



Report of Commissioning and Market Management Team

Report to Director of Children & Families

Date: 29th July 2019

Subject: City-wide Young Carers service - Permission to Procure

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Will the decision be open 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

1. Main issues

- Leeds Children and Families Services jointly commissions Barnardo's to deliver a city-wide service to support young carers. The other funders are Adults and Health and the NHS Leeds Clinical Commissioning Group (CCG).
- The current contract expires on 1st December 2019 and a decision will be sought to extend this contract to 31st March 2020 to allow for continued development of a new Leeds Young Carer Strategy, which will inform future commissioning.
- A project team has been established to scope the future needs of this service and it is proposed a new contract is commissioned by way of competitive tender to start on 1st April 2020.
- The project team wish the contract to be for four years; commencing on 1st April 2020 and expiring on 31st March 2024. There will be one option to extend by 24 months.
- A key emphasis of this contract is keeping children and young people safe from harm and to prevent children becoming looked after wherever possible. It is recognised that demand for the service is high and the budget is limited. With this in mind the project team has recommended that evaluating the quality element of tenders should be emphasised with this contract. The report is therefore seeking permission to waive contract procedure rule 15.2 and for the tender to be split on 70% quality and 30% on price rather than the standard approach of 60% quality and 40% price.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- This proposal provides strong support for the refreshed Children and Young Peoples Plan and the Council's ambition to be a Child Friendly City. The outcomes delivered through this contract will contribute to a number of the outcomes and priorities within the plan, including the outcome to ensure all young people are safe from harm and the priority to help children live in safe and supportive families
- This proposal also supports the 2019-20 Best Council Plan priority make Leeds the best city for children and young people to grow up in.

3. Resource Implications

- The contract will be a fixed price; with bidders invited to bid their best price against a price cap. The maximum contract value will be £305,725 per annum (£161,473 Children & Families, £104,252 Adults & Health, £40,000 CCG).

Recommendations

The Director of Children and Families is recommended to:

- a) Approve the procurement of a city-wide young carer support service via competitive tender. The contract will be for four years; commencing on 1st April 2020, expiring on 31st March 2024. There will be one option to extend of 24 months. The maximum contract value will be £305,725k p.a. (£161,473 Children & Families, £104,252 Adults & Health, £40,000 Leeds CCG).
- b) Waive contract procedure rule 15.2 and to approve the tender split of 70% quality and 30% price.
- c) Award a contract to the highest scoring bidder.

1. Purpose of this report

- 1.1 The purpose of this report is to seek approval from the Director of Children & Families to undertake a competitive procurement exercise to procure a city-wide young carers support service and to award a contract to the highest scoring bidder.
- 1.2 The report is also seeking permission to waive contract procedure rule 15.2 for approval for a tender split of 70% quality and 30% price and to award a contract to the highest scoring bidder.

2. Background information

- 2.1 Children & Families jointly commission Barnardo's to provide a city-wide young carers service in Leeds for people aged 7-17 years old, who are caring for a family member affected by physical illness, disability, mental illness or substance misuse. The service provided is known as Willow Young Carers (Willow).
- 2.2 The service represents the only provision of its kind in the city for young carers. This fits with the Children and Young People's plan priorities to
 - Help children to live in safe and supportive families
 - Ensure that the most vulnerable are protected
 - Improve social, emotional and mental health and well-being

- 2.3 The contract value is £305,725 per annum. This is made up of £161,473 from Children & Families (CF), £104,252 from Adults & Health (AH) and £40k from NHS Leeds Clinical Commissioning Group (CCG).
- 2.4 Barnardo's have provided a young carers service with links to social services since 1994, with a series of grants and then with a contract awarded in 2004. A competitive tender exercise was first undertaken in 2011-12, which attracted a total of six bids. Four bids were short-listed for tender evaluation.
- 2.5 The current contract is due to expire on 1st December 2019 and in a separate decision, approval will be sought to take up the full available extension period of four months. This contract will therefore end on 31st March 2020. The service specification has been refreshed for this short-term contract to reflect learning from a recent review of the service and work to develop the strategy.
- 2.6 A joint review of Carers Support services across Adults & Health Children & Families and Leeds CCGs Partnership commenced in 2017. This review considered undertaking a joint procurement for both adult and young carer provision. However, this was ruled out due to the specific needs of young carers being very different to those of adult carers and the additional responsibilities of the local authority to safeguard children and young people.
- 2.7 A sub-group was subsequently established to be responsible for reviewing the commissioned service to support young carers. The review of Willow was completed in 2017 and found that the service is delivering excellent value for money, with positive outcomes and high levels of service satisfaction from young carers and other stakeholders.
- 2.8 A key recommendation arising from the work surrounding this review is for Leeds to develop a Young Carers Strategy to inform practice and future commissioning. Development of the strategy is now underway, with public consultation completed in January 2019. This strategy will help inform the new service specification for the procurement.

