



Report of: Executive Member for Health and Wellbeing

Meeting of:	Date	Agenda item	Ward(s)
Executive	18 October 2012	F5	All

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SUBJECT: Learning Disability Supported Accommodation Contract Award Report

1. Synopsis

- 1.1 This report seeks agreement to award contracts to the preferred providers for two new extra care supported accommodation services for adults with Learning Disabilities and describes the procurement process adopted by the Council. The tender comprised of two contracts, commissioned via a single tender process. The two services are Barnsbury Park (10 units) and Leigh Road (17 units).
- 1.2 Both services support the Council's fairness agenda by affording people with learning disabilities the opportunity to rent their own flat in a supportive environment and take greater control over their living environment. Due to the shortage of local accommodation resources some service users may currently be living some distance away from London. These services mean that people have the opportunity to return to Islington and live close to family carers and formal support networks.

2. Recommendations

- 2.1 To approve the award of the Barnsbury Park contract to the Royal Mencap Society, for the provision of ten units, providing a supported accommodation service to ten people with autism and high needs, with each service user having a shorthold assured tenancy for a one bedroomed flat. The contract will be awarded for a three year period, commencing on 1 April 2013, with the option of extending for a further three years. The start of the contract is dependent on the completion of building works to the Barnsbury Park site scheduled for March 2013. The Freeholder for Barnsbury Park is Family Mosaic.
- 2.2 To approve the award of the Leigh Road contract to Centre404, for the provision of 17 units, including a transition flat for three people with learning disabilities and moderate/high needs and a longer term support service for 14 adults with learning disabilities and high needs accommodated in a combination of one, two and three bedroomed flats. The contract will start provisionally on 1 February 2014, for a three year period, with an option to extend for a further three years. The start of the contract is dependent on the completion of building works to the Leigh Road site. LBI is currently the freeholder for the site.

3. Background

- 3.1 In Islington the number of adults with learning disabilities and/or autism is expected to increase by 8% [50 people] in 2012/13, which is significantly above the national average. This increase is due to more people with learning disabilities surviving into adulthood and older age a result of improvements in diagnostics and health care.
- 3.2 As people with learning disabilities are living longer there are also a growing number of older carers, who have supported their children (who often have complex behavioural and physical needs) for many years with only limited support from public services. Now, as they age, informal care arrangements are breaking down, requiring the Council and to make local provision.
- 3.3 Islington Adult Social Service's strategic intention is to reduce our reliance on expensive and inappropriate out of borough services, so we can invest the money in more effective local services, enabling people with learning disabilities the opportunity to live in their own home in Islington. This provides real quality life style benefits to service users; help maintain key relationships with family carers and professional support networks; and enhance safeguarding activity.
- 3.4 Residential and Nursing home placements are often some distance away from Islington. The new services not only provide value for money for the Council but also deliver major quality of life benefits to service users and family carers.
- 3.5 Although the Barnsbury Park and Leigh Road services will start approximately a year apart a decision was taken to tender jointly for both contracts in order to establish if a single provider could deliver both services and achieve economy of scale savings as a result; in recognition that the services being tendered were very similar a joint approach avoided unnecessary duplication of commissioning resources; and finally to give the Leigh Road service as long a start-up period as possible.

4 The Procurement Process

- 4.1 Tender panel and service user and family carer involvement.

The tender evaluation panel assessing all stages of the evaluation process consisted of a core team: Senior Commissioning Manager for Disability Services; two senior brokerage officers responsible for procuring services for people with learning disabilities and autism; and a family carer of a person with profound and multiple learning disabilities. At the Invitation To Tender stage another family carer of a person with autism and high needs joined the assessment team. In addition to bringing the experience of being parents of people with learning disabilities, autism and high needs they had both also sat on previous supported accommodation tender panels. For the site visit stage two service users with learning disabilities joined the team assisted by a trained support worker. To the make the process meaningful for the service users we ran a successful workshop where they were able to clarify what they thought was important to services users in the specification and they drew up a set of questions to test the providers on these points. For the final interview stage the Care Services Manager for Adult social Services and the Clinical Psychologist for the Islington Learning Disability Partnership also joined the assessment team.

- 4.2 The procurement process consisted of the following stages:
- Soft market test completed in January 2012.
 - Pre-qualification Questionnaire (PQQ) evaluating supplier's relevant previous experience. A minimum of five highest scoring organisations were invited to tender.
 - The Invitation to Tender (ITT) requested five method statements addressing how the supplier would provide the service against quality criteria. The ITT also included a financial assessment of the proposed bids.
 - Supplier site visits. These were an important part of the evaluation process. The Panel visited similar services provided by bidding suppliers. Each panel member had their own set of questions testing different aspects of the quality criteria which were relevant to their role and experience.

- Supplier interviews. After completing the previous stages the Panel drew up five questions which had not been fully answered by all providers in the previous assessment stages.

The contracts for Barnsbury Park and Leigh Road were qualitatively and financially assessed separately. The financial benefits to the borough of economy of scale savings achieved by providers bidding for both contracts were also evaluated.

