

Report for: Cabinet 12th March 2019

Title: Award of Contract for provision of a Community Navigator Service for Older People in Haringey

Report

authorised by: Charlotte Pomery, Assistant Director Commissioning

Lead Officer: Gill Taylor, Strategic Lead Single Homelessness and Vulnerable Adults

Ward(s) affected: All

Report for Key/

Non Key Decision: Key Decision

1. Describe the issue under consideration

1.1 This report seeks approval from Cabinet to award a contract for the provision of a Community Navigator Service for Older People in Haringey, in accordance with the Council's Contract Standing Order 9.07.1 (d) (award of contract valued over £500k).

1.2 The contract shall commence on 1st April 2019. The contract duration is for three (3) years, with the option to extend for two (2) further periods of two (2) years each.

2. Cabinet Member Introduction

2.1 As a borough we are committed to ensuring that vulnerable older people have access to high quality support that enables them to remain independent, active and healthy for as long as possible. In particular, we recognise the significant positive impact that having safe and suitable housing makes to achieving these aims.

2.2 The Community Navigator Service will provide a practical response to the needs and ambitions of a growing older population in the borough, ensuring more people have access to support regardless of where they live or the type of housing they live in. The new and innovative service will provide specialist housing-related support, navigation and networking opportunities for older people from diverse backgrounds, helping them stay connected with their local area, remain safely in their homes and share their skills with others.

- 2.3 The decision to award this contract to a partnership of services will provide a diverse local offer of support for older people, including for the first time, dedicated support for LGBT+ and learning disabled older people. Not only will this enable older people to age well in Haringey, it will achieve genuine value for money for the Council. Therefore, it is appropriate to award the new contract for the delivery of these outcomes and I am looking forward to seeing the new service develop and progress.

3. Recommendations

- 3.1 That Cabinet approves the award of a contract for the Community Navigator Service, to the organisation outlined in the exempt report (Appendix 1).
- 3.2 That the contract is awarded for a period of three (3) years with the option to extend for two (2) further periods of two (2) years each, with a commencement date of 1st April 2019.
- 3.3 The total value of the contract for the initial three (3) years is £1,248,100.00 and the total value over the seven (7) years is £2,934,780.00

4. Reasons for decision

- 4.1 It was necessary to tender for this service to provide essential housing-related services to vulnerable older residents and to achieve value for money.
- 4.2 As a result of the procurement process, which has been carried out in line with the Council's Contract Standing Orders and the Procurement Code of Practice, it is necessary to award the contract to the successful tenderer in accordance with 9.07.1 (d).

5 Alternative options considered

5.1 Do nothing.

The Council could move forward without recommissioning the older people's housing related support services as there is no statutory requirement to do so. Sheltered Housing could continue to operate without the addition of support funding, which is the operating model used in the majority of local authorities across England and Wales.

However, there is clear evidence of the value of early intervention and prevention outcomes with this client group and a strong market of providers equipped to deliver positive preventative support around health, housing and social care. Not to recommission a housing-support offer for older people would have a negative impact on Haringey's vulnerable older residents,

undoubtedly adding significant pressure to Adults Social Care provision in the borough, as well as a range of other Housing and Health services.

5.2 **Recommission services ‘as-is’, mirroring current service models and contracting arrangements.**

The Council could choose to recommission the current contracts making only minor changes to current specifications to remain adherent to new and updated legislation and policy.

The needs, demographics and capabilities of older people have changed at a significant pace in the last ten years and the current housing support offer is no longer delivering good value or meeting expectations. Current evidence shows that there has been a steady reduction in demand for sheltered housing as older people choose to remain in their homes for longer. Whilst this is often positive, this can result in missed opportunities to access help and support to sustain that independence in a positive way. In effect, under the current model, older people who do not live in sheltered housing do not have the same access to support as those who do, often with little discernible difference in need.

This option would fail to deliver the recommendations from the Supported Housing Review as approved by Cabinet in March 2017.

