2 In the Housing Strategy 2019-2029 we set out how we will support our residents to access the right accommodation to meet their needs and to support them to thrive and sustain their own homes in the future.
- 4.3 There are currently approximately 1800 households in temporary accommodation, 1200 of which are in expensive nightly paid accommodation. Given the scarcity of affordable local accommodation the Council has had to procure accommodation both within and outside of London. Whilst not all households require local accommodation it is essential that the Council maximises its opportunities to source as much good quality, local, affordable accommodation as possible in order to meet the needs of those who require assistance.
- 4.4 The proposal put forward by the Riverside Housing Group is financially competitive and would represent a saving for the Local Authority against the cost of providing nightly paid accommodation with separate floating support. Further details of which are outlined in the associated Part 2 Report.

5. SERVICE PROFILE / DATA ANALYSIS

- 5.1 The scheme provides accommodation with support for 41 singles at any one time. The Council would have 100% nomination rights to the Scheme for the duration of the contract period and all those placed there would be people who were vulnerable, had experienced homelessness and to whom the Council holds a statutory duty to assist with Housing.
- 5.2 The current scheme is one of a limited number of supported units that the Council has in place. It operates at full capacity and there is a list held for those waiting for a placement when one becomes available.
- 5.3 It is expected that clients would remain in the accommodation for up to two years before moving onto settled accommodation.

6 OPTIONS APPRAISAL

Option 1: Accept the Riverside Proposal.

Pros: The service and buildings are managed by one organisation allowing for a streamlined approach.

Existing residents are not displaced; meaning no decanting or utilisation of alternative accommodation (such as expensive nightly paid units).

The Council retains use of in borough accommodation; ensuring access to existing support services and networks is preserved and ensuring that it is not utilised by another Authority or organisation.

The proposal represents value for money when compared to alternative forms of accommodation with the provision of floating support.

Retention of 2 x emergency rooms.

Cons: The full proposals regarding refurbishment and any potential disruption are not yet confirmed.

Tupe implications have not yet been confirmed.

Option 2: Reject the Riverside proposal and proceed to competitive tender.

Pros: Ability to test the market.

Cons: Loss of access to established accommodation in a central location; which could then be utilised by another Local Authority or organisation.

Disruption to clients as a decant will be required.

Unlikely that an existing provider would have access to vacant accommodation within the borough in order to provide local services and any exercise of this nature to procure alternative accommodation would take an extended time to complete.

7 Preferred Option

Option 1 is preferred as it provides a seamless transition for existing clients with minimal disruption. The accommodation is already established in the local area and it represents good value for money through the combination of accommodation and support compared to both being sourced separately.

8 MARKET CONSIDERATIONS

8.1 We are aware that the current provider has been operating at a loss for a number of years.

8.2 There have been increases in the market due to enhancements in service provision but also as a result of the pandemic. For providers of supported accommodation, with communal facilities this has been particularly challenging and enhancements to services have had to be made in terms of enhanced cleaning, staffing and customer assistance. The impact of this will likely be felt for many years to come. The Council anticipated this increase and have held sufficient budget accordingly.

9 SOCIAL VALUE AND LOCAL / NATIONAL PRIORITIES

9.1 Details of the proposed support plan and customer engagement is outlined in Appendix 1.

9.2 The provision of accommodation based support, located within borough boundaries and which is easily accessible meets the aims and aspirations set out within the Housing Strategy 2019-2029 and allows the Council to meet its statutory responsibilities in relation to housing. In particular this type of enhanced housing offer will help to reduce the risk of tenancy failure and repeat homelessness in the future.

10 PROCUREMENT AND PROJECT TIMESCALES AND GOVERNANCE ARRANGEMENTS

10.1 **Estimated Value of Proposed Action:** Included in the Part 2 Report.

10.2 **Other Associated Costs:**

10.3 **Proposed Contract Period:** 5 years.

11 IMPACT ASSESSMENTS

11.1 A full EIA will be required.

12 POLICY CONSIDERATIONS

12.1 The housing objectives are set out in the relevant business plans and Homelessness Strategy. These objectives are compliant with the statutory framework within which the Council's housing function must operate.

12.2 The legislation pertaining to homelessness requires appropriate support to be provided to households at risk of homelessness and suitable accommodation and support to those households to whom the Council owes a statutory rehousing duty. These services play a key part within the overall provision of homeless prevention and accommodation services.

13 IT AND GDPR CONSIDERATIONS

13.1 The Riverside Housing Group is a Registered Housing Provider and operates in accordance with data sharing and GDPR requirements.

14 PROCUREMENT RULES

14.1 This report seeks to award a contract to Riverside Housing Group for the provision of accommodation and tenancy support services.

