

The City of Edinburgh Council

10am, Thursday, 29 June 2017

Framework Agreement for Day Support Services for Adults with Learning Disabilities

Contract Ref: CT 0171

Item number	8.13
Report number	
Executive/routine	
Wards	

Executive Summary

This report seeks the approval of Council to establish a Framework Agreement for Day Support Services for adults with learning disabilities, and to award twenty providers onto the Framework Agreement.

The term of the Framework Agreement will be three years, commencing 2 October 2017 to 1 October 2020, with an option to extend for up to a further 12 months. The total estimated value of contracts that may be awarded under the Framework Agreement, including extensions, is £28,000,000.

Links

Coalition Pledges	P43
Council Priorities	CP2, CP3
Single Outcome Agreement	SO2

Framework Agreement for Day Support Services for Adults with Learning Disabilities

Contract Ref: CT 0171

1. Recommendations

- 1.1 It is recommended Council approves the establishment of a Framework Agreement for Day Support services for Adults with Learning Disabilities for three years, commencing 2 October 2017 to 1 October 2020, with an option to extend for up to a further 12 months; and
- 1.2 approves award of the following twenty providers onto that Framework Agreement:
- Active Healthcare Services
 - Autism Initiatives
 - Capability Scotland
 - Carr Gomm
 - Clayton Care Limited
 - Columcille Ltd
 - Community Integrated Care
 - CrossReach
 - ENABLE Scotland
 - Garvald Edinburgh
 - Inclusion Alliance
 - Leonard Cheshire Disability
 - Places for People Scotland Care & Support
 - Scottish Autism
 - The Action Group
 - The Redwoods Caring Foundation
 - The Richmond Fellowship Scotland Limited
 - Tiphereth Ltd
 - Upward Mobility Ltd
 - Visualise Scotland

2. Background

- 2.1 The Edinburgh Health and Social Care Partnership spends approximately £6,800,000 per annum on externally provided day support services for adults with learning disabilities.
- 2.2 Half of this amount is spent on services that support people from a day centre, and half is spent on community based support. Some support is on a shared basis, i.e.

provided to a group of service users and some is provided on a one to one basis. A total of 500 service users receive these externally provided services at an average cost of £13,600 per service user, per annum.

- 2.3 Establishing a Framework Agreement for procurement of these services will reduce the administrative burden on both the Council and providers. This will be done by:
- (a) simplifying the procurement procedure by reducing or avoiding multiple, repetitive submission of tender documents
 - (b) introducing a single service specification for all day service models which reflects current national 'best practice' guidance and the outcome of local co-production activity;
 - (c) using standard Framework Agreement Terms and Conditions.

3. Main report

- 3.1 The aim of the service is to provide high quality care and support for adults with learning disabilities under Self Directed Support Option 3, where the Council arranges a service on behalf of an individual. The Council intends that an additional outcome of the procurement project will be to establish guide prices that can be used for budgeting for Direct Payments and Individual Service Funds under Options 1 and 2 of Self Directed Support.
- 3.2 Published in 2013, '*Keys to Life*' sets out the Scottish Government's ten year strategy for improving the quality of life for people with learning disabilities, who form the majority of day service users in Edinburgh. Many aspects of the strategy are also relevant to the lives of people with physical and other disabilities, a number of whom also use day services. '*Keys to Life*' identifies four overarching outcomes for day support services which they should strive to help people achieve:
- (a) A Healthy Life: people with disabilities enjoy the highest attainable standard of living, health and family life;
 - (b) Choice and Control: people with disabilities are treated with dignity and respect and protected from neglect, exploitation and abuse;
 - (c) Independence: people with disabilities are able to live independently in the community with equal access to all aspects of society; and
 - (d) Active Citizenship: people with disabilities are able to participate in all aspects of community and society.
- 3.3 In terms of EU procurement regulations, these services fall under the 'light touch' regime. Although the 'light touch' regime is not subject to the full rigours of EU procurement regulations, there is a requirement for openness, transparency and fair and equal treatment, as well as a requirement to comply with the Public Contracts (Scotland) Regulations 2015, the 2016 Regulations, the Procurement of Care and Support Services 2016 (Best Practice), and the Council's Contract Standing Orders.

