

The following decision has been taken under Part E.68 of the Contract Procedure Rules set out in the Council's Constitution to provide authority to enter into a contract with a value of over £50,000.

Decision Maker	Graham Hodgkinson <i>Director of Adult Social Services</i>
Decision Taken on	9 th December 2013
Decision in the matter of:	<i>To award the New Adult Early Intervention & Prevention Service</i>
Decision Details including budget outline:	<i>To enter into a contract with Four separate provider: Advice 4 All, Advocacy In Wirral, Wellbeing 4 All and Support 4 All to provide the Early Intervention & Prevention Service. In compliance with the Finance Procedure Rules for a sum of £2,000,000 (£1,000,000 per Annum)</i>
Background	<p>1.0 EXECUTIVE SUMMARY</p> <p>1.1 The purpose of this report is to gain Award of Tender approval for the New Adult Early Intervention and Prevention Service (AEI&PS) that has recently been tendered.</p> <p>1.2 The new adult early intervention & prevention service is a £2,000,000 value service (£1,000,000 pa over two years) that is currently delivered by a range of Voluntary, Community and Faith Sector organisations in Wirral.</p> <p>1.3 Wirral currently holds 40 contracts or grants with over 20 VCF organisations in Wirral all delivering different elements of early intervention & prevention ranging from advocacy, information & advice, day services for older people, luncheon clubs, sensory services and general support.</p> <p>1.4 The report confirms the outcome of the Invitation to Tender and the tender process to establish a Contract Agreement (the contract) for the provision of an Adult Early Intervention & Prevention Service. This process has identified successful Providers to deliver the services as specified through the procurement process and this report recommends ratification of this outcome.</p> <p>1.5 The new Adult Early Intervention & Prevention service focuses on four main lots of;</p> <p>1.5.1 Information & Advice (Lot 1.1), 1.5.2 Advocacy (Lot 1.2), 1.5.3 Day Services/Opportunities (Lot 2.1) 1.5.4 General Support (Lot 2.2)</p> <p>1.6 Sensory Services, Luncheon Clubs and Statutory Advocacy services have not been included in the scope of this tender. These remaining services will be subject to a review during 2014/15 with a view to re commissioning them differently for 2015/6.</p>

1.7 The subject of this report is set within the continuing transformation of adult social care services and the procurement of community based services that will contribute towards the Department of Health's strategy *Improving care and saving money* (learning the lessons on prevention and early intervention for older people (DoH, Jan 2010)) identified four important elements of prevention:

1.7.1. **Delay or reverse people's deterioration** (or, to put it more positively, promote their independence and wellbeing).

1.7.2. **Reduce the risk of crises and the harm arising from them.**

1.7.3. **Maximise people's functioning** (i.e. reablement).

1.7.4. **Provide 'care closer to home'** (i.e. arrange for the least institutional or intensive intervention that is able to appropriately meet people's needs).

1.8 The over arching principles of the service are;

- The improvement in the quality of life of adults, their families and carers through the provision of a range of services that promote independence and wellbeing.
- Early Intervention, prevention and support, delivering outcomes that reduce needs escalating, in particular reducing 'crisis' interventions by Social Care.
- The provision of high quality services which are value for money.
- The provision of timely, flexible and responsive services.
- Services that embrace a collaborative approach.
- Services that offer the customer a seamless journey.

1.9 The Council has taken steps to transform the market by tendering for more flexible and responsive early intervention & prevention services, which provide value for money, taking into account the Social Value Act and the need for increasing collaboration of service delivery between the individual Voluntary, Community and Faith Sector (VCF) organisations in Wirral.

1.10 This new commissioned service is not a statutory duty but it aims to embrace the Transforming Social Care Circular (DH, Jan 2008) to "create a strategic shift in resources and culture from intervention at the point of crisis towards prevention and early intervention, focusing on promoting independence and improved well-being in line with the local population, reaching out to those at risk of poor outcomes".

