

Report of: Deputy Director, Integrated Commissioning, Adults and Health

Report to: Director of Adults and Health

Date: 12th September 2018

Subject: Approval for the authority to procure an Information, Advice and Support Service for unpaid adult and parent carers in Leeds.

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The most recent procurement of the Leeds Carer Support Service in 2014 combined a number of separately commissioned services to create a single point of access for information, advice and support for adult and parent carers. The contract for that service will expire on 31st March 2019.
2. A review and public consultation has informed a draft service specification for a new information, advice and support service for adult and parent carers in Leeds.
3. The new service will be procured via an open procurement process. The procurement will be led by Leeds City Council on behalf of the council and NHS Leeds Clinical Commissioning Group.

4. Due to the annual value of the service contract this is a Key Decision and will be subject to call-in

Annual Contract Value	£1,326,539
Contract Value (5 Years)	£6,632,695
Contract Value (including extensions)	£9,285,773

Recommendations

1. The Director of Adults and Health is recommended to:
 - Approve commencement of the procurement of an information, advice and support service for adult and parent carers in Leeds.
 - Note that Procurement and Commercial Services (PACS) be requested to undertake the procurement exercise
2. A further report to approve the contract award will be submitted for approval at the end of the procurement process and will be treated as a significant operational decision.
3. The officer responsible for implementing the decision will be the Head of Service, Integrated Commissioning.

1. Purpose of this report

- 1.1. The purpose of this report is to seek approval from the Director of Adults and Health to commence the procurement of an “information, advice and support service for adult and parent carers in Leeds”. The anticipated start date for the new contract is 1st April 2019.

2. Background

- 2.1. Unpaid carers can be broadly grouped into three categories:
 - Young carers – children under the age of 18 who are caring for a parent or sibling
 - Parent carers – parents who are caring for a child with special educational needs or disability
 - Adult carers – adults who are caring for another adult
- 2.2. Evidence tells us that increasing numbers of carers are providing increasing amounts of unpaid care and that carers often pay a heavy price for their caring role in terms of their health and wellbeing. However, it is widely acknowledged that effective support for carers, provided through information, advice and support services, can prevent and delay the point at which the person with care needs access and become dependent on the health and care system as well as preventing carer ‘burn-out’ and/or ‘breakdown’ which can result in both the cared-for person and the carer accessing and becoming dependent upon formal health and care services.
- 2.3. Leeds City Council and NHS Leeds CCG have commissioned Carers Leeds to provide information, advice and support services for adult and parent carers since 1996 as well as funding separate services for carers of people with mental health problems, carers of people from BME backgrounds and older carers of adults with learning disabilities. The most recent procurement of the Leeds Carer Support Service combined a number of these separately commissioned services in 2014 to create a single point of access for information, advice and support for adult and parent carers. The contract with Carers Leeds will expire on 31st March 2019.
- 2.4. In addition to ‘core contract’ funding Carers Leeds receive additional funding to support projects which enhance the overall support available for carers in Leeds but that were not included in the core contract. Each of the projects have been developed with support from commissioners and have enabled Carers Leeds to test out and establish new and innovative approaches, to meet identified need and increased demand, to promote prevention and well-being, and to build relationships and develop pathways with the wider health and care sector.
- 2.5. A report to the Integrated Commissioning Executive (ICE) in May 2018 set out the findings of a joint review of information, advice and support for unpaid carers. The review included:
 - A profile of unpaid caring in Leeds
 - A review of the current service
 - A business case for investment in support for unpaid carers
 - A summary of the public engagement
 - Recommendations and costs

- Aims and objectives for a new information, advice and support service for carers

2.6. ICE approved the following recommendations from the report:

- Leeds City Council and NHS Leeds Clinical Commissioning Group to commission a service that provides a single point of access to information, advice and support services for adult and parent carers in Leeds.
- Leeds City Council to lead the procurement via an open procurement process
- The annual value of the contract to be £1,326,539
- The contract period to be 5 years with options to extend for 2 further 12 month periods.

3. Main issues

- 3.1. The review and feedback from public engagement has informed a draft service specification which has been shared with commissioning colleagues from both the council and the CCG as well as PACS. A final version of the specification will be agreed by the end of August 2018.
- 3.2. The new specification will build on learning and evaluation of both the current core contract and the projects which are outside of the core contract. The service will have four main elements:
- To provide a universal offer of support for any carer
 - To provide personalised support for carers who need more than universal support
 - To work in collaboration with health and care agencies
 - To promote public awareness of carers and caring
- 3.3. The specification will mean that the new service places greater emphasis on:
- Carer support being embedded in primary care, acute care and the development of local care partnerships
 - Broadening engagement with local communities to identify, build on and utilise their strengths and assets
 - Expanding support to employers to reduce the numbers of carers who give up work or reduce hours to care
 - Supporting more carers to be aware of and accessing digital resources and technology to support their health and their caring role.
- 3.4. The service will be placed out to tender via an open procurement process. Leeds City Council will lead the procurement on behalf of the council and NHS Leeds Clinical Commissioning Group. A three month mobilisation period will allow for a contract start date of 1st April 2019.
- 3.5. A project group has been established to oversee the procurement and is made up of representatives from Adults and Health, NHS Leeds CCG, Children and Families, Service Transformation, service user representation and PACS. The group is chaired by the Head of Service, Integrated Commissioning.
- 3.6. The CCG funding contribution will be transferred via the existing section 75 pooled budget agreement which will be amended to show the CCG contribution as set out in bold below.

