

SURREY COUNTY COUNCIL

CABINET

DATE: 24 NOVEMBER 2015



REPORT OF: MR MEL FEW, CABINET MEMBER FOR ADULT SOCIAL CARE, WELLBEING AND INDEPENDENCE

MS DENISE LE GAL, CABINET MEMBER FOR BUSINESS SERVICES AND RESIDENT EXPERIENCE

MRS LINDA KEMENY, CABINET MEMBER FOR SCHOOLS, SKILLS AND EDUCATIONAL ACHIEVEMENT

LEAD

OFFICER: MR DAVID SARGEANT, STRATEGIC DIRECTOR, ADULT SOCIAL CARE

SUBJECT: APPROVAL TO AWARD A CONTRACT FOR THE PROVISION OF COMBINED SENSORY SERVICES AND FOR THE PROVISION OF MOBILITY AND INDEPENDENT LIVING SKILLS

SUMMARY:

This Cabinet report seeks approval to award a three year contract with an option to extend for up to two additional one year periods to Sight for Surrey for the provision of combined sensory services and mobility and independent living skills, to commence on 1 February 2016. Annual value of this contract is £1.5m. The report provides details of the procurement process, including the results of the evaluation, and, in conjunction with the Part 2 report demonstrates why the recommended award delivers value for money and meets the needs of individuals in Surrey.

In line with the general responsibilities of local authorities under the Care Act 2014 Surrey County Council must promote wellbeing of individuals, empowering adults and children to remain active in their local communities with support to access services and activities that help them sustain their independence. The Friends Family and Community agenda supports this. Key to this is the provision of appropriately commissioned services and access to information, advice and support to help individuals receive a timely diagnosis and community based support thereafter. These principles will be at the heart of the new contract for combined sensory services and mobility and independent living skills services that will be delivered to Surrey residents from 1 February 2016.

Due to the commercial sensitivity involved in the contract award process, the Value for Money details have been included as a Part 2 report.

RECOMMENDATIONS:

It is recommended that a contract for the provision of combined sensory services and for the provision of mobility and independent living skills is awarded to Sight for Surrey starting from 1 February 2016 for a period of three years with an option to extend on an annual basis for two more years.

REASON FOR RECOMMENDATIONS:

The current separate contracts listed below are due to expire on 31 January 2016.

- A. Contract for the provision of services for people with visual impairments delivered by Sight for Surrey
- B. Contract for the provision of services for people with hearing impairments delivered by First Point

The contract listed below expired on 31 October 2015 with temporary arrangements currently in place to ensure continued service delivery.

- C. Contract for provision of mobility and independent living skills delivered by Sight for Surrey

A joint contract for adults and children's demonstrates best practice and has the biggest potential to deliver improved outcomes for Surrey residents and will provide value for money.

This joint contract will ensure that Surrey residents continue to receive a timely provision of service, and enable Surrey County Council to continue to meet its statutory duties to provide appropriate services to people with a visual impairment, hearing impairment, dual sensory loss, people who are Deaf, people who use British Sign Language, and to children for provision of mobility and independent living skills.

DETAILS:

Business Case

1. Sensory services, for people with sight and/or hearing impairments, provide vital support to Surrey residents to maintain their independence at home through the provision of early intervention and prevention, specialist assessments and support, community equipment and adaptations, and can delay or avoid admission to hospital and residential/nursing care.
2. The Council believes that combining visual and hearing impairment services across the County will improve outcomes for Surrey residents and value for money:
 - a) Aim to ensure services are build around the needs of people and their families, rather than be separated to fit local authority structure
 - b) Single point of contact, while retaining separate skills sets
 - c) Improved links between health, social care, rehabilitation services and the voluntary sector around identification and notification of sensory impairment
 - d) Commissioning and delivering high quality personalised, equitable, responsive and affordable services that reflect the needs and wishes of people with sensory impairment at their families

- e) Ensuring equitable access to a range of services which are integrated across settings, professions and organisations
- f) Achieving outcomes which make a real difference to the lives of people with sensory impairments

Above outcomes will help people with sensory impairments to live as independently as possible.

Doing this will support the personalisation agenda and help the Council. By combining these services will enable timely assessment and intervention that can reduce ongoing care needs.

3. This contract will ensure the rights of Surrey's most vulnerable sight and hearing impaired residents are protected and promoted and that children and young people in Surrey with visual impairment will have access to assessment and habilitation, specialist assessment, information, support and advice for children and their parents, as well as mobility and independent living skills programmes.

