

**SURREY COUNTY COUNCIL****CABINET****DATE: 26 FEBRUARY 2019****REPORT OF: MRS SINEAD MOONEY – CABINET MEMBER FOR ADULTS****LEAD OFFICER: SIMON WHITE – DIRECTOR OF ADULTS SOCIAL CARE****COMMUNITY VISION  
OUTCOME: PEOPLE****SUBJECT: COMMISSIONING OF DEMENTIA NAVIGATORS SERVICE****SUMMARY OF ISSUE:**

Surrey County Council currently commissions The Alzheimer's Society, on behalf of the County Council and the Surrey NHS Clinical Commissioning Groups (CCGs), a Dementia Navigators service which provides vital support to Surrey residents following a diagnosis of dementia. The current contract ceases on 31 May 2019.

A Dementia Navigators service is a key provision identified in the Surrey CCGs Dementia Strategies as it supports the aspiration that *'people living with dementia and their carers live in dementia friendly communities where they feel empowered and know where to go to seek information, advice and help. That they have access to the care and support that enables them to live well at home for as long as possible and to die with dignity'*

The current service provides vital assistance to people following a diagnosis of dementia by helping them to navigate and connect with a range of services and support available in Surrey. The Dementia Navigators help support people to access benefits they may be entitled to, provide information about the illness and the dementia journey as well as help them access peer support groups or local activities to support individuals with dementia and their carers.

There are approximately 1,200 cases referred to the service per quarter, primarily referred by the dementia specialist nurse, the dementia early intervention service, general practitioners and adult social care staff.

This report sets out recommendations arising from work on options for the provision of the Dementia Navigators service and outlines the outcome of market engagement and a competitive procurement process which was carried out in order to select a supplier to deliver the service when the current contract ceases.

The procurement process is at the stage where Cabinet approval is required in order to award the contract to The Alzheimer's Society to commence the service from 1 June 2019. This is a joint contract between Surrey County Council (SCC) and the Clinical Commissioning Groups.

Because of the commercial sensitivity the details of assessment results have been circulated as a confidential Part 2 of this report.

#### **RECOMMENDATIONS:**

1. It is recommended that Cabinet approves the award of contract for the provision of Dementia Navigators to The Alzheimer's Society. This will enable a new contract to commence from 1 June 2019, enabling a smooth transition when the current contract ends on 31 May 2019.
2. Cabinet to note that the new contract will be in place for two years with the option to extend up to a further 24 months. The new contract will end on 31 May 2021, however if both extension years are used, the contract will end on 31 May 2023. This service will be delivered county wide and to North East Hants & Farnham.

#### **REASON FOR RECOMMENDATIONS:**

The existing Dementia Navigators contract will expire on 31 May 2019. A competitive tender process in compliance with the requirements of Public Contract Regulations and Procurement Standing Orders has been completed. The recommended supplier offered overall best value for money in the procurement process.

The proposal supports the Council's strategic obligation to deliver the Dementia Strategy commissioning intentions and the award of this contract will enable uninterrupted provision of the service and enable the Council to improve and meet objectives of providing service users with vital assistance following a diagnosis of dementia, showing how to access support & services available. It also reduces the likelihood of carer breakdown and alleviate some of the risks associated with supporting people who are living with dementia at home and in their local community. This contract will also generate benefits for Surrey and North East Hants & Farnham residents, as it will deliver an estimated £17,514 in Social Value.

#### **DETAILS:**

##### **Background**

1. Dementia is not a specific disease. It's an overall term that describes a group of symptoms associated with a decline in memory or other thinking skills severe enough to reduce a person's ability to perform everyday activities. Alzheimer's disease accounts for 60 to 80 percent of cases. Currently there are 850,000 people with dementia in the UK, with numbers set to rise to over 1 million by 2025. (according to the Alzheimer's Society)

At a Surrey Local context

- a) Just fewer than 14,000 older people are estimated to have dementia in Surrey. This equates to around 1 in 12 older people (over 65).
- b) By 2020 this is predicted to rise to over 17,000 older people.