14.2 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

15 FINANCIAL CONSIDERATIONS

15.1 Financial implications are contained in the Part 2 report.

16 PERSONNEL CONSIDERATIONS

16.1 There may be TUPE implications and this would be subject to further consideration.

17 LEGAL CONSIDERATIONS

17.1 The Council may directly award this contract to this operator without any public procurement exercise under regulation 32(b)(iii) of Public Contracts Regulations 2015. This regulation allows a direct award (known in regulation 32 as the use of the negotiated procedure without prior publication) where the relevant services can be supplied only by a particular economic operator for *the protection of exclusive rights, including intellectual property rights*.

- 17.2 In this case, the exclusive rights of the operator are its exclusive occupation of the relevant premises where the services must be provided. Given that this operator can exclude any other operators from the premises, it would be impossible for the Council to conduct a proper public procurement exercise. The Council could not award the contract to someone to whom Riverside was not willing to grant access to the premises. Therefore, a full procurement exercise is not possible.
- 17.3 As per rule 13.1 of the Council's Contract Procedure Rules: a decision to directly award a contract valued at over £1m to a single Candidate requires authorisation from the following: *Chief Officer in agreement with Director of Corporate Services, Assistant Director Governance & Contracts and Director of Finance and the approval of the Executive or the Council as appropriate.*
- 17.4 Officers may wish to instruct Legal Services to produce relevant contract documentation.

Non-Applicable Sections:	
Background Documents: (Access via Contact Officer)	

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Charles Darwin House and Lewis King House, Bromley Proposal for the Delivery of an Integrated Housing & Support Offer

Our Approach

Due to our experience providing over 300 homelessness services across the country, Riverside is uniquely positioned to deliver an innovative, integrated, strengths-based housing and support service at our Charles Darwin House (CDH) and Lewis King House (LKH) properties. As a longstanding provider of social housing in Bromley, we are similarly well-placed to [understand and respond to the local context](#), including working in collaboration with the local community and delivering a robust resettlement offer which is cognisant of the complex housing market challenges.

We bring fresh perspectives and new ideas from other London boroughs and our services nationally, and a [proven track record](#) mobilising complex support contracts in London and beyond. We also have access to significant resources as one of the largest providers of homelessness services in England. Together, these elements will enable us to successfully deliver [a high-quality integrated service](#) for customers in Bromley.

This proposal sets our proposed service delivery model and approach to delivering an integrated housing and support offer at CDH and LKH that will meet the needs of the target cohort over the coming years and assist the London Borough of Bromley to delivery its strategic priorities in relation to homelessness.

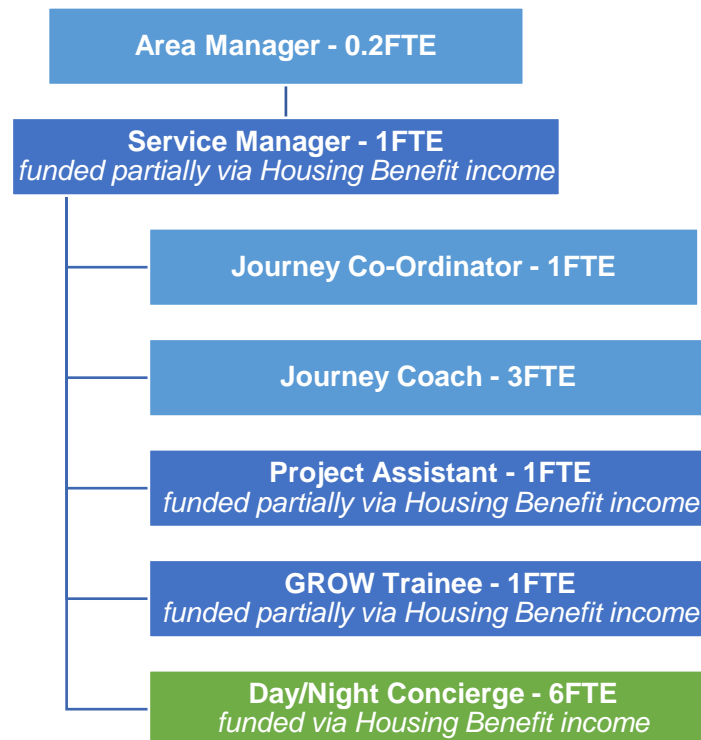
Staffing

Riverside's integrated housing and support approach will be embedded in our staffing structure, with roles funded through both support contract and Housing Benefit income. In our experience, this maximises our service's ability to provide truly integrated housing-led support, ensuring the whole staff team is working collaboratively to support customers to maintain their accommodation, achieve the best housing-related outcomes and increasing the likelihood of a positive move-on.

We have used operating models from similar services to develop our proposed staff structure in terms of posts, support and housing management hours and the funding of posts. We have a lot of experience of working with commissioners and housing benefit teams to validate rent and service charges and charge eligible costs to housing benefit. Our experience of providing support and housing management services from Riverside properties in London includes:

- Acre Lane in Lambeth, a 24/7 supported accommodation service for people with complex mental health needs (35 units).
- St Mary's/Chapter Street in Westminster, a 24/7 supported accommodation service for women with complex mental health needs (49 units).
- The Boundaries and Lucas Court in Havering, a 24/7 supported accommodation service for people with complex mental health needs (22 units).

