



**Executive**  
16th February 2009

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

Wards Affected:  
ALL

**Authority to Award Three Framework Agreements for  
Supporting People Services - Older People Floating  
Support and Handyperson Services**

Forward Plan Ref: H&CC-08/09-20

**Appendix 4 of this Report is Not for Publication**

**1.0 Summary**

This report relates to the tendering of three Supporting People framework agreements for Older People Floating Support and Handyperson Services, undertaken over the past 6 months.

The report summarises the process undertaken in tendering these framework agreements and following completion of the evaluation of the tenders, recommends the organisations to be appointed to the framework agreements and the award of initial call-off contracts.

**2.0 Recommendations**

- 2.1 That the Executive approve the appointment of the following organisations to the framework agreements for Older People Floating Support and Handyperson services for a period of three years (plus provision for extension of up to one year) commencing on 1<sup>st</sup> July 2009

**Framework 1 - Tenure Neutral Older People Floating Support & Welfare Benefits Officer**

Willow Housing & Care and St Mungo's jointly  
Innisfree Housing Association  
Notting Hill Housing Trust

## **Framework 2 - Hospital Discharge & Hospital Admission Prevention Workers**

Willow Housing & Care  
Notting Hill Housing Trust

## **Framework 3 - Handyperson, Co-ordinator & Accident Prevention Workers**

Elders Voice

- 2.2 That the Executive approve the award of the following call-off contracts, for a period of three years, commencing on 1st July 2009, with an option to extend the contracts for a further one year period:
- A contract called off from Framework 1 for tenure neutral older people floating support service plus welfare benefits services, for up to 300 hours per week (inclusive of front line managers) to Willow Housing & Care & St Mungos jointly
  - A contract called off from Framework 2 for floating support hospital discharge & hospital admission prevention service, for 105 hours per week, working in collaboration with Brent Hospital Discharge Team and Adult Social Care Integrated Care Team, to Willow Housing & Care.

### **3.0 Detail**

#### **Background**

- 3.1 Key facts relating to health and needs of older people in Brent are –
- 12% of the population are over the age of 65 (33,400 people)
  - 46% of people aged 65-74 years are from BME groups, this reduces to 24% for people 75 years +
  - The older you are, the more likely to be white, however proportion of BME elders is projected to grow over the next few years
  - Slight increase in older people since 1991, but lower numbers of older people than UK average
  - Projections show slight increase in numbers of older people until 2011
  - However the population of 75+ (the most vulnerable) are likely to increase by at least 1,000 to 13,500
  - 8.7% of residents provide unpaid care and 17% of these are aged 65+
  - The 5 wards with the highest numbers of older people are Barnhill, Preston, Kenton, Queensbury and Welsh Harp, i.e. in the wealthier part of the borough
  - 96% of older people with a limiting long term illness stay in their own home
  - 50% of older people receive hospital treatment each year
  - Last year there were 9,700 unplanned hospital admissions of Brent Older people
  - Brent has the highest number of delayed discharges of older people in London
  - About 3,000 are supported to live at home by Social Services i.e. 10% of older people (see table 1 below)
  - 44% of 65-74 years olds are likely to have two of the six most chronic diseases; heart disease, stroke, hypertension, diabetes or chronic obstructive pulmonary disorder, or asthma

- Only 2% of health spend is on preventative and public health (lower overall and per head than US, Germany, France, Netherlands)
  - Just over 12% of older people rent from the Council i.e. approx 4000 people
  - Approximately 10% live in RSL accommodation
  - Almost 11% are housed in private rented property
  - In Brent 22% of older people live on their own
  - 6% of Brent's unfit housing is lived in by older people (500 homes)
  - About 150 older people present as homeless each year
  - Provision of supported housing is 40% below the London average for older people; until recently for frail elderly 80% below
  - 65% of older people only households are owner occupiers; the greatest number of households that experience fuel poverty are amongst this group
  - local research showed that older people preferred to stay in their own accommodation rather than more to sheltered housing

3.2 The White Paper "Our Health, Our Care, Our Say" (2006), DOH "Independence, Well-being and Choice (Mar 2005), "Putting People First" (Dec 2007), a shared vision and commitment to the transformation of Adult Social Care in Brent and the local Supporting People Strategy all promote well being, choice and ensuring that people remain independent in the community. Within Brent the key transformation targets due by March 2010 require that; 50% of service users are on self-directed support, a 50% reduction in numbers in residential and nursing care and to reduce overall costs.

