

	Cabinet 10 February 2025
	Report from the Corporate Director, Community Health and Wellbeing
	Lead Member – Cabinet Member for Adult Social Care, Public Health and Leisure (Councillor Neil Nerva)
Authority to Tender contracts for the Provision of Extra Care Housing Support for six Extra Care Schemes	

Wards Affected:	Kingsbury, Stonebridge, Sudbury, Wembley Central & Wembley Hill and Willesden Green
Key or Non-Key Decision:	Key
Open or Part/Fully Exempt: (If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)	Open
List of Appendices:	None
Background Papers:	None
Contact Officer(s): (Name, Title, Contact Details)	Mark Mulvenna Supplier Relationship Manager, Community Health & Wellbeing 020 8937 4139 mark.mulvenna1@brent.gov.uk

1.0 Executive Summary

- 1.1 This report concerns the procurement of Extra Care Housing (ECH) support for six extra care schemes. This report requests approval to invite tenders for the provision of ECH support services that will be split into two contracts or lots to cover the six extra care schemes at Beechwood Court, Harrod Court, Tulsi House (Lot 1); and Rosemary House, Newcroft House and Willow House (Lot 2), and as it is required by Contract Standing Orders 88 and 89.

2.0 Recommendation(s)

That Cabinet:

- 2.1 Approve inviting tenders for the provision of Extra Care Housing (ECH) support services for six extra care schemes split into two contracts/lots on the basis of the pre - tender considerations set out in paragraph 3.4 of the report.
- 2.2 Approve Officers evaluating the tenders referred to in 2.1 above on the basis of the evaluation criteria set out in section (vi) of the table at paragraph 3.4.1 of the report.
- 2.3 Delegate authority to the Corporate Director, Community Health and Wellbeing in consultation with the Lead Member for, Community Health and Wellbeing to award the contract for each of the two lots for the provision of ECH support services for the six extra care schemes for a term of three (3) years with the option to extend by a maximum of two (2) years on a one plus one basis (3+1+1).

3.0 Detail

3.1 Cabinet Member Foreword

- 3.1.1 The upcoming tender for the Extra Care is strategically positioned to significantly contribute to Brent Council's Borough Plan outcomes. This setting, dedicated to serving vulnerable adults over the age of 55, is crucial in enhancing resident health and well-being through providing an alternative to care homes, through a core service and assessed support to keep people as independent as possible. Furthermore, the setting not only supports employment in the local community, but also enhances the resilience of these communities by fostering supportive networks. This tender will ensure the continued alignment with and contribution to the Council's aspirations, promoting a healthier, more equitable, and unified community.
- 3.1.2 Strategic Priority 5 within the Brent Borough plan 2023-27: Moving Brent Forward Together¹ is about building a healthier Brent. One of the desired outcomes of this is Desired Outcome 1 under tackling health inequalities, to ensure all adults with care and support needs are able to access support and services and they are integrated with health, culturally competent and responsive to individual need. To work with NHS and partners to deliver more cross-sector working within services that impact on health, such as housing, mental health and community safety.
- 3.1.3 Desired outcome 2 of the Strategic Priority 5 is for localised services for local needs. This includes continuing to support people to be cared for closer to

¹ <https://www.brent.gov.uk/the-council-and-democracy/strategies-priorities-and-policies>

home, by developing health and social care community services to help people, including those with complex needs, to live at home independently while also addressing key health issues including heart disease and respiratory conditions.

- 3.1.4 The proposed extra care contracts at these 6 schemes will help achieve desired outcome 1 and 2 of the Strategic Priority 5 by ensuring extra care accommodation with core and assessed support is available to adult social care residents over the age of 55 to allow them to live more independently and promote their wellbeing.

