

Report of: Head of Commissioning, Strategy & Commissioning, Public Health

Report to Director of Environment & Housing

Date: August 2016

Subject: Award of Contract for the Visiting Housing Related Support Service

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: 10.4 (3) Appendix number: Appendix 2 & Tender Evaluation Scoresheet Appendix 2 & Tender Evaluation Scoresheet to this report has been marked as exempt under Access to Information Procedure Rules 10.4 (3) on the basis that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) which, if disclosed to the public, would, or would be likely to prejudice the commercial interests of that person or of the Council. The information is exempt if and for so long as in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information. In this case the report author considers that it is in the public interest to maintain the exemption.	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

1. Summary of main issues

- 1.1 The purpose of this report is to recommend that the Director of Environment & Housing approves the award of contract for the Visiting Housing Related Support Service to the Engage Leeds consortium (lead provider – Gipsil Limited)
- 1.2 The service model that has been procured meets the needs and requirements of the service users which have been assessed through extensive consultation.
- 1.3 The procurement opportunity was advertised on 23rd March 2016 and a bidder information event was held on 29th March 2016. The deadline for tender submissions was 18th May 2016 and three bids were received by this date.
- 1.4 The tender exercise was undertaken using the open procedure. The tender instructions detailed that the evaluation panel would first assess the PQQ submissions which included previous knowledge and experience of delivering this type of service. Tenderers that met the minimum level of suitability for these areas would then go through to the second stage of the process which was to evaluate the method statement submissions. Only after this stage was the price element of the submissions considered.

- 1.5 One bidder was unable to meet the minimum requirements of the PQQ and was therefore eliminated from the process. The method statements of the remaining 2 bidders were then evaluated on a consensus basis as defined in the tender documentation.
- 1.6 The interviews took place on 26th July 2016 and the scoring from this exercise was added to the scores from the method statement evaluation and pricing evaluation. Engage Leeds scored the highest and the evaluation panel therefore recommends their bid for approval.
- 1.7 The recommendation was endorsed by the Housing Related Support (HRS) Project Board on the 13th September 2016
- 1.8 Following the satisfactory conclusion of the Alcatel process, contract award is planned for late September 2016 with a mobilisation period commencing from the date of award prior to a contract start date of 1st April 2017.
- 1.9 The contract will commence on the 1st April 2017 and end on the 31st March 2022, with the option to extend for up to a maximum period of three years. In accordance with the Public Contracts Regulations 2015, the final award of the contract will be subject to the satisfactory conclusion of the vetting process.
- 1.10 The value of the initial 5 year contract is £3,711,750.00 per annum which is funded by the Environment and Housing budget.
- 1.11 This report provides the background to the current service provision and the decision to undertake a procurement exercise. It then outlines the procurement process and the outcome of the evaluation exercise.

2 Recommendations

- 2.1 The Director of Environment and Housing is recommended to:
- approve the award of a contract to Engage Leeds (lead provider- Gipsil) for the delivery of the Visiting Housing Related Support Service;
 - note that, subject to the satisfactory conclusion of the vetting process, the contract will commence on the 1st April 2017 until the 31st March 2022, with the option to extend the contract for up to a maximum period of three years; and
 - note that the Head of Commissioning (Strategy and Commissioning Team) will support the implementation of the contract award to ensure the new service is in place and operational by 1st April 2017 and will ensure that a satisfactory contract mobilisation process is undertaken and contract management plan developed and implemented in order to ensure that the required outcomes of the contract are achieved.

3 Purpose of this report

- 3.1 The purpose of this report is to give the background for the need for the procurement and the process by which the successful bidder was selected, and to seek approval from the Director of Environment & Housing for the recommendations made in paragraph 2.1.