4.3 Assessment criteria

The bids were assessed on the basis of 70% quality and 30% cost. The table below shows the criteria with its relative weightings:

Quality , made up of:	70%
1. Proposed implementation for initiating the services (20%) Considering start up plan, structures, timescales and partnership working	
2. Proposed implementation for service users (30%) Considering how you will handle promoting independence, choice and control, pre-admission assessment, support planning, review processes and safeguarding.	
3. Proposed implementation for resourcing the service (20%) Considering how you will ensure business continuity, staffing proposals and ensuring continued workforce development in delivery of the services.	
Price , made up of:	30%
1. Unit Cost (15%)	
2. Cost distribution (direct costs and overheads) (5%)	
3. Affordability (10%)	

4.4 Pre-Qualification Questionnaire (PQQ)

37 suppliers submitted PQQs. 34 suppliers bid for both the Barnsbury Park and Leigh Road contracts. One provider bid for Leigh Road only and one other provider bid for Barnsbury Park only.

4.5 Invitation to Tender

For Barnsbury Park six providers were shortlisted and invited to tender.

For Leigh Road five providers were shortlisted and invited to tender:

4.6 Recommended Award

The supplier which is recommended to provide the Barnsbury Park contract is the Royal Mencap Society.

The organisation which is recommended to provide Leigh Road contract is Centre404.

Both suppliers were awarded the highest marks in the overall marking, including when compared with bidders who submitted joint tenders for both contracts.

A breakdown of scoring for the suppliers that submitted tenders is included within the exempt appendix.

5 Implications

5.1 Financial implications

The Barnsbury Park contract awarded to Royal Mencap Society has a contract value of £767,075.08 per annum. The Leigh Road contract awarded to Centre 404 has a contract value of £1,198,818.41 per annum.

The Barnsbury Park and Leigh Road contracts will be fully funded from existing resources within the Islington Learning Disabilities Partnership (ILDLP) pooled budget. The two supported accommodation contracts should not lead to a budget pressure for either Islington Council or NHS Islington.

The supported accommodation schemes will be monitored to ensure value for money. The current or expected alternative placement costs of service users identified to move into the new supported accommodation schemes will be scrutinised to ensure that the overall cost of the schemes is lower than the overall cost of current/expected alternative placements.

5.2 Legal Implications

The Council has power to enter into contracts with providers of learning disability supported accommodation services under section 1 of the Local Government (Contracts) Act 1997 on the basis that such services are properly required for the discharge of the Council's duties.

The threshold for application of the Public Contracts Regulations 2006 is currently £173,934. The value of each of the two contracts to be let is above this threshold. These services fall within Part B of the Regulations. Although Part B services do not need to strictly comply with the provisions of the Regulations, there is a requirement under EU rules for part B services to comply with the principles of equal treatment, non-discrimination and fair competition. The council's Procurement Rules require contracts over the value of £100,000 to be subject to competitive tender. In compliance with the principles underpinning the Regulations and the council's Procurement Rules a competitive tendering procedure with advertisement has been used.

The tenders were subject to evaluation in accordance with the tender evaluation model. Accordingly the Executive may award the contract to the highest scoring providers who are Royal Mencap Society for the Barnsbury Park contract and Centre404 for the Leigh Road contract.

In deciding whether to award the contract to the recommended providers the Executive should be satisfied as to the competence of the suppliers to provide the services and that the tender prices represent value for money for the Council. In considering the recommendations in this report members must take into account the information contained in the exempt appendix to the report.

5.3 Environmental Implications

An Environmental Impact assessment was completed in January 2012 for both services and showed there were minimal environmental concerns related to the provision of the supported accommodation care services for Barnsbury Park and Leigh Road.

It is recommended that waste and the provision of bins to allow for waste segregation in the accommodation should be considered in-line with the Council's aim of reducing waste to landfill by setting up a system in the accommodation that fits in with the waste collections available through the council. Further a best practice guide regarding minimising energy/gas use, waste segregation, minimising water use for use by staff and tenants should be introduced.

The environmental impact of the building works associated with the two schemes have been assessed separately and do not form part of this tender award report.

5.4 Equality Impact Assessment:

An Equality Impact Assessment (EIA) was carried out in January 2012 for both Barnsbury Park and Leigh Road and showed that there would be positive impacts for people with autism, learning disabilities and physical disabilities and their family carers.

6 Conclusion and reasons for recommendations

- 6.1 The Royal Mencap Society's and Centre404's proposal represented overall value for money and a commitment to continued high quality service delivery in Islington. Both suppliers scored the highest score overall and offered the most economically advantageous tender. It is therefore recommended that the Royal Mencap Society is awarded the contract for Barnsbury Park and Centre404 is awarded the contract for Leigh Road. The approach to the tender evaluation process was comprehensive and greatly benefited from the commitment and expertise of the two family carers and two service users. The assessment panel are confident that the Royal Mencap Society and Centre404 will provide a quality and cost effective service to Islington's residents.

Background papers: (available online or on request)

Environmental Impact assessment

Equality Impact Assessment

Final report clearance:

Signed by:



Received by: Executive Member for Health and Wellbeing Date

Head of Democratic Services Date

Report Author: Laura Gordon
Tel: (020) 7527 8145

Email: laura.gordon@islington.gov.uk