

Report of Chief Officer, Strategy and Commissioning

Report to Director of Environment and Housing

Date: 21st November 2016

Subject: Request for approval to waive Contract Procedure Rules 9.1 and 9.2 in order to enter into a contract for the provision of a Housing Related Support Gateway IT Solution

Are specific electoral wards affected? If yes, 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 type="checkbox"/> Yes <input checked="" 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: Appendix number: 1	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Summary of main issues

1. The commissioned Housing Related Support (HRS) Programme, previously known as the Supporting People programme, has had a positive impact across Leeds since 2003. The main aim of the programme is to support vulnerable people, including those who are homeless, to achieve and maintain independent living. The programme contributes to key outcomes and priorities within the Best Council Plan 2015-20 and the council's vision for Leeds to be a compassionate and caring city. Through holistic service delivery, it also contributes to the achievement of wider outcomes for the Council and its partners such as those related to community safety, health and well-being, poverty and debt, social inclusion and employment and training. This not only helps to achieve positive and sustainable outcomes for clients, but also delivers significant added value for other public sector services such as housing, health, police, probation and employment and skills.
2. A cross-Directorate strategic review has been undertaken to help inform a new model for service delivery from April 2017. The review has extensively involved both providers and users of services with a key driver being to ensure that customer journeys are simplified and service delivery is integrated. The review findings have informed the development of a new model for the city that includes a single city-wide adult visiting support service, intensive supported accommodation environments for complex clients and a single gateway approach into services facilitated through a new IT solution.

3. Through the implementation of the findings, an “off the shelf” IT solution has been identified that meets the specification requirements, delivers value for money and which is deliverable for the start of the new service in April 2017.

Recommendations

1. The Director of Environment and Housing is recommended to approve the waiver of Contract Procedure Rules 9.1 and 9.2 in order to enter into a contract with Capita Business Services Limited for the provision of the Housing Related Support Gateway Solution. The contract term will be from contract award until 31st March 2022 and the contract value will be up to a maximum of £164,000.

1. Purpose of this report

- 1.1 The purpose of this report is to seek approval to purchase an IT solution from Capita Business Services Limited to support the delivery of the Council’s Housing Related Support programme from April 2017. The solution will provide a single gateway approach into services, facilitate multi-agency referrals and assessments, case management and contractual and performance management.

2. Background information

- 2.1 Leeds City Council commissions a programme of Housing Related Support (HRS) to support vulnerable people and families across the city, including those who are homeless, to achieve and support them to move towards independent living. This is delivered through a combination of accommodation based and visiting (floating) support services.
- 2.2 A strategic review of the programme has been carried out by the Council and its partners to improve access to services and to ensure services effectively and efficiently continue to meet the identified complex needs of the client group. This included an analysis of the housing related support needs of adults and families, assessing demand for different types of services and identifying good practice and issues in relation to the current modes of provision.
- 2.3 The resulting new model includes at its core the HRS Gateway, a single gateway into the service with multiple points of access for clients and referrers. This will be delivered through an IT solution which would also form an integral part of the commissioning performance management framework. Through consultation and researching best practice in other cities, such an approach delivers demonstrable benefits for the service user, provider and commissioner. Service users only need to tell their story once, shared information provides consistency for staff and service users, and journeys and outcomes are recorded directly, reducing resource requirements for providers and commissioners. It will provide increasingly robust and reliable data and intelligence to inform performance assessments and to effectively plan future services. It will facilitate improved joint working, including collaborative decision making and risk assessment, underpinned by a culture of case conferencing.
- 2.4 The IT solution will have a customer facing portal but also provide a secure facility for the service to store all client data (including referrals, assessments, support plans and outcomes), manage caseloads and record key performance information. There will be different levels of access and the solution will allow relevant information to be shared within the service and with identified partners who also

have a role in client support. Referrals will be able to be made online by partner agencies and clients themselves. Assessments will be multi-agency. The solution will be flexible and allow for changes in delivery and pathways. The solution will also allow the efficient collation of reports and contract performance information for the service and the Council to assess performance against the contract.

- 2.5 The implementation of the review and new model is being overseen by the Housing Related Support Project Board and Project Team, and staff have been working with Information Management & Technology on the procuring of the IT solution since April 2016.

