

GREATER LONDON AUTHORITY

REQUEST FOR DIRECTOR DECISION – DD2290

Title: Move-on referrals and support

Executive summary:

Under MD2052, the Mayor has made available up to £50m for a Move-On Programme, to develop homes for people moving on from hostels and refuges and to provide support for those residents. In addition to this funding, the Government is providing up to £200,000 a year for administration costs associated with the programme. The Move-On Programme will not only help people to move on with their lives, it will also free up valuable spaces in hostels and refuges for those in need, helping to alleviate rough sleeping and other forms of homelessness. The homes developed will augment the current stock of c3,700 Rough Sleepers Initiative (RSI) units.

Arrangements for these homes and their occupants will differ in some respects – around referrals, eligibility and support - from those for the current RSI units. Currently, the GLA commissions the Clearing House to deal with referrals to RSI units and the Tenancy Sustainment Teams to provide support to residents of those units. Robust referral and support mechanisms therefore need to be devised and implemented, to ensure that nominations agreements are adhered to, lettings are appropriate and safe, residents receive the right support to help them rebuild their lives and the funding available for support is used and monitored effectively.

Two streams of work, totalling up to £110,000 are proposed. The first will devise the referral and support mechanisms and the second will put them in place.

Decision:

That the Executive Director of Housing and Land approves:

Expenditure of up to £110,000 across 2018/19 and 2019/20, using the administration funding from the Government for the Move-On Programme, to be split as follows:

- Up to £30,000 to procure a contractor to devise and assist with the implementation of effective mechanisms for referrals to the homes developed through the Move-On Programme and for support to the residents of these homes; and
- Up to £80,000 for other activities associated with the Move-On Programme to ensure that the mechanisms recommended by the contractor are in place before the first homes are delivered. These activities may include developing new relationships and arrangements with referring organisations and support providers, IT development and putting in place recording and monitoring processes.

AUTHORISING DIRECTOR

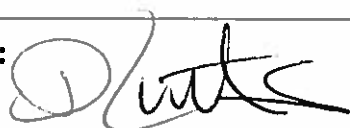
I have reviewed the request and am satisfied it is correct and consistent with the Mayor's plans and priorities.

It has my approval.

Name: David Lunts

Position: Executive Director, Housing and Land

Signature:



Date:

PART I - NON-CONFIDENTIAL FACTS AND ADVICE

Decision required – supporting report

1. Introduction and background

- 1.1 The Mayor has made available up to £50m of funding to develop homes for homeless people moving on from hostels and refuges (MD2052) (the **“Move-On Programme”**). In addition to this funding, the Government is providing up to £200,000 a year for administration costs associated with the programme. This will contribute to meeting the Mayor’s aims for a route off the street for every rough sleeper in the capital and for better support for victims of domestic abuse. This programme will not only help people to move on with their lives, it will also free up valuable spaces in hostels and refuges for those in need, helping to alleviate rough sleeping and other homelessness.
- 1.2 The programme launched in late 2016. At that time, the lack of funding to provide the support needed for the people who would move into the homes developed meant that there was very limited interest in bidding into the fund from providers. In recognition of this, at the end of 2017/8, the Mayor successfully lobbied for the conversion of £3.125m of the £50m to revenue funding. As a result, we are now seeing more interest from potential bidders.
- 1.3 The homes developed will augment the current stock of c3,700 Rough Sleepers Initiative (RSI) units. Under current arrangements, everyone who moves into an RSI unit is verified through the Combined Homelessness and Information Network (CHAIN) as a rough sleeper, is referred via a hostel or the Mayor’s No Second Night Out service and receives support from the Mayor’s Tenancy Sustainment Teams (TSTs).
- 1.4 All referrals are received and assessed centrally by the Clearing House (commissioned by the GLA), and properties are pan-London (in that they can be accessed by people from across the capital). The Clearing House also coordinates and brokers relationships between referral organisations, the landlords of the RSI units and the TSTs.
- 1.5 Clearing House’s roles as the central referral body and the coordinator of relationships will continue for the new move-on homes. However, arrangements for these homes and their occupants will differ in some respects from those for the current RSI units, for example:
 - A proportion of the homes will be earmarked for people leaving refuges (or victims of domestic abuse moving on from hostels), the overwhelming majority of whom will not have a history of rough sleeping/be recorded on CHAIN. Some will have children (a small proportion of the units will be family-sized). This will mean that referrals will come from a wider group of organisations and there will be additional factors to consider when people being referred are assessed;
 - Not everyone moving into the properties will receive support from the Tenancy Sustainment Teams (TSTs) – some people’s support will be provided by other services instead;
 - Appropriate support for victims of domestic abuse moving into the properties is likely to be secured centrally – via Clearing House or another route – on a case by case basis, and a central funding pot will be available for this purpose; and
 - Not all units will necessarily be available on a pan-London basis (i.e. available to people moving on from any part of the capital), with arrangements varying depending on whether a borough is contributing funding for the units.
- 1.6 It is therefore necessary to devise and implement effective mechanisms for referrals to the homes developed through the Move-On Programme and for support (which will vary depending on the level of need) to the residents of these homes. It is therefore proposed that a contractor is procured to devise these mechanisms and that Clearing House and any other relevant organisations are funded to implement them in readiness for the first homes being delivered.

