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Report of: Interim Deputy Director, Integrated Commissioning

Report to: Director of Adults and Health

Date: 09.08.2017

Subject: Day services for younger people with dementia

Are specific electoral wards affected?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If yes, name(s) of ward(s):	
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If relevant, access to information procedure rule number:	
10.4 (3). <i>Information relating to the financial or business affairs of any particular person (including the authority holding that information).</i>	
Appendix number:	1

Summary of main issues

1. The Council holds a contract with the Alzheimers Society for the provision of a day centre and a community outreach service for younger adults living with dementia. It runs to 30th September 2017 (this follows the take-up of options for two three-month extensions, as agreed at Delegated Decision Panel on 15th February 2017). Sustaining this important service provision therefore requires a new contract from 1st October 2017.
2. A procurement process has been completed, authority to procure having been approved as a Key Decision at Delegated Decision Panel (DDP) on 15th February 2017. The service specification sustains the existing day centre and outreach services, whilst seeking to move to a more flexible model of day services and transport; and adds an information and well-being offer which aims to reach all the local population of younger people with dementia and their carers.
3. Shortly after the tender was advertised, the Alzheimers Society unexpectedly revealed that they would not be tendering for the new contract, as part of their national strategy to seek to develop a consistent offer of advisory and support services to the whole population living with dementia, and to withdraw from more intensive services such as day care provision. The Alzheimers Society's

announcement of their decision has caused a level of uncertainty about the future of the service for people who use the services, carers and staff.

4. However, the tender process has attracted bids from other prospective providers, and the recommended new provider for the contract is Community Links in partnership with Carers Leeds. Their bid has evaluated the best on a 60:40 balance of quality and price. Further details of the bidders and scores are in Appendix 1, which is confidential under Access to Information Procedure Rule 10.4 (3). This is justified on the basis that the identity of the unsuccessful bidder, the pricing of all bids, and the scores awarded by the evaluation panel constitutes “Information relating to the financial or business affairs” of those organisations.
5. The service specification requires the day centre to be provided at Springfield Day Centre at Cottingley, and move from Armley Grange, in line with the Council’s Asset Management Plan. The critical factor in the timing of the move is likely to be the work schedule of Leeds Building Services (LBS), and it is not possible for the new provider to carry out good practice, by involving people and carers in the design and choice of decor, and for LBS to complete the work in time for 1st October.
6. The mobilisation of the new contract with a new provider, including consultation with people using services and staff, transfer of staff, and transport logistics, will also require a minimum of three months; therefore again the timescales will take us beyond October 1st.
7. Therefore, it is proposed to award a further interim contract to the Alzheimers Society to sustain the current service provision and ensure continuity and smooth transfer. This is recommended as a two-month contract, from 1st October to 30th November 2017, to ensure a three-month transition / mobilisation period; with an option for a two-month extension to 31st January 2018, as a contingency given the multiple factors and potential complexities. This also gives us the flexibility to avoid a handover or move taking place at Christmas / New Year.
8. The additional time for mobilisation does not delay the plans to vacate the Armley Grange site, because Leeds Centre for Integrated Living are also based on the site, and are working with commissioners to a timescale of end March 2018.
9. The contract from 1st October 2017 will have an annual value £292,500, which was advertised as the maximum contract price in the procurement process. Of this, £180,500 is Council funding, with the addition of £112,000 transferred to the Council via a s256 agreement from NHS Leeds Clinical Commissioning Groups.

Recommendations

The Director of Adults and Health is recommended to approve:

1. Waiver of Contracts Procedure Rules 9.1 and 9.2 to enter into a contract with the Alzheimers Society to continue the current provision of a day opportunities and an outreach service for younger people with dementia for 2 months from 1st October 2017 - 30th November 2017; with one option for a two-month extension, potentially taking the contract to 31st January 2018. The financial value of a two-month contract would be £48,750, and if required, a further two months would take the total to £97,500. Provision is available within the agreed budget for procuring this service.
2. The award of a five-year contract to Community Links for the provision of the new service specification, with options to extend by a further three years. The start date for this contract to be varied from the date of 1st October 2017 advertised in the procurement process, to be mutually agreed with Community Links, to ensure

adequate time to manage the transition of provider and premises, and to commence the day after the contract with the Alzheimers Society ends.