3. Main issues

Reason for contracts procedure rules waiver

- 3.1 The IT solution is critical to the new model for the delivery of HRS in Leeds, which will start delivery on 1st April 2017. The first element of the model to be operational is the visiting support service, which will support a minimum of 1,500 clients at any one time, while the whole programme will support around 10,000 vulnerable individuals and families a year by the time it is all in place.
- 3.2 The secure transfer of client data and development of forms, to enable timely multi-agency referral, assessment and access to service, must take place prior to April 2017.
- 3.3 Procuring an off the shelf product would negate the need for lengthy development time, which would enable us to meet this deadline.
- 3.4 Capita Business Solutions Limited provides an off the shelf package that fulfils our requirements. Advantage Impact Care & Support is designed specifically to enable both commissioners and providers to manage support services and assists in our aims of a multi-agency approach that means clients only have to tell their story once.
- 3.5 Entering into a contract direct with Capita gives us the length of contract we need, can include the Leeds City Council Terms and Conditions, and allows them to give a competitive price.
- 3.6 Due diligence has been completed and Capita have submitted a method statement which details how their solution can address each of the requirements of our specification, along with a technical systems requirements document. Capita have also provided a comprehensive demonstration of how the solution works, its functions and capabilities. A number of follow-up technical and financial queries were then sent to Capita. All responses have proved to be satisfactory.
- 3.7 A number of other large Local Authorities, including Suffolk, Dudley, Darlington, Sheffield, Liverpool and Bedford use the Capita module to manage access to their HRS services and are satisfied with it.
- 3.8 The solution is also used by a number of our current providers, including the lead organisation in the consortium delivering the new visiting support service, which is the largest element of the new model. Based on their experience, we can therefore be certain that the solution is appropriate and meets our needs.
- 3.9 Given that a large number of staff who will be delivering the new model already use the solution and are familiar with how it works, the adjustment and training needs

associated with transferring to a new service and delivery mechanism will be reduced. This is better both for staff and for their clients.

- 3.10 The solution will be web-based and hosted by Capita. There are therefore no implications for the Council's IT system, other than ensuring compatibility and connectivity.
- 3.11 The proposed contract value over the 5-year period is a maximum of £164,000 and is therefore below the EU procurement threshold, therefore the risk of challenge is minimal.

Consequences if the proposed action is not approved

- 3.12 The proposal to directly purchase an off the shelf solution has been arrived at on the basis that it is the most appropriate option in this case. The other options considered were:

Do nothing

If a new IT solution were not to be purchased, the new model would have to be managed in the same way that it is now, where each provider uses their own system for monitoring their service and clients. This means client information is not shared between providers and does not follow the client through all their support. This causes a number of problems, individually and programme wide, including but not limited to:

- clients having to repeatedly re-tell their story if they access more than one element of the support model;
- increased difficulty in building a holistic understanding of clients, including accurate and reliable knowledge about risk assessments, previous support plans and their overall progress;
- no ability to provide a holistic multi-agency response to client needs;
- diminished ability to distinguish between clients having long-term successful outcomes or just moving on to a different part of the model;
- having no simple, day to day, programme-wide reporting ability, including the exact numbers of people in the service, as well as the current number of available bed spaces;
- minimal long-term programme-wide reporting ability such as tracking changes in the homeless population (or at least those that feel able to access services) and limited indicators of the overall success of the programme;
- no ability to take a co-ordinated and multi-agency approach to managing referrals, with joint decisions on where and how best to support clients across a range of provision;
- providers working independently with different assessment, support and monitoring procedures, with inconsistencies across services on how personal and sensitive information is collected, handled, stored and transferred;
- providers and commissioners having to dedicate staff resources to producing and analysing performance data; and
- limited ability to maximise efficiencies or easily identify service improvement.

Making use of existing systems within the Council

The ICT Portfolio Review Board requested a review of whether other systems already being used or procured within the Council could be used for this service, either individually or in combination. It was established that there was not one single solution available, and it would not be convenient to integrate as this would take a lot of thought, work and time that could not be afforded in the timescales. Furthermore, all the solutions lacked some of the essential requirements needed for the HRS Gateway, such as multi-agency referrals and assessments, a way to prioritise client needs, a way to book clients into accommodation and the protection of client information so that it can only be accessed by those who need to do so and not by anyone who accesses to the joint systems.

