



## Mayor and Cabinet

**Report title: Learning Disability Framework – Request to approve:**

- a) the procurement of a Supported Living service contract through call off from the Framework as an inclusion to the planned 4<sup>th</sup> phase of procurement of learning disability contracts (coded as LDF4)**
- b) approve the award of contracts to the preferred service provider(s) at the completion of the LDF3 and LDF4 tender exercises, provided the contract value is within previously authorised limits**
- c) the delegation of authority to the Executive Director of Community Services (in consultation with the Director of Law, Governance and Elections and the Assistant Director, Complex Care & Learning Disability) to select the preferred contractors post the tender exercises for LDF3 & LDF4.**

**Date:** 8<sup>th</sup> March 2023

**Key decision:** Yes

**Class:** Part 1

**Ward(s) affected:** All

**Contributors:** Executive Director for Community Services  
Executive Director of Corporate Resources

### Outline and recommendations

This report seeks agreement from Mayor and Cabinet to:

- a) Reprocure a supported living service for adults with learning disabilities as a call-off under the Framework Agreement for Services to Adults with Learning Disabilities: Lot 1 Supported Living. This service will be added to the list of in-borough Learning Disability Framework contracts that are due to be procured in the fourth phase of Framework contracts coded as LDF4.
- b) Approve the award of contract to the preferred service provider(s) at the completion of the LDF3 and LDF4 tender exercises, provided the contract value is within previously authorised limits.
- c) Delegate authority to Executive Director for Community Services (in consultation with the Assistant Director, Complex Care & Learning Disability and the Director of Law, Governance and Elections) to select the preferred service provider in accordance with the selection criteria published in the tender documentation and agree final form of contract.

## Timeline of engagement and decision-making

The Framework Agreement for Adults with Learning Disabilities 2019-23 was implemented on 1 September 2019 following agreement by Mayor and Cabinet on 26 June 2019. The Framework Agreement, and contracts awarded under it, were for a period of 4 years.

Following the establishment of the Framework, a process was initiated to reprocure all existing commissioned contracts in line with the new Framework terms and conditions and rates. Phase one (coded LDF1) involving the re-commissioning of 12 supported living service contracts was completed in early 2020 and recommendations for the award of contracts approved by Mayor and Cabinet on 5 February 2020 (Report headed 'Framework Agreement for Services to Adults with Learning Disabilities – Call off supported living contracts').

Due to the impact of the Covid-19 pandemic the implementation of contracts awarded in LDF1 was delayed, with the agreement of the winning providers, to allow both officers and providers to focus their full capacity on managing the response to the pandemic.

Furthermore 5 contracts awarded through the LDF1 tender were subject to a legal challenge by the incumbent provider of these services, Access for Living. The Council was unable to enter into contract with the winning providers whilst the legal case was being proceeded and this process was not finally completed until April 2022 when the Court ruled the provider's claim be struck out on time bar grounds. Following the Court ruling officers moved to enter into contract with winning providers for these 5 services. However, one of the awarded providers, Choice Support, decided not to proceed with the contract they were awarded (coded LDF1H). In line with Procurement rules, officers then approached the second highest scoring bidder in the tender for this service, PLUS, but they also decided not to proceed. As a result officers are seeking permission to reprocure the contract for this service and include it in the next, final, phase of procurement under the current Framework (LDF4)

The outbreak of the Covid 19 pandemic also impacted on planned procurements for a range of social care contracts, including all the Learning Disability Framework contracts due to be reprocured in the second, third and fourth phases of the re-commissioning programme. A report was taken to Mayor and Cabinet on 24th March 2021 seeking approval to extend contracts to allow for the safe completion of the postponed procurement processes at a later date. (Report headed; 'COVID related contract extensions'). As the planned procurement exercises were further delayed due to the continuing impact of the pandemic and further lockdowns through 2021, officers requested that those contracts to be included in the third and fourth phases (LDF3 and LDF4) were further extended. Approval of the third and fourth procurement phases (Projects LDF3 & LDF4) and related extensions of contracts being included was given by Mayor and Cabinet on 6 July 2022 (Report titled: Learning Disability Framework - Request for permission to procure contracts for Supported Living services through call off from the Framework and related contract extensions). The third phase (LDF3) is currently being completed and the final fourth phase (Project LDF4), is due to be carried out from April 2023 and completed by August 2023.

