



London Borough of Hammersmith & Fulham

CABINET

8 APRIL 2013

MARKET TESTING OF HOUSING SERVICES – HOUSING MANAGEMENT (LOT 2)

Report of the Cabinet Member for Housing – Councillor Andrew Johnson

Open Report

A separate report on the exempt part of the Cabinet agenda provides exempt information relating to the evaluation of the tenders received.

Classification - For Decision

Key Decision: Yes

Wards Affected: Fulham Broadway; Fulham Reach; Munster; North End; Palace Riverside; Parsons Green and Walham; Sands End; Town.

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1. EXECUTIVE SUMMARY

- 1.1 The Housing Revenue Account (HRA) Financial Strategy and Rent Increase 2013/14 report was approved by Cabinet on 11th February 2013. The report noted £6 million savings in management costs between 2008 and 2010. A further HRA Medium Term Financial Strategy (MTFS) transformation programme is underway to achieve ongoing revenue savings of £4m per annum from 2014/15 onwards. Delivery of the transformation savings programme is required to contain the current reliance on asset sales to fund ongoing repairs and maintenance activity and to improve the financial position of the HRA overall, freeing up investment for debt repayment, innovation, estate improvements and service improvement.
- 1.2 The Council Cabinet report “Housing Revenue Account – Medium Term Financial Strategy Transformation Programme: Housing Services Market Testing and Repairs and Maintenance Re-procurement Exercise” approved on 21 May 2012 gave authority to market test/procure (the provision of) a 10-year Housing Services Contract(s) with an option to extend for a further 5 years. The Housing Services that have been market tested are separated into two procurement lots. Lot 1 relates to Estate Services and

Lot 2 Housing Management. Lot 2 is considered in this report, Lot 1 is the subject of a separate report.

- 1.3 The report of the 21 May 2012 also provided delegated authority “that the provisions of Contract Standing Orders (Section 3, para 9.2) be waived and authority be delegated to the Cabinet Member for Housing, in conjunction with the Executive Director for Housing and Regeneration, to progress the related procurement processes up to, but not including Contract Award. Subsequent decisions relating to the entering into of contractual arrangements will be the subject of a further report back to Cabinet.”
- 1.4 The market testing procurement exercise for housing services has now been completed and this report:-
- Updates Cabinet on the market testing procurement process for housing management, it recommends entering into contractual arrangements for the future delivery of the service as set out in section 6 of this report.
 - Sets out the future shape of the housing management service in line with these recommendations.
 - Updates Cabinet on the progress made by housing services in relation to its savings targets under the agreed MTFS programme.

2. RECOMMENDATIONS

- 2.1 That officers' recommendation that the contract for housing management services for the south of the borough be awarded to Pinnacle Housing Limited be noted.
- 2.2 That authority be delegated to the Cabinet Member for Housing, in consultation with the Executive Director for Housing and Regeneration, to:-
- (i) award the contract for housing management services for the south of the borough to Pinnacle Housing Limited in the initial sum of £1.348M per annum, subject to due regard being taken of the outcome of the section 105 consultation described in paragraphs 7.3 to 7.6 and the consent of the Social Housing Regulator as described in paragraph 7.23 of the report.
 - (ii) approve any necessary amendments to the contract in light of the consultations or as may be required by the Social Housing Regulator.
- 2.3 That the management of higher level ASB remains in-house for the time being whilst noting that the proposed contract with Pinnacle Housing Limited will contain an option to vary the contract to include this service within the contract for housing management services.
- 2.4 That the TUPE transfer of approximately 25 Council staff to the new contractor be noted and that approval be given to the Council entering into any necessary ancillary agreements as a result of such transfer.

3. REASONS FOR DECISION

- 3.1 The London Borough of Hammersmith and Fulham has established a track record for delivering high quality, value for money public services. Following the return of the management of Council Housing to the Council from H&F Homes Ltd in April 2011 the Council faces two key challenges:-
- i. to bring about a significant improvement in service. Despite some improvements to date in the provision of housing services in recent years there is recognition, based

on benchmark performance data and consistent feedback from tenants and leaseholders that housing management services need to further improve.

