



Cabinet
11 December 2017

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

**Authority to Award a Contract for a Mental Health Supported
Living Scheme**

Wards Affected:	All
Key or Non-Key Decision:	Key
Open or Part/Fully Exempt:	Open
No. of Appendices:	1
Background Papers:	None
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1. Purpose of the Report

- 1.1. In accordance with Contract Standing Orders 88, this report seeks Cabinet authority to award a care and support contract for a Mental Health Supported Living Scheme at 115 Pound Lane. The site at Pound Lane has an Annex that has 14 self-contained studio flats where we would like to deliver a supported Living scheme
- 1.2. This report summarises the rationale for this request and the impact on the wider community as well as the financial implication on the London Borough of Brent.

2. Recommendation(s)

That Cabinet:

- 2.1. Agrees an exemption from the procurement requirements of Contract Standing Order 95 in respect of a contract for Care and Support for a Mental Health Supported Living Scheme at 115 Pound Lane.
- 2.2. Approves the award of a contract for Care and Support for a Mental Health Supported Living Scheme at 115 Pound Lane to Look Ahead Care and Support for an initial term of up to 3 years 9 months with the ability to

extend such term by 1 further year. We anticipate this contract start date would be February 2018 if agreed by cabinet.

3. Background and Service Requirements

- 3.1. The site at 115 Pound Lane has a total of 84 units of accommodations across two building. There is the main hostel building which has 70 units of shared accommodation and then there is a separate annex, where we would like to deliver supported living scheme, which has 14 self-contained units. The accommodation offers the tenant their own kitchen, bathroom and living space with no shared spaces, further promoting independence.
- 3.2. The 14 self-contained units were initially part of the Housing Related Support portfolio and were designed to be secondary accommodation after leaving the main hostel. However service users were never moved on to independent accommodation which resulted in officer's decommissioning the service. NAIL team approached St Mungo's about the use of the building to deliver supported living scheme for mental health tenants. St Mungo's agreed in principle provided Look Ahead Care and support deliver the support as they have an agreement to use the site
- 3.3. Officers worked proactively with the market and colleagues in mental health (CNWL who manage the Council Social Care activities with residents experiencing mental ill health) to develop New Accommodation for Independent Living services (NAIL) to help meet the Borough's existing and future needs for such services. This includes the Mental Health Supported Living Scheme (the "Scheme") referred to in this report.
- 3.4. The Scheme will support the key vision set out in the Brent Market Position Statement, which is to increase provision of tenanted models of care and support by providing an alternative to residential care, thus moving away from the 'traditional' residential care model and enabling residents to build on their skills and abilities to live a more independent life.
- 3.5. This Scheme will allow tenants who have experienced mental ill health to access a flexible level of care and support which responds to their changing needs and ensures they maintain as much independence as is practical. It is proposed that the Scheme is based at 115 Pound Lane, which is new build accommodation.
- 3.6. This Scheme has been developed by the NAIL project and is the first fully self-contained supported living accommodation the Council has been able to offer people with mental ill health to help promote their independence

and also provide savings. It helps to demonstrate the Council's ability to deliver schemes that are cost effective and offer choice to the service user

- 3.7. This Scheme will deliver support which builds on tenant's strengths and abilities whilst delivering support that is tailored to individuals' varying needs. The Scheme will ensure that there is enough staff time available to pick up any signs or triggers if tenants are deteriorating or there is a fluctuation in their needs.
- 3.8. The Scheme has been designed to provide tenants with the opportunity to recover and flourish in their home without any thoughts of being asked to move into the next stage accommodation. Tenants will only move if their needs change significantly or they become ready for more independent accommodation such as a home of their own.
- 3.9. The 14 self-contained Studio flats are part of the 115 Pound Lane site which is owned by St Mungo's who also manage the site. The self-contained units are in a separate part of the site and have CCTV and its own door entry systems. There is one communal area for residents and an office in the building for staff.
- 3.10. There will be a 24 hour staff presence which is designed to work with tenants to build on their skills and abilities and closely monitor and support their mental health whilst working with other professionals to ensure their needs are met and any changes in their mental health is responded to in a timely and appropriate fashion. This will prevent costly re-admissions to acute hospital care and the associated deterioration in tenants' ability to return to more independent life when discharged.
- 3.11. The services at the Scheme will be available 24 hours a day, 365 days of the year and will principally be delivered at the Scheme but may be delivered in the community as dictated by the tenants needs.
- 3.12. The group of individuals for which the Scheme has been designed would struggle to live in general needs accommodation without risk of relapse. Officers believe that this Scheme will meet the gap between general needs and supported accommodation due to the independence the accommodation provides. The Scheme will allow staff to work with tenants on an individual basis, responding to their assessed needs and offering support and practical solutions.

- 3.13. This Scheme will use support hours that will consist of core and assessed hours. Core hours will be the hours that officers deem will be needed to deliver support safely within the Scheme. There will then be the option of assessed hours to top up staffing hours depending on the individual's needs and support plans. This allows support to be tailored to the individual as required, but also means whenever an individual's needs fluctuate, there is support available from the same support staff, ensuring continuity of care.
- 3.14. The property at 115 Pound Lane is of a very high specification and offers people suffering mental illness in Brent, accommodation that supports their individual needs.

