


London Borough of Hammersmith & Fulham CABINET 9 JULY 2018		
UPGRADE OF CARELINE SERVICE'S COMMUNITY ALARM MONITORING SYSTEM TO A DIGITAL PLATFORM		
Report of the Cabinet Member for Health and Adult Social Care – Councillor Ben Coleman		
Open report A separate report on the exempt part of the Cabinet agenda provides financial information.		
Classification - For Decision Key Decision: Yes		
Consultation Officers responsible for the management of the council sheltered housing stock		
Wards Affected: All		
Accountable Director: Lisa Redfern – Director Social Care		
Report Author: Tim Lothian, Procurement Officer Hammersmith and Fulham Adult Social Care	Contact Details: 020 8753 5377 tim.lothian@lbhf.gov.uk	

1. EXECUTIVE SUMMARY

- 1.1 Hammersmith and Fulham's Careline Service has been providing a lifeline alarm call monitoring service, alarm installation service, emergency mobile response service and out of hours services for residents for a significant number of years. It is currently based at Hammersmith Town Hall and is one of only two such services in London, which apart from its very important call handling and monitoring service offers a call out service to residents too. When a person has an accident, including falling, officers can go out and provide immediate assistance. Careline is a vital emergency service for vulnerable residents. Careline also complements and supports the Emergency Duty Social Work Service. It enables the work of the emergency duty social work team to be more effectively targeted which contributes

to keeping the activity levels and costs of an expensive social work resource lower and thereby achieving greater value for money.

- 1.2 For over ten years the Careline operation has used a Legrand Answerlink Alarm Monitoring Solution through which all community lifeline alarm, peripheral and telephony communications/activations are facilitated. The technology which supports the vital Careline system is now outdated.
- 1.3 Whilst this Answerlink solution has been reliably and efficiently supported by Legrand over the life of the installation, it is an analogue solution which lacks the capacity and capability to adequately handle emerging 'technology enabled care' solutions. This functionality is increasingly important as assistive technologies play a more significant role in supporting independent living for ageing communities.
- 1.4 The Careline Service monitors emergency lifeline alarms 24/7, 365 days a year, and there is a 'disaster recovery' [DR] site set up in the south of the borough, in case the Town Hall must be evacuated in an emergency. Decanting to the disaster recovery site imposes down time on the service as staff must travel from one site to the other and 'back up' the data before they can commence call handling. This can delay the resumption of service for an unacceptable time and carries the risk of missing a life-threatening emergency call during the interim period.
- 1.5 The 'backing up' of data requires a USB memory stick to transport confidential customer details from one site to another. As the DR site does not update in real time this creates an additional risk in terms of data management. The proposed upgrade would eliminate this risk and provide far greater data protection.
- 1.6 The Council's Housing Department is planning an upgrade of community alarm equipment across the Council's sheltered housing stock. The full functionality and capability of that equipment in enabling prolonged independent living and promotion of intelligent interventions relies on a monitoring centre that can facilitate and communicate with the upgraded digitally enabled equipment in schemes as well as peripherals that could be added in the future. The proposed upgrade to a digital platform will enable the benefits of the investment within the Sheltered Housing stock to be fully realised.
- 1.7 The report is recommending a direct award of contract to Legrand Electric Ltd on the basis that it is a niche market. It is considered that by exposing the requirement to commercial competition any savings that might be achieved would be offset by the procurement costs, which could be in the region of £100,000. There is an urgent need to implement an upgraded system and to conduct a full tender procedure would delay this further.
- 1.8 There have already been delays in the passage of the report due to purdah and the need to obtain specialist advice to support the report's recommendations. Until an upgraded system is implemented the risk to vulnerable residents will remain if the Town Hall is evacuated and the service has to relocate at Bagley's Lane Depot.

- 1.9 This report requests that a waiver of the Contract Standing Orders be approved by the Leader and appropriate Cabinet Member to enable the Cabinet to approve the direct award of contract on the basis that it involves expenditure above £100,000.

2. RECOMMENDATIONS

- 2.1 That in accordance with Hammersmith & Fulham Contract Standing Order 3.1 a waiver of the requirements of the Contract Standing Orders to competitively tender the proposed contract be approved by the Leader and appropriate Cabinet Member on the grounds that it is in the council's overall interest as detailed in the body of the report.
- 2.2 That in accordance with Hammersmith & Fulham Contract Standing Order 17.3.2 Cabinet awards the contract for the upgraded provision and ongoing maintenance to Legrand Electric Ltd. to regularise the current service provision through a sustainable contract while significantly enhancing the service and eliminating the risks inherent.