3. The Commissioning Manager, Dementia, to be responsible for ensuring the recommendations are implemented.

1. Purpose of this report

- 1.1 The purpose of the report is to seek approval for recommendations which are intended to: sustain day services for younger people with dementia and carers; improve the offer of information and support for well-being to people not using the current day services; enable a smooth transition of service provider and premises in a way that enables involvement and consultation of people using the services, carers and staff

2. Background information

- 2.1 Leeds City Council has a contract with the Alzheimers Society to provide day services for younger people with dementia. At present there are two elements to this: a day centre at Armley Grange, and an outreach service. These services support approx. 50 people with dementia at any one time, and this gives valuable breaks and support for family and other carers. The contract has an annual value of £272.5K. £160.5K is contributed by the Council, and £112K is contributed by the three NHS Leeds Clinical Commissioning Groups (CCGs). The day centre funding element is £180.5Kpa, which provides 15 places per day, five days per week, with 25 people currently attending each week. The outreach service funding is £92K, which supports 25 people to each have one half-day session per week of 1:1 support, usually to go out and about.
- 2.2 The Alzheimers Society has offered these day services since 1997, initially supported by the Council via a grant arrangement, and since 2009 under contract. The most recent contract was awarded following a delegated decision on 3rd June 2016¹, and runs until end September 2017, with the parties taking up both options for two three-month extensions.
- 2.3 The procurement for the new contract was advertised on 10th May 2017, and two bids were received prior to the closing date of 14th June 2017. The evaluation panel consisted of three Council staff: the Commissioning Manager (Dementia), the Commissioning Officer who has worked on procurement and contract management of these services for some years, and specialist social worker for younger people with dementia. Pre-Qualifying Questions were evaluated on 26th June; both providers passed this stage, therefore both tender submissions (method statements) were evaluated, on 12th July 2017. There were six questions, covering: the well-being and information offer, including use of volunteers; training of staff and volunteers; support planning and review; management and improvement of the day centre service; management of the transition; management and improvement of the community outreach service.
- 2.4 Both bids scored very well and a positive approach was evident to the change management required to improve and develop service provision. Quality scores were weighted as advertised in the procurement documents, and price scores combined on a 60:40 split. The scores for each provider and summary of results is at Appendix 1 (confidential as stated under Access to Information Procedure Rule 10.4 (3)).

3. Main issues

¹ <http://democracy.leeds.gov.uk/mgDecisionDetails.aspx?Id=83568>

- 3.1 These day services have been provided under two successive contracts awarded to the Alzheimers Society under waiver of Contracts Procedure Rules since October 2014. These waivers have aligned the contract term to the expiry of the lease at Armley Grange; enabled the forthcoming move from Armley Grange by the availability of former Council day care premises; and enabled consultation with people who use the service, carers, the Alzheimers Society and its staff, and prospective providers.
- 3.2 Although this has delayed the development of the specification and open procurement, and the recommendations of this report would keep the current provider for a further two or four months, this would enable a complex change process to achieve the best outcome