The Contract

- 3.15. As indicated at paragraph 3.7, the 14 self-contained studio flats are part of the 115 Pound Lane site which is owned by St Mungo's who also manage the site. The majority of the site provides hostel type accommodation. The Council in June 2017 let a Mental Health Support Services Housing Related Support Contract to Look Ahead Care in respect of this hostel accommodation. This contract commenced in September 2017 and is for a period of 4 + 1 years. St Mungo's subsequently entered into an agreement with Look Ahead Care for the management of mental health services across the whole of the 115 Pound Lane site.
- 3.16. Given the arrangements as between St Mungo's and Look Ahead Care for the management of mental health services across the whole of the 115 Pound Lane site, the Council is unable to approach a different provider to provide housing related support if it wishes to use the 14 self-contained studio flats on the 115 Pound Lane site. For the reasons detailed in Section 3, the 14 self-contained studio flats are considered ideal for the delivery of a new Scheme and in the circumstances Officers would recommend the award of the Care and Support Services Contract the Scheme to Look Ahead Care.
- 3.17. The contract with Look Ahead Care in respect of the hostel accommodation is for a period of 4 + 1 years and started in September 2017. There is a wish to align the end dates of the existing and the proposed contracts. It is not known exactly when the proposed contract can start and therefore Officers recommend award of the proposed contract for a term of up to 3 years 9 months with the ability to extend such term by 1 further year.
- 3.18. Officers have had initial discussions with Look Ahead Care in relation to the proposed contract and have received a quote for the delivery of services. Officers have compared pricing with other bids in previous tenders and also

checked the Look Ahead Care's quoted price with other pricing information available for similar provision and concluded that the pricing proposed is competitive.

4. Financial Implications

- 4.1. The cost of the proposed service in the 115 Pound Lane self-contained units is £300k per annum. These contract costs are inclusive of the core daily service which is £246,406 and specific assessed hours per individual which we anticipate will be £53,594.
- 4.2. As stated above, this contract represent a more cost effective care model than traditional mental health care settings due to costs partially being offset by individual's housing benefit income. Individuals therefore move from or can be diverted from more restrictive and costly care home provision to supported living provision, which will generate savings for the Council.
- 4.3. This Scheme will contribute savings of approximately £175k pa towards the Councils NAIL program.
- 4.4. The cost of the proposed contract is inclusive of London Living Wage

5. Legal Implications

- 5.1. A contract for provision of care and support falls within the category of social and other specific services listed in Schedule 3 of the Public Contract Regulations 2015 ("PCR 2015"). The value of the proposed contract is in excess of the threshold for Schedule 3 contracts of £589,148 and as a result, the procurement of such services is subject to the requirements of the PCR 2015 and would ordinarily require tendering. However, it will be noted that at paragraphs 3.13 and 3.14, it is indicated that the landlord of the site, St Mungo's, has a management agreement with Look Ahead Care in respect of the whole site at 115 Pound Lane. As a result, if the Council wishes to use the 14 self-contained flats, it is required to contract with Look Ahead Care. Regulation 32(b)(ii) of the PCR 2015 does allow a contracting authority to negotiate a contract with one provider where services can only be supplied by a particular economic operator where competition is absent for technical reasons. Given that the Council would be unable to use the 14 self-contained flats unless Look Ahead Care also provides care, reliance could be placed on Regulation 32(b)(ii) of the PCR 2015 to award the proposed contract to Look Ahead Care.

- 5.2. The estimated value of the proposed contract with Look Ahead Care is such that it is classed as a High Value Contract for the purposes of the Council's Contract Standing Orders.
- 5.3. Contract Standing Order 95 provides that for contracts with an estimated value above the PCR 2015 threshold, tenders shall be invited for High Value Contracts. However, Contract Standing Order 84(a) provides that subject to compliance with domestic and European legislation, the Cabinet may agree an exemption from the requirement to procure in accordance with Contract Standing Orders where there are "good operational and/or financial reasons". For the reasons detailed in paragraph 6.1 it is not considered there is a breach of domestic or EU legislation. Further, Officers consider that there are good operational and financial reasons for negotiating and awarding the contracts with Look Ahead Care and Members are referred to Section 3 of the report for such reasons.

6. Equality Implications

- 6.1. The proposed contract will require the provider to deliver services which:
- Address the needs of young black men who are over represented in this resident group by providing training, identifying long term factors that stand in the way of residents making a good recovery and building the resilience to remain well for longer.
 - Ensure staff have appropriate training in areas that will raise their awareness of issues faced by vulnerable people from different ethnic backgrounds
 - Ensure that the staff group have appropriate support to raise and address the complex issues that face adults recovering from mental ill health.
- 6.2. 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, quarterly monitoring meetings and provision of quarterly performance information to the Council
- 6.3. 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 1. In accordance with the Equality Act 2010 officers believe that there are no adverse diversity implications and in fact the impact should be positive as

this is less restrictive than alternatives and will allow tenants to build on their independence.

7. Public Services (Social Value) Act 2012

- 7.1. Since 31 January 2013, the council, in common with all public authorities subject to the PCR 2015, has been under duty to consider the economic, social and environmental well-being of its area when undertaking public procurements of services contracts. This is set out in the Public Services (Social Value) Act 2012. This duty applies to the proposed award of the contract until such time as it is entered into. The duty requires authorities to consider how what is procured might improve economic, social and environmental well-being of their area, and how it might act in procuring the service to secure that improvement. Whilst there are few ways of securing social value in the way in which the procurement is conducted, this service is required for the purpose of meeting the needs a vulnerable group of service users and will help to improve economic, social and environmental well-being of those service users and others in Brent. It should also be mentioned that it is proposed that the contract be awarded on the basis that the London Living Wage is paid to staff.

8. Consultation with ward members/stakeholders

- 8.1 None

9. Human Resources/Property Implications

- 9.1. The proposed contract award for the Scheme at 115 Pound Lane does not have any implications for council staff as it is a new Scheme. It is not considered that there are any TUPE implications for the Scheme.

Report sign off:

PHIL PORTER

Strategic Director of Community Wellbeing