- ii. to reduce costs to enable a secure financial base to be built in order to move to a position where repairs and maintenance are wholly funded from rents and service charges without recourse to asset sales and to manage the risk of running an unlawful deficit on HRA reserves. Notwithstanding £6million of savings in management costs delivered by H&F Homes Ltd and further savings through collapsing the ALMO structure, based on benchmarking cost data further savings are required and achievable.

3.2 The outcome of the market testing process as set out in this report has highlighted the benefits and opportunities of awarding a contract to a third party provider. If Cabinet agree to the recommendations set out in this report the Council would expect to see:-

- An annual service cost reduced from £1.638M to £1.348M with the winning tender being from Pinnacle Housing Ltd at £1.348M giving a significant £290k per annum contribution towards the savings required by the Housing Revenue Account Financial Strategy.

Significant improvement in all the cost KPIs together with marked improvements in the quality KPIs benchmark figures.

- A leaner department that is more effective at delivering good effective performance and contract management.
- Flexibility within the service to continuously evolve to meet the needs of the residents.

4. INTRODUCTION AND BACKGROUND

- 4.1 The market testing was based on dividing the housing stock into two areas for housing management with the North (Hammersmith) remaining as an in-house service and the South (Fulham) made up of 7,613 properties forming the basis of the proposed contract and the market testing. The South (Fulham) area consists of 5,363 tenanted properties and 2,093 leasehold – additionally there are 130 freeholders, 8 Rent-to-Mortgage and 19 equity share homes. Appendix 1 sets out a colour coded map which highlights the area.
- 4.2 The housing management contract for the south of the borough will encompass the contractor taking over a variety of services currently handled in-house, including but not limited to tenancy management including reception services, tenancy registration, re-housing and evictions and various other services such as lower level Anti-Social Behaviour service.
- 4.3 This approach was devised to run services that could be reviewed and compared with each other to maximise improvement, efficiencies and learn from best performance. Market testing sets a realistic cost for housing management. Hammersmith and Fulham has an above average management cost as shown in the Cabinet report dated 21 May 2012 which obtained approval to market test housing services in the south of the borough.
- 4.4 The price offered from this procurement will improve cost efficiency and will be used as the benchmark for the north (Hammersmith) area.
- 4.5 The procurement process for this contract commenced with a Notice of Intention that was issued to leaseholders on 2 April 2012 for Housing Management. A Prior

Information Notice (PIN) was issued on 3 April 2012 and subsequently published on 7 April 2012 (reference 2012/S 69-114413).

- 4.6 A contract advertisement (ref 2012/S 125-207497) and pre-qualification questionnaire (PQQ) was issued on 29 June 2012 and subsequently the advert was published on 3 July 2012 via the London Tenders Portal with a response deadline of 7 August 2012. Fifty-eight initial expressions of interest were registered on the e-tendering system (London Tenders Portal) for Lots 1 and 2, of which five submitted a completed Pre-Qualification Questionnaires and from which four organisations were invited to tender.
- 4.7 The invitation to tender for Lot 2 was issued on 25 October 2012 via the London Tenders Portal with a response deadline of 6 December 2012. Of the four invited to tender three submitted tenders for Lot 2.
- 4.8 The TAP marking panel was set up and a process of evaluation and clarification was undertaken on the three submissions received. A TAP evaluation meeting was held on 22 January 2013 where a report was submitted by the TAP marking panel. The TAP evaluation meeting agreed with the recommendations of the marking panel, which now form the recommendations of this report.
- 4.9 The Council has ensured that the two core service aims have been achieved through the market testing exercise. The first is to deliver improved value for money and this is demonstrated through the price given by the recommended tenderer. The second aim is quality improvement and this will be achieved by holding the contractor to account against a comprehensive and challenging suite of performance indicators that have been set in agreement with the Local Residents Panel. For example, the council has set a target to take a day off the time it currently takes to let a void property and the complaint handling target is an 11% improvement on the council's current performance.
- 4.10 The contract also provides a mechanism to incentivise a number of indicators ensuring that those elements of service that matter most to residents are prioritised and are linked to payment. Details of performance indicators and service standards are provided in Appendix 2.

