

ACTION TAKEN BY CABINET MEMBER (EXECUTIVE FUNCTION)

Subject	Prevention Services – Award of single source contracts
Cabinet Member	Cabinet Member for Adults
Date of Decision	10 April 2014
Date of decision comes into effect	10 April 2014
Summary	<p>This report recommends awarding individual single source contracts for prevention services delivered by the following organisations:</p> <ul style="list-style-type: none"> British Red Cross Stroke Association Alzheimer’s Society Middlesex Association for the Blind Barnet Refugee Service Chinese Mental Health Association Barnet Asian Women’s Association Mind in Barnet Barnet Bereavement Service North London Eating Disorder Support Group Barnet Depression Alliance Cherry Lodge Cancer Care Dimensions <p>All contracts will be awarded for one year with the option to extend for a further year subject to review (except the contract with Dimensions that will be awarded for a period of 6 months).</p> <p>All contracts have a start date of 1 April 2014.</p>
Officer Contributors	<p>Ian Hutchison, Commissioning Lead, Adult and Communities</p> <p>Caroline Chant, Joint Commissioner, Barnet Clinical Commissioning Group and Barnet Council</p> <p>John Mason, Commissioning Lead, Adult and Communities</p>
Status (public or exempt)	Public

Wards affected	All
Enclosures	None
Reason for exemption from call-in (if appropriate)	N/A
Key decision	No

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1. RELEVANT PREVIOUS DECISIONS

- 1.1 Cabinet Resources Committee, 22 July 2008 (Decision item 11) – Approved changes to voluntary sector commissioning arrangements through the Third Sector Commissioning Framework.
- 1.2 Cabinet Resources Committee, 8 December 2009 (Decision item 7) - approved the strategic document 'Looking after Yourself – a Prevention Framework for Barnet' as the basis for the commissioning of preventative services by Adult Social Services.
- 1.3 Cabinet Resources Committee, 2 March 2011 (Decision item 7) agreed the priority areas for the NHS funding for social care and for its deployment to be overseen by the shadow Barnet Health and Well-Being Board.
- 1.4 Cabinet Resources Committee, 28 July 2011 (Decision item 10) approved the Council entering into a two-year Section 75 National Health Service Act 2006 pooled funding agreement with NHS Barnet with the Council acting as lead commissioner.
- 1.5 Cabinet Resources Committee 17 July 2012 (decision item 11) agreed the Older Adults Day Opportunities Service Model for Older People. This included an addition of £150,000 to the older adults' prevention budget to support the neighbourhood model, and a report to be given to Cabinet no later than 27 September 2012 on the implementation plan developed with existing older adults' day care providers.
- 1.6 Cabinet Resources Committee on 18 October 2012 (decision item 5) agreed the implementation plan developed with local providers for the neighbourhood model; that the Barnet Provider Group (BPG) be commissioned to operate a neighbourhood service.
- 1.7 It was resolved as part of the above Committee decision item that Practical Support Services (Handyperson and Home from Hospital as one lot; Later Life Planning as a second lot) be subject to competitive procurement starting on 19 October 2012 for commencement of services by 1 April 2013.
- 1.8 Cabinet Resources Committee on 20 June 2012 (decision item 17) approved 'Re-commissioning preventative provision for people with learning disabilities to support personalisation of social care and health'. This approved contract award to Dimensions from October the 1st 2012 to March 31st 2014 (18 months) and the procurement of revised service for April 2014.
- 1.9 Cabinet Resources Committee on 18 July 2013 agreed Integrated Adults Health and Social Care arrangements including the following recommendations:
 - 1.9.1 That the Committee authorises the development of an overarching Section 75 National Health Services Act 2006 Agreement (Section 75 Agreement) between London Borough of Barnet and NHS Barnet Clinical Commissioning Group (CCG) to jointly commission adult health and social care services as part of the Health and Social Care Integration Programme.