<https://www.brent.gov.uk/the-council-and-democracy/strategies-priorities-and-policies>

3.2 Background

- 3.2.1 The Council currently has two contracts for the provision of Extra Care Housing support services for six extra care schemes. One contract was awarded to Westminster Homecare Limited which commenced on 3rd September 2018, for three of the six extra care schemes (Beechwood Court, Harrow Court and Tulsi House). The other contract was awarded to London Care Limited which commenced on 4th June 2018, for three extra care schemes (Willow, Newcroft and Rosemary House(s)). The two contracts were let for an initial period of five years with an option to extend by up to two further years (the “Contracts”).
- 3.2.2 The two Contracts were extended and varied so as to align their termination and enabling the procurement of all six extra care schemes before their expiry date on 2nd June 2025 . Details of the extension and variations of the Contracts are in the Officer Key Decisions of 3rd August 2023 and 22nd August 2023 and the Director of Adult Social Care’s decisions of 28th May 2024.
- 3.2.3 The six extra care schemes are placed in properties owned and managed by SNG (Sovereign Network Group) and they have given permission for the properties to be included as part of this tender exercise as they will continue to be properties specifically for those over 55 years of age.
- 3.2.4 Currently there are 7 step down flats across two of the blocks and ASC has taken the decision to no longer have step down beds within these blocks. The process of returning the step down flats to be used as general needs over 55 housing will be undertaken throughout 2025, although it should be noted that this does not affect the core hours proposed as part of this tender which are specific to the blocks and not individual flats.

Name of Scheme	Number and size of flats.	Primary care group
Beechwood Court, Wembley	20 one bedroom flats	Dementia
Harrod Court, Kingsbury	38 one bedroom and 2 two bedroom flats	General needs aged 55+
Rosemary House, Willesden	40 one bedroom flats	General needs aged 55+
Tulsi House, Sudbury	32 one bedroom and 4 two bedroom flats	General needs aged 55+
Willow House, Wembley	38 one bedroom and 2 two bedroom flats	General needs aged 60+ Care needs aged 55+
Newcroft House*, Stonebridge	37 one bedroom and 3 two bedroom flats	General needs aged 55+
*Newcroft House currently has 25 units that are used specifically for supported housing (was 10 in 2018) and as each new (void) unit becomes available it is specifically allocated for supported housing.		

3.2.5 The services are designed to meet the varying needs of residents, to promote health and wellbeing and to enable borough residents to live independently in their home and reduce the potential of moving to residential care. The scheme generates efficiency savings to ASC through the provision of care and support in place of residential placements, where the council is responsible for care and accommodation costs. In an extra care service, the council will fund care, Housing Benefit is used to pay accommodation costs. The services are available for people who self-fund and are able to afford their rent and care costs.

3.3 Model of Delivery

3.3.1 The council's eligibility threshold for extra care housing (ECH) support was reviewed as part of a strategic move towards maximising service provision and best meeting the needs of the residents of Brent. The procurement of the ECH support contracts is to ensure that two successful providers are able to meet the needs of a mixed group of residents from the community with a range of age groups from 55 years + and a range of needs including adults with physical needs, sensory, mental health (including Dementia) and learning disabilities as well as those with complex needs and behaviours that challenge. In maintaining the eligibility to those 55 years and above, the service is best able to meet the wider demand for ECH support within the community.

- 3.3.2 This contract will be based on a core and flexi model with only the core element being the “contracted amount” as per the current contract. The core service is designed to meet unplanned and emergency care needs and night support. The flexi hours will be based on service user’s assessed needs and support hours will fluctuate as individuals’ needs change. Residents will be able to choose another care provider to deliver their assessed hours, or arrange their own care through a Direct Payment, but the successful provider will deliver the core hours in the service.
- 3.3.3 Core care and support hours will be available throughout the day and night to meet the planned and unplanned needs of residents for example, fluctuating/unpredictable care needs, responding to emergency alarm calls, requests for assistance with toileting, thereby ensuring a safe and responsive service delivery.
- 3.3.4 The core service will require cover on a 24 hours basis.
- 9am to 5pm Monday to Friday – Team Leader or equivalent.
 - 7am to 9am & 5pm to 9pm – An on call service to support if required those carers carrying out individually assessed packages
 - 9pm to 7am – 2 Night support workers
 - 7am to 9pm Saturday/Sunday and Public Holidays - An on call service to support if required those carers carrying out individually assessed packages
- 3.3.5 Each contract/lot which will comprise of 3 extra care schemes (‘Schemes’) and bidders will be asked to source the following staff or similar who will work across the 3 Schemes and cover for each other during any absences.
- One Health and Wellbeing/Activities coordinator
 - One Deputy Manager
 - One Registered Manager (See paragraph below)
- 3.3.6 There will be a requirement to have a registered manager in place who will spend time across all 3 schemes within the service. The other roles specified above are a guide and bidders may have different titles for these roles, but the overall value of the contract and the estimated assessed hours will give each bidder an idea of the levels of staff that will be required in the various roles, such as “Senior Support Worker”.
- 3.3.7 A budget to cover at least the services as shown above will be made available and bidders will be encouraged to be innovative about the way the Core Hours are covered making sure the minimum requirements as shown below are covered.