3.3 Brent Supporting People service wished to put in place contracts that have the ability to offer services that are person centred and are aligned with the "putting people first" priorities. The aim of Supporting People services is to provide support to vulnerable people to enable them to gain, increase or maintain their independence. Supporting People funds the provision of "floating support services" (support to service users in their own home) and "accommodation based services" (support tied to accommodation). Services assist people in maintaining their accommodation, such as help in ensuring bills are paid, assistance with shopping, reading letters, budgeting, making sure benefits are maintained, problems with landlords, neighbour disputes etc.

3.4 Floating support services for older people are currently provided by four external contractors. These contracts are due to expire on the 30<sup>th</sup> June 2009. Under these contracts low level support is provided to 290 service users of which 150 are Council tenants or leaseholders only. The service provided by one contractor is specifically for older drinkers and /or substance mis-users. The service provided by another contractor includes some hospital discharge work. It is intended that services are re-specified as "tenure neutral", offering more co-ordination, variety and flexibility and allow for an expanded hospital discharge service. Accordingly on 15<sup>th</sup> April 2008, the Executive approved inviting tenders for Framework 1, General Tenure Neutral Floating Support and Framework 2, Hospital Discharge and Hospital Admission Prevention services.

- 3.5 In addition, Elders Voice currently provides a handyman service dealing with approximately 1300 jobs per annum. The social care elements (handyman service) of the older people services funded through the Adult Social Care Department had not previously been subject to formal tendering. The tendering exercise described in this report therefore offered the opportunity to tender for these services at the same time, with the possibility of securing efficiencies of scale and improvements in service delivery to individuals. It is intended to expand the handyman and co-ordinators service, to include floating support and accident prevention. The Executive approved tenders being invited for this in April 2008 as Framework 3.

### **The Tender Process**

- 3.7 The process used by the Council for the procurement of the three framework agreements was a two stage tender process, allowing the Council to eliminate unsuitable contractors at the pre-qualifying stage.
- 3.8 The tender process was assisted by officers from Procurement, Legal Services and Older People Services.

### **Stage one - Pre Qualifying Stage**

- 3.9 An advertisement regarding Framework 3 (the handyman service) only, was placed in the Official Journal of the European Union (OJEU) on 25<sup>th</sup> May 2008 to seek initial expressions of interest. Advertisements regarding all Frameworks were also placed in the trade press, national and local newspaper on 29<sup>th</sup> May 2008 and posted on the Council's website. The Council's standard pre-qualification questionnaire ("PQQ") plus specific technical questions, together with a Summary of Information about the Council and the Borough were included in the documentation provided to interested parties.
- 3.10 Contractors responding to the advertisement were requested to complete and return the PQQ together with relevant supporting evidence. A total of 12 PQQs were received expressing an interest in one or more of the frameworks.
- 3.11 All PQQs were checked to ensure that had been completed fully and that all the relevant supporting information had been submitted. Within the PQQs tenderers had also been asked to indicate which frameworks they were interested in tendering for.
- 3.12 PQQs and supporting information were sent to a qualified accountant within Housing and Community Care Department in order to carry out a financial assessment and to an officer in the Health, Safety and Licensing Unit to carry out a health and safety assessment. PQQs and supporting information were also sent to a panel of officers in order to assess the technical capacity of the contractors. It had been decided to ask detailed questions in the PQQ to assess general technical capacity, with reference to applicable national standards, rather than ask these at stage 2. This assessment process established that a total of 6 contractors should be invited to tender (Stage Two) for the framework, though a number of these were invited to tender for

more than one framework. Two of the interested contractors (contractors 5 and 6) indicated that they wanted to be considered jointly for framework 1, and they were invited on this basis.

