

To: Councillor Terry (Chair)  
Councillors Leng, Barnett-Ward, Emberson,  
Ennis, Gittings, Griffith, McEwan, Rowland,  
R Singh, Thompson, White and Yeo

Direct: 0118 9372432

28 March 2025

Your contact is: **Jemma Durkan - Committee Services (jemma.durkan@reading.gov.uk)**

### **NOTICE OF MEETING - POLICY COMMITTEE 7 APRIL 2025**

A meeting of the Policy Committee will be held on Monday, 7 April 2025 at 6.30 pm in the Council Chamber, Civic Offices, Reading, RG1 2LU. The Agenda for the meeting is set out below.

#### **1. CHAIR'S ANNOUNCEMENTS**

#### **2. DECLARATIONS OF INTEREST**

#### **3. MINUTES**

To  
Follow  
To  
Follow

#### **4. DELEGATED DECISIONS**

#### **5. PETITIONS AND QUESTIONS**

To receive any petitions from the public and any questions from the public and Councillors.

#### **6. THAMES VALLEY POLICE**

#### **7. FLEXIBLE RESPONSE SERVICE FOR ROUGH SLEEPING / HOUSING FIRST AND COUPLES MOVE-ON ACCOMMODATION 2025/26**

**BOROUGH WIDE 5 - 10**

This report is to authorise the Rough Sleeping Initiatives Team to award a 12-month extension to St Mungo's to deliver a Flexible Response Service for Rough Sleeping support contract and a Housing First and Couples Move-on Accommodation support contract.

#### **8. DISPOSAL OF YEOMANRY HOUSE**

**BOROUGH WIDE 11 - 14**

This report is to authorise the disposal of Yeomanry House.

### **ITEMS FOR CONSIDERATION IN CLOSED SESSION**

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## 9. EXCLUSION OF THE PRESS AND PUBLIC

The following motion will be moved by the Chair:

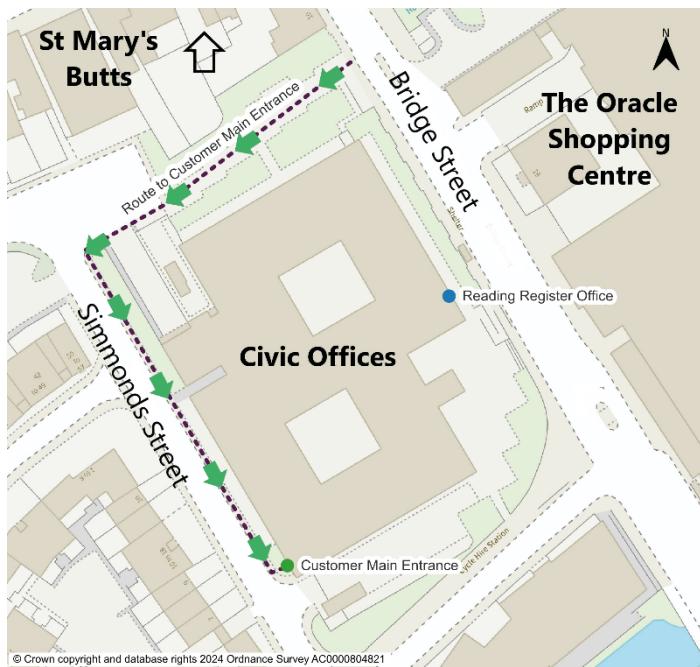
"That, pursuant to Section 100A of the Local Government Act 1972 (as amended) members of the press and public be excluded during consideration of the following items on the agenda, as it is likely that there would be disclosure of exempt information as defined in the relevant Paragraphs of Part 1 of Schedule 12A (as amended) of that Act"

## 10. DECLARATIONS OF INTEREST FOR CLOSED SESSION ITEMS

11. DISPOSAL OF YEOMANRY HOUSE	15 - 22
12. DISPOSAL OF 16 BENNET ROAD	BOROUGH WIDE 23 - 82

**\*\* Access to Civic Offices** - Please note that, from 13 January 2025, the Customer Main Entrance to the Civic Offices is moving from the front of the building to the back, because of construction work for the new Central Library.

