

CABINET

DATE	1 st April 2026
REPORT OF	Councillor Stewart Swinburn – Portfolio Holder for Housing, Infrastructure and Transport
RESPONSIBLE OFFICER	Katie Brown – Director of Adults Housing and Communities
SUBJECT	Housing Related Support Procurement
STATUS	Open
FORWARD PLAN REF NO.	CB 04/26/01

CONTRIBUTION TO OUR AIMS

This report seeks approval to proceed with the procurement of a Housing Related Support (HRS) offer to be delivered in North East Lincolnshire. The proposal aligns with delivery of the Housing Strategy 2023-2028, specifically the commitment to provide the right support at the right time to help households maintain a tenancy and stop the cycle of homelessness. This proposal also supports the ambitions of the Council Plan, particularly the ‘stronger communities’ aim by enabling people to live a healthy life and have good quality and sustainable housing.

EXECUTIVE SUMMARY

HRS provides access to supported housing options and community-based support. This offer is accessible to people in our borough who have been homeless, or are at risk of homelessness, who require varying levels of support to sustain their independent living. The support is provided for a fixed period of time and aims to prevent further risks escalating or episodes of homelessness from reoccurring. It aims to ensure effective and dedicated pathways are in place to enable access to sustainable tenancies and independence.

The current HRS offer and framework will cease in 2026. We are developing a new approach to HRS, using our local insights and engagement with partners to inform what a future commissioned offer should look like to meet the needs of residents and reduce homelessness.

This report therefore seeks approval to undertake a full and robust procurement exercise to enable a new HRS offer and subsequent framework to be established, ensuring improved outcomes for residents.

RECOMMENDATIONS

It is recommended that Cabinet

1. Notes the intended direction of travel for the new and updated HRS framework.
2. Authorises the Director of Adults, Housing and Communities, in consultation with the Portfolio Holder for Housing Infrastructure and Transport, to undertake a procurement exercise for the delivery of Housing Related Support in North East Lincolnshire and, thereafter, deal with award, mobilisation and implementation, taking all ancillary actions reasonably arising.
3. Authorises the Assistant Director Law and Governance (Monitoring Officer) to execute all documentation arising.

REASONS FOR DECISION

The current HRS Framework was commissioned and procured in July 2021 for a period of 3 years with the option to extend for a further 2 x 1 years. The council now needs to commence a full and robust procurement to recommission a future HRS offer. The new offer will be based upon an updated understanding of our community's needs, evidence gathered through our robust discovery project and recent preliminary market engagement activities. Delegating powers to the Director of Adults, Housing and Communities and the Portfolio Holder for Housing Infrastructure and Transport will allow the process to proceed at pace, enabling challenging milestones to be met.

1. BACKGROUND AND ISSUES

- 1.1 HRS has been delivered across North East Lincolnshire since 2003. It provides support to vulnerable individuals and families across the borough to prevent and relieve homelessness, enabling them to live independently and maintain their accommodation long-term.
- 1.2 HRS delivery is via a framework, with providers awarded for calling off spot purchases. The current framework (procured in 2021) is delivered by 6 local providers of accommodation and housing support.
- 1.3 The current framework value is £1,335,000 per annum. An additional £412,874 has been provided during the duration of the current framework to provide uplifts in response to increased costs (which were not built into the initial framework).
- 1.4 To be eligible for HRS, people must be homeless, at risk of homelessness, have a history of repeat homelessness and/or have failed tenancies/supported accommodation placements.
- 1.5 Currently delivery is separated into 2 lots. Lot 1 is focused on higher needs, with 6-10 hours of support available per person, per week at an hourly rate of £23. All providers on the current framework can provide this offer, but generally only two providers regularly accept this client group into accommodation-based support services. The framework allows for 32,521

hours of support per year for this lot, at a total cost per annum of £747,983. Approximately 130 individuals per year are accessing support via this lot, with over 75% of individuals accessing this support being in an accommodation based setting such as the YMCA.