During the course of 2022 the Council initiated the 'Empowering Lewisham' service development programme partnered with Newton Europe. Providers were advised in April 2022 of the Council's intentions to ensure that all people with a learning disability benefit from more targeted outcomes-focused reviews and clearer expectations of providers from the Council as to what outcomes are being paid for when commissioning services going forward. To this end, procurement processes and timeframes have been reviewed to ensure that contract specifications align with this progression agenda.

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## 1. Summary and Purpose of Report

- 1.1. This report explains the circumstances as to why officers have been unable to proceed with the award of the contract for a supported living service (coded as LDF1H) tendered in the first phase of recommissioning of learning disability service contracts under the Learning Disability Framework Agreement and agreed at Mayor and Cabinet in February 2020. The report asks Mayor and Cabinet to approve this service now be included in the fourth phase of Framework procurement (LDF4) approved at Mayor and Cabinet on 6<sup>th</sup> July 2022.
- 1.2 The procurement will be carried out under Lot 1: Supported Living of the Framework Agreement and the providers appointed to the Framework for this category will be invited to bid for this and any other services included in LDF4.
- 1.3 This report also asks Mayor and Cabinet to delegate authority to the Executive Director of Community Services (in consultation with the Director of Law, Governance and Elections and the relevant portfolio holder) to select the preferred contractors post the tender exercises for LDF3 and LDF4, noting that officers will be required to provide a report to the Executive Director to select the preferred service provider(s).

## 2. Recommendations

- 2.1 Mayor and Cabinet are recommended to approve:
  - 2.1.1 the procurement of the supported living contract (coded LDF4) being carried out under Lot 1: Supported Living of the Framework Agreement for Adults with Learning Disabilities. This service will now be anonymised as Project LDF4G and will be for a period of 4 years at an estimated cost of £952,862.56.
  - 2.1.2 the award of contracts for the current and planned tenders (LDF3 and LDF4) to the preferred service providers, provided the contract values are within the following, authorised limits: LDF3: total annual value of all contracts is £1.83 million (4 year contract value is £7.32 million); LDF4: total annual value of all contracts is £3.72 million (4 year contract value is £14.88 million)
  - 2.1.3 the delegation of authority to Executive Director for Community Services (in consultation with the Assistant Director, Complex Care & Learning Disability and the Director of Law, Governance and Elections) to select the preferred service providers in accordance with the selection criteria published in the tender documentation and agree final form of contract.

## 3. Policy Context

- 3.1 In line with other councils, Lewisham Council became the lead agency for commissioning services for adults with a learning disability on 1st April 2009. The Joint Commissioning Section 75 signed in 2014 means that it leads on commissioning in respect of adult services for Mental Health, Learning Disabilities, Older Adults, Physical Disabilities and Carers.
- 3.2 The Care Act 2014 is the most substantial piece of legislation relating to adult social care to be implemented since 1948. It consolidated previous legislation, common law decisions and other good practice guidance. The Care Act places a wide emphasis on prevention, the provision of advice and information, changes to eligibility, funding reform and market shaping and commissioning.
- 3.3 The Council requires that contracts continue to be delivered in accordance with the principles laid out in Transforming Care, the Government's Concordat Programme of Action (2012), which since 2019 has become the Learning Disability and Autism programme, and the national plan "Building the right support" (2015) to develop community services for people with a learning

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disability and/or autism. These principles are:

- 1) People should be supported to have a good and meaningful everyday life
- 2) Care and support should be person-centred, planned, proactive and coordinated
- 3) People should have choice and control over how their health and care needs are met
- 4) People should be supported to live in the community
- 5) People should have a choice about where and with whom they live
- 6) People should get good care and support from mainstream NHS services
- 7) People should be able to access specialist health and social care support in the community
- 8) People should be able to get support to stay out of trouble
- 9) When health needs cannot be met in the community people should be able to access high quality assessment and treatment in a hospital setting