6. **Background Information**

6.1 Housing Related Support for older people is a preventative and early help provision designed to prevent homelessness, reduce isolation and de-escalate and/or manage social care needs.

6.2 The redesign of older people’s housing related support comes as a result of the Supported Housing Review, commissioned by Haringey Council in 2015 and approved by Cabinet in March 2017. The Review was developed through effective engagement and co-design with stakeholders, including residents of Sheltered Housing who contributed significantly to its recommendations. The review’s recommendations and principles formed the 5-year Housing Support Transformation programme, which will be driving force for change in housing related support services for older people from 2017-2022. The programme is founded on four principles for change:

- **Cross-cutting Prevention:** housing support services will support prevention in multiple housing & health areas; preventing homelessness, reducing demand on other supported housing types, preventing escalation into residential care and unplanned hospitalisation.

- **Integrating Support & Care:** bringing together services, professionals and commissioning functions will create more robust pathways of housing support & care. This approach will ensure that people don't 'fall through the net' between services, offer opportunities to secure better value for money and efficiency, as well as taking greater advantage of available best practice and innovation.
 - **Community Inclusion:** housing support should reduce social exclusion, isolation, stigma and multiple disadvantage by securing housing, skills and wellbeing opportunities that bring diverse people and services together. Encouraging housing support services and service users to work together, building resilience in our communities and fostering good relationships between Haringey's diverse cultures, identities and experiences.
 - **Commissioning for the Future:** maximising the reach of revenue funding and capital assets to meet the changing demographics and support needs of Haringey residents. Commissioning will deliver improved value for money, work more collaboratively to achieve innovation and create a housing support sector that is responsive to the changing political and economic landscape.
- 6.3 In October 2017, the government announced its intention to apply Local Housing Allowance to supported housing from April 2020. Generally for older people, funding for supported housing is through housing benefit. With the new regulations, the housing costs (rent & service charges) will remain in the welfare system. However, the regulator will control rent levels by introducing a new type of social rent called 'sheltered rent' in April 2020, which will place an annual cap on rent increases. This is likely to have an impact on sheltered housing, and the organisations that provide it in the borough, but the extent of this is as yet unknown.
- 6.4 The externally commissioned Housing Related Support contracts ended on 30 January 2019. These contracts comprised of 675 units of long-term sheltered supported housing delivered under 12 contracts with 11 providers, which had been in place more or less unchanged since 2011. After a period of negotiation with providers, all 675 units of sheltered housing will remain available with enhanced housing management support, thus there will be minimal loss of service.
- 6.5 The aim of the Community Navigator service model is to provide proactive universal, and brief targeted, housing-related support that enables older people to live long, active, healthy and independent lives by providing:

- a holistic person-centred approach that recognises housing support as a platform to address a wide range of other needs
- fair and equal access to the service for all vulnerable older people
- universal drop-in, individual and group support providing information, signposting and capacity building support
- targeted brief interventions to enable especially vulnerable older people to manage challenging experiences such as returning from hospital, moving home, bereavement and victimisation
- safeguarding of vulnerable adults and protection from abuse, neglect and hate crime

6.6 The model for the Service was designed in partnership with older people and a range of local organisations, as well as other stakeholders across the Council and the NHS. Commissioners have been particularly keen to ensure that the Service links effectively with other prevention and early intervention approaches for older people emerging from the Ageing Well Strategy which is currently being developed.

6.7 The Community Navigator Service will be a universal borough-wide housing-related support service for people aged 50+, delivered by a partnership of organisations under one unified contract from a range of community settings in eight localities within Haringey. This approach will enable access for the widest number of older people, particularly those who are socially isolated and struggle to connect with the people and services they need.

6.8 For the first time in Haringey, specialist housing support will be available for older LGBT+ and learning-disabled people, with an emphasis on connecting people and building peer and community networks for those most at risk of isolation in older age. This offer addresses the gap in service identified in the Supported Housing Review for these two groups and will help the Council deliver against the equality principles that underpin the Borough Plan (2019-2023).

