

EARLY INTERVENTION AND PREVENTION RE-PROCUREMENT

To: Adults Committee

Meeting Date: 18 December 2019

From: Will Patten: Director of Commissioning

Electoral division(s): Cambridgeshire and Peterborough (all)

Forward Plan ref: 2019/070 Key decision: Yes

Purpose: Adults Committee is asked to approve the recommended approach to tender services to support Early Intervention and Prevention.

Recommendation:

- 1) To provide Adults Committee with an overview and seek approval for tendering of a framework agreement for commissioning of Early Intervention and Prevention services.**
- 2) To seek approval for the necessary extensions of existing contracts until new contracts are awarded.**
- 3) To seek approval for delegated authority to the Executive Director of People and Communities for award of contracts after evaluation of bids.**

<i>Officer contact:</i>		<i>Member contacts:</i>	
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1. BACKGROUND

- 1.1 There is a clear recognition of the need to support moving to an asset based approach to manage demand, which promotes independence and choice, whilst maximising place based community assets. The future commissioning of prevention and early intervention services is a key element to support the delivery of this approach, in line with the principles of Think Communities and Adults Positive Challenge Programme.
- 1.2 Drawing on the lessons learned from the Neighbourhood Cares pilots in Soham and St. Ives, Cambridgeshire County Council is committed to changing the way we commission Early Intervention and Prevention services, moving towards a more Place-Based Approach. The fact that a number of these contracts are due to end in March 2020 provides us with a unique opportunity to support providers in changing the conversation through the adoption of a new and flexible approach, which will allow communities to pull-down services based on local needs. At the same time, it is recognised that commissioned services are not the only way for people to access community assets and a key focus of the Adults Positive Challenge programme is to link people into services already available in the community, such as those funded by Innovate and Cultivate. It is therefore envisaged that Community Navigators will be incorporated into the proposed framework as of 2021.
- 1.3 At just over 1,300 square miles Cambridgeshire and Peterborough's combined area is home to both urban populations and rural populations totalling 847,151 in 2017. There are two cities with a population exceeding 50,000 (Cambridge – 129,000 and Peterborough – 196,000). From 2011 to 2016 the general population in Cambridgeshire increased by 5% and in Peterborough by 6.75%. However, both Cambridgeshire and Peterborough are likely to experience a growth in the general population of over 16% between 2016 and 2026. The numbers of people requiring support through Early Intervention and Prevention is likely to rise even more rapidly than the general population due to the fact that average life-expectancy is rising.
- 1.4 In May 2019, Adults Committee approved the key findings of the iMPower early intervention and prevention review, which was undertaken as part of the Adults Positive Challenge Programme. This highlighted the following:
 - Services are well regarded, yet few had been asked to demonstrate their impact on preventing needs from escalating.
 - Financial investment in services has had a positive impact on outcomes, with higher value contracts tending to be stronger at evidencing impact and targeting demand.
 - There is an opportunity to maximise opportunities for innovative service development through increased co-design with the market.
 - There is considerable scope to jointly commission with health partners to maximise the impact and increase the efficiency of prevention and early intervention services, for example via the north and south alliance boards.
- 1.5 In March 2019, Adults Committee received an overview of the interventions funded through the improved Better Care Fund (iBCF). A key challenge identified related to the short term nature of funding. This has made it both difficult to work in a partnership-oriented approach with the wider system, whilst ensuring procurement regulations are

complied with. As a result, it has been necessary to frequently request exemptions and extensions to contracts on a year-by-year basis without going out to tender. This does not support best practices in procurement and commissioning and is not a sustainable approach in the medium term.