Fig. 1 – Proposed staffing structure



- The *Service Manager* will be responsible for the delivery of a **holistic, wrap-around housing management and support service**, including oversight of casework and outcomes, and health and safety. They will be an active member of local groups, partnership forums and develop relationships with key delivery partners. They will manage the staff team, monitoring performance and quality and driving continuous improvement.
- The Service Manager will report directly to a local *Area Manager*, who will manage the relationship with the commissioner and ensure CDH and LKH continue to deliver an effective service in line with local needs.
- The *Journey Co-Ordinator* will have a greater level of experience/skill and will be responsible for **overseeing the ‘resettlement journey’**, ensuring the service is able to support customers to overcome the barriers to moving-on they may face. They will **ensure a resettlement-focused culture is embedded within the service**, e.g. establishing partnerships with trusted local landlords, brokering employment, training/volunteering opportunities and/or facilitating daily resettlement workshops. They will also support a small number of customers with a higher level of need.
- The *Journey Coaches* will provide **121 support** for a caseload of customers, allocated by the Service Manager based on their experience/skills/complexity. They will provide a **consistent, reassuring presence**, with the majority of time spent delivering 121 support and interventions to facilitate recovery from homelessness and associated challenges.

- The *Project Assistant* will provide [administrative/practical support](#), including dealing with customer queries, signposting customers to other services, and managing referrals and voids.
- They will be supported by a *GROW* (*‘Giving Real Opportunities of Work’*) *Trainee*, who will have [lived experience](#) of homelessness, mental health or long-term unemployment and will bring a unique perspective, representing the customer voice among the staff team and more widely within Riverside. Our GROW Trainees receive enhanced supervision designed to enable them to progress in the Care and Support sector, with previous Trainees working in and managing our Westminster and Lambeth services. Subject to agreement from your Housing Benefit department, we expect to fund this post through housing benefit income.
- The *Day/Night Concierge* will ensure [a safe, secure service](#), providing a 24 hour presence for the proactive management of issues such as noise complaints and anti-social behaviour. Subject to agreement from your Housing Benefit department, we expect to fund these posts through housing benefit income.

The team will be supported by an *Income Officer*, to monitor rent and service charge collection, and a *Regional Operations Manager*, with strategic oversight and responsibility for regional health & safety, quality and compliance. These posts are funded centrally.

Accommodation and Asset Management

Over the next 5 years, Riverside will invest £26 million in its supported accommodation stock, recognising that our homes must undergo continuous improvement to meet the changing needs of customers and commissioners. CDH and LKH have been identified as high priorities and will benefit from improvements in Phase 1 of the project. A Project Manager from Riverside’s Care and Support Business Development Team has been appointed to lead the project in partnership with locally-based Assets Officers and Area Managers. A designated Business Development Officer and/or Area Manager for the locality will liaise with commissioners, customers, staff and the project team to ensure a truly collaborative approach to project design and delivery. We are aware of the complex challenges in the provision of single homelessness accommodation in Bromley, and will ensure improvements to the buildings are undertaken in such a way as to minimise disruption to the adult pathway.

In line with Psychologically-Informed Environments (PIE) design principles, the Stakeholder Group will work through a [PIE Toolkit](#) to ensure the completed works truly improve the quality of our accommodation in a way which recognises the unique experiences of their customer group. An example of the psychologically-informed changes which may be made include: the creation of formal/informal activity areas to promote engagement in meaningful activities; creating open spaces and improved use of natural lighting; the creation of designated ‘therapeutic’ areas for relaxation/reflection for colleagues and customers.

Alongside these improvements, targeted building-specific works will be carried out through:

- A [comprehensive option appraisal](#), led by local managers, involving commissioners and customers, to identify the extent to which the service meets future needs and expectations
- Once the proposed changes are identified through the Option Appraisal, an [Evaluation](#) of the financial and practical feasibility will take place, considering project constraints and timescales
- Works are approved via the [Stakeholder Group](#), and reviewed by the [national Steering Group](#)
- The project is [handed over](#) to the Assets Officer, a workplan is developed and contractors appointed

We will consider the accessibility needs of the customer group, including exploring options for a DDA compliant unit by adapting the existing emergency bed unit and moving this to converted office space. We will also explore viability of any other potential changes which would improve accessibility of the buildings.

Customer consultation will be embedded from the outset, with our [Customer Involvement Framework](#) informing the process and ensuring all works are carried out central to customer need. An individual from the Stakeholder Group will be appointed to liaise with the Service Manager to carry out consultation in a way which is most appropriate for the service/needs of the customer group, including formal and informal written feedback, digital and written surveys, organised verbal feedback such as focus groups, and/or 121 conversations for customers who do not feel able, or want, to engage in group feedback.

