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|--|-----------------------------------|
| <b>Cabinet Member for Adults and Health</b>  | <b>Ref No:</b> AH7 19/20          |
| <b>October 2019</b>  | <b>Key Decision:</b> Yes          |
| <b>Contract Arrangements for Commissioned Social Support Services</b>  | <b>Part I</b>                     |
| <b>Report by Director of Public Health</b>   | <b>Electoral Division(s): All</b> |
| <p><b>Summary</b></p> <p>This report seeks approval to continue a number of interim contracts for Social Support Services for a one year period, from 1<sup>st</sup> April 2020 until 31<sup>st</sup> March 2021. The total annual value of these contracts is £1.69m and the full list is set out in Appendix 1 of this report. The table summarises each of the 21 contracts in place with 9 providers. The interim contracts were let pursuant to previous Cabinet Member Key Decision March 2018 (Ref. <a href="#">AH8 17/18</a>).</p> <p>The County Council contracts with a range of voluntary and community sector (VCS) organisations for preventative social support services. The services include Home from Hospital, Relative Support, Befriending, Help at Home, Day Activities, PAT Community Service and Information and Advice provision. Each of the current contracts in place for Social Support Services is due to end on 31<sup>st</sup> March 2020.</p> <p>Prevention is a significant priority area for WSCC and these services comprise one theme area within a broader group of prevention services and activity. A process of strategic review is now underway to determine the best way forward for this investment in preventative Social Support Services, in order to best meet our corporate objectives around prevention and better ageing. The strategic review and commissioning exercise aims to achieve the most effective use of resources available and a clear, outcomes based approach that delivers measurable benefits including a contribution towards reduction in social care demand and a delivery model that is equitably focussed.</p> <p>The commissioning process for this area of prevention activity will explore options to procure services as a totality, with potential to increasing efficiency from the current position of a high number of contracts managed across several providers. A co-production approach with the VCS was jointly agreed at the July 2019 Health and Wellbeing Board seminar, intending to develop together and drive through the best solutions to achieve the outcomes required by our residents as part of this strategic commissioning exercise. This approach supports opportunities to maximise effectiveness, improve overall efficiency and transform the model of delivery for the benefit of West Sussex residents.</p> <p>An additional year's contract with incumbent Social Support Services providers via a direct award will therefore allow sufficient time for the strategic review process to complete and the subsequent procurement of new contract/s to take place. Detailed timelines and milestones are now in development but the timescales required for the co-production and procurement are planned to require a maximum of 18 months from September 2019. A supporting report requesting authority to waive Council's Standing Orders on Procurement and Contracts for the proposal to enter into the new 12 month direct award contracts with the incumbent voluntary sector providers precedes this cabinet report and has been agreed by the Director of Public Health, the Director of Law and Assurance and the Director of Finance, Performance and Procurement.</p> |                                   |
| <p><b>West Sussex Plan: Policy Impact and Context</b></p> <p>The strategic recommissioning of the social support service cluster will prioritise the prevention, reduction and delay of the need for care. It will also ensure that</p>  |                                   |

commissioned activity in this area will directly support outcomes prioritised in The West Sussex Plan's Independence for Later Life. Specifically, these will include:

- Older people feeling part of their community (reduced social isolation)
- Older people having opportunities to thrive (Delayed Transfers of Care from hospital attributed to social care)
- Older people feeling safe and secure (users of services reporting that those services helped them to feel safe and secure)

## **Recommendations**

The Cabinet Member is asked to:

- (1) approve the re-letting of the specific contracts for social support services as set out in Appendix 1 to the incumbent service providers for a 12 month period to expire on 31<sup>st</sup> March 2021 on existing contract terms and conditions including price and within the defined budget; and
- (2) delegate authority to the Director of Public Health to enter into the specific contracts as set out in the Appendix.

