



Report of: Head of Commissioning, Adults and Health Commissioning

Report to: Director of Communities and Environment

Date: 12th November 2019

Subject: To seek approval to award a contract to Change Grow Live Services Ltd for a Leeds Integrated Offender Management Support Service

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 type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: 10.4 (3) Appendix number: 1	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Summary

1. Main issues

- In order to develop new commissioning arrangements, Adults and Health Commissioning has undertaken a comprehensive service review regarding the provision of a new service model for an integrated offender management support service. Based on the findings of this review, the council has recently undertaken a procurement of a new contract to deliver an Integrated Offender Management Support Service in Leeds.
- Two tender submissions were received for the provision of the service to provide an Integrated Offender Management Support Service in Leeds.
- Following a comprehensive evaluation of the quality of the submitted tenders, it is recommended that the contract is awarded to Change Grow Live Services Ltd.
- Following a mobilisation period, the new service will commence on 1 April 2020, and run for 3 (three) years, with the option to extend the contract for a period up to 24 months in any combination.

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

- Overall, the service will help to tackle poverty and reduce inequalities for service users, helping to ensure safe, strong communities by keeping people safe from harm, protecting the most vulnerable; minimising homelessness through a greater

focus on prevention; reducing health inequalities and improving the health of the poorest the fastest; and supporting growth and investment, helping everyone benefit from the economy to their full potential.

3. Resource Implications

- A maximum budget of £720,000 per annum for the initial 3 year contract term, funded via Safer Leeds, Public Health, and Resources and Housing. The contract will also have provision to be extended for a period of up to 24 months in any combination.
- As the funding from Safer Leeds will only be confirmed on an annual basis, the first after 1st April 2021, due to the on-going developments regarding the offender agenda, an annual review mechanism has been included within the service specification to accommodate any future funding or service scope changes.

Recommendations

- a. The Director of Communities and Environment is asked to note the evaluation process undertaken and approve the award of the contract to Change Grow Live Services Ltd for the provision of a Leeds Integrated Offender Management Support Service to provide intensive support to individual offenders to make positive lifestyle choices and desist from offending for the sum of £2,160,000 for the initial three year contract period. The new service will commence on 1st April 2020 and run for 3 (three) years, with the option to extend the contract for a period up to 24 months in any combination.
- b. The Director of Communities and Environment is asked to approve the implementation of the contract award by Procurement and Commercial Services (PACS) to ensure that the mobilisation of the new service can commence as soon as possible and that the new service is in place and operational from 1st April 2020.

1. Purpose of this report

- 1.1 This report describes the procurement process undertaken to deliver a service to provide an Integrated Offender Management Support Service in Leeds.
- 1.2 This report seeks approval to award the contract to the recommended provider.

2. Background information

- 2.1 The aim of this project was to procure a new contract to deliver an Integrated Offender Management Support Service in Leeds.
- 2.2 The service will provide intensive case management for identified offenders to ensure clear pathways into the services that they need, whilst providing support and activities to encourage behaviour change, development of self-care capability in terms of drug and alcohol, and increased resilience in terms of taking responsibility for their health, wellbeing and behaviour. This intensive approach to addressing the complex nature, and multiple needs of the service users will ensure a smooth transition between custody and the community. The Service will work in partnership with specialist and criminal justice partners to help offenders change their behaviour, access support for drug and alcohol misuse and address housing, employment, training and education needs.
- 2.3 Following a mobilisation period, the start date for the new service is 1st April 2020. The contract shall run for 3 (three) years, with the option to extend the term of the contract for a period of up to 24 months in any combination. The funding envelope for the Integrated Offender Management Support Service is £720,000 (£106,765 Resources and Housing; £357,600 Adults and Health (Public Health); £255,635 Safer Leeds (from grant funding from Office of the Police and Crime Commissioner)).
- 2.4 The procurement was undertaken using the open procedure (a one stage process), which included a requirement that potential providers must pass the technical and professional ability questions included in the Standard Selection Questionnaire (SSQ), to confirm that potential providers have the required experience and knowledge to deliver this service. The procurement was published on YORtender and advertised in the Official Journal of the European Union on 19th July 2019 and the submission deadline was 11th September 2019.

