



Worcester
CITY COUNCIL

COMMUNITIES COMMITTEE

SUPPLEMENTARY AGENDA

Date: Wednesday, 2nd November, 2022

Time: 7.00 pm

Venue: The Guildhall

COMMUNITIES COMMITTEE

Information for Members of the Public

Access to the Guildhall is via the front entrance in the High Street. The nearest car park is Copenhagen Street (pay and display). If you are a wheelchair user or have restricted mobility, access to the Guildhall can be gained either through the door on the right side of the forecourt as you face the Guildhall, or through the sliding doors at the rear of the Guildhall. There is dedicated disabled parking space at the rear (access via Copenhagen Street). Most meetings are held on the ground floor, which can be reached by using a lift. If you are a wheelchair user or have restricted mobility and you wish to attend a meeting, please telephone or email the officer mentioned below in advance and we will make any necessary arrangements to assist your visit.

Part I of the Agenda includes items for discussion in public. You have the right to inspect copies of Minutes and reports on this part of the Agenda as well as background documents used in the preparation of these reports. Details of the background papers appear at the foot of each report. Part II of the Agenda (if applicable) deals with items of 'Exempt Information' for which it is anticipated that the public may be excluded from the meeting and neither reports nor background papers are open to public inspection.

Please note that this is a public meeting and members of the public and press are permitted to report on the proceedings. "Reporting" includes filming, photographing, making an audio recording and providing commentary on proceedings. Any communicative method can be used to report on the proceedings, including the internet, to publish, post or share the proceedings. Accordingly, the attendance of members of the public at this meeting may be recorded and broadcast. By choosing to attend this public meeting you are deemed to have given your consent to being filmed or recorded and for any footage to be broadcast or published.

Please note the Council records and live streams many of its meetings. These recordings are published on the relevant meeting pages of the Council's website. A notice to this effect will be posted in the meeting room. If a member of the public chooses to speak at a meeting of the City Council he/she will be deemed to have given their consent to being recorded and audio being published live to the Council's website. The Chair of the meeting, can at their discretion, terminate or suspend recording, if in their opinion, continuing to do so would prejudice the proceedings of the meeting or if they consider that continued recording might infringe the rights of any individual, or breach any statutory provision.

At the start of the meeting under the item 'Public Participation' up to fifteen minutes in total is allowed for members of the public to present a petition, ask a question or comment on any matter on the Agenda. Participants need to indicate that they wish to speak by 4.30 p.m. on the last working day before the meeting by writing, telephoning or E-Mailing the officer mentioned below.

If you have any general enquires or queries about this Agenda or require any details of background papers, further documents or information, or to discuss arrangements for the taking of photographs, film, video or sound recording please contact the Lead Officer, Julian Pugh, Democratic Services Administrator, Guildhall, Worcester WR1 2EY. Telephone: 01905 722027 (direct line); E-Mail Address: committeeadministration@worcester.gov.uk.

This agenda can be made available in large print, braille, on PC disk, tape or in a number of ethnic minority languages. Please contact the above named officer for further information.

Agendas and minutes relating to all City Council Committees and Council Meetings are also available electronically, click on the option "Committee Minutes and Documents", Website Address: worcester.gov.uk

**Communities Committee
Wednesday, 2 November 2022**

Members of the Committee:-

Chair: Councillor Jabbar Riaz (L)
Vice-Chair: Councillor Owen Cleary (C)

Councillor Basharat Ali (L)
Councillor Jill Desayrah (L)
Councillor Shafaz Ditta (C)
Councillor Mrs. Lucy Hodgson (C)
Councillor Stephen Hodgson (C)

Councillor Matthew Lamb (L)
Councillor Neil Laurenson (G)
Councillor Steve Mackay (C)
Councillor Tom Piotrowski (G)

C = Conservative G = Green L = Labour LCo = Labour and Co-operative
LD = Liberal Democrat

AGENDA

**Part 1
(ITEMS FOR DISCUSSION AND DECISION IN PUBLIC)**

9. Procurement of the Single Person and Childless Couples Homeless Prevention Support Service

Page(s): 1 - 6

Ward(s): All Wards

Contact Officer: Tom Mountford, Head of Homes and Communities
Tel: 01905 722529

That the Committee:

1. Approves the procurement of a 5-year contract for the single homeless and childless couples' homeless prevention support service with a total annual contract value of £301,500;
2. Recommends to the Policy and Resources Committee that Worcester City Council's contribution, being £65,646 per annum for the first two years of the contract, be funded from the Homeless Prevention Grant and receive subsequent reports to identify future funding for the rest of the contract term;
3. Delegates authority to the Corporate Director - Operations, Homes and Communities in consultation with the Chair and Vice Chair of Communities Committee to award the contract to the successful tenderer on behalf of Worcester City Council;
4. Delegates authority to the Corporate Director - Operations, Homes and Communities in consultation with Chair and Vice Chair to grant an extension to the current contract of up to 2 months should it be required for mobilisation of a new provider.