Night Support Workers

- 3.3.8 Having 2 Night Support Workers at extra care schemes is now the normal approach particularly to avoid the issues that can be encountered with lone working. It will also increase the level of oversight and response times to

potential emergencies; and also ensure that there is someone available to continue the normal duties of a night worker in an emergency or where a service user perhaps acts in an unpredictable way.

3.3.9 Four of the Schemes currently have 2 night support workers, so this will bring all Schemes into line with each other, particularly the dementia specific scheme where there is only 1 night support person at present.

3.3.10 We will expect the provider to manage the work of the night support worker so that they can cover the periodic check up calls (usually 15 mins in duration) that people sometimes require throughout the night and where perhaps people require pads to be changed or to be re-positioned at night.

Core hours are based on an average of 5-6 hours, per week, per person.

	Units	Core Hours	Breakdown
Willow	40	238	1 x 24 Hr Support x 7 = 168 1 x 10 Hr 2nd Night Support Worker x 7 = 70
Rosemary	40	238	1 x 24 Hr Support x 7 = 168 1 x 10 Hr 2nd Night Support Worker x 7 = 70
Newcroft	40	238	1 x 24 Hr Support x 7 = 168 1 x 10 Hr 2nd Night Support Worker x 7 = 70
Harrod	40	238	1 x 24 Hr Support x 7 = 168 1 x 10 Hr 2nd Night Support Worker x 7 = 70
Tulsi	36	238	1 x 24 Hr Support x 7 = 168 1 x 10 Hr 2nd Night Support Worker x 7 = 70
Beechwood*	20	238	1 x 24 Hr Support x 7 = 168 1 x 10 Hr 2nd Night Support Worker x 7 = 70
Hours where there has to be a dedicated Core person on site are - 9pm to 7am - 7 Days per week Monday-Friday 9am to 5pm			
* Beechwood has an increased ratio of Core Hours as a Dementia specific service.			

3.3.11 Assessed hours based on people's individual needs will be determined by a Social Worker and will be purchased using the spot hourly rate that will be submitted as part of this tender. However, if any of the needs identified can be carried out by the Core staff on site (particularly the night support workers), then although these hours/visits will form part of the care plan, they will not be chargeable. This will be made clear in the specification. It will be part of the tender requirements that the spot rate per hour should not exceed the core hourly rate and is likely to be lower due to the fact that a lot of a bidder's central overheads will be already be present within the core costs. The estimated assessed hours for 2024/2025 are shown below and are based on the total hours submitted for each block for 2023/2024. Whilst these are not guaranteed, it is acknowledged that the reason people move into extra care schemes is that they have care needs and are likely to have a package of assessed care that needs to be provided for.

Estimated assessed hours and costs for 2024/2025			
Based on Total Hours submitted for 2023/2024			
Lot 1	Yearly Hours	Hourly Rate	Estimated Yearly Cost
Beechwood	15077	£21.70	£327,170.90
Harrod	31432	£21.51	£676,102.32
Tulsi	22374	£21.79	£487,529.46
		Total	£1,490,802.68
Lot 2	Yearly Hours	Hourly Rate	Estimated Yearly Cost
Newcroft	18144	£18.96	£344,010.24
Rosemary	30072	£18.96	£570,165.12
Willow	45618	£18.96	£864,917.28
		Total	£1,779,092.64

3.4 Pre Tender Considerations

3.4.1 In accordance with Contract Standing Orders 88 and 89, pre-tender considerations for the procurement of the contract for the provision of Extra Care Housing (ECH) support for six extra care schemes (the “Contract”) have been set out below for the approval of the Cabinet.

