

Prevention, Early Intervention and Outreach Service for Unpaid Adult Carers

CONTRACT AWARD REPORT

Key Decision No. CACH P77

CPC MEETING DATE

8 July 2019

CLASSIFICATION:

By Virtue of Paragraph(s) 3, Part 1 of schedule 12A of the Local Government Act 1972 appendix A is exempt because it contains Information relating to the financial or business affairs of any particular person (including the authority holding the information) and it is considered that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

WARD(S) AFFECTED

All

CABINET MEMBER

Councillor Feryal Clark

Deputy Mayor and Cabinet Member for Health, Social Care, Transport and Parks

KEY DECISION

Yes

REASON

Affects Two or More Wards

CORPORATE DIRECTOR

Anne Canning, Group Director Children, Adults and Community Health

CABINET MEMBER'S INTRODUCTION

- 1.1 Caring for a loved one can be a positive and rewarding experience. It is estimated that 1 in 10 people of all ages in the UK are carers providing £132 billion worth of care and it is anticipated that this number will continue to rise.
- 1.2 London Borough of Hackney greatly values the contribution carers make and remains committed to supporting and empowering them to continue the essential work they do and live fulfilled lives for years to come.
- 1.3 As agreed by the Committee at its meeting in February 2019, this procurement of a single contract will ensure that prevention, early intervention and outreach services are available for unpaid adult carers who are providing invaluable support to residents in the Borough.
- 1.4 This service is a testament to this commitment and will deliver a service that focuses on supporting carers to maintain their caring role, live independently, and achieve good health and wellbeing. This is done by the early identification of carers needs and exploring universal and preventative provision, alongside their individual strengths and assets, to support them.
- 1.5 Co-production has been, and will continue to be, a key focus of both this service and the wider offer to unpaid adult carers. A Carers Co-production group was established in 2018 to enable ongoing, consistent and meaningful involvement with the redesign project throughout all stages.
- 1.6 The group has been involved from the start of the project, and so far has informed the approach to consultation, helped develop the service specification, written a method statement presentation question for the bidders to respond to and scored that presentation alongside the core evaluation panel. Through ongoing meetings, the group will continue to ensure the carer's experience remains central to the redesign.
- 1.7 The option to bring this service in-house was considered in detail as part of the business case, with the committee agreeing that an outsourced model represented best value at this stage.
- 1.8 This service will ensure the Local Authority meets its statutory duty under the Care Act 2014 as well as ensuring the service is flexible to allow it to accommodate for any future changes in legislation, policy and practice.
- 1.9 In line with our programme to integrate health and social care systems locally, this redesign will help the Prevention workstream to achieve its aim of developing "system wide plans for health and social care organisations to work in a more integrated way to identify and support carers."
- 1.10 The new service will also deliver on the Mayoral commitment to promote independence in adult social care and deliver high quality services to those who need support.

2. CORPORATE DIRECTOR'S INTRODUCTION

- 2.1 This report seeks approval to award a contract for a Prevention, Early Intervention and Outreach Service for Unpaid Adult Carers in the London Borough of Hackney.
- 2.2 The following definition is being applied to adult carers referred to within this Contract Award Report:
- A carer is anyone who cares, unpaid, for a friend or family member who due to illness, disability, a mental health problem or addiction cannot cope without their support.
 - An adult carer is someone aged 18+ who cares for someone aged 18+.
 - The carer does not have to live in Hackney however the person they care for must.
- 2.3 The service is targeted towards supporting adults caring for residents of Hackney to continue their caring role. The procurement process has ensured that the service will be good-quality, person-centred, flexible, accessible, efficient, fit for the future and increase the quality of life for carers in their local community.
- 2.4 The service described within this report will dovetail with the 'Longer Term and Targeted Support' service, as detailed in the February 2019 Business Case, that will be delivered between London Borough of Hackney and our strategic partner East London Foundation Trust. This in-house service shall undertake statutory carers' assessments, reviews, support planning and support to meet any identified eligible needs including the provision of self-directed support through direct payments.
- 2.5 The contract is due to commence on 1st October 2019 and will be three years in length, with the option to extend for a further "one plus one" years.
- 2.6 A Carers Partnership Board shall be developed, comprising internal and external stakeholders to review the effectiveness of the redesign and to develop a carers strategy. The board members will also include those partners that are currently members of the Carers are the Bedrock Partnership, because they have extensive knowledge and expertise of working with carers for many years.

