



**Executive**  
15 June 2009

**Report from the Director of  
Housing and Community Care**

Wards Affected:  
None

**Authority to tender for Young People and Teenage Parent  
Supporting People Accommodation Based Services and  
Floating Support Services**

Forward Plan Ref: H&CC-08/09-30

**1.0 Summary**

- 1.1 This report seeks authority to invite tender for four Framework Agreements as required by Contract Standing Orders 88 and 89. Four Framework Agreements will be for the provision of Supporting People funded accommodation services (one Framework Agreement for accommodation based services for young people and one Framework Agreement for accommodation based services for teenage parent services) and floating support services (one Framework Agreement for young people services and one Framework Agreement for teenage parent services).
- 1.2 Each of the Framework Agreements will commence on 1<sup>st</sup> September 2010 and will be for a period of 3 years with an option to extend for a further two years

**2.0 Recommendations**

- 2.1 The Executive to approve the pre - tender considerations and the criteria to be used to evaluate tenders for the four Frameworks Agreements for housing support services as set out in paragraph 6.2 of the report.
2. The Executive to approve officers to invite tenders for the four Frameworks Agreements for housing support services and evaluate them in accordance with the approved evaluation criteria referred to in paragraph 2.1 above.

### 3.0 Detail Background – Supporting People

- 3.1 The Supporting People (SP) Programme is a national programme to commission the provision of housing related support services for vulnerable people to help gain, increase or maintain their independence. Supporting People funds the provision of “floating support services” (support to service users in their own home where the support worker moves to support someone else when support is no longer needed) and “accommodation based services” (support tied to accommodation where the client living in a hostel or supported housing scheme receives support as a condition of occupation).
- 3.2 The SP Programme commenced in April 2003. The Programme in Brent has an overall budget of £12.8 million for 2009/10.
- 3.3 At its meeting on 29<sup>th</sup> May 2007, the Executive approved the Supporting People Commissioning Framework setting out a procurement programme for Supporting People Services over a five-year period. This tendering project is part of the plan set out in the programme. The housing and support services for young people and teenage parent services, the subject of this report, are all included in the programme and due to be tendered in 2009-10.
- 3.4 In 2008 the decision was taken to complete a strategic review of young people and teenage parent services funded by Supporting People. The strategic review was completed in May 2009 (additional details are found in paragraph 4.1 of this report) On this basis a report was presented to the Commissioning Body in May 2009 recommending the tendering of these services, and setting out how they should be packaged into a number of Framework Agreements. The Supporting People Commissioning Body in its meeting of 27<sup>th</sup> May 2009 agreed that Supporting People funded services for young people and teenage parents be re-tendered to appoint providers to four Framework Agreements.
- 3.5 The 5 Year Supporting People Strategy 2005-10 approved by the Executive in December 2004 identified the need to participate in the working “protocols” and “joined up” approach to meet the support needs of young people and ensure the participation in the wider agenda affecting young people. The promotion of move-on to semi-independent accommodation for teenage parents was agreed as an on-going action. Action points which have not yet been achieved are:
- Increase access to accommodation based services to meet the demand of young offenders and drug users. This remains a priority and was also identified in the recent SP Strategic Reviews of Offender and Drug & Alcohol Services.
  - Address design issues which prevent use of services by young mothers with toddlers.

## **4.0 Detail Background - Strategic Review of SP services for young people and teenage parents**

4.1 A Strategic Review of young people and teenage parent services was completed in May 2009, supplementing the information provided in the 5 Year Strategy. The key issues identified were:

- A range of options be considered for the future delivery of services for young people and teenage parents
- Potential for re-modelling of one of the young people accommodation based schemes to provide a medium risk supported housing service for 6 male offenders aged 16-19 year olds
- Decommission the Melrose Avenue teenage parent scheme due to poor design and utilisation. Explore potential to address design issues of Essex Road scheme, to ensure safe and suitable accommodation for young mothers and babies up to two years old, with resources to be secured from the owning RSL to undertake the work
- Maintain Harrow View teenage parent scheme and extend it to September 2010, subject to successful re-tender by Harrow Supporting People
- The 16/17 year old, female only annexe, currently within the English Churches Housing Group (ECHG)/Riverside Livingstone hostel, remains as it is, pending the SP single homeless service review scheduled for 2009/10
- Procure and fund jointly with Housing and Children and Families to improve effectiveness and VFM of housing related support services, ensuring SP efficiency savings.
- Re-specifying services and re-tendering. Invite providers to tender to deliver the following re-specified services:
  - Young People Accommodation Based Service, inclusive 6 Unit 16-19 Years Young Offenders Service and Crash Pad
  - Young People Floating Support Services
  - Night-stop Service with 10 Night Stop (Host Family Placements as part of the accommodation based services)
  - Teenage Parent Accommodation Based Service
  - Teenage Parent Floating Support Services
- The report also identifies that Children and Families are keen to access a number of units in shared single sex accommodation staffed 24/7 and, floating support to address low to high needs
- Housing Needs and Children and Families have agreed a contribution in the region of £50k each (dependent on number of units accessed through joint procurement) of joint funding which will be monitored and reviewed via Supporting People. For Children and Families, this will be a positive alternative to the procurement of further Brent Share Houses.