- 1.6 Lot 2 is focused on moderate needs, with 2-5 hours of support available per person, per week at an hourly rate of £18. All providers on the framework currently provide this offer. The framework allows for 39,808 hours of support per year for this lot, at a total cost per annum of £716,544. Approximately 310 individuals per year are accessing support via this lot, with over 75% of this support being accessed in people's homes, or temporary accommodation.
- 1.7 People with higher needs (Lot 1) can access support for a maximum of 24 months, with support for those with moderate needs (Lot 2) available for a maximum of 18 months. Exceptions are considered on a case by case basis for any continuation beyond these limits.
- 1.8 HRS Referrals are managed through Housing Advice and Housing Case Officers. Referrals are followed up to enable full assessments to be completed, enabling officers to determine the most appropriate lot for the customer and their needs. Following assessments being completed, providers from the framework have three working days to review the referral and submit an offer for the customer. This offer is then reviewed with the customer, and they decide which offer they would like to accept. This pathway has been identified as creating some barriers for customers, as it can be a lengthy process and is administratively heavy to manage.
- 1.9 Any young person aged 16–17-year-olds is automatically allocated support under Lot 1 if not owed an accommodation duty by Children's Services under S.20 of the Children Act 1989. Families (including expectant mothers over the age of 16) with a Child in Need or Child Protection Plan in place can be considered for Lot 2.
- 1.10 Further data on support provided under the current framework can be found at **Annex A**.
- 1.11 The budget has been underspent throughout the term of the framework by approximately £200k per annum due. This is due to the numbers of referrals for complex and high-risk individuals not being successfully matched to Providers. 205 clients have been rejected for HRS for this reason. In these cases, referrals are closed and the customer is unable to access a HRS offer at that time. Some of the reasons cited as to why providers do not make an offer include providers have too many customers with similar needs already established in their services/ accommodation settings, and the needs of the customer are deemed too high in the context of the providers caseload abilities.
- 1.12 Whilst there are examples of successful outcomes for individuals receiving HRS, the number of people presenting to the council for housing advice and

homelessness assistance has remained constantly high over the term of the framework:

- 6852 households were owed a homelessness duty between 1 April 2021 and 21 March 2025. Of these, 482 households were provided with temporary accommodation; 68% were households without children
- The number of people placed in temporary accommodation, including B&Bs, remain between 99 and 112 per annum.

- 1.13 There is an impact on the expenditure of Local Taxation and Benefit Service when residents are placed in accommodation with non-registered providers - benefit claims subsidy is also not available in these circumstances.
- 1.14 Whilst the reasons for homelessness are complex, we need to learn lessons from the current framework and ensure that our approach to HRS going forwards delivers on the council objectives to reduce homelessness and support people to live healthy lives.
- 1.15 To support this, a Housing Related Support Needs Assessment was completed in July 2025, providing data and analysis to inform the need and future demand for HRS. Current providers were consulted as part of this, with their feedback informing the assessment. Findings included the following: an increasing number of households with multiple needs in the area, including substance use, mental health issues and convictions; highest needs groups are less likely to be offered support under the current framework; a framework paid as a block amount with direct referral from the Home Options Service exclusively would give providers a secure income and give the council the right to refer to the available capacity in a volume service; there should be a greater emphasis on outcomes as opposed to recording detailed inputs.
- 1.16 Reflecting on the needs assessment, feedback and lessons learned, we are progressing with the development of a new HRS model and are continuing to test this through pre-market engagement events. Subject to market testing, the new HRS model will be built around the following principles:
- a) The delivery of accommodation based support services and community based support services.
 - b) Distinct Lots for different groups across a new framework. This would include a Lot for care leavers for example to access accommodation based support services and community-based support when moving onto an independent tenancy, a Lot for families where there is a history of failed tenancies, and a Lot for people who are rough sleeping. We are also considering a Lot for an accommodation-based service for those who require long-term support due to ill-health, palliative care, social care needs which are above and beyond the current scope of HRS, to be developed with the ICB and Adult Social Care.
 - c) All providers will be required to be a Registered Provider¹ or will need to have formalised arrangements in place with a Registered Provider to deliver housing management services as part of their accommodation offer.

¹ [Becoming a registered provider - information for intending applicants - GOV.UK](#)

- d) A move to a block payment approach for providers, with additional outcomes focused payments being provided upon evidenced of outcomes being achieved.
- e) A quality assurance framework for Providers to adhere to and regular contract management focused around quality and outcomes.

2. RISKS, OPPORTUNITIES AND EQUALITY ISSUES

Risks

- 2.1 All options to extend contracts have been exhausted. If we do not commission contracts HRS support in the borough will come to an end.
- 2.2 If we re-commission new contracts from the current framework without changing our HRS offer to reflect the understood needs of our communities, there is a risk that there will continue to be unmet need. Pressures will continue to increase on our housing and homelessness services. Demand for temporary accommodation will increase due to increased homelessness. Financial pressures will also continue impact our Council Tax and Benefits Team due to the proportion of accommodation based services currently being provided by organisations that are not Registered Providers.
- 2.3 The proposed approach to a new HRS framework will address these risks. The risks involved in the new approach include:
 - a) Providers may not tender for some Lots, for example if they are not willing to accept the direct and exclusive referral clause. This will be explored during our pre-market engagement events with responses to potential lots and interest in tendering considered fully after the events.
 - b) Providers who are not Registered Providers will be unable to bid; if they continue to operate and take direct referrals rather than being part of the collaborative system this will continue to impact on the Authority's subsidy loss.
 - c) Providers with specific cohorts, based on age or need, may consider the Lots to pose a barrier to their organisation tendering because they are generic in age and/or demographic. However, there is the opportunity for consortium bids from Providers. This continues to be actively encouraged and discussed in the pre-market engagement sessions.