## **Proposal**

### **1. Background and Context**

- 1.2 The preventative value of enabling vulnerable people to stay well and independent at home is a strategic priority for West Sussex, as detailed in the West Sussex Plan and the Health and the West Sussex Joint Health and Wellbeing Strategy (HWB) for 2019-2024.
- 1.3 Social Support Services are a service cluster within the wider prevention offer. Prevention services make a significant contribution towards enabling vulnerable residents to maintain independence in the home and stay well and resilient, thereby reducing or delaying the need for more intensive and costly services. They support WSCC in its statutory responsibilities under The Care Act 2014 to ensure that people receive support to prevent their care needs increasing, or delaying the impact of those needs.
- 1.4 The Age Well priorities set out in the Joint HWB strategy are around maintaining independence, tackling loneliness and social isolation, falls prevention and good last years of life. The rationale and purpose of the Social Support Services is supportive of these priority areas.
- 1.5 These services support the prevention priorities expressed in the vision and strategy for Adult Social Care.
- 1.6 Historically, Social Support services provided by Voluntary and Community Sector organisations have been funded and commissioned by the County Council for many years, resulting in a number of long-standing and positive partnerships.

Over a period of time, increasing financial constraints have resulted in some reductions to budgets for these services. A decision was taken in 2014 to bring them together with funding predominantly from the Public Health Grant (PHG).

- 1.7 Since 2012, Social Support contracts have been awarded to Voluntary & Community Sector Organisations (VCSOs) in line with Commissioning Intentions around prevention and wellbeing. This shifted the position over time from an inconsistent approach, with differing funding levels and unit costs, to a systematic process whereby funding was allocated across the County in a more equitable manner to deliver equality of access to services for residents and demonstrate better value for money for the council. All of the Social Support Services contracts were then progressed between 2012 and 2016 through a process of reprocurement and contract extensions towards a position of stabilisation and equalisation and with the same contract end date of 31<sup>st</sup> March 2020.
- 1.8 Through work with voluntary and community sector partners at the Health and Wellbeing Board seminar (July 2019), a strategic approach to developing the community prevention offer has been agreed and initiated. This seeks to develop an iterative prevention strategy, using a co-production approach across the partnership. The approach will focus on commissioning prevention for maximal impact and outcomes, ensure the best use of resources available, and take into account opportunities to support community providers to leverage other assets and funding streams as appropriate.
- 1.9 At the July HWB seminar it was agreed that the process of strategic review would begin with the current cluster of social support services and activity that form a distinct theme area within the wider group of prevention services commissioned by WSCC. This process of review will use evidence based methodology (including logic models and multi-dimensional comparative evaluation frameworks) to understand the return on prevention investment and enable priority focussed commissioning of outcomes based social support from April 2021. This approach seeks to address the challenges faced by increasing demand on social care modelled over the medium term and the situation of financial constraints across both the social care and wider public economy.
- 1.10 A project management approach to this work will be in place to ensure rigour of process and to support both the co-production approach agreed that will harness the expertise and lived experience across West Sussex to reach the best options and agreed way forward.

## **2. Proposal Details**

- 2.1. It is proposed to award 21 contracts directly with the existing service providers of a number of Social Support Services for one year from 1<sup>st</sup> April 2020. The value of these contracts ranges between £18k and £219k (figures rounded) per year. The full list of contracts with each provider and individual contract values is set out in Appendix 1 of this report.

- 2.2 The new 12 month contracts will be for the same services with each currently commissioned provider and will be made on the same terms and conditions, including price as the existing contracts – they will therefore effectively be a continuation of current contract arrangements.
- 2.3 For context about the services, a summary of the types of services delivered through the overall social support category is set out in Table 1 below:

**Table 1: Summary of service types delivered through social support contracts**

|   |   |
|---|---|
| <b>Information &amp; Advice services</b>                          | <ul style="list-style-type: none"> <li>• General information and advice for older people and their carers around care and retaining independence at home (including Carewise)</li> <li>• Advice to relatives and carers when considering care needs</li> <li>• General signposting to other services</li> <li>• Case finding individuals who might benefit from early intervention so as to avoid crisis including benefits and health issues.</li> </ul> |
| <b>Social Isolation &amp; Loneliness services (1:1 and group)</b> | <ul style="list-style-type: none"> <li>• Day activities</li> <li>• Befriending</li> <li>• Support to access services</li> <li>• Activities that build confidence, enabling people to attend opportunities independently</li> </ul>  |
| <b>Practical Assistance in the Home</b>                           | <p>This service includes subsidy for low level practical services for vulnerable people that enables the following:</p> <ul style="list-style-type: none"> <li>• Being and feeling safe and in control at home</li> <li>• Building confidence to remain at home</li> <li>• Practical support that enables the above, including shopping, cleaning and housework</li> </ul>  |
| <b>Schemes supporting discharge from Hospital</b>                 | <ul style="list-style-type: none"> <li>• Includes 'take home and settle', a scheme to provide escorted journey home from hospital for vulnerable people without a relative or carer able to support</li> <li>• Short term emotional and practical support at community level to avoid re-admission to hospital or more formal care</li> </ul>   |
| <b>Prevention Assessment Teams</b>                                | <p>The voluntary and community sector input into multidisciplinary teams that support people to maintain their independence, health and wellbeing in their own homes. PATs normally work with people who do not receive other specialist health or social care services. PATs can provide information and advice and access to practical and emotional support by phone or with a home visit.</p>   |

- 2.4 It is recommended that authority is delegated to the Executive Director of Public Health to award the interim contracts from 1<sup>st</sup> April 2020 for one year to enable the undertaking and completion of the strategic review of these services and resultant procurement exercise. The initiation of the procurement exercise will be subject to a further Key Decision in April 2020 once the strategic service review and procurement options appraisal exercise

is expected to have completed. The Cabinet Member will remain briefed throughout the process. The high level timeline for the strategic review and procurement exercise is as follows (a full timeline has been developed with further detail):

**Table 2: Procurement timeline summary**

|  |                           |
|--|---------------------------|
| Procurement Board 1: Sourcing strategy             | June 19                   |
| Key Decision on re-letting contracts for 12 months | September 19              |
| Market engagement/ Coproduction phase              | November 19 – February 20 |
| Procurement Board 2: Tendering proposals           | March 20                  |
| Key decision for approval of project and tender    | April 20                  |
| Tender period                                      | June – July 20            |
| Evaluation   | August 20 (first 2 weeks) |
| Key decision for approval of award                 | September 20              |
| Confirmation of award after call-in                | October 20                |
| Mobilisation period                                | November 20 – march 21    |
| Service commencement                               | April 1 <sup>st</sup> 21  |

2.5 This additional contract period of one year will:

- Ensure continuity of prevention activity for vulnerable older residents supported now and in this short term future period
- Enable the process of strategic review to be taken forward and completed which will realise understanding of the resources available and how best to meet the needs of residents
- Allow for coordination of activity across mutually supportive work streams (e.g. Supporting Lives, Connecting People), and identify opportunities for working together collaboratively to deliver shared objectives
- Allow further building of positive relationships across partners through working together and increasing the value of the strategic partnership between the County Council and VSC
- Enable an exercise that seeks to realise the best value possible that can be achieved through the public purse
- Support the overall development of a strategic approach to prevention which this work will feed into directly, and a robust approach and delivery model for achieving the priorities for preventative social support services
- As a result of the output of the strategic review, enable the undertaking and completion of a compliant exercise for the procurement of those re-designed services in accordance with UK procurement law and Council's Standing Orders on Procurement and Contracts

2.6 Robust contract and performance monitoring will continue to manage the effectiveness and value for money of these services over the additional one year period for 2020/21.