If you are attending the meeting in person, please enter via the new Customer Main Entrance in Simmonds Street. (The Council is asking customers not to come down Fobney Street to access the new Customer Entrance, due to heavy construction traffic in this area, and instead to walk via the pedestrian alleyway off Bridge Street next to the "Greek Van"). See map below:



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Members of the public seated in the public gallery will not ordinarily be filmed by the automated camera system. However, please be aware that by moving forward of the pillar, or in the unlikely event of a technical malfunction or other unforeseen circumstances, your image may be captured. **Therefore, by entering the meeting room, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes.**

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## Policy Committee

07 April 2025



**Reading**  
Borough Council  
Working better with you

<b>Title</b>	Flexible Response Service for Rough Sleeping / Housing First and Couples Move-on Accommodation 2025/26
<b>Purpose of the report</b>	To make a key decision
<b>Report status</b>	Public report
<b>Report author</b>	Verena Hutcheson
<b>Lead Councillor</b>	Cllr Matt Yeo, Lead Councillor for Housing
<b>Corporate priority</b>	Thriving Communities
<b>Recommendations</b>	<p>That the Interim Assistant Director for Strategic Housing, Housing Needs and Communities, in consultation with the Lead Councillor for Housing, the Assistant Director for Legal and Democratic Services and the Director of Finance, be authorised delegated authority to:</p> <ol style="list-style-type: none"> <li>1. Award a 12-month contract extension with St Mungo's for the provision of a Flexible Response Service for Rough Sleeping up to the value of £0.673m.</li> <li>2. Award a 12-month contract extension with St Mungo's for the provision of Housing First and Couples Move-on Accommodation contract up to the value of £0.337m.</li> </ol>

### 1. Executive Summary

- 1.1. This report seeks approval for the Rough Sleeping Initiatives Team to award a 12-month extension to St Mungo's to deliver a Flexible Response Service for Rough Sleeping support contract and a Housing First and Couples Move-on Accommodation support contract.
- 1.2. These contracts continue to be grant funded by the Ministry for Housing, Communities and Local Government (MHCLG) via the Rough Sleeping Prevention and Recovery Grant (formerly named Rough Sleeping Initiative) and the Rough Sleeping Accommodation Programme (RSAP). The change in Government and delays in funding announcements created uncertainty around grant award and application process for 2025/26. An announcement was made on the 18<sup>th</sup> December 2024 that no bidding process is required, and 2025/26 amounts are being awarded based on 2024/25 calculations.
- 1.3. Without prejudice scoping and costings negotiations for 2025/26 have been undertaken with existing provider St Mungo's and Value for Money regarding each contract value has been ensured. Where undertaking a procurement exercise requires extensive Officer resource across Council departments, to extend contracts whilst awaiting future political and funding announcements, rather than undertake this exercise, provides value for money and is appropriate for these circumstances.
- 1.4. Revenue funding to continue these contracts beyond the 4<sup>th</sup> June 2026 is uncertain. Central Government are expected to publish their new homelessness and rough sleeping strategy in Spring 2025. Overall grant funding amounts, guidance on how local authorities can bid and timelines for confirmation of award should follow. Once made clear, Officers will undertake an open tender exercise to procure support and accommodation contracts.