A Social Value Action Plan also forms a core part of the programme, and we look forward to working with customers and contractors to explore how organisations procured to carry out works can bring wider benefits to our customers and services, such as through the provision of apprenticeships/work placements.

Support

Riverside's commitment to creating services which are truly psychologically- and trauma-informed enables us to support people to successfully move on from homelessness. Based on our experience, we would expect a service of this type to involve supporting customers who are already engaging in support (or are willing to engage in support), providing a calm and consistent environment for customers. Our proposal is therefore based on supporting customers who are *not* experiencing highly complex challenges, such as those at the pre-contemplative stages of tackling substance misuse, or those with mental health needs including Dual Diagnoses which have the potential to escalate rapidly.

In our experience, successfully supporting customers requires a flexible, persistent approach, which starts with establishing trust. We are aware that customers we support have often had very negative experiences of engaging with services and other professionals, and we are experienced in working with customers who do not 'engage' with support in the way we may necessarily expect.

We will deliver a range of interventions which follow a common framework of:

- [Psychologically-informed environments](#) – using positive psychology to elicit recovery
- [Strengths-based support](#) – with support conversations focusing on utilising people's existing assets to make progress

- [Trauma Informed Care](#) – systems, processes and support relationships which promote recovery from trauma and adverse childhood experiences
- [Housing-led support](#) – maximising customers' ability to move-on through an emphasis on identifying, building and maintaining independence.

Support will be delivered using a variety of tools/interventions such as:

- [121 keywork sessions](#), delivered as desired by customers – on or off site, in a location of choice, alongside an existing support provider, whilst participating in an activity, etc.
- Riverside's '[Library of Targeted Support](#)' ([psychosocial toolkits](#)), containing tailorable guidance/activities/sessions corresponding to areas of need. These can be delivered in groups or 1:1 sessions, and include topics such as: Healthy Relationships, Money Management, Universal Credit, and Resettlement.
- [Psychologically-informed tools](#) (e.g. [Goals Creation](#)), which help customers to think positively about themselves, identify what's important to them/their aspirations, and how to build positive and sustainable support networks.
- [Targeted Activities/Sessions](#), designed with customers to improve independence, and health and wellbeing, e.g. social activities (parks/museum outings), therapeutic art sessions, technology workshops.

From the outset, our support plans consist of goals and outcomes identified entirely by customers, ensuring initial support focuses on what's important to them. This often involves an intensive initial period of support addressing the urgent needs that matter to customers, before moving on to address longer-term challenges, such as income maximisation and building budgeting skills. These 'quick wins' [establish the trust](#) required to go on to tackle more difficult, personal challenges, facilitated through our team's training in Motivational Interviewing and Coaching. This approach will be complemented by a 'resettlement focus' from the outset of support, ensuring our work enables customers to address barriers to moving on, such as previous rent arrears. Similarly, we will manage expectations and ensure customers have an accurate understanding of realistic accommodation options, such as understanding what accommodation options they are most likely to be able to access in the context of Bromley's housing offer. Combined, these approaches will ensure customers see the service as a key step in the transition to settled accommodation.

Our [personalisation fund](#) through our exclusive partnership with Church Homeless Trust will enable our customers to access additional funding to buy items or explore interests which are essential to their wellbeing, e.g. exploring hobbies and interests. This can be beneficial in establishing positive social and peer networks and promoting the meaningful use of time.

Tenancy Sustainment

It is our aim to ensure customers remain in CDH and LKH until they are ready to move on, minimising the 'revolving door' of homelessness services. In Riverside services, traditional sanctions/warnings are replaced by [Success Agreements](#) (if the customer's accommodation may be at risk due to persistent avoidable non-payment) and [Development Plans](#) (if the customer's accommodation may be at risk due to behaviour), which

[re-frame](#) challenging behaviour as learning opportunities. This reinforces psychologically-informed environments, and presents ASB as a barrier which can be addressed in the same way that challenges such as substance misuse and offending behaviour can be overcome.

Our team will be trained to promote tenancy sustainment and prevent evictions/abandonments through:

- Creating an environment in which customers are treated with [unconditional positive regard](#)
- Ensuring customers understand their license and support agreements, are aware of their obligations and are able to make [an informed decision](#) to agree to the service offer
- A [resettlement-focused culture](#) in which customers are encouraged to take ownership of their responsibilities as a Riverside resident and meet their self-identified independent living goals

We recognise the trauma people have experienced through multiple exclusions and homelessness, and understand that this may manifest itself as challenging behaviour, which may include ASB. Our support teams are skilled in coaching techniques, which enables them to respond to challenging behaviour in a positive way and encourages customers to openly consider why they feel a need to resort to ASB to express negative emotions and feelings. We can then work proactively with customers to address this need, such as [exploring the reasons behind these emotions](#) and/or [finding more appropriate outlets](#).