## Factors taken into account

### 3. Consultation

- 3.1 The outcomes shown in Table 3 were developed between providers, people with lived experience and commissioners in 2012 and have been built in to the current contracts with Social Support Services providers. They sit underneath an overarching outcome of *keeping people living independently at home*. Further work build on the key outcomes for the future preventative social support offer will be central to the recommissioning exercise.

**Table 3: Agreed principal outcome areas by service type**

|  |  |
|--|--|
| <b>Information and Advice</b>                | <i>giving people the information they need to make considered choices</i>  |
| <b>Day Activities</b>                        | <i>ensuring people keep active, have social contact and improve emotional wellbeing and physical functioning</i>                   |
| <b>Practical Assistance in the Home</b>      | <i>ensuring people have the support they need which enables them to cope and manage daily living at home</i>                       |
| <b>Hospital Services</b>                     | <i>providing practical support for vulnerable people who live alone when coming out of hospital, and help prevent re-admission</i> |
| <b>Services that tackle Social Isolation</b> | <i>helping people to access services and activities that are local to them to reduce loneliness</i>                                |
| <b>Prevention Assessment Teams</b>           | <i>multi-disciplinary teams that support people to maintain their independence, health and wellbeing in their own homes.</i>       |

- 3.2 There are a number of services that are commissioned or funded by District or Borough Councils that cover these outcome areas (for example day opportunities). These areas of spend have been mapped and a process of consultation with District and Borough colleagues is now underway to determine how joint approaches to outcome delivery can be achieved with the aim of reducing duplication and ensuring the best system response possible.
- 3.3 This strategic approach to developing the community prevention offer will use co-production principles, working in partnership with the Voluntary and Community sector. It goes over and above the standard thresholds of opportunity to engage and consult with providers, shaping the way forward jointly using a co-production approach and principles. This approach was jointly agreed with representatives from the VCS at the July 2019 Health and Wellbeing Board seminar.
- 3.4 The views of people with lived experience will inform this process, ensuring that our residents are at the heart of this work: 'nothing about us without us'.

### 4. Financial and Resource Implications

- 4.1 These services are commissioned with organisations in the Voluntary and

Community Sector, which have expertise in the delivery of preventative social support services. Services are regularly monitored by contract managers and performance data is collected on a quarterly basis to ensure that activity and, increasingly, outcomes are in line with contractual requirements. On the basis of performance of current providers there is sufficient assurance to allow for interim contracts to be awarded for the additional 12 month period 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2021.

**Table 4: Budget for services**

|                                | Year 1<br>2019/20<br>£m | Year 2<br>2020/21<br>£m |
|--------------------------------|-------------------------|-------------------------|
| Social Support Services budget | 1.69                    | 1.69                    |
| Cost of proposal               | 1.69                    | 1.69                    |
| Remaining budget               | 0                       | 0                       |

- 4.2 £1.69 million for commissioning these services was confirmed in the 2019/20 budget. This is derived from three sources: the Better Care Fund (£0.24m), Improved Better Care Fund (£0.5m) and the PHG (£0.95m). There is sufficient budget to meet the cost of services for this further 12 month period.
- 4.3 No employees within WSCC are directly impacted by this proposal, however staff in 'like' services which are currently commissioned, may need to transfer under TUPE to a new service provider if their current employer did not continue to contract award of the new additional 12 month contract period and WSCC had to look to obtain continuation of these services elsewhere with different service providers. A current assessment of the contracts and providers in this market points however to this being a very unlikely outcome of this contract re-letting exercise – with incumbent providers presently indicating a desire to continue with existing contract arrangements until 31st March 2021.

## **5. Legal Implications**

- 5.1 Pursuant to Standing Order 52 of West Sussex County Council Standing Orders on Procurement and Contracts, the Directors of Law and Assurance and of Finance, Performance and Procurement, have both given their approval to the continuation of the current interim contract arrangements for these services, with incumbent providers on current terms and conditions, for a further 12 month period from 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2021. In giving their approval all relevant legal and financial risks/implications were considered and as such both Directors approved the direct contract award of the further 12 month interim contracts as proposed.