## **5.0 Detailed Background - Current Pattern of SP Funded Provision for Young People and Teenage Parent**

5.1 There are currently 10 contracts in place, with 10 service providers providing the existing services which are now being re-tendered. Those contracts commenced February 2007 and are due to expire January 2010. Delegated

powers from the Director of Housing and Community Care will extend these contract until August 2010 in line with the indicative dates given in section 6 (v)

5.2 Supporting People currently funds housing support services for young people and teenage parents to a total of £1.028 million per annum – 9% of the total SP budget. Relevant details in relation to these housing support services are as follows:

- **Seven services are for young people**; five are accommodation based with 79 units, inclusive of a 3 bed crash pad, and a mediation service for 5. Two floating support services with 43 units.
- In addition to this number is a specialist 8 bed-sit annexe for young females within the single homeless contract for ECHG/ Riverside Livingstone House

The above services are depicted in the first table in paragraph 5.3 of this report.

- **Three services for teenage parents** provide 22 units of supported accommodation; two of these services have been expanded to provide 15 units of floating support
- One teenage parent service is out of borough, jointly shared and funded and managed by SP Harrow providing 3 units in high demand, and is a useful resource for teenage parents in fear of domestic violence. The service has been extended to 30 September 2010 to allow for Harrow SP procurement and tender of services

The above services are depicted in the second table in paragraph 5.3 of this report.

- Another accommodation based service for teenage parents (Melrose Avenue) is deemed unsuitable for mothers with toddlers due to poor design
- **Overall 29 staff provide support to 167 young people and teenage parents**
- In addition the SP funded generic, tenure neutral single homeless floating support service can support young people aged 16 years plus, unable to access specific young people's services
- Currently 16 to 17 year olds are in Bed and Breakfast accommodation, By 2010 the use of Bed and Breakfast accommodation as homeless accommodation will not be possible due to legislative changes. The Housing Resource Centre has identified a requirement for more crises type accommodation.
- The complexity and range of support needs of young people have increased over the years and there is a requirement for both specialist staff and higher level of support to address the issues presented. 16 to 17 year olds are best placed in single sex 24/7 staffed accommodation or visiting weekend / night security. Current services provide mainly low or low/ medium support
- There is a gap for specialist intensive services for socially excluded young people with complex needs, drug and alcohol issues and anti-social behaviour and offending issues. This need was also identified in the recent SP review of ex-offenders services.

- Feedback from young people included “feeling safe in 24/7 staffed hostels”, some bullying within schemes, “more help needed with move-on and anticipated problems using the private rented sector

5.3 As noted in the bullet points in paragraph 5.2 the range of SP funded young people and teenage parent housing support services provided includes:

#### **Current Configuration and Costs SP Young People Services**

<b>Separate SP Contracts</b>	<b>Accommodation Based Services</b>	<b>Floating Support</b>
ECHG 8 bed female only annexe	Rainer 11 beds 2 houses	BHP 31 units very low support approx 30 mins per client p.w.
	St Christopher’s 26 beds 4 houses	Centrepoint 12 units LC & offenders
	Coram 13 beds 2 houses	
	DePaul 29 bed spaces including 3 bed crash pad and a mediation service for 5	
<b>Total 8 beds</b>	<b>Total 79 beds plus 5 mediation</b>	<b>Total 43 units</b>
<b>Cost £85k</b> (this figure is for information only)	<b>Cost £673k</b>	<b>£146k</b>