3. Main issues

- 3.1 The purpose of this report is to request approval from the Director of Children & Families to undertake a competitive procurement exercise to procure a city-wide young carer's service and award a contract to the highest scoring bidder.
- 3.2 This is an essential service providing support to young carers by enabling them to maximise the opportunities and benefits provided in universal settings such as schools, sports centres, youth provision, organised and informal out of school settings that provide opportunities for those young carers whose circumstances mean that they need more targeted support.
- 3.3 Cost-benefit studies, including those undertaken recently in Sheffield and Surrey, have indicated significant savings to public services as a result of providing support services for young carers. These include the costs saved to local authorities by supporting the young carer and avoiding negative outcomes that they may otherwise experience due to their caring role; preventing young carers' circumstances falling into the Child in Need category. They also include the costs saved to the NHS, schools or other public services through support to improve young carer's health, education and social outcomes.
- 3.4 Studies have found positive benefits including in young carer's mental health, relationships with family and friends and attendance, behaviour and progress at

school, college or work. The return on investment, or benefit-cost ratio, is estimated to be between £1.42 and £1.90 for the former and up to £2.96 for Surrey for every £1 spent (Whitley, J, May 2017 and July 2017, ECORYS).

- 3.5 The contract will be for four years; commencing on 1st April 2020, expiring on 31st March 2024. There will be one option to extend for a period of 24 months.
- 3.6 The contract will be a fixed price; with bidders invited to bid their best price against a price cap. The maximum contract value will be £305,725k p.a.
- 3.7 A key emphasis of this contract is keeping children and young people safe from harm and to prevent children becoming looked after wherever possible. It is recognised that demand for the service is high and the budget is limited. With this in mind the project team has recommended that evaluating the quality element of tenders should be emphasised with this contract. The report is therefore seeking permission to waive contract procedure rule 15.2 and for the tender to be split on 70% quality and 30% on price rather than the standard approach of 60% quality and 40% price.
- 3.8 The tender evaluation will comprise of:
- Selection questions
 - Written tender questions
 - Presentation
 - Presentation to a young people's panel
- 3.9 The evaluation panel will comprise of representatives from:
- Children and Families Services - Targeted Services Lead
 - Children's Social Work Services – Service Delivery Manager
 - Commissioning & Market Management – Children & Families Services
 - Commissioning – Adults & Health
 - Commissioning – Children's Mental Health and Wellbeing, CCG
- 3.10 Up to five young carers will evaluate a presentation that will be specifically delivered to the young people's panel.
- 3.11 It is likely that TUPE will apply with this tender should there be a change in provider.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 Consultation with young carers and wider stakeholders has been undertaken to inform development of a new Leeds Young Carers Strategy, with a stakeholder event held on 3rd September 2018 and public consultation via the Council website throughout December 2018 and January 2019.
- 4.1.2 A project team has been established to lead the tender, which includes representatives from
- Children's Social Work Services
 - Commissioning & Market Management – Children & Families Services
 - Commissioning – Adults & Health
 - Commissioning – Children's Mental Health and Wellbeing, CCG
 - Procurement service

- 4.1.3 The Executive Member for Children and Families was briefed on 15th January prior to the decision to procure being published on the forward plan.
- 4.1.4 Procurement have been consulted to ensure compliance with contract procedure rules and EU regulations.
- 4.1.5 Consultation has taken place with Leeds City Council's Voice and Influence team to scope how young carers can be meaningfully involved in the tender evaluation.
- 4.1.6 The current provider has been informed of our intention to competitively procure and will be kept updated with any changes to the tender timetable.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An equality impact screening form has been completed and is attached as appendix 1. This demonstrates how this decision will have a positive impact in terms of advancing equality of opportunity for this vulnerable cohort of children and young people.