- 1.9.2 In the future where feasible and desirable the joint commissioning of Community equipment and Voluntary Services Commissioning within a Prevention Framework may be incorporated within the overarching agreement.
- 1.10 A Delegated Powers Report is being approved for the council entering into a Section 75 Agreement for a term of 26 months commencing on the 1 February 2014 for Voluntary Services Prevention Commissioning and to include this within the overarching Section 75 Agreement for Adults between London Borough of Barnet and NHS Barnet Clinical Commissioning Group (CCG)
- 1.11 The overarching Section 75 Agreement is for the joint commissioning of adult health and social care services as part of the Health and Social Care Integration Programme. The overarching Section 75 Agreement ends 31 August 2016.

2. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 2.1 One of the key aims of the Corporate Plan 2013-16 is 'To promote a healthy, active, independent and informed over 55 population in the borough to encourage and support our residents to age well'.
- 2.2 This report concerns the maintenance of contracted services which might otherwise oblige incumbent providers to cease delivery. The recommended decision is intended to ensure compliance with the Council's Contract Procedure Rules and therefore supports the Corporate Plan commitment to the Council's business being well-run, efficient and transparent.
- 2.3 The strategic document 'Looking after Yourself – a Prevention Framework for Barnet' formed the basis for the commissioning of preventative services by Adult and Communities.
- 2.4 These services support the objectives outlined in the Barnet Health and Wellbeing Strategy, 'Keeping Well, Keeping Independent'
- 2.5 The Clinical Commissioning Group recently published the Mental Health Commissioning Strategy for Adults and Older Adults 2013-2015 which was presented to and agreed by the Health and Wellbeing Board in October. The strategy calls for a significant reshaping of mental health services with the aim of delivering moving care away from secondary mental health services and into the community in order to prevent and reduce the need for long term statutory health and social care service. This strategy informs the commissioning intentions for the grouping referred to as Wellbeing Services.
- 2.6 Barnet's Joint Strategic Needs Assessment sets out the gaps in the provision of sensory impairment services and gives rise to a continuing need to address the future challenges which include an increase in the number of people with sensory impairment conditions

3. RISK MANAGEMENT ISSUES

- 3.1 Entering into contracts under a single source option is vital to ensure continuity of services. In some areas, this will include designing services

which will appeal to a variety of suppliers and enable a competitive procurement.

- 3.2 Whilst these services are of low monetary value and deliver preventative support rather than discharge statutory duties, their profile and impact across the wider care economy is considerable. The Council also has a good track record of commissioning and working in partnership with these organisations.
- 3.3 There is little risk to the Council awarding single source contracts as they are for Part B services, as specified in the Contract Procedure Rules of the Barnet Constitution. Part B services are subject to a lesser procurement regime and whilst they do not require any form of prior advertising they are still caught by the general obligations of transparency, mutual recognition, non-discrimination and equal treatment.

4. EQUALITIES AND DIVERSITY ISSUES

- 4.1 The Equality Act 2010 places a duty on public authorities to have due regard to eliminating unlawful discrimination, advancing equality and fostering good relations in the contexts of age, disability, gender reassignment, pregnancy and maternity, religion or belief and sexual orientation.
- 4.2 The recommended contracts require providers to have a high standard of equitable behaviours. This includes compliance with Equal Opportunities Legislation, operating an equal opportunities policy, observing Codes of Practice issued by the Commission for Equality and Human Rights, and giving appropriate consideration to each customer's race, nationality, cultural or ethnic background, marital status, age, gender, religion, sexual orientation and disabilities.
- 4.3 Equalities Analysis has been completed for each area of voluntary sector recommissioning. The development of new service models, as enabled through the award of single source contracts, will address the specific equality issues identified.

5. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

5.1 Finance & Value for Money

- 5.1.1 The voluntary sector funding reductions as agreed by Cabinet Resources Committee on the 14 February 2011 have been successfully implemented. The majority of these services have been subject to a 23% and 10% reduction respectively in 2011 and 2012.
- 5.1.2 A pooled funding agreement between NHS Barnet (now Barnet Clinical Commissioning Group) and the Council for Voluntary Services Commissioning within a Prevention Framework, was agreed on 28.08.2012. The agreement sets out that the Council will act as lead commissioner.
- 5.1.3 The pooled budget, managed through a Section 75 agreement, contributes to the Council managing resources across the public sector in an effective and sustainable way through integrated commissioning and a joined approach to the market. This is important at a time when the Council and Barnet Clinical Commissioning Group are facing significant budgetary constraints.

