



Cabinet
23 October 2017

**Report from the Strategic Director of
Community and Wellbeing**

Wards Affected:
ALL

**Authority to Award a Care and Support Services Contract
for Visram House Extra Care Scheme**

Appendix 1 this report is not for publication as it contains the following category of exempt information as specified in Paragraph 3, Schedule 12A of the Local Government Act 1972, namely: "Information relating to the financial or business affairs of any particular person (including the authority holding that information)"

1.0 Purpose of the Report

- 1.1. In accordance with Contract Standing Order 88, this report seeks Cabinet authority to award a contract for care and support services at Visram house Extra Care Scheme (ECH) in Brent. The contract will be for a period of 5+1+1 years. The care and support service will be provided to people aged 50+ with an assessed care and support need as defined by the Care Act 2014.
- 1.2. This report summarises the process undertaken in tendering this contract, and recommends which organisation the contract should be awarded to as determined through the evaluation of tenders.
- 1.3. The tender process was conducted through the Brent Council's Accommodation plus Dynamic Purchasing System (AP DPS).

Recommendations

- 2.1. That Members award the contract for care and support services to Notting Hill Housing Trust (NHHT) for a period of 5 years with an option to extend by up to two further one year periods (5+1+1).

Background

New Accommodation for Independent Living (NAIL) - Market Position Statement

- 3.1. NAIL is central to the long term vision for adult social care in Brent. The vision as set out in the Market Position Statement is to provide alternatives to institutional residential and nursing care homes. The alternatives (in particular extra care and supported living) will provide people with a well designed long-term home, with their own front door, and access to communal spaces to encourage a community to develop and grow, and with flexible care and support available when people need it. In other words, NAIL will support individuals to live independently in a home of their own, providing tenants with greater independence, choice and control. It also means that we need to ensure that through good design the accommodation will allow residents to 'age in place' rather than needing to move to specialised schemes.
- 3.2. The NAIL programme is ambitious and will deliver at least 700 new units of Accommodation Plus, to provide alternatives to residential and nursing care by the end of 2020/21. Visram House is a key part of delivering NAIL and will provide 99 of these units of Accommodation.
- 3.3. Visram House is a new Extra Care Housing Scheme (ECH) at Park Royal. It is currently in the final stages of commissioning by PA Housing Group formally known as ASRA Housing. The facility will provide 99 modern units of accommodation in total, consisting of 84 self-contained one-bedroom flats and 15 two-bedroom flats for people aged 50+years with care and support needs. The scheme is an alternative to the more traditional service of residential care but is less restrictive and provides tenants with greater choice and control over their day to day life. A care team will be on site 24 hours a day to provide care and support when it is needed.
- 3.4. Visram House is central to Brent re-balancing our use of accommodation-based care and support options, away from traditional residential and nursing care towards increasing use of Independent Living models of care and support ('Accommodation Plus'), when people cannot live in their current home.
- 3.5. Visram House opening has been delayed for nearly two years due to a number of building and other development issues which ASRA/PA Housing have been working to resolve.
- 3.6. A care and support services contract was awarded in October 2015 for a period of 2 years with an option to extend by 2 years (2+1+1) and the initial 2 year period is about to end. It was originally envisaged that this contract would be used to provided care and support services at Visram House but due to delays this has not transpired and care and support services under the contract have instead been delivered at Brent's 4 long term extra care schemes. Officers concluded that rather than exercise the option to extend this contract by 2 years

to provide care and support services at Visram House, it was preferable to retender for care and support services at Visram House enabling the provider to concentrate their current resources on operational issues they inherited when they took over Brent's four long term extra care schemes in November 2016.