10. **Procurement of Housing First Service**

Page(s): 7 - 12

Ward(s): All Wards

Contact Officer: Tom Mountford, Head of Homes and Communities
Tel: 01905 722529

That the Committee:

1. Approves the procurement of a 5-year contract for the Housing First contract with a total annual contract value of £349,810;
2. Recommends to the Policy and Resources Committee that Worcester City Council's contribution, being £99,946 per annum for the first two years of the contract, be funded from the Department for Levelling Up Housing and Communities (DHLUC) Grant Funding and Homeless Prevention Grant and receive subsequent reports to identify future funding for the rest of the contract term; and
3. Delegates authority to the Corporate Director - Operations, Homes and Communities in consultation with the Chair and Vice Chair of Communities Committee to award the contract to the successful tenderer on behalf of Worcester City Council.



Report to: Communities Committee, 2nd November 2022

Report of: Corporate Director - Operations, Homes and Communities

Subject: PROCUREMENT OF THE SINGLE PERSON AND CHILDLESS COUPLES HOMELESS PREVENTION SUPPORT SERVICE

1. Recommendation

That the Committee:

- 1.1 Approves the procurement of a 5-year contract for the single homeless and childless couples' homeless prevention support service with a total annual contract value of £301,500;**
- 1.2 Recommends to the Policy and Resources Committee that Worcester City Council's contribution, being £65,646 per annum for the first two years of the contract, be funded from the Homeless Prevention Grant and receive subsequent reports to identify future funding for the rest of the contract term;**
- 1.3 Delegates authority to the Corporate Director - Operations, Homes and Communities in consultation with the Chair and Vice Chair of Communities Committee to award the contract to the successful tenderer on behalf of Worcester City Council;**
- 1.4 Delegates authority to the Corporate Director - Operations, Homes and Communities in consultation with Chair and Vice Chair to grant an extension to the current contract of up to 2 months should it be required for mobilisation of a new provider.**

2. Background

- 2.1 The Single Person and Childless Couples Homeless Prevention Support Service is a countywide service commissioned in partnership with all Worcestershire Local Housing Authorities (LHA) and Worcestershire County Council.
- 2.2 The service was first commissioned in 2016. It was recommissioned in 2019 and Caring for Communities and People (CCP) is the current service provider. In July 2022, Communities Committee agreed to extend the current contract until 31 March 2023 to allow a full recommissioning process to take place, to include a review of the specification and key performance indicators.
- 2.3 The Homeless Prevention Support Services contract comprises two main service elements: -
 - The first element is a support service which helps single people and childless couples at risk of homelessness by providing a range of support to help them to

stay in their homes, or find alternative accommodation, before they lose their home.

- The second element of the service is activating and operating the emergency accommodation provision for people sleeping rough during periods of severe weather. Ensuring that people are offered safe and warm accommodation when the weather is predicted to be zero degrees Celsius or below on any one night within Worcestershire.

- 2.4 The total number of people supported by the homeless prevention support service during 2021/22 was 78, of which 60 were from Worcester City. This support included help to reduce debt and maximise income support to access healthcare services and help to reduce offending behaviour. An additional 160 individuals were supported Countywide of which 97 were from Worcester for tenancy-ready floating support. Without this provision in place, the demand would be placed on the Council's statutory homelessness response team.
- 2.5 During the winter of 2021/22 the emergency accommodation was opened 30 times and was accessed by 45 individuals, of which 35 people had a connection to Worcester. The number of times the accommodation was accessed by an individual ranged between 1 night and 9 nights. This provides a crucial service to protect those without accommodation during particularly adverse weather conditions by providing them with accommodation, irrespective of homelessness eligibility criteria.
- 2.6 The timetable for the procurement process, which is being led by Worcester City Council on behalf of the partner councils is as follows:-

Market engagement: September 2022
Finalise specification/KPIs: October 2022
Open tender procedure: November 2022
End tender procedure: December 2022
Award contract: 6th January 2022
Mobilisation of contract: January – March 2022
Commencement of new contract: 1 April 2023.