### **Stage Two - Invitation to Tender**

- 3.13 Tender packs were issued to the 6 contractors invited to tender. The tendering instructions stated that appointments to the frameworks would be made of those tenderers submitting the most economically advantageous tenders, on the basis of a 50% weighting for cost and 50% weighting for quality issues. Tenderers were also notified of the detailed evaluation criteria (see Appendix 1). These are the same criteria as agreed by the Executive in April 2008 but with the addition of weightings.
- 3.14 All tenders had to be submitted no later than 12pm Friday 14<sup>th</sup> November 2008. The tenders were opened on the same day. Eight valid tenders were received from the six contractors invited to tender. One tender from contractors 5 and 6 consisted of a joint tender, while contractor 3 sought to be part of Framework 1 only, and for reasons of capacity did not at the present time wish to be awarded a call-off contract under the framework.
- 3.15 The following tender submissions were received for the three frameworks:
- Framework 1 - 4 tenders
  - Framework 2 - 3 tenders
  - Framework 3 – 1 tender
- 3.16 The evaluation panel consisted of two officers from the Supporting People Team and two officers from Brent's Older People Services, though with other specialist advisers. The first stage of the evaluation was for individual marking against the quality evaluation criteria on a provisional basis.
- 3.17 Next, on behalf of the evaluation panel, 2 members of the panel visited the facilities of the six contractors. The purpose of these visits was to undertake an audit of record-keeping and to speak to the staff and service users in confidence. References were also taken up.
- 3.18 Formal interviews took place in December 2008 with the evaluation panel. The providers gave a short presentation to the panel, followed by questions. Contractors had been asked to prepare a 5 – 10 minute presentation. The topic presented was as follows:
- ‘You have received a referral from START instigated by a concerned neighbour of an elderly person who has onset dementia. How would you deal with this situation if this person was in need of housing support but was refusing assistance? Who else might you involve? What outcomes might you consider?’
- 3.19 Following the site visits, interviews and receipt of references, the panel met, along with a representative from Brent Legal Department, to finalise the overall evaluation of the quality scores for each tender. The initial individual marks were reviewed in light of the amplification and clarification of tenders obtained from the interviews, references and site visits to reach agreed final quality scores. Where tenderers had bid for more than one framework, it was found that the scoring was sometimes identical as many of the information submitted was common to all frameworks.

3.20 The financial evaluation was carried out by the evaluation panel with assistance from the Finance Officer Supporting People. Contractors were required to submit hourly rates for each framework agreement they were invited to tender for. In addition, where they tendered for more than one framework, they were also asked to submit combined hourly rates for these frameworks to demonstrate cost efficiencies. A further price had been requested where there was the potential for TUPE to apply, so that tenderers could reflect the TUPE information for the current contractors in their tenders, however evaluation was based on the non-TUPE hourly rates. Within the financial evaluation, the panel additionally assessed the affordability looking at client to staff ratio, total costs and overheads. Added value of the contract considered other services the provider would offer service users to enhance their quality of life e.g. befriending services and preventative services.

### Evaluation Conclusions – Frameworks 1, 2 and 3

3.21 A copy of the Tender Evaluation Grid used to evaluate tender papers is detailed in Appendix 1. Appendix 2 shows the breakdown of quality and financial scores. Appendix 3 details the hourly rates for each tender. Appendix 4 (not for publication) shows the names of the tenderers. Here is a summary of the scores:

#### Framework 1

Identity	Quality Score (out of 50)	Cost & Affordability (out of 50)	Total Score (%)	Ranking
Contractor 1	19.62	30.00	49.62	4 <sup>th</sup>
Contractor 3	37.5	28.75	66.25	3 <sup>rd</sup>
Contractor 4	39.37	35.63	75.00	2 <sup>nd</sup>
Contractors 5 and 6	44.37	46.25	90.62	1 <sup>st</sup>

#### Framework 2

Identity	Quality Score (out of 50)	Cost & Affordability (out of 50)	Total Score (%)	Ranking
Contractor 1	18.12	33.75	51.87	3 <sup>rd</sup>
Contractor 4	30.00	30.63	60.63	2 <sup>nd</sup>
Contractor 6	43.75	44.38	88.13	1 <sup>st</sup>

### Framework 3

Identity	Quality Score (out of 50)	Cost & Affordability (out of 50)	Total Score (%)	Ranking
Contractor 2	43.25	48.13	91.38	1 <sup>st</sup>