4.3 Council policies and the Best Council Plan

- 4.3.1 This service supports the ambitions of the Best Council Plan and the ambitions of a Child Friendly City.
- 4.3.2 The service directly supports the following priorities of the Children and Young People's plan
 - Help children to live in safe and supportive families
 - Ensure that the most vulnerable are protected
 - Improve social, emotional and mental health and well-being

Climate Emergency

- 4.3.3 The provider will be asked to consider the environmental impact of their approach to service delivery. They will be asked to demonstrate how they will reduce their carbon footprint, including making best use of technology and sustainable transport in delivering the outcomes required for this provision.

4.4 Resources, procurement and value for money

- 4.4.1 This report is seeking permission for the tender to be evaluated on price and quality: 70% quality and 30% price.
- 4.4.2 The maximum contract value for the contract is £305,725k p.a. Cost-benefit studies (as outlined in paras 3.3 and 3.4) have indicated significant savings to public services as a result of providing support services for young carers.
- 4.4.3 Ensuring quality provision that can make a positive difference in the lives of young carers and their families is vital. Bidders will be required to submit written responses against a number of method statement questions reflecting key elements of the service specification. As well as having experience and understanding of the needs of young carers and how to support young carers to achieve positive outcomes, there will be an emphasis on having knowledge and understanding of

Leeds approaches to Early Help, Leeds Practice Model and Restorative Practice and the ability to draw on local networks.

- 4.4.4 The price element of the evaluation will be scored based on the overall contract value. The bidder with the lowest total cost will score the highest in the price evaluation. This approach will help to drive down the cost.
- 4.4.5 Bidders will be asked to submit a service cost analysis form (SCAF) which will provide a full breakdown of the bidder's price.
- 4.4.6 This contract will provide a valuable preventative service, which aims to prevent unnecessary escalation to more targeted services.

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

- 4.5.1 The annual value of the contract is up to £305,725k and this is therefore a key decision and subject to call in. The decision has been published on the forward plan and can be taken from 15th February 2019.

4.6 Risk management

- 4.6.1 A risk register is in place and will be managed by the project team. The timetable is tight and so there is a risk of this slipping and an interim contract needed to ensure service continuity. This will be monitored closely to ensure there is no gap in contract.
- 4.6.2 The contract terms and conditions will include a break clause in case the budget cannot be secured for this provision in future years.
- 4.6.3 In any competitive tender exercise where there is an existing service, there is a risk that the current provider will not be successful in winning the new contract. This has the potential for adverse publicity given the positive feedback and high regard for the service. A change in provider can also be disruptive for service delivery and so impact on existing service users.
- 4.6.4 However, should the contract not be submitted to competition, there is a risk of challenge from other providers who have not been given the opportunity to bid for this work, in line with Public Procurement Regulations. To award a contract directly to the current provider would involve a waiver of the Council's Contract Procedure Rules and this would be difficult to justify. The previous tender exercise demonstrated there was competition within the provider market for this type of provision.
- 4.6.5 A tender exercise can impact the stability of services offered by the current provider and staff team particularly if there is higher staff turnover. The current provider has been informed of the intention to tender and will be kept updated with any changes in the tender timetable.

5. Conclusions

- 5.1 This decision represents the most fair and transparent method of procuring a valuable, early intervention service which aims to improve the wellbeing of a vulnerable cohort of children and young people and prevent unnecessary escalation to more targeted services. Value for money will be obtained by adhering to a robust

tender process where applications will be evaluated against a 70% quality and 30% cost evaluation criteria.

6. Recommendations

6.1 The Director of Children and Families is recommended to

6.1.1 Approve the procurement of a city-wide young carer service via competitive tender. The contract will be for four years; commencing on 1st April 2020, expiring on 31st March 2024. There will be one option to extend of 24 months. The maximum contract value will be £305,725k p.a. (£161,473 Children & Families, £104,252 Adults & Health, £40,000 Leeds CCG).

6.1.2 Waive contract procedure rule 15.2 and to approve the tender split of 70 % quality and 30% price.

6.1.3 Award a contract to the highest scoring bidder.

7. Background documents¹

7.1 N/A

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.