

# Policy and Sustainability Committee

10.00am, Thursday, 25 June 2020

## Health and Social Care Contracting Update

Executive/routine  
Wards  
Council Commitments

### 1. Recommendations

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- 1.1 It is recommended that the Policy & Sustainability Committee approves the award of contract extensions to the providers for the value and duration as set out in the appendix to this paper.

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## Health and Social Care Contracting Update

### 2. Executive Summary

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- 2.1 This report sets out the current Health and Social Care Partnership contractual activity and the extent to which this has been impacted by COVID-19.

### 3. Background

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- 3.1 Edinburgh Health and Social Care Partnership (the Partnership) was actively procuring a range of services when the COVID-19 pandemic struck. This impacted both on the ability of the partnership to progress the procurement activity according to initial timescales and the scope for providers to provide services in line with service specifications. COVID-19 has also had consequences for the Integration Joint Board's (IJB) budget. This is being presented to the IJB in July 2020 and will incorporate a proposed savings and recovery programme. At the time of writing the plan remains unbalanced and the IJB will reflect on all areas of investment as part of their considerations on how to balance the budget.
- 3.2 This paper sets out, on a service by service basis, the proposed contractual arrangements with supporting rationale.

## 4. Main report

4.1 The contractual arrangements covered by this paper, annual values, contract end dates and recommendations are summarised in the table below:

Contract	Annual value (£m)	Contract end date	Recommendation – contracts to be extended until
a) <b>Shared overnight support (sleepovers)</b>	3.8	30 <sup>th</sup> Sept 2020	30 <sup>th</sup> Sept 2021
b) <b>Day opportunities for older people</b>	2.9	31 <sup>st</sup> July 2020	31 <sup>st</sup> March 2021
c) <b>Thrive – Get Help When Needed and Meeting Treatment Gaps</b>	0.6	31 <sup>st</sup> March 2020	31 <sup>st</sup> March 2021
d) <b>Thrive Workstream – A Place to Live</b>	1.1	31 <sup>st</sup> March to 21 <sup>st</sup> November 2020	31 <sup>st</sup> March 2022
e) <b>Carers</b>	0.7	30 <sup>th</sup> June 2020	30 <sup>th</sup> September 2020
f) <b>Self Directed Support</b>	0.5	28 <sup>th</sup> November/31 <sup>st</sup> December 2020	31 <sup>st</sup> December 2021

4.2 These are discussed individually in paragraphs 4.3 to 4.25 below.

### **Shared Overnight Support**

4.3 Also referred to as “sleepovers”, these services provide access to support for people who live in their own tenancy but may require a responder throughout the night. The associated contracts are predominately for those with a learning disability with a smaller number for mental health. This provision includes 21 providers who between them have 61 block contracts to deliver shared night time support, equating to 367 sleepovers. Excluding direct payments, the total value of these contracts, which are due to expire on 30<sup>th</sup> September 2020, is £3.7 million.

4.4 An audit of contracted sleepover provision indicated that at least one-third of the current contracted sleepovers could be transformed to responder-based provision

providing a more personalised and cost-effective service. In response to this, the development of an overnight support strategy is a key workstream in the Integration Joint Board's (IJB) transformation programme. In common with other elements of the transformation programme this work has paused as a result of COVID-19. Developing this strategy requires a co-production exercise with service users and carers, which at present is problematic. This in turn makes it difficult to confidently outline a commissioning timetable, however it is currently anticipated that this would conclude with the award of new contract and commencement of services in November 2021. In light of this it is recommended that the 61 block contracts for shared overnight support are renewed for 1 year i.e. from October 2020 until November 2021.

### **Day opportunities for older people**

- 4.5 Currently 16 organisations provide day opportunities for older people and people with young onset dementia. Contracts for these services are valued at £2.9m and have been extended to 31<sup>st</sup> July 2020.
- 4.6 A thorough commissioning process has been undertaken during 2019, including co-production sessions with providers. The new registered day opportunities contract is key to providing additional capacity to support the Partnership changes to the Be Able service. Specifically, the move away from long term day opportunity provision for older people to only providing a time limited, re-ablement Be Able Service. Capacity for the new mainstream day opportunities contract is based on a pre COVID-19 state, including: current utilisation of places across the Partnership and third sector; spot contracts; waiting lists; and unmet need. An additional 96 places per week are being commissioned to meet future demand.
- 4.7 Day Services were suspended in March 2020, as a result of Scottish Government restrictions associated with social distancing. Many of the people who used day opportunities also fall into the clinically high risk and vulnerable groups, with extended periods of isolation recommended by Scottish Government.
- 4.8 As the providers are part of an active procurement process, COVID Impact Statements were sought. During the pandemic, all the providers maintained contact with people who have used their services, carrying out wellbeing checks, and providing remote support where they can through meals, shopping, medication deliveries and provision of activity packs for home. Additionally most of the day services providers are involved in the food delivery and are set up as locality hubs, as part of the ongoing work to support their communities. This arrangement makes use of their premises and staffing resource normally funded via the contract. The creative way in which providers have responded during COVID has a positive impact on commissioning intentions, and there is the opportunity to determine changes to the specifications to harness this by extending the current contract. This would allow us to maintain stability for people receiving support in these unprecedented times, and to provide stability within the market.