Recurrent funding contributions from April 2019	
Agency	Amount
Leeds City Council: Adults & Health	£839,104
Leeds City Council: Public Health	£45,000
NHS Leeds CCG	£373,155
Leeds City Council: Children & Families	£49,000
LD Pooled Budget	£20,280
Total	£1,326,539

4. Corporate considerations

4.1. Consultation and engagement

- 4.1.1. The draft service specification has been informed by a public consultation exercise carried out between 6th November 2017 and 26th January 2018.
- 4.1.2. The consultation invited carers to say if they would be interested in participating in the procurement process. A number of carers indicated that they would like to be involved and a meeting with 5 carers commenced on 2nd August 2018, attended by the Strategic Commissioning Manager (Carers) and the Procurement Category Manager for Adults and Health. Carer involvement will be in line with the councils Service User Guide which explains the importance of involving service users in the procurement of goods, works and services, how service users can be involved and confidentiality issues. Prior to their involvement, carers will complete a confidentiality agreement
- 4.1.3. The Executive Member for Health, Wellbeing and Adults has been briefed on the proposals contained in this report.

4.2. Equality and diversity / cohesion and integration

- 4.2.1. An Equality, Diversity, Cohesion and Integration Screening Tool has been completed (attached at Appendix 1).

4.3. Council policies and Best Council Plan

- 4.3.1. Effective support for carers is a key component in supporting strong communities and is at the heart of being a caring and compassionate city. Effective support for carers therefore contributes to the delivery of key outcomes in the Best Council Plan.
- 4.3.2. Effective support for carers also makes a significant contributions to a number of breakthrough projects, in particular:
- Early intervention and reducing health inequalities
 - Making Leeds the best place to grow old in
 - More jobs, better jobs

- Strong communities benefiting from a strong city

4.3.3. Effective support for carers contributes towards the ambitions in the Leeds Health & Wellbeing Strategy, particularly how we put in place the best conditions in Leeds for people to live fulfilling lives. Identification of carers and support to maintain and improve carers' physical and mental health and wellbeing are identified as priorities in supporting strong, engaged and well-connected communities.

4.4. Resources and value for money

4.4.1. Support for carers has long since moved from simply being an issue of morality, or being 'the right thing to do'. It is now recognised that we need carers to continue caring and there are strong arguments for ensuring that identifying and supporting carers is regarded as a high priority for health and social care services. Research undertaken by the University of Leeds estimates the cost of replacing unpaid care with paid care to be around £1.4billion per year in Leeds. Effective support for carers to enable them to continue caring therefore makes economic sense by helping to manage demand on health and care services.

4.4.2. The annual contract value is 7.5% lower than total costs incurred by Carers Leeds to deliver the core contract and non-core contact projects in 2018/2019. Reducing the number of separate grant agreements and contracts into a single contract and embracing new approaches to service delivery will provide the opportunity to achieve this efficiency.

4.4.3. The annual contract value will be fixed and as such the tender submissions will be evaluated 80% on quality and 20% on cost. Evaluation of cost will consider the breakdown of costs to ensure that the council is getting value for money and that there is not a disproportionate amount being spent on management and overheads.

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

4.5.1. As the total contract value is over a potential 7 year period the contract will exceed the £615,278 EU procurement threshold and will be subject to the full Public Contracts Regulations. Therefore competition will be sought through a tender process and the contract must be advertised in line with CPR 10.5.

4.5.2. The annual contract value will exceed £250K per annum and therefore the decision to give authority to commence the tender process and award the contract will be classed as a key decision and will required to be signed off by the Director of Adults and Health and will be subject to call-in.

4.5.3. As this is a key decision, future decisions arising from this report i.e. decision to award a contract will be at most a significant operational decisions and therefore not be subject to Call In.

4.6. Risk management

4.6.1. A project team, including a representative from the PACS, has been set up to oversee the procurement process and to ensure that the process adheres to the procurement regulations, as well as the council's Contract Procedure Rules.

- 4.6.2. A risk register has been established as part of the procurement process, identifying the key risks as well as mitigation actions.
- 4.6.3. A three month mobilisation period has been built into the procurement timetable to ensure that the service can be fully mobilised before the contract start date. It is considered that TUPE will apply to this procurement and will involve contractor to contractor negotiations.

5. Conclusions

- 5.1. The existing information, advice and support service for adult and parent carers will end on 31st March 2019. In order that a new service is available to meet the information, advice and support needs of adult and parent carers, an open procurement exercise will take place to identify a service provider to deliver the service from 1st April 2019.

6. Recommendations

- 6.1. The Director of Adults and Health is recommended to:
- Approve commencement of the procurement of an information, advice and support service for adult and parent carers in Leeds.
 - Note that Procurement and Commercial Services (PACS) be requested to undertake the procurement exercise
- 6.2. A further report to approve the contract award will be submitted for approval at the end of the procurement process and will be treated as a significant operational decision.
- 6.3. The officer responsible for implementing the decision will be the Head of Service, Integrated Commissioning.

7. Background documents¹

- 7.1. None

¹ 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