- c) It is estimated that there are around 100 people with learning difficulties who have been diagnosed with dementia in Surrey. However it is well known that this number is significantly lower than the prevalence data predicts.
  - d) Most people with dementia have at least one other condition. A national study from 2007 showed that 59% of patients with dementia had two or more conditions. When providing care or treatment for someone with dementia, other conditions or illnesses must be taken into account.
2. The support needs of people with dementia and their carers are predicted to increase greatly over the coming years. Surrey has to be able to meet this rising demand.
  3. Surrey's Dementia and Older People's Mental Health Joint Commissioning Strategy 2010-15, set out a vision to modernise dementia and older people's mental health services and meet the needs of our population, allowing people to manage their mental health conditions as close to home and as independently as possible. In those five years a great deal has been achieved, including the following:
    - a) Countywide public awareness campaign for Dementia Friendly Surrey
    - b) Improved access to information and advice within the community and health settings through information boards, website reviews and developing local directory of services.
    - c) Established Dementia Local Implementation Groups responsible for developing local area responses to the Surrey strategy and developed a local pathway for each area.
    - d) Worked in partnership with borough and district councils to increase community based support for people with dementia.
    - e) Increased access to dementia training for the community and health and social care workforce and established a dementia training consortium.
    - f) Increased diagnosis rates across the county through local pilot schemes
    - g) Supported partnership working with care homes with area care home forums.
    - h) Supported the increase of telecare for people with dementia by accessing demonstration sites in each of the live Wellbeing Centres.
    - i) Worked with acute trusts to establish clinical leads at all acute hospitals in Surrey.
    - j) Improved information and services for end of life care with end of life care planning document.
    - k) Established a pool of dementia navigators across the county responsible for providing 1:1 support for people living with dementia and their families.
  4. More recently, the strategies across Surrey Integrated Care Systems (*Surrey Heartlands Partnership and East Surrey Dementia, Surrey Heath Dementia Strategy and Hampshire Dementia Action Alliance, covering North East Hants and Farnham*) have been updated. The direction of the new strategies have been guided by the previous Surrey wide strategy and its outcomes. Additionally, there are also a number of policy statements and pieces of legislation that have informed their development, including:

- The Prime Minister's Challenge on Dementia in 2020 (Feb 2015).
  - The Care Act 2014.
  - Dementia: 'A state of the nation' report on dementia care and support in England (DOH, 2013).
5. The vision of each Strategy sets out an aspiration that *'people living with dementia and their carers to live in dementia friendly communities where they feel empowered and know where to go to seek information, advice and help. That they have access to the care and support that enables them to live well at home for as long as possible and to die with dignity'*. The three (3) strategy documents recognise and reflect the value of the Dementia Navigators service, from user and carer feedback, in supporting people living with dementia and their carers to live well during the life journey of dementia.
  6. The Dementia Navigators service is delivered across the whole of Surrey and therefore cuts across CCGs and Integrated Care System boundaries.

### **The Dementia Navigators Service**

7. The current service, provided by the Alzheimer's Society, was set up in response to the joint Surrey County Council / NHS Surrey Commissioning Strategy and Mental Health Service for Older People 2010-2015 which identified the need for improved information, guidance and support for individuals, their families and carers post dementia diagnosis. The Dementia Navigator service was commissioned jointly by health and social care.
8. From feedback through the performance and KPI measurements from the current provider user / carer survey, there is evidence that it has provided vital assistance to people following a diagnosis of dementia by helping them to navigate and connect with a range of services and support available in Surrey. The Dementia Navigators help support people to access benefits they may be entitled to, provide information about the illness and the dementia journey as well as help them access peer support groups or local activities to support individuals with dementia and their carers
9. The service is accessible in a number of ways. It can be accessed when someone has been formally diagnosed with dementia via the Surrey and Borders Memory clinic. If a resident has been diagnosed by consultants outside of this clinic, they can still access the service via their GP or self-referral. All clients and their carers who have had this diagnosis can be referred and can access the dementia navigator service at any stage post diagnosis up to the end of their life. This service is accessible to residents living in Surrey and/or who have a Surrey GP as well as their carers. Any resident of Surrey even if their GP is not in Surrey can still access the Dementia Navigator Service via the self-referral pathway in to the service as long as they have a formal diagnosis of dementia.

## Demand and Contract Volumes

10. In terms of the existing service, the activity and performance for the period 2017-2018 was as follows:

- 1169 clients received a service
- 1438 new cases were referred
- 89% went on to have a service, whilst only 15% only needing advice and information and only one initial contact

11. The source of referrals into the service has significantly changed. During 2017/18 the main sources of referrals were from the Community Mental Health Teams 25% and from Carers 18%.

12. However, during the 2018/19 period, there has been an investment by the CCG's in Dementia services (Specialist Nurse & Early Intervention Service) which has significantly shifted the referral source in recent months. The main routes of referral are now as shown in the table below:

Source of Referral	Percentage
Dementia Specialist Nurse	41%
Early Intervention Service	16%
GPs	11%
Adult Social Care	11%

13. The feedback (annual survey) on the current service is very good with the following data extracted:

- 90% of people with dementia who responded said that the dementia navigator (DN) gave help and support
- 81% replied that the DN had helped them to understand dementia
- 68% felt it had helped reduce isolation

## Procurement Strategy

14. Following two market engagement events which were held on 22 May 2018 and 1 November 2018 which attracted an audience of approximately 30 providers on both days, SCC ran a compliant OJEU tender process. The process commenced on 9 November 2018 and ended on 10 December 2018 by the means of an advertisement which sought interested suppliers to complete the tender process.