3 REASONS FOR DECISION

- 3.1 Most people want to stay in their homes for as long as possible. The Council and its customers demand value for money but still expect service levels to be maintained and demonstrate continuous improvement.
- 3.2 There is an opportunity to provide excellent 24/7 services in Hammersmith and Fulham for the foreseeable future and further develop the service into a developing business able to partially if not entirely support itself by providing services to other local authorities, registered social landlords and private fee payers. Investment in the service will provide opportunities to develop ground-breaking initiatives with Health care colleagues.
- 3.3 A waiver of the Contract Standing Orders is required to enable the Cabinet to approve the direct award of contract.
- 3.4 The direct award of contract will enable the current situation to be regularised through a sustainable contract while significantly enhancing the service and eliminating the risks inherent with the present analogue system.

4 BACKGROUND

- 4.1 The LBHF Careline Service provides technological and operational support to a range of solutions enabling people to remain at home with independence and security. Offering these solutions to older and vulnerable people and those with a disability, Careline prevents unnecessary admissions to hospital and residential care by assisting with timely and rapid interventions.
- 4.2 The service also helps to protect victims of harassment, domestic violence, and bogus callers. It can help with the management of long term conditions and dementia and can play an invaluable part in managing physical and learning disabilities, and sensory impairments.

- 4.3 The current technical solution being relied upon to deliver this service is rapidly becoming outdated and unfit for purpose, having been in place for more than ten years. The LBHF Careline monitoring solution currently in place supplied by Legrand is fundamentally using old technology. New solutions and technologies will need to work on a digital platform rather than the current analogue platform.
- 4.4 When the Town Hall is evacuated, including for routine incidents such as fire drills the service is inoperable meaning emergency calls can no longer be monitored and/or taken until either an officer gets to the DR site or the evacuation situation ends and officers can return to the monitoring centre. During this period there is a significant risk that a lifeline call could be missed or lost. Major breakdowns to local infrastructures, such as the recent burst water mains, have meant evacuations of the Town Hall being more frequent.
- 4.5 The upgrade would provide a digitally capable solution that would virtually future proof the service for the next five years, using an 'open protocol' that would explore the full range of solutions available in the market place. It would also transform the ability to maintain service delivery through service interruptions; thereby reducing the risk to life and safety of the council's community alarm customers, which currently number approximately 3,500.

5 PROPOSAL AND ISSUES

- 5.1 It is proposed to upgrade to a new digital software solution and host the new Careline software on the Council's Corporate IT infrastructure and associated hardware. This will allow the Careline software to be accessible on corporate PC's, thus creating efficiencies for Careline by having fully supported desktops for operators and the ability to share and/or integrate data with corporate applications such as email.
- 5.2 This deployment method and approach has been implemented by other local authorities and housing associations and as such is tried and tested. Furthermore, our existing provider Legrand, operating as a business unit of Legrand Electric Ltd, has already implemented similar solutions with customers who like the council use BT IT Services as their IT provider.
- 5.3 The proposal involves migrating data to a more resilient high availability design solution which will provide improved business continuity. This solution involves migrating to a Primary and Secondary Server model, each located in LBHF Primary and Secondary Data Centres.
- 5.4 Details of the proposed system are included at Appendix 1.

6 OPTIONS AND ANALYSIS

6.1 OPTION 1 - "DO NOTHING"

PROS

- There is no financial outlay

CONS

- None of the benefits outlined in table below
- The service will become redundant as it loses pace with developments in technology and the increasing use of digitally enabled solutions rather than analogue ones
- Some of the current equipment is so outdated/obsolete, they represent another high risk if there's a fault/repair and parts cannot be found/located.
- The investment in technology in sheltered housing will not be fully realised as the existing set up provides limited functionality and capability
- No digitally enabled solutions can be trialled or adopted in the borough in relation to Technological Enable Care services.

6.2 OPTION 2 – Do Nothing and Outsource the Service instead

- **PROS**

- Far less forward planning required
- No investment required
- Probable reduction in staffing and associated service related costs
- Pass on risk [but not accountability]

- **CONS**

- A reduced service offer as likely to have to conform to an existing service offer as a small part of a bigger more universal offer to many clients [e.g. Tunstall]
- Loss of local knowledge/expertise and the bespoke service to the residents of LBHF and loss of associated collaborative working across services.
- Impact on other services through lack of local knowledge, e.g. Homelessness and Out of Hours No replies.
- A change request and added costs every time service is reviewed or wish to introduce new technology
- Would have to commission an external provider to provide current additional non-monitoring services including installation, repair and response services, out of hours homelessness service and no replies service to Adult Social services/meals on wheels service.
- May not deliver savings as would have to pay a third party to deliver additional reporting functionality.