1.11 Appendix 1 (exempt from public report) confirms the details of the providers recommended for awaiting contracts and Appendix 2 (exempt from public report) confirms the providers whose funding will cease from April 2014 and as such they are exempt from the open part of the public report, due to commercial sensitivities.

2.0 BACKGROUND AND KEY ISSUES

- 2.1 The subject of this report is set within the comprehensive and complementary commissioning framework as outlined within the overarching strategy approved by Council entitled 'Shaping Tomorrow' to ensure the principles of personalisation and the transformation of adult social care.
- 2.2 This framework provides the context for three complementary Commissioning Plans covering Early Intervention and Prevention, Targeted Support Services and Learning Disabilities, together with a refreshed Carers Strategy, recognising the cross cutting nature of support provided by carers.
- 2.3 The Council has conducted consultation and dialogue with service users, carers and providers on market needs, capability and capacity. The Council has instituted a range of measures to work with providers to encourage joint working/collaboration and service delivery where innovation is encouraged.
- 2.4 The population of Wirral is set to increase by just over 5% by 2030, with a marked increase in the population of older people. It is predicted the over 65 population will increase by 16% over the next ten years with the sharpest increase in the over 85's. The West of Wirral has a higher population of older people compared with the East. This will have a considerable impact on Health and Social Care Services, as the number of older people presenting with health related problems increases. Older people will have increasingly complex needs, and Wirral mirrors the national picture with regards the number of people forecast to have dementia set to increase by 50% by 2030. There will be a steady increase of 19% by 2020 with a steeper increase between 2020 and 2030.
- 2.5 Wirral currently holds 40 contracts or grants with over 20 VCF organisations in Wirral all delivering different elements of early intervention & prevention ranging from advocacy, information & advice, day services for older people, luncheon clubs, sensory services and general support. The new Adult Early Intervention & Prevention service focuses on four main lots of;
- Information & Advice (Lot 1.1),
 - Advocacy (Lot 1.2),
 - Day Services/Opportunities (Lot 2.1)
 - General Support (Lot 2.2)
- 2.6 Sensory Services, Luncheon Clubs and Statutory Advocacy services have not been included in the scope of this tender. These remaining services will be subject to a review during 2014/15 with a view to re commissioning them differently for 2015/6.

- 2.7 The priority setting for this service has been designed and informed by the following: Returns from the Joint Strategic Needs Assessment (JSNA), the Early Intervention & Prevention Strategy (posted on the Chest), the Market Position Statement (posted on the Chest), the Wirral Families and Wellbeing Directorate Improvement plan, User and Sector consultation and returns from existing services monitoring information.
- 2.8 Lot 1.1 – Information & Advice is a service to provide a free and independent *Information and Advice Service* (IAS) to all vulnerable adults or potentially vulnerable adults (18+), their families and carers in Wirral. The service will enable people to make informed choices about their own or their families/carers existing or future **wellbeing and social care needs**. The service will also aim to prevent, delay or reduce future social care needs for those groups of people.
- 2.9 Lot 1.2 – Advocacy is a service to provide a free and independent *Advocacy Service* (AS) (**that is separate from any provision of services**) to all vulnerable adults or potentially vulnerable adults (18+), their families and carers in Wirral. The service will enable people to make informed choices about their own or their families/carers existing or future **wellbeing and social care needs**. The service will also aim to prevent, delay or reduce future social care needs for those groups of people.
- 2.10 Lot 2.1 Day Services/Opportunities is to provide **innovative and creative Day Services/Opportunities** open to vulnerable adults or potentially vulnerable adults (18+) in Wirral. Enabling individuals to feel socially included and supported and their carers to have received a break, which will help to enable the individuals to remain independent and well for as long as possible.
- To provide innovative and creative day services/opportunities to vulnerable people or potentially vulnerable people in Wirral
 - To provide a break for carers
- 2.11 Lot 2.2 General Support service to provide an innovative and creative **General Support Service** open to all vulnerable adults or potentially vulnerable adults (18+) and carers (18+) in Wirral. Enabling individuals to feel socially included and supported, which will help them to remain independent and well for as long as possible. Supporting carers to feel able to maintain their caring role, feel valued as a carer and maintain or improve their own wellbeing.
- To provide general support to vulnerable people or potentially vulnerable people in Wirral (18+) to enable them to remain as independent as possible in their own home or setting for as long as possible.
 - To provide general support to carers (18+)

2.12 Considerations were taken in relation to the length of the new contract and two years allows for the services to develop and allocates time for further opportunities to develop in relation to aligning these contracts with other similar partnerships with the CCG's and the wider Council's Commissioning footprint.