5. PROPOSAL AND ISSUES

- 5.1 By agreeing this Cabinet report, Members will be agreeing subject to consultation and necessary consents that the Council will enter into a minimum ten year contractual agreement with Pinnacle Housing Ltd to deliver housing management services to properties in the South of the borough.
- 5.2 Key changes proposed for the housing service overall this will mean:-
- The South (Fulham) area will be delivered by Pinnacle Housing Ltd.
 - The North (Hammersmith) area will remain in-house but working to the same service specification as the south.
 - Both North and South areas will be benchmarked against each other to improve performance and efficiencies.
 - Sheltered housing for the borough will remain in-house.
 - Higher level ASB will continue to be managed by its current provider in Safer Neighbourhoods/ Operations in Resident Services.

6. OPTIONS AND ANALYSIS OF OPTIONS

- 6.1 All areas of housing management have undergone a full appraisal to establish the best way forward on performance and value for money.
- 6.2 The main option considered as part of the market testing process was to determine whether a third party provider for housing management could deliver housing management services for properties in the south of the borough while at the same time providing improved value for money against the cost of delivering the service in house and if the provider could also deliver an improved quality of service to council residents.
- 6.3 The alternative option, should the market testing conclude that a third party could not deliver these cost and performance improvements, would be for the service to remain in-house and to work against the detailed housing management specification prepared for the tender process.
- 6.4 The tenders were assessed against a detailed specification, with 60% of the final score being based on cost and 40% on quality. Each tender was evaluated by a marking panel, a separate panel for quality and for cost.
- 6.5 The Price ITT Marking Panel calculated the costs, MTFs savings, and Price Scores for each of the tenders and subsequently performed the Further Financial Assessment. Further details of this assessment and their implications are set out in section 10 of this report.
- 6.6 Expert advice from specialist officers in Legal and HR was also sought for the evaluation. External legal advisers, Sharpe Pritchard, provided specialist input into both procurement processes from the ITT submission date.
- 6.7 For financial robustness, the highest ranked applicant was subjected to a further financial assessment to demonstrate there is no significant change in the financial position since the Creditsafe analysis performed at PQQ stage.
- 6.8 Scoring and Evaluation - The scoring was based on a 60/40 split, with 60% of the final score weighted to the cost element of the tenders responses and 40% on the quality of the tender responses. This was set out in the 21 May 2012 Cabinet report.
- 6.9 Proposed option - On the basis of the option analysis it is recommended that the option to enter into a contract with a third party provider to deliver housing management services for the south of the borough be taken forward and that the chosen contractor is recommended to be Pinnacle Housing Ltd.
- 6.10 It is proposed that the contract excludes higher level ASB management and the service continues to be delivered by the Safer Neighbourhoods/ Operations in Resident Services. ASB remains a primary concern for council residents; this remained evident throughout the consultation exercise. Poor management would represent a significant reputational risk to the council and the credibility of the successful contractor. Retaining greater control over service delivery is preferred. The higher level ASB team have already agreed savings of 20% as part of the MTFs programme in 2013/14.
- 6.11 As stated earlier all services have been reviewed to look at improved performance and value for money and if the recommendations of this report are agreed by Cabinet it will lead to a significant change in how housing management services will be structured and delivered in the borough moving towards two distinct service hubs. In addition as part of the MTFs saving targets a number of mini reorganisations and recent changes to other areas such as income collection will bring other associated changes. Set out below is a summary of these changes and appendix 3 provides a structure chart setting out how the housing services department would deliver services.

- 6.12 The South (Fulham) area would deliver the following services through Pinnacle Housing Ltd based at the Clem Attlee neighbourhood office:-
- Tenancy management and enforcement of tenancy conditions.
 - Property viewings and allocating new properties
 - Advice and support for tenancy issues
 - Working with residents
 - Lower level anti social behaviour, where there is a breach of the conditions of the Tenancy Agreement. Examples include unintentional damage to property, illegal or immoral use of a property or communal area, Noise Nuisance, Graffiti, obstruction of communal areas.
 - Tenancy checks, dealing with unauthorised occupation, tenancy fraud
- 6.13 The North (Hammersmith) area would deliver the same services as above plus the management of all sheltered housing in the borough.
- 6.14 These services will be complimented by the income team who are located within H&F Direct and are responsible for the collection of rents.
- 6.15 Higher level ASB will remain with safer neighbourhoods/ operations in resident services. This includes behaviour that is targeted on grounds of disability, gender, age, transgender and homophobia, or racial harassment resulting in actual or threatened violence, incidents that indicate a likelihood of a serious injury, any act of hate crime, all acts of violence or threats of violence to residents, their visitors, staff or any contractors, and any member of the public.
- 6.16 The above areas will be benchmarked and cliented by the housing services client team.