- 5.1.4 A Delegated Powers Report is being approved for the council entering into a Section 75 Agreement for a term of 26 months commencing on the 1 February 2014 for Voluntary Services Prevention Commissioning and to include this within the overarching Section 75 Agreement for Adults between London Borough of Barnet and NHS Barnet Clinical Commissioning Group (CCG). The total pooled budget for 1 April 2014 to 31 March 2015 is £2,261,978 including a contribution from the Local Authority of £1,529,694 and from the CCG of £732,284. The pooled budget for 1 April 2015 to 31 March 2016 is £2,184,959 including a contribution from the Local Authority of £1,529,694 and from the CCG of £655,266.
- 5.1.5 The revenue for both the dementia and stroke support services is provided through a bundle of different funding streams; LBB and BCCG (see table in 8.10). The decision regarding ongoing funding for some elements is dependent on allocation of funding via the Barnet Integrated Health and Social Care model and the Better Care Fund.
- 5.1.6 The intention is to recommission the new service models in 2014/15 using the existing resources with a requirement to deliver more outcomes for the level of funding. For some services, resource levels will be subject to allocation of funding via the Better Care Fund as referred to above.

5.2 Procurement

- 5.2.1 The award of single source contracts is an opportunity to regularise the following contracts, further develop an understanding of the requirements for these services and to agree procurement plans by summer 2014.

5.2.2 Home from Hospital

- 5.2.3 A total of 19 providers registered for information when this service was tendered for in early 2013, however only three bids were received all of which were in respect of Later Life Planning only. Subsequently the Home from Hospital contract was extended for six months from April 2013 to allow time to review the failed procurement and re-position the service accordingly. A further extension to March 2014 was authorised on 19 July 2013 by DPR, action taken under delegated powers by manager.

- 5.3.4 British Red Cross is the incumbent providers of the service. It is therefore proposed that this requirement be procured from them as single source supplier. An open procurement process will follow on from the end of this period.

5.2.5 Stroke Support

- 5.2.6 Only one other provider responded to the request for Expressions of Interest published in September 2013. That provider subsequently withdrew indicating they would not be in a position to supply all of the services specified.
- 5.2.7 The absence of other interest in supplying Stroke Support Services, and the commitment of the Stroke Association, as the existing provider, to developing an integrated care pathway in Barnet, substantiate this proposal to action the sole supplier option with the existing supplier.

5.2.8 Dementia Services

- 5.2.9 The proposed single source contracts for a 12 month period provides the opportunity to engage with key stakeholder groups, including current and potential service users, providers and carers in the development and procurement of a single dementia contract by 2015/16.
- 5.2.10 This will ensure allocation of procurement resources for the effective management of the tender process, confirmation that ongoing funding will be available through the Better Care Fund, and agreement as to the location of these services.

5.2.11 Sensory Impairment Services

- 5.2.12 Future procurement of sensory impairment services will be informed by a business case being presented to the Health and Well Being Board on obtaining funding for an Eye Clinic Liaison service. The recommendation is to create efficiencies through a joint procurement process.

5.2.13 Wellbeing Services

- 5.2.14 The services currently delivered by the eight organisations in this area of recommissioning, were subject to an extensive service review process in the summer, the conclusions and recommendations of which were presented and signed off by the Adult and Community Delivery Unit Senior Management Team in October 2013.
- 5.2.15 The recommendation to award single source contracts to the eight organisations provides the opportunity to engage with key stakeholder groups, including current and potential service users, providers and carers in development and procurement of a new wellbeing service in 2015. It also ensures allocation of procurement resources for the effective management of the tender process.

5.2.16 Autism and Learning Disabilities Support

- 5.2.17 A single contract is currently in place with Dimensions for the provision of Support and Employment Services to people with learning disabilities and people with autism. This is due to expire on 31.3.2014.
- 5.2.18 A formal procurement process is underway but due to delays it has not been possible to publicly confirm the contract award.
- 5.2.19 Entering into a single source contract award with Dimensions ensures continuation of the services currently being provided as well as a smooth transition to the new service model. This arrangement will also ensure the current contract does not become non-compliant with the Council's contract procedure rules.

- 5.3 **Staffing** - Awarding single source contracts does not have any workforce impact.