3.4 The Framework Agreement established in 2019 links with the Council's Corporate Strategy (2022 – 2026). The Framework operates in line with the Council's commitments:

- to actively seek out the insights of those who are experts by experience such as disabled residents... and those able to offer a unique first-person perspective on how to improve the services we provide.
- to continue to work with businesses across the borough, encouraging them to become London Living Wage employers.
- to maintain and strengthen the Lewisham Way of working in collaboration with our voluntary and community sectors and seek new areas where we can partner together.
- to actively listen to our residents, being responsive to their concerns and communicative in our approach and co-design services with those affected by them and ensure strong consultation processes that reach out to people whose voices are seldom heard.
- to deliver the places, activities and programmes our residents need to feel empowered to live a physically active lifestyle
- to enhance the considerations of social value and cost with partners

3.5 The contracts being commissioned are being procured under the Framework Agreement and in line with these Council commitments.

## 4. Background

4.1 In June 2019, Mayor and Cabinet awarded a new Framework Agreement for its adult learning disability services covering four categories of service: Supported Living (Lot 1); Registered Residential Care (Lot 2); Day Care (Lot 3); Non-residential Respite Care and Outreach (Lots 4.1 and 4.2). The Framework was implemented on 1 September 2019 with a term of 4 years.

4.2 In November 2019 Commissioners embarked on a programme to reprocure all commissioned contracts through mini-competitions to be carried out in phases under the new Framework. Phase one (Project LDF1) involved the re-commissioning of 12 supported living services and recommendations for contract award following this tender exercise were agreed by Mayor and Cabinet on 05 February 2020 (Report headed

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- 'Framework Agreement for Services to Adults with Learning Disabilities – Call off supported living contracts).
- 4.3 However, due to the impact of the Covid 19 pandemic, the Council agreed with the winning bidders to delay the implementation of all new contracts to allow for both commissioners and providers to focus on their response to the pandemic.
  - 4.4 In addition, Access for Living, the incumbent provider for 5 of the contracts included in LDF1, mounted a legal challenge to the outcome of the tender. The provider challenged the evaluation of their tender as they had been scored lower than the threshold required in one of their Method Statements which resulted in their tender being invalid. The Council contested the provider's claim and this led to a lengthy legal process which was only resolved in April 2022 when the Court ruled that the provider's claim be struck out on time bar grounds.
  - 4.5 As there was a legal challenge the Council was unable to proceed with contract award for the 5 contracts covered by the legal action. Following the Court ruling, the Council moved to enter into contract with the winning bidders for these 5 contracts. However, one of the winning bidders, Choice Support, decided not to accept the contract for the service they had won (coded as LDF1H) as they determined that, after further consideration, they could no longer deliver the service in accordance with the rates set by the Council for Framework contracts. Following advice from the Council's legal and procurement teams, officers then approached the second highest scoring bidder in the tender for this service, PLUS, but they too declined the contract citing concerns about potential TUPE implications.
  - 4.6 During the period of the legal challenge and the subsequent discussions with providers regarding the award of the contract, the contract for LDF1H has remained with Access for Living. As officers have been unable to predict the outcome of these processes or timeframes, officers have been unable to formalise plans regarding the reprourement of this service. Now these processes have been completed, officers are now seeking approval to reprocure the service within the planned tender exercise, coded LDF4, to be carried out between April and August 2023.
  - 4.7 Approval to carry out Phase Three and Phase Four (Projects LDF3 & LDF4) including all remaining Framework commissioned supported living services was given by Mayor and Cabinet on 6<sup>th</sup> July 2022.
  - 4.8 The third phase, Project LDF3, has covered 9 contracts for supported living services. This procurement was carried out between October 2022 and February 2023. Officers are in the process of evaluating bids. Should Mayor and Cabinet approve the award of the contracts and delegate authority to the Executive Director for Community Services to select the preferred service provider post tender, recommendations of the preferred contractors will be taken to the Executive Director for Community Services in March 2023.
  - 4.9 The fourth stage, with a project title of LDF4 covers 15 (fifteen) contracts for supported living services. This procurement is planned to be carried out between April and August 2023. Should Mayor and Cabinet approve the award of the contracts and delegate authority to the Executive Director for Community Services to select the preferred service providers post tender, recommendations of the preferred service providers will be taken to the Executive Director for Community Services in August 2023
  - 4.10 These procurement exercises are being carried out under Lot 1 of the Council's Framework Agreement for Supported Living and only those providers appointed to the Framework for this category are invited to bid. Providers can choose to bid for any or all the services being recommissioned.
  - 4.11 Procuring these services through the Framework Agreement will give the flexibility to