- 1.6 Under the Care Act (2014) local authorities are required to provide or commission services that help prevent people developing needs for care and support or delay the need for ongoing care and support. Prevention and early intervention services are key for supporting local place based delivery. It is important to have a flexible approach to commissioning these services which allow us to respond to local variance based on community needs.
- 1.7 Continuing to offer Early Intervention and Prevention services also supports the Adults Positive Challenge Programme by improving independence, maximising local assets and reducing unnecessary escalation of need and demand for more expensive services. Furthermore, it is aligned with the Think Communities vision of resilient communities where people can feel safe, healthy, connected and able to help themselves and each other in new and established communities that are integrated and possess a sense of place. It adopts a system-wide approach in which partners listen, engage and align with communities and with each other, to deliver public service and support community-led activity.
- 1.8 The recommendation is to recommission prevention and early intervention services by way of a pseudo-framework agreement, to be done jointly with PCC. This will enable greater flexibility, whilst ensuring we have a robust framework for measuring outcomes. This approach supports the need to respond quickly to local needs, changing circumstances and funding, streamlining processes and reducing unnecessary duplication and costs associated with procurement. Local communities will be able to access the support they need as the Framework enables local providers/micro-enterprises to apply and bid for local contracts without dedicating vast resources to a complex tender process whenever a contract is to be awarded. The General Specifications for each lot are sufficiently broad to allow for an assets or strengths-based approach and innovative interventions to be implemented quickly, once funding is available.
- 1.9 The aims of the framework are:
 - to provide integrated early intervention and prevention services to adults in partnership with their families, their local communities and neighbours and other statutory, voluntary and commercial organisations across Cambridgeshire and Peterborough.
 - to fulfil the statutory requirement to offer or arrange preventive services to support those at risk of developing higher-level care needs.
 - to take a preventative approach by providing information and effective preventative support services that reduce or prevent the likelihood of unnecessary escalation of care needs.

1.10 The objectives of the framework are:

- To deliver a holistic and accessible early intervention and prevention service across Cambridgeshire and Peterborough that provides vulnerable adults with a range of support services which are influenced by the choices of service-users themselves and those that care for them.
- To enable the people being cared for to maintain their independence and stay living at home or within their family for longer.
- To apply the principles of: shared decision making with carers, the person they are caring for and their families; interagency working (e.g. with the Voluntary and Community Sector) and effective collaborations with clear communications, referral processes and data sharing that informs practice and service delivery.
- To demonstrate the social and economic value of services provided through a mix of robust evaluation measures, accurate service user data and case studies.
- To improve, innovate and evidence the impact and effectiveness of early intervention and prevention services throughout the life of this pseudo-framework
- Streamline the procurement process to reduce duplication and ensure we are able to respond quickly to commissioning for local needs, whilst ensuring we deliver in line with procurement and commissioning best practice.

1.11 The specifications for each contract include detailed Key Performance Indicators and requirements for providers to issue regular reports on impact. Examples of quantitative metrics requested include: Number of new referrals accepted; Number of contacts per service user; Number of new service users (first time); Number of cases closed; Time to first activity.

1.12 These metrics will vary from one contract to another according to the nature of the service being delivered. For example, in the case of the Care Home Trusted Assessor service, metrics include: Number of assessments; Number of assessments accepted/rejected by Care Homes; Bed Days Saved; Timeliness; & Number of Care Homes engaging with the service.

1.13 Providers must also supply one or more of the following: monthly, quarterly or annual service reports. These reports shall summarise and analyse activity, themes, trends (including emerging trends), case studies, provide details of actual expenditure at year end and identify areas for improvement.

1.14 Under the new Place-Based approach the six new Place-Based Delivery Boards across the county will be able to give their input to specifications for future mini-competitions, from which contracts to meet local needs in communities will be awarded.

1.15 Furthermore, it will be possible in future, under the Pseudo-Framework, to commission some services on behalf of local areas e.g. districts and parish councils, when the necessary Memoranda of Understanding are in place.

1.16 During elaboration of the General Specifications for each Lot, in order to meet the present and future needs of the population served by both the Voluntary and Community Sector (VCS) as well as private organisations, providers were invited to take part in Soft Market Testing and a Providers Day for clarifications on the Invitation to Tender.