7. CONSULTATION

Resident consultation

- 7.1 Our Resident Involvement approach starts from an acknowledgement that if the council are to achieve successful neighbourhoods and communities particularly in the more deprived areas of the borough the council need to be more responsive to the changing expectations and demands of all tenants and leaseholders. Only in this way do the council believe the council will meet their aspirations and increase levels of satisfaction across the borough.
- 7.2 The HRA MTFs Transformation Programme Board are committed to close resident involvement in the Programme. To this end the project teams responsible for the Housing Services transformation have developed plans for close liaison with residents in line with the Council's agreed Resident Involvement strategy. Summarised below is the consultation that has been undertaken.
- Annual Tenants Conference – on 14 July 2012 a presentation was given on the market testing process along with a question and answer session. Over 140 Residents attended.
 - Area Forums - officers have attended and updated every area forum that has been held in the borough since the decision was made by Cabinet to market test in May. The dates of these meetings are listed below:-

- **Fulham North:** 12 June 2012, 4 September 2012, 11 December 2012 & 12 March 2013
- **Sands Fulham:** 12 June 2012, 19 September 2012, 19 December 2012 & 20 March 2013
- **Hammersmith North:** 18 June 2012, 4 September 2012, 4 December 2012 & 5 March 2013
- **South Hammersmith:** 11 June 2012, 17 September 2012, 3 December 2012 & 11 March 2013
- Borough Forum - officers have attended and updated every borough forum that has been held in the borough since the decision was made by Cabinet to market test in May. The dates of these meetings were 22 May 2012, 25 September 2012, 6 November 2012, 29 January 2013 & 30 April 2013.
- Local Residents' Panel - officers have attended every panel meeting that has been held since the decision was made by Cabinet to market test in May 2012. The dates of these meetings are attached in Appendix 4.
- The service standards used for both the estate services and housing management lots were developed and agreed with the panel and discussions were held on key KPIs that would be incentivised as parts of the proposed contracts. All panel members signed confidentiality agreements so that in depth updates could be given throughout the procurement process. It has already been agreed that the Local Residents Panel will play a key role in future service reviews of the services and this was set out within the Invitation to Tender documents and method statements that were sent to tenderers.
- Annual Leaseholders Conference - officers attended the annual leaseholders conference on Saturday 26 January 2013 and a presentation was given on the current position around the market testing of housing services.
- In addition residents of the borough have been informed in 'Your Home' magazine about the market testing proposal in the September 2012 issue and role of local resident panel in the December 2012 issue.

Statutory Consultation

Section 105 Consultation with secure tenants

- 7.3 In addition to the informal consultation outlined above; the Council, as a landlord, is required to carry out formal consultation under section 105 of the Housing Act with secure tenants about the housing management contract proposal. This consultation will commence following the call in and standstill period as outlined in Appendix 5.
- 7.4 The Housing Act requires the Council to consult with tenants who are likely to be substantially affected by a matter of housing management. As with any consultation exercise there is a requirement to inform tenants of the proposal and to give them the opportunity to make comments within a specified period. The Council is required to consider these comments before making a decision to enter into the Agreement.
- 7.5 As set out in section 8 the Council requires the approval of the Social Housing Regulator before entering into the Agreement. The Regulator will require evidence that Tenants have been consulted and that their comments have been taken into consideration.

- 7.6 It is proposed that the Cabinet Member for Housing, in consultation with the Executive Director of Housing and Regeneration, be given delegated authority to consider any comments received before final contract award.

Leaseholder Consultation – Section 20 of the Landlord and Tenant Act 1985

- 7.7 The Council has to formally consult with leaseholders before the council enters into a long term agreement where the cost to any leaseholder is likely to be more than £100 in any financial year. Two notices need to be served, the first a notice of intent (NOI) and after the tendering process and before entering into the contract, a notice of Proposal (NOP).
- 7.8 The initial Notice of Intention was served on leaseholders on 2 April 2012 and expired on 2 May 2012. A total of two observations were received, both of which were responded to within the statutory timescale.
- 7.9 Now the tenders have been received the Council has the information needed to issue NOP's. As the cost to any leaseholder is likely to be considerably less than £100 in any financial year, the council are not required to consult further with Leaseholders in order to recover the cost and therefore do not propose to issue NOP's.