#### **Current Configuration and Costs SP Teenage Parent Services**

<b>Accommodation Based Services</b>
Rainer 4 beds 1 house & 5 units FS
Stadium 15 beds 2 houses & 10 units FS <i>Current utilisation 78.5% 5 voids Qtr 3 &amp; design schemes unsuitable for babies over 1 year</i>
Metropolitan Housing Trust (MHT) 3 beds 1 house <i>Scheme shared &amp; managed by SP Harrow – has been extended to 30<sup>th</sup> September 2010 to allow SP Harrow procurement exercise.</i>
<b>Total 22 beds &amp; 15 units FS</b>
<b>Cost £209k</b>

### 5.3 Consultation

#### **Service Users**

Service users receiving Supporting People funded young people and teenage parent services were given the opportunity to contribute to the Strategic Review via a series of focus groups and a service user questionnaire. The overall response rate was 17%.

In addition supplementary responses to an earlier Housing Resource Centre (HRC) consultation exercise with young people, undertaken in 2007/ 08, regarding homelessness issues have also been included.

### **Young People and Teenage Parent Focus Groups Identified:**

#### **Young People**

- Felt safe in 24/7 hostel accommodation
- Felt vulnerable in Council accommodation & areas with high drug/ alcohol issues
- Staff generally helped them
- Appreciated the range of housing support provided
- Would like help accessing affordable leisure activities
- More help needed with move-on – all wanted independent living
- Not getting help with education, employment and maintaining relationships
- All wanted independent living but had concerns around private renting/ shared flats
- Number of users not attending house meetings regularly

#### **Teenage Parents**

- Like support being around when needed
- Wide range of support given
- Some users felt safe however others requested internal CCTV as visitors caused problems
- All were aspiring to independent living
- Anticipated problems with Private Rented Sector (PRS) – felt not given enough information, that many PRS landlords would exclude babies and young people
- Would like transport for group activities

#### **Questionnaires Sampled Identified:**

- Confirmed wide range of referral routes into current service
- Majority happy with support
- Met with support worker fortnightly or monthly
- One user receiving support for over 4 years
- Range of housing support provided
- More help wanted with budgeting and money issues
- Majority not considering PRS as move-on option due to lack of affordability, security, and information
- Some experienced bullying from within the in scheme, others from outside

#### **Supplementary HRC Consultation Findings**

In late 2007 and early 2008 the Council undertook an extensive consultation exercise with young people generally aged 16/24 years to record their perceptions of homelessness issues, service gaps and priorities. It was noted that the main difficulties perceived by young people were around:

- Ability of 16/17 year olds securing employment to sustain tenancy

- Securing PRS housing due to Housing Benefit (HB) restrictions and possible delays in receiving benefit
- Not having rent deposit or guarantees
- Tenancy sustainment
- Homelessness having negative impact on attendance at school, work

### **Feedback from Stakeholders/Partners**

Providers identified stakeholders using their service, and all identified were written to and asked to return the questionnaire. Key points from the limited responses received are noted below:

### **Required Priorities Identified**

- Homelessness preventative interventions and mediation
- Clear structured route into and out of supported housing
- Specialist support provision e.g. mental health, gender specific
- Supported lodgings with trained on-site host to provide support when needed
- Tailor made support service geared towards achievable outcomes
- Addressing antisocial behaviour, working closely with partners e.g. police, safer neighbourhood teams, young people services to deter criminal activity / behaviour
- High demand for hostel accommodation and supported housing
- Preventing homelessness through planned and positive “move-on”
- Support to maintain, understand tenancies
- More options for move-on – private rented sector needs to be decent, affordable
- Skills for young people in managing bills, HB and reducing debt
- Developing confidence, responsibility and assertiveness skills
- Addressing health needs, physical, mental, substance misuse, access to sports
- Engagement and establishing economic security for young people in education, training, work experience, volunteering, employment
- Increasing social engagement – external groups, community and BME events
- To be signposted to other relevant agencies

## **6.0 Pre-tender considerations**

6.1 Members are asked to note that with respect to the two proposed Framework Agreements with respect to services for young people (one floating support services Framework Agreement and one accommodation based services Framework Agreement), Supporting People will be working closely with Children and Families and Housing Needs on the procurement exercise. As detailed in paragraph 4.1 Children and Families have each agreed to contribute in the region of £50k towards these services.