2.13 The tender process was carried out via the OJEU open procedure. Of the 118 expressions of interests, 11 tender submissions were received. The tendering process has followed the established procurement timetable incorporating the following to assure robust governance and objectivity of decision making –

Provider 1:1 consultations	1/2 nd July 2013
Service User/Carer consultation	3 rd July 2013
Provider Event	12 th July 2013
Invitation to Tender Issue date	11 th September 2013
Invitation to Tender Return date	11 th November 2013
Provider Presentations	4 th December 2013
Successful and unsuccessful bidders informed	After Strong Leader meeting 9 th December 2013
Start of mandatory standstill (Alcatel) period	W/C 9 th December (TBC) 2013
End of mandatory standstill (Alcatel) period	(TBC) 2013
Anticipated contract award date	W/C 16 th December 2013
Contract Start Date	1 st April 2014

2.14 The tenders were evaluated as follows:

2.14.1 All Lots

- Price – 40%
- Quality – 60%

2.14.2 The evaluation consisted of two stages:

- Stage 1 – ITT submission, represented 95% of the overall quality score and 100% of the price score.
- Stage 2 – Presentation and interview represented 5% of the overall quality score.

3.0 RELEVANT RISKS

3.1 The Council has undertaken extensive analysis of current business activities and profiled trends, demand for and utilisation of current service configurations and demographic implications to inform the Wirral Market Position Statement. This has evidenced a need to reshape the current market to enable and support people to remain as independent as possible for as long as possible to prevent and delay individuals accessing more formal social care as defined below;

3.1.1 *Early Intervention* are interventions which are aimed at individuals, or a small group within the population, whose risk has been assessed as higher than average and which provides activities that reduce the likelihood that an event will occur or re-occur.

3.1.2 *Prevention* is about providing interventions that improve the health, wellbeing and independence of people in the community – preventing high numbers of people from requiring specialist services and equipping universal services to better meet local need.

3.2 We acknowledge that there may be a risk in relation to Political enquiries due to changes to funding , we have mitigated this by reporting regularly in the RADAR report and to SLT and CESG. We have also maintained an open and transparent communication with providers prior to and during the tender process via the Chest.

3.3 There were concerns of the market having the ability to form consortia we therefore assisted shaping and supported the market using the Voluntary Community Action Wirral (VCAW) (Council's voluntary sector partner support organisation) contract to work with the providers in forming partnerships.

3.4 We do recognise that the awarding of contracts will involve a loss of funding for some voluntary, community and faith organisations. Some organisations have chosen not to be involved in the tender process and will be aware that their funding from DASS will cease as from April 2014, individuals that might be affected in some settings will be offered the opportunity for an assessment of care and could have the option of remaining with their preferred provider through direct payments or personal budgets.

3.5 The Council has endeavoured to maintain a balance between cost and quality, we are seeking to ensure quality standards, to bring to bear learning and knowledge regarding previous service challenges, whilst at the same time best value is obtained.

4.0 OTHER OPTIONS CONSIDERED

4.1 Not applicable, in that the proposal within this Report will reshape the current market position and deliver better outcomes for people whilst making better use of available resources.

5.0 CONSULTATION

5.1 The priority setting for this service has been designed and informed by the following: Returns from the Joint Strategic Needs Assessment (JSNA), the Early Intervention & Prevention Strategy (posted on the Chest), the Market Position Statement (posted on the Chest), the Wirral Families and Wellbeing Directorate Improvement plan, User and Sector consultation and returns from existing services monitoring information.