3. Consultation and Review

- 3.1 A market engagement event has taken place with stakeholders across Worcestershire to draw on the expertise and experience of a range of different organisations that have experience of working with those at risk of homelessness or who are rough sleeping. The event took place on 26 September 2022 and the key findings from this consultation will be considered in development of the specification.
- 3.2 A consultation exercise is also planned with single people or childless couples who have lived experience of homelessness in Worcestershire. This is to ensure that an element of the customer group, who will be able to access the new service, have a direct input into the service design and specification.
- 3.3 The partner councils undertook a review of the current service specification, to include the key performance indicators and a value for money exercise. Below are the key recommendations from the review:

- 3.3.1 The service should move to a more tailored approach to providing the housing related support which delivers on the shared objectives but meets the localised need of the individual district councils.
- 3.3.2 For the districts to work with the current provider to redesign the performance figures. This should include an outcome star or similar, which will allow us to support and measure change in an individual following the support.
- 3.3.3 For a dedicated resource to be employed by the provider to co-ordinate the emergency accommodation response during period of severe weather.
- 3.3.4 For the method of calculating each district's contract contribution to be reviewed and updated, and for the number of support hours allocated to support customers in each district to correlate to the proportion of funding paid by each district.

4. Preferred Option

- 4.1 To tender for a joint contract to deliver a new homelessness support contract to cover: -
 - 4.1.1 Providing housing support to homeless single people and childless couples to prevent homelessness, with a focus on early prevention.
 - 4.1.2 Managing the delivery of emergency accommodation and providing support for rough sleepers during periods of severe weather
- 4.2 The contract specification will incorporate the recommendations from the review and the consultation exercises.
- 4.3 It is recommended that a contract term of reasonable duration is put in place so that the provider and the commissioning councils can establish a sound model of service delivery. In funding terms however, funding from all the councils is only secured for the first two years at this stage. It is proposed that a 5-year contract is tendered, with the option of break points beyond the end of year two, so that the councils can review the funding and performance of the contract.

5. Implications

5.1 Financial and Budgetary Implications

The funding for the contract is set out below, with a financial contribution from Worcester City Council of £65,646.55 per annum from the Homelessness Prevention Grant.

Local Authority	12 months funding
Worcester City Council	£65,646.55
Wyre Forest District Council	£30,156.50
Wychavon District Council	£32,801.50
Malvern Hills District Council	£21,089.15
Bromsgrove District Council	£18,347.10
Redditch Borough Council	£33,459.20

Worcestershire County Council	£100,000
TOTAL FUNDING	£301,500

The report indicates that funding from Worcester City Council for two years is required, amounting to £131,293. There are sufficient funds from the Homelessness Prevention Grant to meet this. This funding may remain available to the Council beyond the end of year two, but it is not certain at this stage; further reports will be brought to Members in due course.

In the event that the existing contract needs to be extended to allow for mobilisation to a new provider, this would be underwritten by the Council at a cost of £50,250 (two months contract funding) to be funded from the Flexible Housing Reserve with monies to be recouped from partner councils. There are sufficient funds in the Flexible Housing Reserve to fully fund this commitment.

5.2 Legal and Governance Implications

The Homelessness Reduction Act 2018 placed a duty on local authorities to intervene at an earlier stage to prevent homelessness and to take reasonable steps to help those who become homeless to secure accommodation. The Act introduced a change to the point at which a person is classed as being threatened with homelessness from 28 days before a person is likely to become homeless to 56 days. It requires local housing authorities to provide new homelessness services to all people in their area and also expands the categories of people who they have to help to find accommodation and give advice to.

The proposed procurement will be conducted in compliance with the Public Contracts Regulations 2015 and the Council's Procurement Code. Any short-term extension (if required while the new contract is mobilising) would be permitted under the Council's rules.

5.3 Risk Implications

As the service supports some of our more vulnerable individuals, a comprehensive mobilisation and transition plan is in place to ensure that there is continuity in support in the event that a new provider was to be appointed. This is supported by the option of an extension to the current contract should any new provider not be able to mobilise within the timeframe.

5.4 Corporate/Policy Implications

None identified in this report.

5.5 Equality Implications

This contract will have a positive impact on the health, safety and welfare of vulnerable people across the City including those single people and childless couples at risk of homelessness and individuals sleeping rough during severe weather conditions.