- 3.4 In support of the strategic aims of *'Keys to Life'* and acting on behalf of the Edinburgh Health and Social Care Partnership Integration Joint Board (IJB), the Council published a Prior Information Notice (PIN) on the Public Contracts Scotland (PCS) website on 7 December 2015 and 32 organisations expressed interest.
- 3.5 An extensive co-production exercise followed, which included consultation with service users and their carers and engagement with third sector day support providers in order to inform the development of a new single Service Specification. Further detail can be found under Section 9 of this report.
- 3.6 The Council published a Contract Notice on the Public Contracts Scotland (PCS) website on 12 January 2017 and an Invitation to Tender (ITT) was published on the Public Contracts Scotland-Tender (PCS-T) website the same day. A total of 33 organisations registered interest.
- 3.7 Twenty organisations submitted tenders by the deadline of 14 February 2017.
- 3.8 Tenders were evaluated on the basis of the most economically advantageous tender (MEAT), with a weighting of 70% for quality and 30% for price. This weighting was agreed by a project team of representatives from Health and Social Care, based on a shared understanding that quality is of greater importance than price for this type of service. A summary of the tender process is provided at Appendix 1 of this report.
- 3.9 Evaluation of the commercial (price) content of the bids was undertaken by the Council's Commercial and Procurement Services (CPS), based on the offer price per service user per hour for Building Based Services (Lot 1) and Community Based Services (Lot 2). Detail about combined Technical (Quality) and Commercial (Price) scores for each Lot is provided at Appendix 2 of this report.
- 3.10 Taking account of service user needs and wishes, accessibility and availability of services, the Council will award contracts to the highest ranked provider (as established at the point of the framework agreement award). If the provider declines the business, the next highest scoring provider will be awarded the business and so on.

4. Measures of success

- 4.1 There is an established single Service Specification for all day support services for adults with learning disabilities, which reflects current national 'best practice' guidance and the outcome of local co-production activity, together with standard Terms and Conditions.
- 4.2 There is an established list of prices for these services and future payments will only be made for periods of actual service delivery.

5. Financial impact

- 5.1 The maximum value of contracts placed during the lifetime of the framework agreement, including possible extension, is estimated to be £28,000,000.
- 5.2 There are no direct savings anticipated via this contract agreement. The 2016/17 budget for disability day care services was £6.8m. This will increase in 2017/18 by £197,200 as a result of implementation of the Living Wage uplift rather than because of the new contract. The new contract is for new business only and given there is a relatively low rate of turnover among the client group no further increase in overall spend is anticipated in 2017/18. However, the framework agreement will introduce greater transparency to service and price offers and will therefore enable service users, carers and assessors to make better informed decisions about the allocation of resources or personal budgets.
- 5.3 The costs associated with procuring this framework agreement are estimated to be from £10,001 to £20,000.

6. Risk, policy, compliance and governance impact

- 6.1 The Health and Social Care Contracts Team will be responsible for the management of the Framework Agreement and related contracts and for monitoring key performance indicators. This will mitigate any risk that contracts might fail to meet requirements.

7. Equalities impact

- 7.1 There are positive equality impacts arising from this report as the Framework Agreement will provide people with disabilities and their carers with the tools needed to make informed and affordable choices in respect of day services. An Equalities and Rights Impact Assessment (ERIA) has been undertaken.

8. Sustainability impact

- 8.1 The sustainability risk has been assessed as low and no mitigating actions are necessary. There are no impacts on carbon, adaptation to climate change and sustainable development arising directly from this report.
- 8.2 A range of community benefits were offered by bidders including:
 - (a) targeted recruitment and training within Edinburgh;
 - (b) supported employment for people with learning disabilities;
 - (c) supporting local businesses;
 - (d) volunteering placements for school pupils;
 - (e) workforce training;

9. Consultation and engagement

- 9.1 Co-production with service users and carers took place from 29 February to 13 June 2016.
- 9.2 Four easy read consultation questions were sent to all service users and carers and were developed to seek views on how people with learning disabilities would like to spend their day and what support should be like.
- 9.3 A variety of communication methods were used in the consultation. This took the form of questionnaires, online responses and four facilitated local meetings.
- 9.4 The outcome of the consultation and engagement process was used to develop the Service Specification in conjunction with third sector day support providers.