## **2. Policy Context**

- 2.1. The Council's response to homelessness is underpinned by the Housing Act 1996 which sets out a local authority's responsibilities regarding homeless households who approach the local authority for assistance. Since the introduction of the Homelessness Reduction Act 2017, local authorities have increased responsibilities to prevent and relieve homelessness, including for single people.
- 2.2. Reading Borough Council's Rough Sleeping Strategy 2019-2024 sets out the Council's priorities around rough sleeping, which are: (1) early intervention and prevention; (2) recovery and community integration; (3) rapid intervention; (4) united support and enforcement action in Reading and (5) provision of information and alternative ways for the public to give/support those on the streets.
- 2.3. Since 2020/21 the MHCLG has made funding available through the Rough Sleeping Initiative (RSI) and Rough Sleeping Accommodation Programme (RSAP) to support the Council in providing accommodation and support for people sleeping rough, or at risk of it. Most recently Reading Borough Council successfully bid for a multi-year award of RSI and RSAP funding to deliver interventions from 2022-2025.
- 2.4. Reading Borough Council commissions a range of homelessness support service contracts to meet the needs of vulnerable single homeless residents and to support a reduction in the number of those sleeping rough. Services are formed of eight contracts to the value of £3m p.a. They are funded via either Housing General Fund and ring-fenced Public Health Grant funds, or ring-fenced MHCLG grants.
- 2.5. Grant announcements made on the 18<sup>th</sup> December 2024 awarded Reading Borough Council the following amounts to prevent and relieve rough sleeping:
  - £1.182m of Rough Sleeping Prevention and Recovery Grant (formerly named Rough Sleeping Initiative and Accommodation for Ex-Offenders (AfEO) and now combined) to provide several interventions to people rough sleeping including the Flexible Response Service to Rough Sleeping and Housing First/Couples Move-on Accommodation contracts.
  - £0.882m of Rough Sleeping Accommodation Programme (RSAP) to provide support to the Caversham Road Pods and Nova Project and contributions to the Couples Move-on Accommodation contract.
- 2.6. In 2024/25 Reading successfully bid for capital and revenue funding via Homes England's Single Homeless Accommodation Programme (SHAP) to purchase and support five new properties under its Housing First contract. The Housing First contract will have a worker funded by SHAP revenue contributions.
- 2.7. This report pertains to the extension of the Flexible Response Service for Rough Sleeping and Housing First/Couples Move-on Accommodation contracts only. MHCLG have confirmed further revenue funds for both contracts for the financial year 2025/26 only.

## **3 The Proposal**

- 3.1. The Flexible Response Service for Rough Sleeping and Housing First/Couples Move-on Accommodation contracts are due to expire on the 4<sup>th</sup> June 2025. MHCLG grant announcements outlined in section 2.5 were made on the 18<sup>th</sup> December 2024 and there is no certainty regarding future funding the Council could expect.
- 3.2. Both three-year contracts were implemented in 2022 to provide appropriate support and accommodation options for some of Reading's most complex clients under the Government's post-pandemic rough sleeping strategy. Local authorities were invited to bid for revenue funds from the Rough Sleeping Initiative (RSI) and Rough Sleeping Accommodation Programme (RSAP) to provide innovative interventions to prevent and relieve rough sleeping. The Council bid for, and were awarded, revenue funds to

significantly enhance Reading's outreach offer and to implement the innovative Housing First and Couples Move-on Accommodation pathway for those with complex needs experiencing cyclical homelessness in Reading.

- 3.3 Government have advised that future funding plans for all grants associated with homelessness and rough sleeping will be announced in Spring 2025; after which the Council's position on the future of both contracts can be determined.
- 3.4 Over time, savings have been made against Reading's Rough Sleeping Outreach Service contract which, since 2010, had been fully funded via Housing General Fund and Public Health grant contributions. Gaps in service for those requiring rough sleeping outreach were filled by the initial specification in 2022 of the MHCLG grant funded Flexible Response Service for Rough Sleeping contract.
- 3.5 Until the 31<sup>st</sup> May 2025, Reading's Rough Sleeping Outreach Service runs concurrent to the MHCLG grant funded Flexible Response Service for Rough Sleeping. The two contracts are held by the same provider, St. Mungo's and share a management structure with the Housing First/Couples Move-on Accommodation contract to provide VfM. Where in-contract savings have been made since 2018, the Rough Sleeping Outreach Service now only provides 1.6 FTE outreach workers. The Flexible Response Service provides 1.4 FTE outreach workers, 1 FTE outreach co-ordinator, 1 FTE outreach manager, 1 FTE navigator, 4 FTE specialist complex case workers, 50% contributions to an information/data officer and 25% contributions to an area manager role. The 12-month extension will include a minor contract modification so that the 1.6 FTE capacity currently provided by the Rough Sleeping Outreach Service contract is not lost when this contract is terminated. To ensure that service delivery to the client group is not affected, the 1.6 FTE capacity will be funded under the proposed extension by repurposing Rough Sleeping Prevention and Recovery Grant in 2025/26.
- 3.6 There remains £24,300 p.a. contributions from Public Health grant to the Rough Sleeping Outreach Service contract, therefore, notice would be served to end this contract on the 31<sup>st</sup> May 2025. Reading would utilise the Public Health grant and MHCLG grant contributions to fund an approved 12-month extension to the Flexible Response Service for Rough Sleeping.
- 3.7 The Housing First and Couples Move-on Accommodation contract would sustain the same levels of staffing and management under an extension of the existing contract.
- 3.8 The legal basis under which a 12-month extension for each contract is being sought is outlined in sections 9.2 – 9.5 of this report.
- 3.9 Options proposed and considered:

**3.9.1 Option 1 – Extension approval for Flexible Response Service for Rough Sleeping and Housing First/Couples Move-on Accommodation contracts (recommended)**

This option will ensure services are continued to meet the needs of vulnerable people sleeping rough, to maximise MHCLG grant award for 2025/26 and protect the Council's reputation. There are no national frameworks available to directly award these contracts. There has been insufficient time to run a competitive Request for Quotation (RTQ) under Light Touch Regime (LTR) and then mobilise contracts should the incumbent provider not be awarded the contract. To ensure continuation of service the recommended option is to extend current contracts for 12 months where the regulations permit this.

**3.9.2 Option 2 – Undertake a full open competitive procurement for Flexible Response Service for Rough Sleeping and Housing First/Couples Move-on Accommodation contracts (not recommended)**

Resulting in a gap in service delivery to allow for procurement, award, standstill and implementation should another provider be successful. This would result in a reduction of outreach and accommodation services for vulnerable rough sleeping residents, increased

rough sleeping numbers; risking all, or a proportion, of the MHCLG grant funds awarded for 2025/26.

### **3.9.3 Option 3 – Do nothing (not recommended)**

Resulting in a reduction of outreach and accommodation services for vulnerable rough sleeping residents, increased rough sleeping numbers and the requirement to return MHCLG grant funds for 2025/26. Research by Crisis shows that those who remain on the streets longer risk becoming more entrenched in their situation, with worsening health outcomes<sup>1</sup>.

## **4 Contribution to Strategic Aims**

- 4.1 The report's recommendations contribute to the Council's Corporate Plan theme of Thriving Communities by:
  - Tackling inequality in our society, to ensure everyone has an equal chance to thrive regardless of their economic, social, cultural, ethnic or religious background.
  - Building relationships and strengthening the capacity and resilience of the voluntary and community sector
  - Prioritising the needs of the most marginalised groups and the most vulnerable adults in our communities
  - Tackling the effects of the pandemic, such as increased unemployment, long term health problems, mental health issues and social isolation where rough sleeping/risk of rough sleeping is the ultimate symptom of these effects
- 4.2 These recommendations also contribute to TEAM Reading values by supporting the Council's ambition to make a positive difference to the lives of people with complex multiple needs including drug/alcohol misuse, offending histories and mental ill-health.

## **5 Environmental and Climate Implications**

- 5.1 The Council's Climate Impact Assessment tool has been used to determine any climate impacts of this proposal. The tool indicated there will be net nil impact because of this proposal. Providers will use existing properties to deliver their support contracts and the proposal does not involve the creation of new properties. In line with Reading's net zero carbon by 2030 commitment providers will be encouraged to take steps to reduce their carbon footprint through various measures within service specifications. Overall, there are no environmental or climate implications arising from the report's recommended decision and no mitigations required e.g. service user resilience to future climate change will not be affected and there are no identified implications for the environment and biodiversity.

## **6 Community Engagement**

- 6.1 No external consultation has been undertaken. The services outlined in section 3.2 are existing provisions that support a vulnerable cohort of Reading's residents.
- 6.2 Discussions have been undertaken with St Mungo's, as the current provider, to explore what is required to run a safe, effective service that provides the Council with VfM.

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<sup>1</sup> [https://www.crisis.org.uk/media/20677/crisis\\_at\\_what\\_cost\\_2015.pdf](https://www.crisis.org.uk/media/20677/crisis_at_what_cost_2015.pdf)

## **7 Equality Implications**

- 7.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to -
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act.
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 7.2 An Equality Impact Assessment (EIA) is not relevant to this recommendation. There is no evidence or reason to believe that some groups may be affected differently than others due to race, disability, sex, gender, sexuality, age, religious belief or due to belonging to the Armed Forces community or care experience.

## **8 Other Relevant Considerations**

- 8.1 There are no other relevant issues.