5.6 Human Resources Implications

None identified in this report.

5.7 Health and Safety Implications

None identified in this report.

5.8 Social, Economic and Environmental implications

There are both social and economic implications arising from this report. Social implications relate to the fact that this service is supporting people to remain in their own home or provide them with emergency accommodation to prevent homelessness and rough sleeping and the negative social impacts that can have.

Economically, preventing people or households becoming homeless has a positive impact across the public sector and commissioned support services as these services are required less, enabling them to focus on those people who have passed this point and are in crisis.

Ward(s): **All Wards**

Contact Officer: **Tom Mountford – Head of Homes & Communities**
E-mail: tom.mountford@worchester.gov.uk
Tel: **01905 722529**

Background Papers: **None**

This page is intentionally left blank



Report to: Communities Committee, 2nd November 2022

Report of: Corporate Director - Operations, Homes and Communities

Subject: PROCUREMENT OF HOUSING FIRST SERVICE

1. Recommendation

That the Committee:

- 1.1 Approves the procurement of a 5-year contract for the Housing First contract with a total annual contract value of £349,810;**
- 1.2 Recommends to the Policy and Resources Committee that Worcester City Council's contribution, being £99,946 per annum for the first two years of the contract, be funded from the Department for Levelling Up Housing and Communities (DHLUC) Grant Funding and Homeless Prevention Grant and receive subsequent reports to identify future funding for the rest of the contract term; and**
- 1.3 Delegates authority to the Corporate Director - Operations, Homes and Communities in consultation with the Chair and Vice Chair of Communities Committee to award the contract to the successful tenderer on behalf of Worcester City Council.**

2. Background

- 2.1 Housing First is an approach which successfully supports homeless people with high needs and histories of sustained and recurrent homelessness to live in their own homes.
- 2.2 The Government recognises that Housing First is a cost-effective way of ending rough sleeping. The philosophy of Housing First is to provide a stable, independent home and intensive personalised support to homeless people with multiple and complex needs for as long as they need it.
- 2.3 The Worcestershire Housing First service has been contracted with St Pauls Hostel since February 2020 with the current contract running to 31 March 2023. The contract is held jointly between all six district Councils with Worcester City Council as the contract lead.
- 2.4 The service has a capacity for 41 participants to receive intensive support from St Pauls to enable them to maintain their tenancies. Participants are accommodated within the respective Local Authority areas primarily in social rented accommodation.
- 2.5 The breakdown of the participant capacity funded by each district is set out in the table below. All Worcester's participant spaces are at full capacity.

District	Participants
Worcester City Council	12
Bromsgrove District Council	2
Redditch Borough Council	12
Wychavon District Council	5
Malvern District Council	5
Wyre Forest	5
TOTAL	41

- 2.6 The Housing First service works closely with Platform, Citizen and Stonewater with the service to ensure that participants have settled housing which is safe and secure.

Worcester: Accommodation	Participants
Settled (housing association tenancy)	10
Prison	1
Interim	1
TOTAL	12

- 2.7 Below is the length of time that Worcester participants have been supported to remain in their tenancy.

Worcester: Tenancy Sustainment	Participants
12 months	5
18 months	2
24+ months	2
Under 6 months	1

- 2.8 Since commencement in 2020, the contract has been funded through a number of different funding mechanisms. The contract funding for 2022/23 is set out below.

Funding 2022/23	
Business Rates Retention Pilot	£178,666
District Council – grant funding	£122,780
St Pauls Hostel (Personalisation Funding)	£10,000
TOTAL	£311,446

- 2.9 It is proposed that the Worcester City contribution for the new contract is funded through the successful Rough Sleeper Initiative (RSI) 22-25 bid to the DLUHC of £43,898 and the Homeless Prevention Grant funding of £56,048.
- 2.10 Worcester City Council, Bromsgrove District Council, Malvern Hills District Council, Redditch Borough Council and Wychavon District Council, have agreed to jointly commission the service with the new contract commencing 1 April 2023.

3. Housing First– Evaluation and Evidence Base

- 3.1 The 2022 Government Strategy 'Ending Rough Sleeping for Good' sets out how the government plan to end rough sleeping for good. The Strategy acknowledges that

Housing First has “an impressive international record in helping people facing multiple disadvantages to recover and stay off the streets for good”. It notes that sustainable accommodation with support is critical to supporting someone to recover from the multiple disadvantages experienced by people who have been sleeping rough.