6.9 The borough plan commits to ensuring that vulnerable older people have access to high quality support that enables them to remain independent, active and healthy for as long as possible. In particular, the Council recognises the significant positive impact that having safe and suitable housing makes to achieving these aims.

6.10 The Community Navigator Service will provide a practical response to the needs of a growing older population in the borough, ensuring more people have access to support regardless of where they live or the type of housing

they live in. The new service will provide housing-related support and networking opportunities for older people, helping them stay connected with their local area, access the support they need to remain safely in their homes and provide opportunities to share their skills with others.

- 6.11 The decision to award this contract to a partnership of services with a range of local expertise will provide a diverse offer of support for older people, improve the quality of help available and achieve value for money to the Council. Therefore, it is appropriate to award the new contract for the delivery of these outcomes.

Procurement process

- 6.12 The services provided under this contract are considered Health and Social Care services and are therefore subject to Light Touch Regime under the Public Contract Regulations 2015.
- 6.13 Two market engagement events were held on 7 June and 17 September 2018, to communicate the Council's commissioning intentions and to offer potential suppliers the opportunity to raise any questions and present their views before proceeding to the next stage of the commissioning programme. Following the market engagement event, an open tender process was selected as the most efficient and cost-effective way to approach the provider market.
- 6.14 Market engagement events were held intentionally far in advance to give potential bidders adequate time to form partnerships ahead of the tender process.
- 6.15 The tender was advertised by publishing a contract notice in Official Journal of the European Union (OJEU) and on contract finder on 21st November 2018. The Invitation to Tender (ITT) and supporting documents were uploaded on Haringey Contracts and Procurement System (HCPS) (e-tendering portal) where following a registration process, the potential tenderers could access the tender documents and submit their tenders electronically.
- 6.16 By the closing date of 7 January 2019, nine organisations had accessed the documents and registered their interest on the Haringey Contracts and Procurement System. One organisation declined the tender opportunity. Four tenders were received.
- 6.17 Tender evaluations were carried out by officers from the Housing Commissioning Team and the process was overseen by Procurement. Tenders were evaluated on the basis of the Most Economically Advantageous Tender (MEAT) methodology with a split of 30% price and 70% quality. This

proportion was selected as the contract price was pre-determined following a benchmarking exercise. Tenderers were required to score a minimum of 70% (420 points) in order to pass the evaluation for Quality (method statements and presentation). This was to ensure all bids met an acceptable quality standard. The evaluation criteria and weighting were set out within the invitation to tender documents and clarified.

- 6.18 One bidder did not reach the minimum allocated scores for quality, as set out in the tender documents and was therefore eliminated from the process with no further assessment.
- 6.19 The tables below detail scores for the winning tenderer. Further information about the tender evaluation is contained in Part B (exempt part) of the report.

Tenderer	Method statement Scores (out of 650 points)	Presentation Scores (out of 50 points)	Price Scores (out of 300 points)	Total scores (out of 1000 points)	Rank
Successful Bidder A	530	50	300	880	1
Bidder B	469	40	287	796	2
Bidder C	422	40	295	757	3
Bidder D	384	20	N/A	Eliminated	

Contract management

- 6.20 The new contract is scheduled to start on 1st April 2019.
- 6.21 Tenderers were asked to provide an implementation plan as part of their submission, which will be monitored by the Housing Related Support Team to ensure timely service commencement.
- 6.22 Contract management will be incorporated into the contract. Key performance indicators are included within the service specification and will be monitored by the Housing Related Support Team to ensure that service delivery targets and service users outcomes are achieved. Where necessary improvement and service development plans will be implemented by the Housing Related Support Team to ensure the service continues to provide a high quality and value for money service throughout the contract period.
- 6.23 The contract will be underpinned by a partnership agreement which sets out the obligations of each of the delivery partners for the duration of the contract.