6.2 In accordance with Contract Standing Orders 88 and 89, pre-tender considerations have been set out below for the approval of the Executive:

Ref	Requirement	Response
(i)	The nature of the service	<p><b>To be provided under four Framework Agreements</b></p> <p><b>Accommodation based service for young people</b>  Units to be provided for young people aged 16-25 years, inclusive of crash pad, with single sex schemes, staff based on site, evening, weekend cover, visiting security at night, &amp; change of use of 1 scheme to provide a 6 bed facility for male offenders aged 16-19yrs. New service 10 night stop placements.</p> <p>It is anticipated that 2 or three providers will be appointed to this framework.</p> <p><b>Floating Support for young people</b>  A short term service (up to 2 years) for young people with a range of needs aged 16 to 25 years</p> <p>It is anticipated that a minimum of 2 providers will be appointed to this framework.</p> <p><b>Accommodation based services for Teenage parents</b>  10 beds for 16-19 years</p> <p>It is anticipated that a minimum of 2 providers will be appointed to this framework.</p> <p><b>Floating Support for teenage parents</b>  15 units for 16-19 years</p> <p>It is anticipated that a minimum of 2 providers will be appointed to this framework.</p>
(ii)	The future estimated value of all contracts:	<p>All contracts: £1,077k per annum £5,385m over the five year contract term.</p> <p>SP funding  Up to £977 per annum  Children and families funding  Up to £50k per annum  Housing Needs funding  Up to £50k per annum</p>



(iii)	The contract term	The frameworks will be for a maximum 5 year contract term - 3 years with an option to extend for a further 2 years.	
(iv)	The tender procedure to be adopted:	<p>Formal tendering (including advertising) with a two stage procedure in accordance with Contract Standing Order 96 (c): Stage 1 – expressions of interest and short-listing. Stage 2 – invitations to tender.</p> <p>As Health and Social Services transactions are 'Part B Services' for the purposes of the EU regulations, the Regulations are of residual application only (general duties of fairness and transparency, forwarding of a contract award notice, etc.) and do not dictate the procurement process to be followed.</p>	
(v)	Procurement timetable	<p><b>Indicative dates are:</b></p> <p>Adverts placed</p> <p>Expressions of interest in the form of the Council's Pre-Qualification Questionnaire returned</p> <p>Shortlist drawn up in accordance with the Council's approved criteria</p> <p>Invite to tender /Framework agreement</p> <p>Deadline for tender submissions</p> <p>Panel evaluation and shortlist for site visit</p> <p>Site Visits</p> <p>Interviews/presentations</p> <p>Tender Evaluation</p> <p>Report recommending Contract award circulated internally for comment</p> <p>Executive approval</p> <p>Contract award</p>	<p>Jul 2009</p> <p>Sept 2009</p> <p>Oct 2009</p> <p>Nov 2009</p> <p>Dec 2009</p> <p>Jan 2010</p> <p>Feb 2010</p> <p>Mar 2010</p> <p>Mar 2010</p> <p>Apr/May 2010</p> <p>May 2010</p> <p>Jun 2010</p>

		Contract start date	1 <sup>st</sup> Sept 2010
(vi)	The evaluation criteria process.	<p>Shortlists of those to be invited to tender are to be drawn up in accordance with the Council's Contract Management and Procurement Guidelines namely the pre qualification questionnaire (PQQ) and thereby meeting the Council's minimum standards as to financial standing, technical capacity and professional and technical expertise and compliance with statutory requirements (e.g. to work with young people and teenage parents).</p> <p>Appointments to the Framework will be made on the basis of the most economically advantageous offers, with the tenders received to be evaluated against the following criteria:</p> <p>Tendered prices (50% weighting) Quality Assessment (50% weighting) based on the following criteria:</p> <ul style="list-style-type: none"> <li>• Method of service delivery in Brent</li> <li>• Service User involvement and choice including the service providers ability respond flexibly to service users and the ability to facilitate involvement of service users in the shaping and delivery of services they receive.</li> <li>• Methods for ensuring Quality performance and good outcomes, including demonstration of how service standards will be maintained and monitored.</li> <li>• Approach to working with young people and teenage parents with a range of needs including approach to delivering flexible solutions which are responsive to varying service user needs.</li> <li>• Approach to partnership working with the Council and other agencies</li> <li>• Added Value</li> </ul> <p>Tenders will be evaluated by a panel comprising of officers from the Supporting People unit and officers from the Children's and Families and Housing Needs units.</p> <p>A further report will be brought to the Executive seeking approval of the award recommendations</p>	