- 3.7. The new development at Visram House creates an opportunity for the local authority to ensure people receive care and support in a way that is flexible in meeting their needs, delivers better outcomes for people, improves their quality of life and give greater choice and control over how their care is delivered, in a home of their own.
- 3.8. An ECH model of provision also affords the local authority the opportunity to meet people's care and support needs in a much more cost effective way when compared to a residential care setting. Within an ECH facility the local authority is only responsible for the cost of the individual's care and support as their accommodation costs are met by housing benefit or the tenant pays their own rent as they have their own tenancy and associated security that brings. In a residential setting the local authority is responsible for the full cost that includes accommodation, food and utilities. This makes the residential model more costly to the local authority as well as being a more restrictive environment for the individual tenant.
- 3.9. Visram House will offer care and support across a number of older service user groups such as learning disabilities and Mental Health as well as general older people. As long as needs are compatible, this will create a mixed community.
- 3.10. The service model commissioned is a 'residential replacement model' of care and support that ensures individuals' needs can be met in a more flexible way and that the provider can meet unplanned needs (such as toileting needs, respond to falls or other more immediate needs) as well as planned care needs (such as planned personal care, assistance with meals and domestic activities).
- 3.11. The residential replacement model delivers a more flexible model of care and support by having a core rota of staff on duty that ensures there is always a safe number of staff available day and night regardless of the assessed care needs. This rota includes the night staff (3) that will be shared across all tenants and day staff (2-4) that will provide and meet all unplanned care needs during the day whilst other staff are delivering all the planned care needs. This core team also answer the emergency call alarms across all floors and ensures a timely and professional response.
- 3.12. The rota is divided into two elements, a core rota to meet unplanned care needs and the flexible element that provides the planned care and support needs in line with assessed care needs and outcomes. The amount of hours and when they will be delivered will fluctuate on the tenant group and in line with assessed needs and tenant's wishes in terms of times of delivery. Given the volume of assessed hours being delivered alongside the core hours it is expected that the provider will be able to offer efficiencies and flexibility by combining hours and

using them elsewhere to facilitate additional activities for example. The provider will develop a rota based on the planned and unplanned needs of tenants as set out in their Care and Support plans. This rota will ensure that care is available throughout the 24 hour period which meets the needs of tenants. If the provider finds that the needs of tenants are higher or lower than stated in their Care and Support Plan, they can request a review of an individual's assessed care needs.

- 3.13. The service will be available 24 hours a day, 365 days of the year. It will principally be delivered at Visram House but may also be delivered in the community as dictated by a service user's needs.
- 3.14. Increasing the use of Assistive Technology (e.g. telecare) will be used to further streamline the service and meet service user's needs in the least restrictive option possible. This will also ensure that tenants are safe and support staff know when tenants need assistance, i.e. by using sensors and falls detectors, staff can respond when needed rather than doing regular intrusive check visits.
- 3.15. The local authority has secured 100% nomination rights for all 99 units at Visram House. The key criteria, as set out in the agreed nominations agreement with PA Housing stipulates that any prospective tenant will have substantial care and support needs and would otherwise have been at risk of being admitted into a residential care and an identified social housing need (in that in their current home the delivery of a flexible care service is not possible).

4. The Tender and Evaluation Process

- 4.1. Tenders were requested from the 31 providers on Lot 4.1 of the Accommodation plus Dynamic Purchasing System ("DPS") on the 1st August 2017 for the provision of Care and Support at Visram House. Three responses were received from the bidders detailed in Appendix 1, which were evaluated by Council officers from the Adult Social Care Commissioning and Quality Team against 40% quality and 60% price criteria. Full details of the criteria used and weightings attributable to each criterion are set out in Appendix 3.
- 4.2. The evaluation of the quality element of the bid enabled officers to satisfy themselves as to the ability of the bidder to provide the proposed service. The council was satisfied that all bidders could provide a quality service and the bidders quality scoring is at Appendix 2A.
- 4.3. With regard to pricing, Officers compared pricing (set out in Appendix 2) with other pricing information available for similar provision and concluded that the bidders' pricing was competitive.
- 4.4. Having satisfied themselves as to quality and cost elements of the bids, Officers therefore recommend that the contract for care and support services at Visram

House is awarded to the highest scoring and therefore most economically advantageous tender, namely Notting Hill Housing Trust (Bidder A2).