6.3 OPTION 3 – Upgrade system and invest in new monitoring solution

- **PROS**

- All the benefits as outlined below in table
- Additional running costs for technical advancements negligible as service contract costs will remain relative.
- The chances of losing a life due to the service being inoperative significantly reduced
- Business Development opportunities can be explored to bring in new business and thereby grow the service.

- Investment in the service will make it easier and more justifiable to review charging in general for existing clients to increase service income, and to attract new business
- **CONS**
- This is set out in the exempt part of the Cabinet agenda

6.4 All options and an analysis of this subject have been fully considered in the earlier sections of this report. The benefits of the proposed system are summarised in the table at Appendix 2.

7 CONSULTATION

7.1 The matters contained in this report have not necessitated the need for any consultation.

8 EQUALITY IMPLICATIONS

8.1 There will be no negative impacts on any groups with protected characteristics, under the terms of the Equality Act 2010, from this proposed upgrade of the Careline service's community alarm monitoring system.

8.2 Implications completed by Peter Smith, Head of Policy & Strategy, tel. 020 8753 2206.

9 IT IMPLICATIONS

9.1 This paper focuses on the reasons for selecting Legrand as the supplier to support the work of the Careline team. From an IT perspective the proposed Legrand solution offers many benefits over the current solution.

9.2 The current Careline system is running on a Windows platform that is no longer supported, and it is maintained directly by the third-party supplier. Resilience is provided by the manual copying of data using USB keys and transferring it to a standby system at another location outside of Hammersmith Town Hall.

9.2 The proposed solution will run on corporate infrastructure with built-in resilience to remove the need for the manual copying of sensitive data. IT Services will work with the Careline service and the third-party supplier to validate the design of the new IT system, and support implementation and testing. There will be implementation and running costs which will be confirmed as part of the design.

9.3 IT implications provided by Veronica Barella, Chief Information Officer, tel. 020 8753 2927.

10 LEGAL IMPLICATIONS

10.1 These are set out in the exempt part of the Cabinet agenda.

11. FINANCIAL IMPLICATIONS

11.1 These are set out in the exempt part of the Cabinet agenda.

12. PROCUREMENT IMPLICATIONS

12.1 These are set out in the exempt part of the Cabinet agenda.

13. RISK IMPLICATIONS

13.1 Risk management continues to be a day to day requirement for Adult Social Care given the complexity of adults with care and support needs and the proposals are in line with management of our Corporate risk 9, Standards and Delivery of Care. The implementation of suitable risk responses here form part of our corporate response by applying appropriate mitigating controls. The Careline Alarm system allows people to live at home. Knowing that in the event of a problem a trained individual is on the other end of the system and will deal with their issue in the most appropriate way. In terms of prevention, by providing an alarm monitoring service, people will feel less isolated and feel safer to stay in their own home. Any calls are dealt with in the right way, reducing the requirements for unnecessary calls to the emergency services. But likewise dealing with issues promptly and alerting family members or a carer so they can respond as necessary is in accordance with risk 12, Customer Needs and Expectations and maintaining Service Standards. Additionally, systems will have enhanced Disaster Recovery and Information Management resilience in accordance with management of corporate risks 6 and 7.

13.2 Risk Implications completed by: Michael Sloniowski, Principal Consultant (Risk Management), tel. 020 8753 2587.

14. IMPLICATIONS FOR BUSINESS

14.1 There are no implications on businesses in the Borough.

14.2 Implications completed by Albena Karameros, Programme Manager, Economic Development Team, tel. 020 7938 8583.

15. BACKGROUND PAPERS USED IN PREPARING THIS REPORT

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
	None		

LIST OF APPENDICES:

APPENDIX 1: Details of proposed system

APPENDIX 2: Table of benefits of proposed system

APPENDIX 1: Details of proposed system

1. The proposal would:

i) Employ new servers and voice recorder(s) with the latest Microsoft operating systems to be supplied and supported by LBHF's IT Service provider (alternatively Legrand can provide this);

ii) Provide ISDN30 telephone circuits in both LBHF Data Centres and so that information can flow appropriately to the nominated servers for the new software and upgraded equipment; iii) Provide an identical number of telecoms channels for the Primary & Secondary Server's. This will allow the alarm monitoring system to operate at full capacity when the second server is utilised; and iv) Integrate the Primary & Secondary Servers with the LBHF corporate PBX to route call audio to operators' corporate telephone handsets. This solution will allow the proposed new digitally enabled alarm monitoring to be handled on any Client PC on the corporate network location/premises. This will allow the Careline Service to continue to operate at full call handling capacity if the control room has to be evacuated or in the event of a Primary Server, Data Centre or ISDN30 telecoms failure.