6. LEGAL ISSUES

- 6.1 Section 75 of the NHS Act 2006 empowers health and social care organisations to make contributions to a common fund to be spent on agreed projects or used for delivery of specific or delegated functions. Regulations and Government guidance indicate how section 75 arrangements should be set up.
- 6.2 These services are Part B Services under public procurement rules with no apparent cross border interest so the Council does not need to undertake a competitive procurement exercise under the Public Contracts Regulations 2006.
- 6.3 The Council's Commercial and Customer Services Director has approved the contract awards as a Single Tender Action as required by Contract Procedure Rule 9.1 of the Council's Constitution.
- 6.4 The proposed contracts will be in a standard form approved by HB Public Law.

7. CONSTITUTIONAL POWERS

- 7.1 Council Constitution, Responsibility for Functions, paragraph 4.2 details the responsibilities of individual Cabinet Members. The Cabinet Member for Adults has responsibility for "promoting the best possible adult social services and seamless care in the community by working with and optimising all opportunities offered by other providers to further these aims."
- 7.2 Paragraph 4.3 provides that Cabinet Members powers include "To authorise inviting tenders for and acceptance of tenders or quotations in accordance with the Contract Procedure Rules." Contract Procedure Rules, Appendix 1, Table 1 provides that acceptance documentation for contracts of £500,000 and above is by Cabinet Member DPR.
- 7.3 Section 9 of Contract Procedure Rules allows for a single tender action or commitment to take place with approval in advance by the Commercial and Customer Services Director.

8. BACKGROUND INFORMATION

- 8.1 Adults and Communities analysed its commissioning requirements for preventative services during 2009/10 in order to deliver the objectives of Looking After Yourself – A Prevention Framework for Barnet.
- 8.2 The analysis identified six areas for recommissioning, with existing provision grouped in to following; Information, Advice and Advocacy; Autism and Learning Disabilities Support; Carers Support; Mental Health Day Opportunities; Older Adults Day Opportunities and Wellbeing Services.
- 8.3 Alongside this, there were existing services which were considered niche and it was agreed these would be looked at individually, including Home from Hospital Support, Stroke Support, Dementia Services and Sensory Impairment Services.
- 8.4 **Home from Hospital**
 - 8.4.1 A report on Practical Support Services commissioning options (Handyperson

and Home from Hospital) was considered at the Commissioning Board on 8 May 2013. The paper presented a range of options consequent upon no bids being received through the recent tender process. Feedback from the incumbent providers highlighted reduction in the contract value as a major barrier to their bids. The Commissioning Board recommended efforts be made to secure further funding.

- 8.4.2 Feedback also noted that from the Home from Hospital provider had seen supplementary funding withdrawn to the extent that the service had already been reduced within the current funding. The conflation of this service into one bid lot with Handyperson was not seen as a manageable route to cost efficiencies.
- 8.4.3 Authorisation of extension of the contract for six months with an option to extend for a further six months was granted to allow time for consideration of Section 256 bids – which will merge with the Better Care Fund - to augment funding, further market testing and review of the existing Specification with a view to subsequent re-tendering. The Home from Hospital service has not been subject to competitive procurement prior to the CRC decision of 18 October 2012.
- 8.4.4 Further work has identified a need for a service improvement initiative for Home from Hospital. This will seek to better align the service with the falls pathway and other hospital discharge/admissions avoidance supports, with a focus on an integrated approach across a range of level of needs. A multi-disciplinary workshop was held in December 2013, and a revised model of service delivery together with a business case for increased investment will be in the work programme for 2014/15.

8.5 Stroke Support

- 8.5.1 Services provided by the Stroke Association were included within the review of the stroke pathway conducted by external consultants (Pathway modelling as set out in DPR No 1403: Care Pathway Modelling and Invest to Save Intervention Design, 24 Aug 11)
- 8.5.2 A paper was presented to the Commissioning Board on 04 March 2013 entitled Preventive Services: Review and Future Procurement. It noted delay in completion of the pathway modelling work and recommended further contract extension to April 2014. One output of the modelling work already agreed was provision of a Stroke Review Service, and a contract variation was made in August 2013 in respect of this.
- 8.5.3 The Stroke Association have been providing support services to stroke survivors in Barnet for a number of years, firstly through grant funding from both NHS Barnet and Barnet Council, and latterly through formal contracting arrangements with the Council as lead commissioner.
- 8.5.4 The contract for all these support services expires in March 2014.
- 8.5.5 The Stroke Association is identified as a key player in the work to implement the stroke care pathway, and in entering a new contract with the Council will work to a revised Specification optimising its input with local partners.