5. Financial Implications

- 5.1. The Council's Contract Standing Orders state that contracts for supplies, services and works exceeding £0.5m shall be referred to the Cabinet for approval of the award of the contract.
- 5.2. The annual value of this contract is £2.04m. The recommendation is for the contract to be awarded for 5 years with the option of a further 2 year (+1+1), resulting in a total contract cost of £14.3m over the 7 years.
- 5.3. There is an estimated activity level of 110,000 hours of care and support each year throughout this contract. This equate to an hourly rate of £18.51.
- 5.4. This hourly rate provides for care staff to be paid the London Living Wage (LLW) throughout the length of the contract.
- 5.5. The additional annual cost of paying LLW rather than National Living Wage for this contract equates to £278k pa.
- 5.6. The council, in setting the annual council budget will need to consider that future inflation in the LLW rate is likely to be higher than other measures of inflation.
- 5.7. As set out in paragraph 3.5, this contract represents a more cost effective way of meeting people's eligible care and support needs compared to meeting these needs in a residential care setting. Accommodation costs are met through housing benefit and Adult Social Care is only responsible for meeting the cost of the care and support. Visram will significantly contribute towards the savings target of reducing the use of and spend on residential care as part of the New Accommodation to Independent Living (NAIL).
- 5.8. Visram House creates significant cost efficiencies to the local authority and benefits the service user. Each individual supported in Visram House that would have traditionally gone to a residential home create a £332 saving per week on average.
- 5.9. There are no implications for the Council's rent control or debt collecting processes. This will be the responsibility of the housing provider, PA Housing Group, with the Council having nomination rights for potential tenants.

6. Legal Implications

- 6.1. The estimated value of the contract detailed in paragraph 6.2 is in excess of the EU threshold for Schedule 3 Services under the Public Procurement Regulations 2015 (the "EU Regulations"). Consequently, the award of the contract is governed by the EU Regulations. The contract has been procured using a DPS established in accordance EU Regulations and in accordance with relevant DPS procedures.

- 6.2. The award is subject to the Council's own Standing Orders in respect of High Value contracts and Financial Regulations and as such Cabinet approval is required to award this contract.
- 6.3. Whilst there is no strict legal requirement for the council to observe a minimum 10 calendar day standstill period between tenderers being notified of the contract award decision and the actual award of the contract where a DPS is used, such period is recommended in order to protect against possible post-contractual ineffectiveness claims. Therefore once Cabinet has determined whether to award contracts all tenderers will be issued with written notification of the contract award decision and a minimum 10 calendar day standstill period will then be observed before the contract is awarded.

7. Equality Implications

- 7.1 The proposed contracts will require the provider to deliver services which are:
 - Culturally and gender sensitive by providing cultural awareness training for all staff, matching specific language requirements where possible, and;
 - Able to provide training for all staff in areas that will raise awareness of issues faced by vulnerable people from different ethnic backgrounds.
- 7.2 The provider will be monitored to ensure they are complying with these requirements through checking of their records, regular review of services provided to individual service users where feedback will be sought from service users, monthly monitoring meetings and provision of quarterly performance information to the Council.
- 7.3 In view of the fact that this procurement represents a change to the model of service delivery for some service users it is necessary for the Cabinet, as decision-making body, to consider the equalities implications which are contained within the Equalities Impact Assessment in Appendix 4. In accordance with the Equality Act 2010 officers believe that there are no adverse diversity implications.

8 Staffing & Accommodation Implications

- 8.1. The proposed contract award for care and support services at Visram does not have any implications for council staff as this is a new scheme. Also, there are no TUPE implications.

9. Public Services (Social Value) Act 2012

- 9.1. The Council at the pre-procurement stage of these contracts considered the requirements of the Public Services (Social Value) Act 2012, i.e. how the services to be procured may improve the economic, social and environmental

well-being of Brent. The services under this proposed contracts have as their primary aim, the improvement of the social wellbeing of one of the most vulnerable groups in Brent.

Background Papers

None.

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