- 3.22 It is recommended to appoint three contractors to the framework agreement 1, two for Framework 2 and one for Framework 3. Accordingly Willow Housing & Care and St Mungos (Contractors 5 and 6), Notting Hill Housing Association (Contractor 4) and Innisfree Housing Association (Contractor 3) are recommended for appointment to Framework 1. For Framework 2, Willow Housing & Care (Contractor 6) and Notting Hill Housing Trust (Contractor 4) are recommended for appointment. Elders Voice (Contractor 2) are recommended for appointment to Framework 2.
- 3.23 For Framework 3, this is a single-party framework agreement. Over the course of the framework, there will be a large volume of individual call-off contracts for individual repairs, none of which require Executive approval.
- 3.24 For Frameworks 1 and 2, the highest scoring tenderer for each Framework is additionally recommended for award of the initial call-off contract for service users who are receiving services under the current contracts. The terms and conditions of the framework agreement stated that individual call off contracts would be awarded on the basis of award criteria used in the tender exercise for the appointments to the frameworks i.e. 50% price and 50% quality. Therefore it is proposed to recommend the highest scoring tenderers for each of these framework agreements for award of initial call off contracts. These providers showed innovation in service delivery, were aware of future directions and were already moving towards personalisation agenda. The same award principles will apply for subsequent call-offs, so subsequent call-off contracts will also probably be awarded to the highest scoring tenderer for each Framework. Where lack of capacity prevents that contractor undertaking a call-off contract, the next highest scoring contractor will be approached. In some situations the rules of each framework permit the use of a mini-competition among the two or three appointees.

#### 4. Financial Implications

- 4.1 The Councils Contract Standing Orders state that contracts for supplies and services exceeding £500K or works contracts exceeding £1 million shall be referred to the Executive for approval of the award of the contract
- 4.2 In awarding the framework agreements Members need to consider:
- which is the most economically advantageous tender ; and
  - whether the tender is affordable within existing resources.

4.3 The current combined annual value in 2008/09 of all Older People Floating Support and Handyperson Supporting People contracts is £620,867. In addition to the funding released through ending the above contracts (detailed in 3.4, 3.5 & 3.6 above), the Supporting People Commissioning Body has agreed to expand the older people hospital discharge floating support and handyperson services. The Supporting People grant will fund an expanded handyperson service in line with the Supporting People Strategic Review, tendered jointly with Adult Social Care (Older People Services), taking the contract values up to c£685,480 per year. There is provision within the Adult Social Care for this contribution. This increased cost will be met from: Older People Services funding of £56,342 and savings elsewhere within the Supporting People budget. The additional funding from older people's services will be contained within the services overall budget. Savings have arisen from negotiations with Supporting People providers to release monies. New and remodelled services will increase access to clients across all tenures, improving satisfaction with people who use services and will match need to housing/support services. An additional sum of £15,000 from within the Supporting People budget has also been allocated for the future use of Individual budgets, in line with the personalisation agenda.

## **5.0 Legal Implications**

5.1 The Council has the necessary powers to enter into the proposed contracts under s45 of the Health Services and Public Health Act 1968, s2 of the Chronically Sick and Disabled Persons Act 1970, the Supporting People Grant Conditions and s2 of the Local Government Act 2000, all in conjunction with s111 of the Local Government Act 1972 and s1 of the Local Government (Contracts) Act 1997.

5.2 The estimated value of each framework agreement exceeds the Public Contracts Regulations 2006 threshold for the application of the European public procurement regime. Framework 3 (Handyperson Services) falls under Part A Services for the purposes of the 2006 Regulations and required an OJEU-compliant process. Frameworks 1 and 2 are for Part B Services for the purposes of the EU Regulations and as such are subject only to partial application of the EU Regulations, including:

- i) non-discrimination in the technical specification
- ii) notification of the contract award to the EU Publications Office
- iii) provision of information about the contract to the Department for Communities and Local Government if requested.

Frameworks 1 and 2 are therefore not subject to the full tendering requirements of the EU Regulations although in addition to (i) – (iii) above they are subject to overriding EU principles of equality of treatment, fairness and transparency in the award process.