2. Careline staff will require corporate PC's and telephone handsets to access and handle calls on the proposed platform.

3. BHF IT Service provider are confident they have resilient data links between their data centres and Client PC's. It is considered there would no longer be a need for a set up similar to the existing standalone DR system. This would release accommodation at Bagleys Lane back to Corporate Property.

4. The rationale for making a direct award of contract to Legrand Electric Ltd and not exposing the requirement to commercial competition is set out below:

i) There is price certainty enabling accurate financial planning.

ii) Legrand Electric Ltd has a proven track record of providing a competitively priced and responsive support to the council. They are fully conversant with the existing system and how a switch to a digital system can be implemented. Other providers would need to undertake preliminary work to obtain this level of knowledge which could incur additional charges.

iii) Other providers in the market generally provide solutions which work most effectively with their own products and are less reliable with those of their competitors. The Legrand model has been developed to work effectively and communicate with all makes of equipment.

iv) The Legrand open platform monitoring solution has a proven wide compatibility with new technological products which enables broad reporting functionality as a standard feature. Activity reports can be written by council staff as opposed to requesting them from the provider which would generally incur additional charges. The Legrand solution also has an integrated voice recording functionality. This enables quick access to voice recording for incident investigations, staff training and performance assessments.

v) Other systems can provide this functionality but generally not as a standard feature. Consequently, they would need to be ordered when required which would incur additional costs and take longer for them to be received.

vi) Confirmation that the Legrand system will be adopted will enable work to commence early with the Housing Department to assist them to achieve a smooth transfer to the Wi-Fi upgrade of system equipment they will be implementing later this year throughout their sheltered housing stock.

APPENDIX 2: Table of benefits of proposed system

	Benefit	Measurement	Expected date to be realised
1	Modern monitoring centre capable of digital functionality and operation/communication Will migrate from an analogue alarm handling platform to a digital platform, future proofing the service for years to come.	When upgrades take place in sheltered housing stock, monitoring centre will be able to facilitate full range of functions within technology on offer to enhance lives, maintain independence and enhance security	Analogue expected to be switched off by 2025, but Housing community alarm programme imminent and full functionality may not be realized with existing monitoring equipment in place beforehand.
2	Massively improved business continuity and reduced risk of missed calls	Down time for service will be significantly reduced if not eradicated and potential for loss of life due to missed calls significantly reduced	At inception of new solution
3	Old and potentially unreliable Server and PC hardware will be replaced. Unsupported and vulnerable operating systems will be replaced		At inception of new solution
4	System could be accessed remotely and securely to create even more efficiencies, e.g. field workers – assessors, installers, responders, Lone Workers	Smarter technology can be introduced to create efficiencies in work practice and improve productivity	At inception of new solution
5	Fully integrated with the corporate network creating efficiencies by sharing data and operators having one desktop PC.	Operators/Officers currently use at least 2 screens; this could be reduced to one.	At inception of new solution
6	Much easier and cost efficient to expand/grow the capacity of the solution with digital platform compared to analogue. Opportunity to now support additional monitoring services, e.g. SMS, GPS etc.		At inception of new solution

7	<p>The service will have a platform fit to expand and grow the service. Secure remote access could be provided to 3rd. party partner organisations to view, edit and report on their client data only.</p>	<p>Development of the Careline business would present an opportunity to generate income for the Council and potentially reduce/offset some of the costs of Careline Service provision to Council Tenants.</p>	<p>Functionality will be at inception of new solution, but this is likely to be some months away to ensure new system is bedded in and fully operational and reliable as expected.</p>
8	<p>Solution implemented with the support of corporate IT, thus engaging their long-term support for future service expansion, and ensures solution is Public Services Network [PSN] compliant.</p>		<p>At inception of new solution</p>
9	<p>Disaster Recovery site can be almost anywhere and will always be up to date and using the most up to date data ...frees up some office space by returning DR site to Corporate Property to potentially generate new/additional income for the Council.</p>	<p>Depending upon supporting hardware purchased, reduced or no downtime for the service if centre location needs to be evacuated in an emergency. Business continuity assured.</p>	<p>At inception of new solution</p>