## **6. Risk Implications and Mitigations**

- 6.1 There is a need to provide stability of services whilst strategic development and co-production of the future preventative offer for social support takes place. Putting in place one year contracts for 2020/21 will

allow for continuity of current arrangements that deliver supportive services to high numbers of people at home, transition between hospital and home, and at place based day opportunities.

**Table 5: Risks and Mitigating Actions**

| <b>Risk</b>  | <b>Likelihood/ Impact</b> | <b>Mitigating Action (in place or planned)</b>   |
|--|---------------------------|--|
| Risk of challenge around one year direct awards  | Low                       | Commissioning intentions and details of procurement will be published at the earliest opportunity with strong opportunities through consultation and joint work for input into the process, including work to ensure that planning and prospects across the VCS are representative and inclusive.<br>Additionally, there is strong rationale around the justification given financial constraints and the need to understand the return on investment from prevention priorities before further investment can be committed, requiring this additional contractual year. |
| Existing provider/s may not wish to enter into a further contract period for any area/s of SSS provision | Low                       | The risk is judged to be low. In exceptional circumstances transfer/ novation to an alternative provider to ensure service continuity  |

## **7. Other Options Considered (and reasons for not proposing)**

- 7.1 Tendering for the contracts as they are currently specified:  
This option is highly likely to require a further extension to existing contracts in any event to allow sufficient time within which to conduct a re-procurement for new contracts with successful providers before current contracts expire. However it is imperative that prevention investment is strategically aligned to overarching prevention objectives, and that the priorities for social support services have been fully and jointly developed with partners. It has been agreed through the HWB group that this take place through a managed and structured process over a period of several months from September onwards. There is insufficient evidence at this time that the current spread of provision through existing Social Support Services would achieve this better than any alternative options.
- 7.2 Terminate all or some of the current contractual arrangements with providers:  
It is essential that any change to the existing investment profile is managed in a way that engenders confidence in the needs of West Sussex residents

being met in the best way possible, as well as ensuring that the Council continues to meet its statutory duties and all legal obligations in respect of the provision of these services. Work to jointly develop the strategic prevention offer will support the right design of services so that the best outcomes for people can be achieved within the financial envelope available. Termination of some or all existing arrangements before this work has been progressed risks destabilisation of providers and risks poorer outcomes for vulnerable residents, including additional pressures across the system such as increased demand for social care.

## **8. Equality and Human Rights Assessment**

- 8.1 The specific duties covered by the revised service specifications will be written with due consideration to the convention, in particular the need to have respect for private and family life and home (Article 8).

## **9. Social Value and Sustainability Assessment**

- 9.1 The recommissioning of preventative social support will ensure social value in several ways. Through co-producing an outcomes based approach, strong partnering with the VCS and seeking both innovation and equity of access to support vulnerable residents having more control over their own lives, a supply chain that works for the community will be prioritised.
- 9.2 The commissioned prevention offer will promote independence in later life, specifically seeking to reduce loneliness and social isolation, enabling opportunities for older people to thrive, and encouraging older people to feel safe, secure and part of the community.

## **10. Crime and Disorder Reduction Assessment**

- 10.1 No relevant implications.