3. RECOMMENDATION(S)

- 3.1 Cabinet Procurement Committee is recommended to award the contract for the Prevention, Early Intervention and Outreach Service for Unpaid Adult Carers to Provider A. The provision will cost a total amount of £576,039 for a period of three (3) years with an option to extend for a further two years (3 + 1 + 1 years).

4. RELATED DECISIONS

- 4.1 Cabinet Procurement Committee agreed to the procurement of this service on 11 February 2019. A reference to the Business Case can be found at the link below:

Re-tendering of Services for Unpaid Adult Carers Key Decision No. CACH P63
<http://mginternet.hackney.gov.uk/ieListDocuments.aspx?CId=113&MId=4341>

5. REASONS FOR DECISION/OPTIONS APPRAISAL.

5.1 London Borough of Hackney undertook a review of its support services for unpaid adult carers service to create a new service based upon feedback from stakeholders, experience with the current service and most importantly carers themselves.

5.2 The service and wider offer for carers shall aim to meet the following vision, which has been co-produced with carers:

“To work in partnership with carers to empower and support them to make informed choices that enable them to care, stay healthy, and to lead fulfilled lives.”

5.3 The service shall aim to meet the following principles, which have been co-produced with carers:

- A good-quality, person-centred, flexible and accessible service that supports the needs of all carers in or out of the borough.
- Provide a clear offer of the support available.
- Proactive outreach in the community.
- Clear and correct information that is shared appropriately to all parties.
- A smooth journey for carers through services.
- An effective, timely and reliable carers' assessment.

5.4 The purpose of the service is to support an estimated 2,270 carers per annum, however volumes should be flexible to meet demand. It is anticipated that demand will increase through a proactive and evolving programme of outreach work across the borough to raise the profile of services available and identify 'hidden' and 'hard to reach' carers in a proactive manner. This shall be monitored for effectiveness through contract management procedures. Details of the proposed Key Performance Indicators for this service can be found at Appendix 1.

3 Conversations Approach

5.5 As part of Adult Services 'Promoting Independence' transformation programme, it was agreed that a revised approach to social work practice was required that emphasises a personalised and 'strengths based approach'. In this model, known as "3 Conversations", practitioners focus on the strengths and assets of individuals as well as their wider networks and community, rather than just their needs and challenges. It is anticipated that this approach will change the way in which care and support is provided across Adult Services.

5.6 The service within this report aims to complement the "3 Conversations" model. The 'Prevention, Early Intervention and Outreach' service element will deliver the 'Conversation 1' function to focus on early identification of needs, exploring universal and preventative provision and individual strengths and assets, before considering any referral to longer-term social care provision.

5.7 Further details about the "3 Conversations" approach were submitted to Cabinet Procurement Committee as part of the business case for this service in February 2019.

Anticipated Benefits

5.8 This report proposes that the Prevention, Early Intervention and Outreach Service for Unpaid Adult Carers will deliver the following key benefits to the Council (as outlined in previous business case):

- An external provider(s) can be closer to the community and be perceived by residents as independent, this could provide a more approachable first contact point for carers.
- Potential to reduce unnecessary hand-offs in the process which has been a key challenge of the current model.
- It will allow for greater risk management and clear delineation of statutory duties.
- The initial 'screening' by the external provider(s) should provide carers with a better response to their needs. This may mean avoiding a time consuming carers' assessment where it isn't the best option for the carer.
- A larger contract allows for bigger pool of staff with mixed skills and from multiple backgrounds to reflect Hackney's demographic profile, including more choice of male and female workers.
- Multi-skilled staff, who can work with all groups of people with mixed needs.
- Reduced provider management costs should increase value for money.
- Reduced costs to the local authority in monitoring contracts.
- Guarantee that new contracts are within the budget envelope for 2019/20 onwards, as providers will be asked to manage year on year inflation and increase in London Living Wage within the contracted amount.
- A clear vision and principles for the new service that have been co-produced with carers.
- Services that respond to feedback from stakeholders, experience with the current service and most importantly carers themselves.
- Services that are attractive to the social care market and support the market in line with the Council's responsibilities under the Care Act 2014.
- Adherence to the Council's commitment that all providers pay their staff the London Living Wage as a minimum.