Ref.	Requirement	Response
(i)	The nature of the services.	<p>Delivery of extra care housing support services at the six extra care housing schemes detailed in the body of the report.</p> <p>The support is for older adults with care and support needs at substantial or critical level and an identified social housing need.</p> <p>Needs may include physical disabilities, mental health issues (including dementia, alzheimer’s, learning disabilities) and a range of other needs.</p>
(ii)	The estimated value.	<p>Up to £4,325,932 for Lot 1 and up to £4,325,932 for Lot 2 over the term of the Contract including any extensions provided for under the Contract</p> <p>Up to £865,186 p.a. for each Lot over the proposed contract length of five years (3+1+1). This is based on 37,230 Core Hours for each Lot.</p>
(iii)	The contract term.	Three years initial period with the option to extend for a further two, on a one plus one year extensions (3+1+1)

(iv)	The tender procedure to be adopted.	Open process under Light Touch Regime	
v)	The procurement timetable.		Indicative dates are:
		Tender opportunity published	17 th February 2025
		Tender Workshop	24 th February 2025
		Deadline for Tender Submissions	12pm 17 th March 2025
		Evaluation and moderation	18 th March - 9 th April 2025
		Report recommending Contract award circulated internally for comment	10 th April 2025
		Corporate Director in consultation with the Lead Member approval	By 17 th April 2025
		Minimum 10 calendar day standstill period – notification issued to all tenderers and additional debriefing of unsuccessful tenderers (contracts covered by the full requirements of PCR 2015 only)	22 nd April 2025
		Contract Mobilisation	2 nd May 2025
		Contract start date	3 rd June 2025
(vi)	The evaluation criteria and process.	<ul style="list-style-type: none"> At selection stage, shortlists are to be drawn up in accordance with the Council's Contract Procurement and Management Guidelines by the use of a selection questionnaire to identify organisations meeting the Council's 	

		<p>financial standing requirements, technical capacity and technical expertise.</p> <ul style="list-style-type: none"> At tender evaluation stage, the panel will evaluate the tenders against the following criteria: 50% quality, 10% Social Value and 40% price. This procurement will be divided into two lots. Bidders will be asked to identify their preferred Lot should they decide to bid for the two lots. The bidder with the highest score will be awarded with their chosen lot and the second-highest bidder will be awarded the remaining Lot. The Council will reserve the right to not award any of the lots if bidders do not pass the quality criteria; or award the two lots to the highest scored bidder.
(vii)	Any business risks associated with entering the Contract.	Financial Services and Legal Services have been consulted concerning this contract and there are no risks identified associated with entering into this contract.
(viii)	The Council's Best Value duties.	The adoption of an open tendering process under Light Touch Regime will enable the council to achieve best value for money.
(ix)	Consideration of Public Services (Social Value) Act 2012	See section 11 below
(x)	Any staffing implications, including TUPE and pensions.	<p>There will be TUPE implications which have been taken into consideration.</p> <p>See Section 9 below.</p>
(xi)	The relevant financial, legal and other considerations.	See sections 5 and 6 below.
(xii)	Sustainability	<p>This has been assessed in line with the Procurement Sustainability Policy and determined that a quality measure for sustainability is not required and can be captured as part</p> <ul style="list-style-type: none"> of the Social Value criteria.
(xiii)	Key Performance Indicators / Outcomes	Appropriate Key Performance Indicators/Outcomes will be included in the Contract.

(xiv)	London Living Wage	The Contract will require the payment of the London Living Wage.
(xv)	Contract Management	This contract has been assessed against the contract segmentation process which determined it is classified as a major contract. A contract manager will be appointed and appropriate contract management provisions will be included in the Contract.