5.3 The estimated value of each framework agreement over its lifetime (including any extension) is in excess of £500,000 and the award of the framework agreement is consequently subject to the Council's Contracts Standing Orders in respect of High Value contracts and Financial Regulations. The initial call-off contracts under Framework Agreements 1 and 2 as recommended in



paragraph 2.2 above are also High Value contracts. As a result Executive approval is required for the award of the framework agreements and for these initial call-offs.

- 5.4 In considering the recommendations, Members need to be satisfied on the basis of the information set out in the report that the appointment of the recommended contractors to the three frameworks, and the award of initial call-off contracts, will represent best value for the Council and mean that the tenderers appointed have offered the most economically advantageous tenders. In order to decide on the most economically advantageous tenders, tenders are required to be assessed in accordance with the evaluation criteria notified to tenderers, as has happened here.
- 5.5 For some multi-party framework agreements awarded recently by the Executive, the Council has to appoint three or more providers. However this is a requirement of the EU public procurement regime, and therefore for this tendering exercise it is acceptable for two tenderers to be recommended for appointment to Framework 2 rather than three.
- 5.6 In relation to Framework 1, there will be a joint award to Willow Housing & Care and St Mungos. This has been permitted by the Council on the basis of the two organisations contracting on the basis of joint and several liability. This means that each organisation can be made responsible for the performance of the whole contract, not just the portion that it will be performing.
- 5.7 In relation to Framework 3, the Council must observe the 2006 Regulations relating to the observation of a mandatory minimum 10 calendar day standstill period **before** the appointment to the framework can be concluded. Therefore once the Executive has determined which tenderer should be appointed to the framework, all those who expressed an interest in tendering, even if not invited to tender, will be issued with written notification of the framework award decision. A minimum 10 calendar day standstill period will then be observed before the framework appointment is concluded, and additional debrief information will be provided to those requesting this in accordance with the 2006 Regulations. As soon as possible after the standstill period ends, the successful tenderer will be issued with a letter of acceptance and the contract can commence.
- 5.8 For all three framework agreements, a contract award notice will need to be placed in the European Journal.

## **6.0 Diversity Implications**

- 6.1 The proposals in this report have been subject to screening and officers believe that there are no diversity implications. However, it should be noted that diversity and equality perspectives were incorporated into both the assessment and evaluation process, with the evaluation panel having regard to diversity and equalities when reviewing written tenders and asking questions during contractors' presentations.
- 6.2 The new framework agreement will require the contractors to deliver services which are:

- culturally sensitive by providing cultural awareness training for all care workers, matching specific language requirements where possible and recruiting a local workforce which reflects the communities of Brent;
- able to support older people who additionally may have complex needs, including dementia, mental health, and alcohol and / or substance misuse and those who challenge services, through all staff
- able to offer service users a male or female support worker if specifically requested.

Contractors will be monitored to ensure that they are complying with their requirements through checking of records, reviews, monitoring meetings, etc.

## **7.0 Staffing Implications**

- 7.1 The services within framework 1 are currently provided by four external contractors. There will be TUPE implications arising from the award of the initial call-off contract for framework 1. In relation to frameworks 2 and 3, the current providers are being awarded the initial work, so there are no TUPE implications.

### **Background Papers**

Supporting People Grant Conditions (CLG)  
 Brent Five Year Supporting People Strategy 2005/10  
 White Paper – ‘Our Health, Our Care, Our Say: a new direction for community services’ (DoH Jan 2006)  
 “Putting People First”  
 Brent Joint Commissioning Strategy for Older People  
 Invitation to Tender Pack

### **Contact Officers**

Varsha Mehta (Interim Supporting People Lead Officer)  
 Jayne Spencer (Contracts Manager Older People Services)  
 Housing and Community Care Department  
 34 Wembley Hill Road  
 Wembley  
 Middx HA9 8AD