Background and options considered

4. Two commissioning strategies informed the re-commissioning process.
 - a) Adults Joint Commissioning Strategy
 - b) Children's Commissioning Strategy
5. The Adults Joint Commissioning Strategy provides an overview of the proposed service developments for adults living in Surrey who are profoundly deaf, are Deaf and use British Sign Language, who are hearing impaired, sight impaired, severely sight impaired or who have dual sensory loss. The aim of all services is to provide sensory impaired people with appropriate support and resources to maintain and/or improve their health and wellbeing, enabling them to continue to live as independently as possible.
6. The Surrey Children's Commissioning Strategy aims to ensure all children have the right to the best education possible to equip them with the skills and knowledge they need for life. Also, the re-commissioning process undertaken ensures compliance with the requirements identified within the Special educational needs and disability code of practice: 0 to 25 years 2014. It reflects the drive within the UK Vision 2020 Strategy 2013-2018 that Children and young people should be assured full access to the academic and habilitation (mobility and independence skills) curricula and equality of opportunity. From a Surrey perspective, the provision of habilitation also responds to the vision of the Children, Schools and Families directorate that "Every child and young person will be safe, healthy, creative, and have the personal confidence, skills and opportunities to contribute and achieve more than thought possible."
7. We currently have separate services for people with hearing and visual impairment, provided to SCC residents by Sight for Surrey and First Point. These contracts are expiring on 31 January 2016; it was therefore necessary to start the procurement process for future provision of Sensory Services to Surrey residents.

8. Both Surrey County Council and NHS organisations in Surrey face significant financial challenges. Therefore, different options were considered in order to ensure that the newly commissioned services are cost effective and offer best value. New ways of working and providing services were explored.
9. Options considered – Adult Services:
 - A. **Re-tender for two separate contracts for visual and hearing impairments – as per current arrangement.**
This option was discounted as was deemed inefficient, as some services (Dual Sensory Loss) could be covered by both contracts.
 - B. **Tender for a single contract for combined sensory services.**
Bringing visual and hearing impairments into one contract was considered a viable option, in line with the commissioning intentions, which recognized potential for delivering a better, more integrated and joined up service to Surrey residents. Opportunities for efficiencies and savings were also identified as part of the review.
10. Options considered – Schools & Learning – Physical and Sensory Support Service :
 - A. **Bring services in-house** - Assuming the staff would agree to be TUPE'd, which they may not, this may reduce cost slightly and bring it closer to the £105,000. However, it would impact negatively on a local Voluntary Care Service which provides not only habilitation services for Surrey but also a wider range of value and emotional support for Surrey families and Children and Young People with vision impairment. We would also lose the other links we have to their charitable activities and for the Children, young people and families to feel there is an 'independent' provider they can contact who will work with them across the transition from Children's to Adult services. Also as one of the paediatric habilitation officers does not work only for Sight for Surrey we may find that we do not have sufficient trained and experienced staff who want to move.
 - B. **Tender for a single contract for the provision of mobility and independent living skills for children and young people.**
This was considered a viable option which was in line with Schools & Learning commissioning Strategy.
11. Option recommended – joint process
 - A. **Tender for a single contract combining sensory services contracts for Adult's and Schools & Learning's requirements**
Procurement identified this option as having the biggest potential to deliver improved process, delivery and outcomes to Surrey residents. Market intelligence told us that the same providers often deliver Services to Adults and Children and would be interested in bidding for Adults and Children's contracts. By integrating both areas we will be able to jointly manage and monitor the contract.