Opportunities and equalities

- 2.4 The end of the current contracts provides a good opportunity for the council to explore a new HRS offer, based upon up to date local insights and data, demonstrating a good understanding of local needs.
- 2.5 The delivery of HRS across the borough enables the Council and its partners to support our most vulnerable residents to access accommodation and support with the aim of preventing homelessness, enabling individuals and families to avoid the need to access temporary accommodation and reduce rough sleeping.

- 2.6 The support provided through a HRS offer aims to empower individuals to develop their skills and confidence to access support at the earliest opportunities, become confident in the management of their finances and supporting their ability and confidence in maintaining tenancy arrangements, to enable them to have a safe and sustainable home.
- 2.7 By empowering individuals in their abilities to maintain a safe home, we have the opportunity to create strong and stable foundations for our communities. A safe and secure home is a key foundation to improving health and wellbeing, social and development growth and economic development both on an individual and community wise basis.
- 2.8 Alongside the housing support, providers also offer and deliver support to improve individual's health and wellbeing. This holistic approach is particularly important for those suffering social isolation and loneliness, as without the support the risk of them being left unsupported would increase.
- 2.9 By commissioning services to meet the complex and intersecting needs of this client group and other vulnerable people it is envisaged this will impact positively and reduce instances of cyclical homelessness.
- 2.10 By developing an HRS offer that enables early preventative support to be accessed at the earliest opportunities, we create an opportunity to prevent more households having to move into temporary accommodation, decreasing pressures on our housing services to find accommodation, enabling support to focus on enabling tenancies to be maintained, avoiding unnecessary moves.
- 2.11 Through the proposed delivery of a dedicated Care Leavers lots, we are able to create a protected and dedicated offer for our young people who are care experienced, helping us to delivery our Corporate Parenting commitments to our young people and prevent young people who are care experienced from experiencing homelessness.

3. OTHER OPTIONS CONSIDERED

- 3.1 Do not commission a HRS offer.

Not commissioning HRS would result in the offer ceasing. We understand current providers are not in a position to continue delivery of this offer without council funding. This will lead to a significant increase in the number of people approaching the council for housing and homelessness support due to an increase in the loss of tenancies and lack of accommodation options available. This would create a greater demand for temporary accommodation, could lead to more people rough sleeping and will move costs from one element of the council to another with the added potential of these costs being higher, and wider impacts being seen across communities.

- 3.2 Extend the current contract.

The current contract to deliver HRS via the current framework ends in July 2026 and contracts cannot be extended.

3.3 Call off new contracts using the current framework's specification.

We know that the current framework has limitations both for providers and customers and is not meeting the needs of our those who access, or should be accessing HRS, meaning we have continuing high numbers of applicants in temporary accommodation. Continuing how we provide HRS without listening to our insights would be a missed opportunity to improve outcomes, maximise opportunities to work with providers and ensure good value for money.

3.4 Deliver an in-house HRS programme.

The council does not have the resource, capacity, or skills to deliver an internal programme of HRS. Whilst this could be considered in the longer term, it would not be time or cost effective to do so. There is existing Voluntary Community and Social Enterprise (VCSE) providers with good experiences supporting our communities and commissioning the offer provides funding and employment opportunities within the sector.

4. REPUTATION AND COMMUNICATIONS CONSIDERATIONS

- 4.1. As a part of our engagement work to understand the perspectives of the market and providers, two PME's have taken place to date. A final PME is planned to take place before any procurement exercise proceeds. The events are providing an opportunity for the market to review current thinking on a HRS offer and share their feedback. All current and potential future providers have access to information on YorTender and have been invited to pre-market engagement events to help shape the future approach.
- 4.2. Once a procurement process is completed, a communications plan will be delivered to ensure that messages to our customers currently accessing HRS are managed well. There be a period of transition between the current offer and a new offer that be managed through a communications plan to ensure as an organisation we are setting the right expectations about what the new offer is, who it is aimed at and how it can be accessed.
- 4.3. We are working with comms to ensure a joined- up approach to comms that ensures current users of HRS services are aware of upcoming plans, the arrangements for mobilising new contracts and any transfers of service provision that may arise.