3. Main issues

- 3.1 Two SSQ and tender submissions were received for the provision of the Integrated Offender Management Support Service in Leeds via YORtender (the Council's electronic tendering system) on 11th September 2019 and were checked for compliance against the Tender instructions by PACS.
- 3.2 The two organisations passed the technical stage of the SSQ evaluation on 13th September 2019 to proceed to the next stage of the tender evaluation process.
- 3.3 The evaluation panel was comprised of a Commissioning Programme Leader (the chair), an Advanced Health Improvement Specialist; a Commissioning Manager; and a representative from Safer Leeds. Representatives from West Yorkshire Police were also involved as consultees to the evaluation panel. A Procurement and Commercial Services (PACS) representative was in attendance to provide support, guidance and advice to the evaluation process.

- 3.4 The evaluation was based on a 100% quality basis to ensure the new service can make full use of the budget available to meet demand without compromising on quality in order to maximise the service outcomes. Furthermore, the existing IOM support services have already been subject to funding cuts, due to the reductions in the Central Government Public Health grant. The approval to proceed on the basis of 100% quality was approved under DDN D49846 dated 3rd July 2019. There were a maximum of 1,000 points available overall, 850 points for the quality evaluation of the method statement responses and 150 points for the interview. Tenderers also had to complete a pricing schedule (Service Cost Analysis Form (SCAF)) with a set maximum management/overhead charge of 10%.
- 3.5 Both tender submissions were evaluated in accordance with the instructions contained in the tender documents. There were 8 qualitative areas, which were developed into method statement questions for the tenderers to respond to, and these were:
1. Service delivery
 2. Service Premises
 3. Holistic support
 4. Partnership working
 5. Staffing
 6. Service Outcomes (incl. social value) (economic, social and environmental benefits)
 7. Performance management
 8. Service review and change management
- 3.6 A minimum threshold was applied to each question (60% pass rate per method statement) on the basis that if a tenderer scores less than this on a particular question, then it will be at the discretion of the decision maker as to whether they are accepted or not. A score less than 60% overall would mean that a tenderer would be automatically eliminated from the evaluation process and not considered for the contract.
- 3.7 The method statement responses were evaluated on a consensus basis at evaluation meetings held on 20th and 24th September 2019.
- 3.8 As part of the process, an interview worth 150 points was undertaken with both tenderers on 15th October 2019. The interview was attended by all the members of the panel, as well as a representative and consultee from West Yorkshire Police, and was sound recorded. The interview comprised 3 questions on the following topics:
1. Bringing your bid to life: a service user journey (for which, the tenderers were given 20 minutes to prepare for)
 2. Service Model in the first year
 3. Health and Wellbeing
- 3.9 The total number of marks achieved obtained by Change Grow Live Services Ltd was above the required quality evaluation threshold of 510 points out of a possible 850 points. Appendix 1 provides a breakdown of the marks obtained by Change Grow Live Services Ltd.
- 3.10 Final due diligence checks of the successful tenderer as part of the SSQ self-assessment process are being undertaken by the PACS team. This final vetting process will ensure their Health & Safety and Safeguarding policies meet the council's

minimum standards. Whilst the completion of this process may still be ongoing when the decision to award the contract is made, the contract will not be awarded until all of the checks have been satisfactorily completed.

4. Corporate considerations

4.1 Consultation and engagement

4.1.1 Significant consultation has been undertaken during the development of the new service model including with strategic partners, providers, service users, community members and LCC officers.

4.1.2 Councillor Coupar, Deputy Leader and Executive Member for Communities, has been briefed and updated throughout the project.

4.2 Equality and diversity / cohesion and integration

4.2.1 An Equality, Diversity, Cohesion and Integration Screening Assessment has been completed for this project.

4.3 Council policies and the Best Council Plan

4.3.1 The procurement of a new service to provide an Integrated Offender Management Support Service, which provides intensive support to individual offenders to make positive lifestyle choices and desist from offending, contributes and supports a number of strategies and plans that Leeds as a city is aiming to deliver:

- The Vision for Leeds (2011-2030) is to be the best city in the UK, one that is compassionate with a strong economy that tackles poverty and reduces inequalities.
- The Best Council Plan 2015-20 provides the strategic plan for overarching vision for Leeds, including outcomes for everyone in Leeds to be safe and feel safe, and enjoy happy, healthy, active lives.
- The Leeds Health and Wellbeing Strategy aims to improve the health of the poorest fastest, including the following priority areas; a child friendly city and the best start in life, an Age Friendly City where people age well; housing and the environment enable all people of Leeds to be healthy; strong engaged and well connected communities; promote mental and physical health equally; a stronger focus on prevention; get more people more physically active more often; the best care in the right place at the right time and support self-care with more people managing their own conditions.
- Housing Strategy 2016-21 - Effectively meeting affordable and social housing need, promoting independence and creating sustainable communities to make Leeds the best place to live
- Reducing Reoffending Strategy (in development) – will oversee the strategic direction, design and implementation of an integrated partnership approach to offender management arrangements in Leeds and lead on the development and implementation of new initiatives aimed at reducing reoffending.