## **9 Legal Implications**

- 9.1 The Council will need to enter into grant agreements with MHCLG for the funding of the contract and comply with the conditions for the grant.
- 9.2 An exemption to the Contract Procedural Rules under Clause 12 Exceptions to the Requirements for Competition with a justification reliance on 12.7(iv) Reasons of Compatibility has been sought.
- 9.3 The Flexible Response Service for Rough Sleeping and Housing First and Couples Move-on Accommodation contracts each contain provisions under Clause 33: Variations to the Contract to extend/make minor alterations to the service. This allows for a variation to be sought to existing contracts to extend for a further 12 months until 4<sup>th</sup> June 2026 subject to Public Contracts Regulations 2015.
- 9.4 The Public Contracts Regulations 2015 apply to these contracts and permit modification of the contract during its term if certain conditions are met as indicated below.
- 9.4.1 The Flexible Response Service for Rough Sleeping contract qualifies for such modification (by way of extension) under regulation 72(1)(b)(i)(ii) and (c)(i)(ii)(iii) for the 12-month period sought.
- 9.4.2 The Housing First and Couples Move-on Accommodation contract qualifies for such modification (by way of extension) under regulation 72(1)(c)(i)(ii)(iii).
- 9.5 The Public Contracts Regulations 2015 shall continue to apply to it for the rest of the duration of the contract.
- 9.6 A Notice under Clause 5 of the terms of the contract shall need to be issued not less than one month before the expiry of the Flexible Response Service for Rough Sleeping and Housing First/Couples Move-on Accommodation contract on the 4<sup>th</sup> of June 2025 to extend the terms of each contract.

## 10. Financial Implications

10.1 The table below outlines how the contractual expenditure is funded.

	2023/24 £000	2024/25 £000	2025/26 £000
Flexible Response Service for Rough Sleeping	488	510	673
Housing First and Couples Move-on Accommodation	321	297	337
<b>Total Contractual Expenditure</b>	<b>809</b>	<b>807</b>	<b>1,010</b>
Income from:			
MHCLG grant funding:			
• MHCLG Rough Sleeping Initiative	699	670	0
• MHCLG Rough Sleeping Accommodation Programme	110	110	110
• MHCLG Rough Sleeping Prevention and Recovery Grant	0	0	819
• MHCLG Single Homeless Accommodation Programme	0	27	57
Other income:			
Ring-fenced Public Health grant	0	0	24
<b>Total Income</b>	<b>809</b>	<b>807</b>	<b>1,010</b>
<b>Net Cost/(Saving)</b>	<b>0</b>	<b>0</b>	<b>0</b>

### 10.2 Value for Money (VfM)

Under an open competitive tender process existing providers St Mungo's submitted a detailed costing schedule for staffing and all other costs associated with contract delivery. 2025/26 costs have been benchmarked against costs for 2024/25, accounting for inflationary increases, but ensuring VfM. Undertaking a procurement exercise requires extensive officer resource across Council departments. Therefore, extending both contracts whilst the Council awaits future political and funding announcements, rather than undertaking a procurement exercise, provides VfM.

### 10.3 Risk Assessment.

There are no key financial risks associated with this proposal. Grant funding amounts have been formally announced and confirmed in writing by MHCLG's Parliamentary Under-Secretary of State for Homelessness and Democracy.

## 11. Timetable for Implementation

11.1 **March – June 2025:** Instruct Legal Services to draft extension of contracts.

11.2 **5<sup>th</sup> June 2025:** Having sought authority to extend both contracts with St Mungo's for a Flexible Response Service for Rough Sleeping and Housing First/Couples Move-on Accommodation contracts, enter into a 12-month extension for continuity of service.

## 12. Background Papers

12.1 There are none.

## Policy Committee

07 April 2025



<b>Title</b>	<b>Disposal of Yeomanry House, Castle Hill, Reading</b>
<b>Purpose of the report</b>	To make a decision
<b>Report status</b>	Partly open to the public and part exempt - see reasons below
<b>Report author</b>	Charan Dhillon – Assistant Director Property and Asset Management
<b>Lead Councillor</b>	Cllr Micky Leng – Lead Councillor Planning and Assets
<b>Corporate priority</b>	Our Foundations
<b>Recommendations</b>	<ol style="list-style-type: none"> <li>1. That authority is delegated to the Assistant Director of Property and Asset management to sell the property is sold to Bidder A on the terms set out in confidential appendix.</li> <li>2. That if the purchaser does not perform to an acceptable timescale the Acting Director for Economic Growth and Neighbourhood Services be given delegated authority in consultation with the Leader of the Council, the Lead Councillor for Planning &amp; Assets to: <ol style="list-style-type: none"> <li>a) Agree a revised offer price and terms where appropriate which secure Best Consideration</li> <li>b) Re-engage with other bidders as appropriate or remarket the property for disposal at Best Consideration</li> </ol> </li> </ol>