Procurement Strategy

12. After a full and detailed options analysis, including consultation with service user groups, it was decided to go out to tender for a combined sensory services contract incorporating both Adults' and Schools & Learning's requirements.
13. Preparations for the retendering of combined sensory services commenced in 2014 – i.e. consultation on a draft service specification and procurement approach. Procurement delivered a Concept Day that was held in January 2015 that involved a wide range of key stakeholders. Consultation and co-production continued through early spring 2015. A full competitive tender process, compliant with the European Public Procurement Regulations and Procurement Standing Orders, has been carried out following the receipt of authority from Procurement Review Group (PRG) on 1 April 2015. The final Tender documents were published on the e-tendering portal with a closing date of 11 May 2015.
14. It was decided that the open procedure was appropriate and bidders were given 35 days to complete and submit their tender.
15. Tender received was evaluated against a number of quality questions. This aspect made up 60% of the overall score with price evaluation making up the balance.
16. Bidders were asked to respond to quality questions which included:
 - What key skills and resources, as perceived by people using and people funding your service, will demonstrate your success in delivering services for people with combined sight and hearing loss?
 - How will your service ensure the provision of separate specialist services for people with sight and hearing loss (as well as those with combined sight and hearing loss)? Please outline the benefits of delivering these within a combined sensory service.
 - What preventative activity do you undertake? How does this promote wellbeing, early intervention and maximising independence?
 - How will you ensure you are able to respond to the requests for specific services, equipment, or aids, tailor-made to the needs of individuals? How will you provide personalised information in an accessible way to a person who is both deaf and blind?
 - In what ways will you deliver additional environmental, social and economic benefits to the community above and beyond the delivery of your specific service?
 - Please describe the added value that will be achieved by working in a formal or informal partnership with other local provider(s) to deliver the service. If you are applying as a single provider please describe what added value you will be able to deliver?

Key Implications

17. The Council will meet its statutory duties by awarding a contract to the recommended supplier for the provision of combined sensory services and provision of mobility and independent living skills to commence on 1 February 2016.
18. The Council can terminate the contract with three months notice should priorities change or funding no longer be available or if the provider commits a breach of the terms of the agreement. The specification also facilitates flexibility in service levels commissioned, in case of greater demand than anticipated.
19. The Terms & Conditions of the contract include standard provision for:
 - Default
 - Dispute resolution.
20. Business Continuity Plans were evaluated as part of the Tender. The Provider successfully completed satisfactory financial and competency checks.
21. To ensure that individuals with visual and/or hearing impairments are at the centre of future service delivery, the new service specification was designed around these specific objectives for Schools & Learning:
 - to teach children and young people who have vision impairment the skills and concepts necessary to enable them to travel safely and independently and with confidence in the future
 - to encourage children and young people with some residual vision to make best possible use of their vision
 - to plan and provide Independent Living Skills (ILS) training to enable children and young people to acquire the skills needed to function as independently as possible and to have choice over the activities of daily living as and when requested by Physical and Sensory Support (Visual Impairment) and in conjunction with a mobility and ILS training programmes with individual children and young people, teach skills and evaluate outcomes
 - provide appropriate training when necessary including but not limited to:
 - a. Learning to use a cane as mobility device
 - b. sighted guiding
 - c. spatial awareness
 - d. road layout and crossing
 - e. traffic flow
 - f. independent use of public transport
 - g. Independent route negotiation e.g. moving around school or college, work experience placements,
 - h. shops and journeys to and from school / leisure facilities
 - i. dressing skills and personal hygiene
 - j. preparation of food and beverages
 - k. identification and use of money
 - l. household skills
 - m. use of telephone

And these outcomes for Adults:

1. That I understand my sensory impairment, and the registration process
 2. That I have someone to talk to
 3. That I can look after myself, my health, my home and my family
 4. That I receive statutory benefits and information and I need
 5. That I can make the best use of the sight and/or hearing I have
 6. That I can access information making the most of the advantages that technology brings
 7. That I can get out and about
 8. That I have the tools, skills and confidence to communicate
 9. That I have equal access to education and lifelong learning
 10. That I can work and volunteer
22. Performance will be monitored through a series of Key Performance Indicators as detailed in the contract and reviewed at monthly operational meetings. The top performance indicators and targets are as follows:
- number of people using this service
 - number of people referred to this service and the referral source
 - compliments and complaints, including feedback from individuals and carers
 - safeguarding
 - Case studies (evidencing outcomes and a shift in meeting new specification).
23. The management responsibility for the contract lies with Adult Social Care Commissioning Team and with the Schools & Learning Physical and Sensory Support Service. The contract will be managed in line with the Contract Management Strategy and plan as laid out in the contract documentation, which also provides for review of performance and costs in line with identified continuous improvements in performance.
24. A detailed summary of the evaluation process is provided in the Part 2 report.
25. The tender evaluation panel for the service included representatives from Adults Social Care, Schools & Learning, Procurement and Service Users.

CONSULTATION:

26. The consultation process for this re-tendering of the contract has been ongoing since 2013 and multiple conversations have taken place with stakeholders from voluntary organisations, independent representatives, and people with sensory disabilities.
27. In January 2015 Concept Day was held to share the vision and strategy with current and prospective providers, as well as Surrey residents that use those services.
28. Surrey Sensory Partnership, Surrey Vision Action Group, Surrey Hard of Hearing Forum, Surrey Deaf Forum and Officers from Adult Social Care and Schools & Learning have been consulted at every stage of the process, from specification to questions that were asked during the tender process.