(vii)	Any business risks associated with entering the contract.	All existing providers are locally based organisation working with young people and teenage parents with varying needs in the borough. The contract(s) to be tendered will represent a significant portion of their regular business. No significant business risks have been identified to date. Officers understand that the profile of organisations likely to tender will be similar to the profile of the existing providers.
(viii)	Any staffing implications, including TUPE and pensions	See sections 10 below
(ix)	The Council's Best Value duties.	This procurement process and on-going contractual requirement will help ensure that the Council achieves Best Value. Tenderers will be invited to submit specific proposals on ensuring what is the most the most economically advantageous tender, on the basis of a 50% weighting for cost and 50% weighting for quality issues. The competition provided by the 2 <sup>nd</sup> stage tendering exercise will assist the Council in achieving its Best Value objectives for the service.
(x)	The relevant financial, legal and other considerations.	See sections 7, 8, and 9 below

## 7.0 Financial Implications

7.1 The Council's Contract Standing Orders state that contracts for supplies and services exceeding £500k or works contracts exceeding £1million shall be referred to the Executive for approval to invite tenders and in respect of other matters identified in Standing Order 89

7.2 The current costs of services to Young People and Teenage Parents is met through the Supporting People grant and has an annual contract value of £1.028m. The annual value of the proposed retender is estimated to be £1.077; however this will be funded through existing budgets:

- Supporting People: £977k
- Children and Families: contribution in the region of £50k
- Housing Needs Budget: £50k

This would result in an estimated saving of £51k in a full year on the Supporting People Budget.

## **8.0 Legal Implications**

- 8.1 The Council has the necessary powers (and in some cases, duties) to enter into the proposed contracts under (amongst other provisions) s21 and s26 of the National Assistance Act 1948, the Supporting People Grant Conditions, section 1 of the Local Government (Contracts) Act 1997 and s2 of the Local Government Act 2000 .
- 8.2 The estimated values of the framework agreements over their lifetime are in excess of £500k therefore the procurement and award of the framework agreements are subject to the Council's Contract Standing Orders in respect of High Value contracts and Financial Regulations.
- 8.3 The services are part B Services under the Public Contracts Regulations 2006 ("EU procurement Regulations") and are not therefore subject to the full application of the EU Procurement Regulations. They are however, subject to the overriding EU principles of equality of treatment, fairness and transparency in the award of the contracts. Non-discriminatory language must be used in the Specification, and a contract award notice will need to be sent to the Official Journal of the European Union.
- 8.4 The proposed new frameworks will be procured and tendered in accordance with the Council's Contract Standing Orders which require a formal tendering process with advertising of the proposed frameworks.
- 8.5 Once the tendering process is undertaken Officers will report back to the Executive in accordance with Contract Standing Orders, explaining the process undertaken in tendering the framework agreements and recommending awards of contracts.
- 8.6 TUPE and related staffing matters are considered in section 10 of this report below.

## **9 Diversity Implications**

- 9.1 Contracts currently require providers of housing support services to deliver services which are
- culturally sensitive by providing cultural awareness training for all workers, matching specific language requirements where possible and recruiting a workforce which reflects the communities of Brent;
  - able to offer service users a male or female support worker if specifically requested
- 9.2 The new contracts will continue to require providers to deliver services in this way. In addition partnering arrangements with local community groups and specialist providers will be encouraged to ensure that a diverse range of services can be provided to meet the specific ethnic and cultural needs of service users. The contracts will focus on providing specialist services, for young people and teenage parents.

## **10.0 Staffing Implications**

- 10.1 There may be TUPE implications arising from the award of the Framework Agreements. The assumption is that TUPE may apply to those staff providing a service that will be included in the tender process. One of the current young people contracts is being delivered by Brent Housing Partnership and 1 – 2 staff may be affected. The staff currently delivering this contract may be found to be former Council staff and their status will need to be investigated and appropriate steps taken before Invitation to Tender stage. Such staff may transfer to a new employer under TUPE as a result of the proposed tendering process. Appropriate consultation with current employers will commence as soon as possible.
- 10.2 Officers will need to consider the requirements of the Best Value Authorities Staff transfers (Pensions) Direction 2007 and the Best value Code of Conduct on Workshop Matters to ensure the protection of the pension rights of any Council staff or ex-Council staff transferring to a contractor under TUPE as a result of an outsourcing process.

### **Background Papers**

Supporting people Grant Conditions (CLG)

Brent Five Year Supporting People Strategy 2005/10

Strategic Review SP Funded Services for Young People & Teenage Parent

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