1.7 To achieve the above, this report seeks approval for expenditure of up to £110,000 across 2018/19 and 2019/20, using the administration funding from Government for the Move-On Programme to be split as follows:

- Up to £30,000 to procure a contractor to devise and implement effective mechanisms for referrals to the homes developed through the Move-On Programme and for support to the residents of these homes; and
- Up to £80,000 for other activities associated with the Move-On Programme to ensure that the mechanisms recommended by the contractor are in place before the first homes are delivered. These activities may include developing new relationships and arrangements with referring organisations and support providers, IT development and putting in place recording and monitoring processes. It may involve varying the GLA's current contract with Clearing House and procuring a specialist domestic abuse organisation.

2 Objectives and expected outcomes

2.1 The objective is to devise and put in place robust referral, support and other mechanisms for the Move-On Programme and achieve the outcomes set out in paragraph 2.2 below. To achieve this, it is proposed that:

- A contractor is procured to devise the necessary mechanisms, processes, and documentation. This will involve working closely with a range of stakeholders, including the Clearing House, the domestic abuse sector and the Tenancy Sustainment Teams. The anticipated cost of this work is up to £30,000.
- The new mechanisms and structures are put in place, by the Clearing House and potentially other organisations that will play a role in implementation. The anticipated cost of this work is up to £80,000. The nature of these activities will depend on the recommendations from the contractor but may include developing new relationships and arrangements with referring organisations and support providers, IT development and putting in place recording and monitoring processes.

2.2 The expected outcomes of the referral, support and other mechanisms that the contractor will be commissioned to devise are that:

- nominations agreements are adhered to
- lettings are appropriate and safe
- residents receive the right support to help them rebuild their lives
- the funding available for support is used and monitored effectively
- all arrangements are in place before the first new homes are delivered via the programme.

3 Equality comments

3.1 Under section 149 of the Equality Act 2010, as public authorities, the Mayor and GLA are subject to a public-sector equality duty and must have 'due regard' to the need to (i) eliminate unlawful discrimination, harassment and victimisation; (ii) advance equality of opportunity between people who share a relevant protected characteristic and those who do not; and (iii) foster good relations between people who share a relevant protected characteristic and those who do not. Protected characteristics under section 149 of the Equality Act are age, disability, gender re-assignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage or civil partnership status (all except the last being "relevant" protected characteristics).

3.2 Of those seen rough sleeping in 2017/18:

- 46 per cent were non-UK nationals
- 50 per cent had a mental health need
- 15 per cent were women
- most of those seen rough sleeping (56 per cent) were in the 26-45 age group
- eight per cent were under 26 years old
- 11 per cent were over 55
- eleven people were under 18.

3.3 Characteristics of victims of domestic abuse (national figures):

- Gender: women are much more likely than men to be the victims of high risk or severe domestic abuse;
- Age: younger people are more likely to be subject to interpersonal violence. Most high-risk victims are in their 20s or 30s. Those under 25 are the most likely to suffer interpersonal violence;
- Pregnancy: nearly one in three women who suffer from domestic abuse during their lifetime report that the first incidence of violence happened while they were pregnant;
- Separation: domestic abuse is highest amongst those who have separated, followed by those who are divorced or single;
- Drug and alcohol use: victims of abuse have a higher rate of drug and/or alcohol misuse (whether it starts before or after the abuse): at least 20 per cent of high-risk victims of abuse report using drugs and/or alcohol; and
- Mental health: 40 per cent of high-risk victims of abuse report mental health difficulties.

3.4 Given the above, the proposals in this paper are likely to have positive impacts on a number of groups with protected characteristics. Specifically, the work outlined above will focus on arrangements – and, once the new homes are delivered, improve outcomes – for victims of domestic abuse (who are more likely than the general population to be women and to have mental health support needs) and for rough sleepers (who are more likely than the general population to have mental health support needs).

3.5 The contractor will be required to ensure that:

- Equality and diversity considerations are fully taken into account during the consultation and stakeholder engagement phase of the work to develop new mechanisms and arrangements; and
- The equalities impacts of the options and recommendations they devise are considered and shared with the GLA throughout the development phase.

4 Other considerations

a) Key risks and issues

Risk description	Rating	Mitigating action
A lack of contractors with appropriate knowledge and experience.	Green	A robust procurement process will be followed. This will include a detailed specification, which will allow for specialist sub-contractors, being issued to a number of contractors known to have the relevant knowledge and experience.
A lack of bids for the capital funding will mean that no or few homes are delivered through this programme – rendering the work proposed here futile.	Green	The programme is being actively marketed to prospective bidders, with interest having increased markedly since a portion of the funding became available for support costs.

b) Links to Mayoral strategies and priorities

4.1 The objectives of the proposals are in line with:

- the Mayor's London Housing Strategy policy 7.2c
- the Mayor's Violence Against Women and Girls (VAWG) Strategy.

c) Impact assessments and consultations.