Staff consultation

- 7.10 The MTFs Transformation Programme began in November 2011. At this time the Executive Director briefed all HRA funded staff outlining the key objectives, scope of the programme and commitments to staff engagement, throughout the period of change. Following this initial briefing, key messages were reinforced through regular up-date briefings from the Executive Director and Directors, team briefings from Heads of Service and monthly staff newsletters.
- 7.11 A dedicated Frequently Asked Questions, "Ask Mel", intranet link has been created to provide staff with the opportunity to pose questions directly to the Executive Director. In addition, suggestion boxes have been placed in all offices to encourage staff to put forward suggestions and raise any queries, anonymously.
- 7.12 These measures have been designed to engage and involve staff to ensure as smooth a transition as possible, whilst maintaining the current service. As the Transformation Programme progresses and detailed proposals are formulated, normal consultation processes with trade unions will be followed.
- 7.13 A series of meetings with staff in the South Area housing office have been held on 28th September 2012, 29 November 2012, 24 January 2012 as well as regular updates provided by the Head of the South area.

Further consultation

TUPE Process

- 7.14 The Transfer of Undertakings (Protection of Employment) Regulations 2006 is the main piece of legislation and is designed to protect the rights of employees in a transfer situation enabling them to enjoy the same terms and conditions with continuity of employment as formerly. The TUPE Regulations will be adhered to throughout the process.

- 7.15 TUPE requires that employees who are affected by the transfer should be consulted. The obligation to consult in law is where measures might be taken in relation to any of the affected employees.
- 7.16 This includes:-
- Employees who are affected
 - Who may be affected
 - Whose jobs are in jeopardy
 - Job applicants
 - there is no obligation to consult with the whole workforce or everyone in the workforce who might apply for a job in the affected areas.
- 7.17 Representatives of trade unions recognised by the Council are recognised as 'appropriate representatives' for consultation purposes under the Act. A consultation and communication process regarding TUPE is ongoing.
- 7.18 On commencement of the Housing Management (South) contract the contractor will be apportioned with a notional share of pension fund assets as calculated by the actuary to be sufficient to match the pension liabilities. The contractor will not inherit any pension fund deficit and it will be a requirement of the contractor to ensure that all contributions have been regularly made as advised by the actuary.
- 7.19 The contribution rate may vary during the course of the contract in accordance with clause 8 of the Admission Agreement. Any variation in the rate of contribution will be at the contractor's risk.
- 7.20 Any funding deficit which accrues during the contract term in relation to deferred and pensioner liabilities will be the responsibility of Hammersmith and Fulham Council on exit.
- 7.21 Although the employer contribution rate has been set and will be reviewed by the actuary with the aim of maintaining full funding in respect of the active membership, any deficit which does arise in respect of the active membership will be the responsibility of the contractor and will be charged to the contractor on exit. This excludes any contributions due under Clause 6.5 of the Admission Agreement which arise because of early and ill health retirements, where the capital cost of the retirement will be charged as a capital sum.
- 7.22 In accordance with clause 9 of the Admissions Agreement, the contractor will be required to maintain an indemnity bond to meet the level of risk exposure arising on premature termination of the contract. The value of the indemnity bond shall be assessed by the Scheme Employer as arising as a result of the matters mentioned in regulation 6(5) of the Administration Regulations, to the satisfaction of the Administering Authority.

Consent To Enter Into A Management Agreement

- 7.23 Under Section 27 of the Housing Act 1985 the council are required to seek approval from the Social Housing Regulator before entering into a housing management agreement with a third party. This approval currently sits with the Homes and Communities Agency (HCA). The HCA has to consider the authorities application and that it is satisfied that the application should be granted under the HCA's powers in Section 27 (6) and 27 (18) of the Housing Act 1985. The proposed contract requires

this consent as it is over 5 years. The consent is usually obtained within a month of application.