- Safer Leeds Community Safety Strategy (2018-2021) – provides shared priorities; Keeping people safe from harm (victim), preventing and reducing offending (offender), Creating safer, stronger communities (location).
- West Yorkshire Reducing Re-offending Strategy (2019-2021) - supports the delivery of the PCC, West Yorkshire Police and Crime Plan and the work of the Local Criminal Justice Board through increased partnership working to reduce reoffending and crime.
- Leeds Inclusive Growth Strategy (2018-2023) – a plan to deliver growth that benefits all Leeds citizens and communities.
- Forthcoming Drug and Alcohol Strategy and Action Plan 2019-2024.
- Forthcoming City Centre Community Safety Strategy 2019-22.

Climate Emergency

- 4.3.2 Environmental considerations of delivering the new service were included and evaluated as part of the tender exercise.
- 4.3.3 The service specification requires that the provider must meet all Legislation, Guidance and Good Industry Practice in environmental management and the objectives of the Authority’s sustainability policies. Officers from Adults and Health will work with the service through the contract management process to ensure it is proactively seeking to minimise its carbon footprint, thereby supporting the Council in achieving its ambition to be carbon neutral by 2030.

4.4 Resources, procurement and value for money

- 4.4.1 The funding (£720,000 per annum) for the new service is made up of £106,765 from Resources and Housing; £357,600 from Adults and Health (Public Health); and £255,635 from Safer Leeds (from grant funding from Office of the Police and Crime Commissioner).
- 4.4.2 The tender submission was within the budget and the submission received from Change Grow Live Services Ltd was for the sum of £2,160,000 over the three year term of the contract.

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

- 4.5.2 The procurement has been undertaken in accordance with the council’s Contract Procedure Rules and the Public Contract Regulations 2015.
- 4.5.3 This decision to award the contract is a significant operational decision as it is a direct consequence of the previous decision giving authority to procure which was approved on 3rd July 2019.
- 4.5.4 Appendix 1 to this report, which contains details of the tender evaluation scores, has been marked as exempt from publication under Access to Information Procedure Rules 10.4 (3) on the basis that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) which, if disclosed to the public, would, or would be likely to prejudice the commercial interests of that person or of the Council. The information

is exempt if and for so long as in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information. In this case it is considered in the public interest to maintain the exemption.

4.6 Risk management

- 4.6.2 The procurement process has been undertaken in a fair, open and transparent way and in adherence with the council's Contract Procedure Rules and the Public Contract Regulations 2015.
- 4.6.3 Project risks were reviewed on a regular basis and the project team will continue to meet and therefore monitor any risks during the mobilisation phase of the project.

5 Conclusions

- 5.1.1 The procurement has been undertaken in line with relevant procurement processes. The recommendation to award the contract to Change Grow Live Services Ltd follows the evaluation of the quality aspects of their submitted tender.
- 5.1.2 Change Grow Live Services Ltd has been found to meet the necessary criteria, reflecting the desired outcomes that the Council would hope to achieve through the delivery of the contract whilst achieving value for money.

6 Recommendations

- 6.1.1 The Director of Communities and Environment is asked to note the evaluation process undertaken and approve the award of the contract to Change Grow Live Services Ltd for the provision of a Leeds Integrated Offender Management Support Service to provide intensive support to individual offenders to make positive lifestyle choices and desist from offending for the sum of £2,160,000 for the initial three year contract period. The new service will commence on 1st April 2020 and run for 3 (three) years, with the option to extend the contract for a period up to 24 months in any combination.
- 6.1.2 The Director of Communities and Environment is asked to approve the implementation of the contract award by Procurement and Commercial Services PACS to ensure that the mobilisation of the new service can commence as soon as possible and that the new service is in place and operational from 1st April 2020.

7 Background documents¹

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.