10. Background reading/external references

- 10.1 *'Keys to Life, Improving Quality of Life for People with Learning Disabilities'*, Scottish Government, 2013

<http://www.gov.scot/Resource/0042/00424389.pdf>

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11. Links

Coalition Pledges	P43 - Invest in healthy living and fitness advice for those most in need
Council Priorities	CP2 - Improved health and wellbeing: reduced inequalities CP3 - Right care, right place, right time
Single Outcome Agreement	SO2 - Edinburgh's citizens experience improved health and wellbeing, with reduced inequalities in health
Appendices	Appendix 1 - Summary of the Tender Process Appendix 2 - Combined Technical (Quality) and Commercial (Price) Scores for each Lot

Appendix 1 - Summary of the Tender Process

Day Support Services for Adults with Learning Disabilities Framework Agreement -
Contract Ref: CT 0171

Contract	Framework Agreement for Day Support Services for Adults with Learning Disabilities - Contract Ref: CT 0171
Contract Period (including any extensions)	1 September 2017 to 31 August 2021
Estimated value of contract	£28,000,000 (total including extension)
Standing Orders observed	2.3 EU Principles have been applied 2.5 Health, social care and community services shall be procured in accordance with the Act 3.2 Director has responsibility for all contracts tendered and let by their Directorate 5.1 Tenders evaluated on basis of most economically advantageous tender
Portal used to advertise	Public Contracts Scotland
EU Procedure chosen	Open
Tenders Returned	20
Tenders fully compliant	20
Recommended Providers	Active Healthcare Services Autism Initiatives Capability Scotland Carr Gomm Clayton Care Limited Columcille Ltd Community Integrated Care CrossReach ENABLE Scotland Garvald Edinburgh Inclusion Alliance

	<p>Leonard Cheshire Disability</p> <p>Places for People Scotland Care & Support</p> <p>Scottish Autism</p> <p>The Action Group</p> <p>The Redwoods Caring Foundation</p> <p>The Richmond Fellowship Scotland Limited</p> <p>Tiphereth Ltd</p> <p>Upward Mobility Ltd</p> <p>Visualise Scotland</p>
Primary Criterion	Most economically advantageous tender to have met the qualitative and technical specification
Evaluation criteria and weightings and reasons for this approach	<p>Quality (70%)</p> <p>Price (30%)</p> <p>This weighting was agreed by a project team of representatives from Health and Social Care, based on a shared understanding that quality is of greater importance than price for this type of service.</p>
Evaluation Team	Council officers in Health and Social Care

Appendix 2 – Combined Technical (Quality) and Commercial (Price) Scores for Lot 1

Provider	Technical (Quality) Score	Commercial (Price) Score	Total Score
Active Healthcare Services	28.00	18.86	46.86
Autism Initiatives	35.00	19.37	54.37
Capability Scotland	55.13	16.71	71.83
Columcille Ltd	40.25	18.46	58.71
CrossReach	49.00	20.63	69.63
Garvald Edinburgh	35.88	16.96	52.83
The Redwoods Caring Foundation	38.50	28.70	67.20
Tiphereth Ltd	37.63	17.17	54.79
Upward Mobility Ltd	31.50	30.00	61.50
Visualise Scotland	43.75	15.35	59.10

Combined Technical (Quality) and Commercial (Price) Scores for Lot 2

Provider	Technical (Quality) Score	Commercial (Price) Score	Total Score
Active Healthcare Services	28.00	29.09	57.09
Autism Initiatives	35.00	28.17	63.17
Capability Scotland	55.13	27.04	82.17
Carr Gomm	53.38	26.68	80.06
Clayton Care Limited	34.13	27.43	61.55
Community Integrated Care	40.25	29.06	69.31
CrossReach	49.00	30.00	79.00

ENABLE Scotland	39.38	27.41	66.79
Inclusion Alliance	56.88	27.71	84.59
Leonard Cheshire Disability	46.38	29.23	75.61
Places for People Scotland Care & Support	53.38	29.18	82.55
Scottish Autism	37.63	25.44	63.06
The Action Group	35.00	27.99	62.99
The Richmond Fellowship Scotland Limited	48.13	28.95	77.08
Upward Mobility Ltd	31.50	24.62	56.12
Visualise Scotland	43.75	23.41	67.16