Using the G-Cloud Framework on the Digital Marketplace

The Capita Advantage Impact Care & Support module is available to purchase on the G-Cloud. The G-Cloud framework is an agreement between the government and suppliers, through which public sector organisations can purchase cloud-based services. It was reviewed for appropriate products and the Capita solution was the only one to meet all of our needs. There was an option to procure this solution through the G-Cloud, but contracts can only be purchased in 2-year terms. The HRS service delivery contracts are being put in place for 5 (+3) years and therefore we need a solution for at least 5 years with the financial costs over that period clear. Procuring direct from Capita will allow us to enter into a 5-year contract and have assurance about the costings over that delivery period. A 5-year contract also offers value for money for the Council in comparison with the price offered through the G-Cloud. Purchases through the G-Cloud also include set Terms and Conditions which cannot be negotiated and which would not be favourable to the Council.

Open procurement

An open procurement exercise could potentially attract other suppliers to tender, but would not be deliverable within the necessary timescales and with the resources available, allowing for development and mobilisation with service delivery providers for April 2017. The G-Cloud results provide a level of reassurance that there is no other 'off the shelf' solution on the market that meets our specification. Open procurement at this stage may also not be cost effective as product development would be required.

- 3.13 Not having the solution up and running for 1st April 2017 would put continuity of service at risk for this vulnerable client group. There would also be a reputational risk to the Council as the Gateway model was an identified outcome from the review and underpins the delivery of the new model. Taking into account all of the considerations above, the purchase of the Advantage Impact Care and Support solution is considered the best and more pragmatic option.

Advertising

- 3.14 No advertising was undertaken as the recommendation is to directly purchase the solution from Capita for the reasons detailed above.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 Members, providers and stakeholders were involved in the HRS review, in which the implementation of the Gateway was seen as a clear priority. This process has been overseen by the HRS Project Board, containing representatives of Projects Programmes and Procurement Unit, Information Management and Technology (E&H), Public Health, Environment & Housing – Housing Leeds and Housing Options, Adult Social Care, Children’s Services and Citizens and Communities.
- 4.1.2 Colleagues in Projects Programmes and Procurement Unit have been consulted and have agreed that there are grounds for a waiver to enable purchasing direct from Capita.
- 4.1.3 The information provided by Capita has been reviewed by ICT Strategy, Architecture & Commissioning, the ICT Senior Business Partner for Environment and Housing and an IT Solution Architect.
- 4.1.4 Colleagues in Legal Services have been consulted on the contract Terms and Conditions requested by Capita.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 A full Equality, Diversity, Cohesion and Integration Impact Assessment of the new model was carried out as part of the commissioning review and is attached for background information.
- 4.2.2 Through the new, shared, IT solution there will be more accurate recording of equality information, enabling more precise monitoring of who is being supported and thus where resources could be used to reach any under-represented groups.

4.3 Council policies and best council plan

- 4.3.1 The commissioning of housing related support services, and the IT solution that supports them, directly supports the delivery of the key outcomes and priorities within the Best Council Plan (BCP) 2015-20, specifically the 2016/17 priority of ‘supporting communities, raising aspirations’ and the council’s renewed ambition for Leeds to be a compassionate and caring city. It also contributes to 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 well-being, poverty and debt, social inclusion and employment and training. This not only maximises the sustainability of positive outcomes for clients, but also delivers significant added value for other public sector services such as housing, health, police, probation and employment and skills.
- 4.3.2 The programme will also contribute to the delivery of the Breakthrough Projects on tackling domestic violence and abuse; housing growth and high standards in all sectors; more jobs, better jobs; making Leeds the best place to grow old in; early intervention and reducing health inequalities. This will be achieved through the commissioning of integrated, person centred services for a range of vulnerable client groups and ensuring individuals and families are supported to achieve the wider outcomes required to achieve and maintain independent living and to live happy and healthy lives.

4.3.3 The new model has a vision which will also contribute towards the delivery of outcomes from the following strategies and plans:

- *Housing Strategy 2016-21*

Theme: Promoting Independent Living

- *Homelessness Strategy 2016-19*
- *Leeds Joint Health and Wellbeing Strategy*

Outcomes: Increasing the number of people supported to live safely in their own home

- *Children and Young People's Plan 2015-19*

Outcome: All children and young people are protected from harm

- *Children and Young People's Housing Plan*
- *Care Leavers Strategy*

Care leavers to live in safe, suitable accommodation that meets their individual needs;

Programmes to reduce homelessness to address the specific needs of care leavers

- *Adult Social Care Better Lives Programme*

Priority: Better lives through housing, care and support

- *Leeds Drug and Alcohol Strategy and Action Plan*

Outcomes: More people to recover from drug and alcohol misuse

4.3.4 The IT Solution will enable effective and robust management of the programme, informing strategic and performance management reviews, therefore contributing towards becoming an 'Efficient and Enterprising Council'.