5.9 A detailed options appraisal for the procurement approach was presented to Cabinet Procurement Committee in the Business Case for this service, which was approved at its meeting in February 2019.

6. PROJECT PROGRESS

6.1 Carers Service Developments since the Business Case approval.

6.1.1 The Prevention, Early Intervention and Outreach Service for Unpaid Adult Carers was one recommendation from the original Business Case. The 'Longer Term and Targeted Support' service recommendation has progressed in the following areas:

- Mobilisation group established made up of key operational stakeholders across London Borough of Hackney and East London Foundation Trust.
- Ongoing working relationship agreed to ensure carers services redesign and 3 conversations rollout are closely aligned.
- Draft internal service specification developed, to be further expanded upon following 3 conversations innovation sites.
- Confirmation attained that London Borough of Hackney's client records management system will be functional and able to support the new model.

- Agreement by Adults Senior Management Team regarding financial resource allocation following data analysis and options appraisal.
- Agreement by Adults Senior Management Team regarding transition arrangements for carers' assessments and reviews prior to commencement date of new service to ensure smooth transition and build carers trust.

6.1.2 A Delegated Powers Report (DPR) for the 'Longer Term and Targeted Support' service will be presented to the Group Director of Children Adults and Community Health and the Group Director of Finance and Corporate Resources. The commencement for this service is on target to coincide with the 1st October 2019 Prevention, Early Intervention and Outreach Service for Unpaid Adult Carers.

6.1.3 Existing carers contracts continue to be honoured as the formal tendering process has been completed. We will issue formal contract end dates as soon as the contract award is agreed and a transfer date agreed.

6.2 Whole Life Costing/Budgets:

6.2.1 Funding for the Prevention, Early Intervention and Outreach Service for Unpaid Adult Carers is contained within the Adult Services budget.

6.2.2 The price stated below is fully inclusive of staffing, office accommodation all expenses (including travel) and recognises the annual inflationary pressures over the lifetime of the contract.

Total cost (3 years)	Total cost (3+1+1)
£576,039	£964,622

6.2.3 The anticipated demand increase on the service, due to proactive outreach in the community and increased visibility, had been financially profiled by the preferred bidder through an increased contract value year upon year. This growth is within the budget envelope allocated as part of this procurement so the total budget won't be exceeded for the life of the contract.

6.2.4 The Provider will manage London Living Wage and potential inflation pressures within the stated budget, as stated in the method statements.

6.3 Savings:

6.3.1 The driver for this procurement is to get the best possible service offer for unpaid adult carers in Hackney, as such there are no cashable savings identified.

7. SUSTAINABILITY ISSUES

7.1 Equality Impact Assessment and Equality Issues

7.1.1 A full Equalities Impact Assessment (EIA) has been completed in February 2019 and was attached to the business case report:

7.2 Environmental Issues

7.2.1 The service specification included areas for flexible access to service for example phone or internet access where appropriate. This would have to be person centred around each carer's needs and ability but will also reduce the need for unnecessary travel.

7.3 Economic Issues

7.3.1 The "Procurement Impact Assessment" highlighted that this procurement would encourage bidders to employ volunteers, peer staff and apprentices to create access to more jobs as well as enabling local voluntary sector organisations to bid for the tender. While it was anticipated that local organisations would bid, which was the case, the nature of an open tender meant that they were not the only potential bidders.

7.3.2 There were two provider engagement events prior to the tender, in order to inform and stimulate the market. A number of SMEs registered an intention to bid for the contract, and two bids were received including a consortium bid. We will be carrying out post tender market engagement to find out more about whether we could have received more bids.

8. TENDER EVALUATION

Evaluation

8.1 Prevention, Early Intervention and Outreach Service for Unpaid Adult Carers are classed as Schedule 3 services under the Public Contracts Regulations 2015, and therefore come under the *Light Touch Regime* (LTR).

8.2 A single-stage procurement process comprising of two parts was used for this tender. There were two separate sections contained in the same tender, an SQ (Selection Questionnaire) and Method Statements. Bidders had to return responses to both sections and pass all questions under the SQ in order to be considered for the tender.