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commissioners to review services and costs to reflect changing needs, support requirements, current and future strategic priorities.

- 4.12 Officers believe that all services covered by this report represent value for money to the Council. All current providers delivering these services have proven themselves to be good partners to the Council in seeking to achieve best value from these contracts.
- 4.13 The contracts awarded through this process are managed under the Council's Contract Management Framework and involve contract monitoring meetings and periodic service performance reviews. This measures the outcomes, outputs, and performance of the contracts. Key Performance Indicators are completed each quarter by individual providers. Provider performance is also reported quarterly to the Corporate Procurement Board.

## 5. Financial implications

- 5.1 This report recommends the reprocurement of a supported living contract for adults with learning disabilities to be included in the 4<sup>th</sup> phase of the Learning Disability Framework recommissioning programme (LDF4) coded as LDF4G. This contract was previously included in the first phase of this programme (LDF1) but the award of contract was not able to be implemented due to the reasons stated above in sections 4.5 and 4.6.
- 5.2 The contract will be for a period of four years. The current contract value is £238,215.64 and the full contract value is £952,862.56.
- 5.3 The report recommends the award of the contracts for the current and planned tenders LDF3 & LDF4 and delegate authority to the Executive Director for Community Services (in consultation with the Director of Law, Governance and Elections and Assistant Director, Complex Care & Learning Disability) to select the preferred contractors post the current and planned tenders. The total value of contracts to be awarded in LDF 3 and LDF4 is approximately £22.2 million (annual value £5.55 million) inclusive of LDF4G. The authorised budget levels for each phase are as follows: LDF3 annual value of £1.83 million (4 year contract value £7.32 million); LDF4 annual value of £3.72 million (4 year contract value £14.88 million)
- 5.4 All contracts will be funded through the Package and Placement Budget.
- 5.5 Providers awarded contracts through this procurement process will be required to provide evidence that all staff are remunerated at rates equal to or above the London Living Wage as standard terms and conditions of employment. The Contract will require providers to maintain the London Living Wage for the lifetime of the Contract.
- 5.6 Any changes in contract price, following award of contracts, will be as a result of Council agreed uplifts or due to changing service user need which could lead to either an increase or decrease in price. Any changes agreed by the Council during the period of the contract will be applied in line with the Council's standard terms and conditions of the Framework Agreement.
- 5.7 Use of the Framework Agreement will continue to help the Council achieve savings and control costs. While savings from the Framework moving forwards may be lower than in earlier exercises, the risk of cost pressure if contract prices are not contained is high.
- 5.8 The Framework Agreement has been commissioned on the basis of a 60% Quality & 40% Price weighting. This weighting reflects the need to appoint providers to the Learning Disability Framework Agreement who are committed to delivering

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economically efficient services, which are also of a high quality in the respect of the support provided and outcomes achieved. Local authorities have a duty under the Local Government Act 2003 to obtain best value in the procurement of works, services, and supplies and to secure continuous improvement in the way they carry out their functions, having regard to a combination of economy, efficiency and effectiveness