15. The benefits which will be generated by the implementation of the new contract are:

- a) The recommended provider has committed to reaching a minimum of 1440 service users per quarter rather than the stated minimum of 1200 per quarter, therefore there is a benefit to SCC and the CCGs of £87,439.60 as we will be able to support more people for the same amount of money. The SCC specific portion of this benefit will be £22,810 and the remaining £64,629.60 will be a benefit to the CCGs.

- b) There is an additional benefit to SCC of £2,280, which is due to a cost avoidance of 2% inflation due to the contract price remaining the same as previous years. This savings figure relates only to the SCC contribution to the funding of the contract.
- c) The Social Value benefits over the course of the contract total an estimated £17,514. The rationale for this calculation is provided in the Part 2 document, essentially the recommended provider has committed to the following:
- Work experience opportunities offered to local people
  - Job opportunities offered to local long term unemployed
  - Local volunteering initiatives

It will be the role of the contract manager (Senior Commissioning Manager for Adults) through contract monitoring meetings every six months to ensure the Social Value commitment is delivered over the life of the contract.

16. Detailed assessment of the offer received is circulated in Confidential Part 2 of the report.
17. The detailed information about the procurement process is contained within background paper ANNEX 1.

#### **CONSULTATION:**

18. Public engagement events have been undertaken with users and carers led by Surrey County Council in collaboration with representatives from Surrey and North East Hants & Farnham CCGs. Service user consultation has also taken place in various forms including face to face meetings to obtain feedback on the current service delivery and what they felt would enhance this service. Furthermore, two service user carers have also been involved with the evaluation and moderation of any tender submissions.
19. In addition to the SCC staff from Adults Social Care and Orbis Procurement, Finance and Legal, Commissioning colleagues representing the CCGs have been involved at all stages of the commissioning and procurement process, including - developing the strategy, designing the specification, inviting and evaluating tenders and agreeing the contract award.

#### **RISK MANAGEMENT AND IMPLICATIONS:**

20. The contract includes the following Termination Clause, 'The Council may terminate this Contract at any time giving six (6) months written notice to the Service Provider'. This will allow the Council to terminate the contract within six months.
21. The recommended tenderer successfully completed satisfactory financial checks.
22. The following key risks associated with the contract have been identified, along with mitigation activities:

Category	Risk Description	Mitigation Activity
Performance	The provider has identified the requirement to increase the volunteer resources to deliver some of the support to carers	Regular meetings with the provider to review their resourcing plan. Part of the contract mobilisation process

#### **Financial and Value for Money Implications**

23. The total value of this service over the life of the contract (including the extension years) is £1,748,792. Of this, SCC's contribution will be £456,212 and the CCG's contribution will be £1,292,580. The CCGs have confirmed they are committed to providing the funding for the duration of the contract.
24. The procurement activity has delivered a solution within budget.
25. The cost of the contract will remain the same, however more service users will be reached.

#### **Section 151 Officer Commentary**

26. The County Council is facing a very serious financial situation, whereby there are still substantial savings to be delivered to achieve a balanced budget in the current year and a sustainable budget plan for future years. The Section 151 Officer can confirm that the proposed contract award for the Dementia Navigators service is within the current budget set for this service in the Council latest budget plan. The award of this contract will not deliver cashable savings to directly contribute towards the savings that the Council needs to achieve in the coming years. However, it will maintain continuity of service delivery and avoid additional costs that would be expected to be incurred across the whole health and social care system if the service was no longer provided.

#### **Legal Implications – Monitoring Officer**

27. The Council is responsible for the delivery of adult social care services in its area by virtue of Section 1 of the Care Act 2014. Under Section 4 of the Act, the Council "must establish and maintain a service for providing people in its area with information and advice relating to care and support for adults and support for carers". The Dementia Navigators contract is intended to assist the Council in fulfilling this legal duty.
28. Furthermore, under Section 3 of the Local Government Act 1999, the Council "must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness." In furtherance of this duty, the Council has worked closely with NHS colleagues as part of the procurement process to ensure the contract will be as effective and efficient as possible, in addition to maintaining existing spend.
29. The Council has acted as the lead commissioner for the Council and its NHS partners. A competitive procurement process in compliance with the Public Contracts Regulation 2015 and the Council's own Procurement



Standing Orders has been followed. As the lead commissioner, the Council will be accepting the contract risk for the whole contract with the successful tenderer. A separate agreement between the Council and the CCGs has been prepared to ensure that risks and liabilities are then shared between the partners appropriately.