4.2 Both the London Housing Strategy and the VAWG Strategy were subject to public consultation and equalities impact assessments.

5. Financial comments

5.1 This decision requests approval for revenue expenditure of up to £110,000 for:

- up to £30,000 to procure a contractor to devise and implement effective mechanisms for referrals to the homes.
- up to £80,000 for new mechanisms and structure implemented by the Clearing House and other organisations based on the contractor's review.

5.2 The Ministry for Housing, Communities and Local Government (MHCLG) have agreed to pay the GLA up to £200,000 a year for additional costs incurred for centralised referral and other arrangements (set out in the Memorandum of Understanding for the Affordable Homes Programme funding). Expenditure will be incurred in 2018/19 and 2019/20 and is to be taken from the £200,000 per annum available for this purpose.

6 Legal comments

6.1 The foregoing sections of this report indicate that:

- the decisions requested of the director concern the exercise of the GLA's general powers, falling within the GLA's statutory powers to do such things considered to further or which are facilitative of, conducive or incidental to the promotion of economic development and wealth

creation, social development or the promotion of the improvement of the environment in Greater London; and in formulating the proposals in respect of which a decision is sought officers have complied with the Authority's related statutory duties to:

- pay due regard to the principle that there should be equality of opportunity for all people;
- consider how the proposals will promote the improvement of health of persons, health inequalities between persons and to contribute towards the achievement of sustainable development in the United Kingdom; and
- consult with appropriate bodies.

- 6.2 In taking the decisions requested, the director must have due regards to the Public Sector Equality Duty; namely the need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Equality Act 2010, and to advance equality of opportunity between persons who share a relevant protected characteristic (race, disability, gender, age, sexual orientation, religion) or share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it (section 149 of the Equality Act 2010). To this end, the director should have particular regard to section 3 (above) of this report.
- 6.3 Officers have indicated above that the required expenditure will be taken from the administration funding provided to the GLA by Ministry for Housing, Communities and Local Government. Officers must ensure that they are content that the GLA can comply with any conditions to which the funding is subject and in any event no reliance should be placed upon such funding until there is a legally binding commitment from the external stakeholders to provide the same.
- 6.4 The procurement of the contractor (and any further commissioning of services that may be required to achieve the outcomes noted above) should be undertaken in accordance with the GLA's Contracts and Funding Code and in consultation with Transport for London's procurement team, who will determine the procurement strategy.
- 6.5 Officers must ensure that appropriate contract documentation is put in place and executed by the successful bidder(s) and the GLA before the commencement of services.
- 6.6 To the extent that the GLA intends to award grant funding to third parties in order to achieve the outcomes detailed above, officers must ensure any funding is distributed fairly, transparently, in accordance with the GLA's equalities and in manner which affords value for money in accordance with the Contracts and Funding Code.
- 6.7 Officers must also ensure that an appropriate funding agreement is put in place between and executed by the GLA and the recipient(s) before any commitment to fund is made.
- 6.8 Before any commitment to vary the Clearing House contract or procurement of additional services is made officers must consult with the Executive Director of Housing and Land to ensure the director is content with the details of such variation and/or procurement and related expenditure.
- 6.9 If the Clearing House contract is required to be varied, and subject to the director being content with the details of such variation and related expenditure, officers must ensure that appropriate contract variation documentation is put in place and executed by Clearing House and the GLA before the commencement of any such additional or varied services.

7. Planned delivery approach and next steps

Invitation to tender issued	Early December 2018
Bids received	Mid December 2018
Bids evaluated and contract awarded	End December 2018
Research and analysis undertaken, and proposed mechanisms and approaches devised, and draft report with recommendations completed	By end-March 2019
Mechanisms, approaches and documentation, and final report, agreed	By end of May 2019
Implementation phase complete, ready for the first new homes to be delivered	Summer 2019

Appendices and supporting papers:

None.

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FoIA) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** This form (Part 1) will either be published within one working day after it has been approved or on the defer date.

Part 1 - Deferral

Is the publication of Part 1 of this approval to be deferred? YES

If YES, for what reason:

Commercial reasons – the maximum costs for the contractor for the first part of the work. Deferred until the contract has been awarded (likely to be end of December 2018).

Part 2 – Sensitive information

Only the facts or advice that would be exempt from disclosure under FoIA should be included in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form – NO

ORIGINATING OFFICER DECLARATION:

Drafting officer to
confirm the
following (✓)

Drafting officer:

Debra Levison has drafted this report in accordance with GLA procedures and confirms the following:

Assistant Director/Head of Service:

Jamie Ratcliff has reviewed the documentation and is satisfied for it to be referred to the Sponsoring Director for approval.

Financial and Legal advice:

The Finance and Legal teams have commented on this proposal, and this decision reflects their comments.

Corporate Investment Board

This decision was agreed by the Corporate Investment Board on 26 November 2018.

EXECUTIVE DIRECTOR, RESOURCES:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature

M. D. Elce

Date

3.12.18