Training, Education and Employment

All customers will have access to tailored support to help them access education, training and employment, with Journey Coaches and/or Project Assistants supporting customers to explore opportunities. Staff at CDH and LKH will support customers to access their desired ETE options, rather than prescribing recommendations, and the Journey Co-Ordinator will have established relationships with employers, enabling bespoke customer/employer matches to be developed, increasing customers' access to apprenticeship, volunteering and work experience opportunities.

CDH and LKH will make every effort to ensure barriers to education, training and employment are removed, such as overcoming financial barriers by accessing grants from our charitable partners to pay for clothing for interviews or to pursue qualifications. We will access additional support from a range of established partners including:

- [GOALS UK](#): delivering motivational coaching sessions to “at risk” people in our existing London services, to reduce crime and help people into work/FE
- [Bounce Back](#): specialist offenders' charity, who are a key partner at Riverside's Working Accommodation projects in Camden and Lewisham
- [Radical Recruit](#): specialist recruitment agency, providing employment coaching to homeless people
- [St Giles Trust](#): supporting Riverside customers to find sustainable employment
- [Learn My Way](#): as a registered learning centre, we are able to provide customers with access to online courses via Learn My Way, to build digital skills and prepare customers for using technology in the workplace

To ensure customers feel ready to access education, employment and training opportunities, we will utilise our in-house ETE readiness course. This can be delivered on a 121 basis or in a group setting, and is designed to build the confidence, communication skills and resilience required for customers to succeed in employment. Sessions include practical information on how and where to look for work and how to discover, apply and discuss transferrable skills.

Health and Wellbeing

Recognising that our customers' needs cannot be addressed in isolation, we will establish relationships with the key organisations our customers will be interacting with, such as local GP surgeries, dentists and pharmacies, Talk Together and Change Grow Live. Our 'Making Every Adult Matter' approach recognises Housing, Mental Health, Substance Misuse and Offending as primary support needs for many individuals with experience of multiple exclusions, and the importance of a collaborative approach to addressing these needs holistically. Depending on local need, we will attend and/or facilitate partnership meetings, panels and forums, and can designate staff as 'single points of contact' for partner agencies, to support continuity of customers' support between services.

Alongside meeting customers' physical and mental health needs, CDH and LKH will adopt a holistic view of health and wellbeing, and will provide a programme of activities, workshops and sessions, co-designed with customers and geared towards promoting wellbeing and prevent isolation – a common barrier to resettlement.

Locality Management

Due to our [integrated approach](#) to housing and support, all staff at CDH and LKH will recognise the importance of locality management and will maintain an awareness of how the service impacts the wider community.

Our Concierges will provide a constant presence in both CDH and LKH, with support available via a manager and senior manager on-call rota. Through incorporating a holistic range of management responsibilities into our staffing structure, we have created an [escalation process](#) from Journey Co-Ordinator to Service Manager, through to Area and Regional Managers, to ensure a targeted response to wider neighbourhood issues and provide the community with the reassurance that locality management concerns will be addressed at the appropriate level.

We are experienced in working with local authorities, residents' groups, and partners to address concerns, particularly in services in [densely-populated residential areas](#) and/or areas which may contain higher number of residents who are particularly [vulnerable](#) to disturbances and/or anti-social behaviour, such as older people, or in areas with a high density of supported housing. We have experience of working with customers and local police officers to create a Policing Plan for services in a residential area, in which customers are involved in anti-social behaviour.

We have access to an experienced Marketing and Communications Team including a dedicated Marketing Business Partner for our Care and Support services and an [on-call Media Advisor](#). Together, this enables

Riverside to promote positive publicity in local and regional media and online, and ensure negative publicity is managed appropriately and responded to, mitigating its impact.

We recognise the role that the refurbishment of the buildings could play in supporting locality management, and expect this consideration to inform the decisions made in the refurbishment programme.

Move On Support

We are experienced in working with customers across a full spectrum of need to facilitate move-on options which best suit their needs, including in locations with challenging housing markets and a [shortage of 1-bedroom accommodation](#). We are committed to working innovatively to solve these challenges, through:

- Utilising [Riverside's social housing stock](#), including local accommodation options or supporting reconnection to other locations (e.g. Lewisham, Bexley) and facilitating access to Riverside's Retirement Living services, through our national [Move On protocol](#). This ensures customers are supported through the transition from supported to independent living, reducing the likelihood of early tenancy failure, and ensures that Riverside's housing stock is allocated to those who need it most
- Harnessing the experience of existing staff to [establish partnerships](#) with social landlords, to facilitate access to social housing
- Utilising the mobilisation period to [build relationships](#) with trusted landlords and other partners, e.g. Furniture Resource Centres
- Working through an established [internal Resettlement course](#) or our new, [strengths-based Move-On Passport](#), to equip customers with the skills required to manage a tenancy and live independently
- Delivering a [targeted social media marketing campaign](#) to local landlords, explaining the transitional support Riverside can offer to customers leaving Bromley services and encouraging them to accept our customers as tenants. This recently generated 5 leads with landlords in Kent to support move-on from a comparable service for people with a higher level of need
- Designating the Journey Co-Ordinator as the [Resettlement Lead](#) within the service, to act as a [single point of contact](#) for move-on related queries and to broker relationships with organisations which can support successful move-on, such as private landlords and furniture resource centres.