### **Anna Raleigh**

Director of Public Health

### **Contact Officers:**

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**Appendices** – Appendix 1

**Background Papers** - None

## Appendix 1: Contract list and value by provider

| Current Supplier  | Contract   | Services                              | Annual Amount     | Total Per Annum Per Provider Per Service Type |
|---|--|---------------------------------------|-------------------|---|
| Age UK East Grinstead   | Tackling Social Isolation, Individual & Group  | Day Activities - East Grinstead       | 33,680.13         | <b>33,680.13</b>                              |
| Age UK Horsham District   | Tackling Social Isolation, Individual & Group  | Community Clubs - Horsham District    | 30,000.00         | <b>65,068.00</b>                              |
|   |  | Day Activities - Horsham              | 35,068.00         |   |
|   | Practical Assistance in the Home   | Help at Home - Horsham                | 43,200.00         | <b>43,200.00</b>                              |
|   | Home from Hospital   | Horsham District                      | 27,000.00         | <b>27,000.00</b>                              |
|   | Relative Support Service   | Horsham Hospital                      | 18,154.00         | <b>18,154.00</b>                              |
| Coastal West Sussex Mind  | Tackling Social Isolation, Individual & Group  | Day Activities - Bognor Regis         | 20,013.00         | <b>45,148.00</b>                              |
|   |  | Day Activities - Chichester           | 25,135.00         |   |
| GuildCare   | Tackling Social Isolation, Individual & Group  | Day Activities - Worthing             | 33,000.00         | <b>33,000.00</b>                              |
|   | Home from Hospital   | Adur & Worthing                       | 49,000.00         | <b>49,000.00</b>                              |
|   | Practical Assistance in the Home   | Help at Home - Adur                   | 31,320.00         | <b>75,843.00</b>                              |
|   |  | Help at Home - Worthing               | 44,523.00         |   |
|   | PAT  | PAT - Comm Support Workers South      | 50,000.00         | <b>61,000.00</b>                              |
|   |  | PAT - Team Coordinator                | 11,000.00         |   |
| Take Home & Settle and Relative Support   | Worthing & Swandean Hospitals  | 69,548.00                             | <b>69,548.00</b>  |   |
| Impact Initiatives  | Tackling Social Isolation, Individual & Group -  | Day Activities - The Haven, Henfield  | 19,816.00         | <b>19,816.00</b>                              |
| Regal   | Practical Assistance in the Home   | Help at Home - Mid Sussex             | 35,952.00         | <b>35,952.00</b>                              |
| Rother Valley Together  | Tackling Social Isolation, Individual & Group  | Day Activities - Midhurst             | 50,000.00         | <b>50,000.00</b>                              |
| Age UK West Sussex  | Tackling Social Isolation, Individual & Group  | Day Activities - Burgess Hill         | 69,949.00         | <b>219,476.00</b>                             |
|   |  | Day Activities - Crawley              | 46,125.00         |   |
|   |  | Day Activities - Haywards Heath       | 63,402.00         |   |
|   |  | Community Clubs - Adur                | 40,000.00         |   |
|   | Practical Assistance in the Home   | Help at Home - Arun                   | 58,500.00         | <b>136,638.00</b>                             |
|   |  | Help at Home - Chichester             | 37,638.00         |   |
|   |  | Help at Home - Crawley                | 40,500.00         |   |
|   | PAT  | PAT - Comm Support Workers West       | 50,000.00         | <b>100,000.00</b>                             |
|   |  | PAT - Comm Support Workers North      | 50,000.00         |   |
|   | Home from Hospital   | Arun, Chichester, Crawley, Mid Sussex | 124,000.00        | <b>124,000.00</b>                             |
| Take Home & Settle and Relative Support   | East Surrey, PRH, St Richards, Crawley, Zachery Merton & Bognor War Memorial Hospitals | 190,490.00                            | <b>190,490.00</b> |   |
| Information & Advice  | Information & Advice   | 126,000.00                            | <b>162,000.00</b> |   |
|   | Carewise - AS Carewide Partnership   | 36,000.00                             |                   |   |
| RVS   | Tackling Social Isolation, Individual & Group -  | Befriending county-wide               | 125,000.00        | <b>133,000.00</b>                             |
|   |  | Day Activities - Lancing              | 8,000.00          |   |
| <b>Total value of Social Support Contracts</b>  |  |                                       |                   | <b>1,692,013.13</b>                           |
| *NB this total does not include further £8,800 BCF uplift for hospital services contracts – at the time of writing BCF funding inflation to be confirmed in relation to specific contract values. |  |                                       |                   |   |