<b>Cost &amp; Affordability</b>	<b>Weighting</b>	<b>Score</b>	<b>Total</b>
<i>price &amp; hourly rate</i>	20		0
<i>affordability</i>	15		0
<i>added value</i>	15		0
<b>Quality</b>			
<b>Ability to deliver Council's specification</b>	10		0
<i>Ability &amp; experience to deliver housing support to older people with complex needs, i.e. mental health, dementia, alcohol &amp; drug issues. Ability to offer effective support planning &amp; evidence of achieving positive outcomes for services users. Experience of service user involvement, consultation &amp; satisfaction</i>			
<b>Ability to deliver preventative services</b>	5		0
<i>Experience in the delivery of preventative service for older people e.g. befriending, encouraging service users to engage in leisure / community activities etc. Commitment to work with people using individual budgets</i>			
<b>Ability to deliver specialist services</b>	5		0
<i>Ability to provide specialist expert welfare benefits &amp; income maximisation (Contract 1 only). Experience in the delivery of handyperson &amp; of the implications of telecare for older people (Contract 3 only). Ability to deliver services using workers speaking a range of Asian languages</i>			
<b>Partnership working</b>	5		0
<i>Proposals for innovation in service delivery, working in partnership with local community groups / specialist services etc</i>			
<b>Quality management</b>	10		0
<i>Effective processes, record keeping, monitoring systems &amp; adherence to procedures</i>			
<b>Non-staff resources</b>	5		0
<i>Local knowledge of the range of Brent's services &amp; local community. Presence of a local accessible office base &amp; adequate local management</i>			
<b>Human resources</b>	10		0
<i>The ability to facilitate continuity, availability &amp; flexibility of staff, particularly for specialist support needs &amp; care. Proposed management of TUPE &amp; implementation plan. Staff recruitment, induction &amp; training. Business Continuity Plan &amp; arrangements. Cultural sensitivity &amp; equalities in service delivery. "Safeguarding" Agenda</i>			

## Appendix 2

### Framework 1

Criteria	Contractor 1	Contractor 3	Contractor 4	Contractor 5&6
Price and hourly rate	7.5	20	15	20
Affordability	15	7.5	11.25	15
Added value	7.5	11.25	9.38	11.25
<b>Total</b>	<b>30</b>	<b>28.75</b>	<b>35.63</b>	<b>46.25</b>
Ability to deliver the councils specification	3.75	8.75	8.75	10
Ability to deliver preventative services	2.11	5	4.38	4.38
Ability to deliver specialist services	2.5	2.5	4.37	4.38
Partnership working	1.88	4.38	3.13	4.37
Quality management	2.5	7.5	7.5	7.5
Non staff resources	1.88	4.38	2.5	5
Human resources	5	5	8.75	8.75
<b>Total</b>	<b>19.62</b>	<b>37.5</b>	<b>39.37</b>	<b>44.37</b>

### Framework 2

Criteria	Contractor 1	Contractor 4	Contractor 6
Price and hourly rate	15	10	20
Affordability	11.25	11.25	15
Added value	7.5	9.38	9.38
<b>Total</b>	<b>33.75</b>	<b>30.63</b>	<b>44.38</b>
Ability to deliver the councils specification	3.75	3.75	8.75
Ability to deliver preventative services	1.25	4.38	4.38
Ability to deliver specialist services	2.5	0.63	4.38
Partnership working	1.25	2.5	4.38
Quality management	2.5	7.5	8.75
Non staff resources	1.87	2.5	4.38
Human resources	5	8.75	8.75
<b>Total</b>	<b>18.12</b>	<b>30</b>	<b>43.75</b>

### Framework 3

<b>Criteria</b>	<b>Contractor 2</b>
Price and hourly rate	20
Affordability	15
Added value	13.13
<b>Total</b>	<b>48.13</b>
Ability to deliver the councils specification	10
Ability to deliver preventative services	5
Ability to deliver specialist services	4.5
Partnership working	5
Quality management	3.75
Non staff resources	5
Human resources	10
<b>Total</b>	<b>43.25</b>

## Framework 1

Contractor	Hourly price < 150 hours	Hourly price> 150 hours	TUPE
1	£23.84	£23.29	
3	£23.10		
4	£22.74	£22.74	£26.47
5/6	£23.15	£23.15	£23.88

## Framework 2

Contractor	Hourly price < 150 hours	Hourly price> 150 hours	TUPE
1	£22.23	£22.00	
4	£22.91	£22.91	
6	£21.16	£21.16	

## Framework 3

Contractor	Hourly price < 150 hours	Hourly price> 150 hours	TUPE
2	£21.76	£21.76	