4.4 Resources and value for money

4.4.1 The cost of purchasing the solution is £161,954 for a period from December 2016 to March 2022. This includes one-off payments which total £83,185 for the necessary licences, implementing the solution and delivering initial training, followed by annual instalments for hosting and maintenance. A breakdown of the costs is included at Appendix 1.

4.4.2 In comparison with the costs quoted for the Capita solution on the G-Cloud this is highly competitive and value for money.

4.4.3 The total amount requested includes a contingency (£2,046) to give the option of buying additional development time later in the contract period if required.

4.4.4 Internal ICT costings for technical and procurement support in the purchase and implementation of the solution currently equate to £4,500. As the solution is web hosted on-going support will be minimal but there may be further work from the Security Team in respect of undertaking annual Penetration Tests of the system if required. This will be funded from within the Housing Related Support budget.

4.5 Legal implications, access to information, and call-in

- 4.5.1 As the total value is less than £250,000 this is a significant operational decision and the report is not subject to Call In.
- 4.5.2 The breakdown of the contract costs are confidential and are included at Appendix 1.
- 4.5.3 Colleagues in Legal Services have been involved in resolving queries from Capita around the contract Terms and Conditions.

4.6 Risk management

- 4.6.1 The contract price is close to the EU procurement threshold. This leaves limited scope for additional spend over the course of the contract should this be required due to situations beyond our control. However:
 - Officers within the Strategy and Commissioning team will work closely with Capita and the providers of the HRS services to ensure that the initial implementation of the solution meets all needs. This group includes people who already use the solution and are therefore familiar with both it and the service requirements. The specification for the solution is comprehensive and incorporates all requirements from the review.
 - Staff within Strategy and Commissioning and the service providers will be trained to be able to make changes to forms and reports, removing the need to ask Capita to provide support in this area. The solution is user friendly and will require minimal technical input or resource from the Council once operational.
 - Consideration has been given as to whether to go ahead with all items listed in the core product, for example whether to reduce the cost by removing enhanced client access features. However, this is key to the aspirational approach we are taking in Leeds around enabling clients to take ownership of their own support so it has been decided to retain those features.
 - The specification included a number of desirable elements that were deemed optional in the event of incurring extra costs. Most of these have been included in the core price, thereby removing the need for additional purchases in future and delivering good value for money.
 - Capita develops new features in response to feedback from customers that are included within its regular upgrades.
 - A small contingency for additional developments is included in the amount requested.
- 4.6.2 Interfaces with other IT systems, including Council systems was considered in the specification and included as desirable. Due to cost implications it has been decided not to go ahead with interface capability at this time. How the HRS Gateway IT solution works with the Council systems can be explored further at the end of the contract and the integrity of the Gateway is not undermined by this absence.
- 4.6.3 The price does not include the provision of two-factor authentication, which would provide an additional level of security and further reduces the risk of unauthorised access. However, Capita have provided reassurances about the security of the solution, Information Governance have been consulted and this is not felt to be of sufficient concern to prevent its purchase.

4.6.4 Strategy and Commissioning will have contract management processes in place to review and address any performance or technical issues with Capita.

5. Conclusions

5.1 The provision of a Gateway IT Solution is critical to the success of the new HRS programme. The new service delivery model will be in place from April 2017.

5.2 A review of procurement options has concluded that the best option is to purchase the off the shelf solution which meets the specification and business needs.

5.3 Capita Business Services Limited have demonstrated that they are able to provide a solution that means all of our requirements, is value for money and is deliverable for the start of the new service in April 2017.

6. Recommendations

6.1 The Director of Environment and Housing is recommended to approve the waiver of Contract Procedure Rules 9.1 and 9.2 in order to enter into a contract with Capita Business Solutions for the provision of the Housing Related Support Gateway Solution. The contract term will be from contract award until 31st March 2022 and the contract value will be up to a maximum of £164,000.

7. Background documents¹

7.1 Equality, Diversity, Cohesion and Integration Impact Assessment

7.2 Appendix 1 – Cost Breakdown (confidential)

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.