## 6. Legal implications

### Approval to procure

- 6.1 The report seeks approval to procure an external service provider for the provision of a supported living service for adults with learning disabilities as a call-off under the Framework Agreement for Services to Adults with Learning Disabilities: Lot 1 Supported Living. Given the potential spend on this contract (at a length of up to a maximum of 4 years) this contract would be categorised by Contract Procedure Rules as a “Category A” contract. The Council has previously set up a legally compliant framework agreement in order to call off such services.
- 6.2 Assuming that Mayor and Cabinet accepts the recommendation to procure a service provider, the Contract Procedure Rules (“CPR”) place requirements on how that should happen. The CPR require that when letting contracts steps must be taken to secure value for money through a combination of cost, quality and competition, and that competitive tenders or quotations must be sought depending on the size and nature of the contract (Rule 5). The requirements of the CPR would be satisfied by use of the Council’s framework agreement. As a Category A contract, it would be for Mayor and Cabinet to take a decision on the award of any contract. Given the potential spend on this contract the Public Contracts Regulations 2015 as amended by the Public Procurement (Amendment etc) (EU Exit) Regulations (“the Regulations”) will apply. These were complied with when procuring the framework agreement.

### Approval to Award

- 6.3 This report proposes that Mayor and Cabinet approve the award of all contracts for the procurement of phase 3 and phase 4 services. This report further proposes that Mayor and Cabinet instruct the Executive Director for Community Services in consultation with the Assistant Director for Complex Care & Learning Disability and the Director of Law, Governance and Elections to give effect to this decision by applying the selection criteria to determine and enter into contracts with the preferred service providers under the framework agreement.
- 6.4 The decision to award the contracts contained in this report are Key Decisions under the Constitution where they have a value of more than £700,000. It is therefore required to be contained in the current Key Decision Plan and the Council’s Key Decision procedure must be followed.
- 6.5 Provided that the final contract values are within authorised limits set out in the report and the preferred service providers are selected in accordance with the selection criteria published in the tender documentation, then the selection by the Executive Director for Community Services of the preferred service providers in accordance with Mayor and Cabinet’s direction will not be a Key Decision. For audit purposes a written record should be kept setting out how the selection process has been applied and the preferred service provider selected, and officers from Legal Services should be consulted as necessary throughout the selection and award process.

## 7. Equalities implications

- 7.1 The Council has a public sector equality duty covering nine protected characteristics.

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These contracts concern the protected characteristic of Disability as the recommendations made in this report relate to one specific group of people with disabilities, people with a learning disability. Implementing these recommendations will not compromise the quality of support delivered to those affected as they will continue to be monitored through commissioning's contract monitoring arrangements. The Council will ensure that as individual contracts are re-let it will comply with the Equality Act 2010 and will not allow any unlawful discrimination

- 7.2 The Council requires that contracts continue to be delivered in accordance with the principles laid out in the national plan "Building the right support" (2015) to develop community services and inpatient facilities for people with a learning disability and/or autism.
- 7.3 People with learning disabilities from black and minority ethnic communities often suffer from a double discrimination. In order to combat this, service specifications include specific sections on meeting the cultural and religious needs of users in the service. These standards and requirements are monitored as part of the overall contract monitoring arrangements.
- 7.4 Government reports such as 'Death by Indifference' have highlighted the risk to people with learning disabilities of being discriminated against in how their health and wellbeing is supported. The service specifications require providers to recognise their specific responsibilities for supporting people with their health through Health Action Plans and working in partnership with generic primary and secondary health providers to meet these needs.

## **8. Climate change and environmental implications**

- 8.1 There are no specific environmental implications arising from this procurement process. However, procurement of the Framework Agreement required tenderers to demonstrate sound environmental, and sustainability practice, supported by robust policies and procedures. The Council's environmental objectives are further addressed in tenderers Social Value submission and targets set will be monitored within the Council's contract monitoring process for learning disability Frameworks contracts.

## **9. Crime and disorder implications**

- 9.1 There are no specific crime and disorder implications arising from this piece of procurement. However, contract compliance measures around safeguarding, assertiveness and anti-bullying initiatives are built into service specifications.

## **10. Health and wellbeing implications**

- 10.1 There are no specific health and well-being implications. Any service transfers involve no change in housing for service users and TUPE requirements mean that service staff in place prior to transfer will transfer to the new provider. This will help to maintain stability for the service user and continuity of staff support around the maintenance of activities and support for health and well-being during any transition.
- 10.2 It will be a requirement of both the existing and new provider to work together to manage any anxiety or worries that service users and their families have about the change of provider users and inform commissioners of any issues that may arise.