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 The report to Delegated Decision Panel of 15th February details the consultation process leading to the development of the new service specification and change of premises. Since then, the Commissioning Manager (Dementia) has worked closely with the Alzheimers Society, including attending staff meeting, to ensure that people with dementia, carers and staff have had up-to-date information on progress, plans and timescales. It has not been possible to disclose details of prospective providers bidding for the contract or other confidential details, and every effort has been made to offer reassurance on the future of the services within these constraints.
- 4.1.2 The Alzheimers Society has indicated its willingness to enter into a new contract to provide continuity of service provision for the short period indicated, whilst working with the successful new provider to manage the transition.
- 4.1.3 The Alzheimers Society as the provider has held further one-to-one meetings with people using the services and carers, particularly regarding its decision not to bid for the contract and the intention to work closely with the new provider.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An Equality, Diversity, Cohesion and Integration screening form was completed, for DDP on 15th February 2017, and it is considered that no changes are required to cover the current circumstances and recommendations of this report. It confirmed that the decision on the future of day opportunities for younger people with dementia have potential impact, both beneficial and adverse, on people with protected characteristics under equality legislation. This includes people living with dementia (as a disabling condition); consideration of age quality; and ensuring services can meet the diversity of need within these groups. These aspects were explored through the consultation process
- 4.2.2 The specific needs of younger people living with dementia, and the anticipated increase in 'ethnic' and religious diversity of this group of people was covered in the service specification published on 10th May 2017.

4.3 Council policies and best council plan

- 4.3.1 The Best Council Plan (2016-17 priorities) includes:

- Building capacity for individuals to withstand or recover from illness. It is hoped to support people better to live with dementia, by engaging people and families / carers, to co-design the service and broaden the range of support available
 - Enabling carers to continue their caring role and careers. The current service contributes to this aim especially by providing carer breaks for day care. It is hoped to sustain this, whilst offering more options for people not suited to day care.
- 4.3.2 The commissioning of these services is in line with the vision and priorities outlined in the Leeds Dementia Strategy. A service model which supports people to be a part of the community and get 'out and about' fits with the aspiration to become a dementia-friendly city.

4.4 Resources and value for money

- 4.4.1 The current contract value is £272,500, and this lower figure was originally agreed at DDP on 15th February 2017 for the procurement of the new contract. However, consideration of the running costs at Springfield, and the removal of the power of the provider to collect charging income for meals and transport, led to the conclusion that this budget would be insufficient to sustain the services specified. An administrative decision was made to increase the value to £292,500 (effectively restoring the value of the contract prior to changes made at 1st October 2016, covered in a report to DDP of 1st June 2016). This was agreed on 17th April 2017 by the Interim Deputy Director, Integrated Commissioning, and the Head of Finance, Financial Management (Adults and Health).

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report is listed as a significant operational decision because the authority to procure the five-year contract was taken as a Key Decision on 15th February 2017; and the value of the proposed two- to four-month contract is under £100,000.

4.6 Risk management

- 4.6.1 Changes to current provision and charging present risks to the well-being of the people already supported by the current service model, and a risk to the Council's reputation. The proposed short-term contract with the Alzheimers Society is intended to minimise the risks which would arise from too short a transition period to new provider and premises.
- 4.6.2 The evaluation of tenders has been recorded with sufficient detail to justify the scores awarded and the recommendation of Community Links as the successful provider.

5. Conclusions

- 5.1 The recommendations of this report support a managed change process which will offer vulnerable people and carers continuity and, over time, an improved level of care and support.

6. Recommendations

The Director of Adults and Health is recommended to approve:

- 6.1 Waiver of Contracts Procedure Rules 9.1 and 9.2 to enter into a contract with the Alzheimers Society to continue the current provision of a day opportunities and an outreach service for younger people with dementia for 2 months from 1st October 2017 - 30th November 2017; with one option for a two-month extension, potentially taking the contract to 31st January 2018. The financial value of a two-month contract would be £48,750, and if required, a further two months would take the total to £97,500. Provision is available within the agreed budget for procuring this service.
- 6.2 The award of a five-year contract to Community Links for the provision of the new service specification, with options to extend by a further three years. The start date for this contract to be varied from the date of 1st October 2017 advertised in the procurement process, to be mutually agreed with Community Links, to ensure adequate time to manage the transition of provider and premises, and to commence the day after the contract with the Alzheimers Society ends.

The Commissioning Manager, Dementia, to be responsible for ensuring the recommendations are implemented

7. Background documents²

- 7.1 None

² The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.