4 Background Information

- 4.1 Appendix 1 provides details of the current commissioned services which will operate until 31st March 2017. In summary, there is a mix of floating (visiting) support contracts delivered across a broad range of client group's e.g. young people, older people, disabled people, offenders, people with mental health and/or drug and alcohol related issues. Many service users have multiple and complex needs including homelessness and often lead chaotic lifestyles.
- 4.2 A number of reviews have taken place in recent years and services have been remodelled and re-tendered to develop a more integrated, flexible and multi-agency approach to supporting people. Organisations have adopted a more holistic or person-centred approach to delivering support, which has simplified the referral pathways and encouraged partnership working to some degree, but further work was needed to strengthen, build and provide consistency on this approach.
- 4.3 A cross-Directorate commissioning review of Housing Related Support Services was undertaken by a project team consisting of Council officers reporting to a Project Board. In addition to work on mapping and data, this involved significant consultation and engagement with service providers, service users, strategic partners and other stakeholders. The key drivers for the review were as follows:
- To respond to the changing needs of the service users and increasing complexity of need. Understand and develop services to best meet these needs.
 - The need for better integrated services – streamline existing pathways and processes for HRS services and the city wide offer. Identifying gaps, barriers and improvements and ensuring provision of services is available from 16 years plus.
 - To ensure alignment and contribution to the outcomes as set out in the Best Council Plan, and other key council and partnership strategies such as the Housing Strategy, Children's and Young Peoples Plan, Joint Health and Wellbeing Strategy and Drug and Alcohol Strategy
 - The need for programmes of support which can be flexible and responsive to changes in demand
 - To ensure best practice approach and lessons learnt are shared and influence provision.
- 4.4 The findings of the review concluded that it would be beneficial to provide a single adult visiting support service in order to promote easier access and navigation around housing related support services. A generic service with a multi-skilled workforce for families, couples and single adults.
- 4.5 Key elements of support were identified and included in the specification as follows:
- Multi-skilled workforce with specialisms built in
 - Multi-agency approach to support with specialist input from services such as Forward Leeds and Community Mental Health Services
 - Locality working, to allow for the development of local expertise knowledge and integrated working
 - Continuity of support for service users where possible
 - Integrated working with Housing Options and Housing Management
 - Peer befriending and volunteer support
 - Drop in provision
 - Tailored packages of support providing pre-tenancy and resettlement support
 - Co-location of key services to help provide holistic and wrap around support

- A single Gateway into the service with multiple access points

5 Main Issues

- 5.1 In accordance with the Public Contracts Regulations, the contract opportunity was advertised in the Official Journal of the European Union (OJEU) on the 26th March 2016 as well as on the Council's electronic tendering system, Yortender, under the open procurement procedure. Authority to procure this new service was granted by the Executive Board on the 21st October 2015 which was published as a key decision. The report recommended that in order to take future commissioning decisions which will be a direct consequence of the Executive Board key decision that the Director of Environment and Housing will use his delegated authority. For example, the subsequent contract award, at most as a significant operational decision.
- 5.2 Tender documents were developed by the Projects, Programmes and Procurement Unit (PPPU) in partnership with Strategy and Commissioning.
- 5.3 Tenders were evaluated on the basis of 70% quality and 30% price with the appropriate approval being granted by the Director of Environment & Housing on the 22nd March 2016. The format for the qualitative assessments was broken down as follows:-
- (i) 520 points (approximately 75% of the total quality points available) for evaluation of the method statements;
- (ii) 180 points (approximately 25% of the total quality points available) for evaluation of the interview.
- Tenderers who scored less than 60% of the overall quality points available (i.e. less than 420 points for quality), would be automatically eliminated from the process and not considered for the contract. The proviso ensured that quality would not be compromised by the bidders.
- 5.4 Three tenders were received by the deadline of 18th May 2016. An evaluation panel consisting of officers with a range of experience and knowledge relating to Housing Related Support evaluated each bidder's response on a consensus basis and agreed an overall score for quality. The panel consisted of officers from Strategy & Commissioning, Leeds Housing Options and Housing Management. The process was overseen by the PPPU.
- 5.5 Bidder C failed to meet the minimum levels of experience required as part of the PQQ (initial assessment) and was therefore eliminated from the process at this stage.
- 5.6 The tender submissions of the two remaining organisations (A & B) were then evaluated in accordance with the instructions contained in the tender documents. There were 12 qualitative areas which were developed into method statement questions for the bidders to respond to which included;
- Delivery Model
 - Service user outcomes
 - Whole family approach
 - Accessibility/Marketing and Promotion
 - Engagement/Disengagement
 - Multi-Agency and Partnership Working
 - Workforce Development
 - Service Development and Change Management
 - Data Management and Performance

- Contract Mobilisation
- Service Innovation
- Peer Support/Befriending and Volunteer

The remaining bidders (A & B) successfully met the minimum threshold score on all method statement questions (where applicable) following consensus evaluation scoring.