5. FINANCIAL CONSIDERATIONS

- 5.1 All costs for the 2026/27 - 2028/29 framework will be met within the service budget agreed. All funding is revenue funding.

- 5.2 Supporting people to sustain their tenancies ensures better outcomes for individuals and lower costs for the council in other areas of homelessness and wider public service support.
- 5.3 By commissioning a HRS offer that is delivered by Registered Providers we create the opportunity reduce pressures upon our Council Tax and Benefits budgets, as the full cost of accessing accommodation services from a Registered Provider is 100% recoverable from the Department of Work and Pensions.

6. CHILDREN AND YOUNG PEOPLE IMPLICATIONS

- 6.1 The new offer will have a positive impact on children and young people. By providing a dedicated offer of support for families at risk of homelessness, we will improve the likelihood of children and young people being able to live in suitable, longer term, secure homes with their families.
- 6.2 A new offer will support our continued efforts to ensure no families have to be placed in B&Bs.
- 6.3 We are committed to having a dedicated offer specifically for our care leavers, with a specific focus to enable these young people to develop their skills and confidence to manage independent tenancies.

7. CLIMATE CHANGE, NATURE RECOVERY AND ENVIRONMENTAL IMPLICATIONS

We don't envisage any direct impacts on climate change, nature recovery or the environment.

8. PUBLIC HEALTH, HEALTH INEQUALITIES AND MARMOT IMPLICATIONS

Housing is an important determinant of health, and we know that insecure housing, and particularly homelessness, have significant impacts on physical and mental health. We also know that people living in poverty are more at risk of homelessness. Housing Related Support therefore has a positive impact on public health, health inequalities and Marmot by supporting people who may be experiencing challenges, or have vulnerabilities, to maintain their tenancies and avoid homelessness. Commissioning a new HRS service that provides support to both individuals and families should support all 8 Marmot Principles:

- a) Give every child the best start in life
- b) Enable all children, young people and adults to maximise their capabilities and have control over their lives
- c) Create fair employment and good work for all
- d) Ensure a healthy standard of living for all
- e) Create and develop healthy and sustainable places and communities
- f) Strengthen the role and impact of ill-health prevention
- g) Tackle racism, discrimination and their outcomes
- h) Pursue environmental sustainability and health equity together

9. CONSULTATION WITH SCRUTINY

The framework will be presented to scrutiny for discussion as the specification and procurement process is established.

10. FINANCIAL IMPLICATIONS

The financial implications will be dependent on the outcome of the proposed procurement exercise. There is an expectation that the associated costs will be fully met within the existing budget envelope with value for money considered as part of the procurement process.

11. LEGAL IMPLICATIONS

11.1 The approach recommended is a framework contract which has the benefits of approved suppliers already meeting certain benchmarks and flagging agreement in advance to appropriate terms and conditions. Further, the Council may achieve better terms by combining its volume with the other public bodies also taking part.

11.2 There are further advantages of assurance in that any such framework by necessity must be compliant with Procurement Act 2023. A framework approach is considered good practice and comes with its own efficiencies.

11.3 The procurement exercise will be conducted so as to comply with the Council's policy and legal obligations, specifically in compliance with the Council's Contract Procedure Rules and the Procurement Act 2023, and supported by relevant officers. Legal Services will support the completion of the contractual documentation on award.

12. HUMAN RESOURCES IMPLICATIONS

There are no anticipated TUPE implications for the delivery of the service and the procurement. Oversight of the framework will be delivered within existing resources.

13. WARD IMPLICATIONS

The HRS contract will provide support to all residents of the borough. There are no ward specific implications.

14. BACKGROUND PAPERS

[Housing Related Support Cabinet 2021](#)

15. CONTACT OFFICER(S)

Katie Chadwick, Head of Home Options

Councillor Stewart Swinburn
Portfolio Holder for Transport, Infrastructure and Housing

Annex A: further data on support provided under the current framework

- Over 50% of those who are referred for HRS are male.
- Approximately 80% of all referrals are for individuals and 10-12% of referrals are for families. There has been limited access to supported accommodation for families via the current framework and the service has relied on non-commissioned providers locally to assist with family accommodation.
- Most individuals who access support within an accommodation present as already homeless (19%), living with family (23%) or recently released from Prison (12%).
- For those who access the floating support element, over 50% of individuals were living in social housing or private rented homes.
- The total delivery hours for the previous three years of the framework is set out in the table below:

Year	Lot 1	Lot 2
2024/5	8802 hours	45169 hours
2023/4	7996 hours	46570 hours
2022/3	4229 hours	55287 hours