8.6 **Dementia**

- 8.6.1 The Council and the Barnet Primary Care Trust developed a Dementia Action Plan in 2010 to create a new model of care and to deliver the key recommendations of the Department of Health's National Dementia Strategy: Living Well with Dementia.
- 8.6.2 The strategic Dementia Action Plan aims to move away from a model of care that encourages reliance solely on health and social care services and instead balances statutory services with support through a community based approach.
- 8.6.3 The Barnet Alzheimer's Society have been providing support services to people with dementia in Barnet for a number of years, firstly through grant funding from both BCCG and Barnet Council, and then via formal contracting arrangements with the Council as lead commissioner. The services provided by the Barnet Alzheimer's Society are an integral part of the Barnet Dementia Pathway to be organised around a Dementia Hub. This has been identified as a priority by a large range of stakeholders during the Dementia Pathway work. Additional investment is being made through the Clinical Commissioning Group to expand the dementia memory service provided by the Barnet Enfield and Haringey Mental Health Trust with immediate effect and development of the dementia advisor service will be an important part of the care pathway.
- 8.6.4 The services addresses the need for specialist advice and support at an early stage will deliver specific information prior to and at point of diagnosis. It will promote better informed decision making so that independence can be sustained. It will provide specialist abilities, skills and knowledge, working in an integrated health and social care environment.

8.7 **Sensory Impairment**

- 8.7.1 Barnet's JSNA sets out the gaps in the provision of sensory impairment service and gives rise to a continuing need to address the future challenges which include an increase in the number of people with sensory impairment conditions.
- 8.7.2 The Middlesex Association for the Blind (MAB) have been providing support services for people with visual impairment in Barnet for a number of years, firstly through grant funding and latterly through formal contracting arrangements with the Council. This is a small contract (value c £28K) that nevertheless delivers a highly valued and niche service. The service provides home visiting plus a more intensive service for those with more complex needs. Referrals are largely through the Council's Sensory Impairment Team.
- 8.7.3 A Barnet Vision Strategy Conference was held in January 2013; attended by 55 service users and providers from across the sight loss pathway, including service users, opticians, providers of support services and health and social care professionals (including clinicians from RFH). The product of this conference was a report called the Barnet Vision Strategy, which identified gaps in service provision and priorities. One of the top 3 key priorities identified was the provision of an Eye Clinic Liaison service (ECLS), and a business case is due to be presented to the Health and Well Being Board, via the Physical Sensory Impairment Board. There will be opportunities to create

efficiencies through a joint procurement process if ECLS are successful in obtaining funding.

8.8 Wellbeing Services

- 8.8.1 This recommissioning grouping includes services delivered by the following eight organisations, Barnet Refugee Service; Chinese Mental Health Association; Barnet Asian Women's Association; Mind in Barnet; Barnet Bereavement Service; North London Eating Disorder Support Group; Barnet Depression Alliance and Cherry Lodge Cancer Care.
- 8.8.2 Service Reviews were undertaken in early 2013. The reviews evidenced that the services currently being delivered by the organisations are valued but there are some gaps, especially in reaching particular demographic groups of our population, including people from BMER (Black, Minority, Ethnic and Refugee) communities, in particular those from new immigrant communities, carers and young people.
- 8.8.3 The reviews concluded there is scope to commission services differently in order to maximise benefits with rising demand and in the absence of new funding. Awarding single source contracts for twelve months will provide the opportunity to remodel and procure services taking account of the review outcomes, stakeholder feedback, emerging needs and wider commissioning developments that have taken place over the past 2-3 years.
- 8.8.4 The Mental Health Commissioning Strategy aims to build on and extend the current integrated care approach for the frail elderly to mental health services for adults and older adults. The strategy was presented to and agreed by the Health and Wellbeing Board in October and includes specific priorities around prevention and early intervention. A Transformation Board which will include BCCG, Council and provider representatives are due to develop and agree an implementation plan to take forward the aims and objectives of the strategy.
- 8.8.5 In response to the Children and Families Bill, the Council is developing a 'local offer' for children and young people up to the age of 25 year which is expected to be concluded by September 2014. The intention is to take account of the details of the implementation plan and 'local offer' development in the recommissioning of the new services.