Our Performance

The following contract examples provide evidence of our experience and performance in delivering integrated housing and support services:

Our Specialist Support Pathway Accommodation Service in Manchester provides 24/7 support for 72 adults in need of housing related support that have a history of complex needs and entrenched rough sleeping. The service us delivered from two buildings, Brydon Court and Newbury House, and dispersed accommodation.

Between 01/04/2019 – 17/02/2020 the CLG outcomes for the period were as follows:

- [Achieve economic well-being](#): 93% maximised their income; 82% reduced their overall debt
- [Enjoy and achieve](#): 100% participated in leisure/cultural/faith and/or informal learning activities; 90%

established contact with external service/groups; 91% established contact with friends or family;

- **Be healthy:** 85% were better at managing their physical health; 62% were better managing their mental health; 59% were better managing their substance misuse
- **Stay safe:** 83% complied with statutory orders; 80% were better at managing self-harm; 83% were successful in minimising the risk of harm from others.
- **Make a positive contribution:** 93% had more choice/ involvement/ control.

Our Single Homeless Pathway Service at Marsh House in Wakefield provides 24/7 support and accommodation to 48 single homeless people with support needs. The service offers practical and emotional support, assistance and advice, and encourages clients to pursue resettlement options and develop life skills in preparation for independent living.

Between 01/04/2019 – 17/02/2020 the CLG outcomes for the period were as follows:

- **Achieve economic well-being:** 100% maximised their income; 90% reduced their overall debt
- **Enjoy and achieve:** 94% participated in leisure/cultural/faith and/or informal learning activities; 88% participated in work-like activities; 94% established contact with external service/groups; 95% established contact with friends or family;
- **Be healthy:** 100% were better at managing their physical health; 90% were better managing their mental health; 77% were better managing their substance misuse
- **Stay safe:** 86% complied with statutory orders; 100% were better at managing self-harm; 100% were successful in minimising the risk of harm from others.
- **Make a positive contribution:** 95% had more choice/involvement/control.

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Report No.
HPR2021/050

London Borough of Bromley

PART 1 - PUBLIC

<Please select>

Decision Maker: **EXECUTIVE
FOR PRE SCRUTINY BY THE RENEWAL, RECREATION AND
HOUSING PDS COMMITTEE ON THE 12TH OCTOBER 2021**

Date: 20th October 2021

Decision Type: Non-Urgent Executive Key

Title: **TENANCY AND FLOATING SUPPORT SERVICES FOR
HOMELESS PEOPLE**

Contact Officer: Lynnette Chamielec, Assistant Director, Housing
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Chief Officer: Sara Bowrey, Director, Housing, Planning and Regeneration.
Tel: 0208 313 4013 Email: sara.bowrey@bromley.gov.uk

Ward: All Wards

1. REASON FOR REPORT

- 1.1 The Council currently holds a contract for accommodation based support; 9 units of accommodation and floating support for up to 100 households with Hestia.
- 1.2 In January 2020 officers requested permission to extend the contract with Hestia in order to align it with the ending of another support contract which is due to expire in March 2022. That contract is currently held by Evolve and operated out of accommodation which is owned by the Riverside Housing Group.
- 1.3 We have been notified that the accommodation owned by the Riverside Housing Group will no longer be available for use by a third party support provider and therefore the proposal to amalgamate the two services is no longer viable.
- 1.4 This report is requesting that the Executive agree a temporary extension of 6 months to the contract with Hestia, extending it the 30th of September 2022, to enable that service to be reviewed and re-tendered for separately.

2. RECOMMENDATION(S)

- 2.1 The Renewal, Recreation and Housing PDS Committee are asked to note and comment on the contents and recommendations contained within this report.

- 2.2 The Executive is recommended to authorise an extension to the existing contract period in order for the service to proceed to competitive tender.
- 2.3 The extension would start on the 1st of April 2022 for a period of 6 months, ending on the 30th of September 2022. The cost of the extension would be £97,550 bringing the total life value of the contract to £1,170,606.
- 2.4 Hestia have confirmed that, if approved by Members they would not require any additional financial uplift for the extension period. The Home Group who manage the accommodation utilised by Hestia to provide the accommodation based support have confirmed that they would continue to make their accommodation available to Hestia for the duration of any extension period.

Impact on Vulnerable Adults and Children

1. Summary of Impact:

The provision of accommodation based support ensures services are provided for ex offenders who have experienced homelessness, enabling them to move forward and secure and sustain permanent housing.