This report contains exempt information within the meaning of the following paragraph of Part 1 of Schedule 12A of the Local Government Act 1972, as amended by the Local Government (Access to Information) Act 1985 and by the Local Government (Access to information) (Variation) Order 2006:

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

And in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information because:

The disposal of the land is subject to confidential legal, financial, and other negotiations and to reveal details of these would adversely impact the Council's ability to market the site again and achieve best value if this sale does not proceed.

## **1. Executive Summary**

- 1.1. This report is to advise the Committee of the outcome of a marketing exercise to dispose of the Yeomanry House and to seek authority to dispose of the freehold interest on the terms set out in this report.
- 1.2. The recommendation is to sell to Bidder A as detailed in the Confidential Appendix to this report.

## **2. Policy Context**

### Yeomanry House

- 2.1. Yeomanry House, identified on the enclosed plan, has been declared surplus in accordance with the Councils Asset Strategy and is identified in the Capital Programme as a capital receipt targeted for 2025/26 and required to support the Councils Medium Term Financial Strategy.

## **3. The Proposal**

- 3.1 The property is edged black on the attached Plan and is surplus to requirements.
- 3.2 The property is a grade 2 listed building previously used as the registry office.
- 3.3 The property was advertised as suitable for a variety of uses and conditional and unconditional offers were sought.
- 3.4 The site was advertised on the open market through a local agent and with Reading Voluntary Action for a period of 8 weeks.
- 3.5 Five offers were received in total and the details of these, including tabulated summaries, are set out in the Confidential Appendices.

## **4 Recommended Option**

- 4.1 **Following a comprehensive assessment, it is proposed that the land is sold to Bidder A**
- 4.2 This is the highest offer which represents market value and is Best Consideration.
- 4.3 The other options are to not dispose of the property or to dispose to an underbidder at less than market value.
- 4.4 The capital receipt arising from the disposal will support the Council's Medium Term Financial Strategy. If not disposed of, the property would present an ongoing liability and revenue burden to the council.
- 4.5 The other offers are either lower or carry planning risk.

## **5 Contribution to Strategic Aims**

- 5.1 The disposal of the Property supports the Corporate Plan Foundation of remaining financially sustainable to deliver service priorities in accordance with the Medium-Term Financial Strategy.

## **6 Environmental and Climate Implications**

- 6.1 The property is vacant, and any development will be subject to Planning and prevailing planning policies.

## **7 Community Engagement**

- 7.1 The disposal was subject to an open market and Third Sector marketing exercise. No offers were received from the third sector.

## **8 Equality Implications**

- 8.1 The Council has reviewed the scope of the proposals as outlined within this report and considers that the proposals have no direct impact on any groups with protected characteristics.

## **9 Other Relevant Considerations**

- 9.1 N/A

## **10 Legal Implications**

- 10.1 This disposal is covered by section 123(2) of the Local Government Act 1972 (S.123) whereby a council cannot dispose of its land for a consideration less than the best that can be reasonably obtained in the market (Best Consideration), except with the express consent of the Secretary of State.
- 10.2 The overriding consideration when deciding what constitutes Best Consideration is the commercial value of the disposition to the local authority that is capable of being assessed by a valuer. Best Consideration is the best value that can be achieved on the open market for the disposal of the property together with that which has commercial or monetary value to the local authority.
- 10.3 The Council would transfer its freehold interest in the property to Bidder A on terms set out in the Confidential Appendix.
- 10.4 The Council's external agent has confirmed that the price and terms offered by Bidder A represent Best Consideration.

## **11 Financial Implications**

- 11.1 The capital receipt will help fund the Council's capital programme and transformation of Council services.

## **12 Timetable for Implementation**

- 11.1 N/A

## **13 Background Papers**

- 13.1 There are none.

## **Appendices**

### **Part 2 Confidential Appendix Report with following appendices:**

1. Appendix 1 – Location Plan
2. Appendix 2 - Tabulated summary of offers
3. Appendix 3 – S123 certificate

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# Agenda Item 11

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# Agenda Item 12

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