29. The draft specification was shared with Surrey Sensory Partnership, Surrey Vision Action Group, Surrey Hard of Hearing Forum, and Surrey Deaf Forum. Representatives from these groups were invited to participate in the evaluation and moderation process. Feedback from these consultations and proposals were all positive.

RISK MANAGEMENT AND IMPLICATIONS:

30. The contract includes a 'Termination Clause' (Clause 33) that will allow the Council to terminate the contract with 3 months notice should priorities change or if the provider commits a breach of the terms of the agreement. Due regard to early consultation with the provider will be given.
31. The following key risks associated with the contract and contract award have been identified, along with mitigation activities.

Category	Risk Description	Mitigation Activity
Finance	Potential risk that during the life of the agreement the provider will request an inflationary increase against the annual service delivery cost.	The rates are fixed for the duration of the agreement.
Reputational	Quality of service delivered does not meet objectives and needs.	Strong contract management and quarterly performance review meetings which will enable us to influence, closely monitor and understand performance delivery.

Financial and Value for Money Implications

32. Full details of the contract value and financial implications are set out in the Part 2 report.
33. The procurement activity for Adult Social Care has delivered a solution within budget and with identified savings. The new contract will deliver better outcomes for service users at lower cost.
34. Following tender evaluations, the price for the Schools and Learning element of the contract was £30,000 higher than the current budget. The Schools and Learning Management Team have agreed to this higher level of service specification. It should be noted that no savings have been made on this element of the contract.
35. Key Performance Indicators (KPI) reporting will be improved and robust contract monitoring will ensure targets are being met.

Section 151 Officer Commentary

36. The S151 officer supports the proposals to award a new combined sensory contract to Sight for Surrey, as this will result in a better, more coordinated service, releasing council accommodation and resources as well as delivering savings and efficiencies on the current cost of the separate sensory services contracts.

Legal Implications – Monitoring Officer

37. By providing this service as set out in this Report, the Council is complying with the general responsibilities under the Care Act 2014.
38. The Council has a duty to secure best value in carrying out its duties, and to procure services in accordance with the relevant statutory provisions. The procurement exercise undertaken to secure combined sensory services as outlines in this report complies with these requirements.

Equalities and Diversity

39. Under Section 149 of the Equality Act 2010, Cabinet must comply with the public sector equality duty, which requires it to have due regard to:
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
 - advance equality of opportunity between persons who share a relevant characteristic and persons who do not share it
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
40. An equalities impact assessment has been written and is attached as Annex 1. It sets out the impacts of the recommendation on each of the protected group for each service. A range of positive impacts have been identified for all groups, including increased flexibility of provision for individuals and carers.
41. The contract will be managed and monitored in line with Surrey's obligations under the equalities monitoring of the contract.

Safeguarding responsibilities for vulnerable children and adults implications

42. The Terms and Conditions of the contract, which the provider will sign, stipulate that the providers will comply with the Council's Safeguarding Adults and Children's Multi-Agency procedures, any legislative requirements, guidelines and good practices. This will be monitored through contractual arrangements.
43. The provider submitted their safeguarding policies as part of the tender process. This service plays a key role in safeguarding adults and children and we are confident that the providers can deliver safe, quality and efficient services.

WHAT HAPPENS NEXT:

44. The timetable for implementation is as follows:

Action	Date
Cabinet decision to award (including 'call in' period)	24 November 2015
'Alcatel' Standstill Period	4 December 2015
Contract Signature	14 December 2015
Contract Commencement Date	1 February 2016

45. The Council has an obligation to allow unsuccessful suppliers the opportunity to challenge the proposed contract award. This period is referred to as the 'Alcatel' standstill period

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Consulted:

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User Representatives: Surrey Sensory Partnership, Surrey Vision Action Group,
Surrey Hard of Hearing Forum, Surrey Deaf Forum
Rachel Moyle - Legal Services
Neill Moore – Strategic Finance Manager – Adults
Procurement Review Group
Adult Social Care staff
Pamela Todd - Strategic Manager, Physical & Sensory Support
Children's Services: Cabinet members

Annexes:

Annex 1: Equality Impact Assessment Summary of Impact and Actions
Part 2: Annex attached as agenda item 18

Sources/background papers:

None