The floating support ensures that clients are able to sustain their tenancies thus reducing the risk of relapse or repeat homelessness.

Corporate Policy

1. Policy Status: Existing Policy
2. BBB Priority: Supporting Independence Healthy Bromley Regeneration

Financial

1. Cost of proposal: Estimated Cost: £98k (6 months) which brings the total life value to £1,171k
2. Ongoing costs: Not Applicable
3. Budget head/performance centre: Supporting People
4. Total current budget for this head: £1,029k
5. Source of funding: 2021/22 revenue budget

Personnel

1. Number of staff (current and additional): N/A
2. If from existing staff resources, number of staff hours: N/A

Legal

1. Legal Requirement: Statutory Requirement: Fulfills the Councils statutory Re-Housing Duties.
2. Call-in: Applicable

Procurement

1. Summary of Procurement Implications:

Customer Impact

1. Estimated number of users/beneficiaries (current and projected):

There are currently in the region of 1800 households in temporary accommodation.

This will ensure that existing provision can remain in place pending the re-tendering of the service.

Ward Councillor Views

1. Have Ward Councillors been asked for comments? No.
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

- 3.1 Historically, properties sourced for the provision of supported temporary accommodation in Bromley were set up with the accommodation and support being managed by one provider. The Supporting People regime, which has now ended, split these elements and moved support into a contracted arrangement. This has proved challenging in some instances as where this was split it has meant that there are no overall strategic lead for services.
- 3.2 It had previously been agreed by Members that officers would seek to amalgamate this support contract, which includes a small, 9 bed accommodation provision along with a larger floating support service with another support contract. The end dates of which were aligned. However, this was delayed due to the pandemic. An extension to all expiring support contracts were sought and agreed in order to stabilise services and support our residents; providing continuity of service and avoiding any potential unnecessary move on.
- 3.3 However, following notification from the accommodation provider involved in the other support contract that they intend to withdraw their accommodation in order to make a direct proposal to the Council it is no longer viable to amalgamate the two contracts.
- 3.4 The floating support provided by Hestia is designed to avoid tenants in general needs social housing losing their existing tenancies. This has a positive impact on reducing the pressure on housing services and ensuring that the number of presentations from households losing their social housing tenancies remains low. The service is not a frontline homelessness service, but a short term service designed to intervene prior to crisis in order to resolve problems and prevent escalation.
- 3.5 Hestia worked proactively with the Council during the pandemic. They did not seek any additional resources and ensured that continuity of service was provided.
- 3.6 Officers are seeking permission to extend the contract with Hestia for a further 6 months in order to put the service out to tender. If agreed Officers will be working with the procurement team between now and January 2022 in order to formulate the procurement strategy and proceed to tender in February 2022.

4 SUMMARY OF BUSINESS CASE

- 4.1 The Council requires access to a range of solutions in order to meet its statutory responsibilities in respect of housing and is committed to ensuring that Bromley homes are available for Bromley residents as well as working with partners to ensure that we have access to a diverse range of accommodation which meets the needs of our residents.
- 4.2 In the Housing Strategy 2019-2029 we set out how we will support our residents to access the right accommodation to meet their needs and to support them to thrive and sustain their own homes in the future.
- 4.3 There are currently approximately 1800 households in temporary accommodation, 1200 of which are in expensive nightly paid accommodation. Given the scarcity of affordable local accommodation the Council has had to procure accommodation both within and outside of London. Whilst not all households require local accommodation it is essential that the Council maximises its opportunities to source as much good quality, local, affordable accommodation as possible in order to meet the needs of those who require assistance.

5. SERVICE PROFILE / DATA ANALYSIS

- 5.1 This contract provides accommodation and support to 9 ex-offenders and floating support for (up to) 100 tenants who have been identified as vulnerable and requiring support to maintain existing social tenancies, reducing the pressure on housing services and helping to ensure that the number of presentations from households losing their tenancies remains low.
- 5.2 Hestia have continued to support clients throughout the pandemic and beyond. Last month they launched their Fresh Start Toolkit which is aimed at those experiencing and fleeing from domestic abuse.
- 5.3 The 21st August was National Probation Day. To celebrate, Approved Premises from across the country entered a series of competitions, demonstrating the creative skills of the staff and residents in the services and Hestia encouraged residents to highlight their gardening, artwork, poetry and baking skills.

6 OPTIONS APPRAISAL

- Option 1: Extend the existing contract for a period of 6 months.
- Pros: Existing residents are not displaced; meaning no decanting or utilisation of alternative accommodation (such as expensive nightly paid units).
The Council retains use of in borough accommodation; ensuring access to existing support services and networks are preserved.
There will be no increase in costs.
- Cons: Delaying competitive tender for 6 months.
- Option 2: Reject the extension and proceed to competitive tender.
- Pros: This would be in line with former agreed timescales.
- Cons: The timescale for re-tendering is very tight and may impact on the Council's ability to secure the best deal both financially and for the clients.