- 3.2 Within the Strategy, the Government has committed the funding to ensure that Housing First services will continue into 2025 through local areas’ Rough Sleeping Initiative (RSI) programmes.
- 3.3 The University of Worcester have been commissioned to carry out an independent evaluation of the service. This evaluation is due to run for the duration of the contract.

The evaluation objectives are:

- To understand the impact of the Housing First pilot on individuals and their outcomes.
 - To understand the costs and benefits of Housing First.
- 3.4 The second interim evaluation report dated 30 June 2021 concluded that the project is working well and “there have been numerous accounts of success for some participants, although this is not to say that positive change has resulted for everyone. Progress is slow for many individuals and the impact of years of living on the margins, and mental health issues including substance abuse, continues to influence the ability of participants to manage their new secure housing status. The Housing First Case Managers are experienced and professional providers, who give practical and psychological support to undeniably vulnerable and frequently volatile individuals, through consistent and positive strategies.”
 - 3.5 There is an identified need for this service within Worcestershire, the Worcestershire Criminal Justice and Housing Pathway Report 2022 set out to examine the housing needs of people in the criminal justice system. The report identified the need for further Housing First units to meet a potential need for 38 units to support people with multiple and complex needs.
 - 3.6 Work will continue to secure funding in the longer term. There may be opportunities to seek funding through partner agencies such as Health, Care and Public Agencies as the evaluation should also evidence the cost benefits to a wide range of organisations.
 - 3.7 It is recommended that a contract term of reasonable duration is put in place so that the provider and the commissioning councils can establish a sound model of service delivery. In funding terms however, funding is only secured for the first two years at this stage. It is proposed that a 5 year contract is tendered, with the option of break points beyond the end of year two, so that the councils can review the funding and performance of the contract.

4. Preferred Option

- 4.1 To jointly commission a new contract commencing 1 April 2023 with Bromsgrove District Council, Malvern Hills District Council and Wychavon District Council, with Worcester City remaining as contract lead.

4.2 The number of participants to be supported through the service will be:

Funding (per annum)	23/24	24/25
Worcester City Council	12	12
Bromsgrove District Council	4	4
Redditch Borough Council	10	10
Wychavon District Council	5	5
Malvern District Council	5	5
Additional shared between Wychavon and Malvern Councils	7	7
TOTAL	43	43

5. Implications

5.1 Financial and Budgetary Implications

The funding for the contract is set out below, with a financial contribution from Worcester City Council of £99,946 per annum.

Funding (2023-2024)	
Worcester City Council (Homeless Prevention Grant Funding £56,048, RSI22-25 Grant Funding £43,898)	£99,946
Bromsgrove District Council	£33,315
Redditch Borough Council	£83,288
Wychavon District Council	£41,644
Malvern District Council	£41,644
Additional shared between Wychavon and Malvern Councils	£58,302
TOTAL	£349,810

The report indicates that funding from Worcester City Council for two years is required, amounting to £199,892. There are sufficient funds from the DHLUC Grant and the Homelessness Prevention Grant to meet this. This funding may remain available to the Council beyond the end of year two but it is not certain at this stage; further reports will be brought to Members in due course.

5.2 Legal and Governance Implications

Commissioning this service will help the Council meet its statutory duties in relation to those who are at risk of homelessness.

The proposed procurement will be conducted in compliance with the Public Contracts Regulations 2015 and the Council's Procurement Code.

5.3 Risk Implications

As the service supports some of our more vulnerable individuals, a comprehensive mobilisation and transition plan is in place to ensure that there is continuity in support.

5.4 Corporate/Policy Implications

None identified

5.5 Equality Implications

The policy will have a positive impact on the health, safety and welfare of vulnerable tenants.

5.6 Human Resources Implications

None identified

5.7 Health and Safety Implications

None identified

5.8 Social, Economic and Environmental implications

There are both social and economic implications arising from this report. Social implications relate to the fact that this service is supporting people to remain in their own home to prevent homelessness and rough sleeping and the negative social impacts that can have.

Economically, preventing people from becoming homeless has a positive impact across the public sector and commissioned support services as these services are required less, enabling them to focus on those people who have passed this point and are in crisis.

Ward(s): All Wards
Contact Officer: Tom Mountford – Head of Homes & Communities
E-mail: tom.mountford@worcester.gov.uk
Tel: 01905 722529
Background Papers: None

This page is intentionally left blank