5.2 During the period – April 2012 to April 2013, the key policy perspective progressed by this Department which captured the VCF sectors was the Early Intervention and Prevention Commissioning Plan. The backdrop for this was the overarching Commissioning Strategy adopted by the Council ‘Shaping Tomorrow’ which established the development of three comprehensive and complementary Commissioning Plans covering Early Intervention and Prevention, Targeted Support Services and Learning Disabilities, together with a refreshed Carers Strategy. The Plan was endorsed in June 2013.

5.3 Plan development did involve active engagement with the VCF sector, facilitated by Wirral VCAW as the Council’s voluntary sector partner support organisation, two meeting with the VCF Chief Officers Group to ensure and assure a cascade approach and a dedicated Workshop with invitations to all VCF groups and organisations from VCAW. The length of individual engagements varied in timeframe but averaged 2 to 4 hours, Plan development spanned a period of September 2012 through to May 2013.

5.4 During July 2013 a User and Carers event was conducted, current providers were invited to 1:1 meetings and a wider provider event was conducted.

6.0 IMPLICATIONS FOR VOLUNTARY, COMMUNITY AND FAITH GROUPS

6.1 Implications for the VCF sector are also highlighted in section 3.0 Relevant Risks.

6.2 Some current providers who have tendered will have been unsuccessful resulting in loss of funding and a robust transition and communication plan for providers will be implemented. Commissioners will consider staffing and resourcing including any TUPE arrangements that might be necessary. The financial implications for the VCF sector are outlined in Appendix 2 (exempt from public report).

6.3 Robust monitoring arrangements are included in the new contracts with key reviews planned quarterly.

7.0 RESOURCE IMPLICATIONS: FINANCIAL; IT; STAFFING; AND ASSETS

7.1 The cost of the new contract can be contained within the current 2013-14 and 2014-15 budget allocations of £1m per year for Adult Early Intervention & Prevention Services.

7.2 A Comprehensive Communication Plan will be implemented to staff, customer and providers during the three month transitional period January – March 2014. Operational Staff briefings will be arranged and close communications with the Council’s Press office will be maintained.

8.0 LEGAL IMPLICATIONS

8.1 The Invitation to Tender (ITT) and the process to establish a Contract Agreement is a competitive procurement conducted in accordance with EU Procurement Directives and as implemented in English Law in the Public Contracts Regulations 2006 (SI 2006 No.5) and such other UK regulations implementing its provisions as may be made from time to time.

9.0 EQUALITIES IMPLICATIONS

9.1 Has the potential impact of your proposal(s) been reviewed with regard to equality?

(a) Yes and impact review is attached

10.0 CARBON REDUCTION IMPLICATIONS

10.1 None.

11.0 PLANNING AND COMMUNITY SAFETY IMPLICATIONS

11.1 None.

12.0 RECOMMENDATION/S

12.1 It is recommended that SLT approve the granting of contracts to those Providers that have been successful in relation to the tendering process as identified in Appendix 1 (exempt from public report).

12.2 It is recommended that SLT supports the cessation and termination of the unsuccessful providers and those who did not tender. A 12 week notice period will be given by the 6th January 2014 and a robust transition plan will be in place.

12.3 It is recommended that SLT supports the review of Luncheon Clubs funding, investigating the option of transferring the funding to the Neighbourhood Constituencies.

12.4 That SLT support the review of the Sensory services that is outstanding with a view to re tender for 2015/16.

13.0 REASON/S FOR RECOMMENDATION/S

13.1 The Council is committed to maximising and maintaining people's independent living and preventing and delaying high numbers of people from requiring specialist services and equipping universal services to better meet local need. The tendering of the new Adult Early Intervention & Prevention Service will contribute to this key objective.

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Recurring	Yes
Funding Type	Revenue
Type of saving	Cashable
Circulation (consider HR, Finance, Legal Services etc)	To be determined by SLT/Transformation Board

Approved:

A handwritten signature in black ink, consisting of a large, stylized initial 'D' followed by a long, sweeping horizontal line that tapers to the right.

(Director, contract owning Department)

Date: 9 December 2013

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