7 PREFERRED OPTION

Option 1 is preferred in order to have sufficient time to proceed with the tender.

8 MARKET CONSIDERATIONS

- 8.1 There have been increases in the market due to enhancements in service provision but also as a result of the pandemic. For providers of supported accommodation and those providing community outreach and support work, this has been particularly challenging and enhancements to services have had to be made in terms of enhanced cleaning, staffing and customer assistance. The impact of this will likely be felt for many years to come. Given this and the re-opening of the Council's Housing Revenue Account (HRA) the Council will need to consider what support services are required to meet the needs not only those it assists into settled accommodation but also the needs of those housed in Council owned stock in the future.

9 SOCIAL VALUE AND LOCAL / NATIONAL PRIORITIES

- 9.1 The provision of housing focused support meets the aims and aspirations set out within the Housing Strategy 2019-2029 and allows the Council to meet its statutory responsibilities in

relation to housing. In particular this type of support helps to reduce the risk of tenancy failure and repeat homelessness in the future.

10 PROCUREMENT AND PROJECT TIMESCALES AND GOVERNANCE ARRANGEMENTS

10.1 **Estimated Value of Proposed Action:** £97,550.00

10.2 **Other Associated Costs:** None

10.3 **Proposed Contract Period:** 6 month extension.

11 POLICY CONSIDERATIONS

11.1 The housing objectives are set out in the relevant business plans and Homelessness Strategy.

11.2 These objectives are compliant with the statutory framework within which the Council's housing function must operate.

11.3 The legislation pertaining to homelessness requires appropriate support to be provided to households at risk of homelessness and suitable accommodation and support to those households to whom the Council owes a statutory rehousing duty. These services play a key part within the overall provision of homeless prevention and accommodation services.

12 IT AND GDPR CONSIDERATIONS

12.1 Hestia operates in accordance with data sharing and GDPR requirements.

13 PROCUREMENT RULES

13.1 This report seeks to extend the Council's current contract with Hestia by way of a variation. The extension would last for 6 months and is valued at £97,550.00 bringing the total life value of the contract to £1,1170,606.00.

13.2 The variation stated above can be completed in compliance with Regulation 72 of the Public Contract Regulations. Subject to compliance with Regulation 72 of the Public Contract Regulations (which allows change to a contract without re-advertisement on Find A Tender where the proposed change, irrespective of monetary value, is provided for in the initial procurement documents in a clear, precise and unequivocal option clause which specifies the conditions of use and the scope and nature of the change).

13.3 The Council's requirements for authorising a variation are covered in CPR 23.7 and 13.1. For a contract of this value, the Approval of the Executive following Agreement by the Chief Officer, the Assistant Director Governance & Contracts, the Director of Corporate Services, the Director of Finance and the Portfolio Holder must be obtained. In accordance with CPR 2.1.2, Officers must take all necessary professional advice.

13.4 Further, this report seeks to proceed to procurement for the retendering of the tenancy and floating support services.

13.5 This is an above threshold contract, covered by Schedule 3 of the Public Contracts Regulations 2015.

13.6 The Council's specific requirements for authorising proceeding to procurement are covered in

Rules 1 and 5 of the Contract Procedure Rules with the need to obtain the formal Agreement of the Assistant Director Governance & Contracts, the Director of Corporate Services and the Director of Finance for a procurement of this value. In accordance with CPR 2.1.2, Officers must take all necessary professional advice.

- 13.7 The actions identified in this report are provided for within the Council’s Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

14 FINANCIAL CONSIDERATIONS

- 14.1 The total value of the proposed extension is £87k, which will bring the total whole life value of the contract to £1,171k as set out in the table below:

	Hestia
	£'000
<u>Existing contract</u>	
2016/17 (6 months)	98
2017/18	195
2018/19	195
2019/20	195
2020/21	195
2021/22	195
	1,073
<u>Proposed extension</u>	
2022/23 (6 months)	98
	1,171

- 14.2 The costs of this contract will be contained within the existing Supporting People budget, which is currently £1,029k per annum.

15 PERSONNEL CONSIDERATIONS

- 15.1 There may be TUPE implications and this would be subject to further consideration.

16 LEGAL CONSIDERATIONS

- 16.1 The Procurement Rules section of this report accurately describes the legal position regarding the extension to the existing contract, particularly the application of regulation 72 of the Public Contracts Regulations 2015 to allow the contract variation without requiring a new procurement exercise. In particular, this report demonstrates that the requirements of regulation 72(1)(c) have been met to allow this variation.
- 16.2 Officers may wish to consult with Legal Services regarding the preparation of documentation necessary as a result of any decision made under this report.

Non-Applicable Sections:	Impact assessments
Background Documents: (Access via Contact Officer)	[Title of document and date]

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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