4.0 Stakeholder and ward member consultation and engagement

4.1 The lead Member for Community Health & Wellbeing has been consulted and a consultation with the provider of the accommodation has been undertaken. Resident’s were consulted with at meetings that were held in the Spring of 2024 and any changes to the provider of these services after this procurement will be relayed to the provider of the accommodation and residents throughout the mobilisation phase.

5.0 Financial Considerations

5.1 The estimated total value of the core services to be provided under the contracts over the contract term of 5 years (3+1+1) is £4,325,932 for Lot 1 and £4,325,932 for Lot 2 at today’s prices, based on an estimated annual cost of £865,186 for each Lot.

5.2 The estimated value of this contract will be funded from existing ASC budgets. Cost modelling has taken place, and it is expected that the change of provision of the service will be contained within the existing EHC budget.

5.3 The cost modelling was based on this contract being London Living Wage compliant at £13.85 per hour. To deliver the agreed amount of hours under the core/block element of this contract will mean approx. 41 FTE support workers will benefit from being paid at least the current minimum LLW of £13.85ph. It should be noted that the LLW rate that will be used in Brent contracts from 1st April 2025 was announced in October 2024.

6.0 Legal Considerations

6.1 The services that Officers are proposing to procure (care and support) fall under Schedule 3 of the Public Contracts Regulations 2015 (“PCR 2015”) and a such are subject to the PCR 2015 “light-touch regime”. Officers are recommending to divide this opportunity into two lots, which can be awarded under two separate contracts. Since the estimated value for each of the two lots is above the threshold for Schedule 3 Services (see paragraph 4.1) currently set at £663,540 (inclusive of VAT) the procurement is therefore governed by the

requirements set in Regulations 74 to 77 of the PCR 2015 and which include the publication of a contract notice; conducting the procurement in conformance with the information provided in the contract notice; setting time limits that are reasonable and proportionate; and compliance with the principles of equality of treatment, fairness and transparency in the award of contracts.

- 6.2 The procurement is also subject to the Council's own Standing Orders and Financial Regulations in respect of High Value Contracts given that the estimated value of each lot is above £2 million. For High Value Contracts, Cabinet must approve the pre-tender considerations set out in paragraph 3.4.1 above (Standing Order 89) and the inviting of tenders (Standing Order 88).
- 6.3 Officers in recommendation 2.3 are requesting Cabinet to delegate the award of the contract(s). Therefore, if Cabinet grants such delegation once the tendering process is undertaken, officers will report to the Corporate Director, Community Health and Wellbeing explaining the process undertaken in tendering the Contract and recommending the award of the contract(s) to be taken in consultation with the Lead Cabinet Member for, Community Health and Wellbeing.
- 6.4 The Council intends to observe a minimum of 10 calendar standstill period before the contract(s) are awarded. This will include notifying all tenderers in writing of the Council's decision to award and providing additional debrief information to unsuccessful tenderers on receipt of a written request. The standstill period provides unsuccessful tenderers with an opportunity to challenge the Council's award decision if such challenge is justifiable. However, if no challenge or successful challenge is brought during the period, at the end of the standstill period the Council will issue a letter of acceptance to the successful tenderers and the contracts may commence
- 6.5 Officers have set out in section 8.1 that the proposed services will be provided by external contractors and that there are no implications for the Council's staff arising from this procurement under the Transfer of Undertakings (Protection of Employment) Regulations 2006 ('TUPE'). However, in the present case if the lots are awarded to a new contractor(s) TUPE is likely to apply so as to transfer from the current to the new contractor those employees of the current contractors who spend all or most of their working time on the activities taken over by the new contractor(s).

7.0 Equity, Diversity & Inclusion (EDI) Considerations

- 7.1 Pursuant to s149 Equality Act 2010 (the "Public Sector Equality Duty"), the Council must, in the exercise of its functions, have due regard to the need to:
- (a) eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.2 The Public Sector Equality Duty covers the following nine protected characteristics: age, disability, marriage and civil partnership, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

7.3 Having due regard involves the need to enquire into whether and how a proposed decision disproportionately affects people with a protected characteristic and the need to consider taking steps to meet the needs of persons who share a protected characteristic that are different from the needs of persons who do not share it. This includes removing or minimising disadvantages suffered by persons who share a protected characteristic that are connected to that characteristic.