8.3 A full specification and set of tender documents were available with the advert, following an OJEU notice being published.

8.4 The London Borough of Hackney Cabinet Procurement Committee approved the Business Case and granted permission to go out to tender in February 2019. An advert was placed on the Council website and additionally the *Contracts Finder* website.

8.5 Two submissions were received in total. Following a full assessment of the SQ, both submissions had passed all the related questions, including an experience-based question relating to the delivery of significant Prevention, Early Intervention and Outreach Services for Unpaid Adult Carers. The SQ also assessed technical ability, financial standing, and insurance criteria, in line with the Crown Commercial Service format of the SQ.

8.6 There were five core members of the tender panel who evaluated all of the questions (excluding the financial scoring) from LBH commissioning, LBH social care, LBH project

management, East London Foundation Trust (ELFT) and City and Hackney Dementia Alliance:

Tender Evaluation Core Panel:

Strategy and Transformation Programme Manager, City & Hackney Dementia Alliance
Senior Practitioner, Carer's Interim Team, LBH
Project Manager, Adult Services, LBH
Commissioning Officer - Older People and Long Term Conditions, LBH
Carers Lead, Mental Health, ELFT

- 8.7 There was a further panel made up of 'Experts by Experience' - Service Users who have an actual caring responsibility for someone else. They scored a response given by bidders about service user involvement in a 15 minute presentation. The presentation panel was made up of 4 Service Users, in addition to the above 5 members of the Panel.
- 8.8 The evaluation panels were supervised by a Procurement Officer and Procurement Manager.
- 8.9 The tender was evaluated on the following criteria.

Scoring Criteria	Score	Broken down into:
Quality	70%	
Equality and Partnership Working		10%
Service User Involvement		15%
Service Delivery and Quality		45%
Mobilisation and Transition		15%
Change and Continuous Improvement		10%
Social Value		5%
Price	30%	
		100%

- 8.10 Responses to method statements were scored using the following scoring mechanism:

Score	Rating	Criteria for Awarding Score
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0	Unacceptable	No response to the question or the response is highly inaccurate
1	Poor	Limited response provided or a response that is inadequate, substantially irrelevant, inaccurate or misleading
2	Below expectations	Response only partially addresses the question
3	Satisfactory	An acceptable response submitted in terms of level of detail, accuracy and relevance. The response is good but there are either some omissions of important factors or negative indications that reduce the extent to which the project aims will be achieved
4	Good	A comprehensive response submitted in terms of detail and relevance and clearly meets the project aims with no negative indicators or inconsistencies
5	Excellent	A more than comprehensive response submitted in terms of detail and relevance with no negative indications or inconsistencies

8.11 The price score was evaluated on the average annual cost of the contract over the initial 3 year period.

9. RECOMMENDATION

9.1 The tender panel recommends that **Provider A** is awarded the contract for the Prevention, Early Intervention and Outreach Service for Unpaid Adult Carers. Provider A demonstrated that they would be able to meet the full requirements of the specification and that they understood that excellent partnership working is key to identifying services and ensuring that partners are equipped to identify carers.

9.2 The provider clearly presented their commitment to service user involvement and co-production, providing accessible and varied methods for carers to feedback on the service and how this would be shaped by carers needs.

9.3 The proposed management structure was clearly set out and provided confidence that it would support the full delivery of the service against the specification. The provider clearly detailed how they would reach hidden or hard to reach carers as well as how carers can support each other through peer support mechanisms.

9.4 The bidder presented a detailed and relevant mobilisation plan alongside a realistic risk assessment with moderations, giving commissioners reassurance that this provider will be able to manage the significant service model change and any TUPE obligations of this contract.

9.5 The final scores are outlined in the table below:

Tender Results			
	Quality	Price	Total Score
Provider A: Winning tender	47.6%	30%	77.6%
Provider B	40.6%	28.5%	69.1%

- 9.6 London Living Wage: The bidders were asked in their tender submission whether they were committed to paying the London Living Wage, and all confirmed this.