7 Contribution to strategic outcomes

7.1 This service supports the delivery of the Housing priority in the Borough Plan (2019-2023) '*A safe, stable and affordable home for everyone, whatever their circumstances*', in particular to;

2a) Reduce the number of households in temporary accommodation by a third to under 2000 by 2022

2c) Aim to end street homelessness by 2022

2d) Ensure access to high quality housing support that prevents or relieves homelessness for people with additional needs

7.2 The service also supports the delivery of the People Priority in the Plan, '*Strong families, strong networks and strong communities nurture all residents to live well and achieve their potential*', in particular to;

7b) People will be supported to live independently at home for longer

7c) Adults will feel physically and mentally healthy and well

8b) A strong and diverse voluntary and community sector, supporting local residents to thrive

7.3 The services will contribute to the strategic objectives of Adults Social Care and their partners to offer preventative interventions at individual and community levels; decreasing demand on supported housing, preventing escalation of need and offering viable options to residential care.

7.4 The service also contributes to the Council's statutory responsibilities under a range of legislation including the Homelessness Reduction Act (2018), the Care Act (2014) and the Equality Act (2010), by providing housing-related support to older people in order to ensure they are able to live independent, fulfilling and active lives in the community for as long as possible.

8 Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

8.1 Finance

8.1.1 The annual revenue budget to deliver this service is £416k and the initial contract is for 3 years, therefore it is a commitment to £1.25m with an option to extend for a further 4 years. This is funded from the Housing Related Support budget allocation for 2019/20 £4.9m with other commitments considered, there is sufficient funding available.

8.2 Procurement

8.2.1 The procurement was carried out in line with Schedule 3 of the Public Contracts Regulations 2015 or Light Touch Regime. An appropriate advert

was placed, an open tender process followed, and evaluation of tender submissions was carried out in accordance with the instructions to tender documentation.

8.2.2 The process also met the requirements of Contract Standing Orders and the Procurement Code of Practice. Bids were evaluated on the basis of the most economically advantageous tender, which is a mixture of quality and price to ensure the Council secured the best value both in terms of the contract price and economic wellbeing of its local populace.

8.2.3 All bidders were asked if having won the tender they would commit to paying the London Living Wage, a proposition the Council is keen to encourage where legal and it provides the best value. All bidders, including the winning tenderer, agreed to pay it.

8.2.4 The tendered contract price represents an efficiency of some 7% over the current cost.

8.2.5 The Commissioning team will monitor the contract throughout its term to ensure that service delivery targets and key performance indicators are met. Moreover, regular monitoring will mitigate against any service delivery risks, provide a platform to share information and skills, as well as, identify areas where service user feedback indicates improvements to service provision may be made.

8.3 Legal

8.3.1 The Assistant Director of Corporate Governance notes the contents of the report.

8.3.2 Pursuant to CSO 9.07.1(d), Cabinet may approve the award of a contract if the value of the contract is £500,000 or more and as such Cabinet has power to approve the award of the Contract in this Report.

8.3.3 The Assistant Director of Corporate Governance sees no legal reasons preventing the approval of the recommendations in the report.

8.4 Equality

8.4.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not

- Foster good relations between people who share those characteristics and people who do not.

8.4.2 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

8.4.3 This decision is to approve a contract for the provision of housing-related support for older people.

8.4.4 This decision will help the Council to meet its equalities duties and address known inequalities affecting individuals with protected characteristics, in particular relating to age, sex, sexuality, gender identity, race, and disability. Accordingly, the decision represents progress to eliminate discrimination and advance equality of opportunity.

9. Use of Appendices

9.1 None

10 Local Government (Access to Information) Act 1985

10.1 The Supported Housing Review and Housing Support Transformation 14th March 2017

<https://www.minutes.haringey.gov.uk/mgAi.aspx?ID=52346>

10.2 This report contains exempt and non-exempt information. The exempt information is not for publication as it contains information classified as exempt under the following categories (identified in the amended Schedule 12A of the Local Government Act 1972):

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