8. EQUALITY IMPLICATIONS

- 8.1 Initial EIA assessments have been prepared in consultation with the Equalities Manager (available upon request). The proposal to review the procurement strategy does not involve any changes to service delivery or operational policies. Therefore if an award of contract was agreed by Cabinet the contractor would be undertaking decisions based on policies that have already been approved by Cabinet and for which EIA considerations have already been made.

9. LEGAL IMPLICATIONS

- 9.1 As set out in the report the Council has a statutory duty to consult with Tenants and to have regard to the outcome of these consultations before making a decision to enter into the Agreement.
- 9.2 In addition, as the Agreement is for longer than 5 years, the Council must seek the approval of the Social Housing Regulator (the HCA) before entering into the Agreement.
- 9.3 Legal services has advised the client department on the procurement process and has been represented on the TAP. This procurement has been carried out in accordance with the Council's contract standing orders and EU procurement rules.
- 9.4 Implications verified/completed by: (Janette Mullins, Head of Litigation x2744 and Catherine Irvine, Principal Contracts Lawyer x2774).

10. FINANCIAL AND RESOURCES IMPLICATIONS

- 10.1 Evaluation of the tenders confirms that Pinnacle Housing Ltd achieves the highest price mark. It is also the only one of the three tenderers that proposes to deliver the anticipated contribution towards the MTFS savings envelope in the Housing Revenue Account.
- 10.2 Further comments are in the separate report on the exempt Cabinet agenda.
- 10.3 Implications verified/completed by: (Kathleen Corbett, Director of Finance & Resources, HRD x3031).

11. RISK MANAGEMENT

- 11.1 A Programme Board has been established to oversee the full HRD MTFS Transformation Programme. The Board is chaired by the Executive Director of Housing and Regeneration, supported by the Directors of Finance and Resources, Housing Services, and Asset Management and Property Services and senior Project Managers and representatives from Procurement, Legal, Organisation Development & Transformation and Human Resources.
- 11.2 Project Teams have been established for Housing Services, headed by the Director of Housing Services, supported by all Service Heads. The Programme Board has delegated authority to the project teams to manage the day to day delivery of the

individual project streams, with the project team reporting monthly to the Programme Board.

- 11.3 The principal risks of pursuing the proposed strategy have been considered (and where necessary are being monitored) as a part of developing the strategy. These risks, along with mitigating actions, are identified in Appendix 6.
- 11.4 Project control documentation has been developed and implemented and is reviewed regularly by both the project teams and Programme Board. This includes the review of project level and programme level risk.
- 11.5 The report content is self-explanatory and highlights the opportunities from the procurement and could be summarised briefly as per Pinnacle's offer:-
- 100 day plan will engage with every residents face to face or by phone
 - Pinnacle direct 24/7 365 call service for residents/ lone workers
 - 18% saving on cost
 - 1 apprenticeships a year for life of contract
 - 20 training opportunities for local residents each year
 - 26 vocational work experience placements each year
- 11.6 Management of risk is an active process, managed from business case to mobilisation and ongoing performance of the successful contractor. Risks have been managed as part of the procurement project and have been identified and managed throughout the procurement to enable the optimum chance of full benefit realisation.
- 11.7 A project risk register exists and is updated as necessary. Where specific risks have been identified as significant they are escalated. Mitigated risk is proportionate to the exposure and cost of control. The Project is noted on the departments overall risk register and has been discussed with the HRD Risk Manager.

12. PROCUREMENT AND IT STRATEGY IMPLICATIONS

- 12.1 The Director for Procurement and IT Strategy has supported this procurement, has been represented at TAP meetings, and been consulted on the report. It is noted that the lowest tender submitted is competitive and incorporates a number of significant supplementary benefits.
- 12.2 The Director confirms that the procurement has been carried out in accordance with the Public Contracts Regulations 2006 (as amended) and the Council's Contract Standing Orders have been complied with. Consequently the Director supports the recommendations.
- 12.3 Implications verified/completed by: (Robert Hillman, Procurement Consultant x1538).

LOCAL GOVERNMENT ACT 2000 **LIST OF 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 – Map of housing management areas

Appendix 2 – KPI & Service Standards

Appendix 3 – Structure chart of services

Appendix 4 – Local Residents Panel meetings

Appendix 5 – Consultation timeline

Appendix 6 – Risk Management