2. MAIN ISSUES

- 2.1 The Pseudo Framework will be set up for a five year period from the 14th of September 2020 to the 13th September 2025, with the option for the Council to extend for a further 24-month period.
- 2.2 The initial tender process, which is outlined below, will aim to set up providers on the framework and will call off the framework for the initial round of contracts. The framework then provides the ability to tender for future prevention and early intervention services via a more streamlined calling off process.
- 2.3 The tender process will involve two phases:
 - 1) Quality evaluation – bidders will submit detailed answers and examples of how they will meet a set of quality criteria whilst reaching the desired outcomes.
 - 2) Cost evaluation – bidders who are approved for inclusion on the pseudo-framework, based on their answers to Phase I (Quality) will submit bids for the specific scope and specifications of each contract. These will be awarded on the basis of lowest price.
- 2.4 Due to the time necessary for the tender process to be completed (see Timeline below), it will be necessary to extend some existing contracts for a period of time, in most cases the six months between April 2020 and September 2020 only. This will allow both Cambridgeshire County Council and Peterborough City Council to support the transition from existing service provision to the new model, whether providers remain the same (in some cases) or change as a result of the tender and bid evaluations leading to award of new contracts.
- 2.5 The framework will be split into four lots, which seek to cover the range of services which are still required, but individual contracts awarded within each Lot will vary in coverage according to where they are needed, responding to local realities and requirements in alignment with the principals of Place-Based Commissioning.
 - Lot 1 Support for Care Homes
 - This includes, but is not limited to, services which help care home managers conduct assessments of patients discharged from acute hospitals, in order to reduce Delayed Transfers of Care.
 - Lot 2 Support at Home
 - This includes, but is not limited to, volunteers and wardens who visit older adults at home to ensure they can continue to live independently, providing support with shopping, information and advice, collection of prescriptions and signposting of other services in the community, e.g. to combat loneliness and social isolation.
 - Lot 3 Discharge Support and admissions avoidance
 - This covers, but not exclusively, interventions to help people settle back into their homes after hospital discharge and to encourage community-based care, thus avoiding unnecessary hospitalisation.
 - Lot 4 Sensory Services

- This lot covers a range of support services for those with long-term conditions such as vision loss or impairment and the deaf.

2.6 The below table provides an overview of the current commissioned and grant-funded services which will fall within scope of this initial tender:

LOT	Service	Provider	PCC budget	CCC budget
Lot 1 Support for Care Homes	Care Home Trusted Assessor (Addenbrookes, PCH and Hinchingsbrooke)	Lincolnshire Care Association	£50,000.00	£150,000.00
Lot 2 Support at Home	Volunteer Visitors	Age UK	-	£52,882.00
	Info & Advice	Age UK	-	£25,323.00
	Warden Scheme	Age UK	-	£17,355.00
	Community Support at Home	British Red Cross	£37,270.00	-
Lot 3 Discharge Support and Admissions Avoidance	7-day discharge support (PCH)	British Red Cross	£99,943.00	-
Lot 4 Sensory Services	Support Groups	Cambridge Deaf Association	£8,596.00	£99,000.00
	Acquired Hearing Services	Cambs. Hearing Help	-	£49,900.00
	Visual Services	CAMSIGHT	-	£132,000.00
	Visual Support	Peterborough Assoc. for the Blind	£5,844.00	-

2.7 Timeline

The timetable below sets out the key dates in the Procurement Process.

Date	Stage
13/12/19	Dispatch of the OJEU Contract Notice by the Authority. Procurement Documents made available over the internet.
24/01/20	Deadline for clarification questions
07/02/20	Deadline for return of Bids (to include the SQ and ITT responses)
10/02/20- 08/05/20	Evaluation of Bids and recommendation for the successful Bids.
08/05/20-17/06/20	Completion of the Authority approval and award decision processes.
17/06/20	Notification by the Authority of the award decision, debriefing unsuccessful Bidders and commencement of the standstill period.
26/06/20	Expiry of standstill period.
26/06/20- 31/07/20	Prepare/sign contract documents and arrange contract signing
07/08/20	Appointment of the successful Bidders, award of the contracts
31/07/20-11/09/20	Mobilisation
14/09/20	Contracts start date

2.8 Exemptions

It will be necessary to issue exemptions for the following services to be maintained during the period of bidding, evaluation and awarding of new contracts:

Service	Incumbent	Expires	Period of exemption
CHTA - HH	LINCA	Feb. 2020	01/03/20 - 13/09/20
CHTA - CUH	LINCA	March 2020	01/04/20 - 13/09/20
CHTA - PCH	LINCA	March 2020	01/04/20 - 13/09/20
Volunteer Visitors	Age UK	March 2020	01/04/20 - 13/09/20
Info & Advice	Age UK	March 2020	01/04/20 - 13/09/20
Warden Scheme	Age UK	March 2020	01/04/20 - 13/09/20
Community Support at Home	British Red Cross	March 2020	01/04/20 - 13/09/20
7-day discharge support (PCH)	British Red Cross	March 2020	01/04/20 - 13/09/20
Support Groups	Cambridge Deaf Association	March 2020	01/04/20 - 13/09/20
Acquired Hearing Services	Cambs. Hearing Help	March 2020	01/04/20 - 13/09/20
Visual Services	CAMSIGHT	March 2020	01/04/20 - 13/09/20
Visual Support	Peterborough Assoc. for the Blind	March 2020	01/04/20 - 13/09/20

3. ALIGNMENT WITH CORPORATE PRIORITIES

This approach to re-procurement is aligned with the two of the following three Corporate Priorities.

3.1 A good quality of life for everyone

The following bullet points set out details of implications identified by officers:

- Re-procurement of Early Intervention and Prevention Services will support people to remain independent for longer in their own homes, improving quality of life and ensuring the right support is available at the right time in the right setting.

3.2 Thriving places for people to live

The approach supports the Think Communities programme of work and provides greater flexibility to support the ongoing development of strength based delivery at a community level.

3.3 The best start for Cambridgeshire's Children

There are no significant implications for this priority.

4. SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

There are no significant implications within this category.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

SERCO Procurement has been involved at every stage of development of the proposed approach, ensuring that all Procurement and Contractual obligations have been met, including those of the Public Contract Regulations (2015).

4.3 Statutory, Legal and Risk Implications

It is important for the proposed Early Intervention and Prevention Framework to be approved in order for Cambridgeshire County Council and Peterborough City Council to honour their statutory responsibilities with regard to the Care Act (2014), whereby they must:

“provide or arrange services that help prevent people developing needs for care and support or delay people deteriorating such that they would need ongoing care and support.”

and

“also provide or arrange a range of services which are aimed at reducing needs and helping people regain skills, for instance after a spell in hospital. They should work with other partners, like the NHS, to think about what types of service local people may need now and in the future.”

Peterborough Legal Department has been involved in the drawing-up of all Invitation to Tender (ITT) documents and the proposed approach complies with all relevant legislation, including the “light touch regime” under PCR 2015.

4.4 Equality and Diversity Implications

There are no significant implications within this category.

4.5 Engagement and Communications Implications

ENGAGEMENT OF STAKEHOLDERS IN DEVELOPMENT OF SPECIFICATIONS

In addition to meetings with current providers themselves, it was considered important to gain feedback from service-users in order to inform development of specifications. To this end a survey questionnaire was prepared and sent to all incumbent providers of the services in scope.

Responses were received from over 250 service users and the feedback has been used to inform the approach to recommissioning these services.

4.6 Localism and Local Member Involvement

There are no significant implications within this category.

4.7 Public Health Implications

There are no significant implications within this category.

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes Name of Financial Officer: Stephen Howarth
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement?	Yes or No Name of Officer:
Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	Yes Name of Legal Officer: Fiona McMillian
Have the equality and diversity implications been cleared by your Service Contact?	Yes Name of Officer: Will Patten
Have any engagement and communication implications been cleared by Communications?	Yes Name of Officer: Matthew Hall
Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes Name of Officer: Will Patten
Have any Public Health implications been cleared by Public Health	Yes Name of Officer: Tess Campbell

Source Documents	Location
ITT Template Pseudo-Framework v. 4	Ewa Klimek, SERCO Procurement, Sand Martin House, Peterborough Ewa.klimek@peterborough.gov.uk
General Specifications Lot 2 (Support at Home)	Graeme Hodgson, Commissioner, Shire Hall, Cambridge Graeme.hodgson@cambridgeshire.gov.uk