30. Cabinet will need to consider the results of the Equalities Impact Assessment available as a background paper to this report. Cabinet will also need to determine whether the proposed award is an appropriate course of action for the Council. In deciding, Cabinet should be cognisant of its fiduciary duties to Surrey residents in managing the Council's limited financial resources.

### **Equalities and Diversity**

31. An equalities impact assessment has been written and is available as a background paper. The EIA is prepared by the Council and CCG representatives and not related to the current or recommended provider. The '**summary of key impacts and actions**' section is shown below:

<p><b>Information and engagement underpinning equalities analysis</b></p>	<p>As part of the review of the Dementia Navigator service and re-tender process stakeholder groups were engaged and consulted with.</p> <p>These included:</p> <ul style="list-style-type: none"> <li>• Commissioners from Clinical Commissioning Groups (including a lead for Mental Health)</li> <li>• Clinical Professionals</li> <li>• SCC Commissioners</li> <li>• SCC Procurement</li> <li>• SCC Finance</li> <li>• SCC Legal</li> <li>• IMT</li> <li>• Users / carers</li> <li>• Dementia Support groups</li> <li>• District and Boroughs</li> </ul> <p>A series of meeting and workshops were held to collate feedback and views on how this current service operated and what improvements could be made.</p>
<p><b>Key impacts (positive and/or negative) on people with protected characteristics</b></p>	<p>In respect of the negative impacts there is no proposed change to eligibility criteria for this service.</p> <p>In respect of the positive impacts people in receipt of this service will experience the following enhancements over the existing service:</p> <ul style="list-style-type: none"> <li>• Improved accessibility and targeted approach to individuals with a Learning disability who have been diagnosed with dementia and those people of working age who have been diagnosed with Young Onset Dementia.</li> <li>• Improved support for individuals diagnosed with Dementia and their carers across ethnic groups and harder to reach groups living in</li> </ul>



	<p>Surrey, to empower and build connections with local support networks, agencies and organisations to build resilience to continue living in their communities.</p> <p>Overall this improved service based on enhancements above will lead to better outcomes and improved “Customer Experience”.</p> <ul style="list-style-type: none"> <li>• Better and improved outcomes from KPI performance measures to share across Health and Social care systems, reflecting the needs of the populations of people and their carers living with dementia in the communities.</li> </ul>
<b>Changes you have made to the proposal as a result of the EIA</b>	There are no changes to the proposal as a result of the EIA.
<b>Key mitigating actions planned to address any outstanding negative impacts</b>	<p>There are foreseen negative impacts relating to the proposed changes to this well-established service as reasoned in section 7 for either service users or staff.</p> <ul style="list-style-type: none"> <li>• Safeguarding issues need to be considered, particularly for people with learning disabilities or mental health needs, who may be more vulnerable in some community situations.</li> <li>• The service will need to do some targeted work with some ethnic/cultural groups for whom dementia is not recognised and support available to them is not accessed in the traditional manner.</li> <li>• The Lesbian, Gay, Bi sexual and Transgender (LGBT) individuals who have been diagnosed with dementia may not access the service, if they believe they will be stigmatised. Additional consideration and empathy may need to be evidenced by the provider when dealing with same sex couples.</li> </ul>
<b>Potential negative impacts that cannot be mitigated</b>	<p>There are foreseen negative impacts relating to the proposed changes to this well-established service as reasoned in section 7 for either service users or staff.</p> <ul style="list-style-type: none"> <li>• There is limited specialist community provision for gender reassignment, individuals may be isolated or estranged from their families this limiting their opportunities to ask for help or access this service.</li> </ul>

32. As there is an existing contract in place, the TUPE regulations will apply to this contract should a different provider be awarded the contract.

#### **WHAT HAPPENS NEXT:**

33. The timetable for implementation is as follows:

<b>Action</b>	<b>Date</b>
Cabinet decision to award (including the end of 'call in' period)	05/03/2019
'Alcatel' 10 day Standstill Period ends	16/03/2019
Contract Signature	20/03/2019
Mobilisation Planning	20/3/2019 onwards
Contract Commencement Date	01/06/2019

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**Consulted:**

- SCC Adults Commissioning
- Finance
- Legal
- Clinical Commissioning Groups
- User and carers

**Annexes:**

Procurement Process **ANNEX 1**  
 Confidential Part 2

**Sources/background papers:**

- Equality Impact Assessment
- Surrey Heartlands Partnership and East Surrey Dementia Strategy
- Surrey Heath Dementia Strategy