## **11. Social Value implications**

- 11.1 The Public Services (Social Value) Act 2012 came into force on 31st January 2013. It is now a legal obligation in certain circumstances for local authorities and other public bodies to consider the social good that could come from the procurement of services before they embark upon it.

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- 11.2 Social Value is defined as the additional economic, social and environmental benefits that can be created when Lewisham Council purchases services outside of the organisation.
- 11.3 Lewisham aims to agree social value through commissioning and procurement activities through four objectives:
- Employment, skills and economy
  - Creating a greener Lewisham
  - Training Lewisham's future
  - Making Lewisham Healthier
- 11.4 The procurement for LDF3 & LDF4 requires providers to detail how they would ensure social value across their contracts and provide the Council with targets covering the 4 objectives listed in 13.3
- 11.5 The providers awarded the contracts for these services under the Framework Agreement will therefore need to ensure that the Borough receives a strong added value offer from performance of these contracts.
- 11.6 Progress against these targets is monitored in line with the Council's Social Value Policy (2019) framework, and is built into the formal contract management and monitoring processes,
- 11.7 The Council has a stated commitment in its Corporate Strategy (2022-2026) to fair pay as a Living Wage employer and to continue to work with businesses across the borough, encouraging them to become London Living Wage employers. The Framework Agreement has a contractual requirement that providers pay staff the London Living Wage as a minimum. This will also be monitored through the Council's contract management and monitoring processes.

## 12. Background papers

- 12.1 The table below sets out the key reports presented to Many and Cabinet regarding this proposal.

Report Title	Date	File Location	Contact Officer
Learning Disability Framework - Request for permission to procure contracts for Supported Living services through call off from the Framework and related contract extensions	6/07/2022	Joint Commissioning Team, 3rd Floor, Laurence House	Joanne Lee
Framework Agreement for Services to Adults with Learning Disabilities – Call off of supported living and registered residential care contracts	09/03/2022	Joint Commissioning Team, 3rd Floor, Laurence House	Joanne Lee Joint Commissioner
COVID related contract extensions	24/03/2021	Joint Commissioning	Heather Hughes,

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		Team, 3rd Floor, Laurence House	Joint Commissioning Lead, Complex Care & Learning Disability
Framework Agreement for Services to Adults with Learning Disabilities - Call off supported living contracts	05/02/2020	Joint Commissioning Team, 3 <sup>rd</sup> Floor, Laurence House	Tom Bird Joint Commissioner
Framework Agreement for the Provision of Services To Adults With Learning Disabilities 2019-2023 – Stage Two: Appointment to Framework	26/06/2019	Joint Commissioning Team, 3 <sup>rd</sup> Floor, Laurence House	Tom Bird Joint Commissioner

## Glossary

Term	Definition
Framework Agreement	A Framework Agreement provides an overarching agreement with potential suppliers to establish general terms and conditions governing contracts that may be awarded during the life of the Framework. It operates essentially as a list of preferred providers, who have evidenced competence and financial sustainability against a generic service specification at a competitive price.
London Living Wage	means the hourly rate of pay as calculated and published annually by the Greater London Authority taking into account the higher cost of living in London and the rate of inflation
Progression	is part of the Empowering Lewisham service development programme ensuring that people are supported to be as independent as possible in their lives, using targeted learning opportunities and natural supports.
Social Value	is defined as the additional economic, social and environmental benefits that can be created when Lewisham Council purchases services outside of the organisation.
Commissioning/Commissioner	The local council is the commissioner for Adult Social Care. NHS care is commissioned separately by local clinical commissioning groups (CCG). In many areas health and social care Commissioners work together to make sure that the right services are in place for the local population.

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## **Report author and contact**

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## **Comments for and on behalf of the Executive Director for Corporate Resources**

Abdul Kayoum, Strategic Finance Business Partner (Community Services).  
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## **Comments for and on behalf of the Director of Law and Corporate Governance**

Mia Agnew (Senior Lawyer) [mia.agnew@lewisham.gov.uk](mailto:mia.agnew@lewisham.gov.uk)

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