5.7 The final part of the quality evaluation was an interview during which the two remaining bidders were asked six questions - three general questions and three scenario questions (for which they were given headings only prior to the day as detailed in the tender instructions) The interview also included a presentation question about key performance indicators which bidders received a week prior to interview. The topics covered were:

- HRS Key Performance Indicators
- Vision
- Housing Outcomes
- Organisational Culture
- Scenario: Transitions from Supported temporary accommodation
- Scenario: Whole family approach
- Scenario: Client complexities

5.8 The evaluation panel agreed a consensus score for each of the responses during the qualitative assessment stage of the process.

5.9 Following completion of the evaluation of the interview questions, Bidder B did not achieve the quality threshold score of 420 points and was deselected from the procurement process, as per the detailed tender instructions.

5.10 The tender submission of the remaining bidder (A) was then evaluated for price in accordance with the instructions contained in the tender documents. This established that the bidder had submitted the price range permitted for the tender.

5.11 Following the completion of the price and quality evaluations it was determined that the Engage Leeds consortium provided a successful tender submission that satisfactorily met the defined criteria.

5.12 The new contract will begin on the 1st April 2017 until the 31st March 2022, with an option to extend the contract for up to maximum period of three years. In accordance with the Public Contracts Regulations 2015, the vetting process will be concluded prior to the award of the contract.

5.13 Engage Leeds is a consortium of providers consisting of Gipsil - lead provider, Riverside, Connect Housing and Barca. The lead provider and therefore the organisation with whom the Council will formally contract with is Gipsil.

6.1 Consultation and Engagement

6.1.1 The commissioning of these services has taken place in the context of the development of the wider HRS model including both the visiting and accommodation services to ensure that commissioned services will contribute to the strategic aims of the Council and wider partners. A number of key stakeholders, including service providers and service users were involved in a variety of consultation events to inform this process, including:

- 2 Outcomes Bases Accountability (OBA) sessions with key stakeholders

- Staff consultations with all existing services
- Consultations with key stakeholders e.g. Health, ASC, CS, LGBT* Hub.
- Focus groups involving a selection of service users from each client group
- Service user focus group on the specification

6.2 Equality and Diversity/ Cohesion and Integration

6.2.1 An Equality, Diversity, Cohesion and Integration Impact Assessment screening was carried out as part of the commissioning review and published with the key decision report in 21st October 2015.

6.2.2 A full Equality, Diversity, Cohesion and Integration Impact Assessment was carried out as part of the commissioning review and is attached for background information.

6.2.2 The specification clearly addresses equality, diversity, cohesion and integration issues; laying out the requirements that one of the key principles of the Service is that it must be:

Inclusive and accessible – homelessness and housing related issues cuts across people’s ethnicity, religion, class, age, sexual orientation, disability or lifestyle and can occur in a range of relationships including heterosexual, gay, lesbian, bisexual and transgender relationships and extended families. It is essential that the service recognises, understands and addresses the barriers that prevent individuals from all communities in Leeds accessing support. The Service will develop a recognisable brand and identity and will actively promote and raise its profile/brand through a range of social media and other methods. It will also ensure that a fit for purpose interpreting provision is offered for those individuals whose first language is not English.

6.2.3 The method statement and the interview questions tested the bidders on these areas to ensure that these needs will be met.

6.2.4 The recommended provider has appropriate policies and procedures in place and these will be completed as part of the new requirements of the PQQ evaluation process as set out under the Public Contracts Regulation 2015.