7.4 These services respond to the specific needs of older people in the community who due to their age and health conditions are likely to need accommodation that is more suitable, accessible, safer and with appropriate levels of support to enable them to retain their independence. Equalities issues particularly with regard to age have been taken into account throughout the review of the services and have been a key focus in the service model and service specification.

7.5 An Equalities Analysis has been completed. Any negative impacts that have been identified these have been addressed within the service model and specification. Where positive impacts of the proposed model have been identified they have been enhanced where possible.

7.6 The service model is expected to continue to deliver an improved quality of life for service users. Impacts of any change of provider will be monitored throughout the implementation period to ensure the quality of service is maintained. A robust Quality Assurance Framework and Performance Management Framework are included in the service specification and associated schedules.

8.0 Climate Change and Environmental Considerations

To set out how the proposals impact on the Council's environmental objectives and climate emergency strategy.

8.1 The proposals in this report have been subject to screening and officers believe that there are no adverse impacts on the Council's environmental objectives and climate emergency strategy.

9.0 Human Resources/Property Implications (if appropriate)

- 9.1 This service is currently provided by an external contractor and there are no implications for Council staff arising from retendering the Contract.

As part of the procurement process, employee liability information will be sought from current contractors and provided to the tenderers. The TUPE process and any issues that may arise from it will be managed during the mobilisation phase, which will be at least two months between contract award and commencement.

- 9.2 The properties for the service provision are provided by an external provider and there are no direct property implications for the Council arising from the tender process.

10.0 Communication Considerations

- 10.1 To enhance the existing communication plan, given our familiarity with the resident population, a tailored communication plan will be put in place with service users and their families.

11.0 Public Services (Social Value) Act 2012

- 11.1 The Council is under duty pursuant to the Public Services (Social Value) Act 2012 (“the Social Value Act”) to consider how services being procured might improve the economic, social and environmental well-being of its area; how, in conducting the procurement process, the Council might act with a view to securing that improvement; and whether the Council should undertake consultation. Officers have had regard to considerations contained in the Social Value Act in relation to the procurement.

- 11.2 It is the intention within this tender that 10% of the total evaluation criteria will be reserved for social value considerations.

- 11.3 The services are fully established within the wards and have good community ties and access to local resources. To ensure a real sense of place and belonging, the housing and provision aims to keep the community together supporting the existing demographic within the wards. Residents have access to shared transport links, shared Interests, community groups and worship facilities and the sense of community is reinforced from this. Providers will be expected to focus on the social value themes and outcomes and these will be measure throughout the term of the contract. Themes predominantly focus on the immediate community, while linking local areas together to maximise the benefits to residents.

- 11.4 The social value themes focus on the immediate and wider community linking local areas together to maximise the benefits to residents. The themes will seek to:
- Promote growth and development opportunities for all residents within the borough. Providing access to opportunities to develop new skills and gain meaningful employment.

- Building strong, ongoing relationships with the voluntary and social enterprise sectors to continuing to engage and empower citizens, creating a safe, healthier, resilient community for the present and future.
- To ensure the places where residents live within the borough utilise sustainable procurement supporting a cleaner and greener, and secure the long-term future for the community and our planet.
- For providers to be innovative as the council promotes best practice, they should find and deliver innovative solutions and generate new ideas.

Related documents for reference:

Cabinet report for 9 April 2018 – Authority to award Care and Support Contracts for six Extra Care Schemes

Officer Key Decision Report – June 2018 – Authority to Award Contract at Beechwood Court, Harrod Court and Tulsi House

Officer Key Decision – 3 August 2023 - Authority to extend contract for the provision of extra care housing (ECH) services at willow, newcroft and rosemary house(s)

Officer Key Decision - 22 August 2023 - Authority to Vary and Extend a Care and Support Contract within Extra Care Housing Schemes

Report sign off:

Rachel Crossley
Corporate Director, Community Health
and Wellbeing