10. CONTRACT MANAGEMENT ARRANGEMENTS

- 10.1 Resources and Project Management (Roles and Responsibilities):
The contract will be managed by the Strategic Commissioner for Older People and Long Term Conditions, which sits within the Adult Services Commissioning Team.
- 10.2 Contract performance meetings will be held at least once per quarter, with more frequent meetings in the first few months while the new service is embedding. The Adult Services Commissioning Team has systems for performance monitoring, data collation and reporting as well as invoicing and this will all be set-up as standard for this contract. This is led by the Quality Assurance team. This will also involve ongoing carer feedback as well as feedback from stakeholders including our strategic partner East London Foundation Trust and Adult Social Care Managers.

11. KEY PERFORMANCE INDICATORS (KPIs):

- 11.1 The KPIs will be monitored quarterly, and submitted to the Council in line with other contractual arrangements.
- 11.1 The provider shall also provide carer data to identify how many clients use the service from within the borough and their demographics.
- 11.2 Specific Key Performance Indicators for this service were submitted to Cabinet Procurement Committee as part of the business case for this service in February 2019. These have been further refined and included as part of the service specification to ensure the Council captures service quality and carer outcome performance indicators. Further details of the Key Performance Indicators can be found at Appendix 1.

12. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

- 12.1 The £192,013 annual costs of the contract for provision of a Prevention, Early Intervention and Outreach Service for Unpaid Adult Carers will be funded from existing resources within Adult Services.
- 12.2 Budget for the £192,013 contract cost has been created as a result of a realignment of existing carers services budgets.

13. COMMENTS OF THE DIRECTOR OF LEGAL AND GOVERNANCE SERVICES

- 13.1 The procurement in this Report has been assessed as High Risk, and following the approval by Cabinet Procurement Committee of the Business Case on 11th February 2019 this Report is therefore being submitted to Cabinet Procurement Committee for contract award under paragraph 2.7.10 of Contract Standing Orders.

- 13.2 Details of the procurement process undertaken by officers are set out in this Report. The proposed award to Provider A follows a procurement process in respect of services which are classified as Social and other Specific Services under Schedule 3 of the Public Contracts Regulations 2015. The Council used a procedure based on the Open Procedure under Regulation 27 of the Public Contracts Regulations 2015 to seek tenders.
- 13.3 Legal Services will assist with the drafting and execution of any applicable services agreements in due course.

14. COMMENTS OF THE PROCUREMENT CATEGORY LEAD

- 14.1 The contract term for this service is three years, at a cost of £576,039. The option to extend for up to a further two years has been included and this could bring the total cost to £964,622.
- 14.2 The procurement process was governed by the Light Touch rules of the Procurement Regulations which means that the team was able to set its own fair and transparent process. This was explained in tender documentation and broadly followed the open procedure.
- 14.3 Market engagement was carried out, and while there were not many bidders who submitted final bids, there were two strong bids. Feedback is being sought to find out why we did not get more bidders.
- 14.4 Consideration for sustainability has been factored into this provision. It is worth highlighting this service will create volunteering and other opportunities for people to build their confidence and skills to returning experience the workplace and get ready to return to the workplace, if their circumstances allow this.
- 14.5 The Business Case for this service recommended commissioning from external providers the information guidance and outreach elements of a carers provision, and insourcing and working with statutory partners for aspects relating to assessments of carers. The contracting mechanism and governance for this related service is still being worked out and shall be presented to senior managers as outlined in 6.1.2.

APPENDICES

Appendix 1: Key Performance Indicators

EXEMPT

Exempt Appendix A: Shortlist, Longlist and Scoring Tables

By Virtue of Paragraph(s) 3 Part 1 of schedule 12A of the Local Government Act 1972 this report and/or appendix is exempt because it contains Information relating to the financial or business affairs of any particular person (including the authority holding the information) and it is considered that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

CONFIDENTIAL

No

BACKGROUND PAPERS

In accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) England Regulations 2012 publication of Background Papers used in the preparation of reports is required

Description of document (or None)

None.

Report Author	Gareth Wall/Daniel Lilley, 020 8356 4711 Daniel.Lilley@hackney.gov.uk
Comments of the Group Director Finance and Corporate Resources	Paul Deeney, 020 8356 4653 paul.deeney@hackney.gov.uk
Comments of the Director of Legal and Governance Services	Patrick Rodger, 020 8356 6187 Patrick.Rodger@hackney.gov.uk
Comments of the Procurement Category Lead	Zainab Jalil, 020 8356 3590 Zainab.Jalil@hackney.gov.uk