6.3 Council Policies and City Priorities

6.3.1 The commissioning of the Visiting Housing Related Support Service directly supports the ‘Vision for Leeds 2011-2030’ and the delivery of wider outcomes for the Council and its partners including those related to community safety, health and wellbeing and social inclusion.

6.3.2 It supports the delivery of key outcomes and priorities within the Best Council Plan (BCP) 2015-20, specifically the 2016/17 outcomes for everyone in Leeds to:

- Be safe and feel safe
- Enjoy happy, healthy and active lives
- Live with the dignity and stay independent for as long as possible
- Do well at all levels of learning and have the skills they need for life
- Earn enough to support themselves and their families
- Live in decent, affordable homes within clean and well cared for places

- 6.3.3 Helping progress towards the Best City outcomes, the commissioned services will work with other partners and stakeholders on delivering the following priorities:
- Keeping people safe from harm
 - Supporting communities, raising aspirations
 - Improving educational achievement and closing achievement gaps
 - Supporting children to have the best start in life
- 6.3.4 Think Family, Work Family Protocol: this is a joint protocol between Leeds Safeguarding Children Board, Leeds Safeguarding Adults Board and Safer Leeds and providers best practice guidance for people working with adults who are parents or carers, particularly where domestic violence and abuse, drug/alcohol use and/or mental health are presenting issues. It advises on how to take a holistic view of the family to consider the impact of support needs on all family members and how to work in partnership to support improved outcomes for the family as a whole. It also reminds services of the need to consider the support available to the individual and family from extended family and the wider community. The Service will be expected to operate in support of this protocol and Think Family principals.
- 6.3.5 Leeds Housing Strategy (2015-18): A key priority within this strategy to 'Promote Independent Living'. The service will work with Leeds Housing Options to help prevent homelessness and by joint working to support people to manage tenancies.
- 6.3.6 Leeds Homelessness Strategy (2016-18): The vision in the new Homelessness Strategy is to create opportunities and choice to enable people to stay in their own homes or to find alternative quality housing options as to minimise homelessness in the city. The Service will work closely with the Leeds Housing Options Service and focus on the key priorities within the strategy:

6.4 Resources and Value for Money

- 6.4.1 The budget value for the proposed contract award is £3,711,750.00 per annum over a period of 5 years.
- 6.4.2 The recommended bidder was at the lower end of the pricing range for the procurement and the annual budget commitment.

6.5 Legal Implications, Access to Information and Call in

- 6.5.1 The decision maker's authority falls under Section 3E (08) of the Council Constitution, Officer Delegation Scheme (Executive Functions)- Director of Environment and Housing.
- 6.5.2 This decision is the implementation of a Key Decision of 21st October 2015 and as such it is not subject to call-in and will be treated as a Significant Operational Decision. Due to the value and impact of the decision it is considered that this is a significant operational decision.
- 6.5.3 Appendix 2 to this report is confidential and exempt under Access to Information Procedure Rule 10.4 (3) as it contains information relating to the business affairs of each organisation involved throughout the process. It is felt that if this is disclosed this would, or would be likely to, prejudice the commercial interest of the Council and the bidding organisations.

6.5.4 This procurement process was conducted in accordance with the Council's Contract Procedure Rules and the Public Contract Regulations in order to ensure that a fair, open and transparent process was undertaken.

6.6 **Risk Management**

6.6.1 A robust mobilisation plan and risk register will be developed to ensure that all risks are identified and plans made in mitigation. These will be regularly reported to the Housing Related Support Review Project Board.

7 **Conclusions**

7.1 The Procurement of the Visiting Housing Related Support Service has been undertaken in line with procurement processes. The recommendation to award the contract was reached following evaluation of the quality and price responses submitted in the compliant bids

7.2 The successful bid received from Engage Leeds reflects the desired outcomes that Leeds City Council requires through the delivery of this contract while achieving best value.

8 **Background documents¹**

Tender Evaluation Scoresheet - Confidential

Equality, Diversity, Cohesion and Integration Impact Assessment

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works