8.9 Autism and Learning Disabilities

- 8.9.1 The first phase of recommissioning took place during 2011/12 with the incumbent provider organisations, Barnet Mencap and Dimensions with a revised service model and service specification. The contract start date was 1 October 2012 and the lead provider was Dimensions.
- 8.9.2 The specification for the new Support and Employment Service was developed through engagement with key stakeholders. This has included listening to the views of people who have previously used or are currently using the 'Working for You' service in Barnet and the two partner organisations currently providing the service. There has been ongoing stakeholder engagement, including people with learning disabilities and people with autism, family /carers and the Learning Disability Partnership Board. There has also been engagement with senior managers in the Learning Disability Service to help develop the specification.

8.9.3 The tender process has resulted in a delay to the planned contract award date. It is therefore necessary to award a single source contract to the current lead provider to ensure there is a continuity of service and a successful transition to the new service.

8.10 The contract values are listed below, based on 24 months (1 + 1 year)

Organisation	Service	Annual Contribution		Total Contract Value
		LBB contribution	Barnet CCG contribution	
British Red Cross	Home From Hospital Service	£37,975	£0.00	£75,950
Middlesex Association for the Blind	Sensory Impairment (Home Visiting Service and Floating Support)	£28,252	£0.00	£56,504
Barnet Refugee Service	Wellbeing Service (Health Promotion, Health Advocacy Training)	£0.00	£66,946	£133,892
Chinese Mental Health Association	Wellbeing Service (Floating Support)	£46,894	£0.00	£93,788
Barnet Asian Women's Association	Wellbeing Service (Mental Health Service)	£29,656	£0.00	£59,312
Mind in Barnet	Wellbeing Service (Counselling)	£0.00	£76,961	£153,922
Barnet Bereavement Service	Wellbeing Service (Bereavement Services)	£3,001	£12,478	£30,958
North London Eating Disorders Support Group	Wellbeing Service (Eating Disorders Support Group)	£1,066	£1,440	£5,012
Barnet Depression Alliance	Wellbeing Service (Barnet Depression Alliance)	£454	£0.00	£908
Cherry Lodge Cancer Care	Wellbeing Service (Macmillan Cancer Information and Outreach Information Nurse)	£0.00	£14,085	£28,170
Dimensions	Autism and Learning Disabilities (Support and Employment Service)	£187,500 (6 month value)	£0.00	£187,500

Stroke Association				
Service	Included in core funding	Subject to further funding after August 2014	Contract values if further funding not agreed	Contract values if further funding agreed
Stroke Information and Advice, and Communication Support	yes	no	£71,979	£71,979
Stroke Reviews	no	yes	£12,500	£37,500
Yearly payment			£84,479	£109,479
24 Months				£218,958

Alzheimer's Society				
Service	Included in core funding	Subject to further funding after August 2014	Contract values if further funding not agreed	Contract values if further funding agreed
Dementia and Carer support, Marillac at Stepping Stones including rental	yes	no	£143,748	£143,748
Dementia Advisor	no	yes	£25,000	£60,000
Yearly payment			£168,748	£203,748
24 Months				£407,496

9. LIST OF BACKGROUND PAPERS

9.1 None

10. DECISION OF THE CABINET MEMBER(S)

I authorise the following action

To award individual single source contracts for prevention services delivered by the following organisations:

British Red Cross

Stroke Association

Alzheimer's Society

Middlesex Association for the Blind

Barnet Refugee Service

Chinese Mental Health Association

Barnet Asian Women's Association

Mind in Barnet

Barnet Bereavement Service

North London Eating Disorder Support Group

Barnet Depression Alliance

Cherry Lodge Cancer Care

Dimensions

All contracts will be awarded for one year with the option to extend for a further year subject to review (except the contract with Dimensions that will be awarded for a period of 6 months).

All contracts have a start date of 1 April 2014.

Signed



Date

10.04.14