- 4.9 It is recommended that the current contracts are extended for 8 months, to 31<sup>st</sup> March 2021. This would allow meaningful discussions with providers to:
- establish a clearer picture when COVID restrictions ease, and associated implications for capacity and capability to deliver ongoing opportunities;
  - maintain momentum to modernise day opportunities, building on the different and creative ways in which the providers have been delivering support through COVID; and
  - take forward any changes to the specifications that may be made to reflect further modernising day opportunities.

#### **Thrive – Get Help When Needed and Meeting Treatment Gaps**

- 4.10 A key component part of these work streams is to review the wide range of services which respond to people in distress. This includes the Edinburgh Crisis Centre, which offers 24/7 telephone and residential service for people experiencing distress and crisis. The Crisis Centre is delivered by Penumbra and the current contract, valued at £0.6m expired on 31<sup>st</sup> March 2020.
- 4.11 In 2019 two stakeholder events were held to discuss how a wider range of services could work together to improve the response for people in distress and crisis. This is a complex review process involving multiple statutory and third sector partners, perspectives and operational and planning structures, as a result progress was slower than originally anticipated. Further, the COVID 19 pandemic resulted in significant changes in the way crisis response services are delivered including the accelerated national rollout of the Distress Brief Interventions Programme delivered by Penumbra through NHS 24 which will commence on 8<sup>th</sup> June. It is essential the extent of change and learning is captured and understood in order to inform the review. From June 2020 it is planned to host online dialogue with key informants detailing the changes made by services and the experiences by people using these services and of staff delivering them. This will help to inform the redesign and subsequent recommissioning.
- 4.12 It is recommended that an extension to the current Penumbra contract for the provision of the Edinburgh Crisis Centre is renewed until 31<sup>st</sup> March 2021.

#### **Thrive – A Place to Live**

- 4.13 This workstream is focused on ensuring that people with mental health issues have a safe place to call home in which they feel safe, receive the support they need and are able to connect to and be part of their local community. There are currently 272 supported accommodation places across the city with additional support provided to people across the five Wayfinder grades of support. There is also a wide range of visiting support services that are spot purchased to meet the needs of people with complex mental health needs in their own tenancies. There are several providers who provide this type of support service including Penumbra, Carr Gomm, Wheatley Care and Cyrenians. Currently over 760 people are receiving a care and

support spot purchased service which includes visiting support and supported accommodation.

- 4.14 A new framework agreement is being developed to replace the existing contractual model which will include the commissioning of all the current supported accommodation services and visiting support services for people with mental health issues. This will deliver greater consistency in care standards, consistency in costs structure as well as a better understanding of costs versus outcomes.
- 4.15 The rationale for developing a new framework agreement includes the need for more flexible arrangements with multiple providers and between providers and Partnership staff around clusters and localities based on the three conversations approach. It will also increase the ability for providers to respond flexibly to fluctuating levels of need and undertake reviews of service for people that they provide support to. There is a strong desire to move towards outcomes-based commissioning and this will be explored further through the commissioning stage and in the development of the new service specification.
- 4.16 A commissioning coproduction group has been established which has all the main specialist mental health providers from the third sector, EVOG and health and social care staff. This group meets regularly to progress the commissioning work required to develop the service specification required for the new framework agreement.
- 4.17 The original timescales for this commissioning work was to award new contracts in August 2021.
- 4.18 During the COVID-19 pandemic the commissioning process has continued with coproduction meetings regularly taking place with providers using online platforms. Overall this has worked fairly well with the providers attending the meetings and contributing to the process. Planned consultation work with service users and carers has resulted in the consultation moved to online platforms, telephone meetings and questionnaires.
- 4.19 In terms of operational delivery, the providers have had to change quickly how they provide services to people with complex mental health needs. This has led to some of the services being changed to offer telephone and more creative solutions using digital technology. This learning now needs to inform service specification and tender documents and it with this in mind that a revised the timeline has been developed. This would see the new arrangements in place by April 2022.
- 4.20 Within the scope of this exercise are also the related care and support, peer support service and volunteering opportunities services peer support service and volunteering opportunities services which operate at Firhill and St Stephen's Court. These are currently delivered via block contracts, totalling £1.1m with expiry dates ranging from 31<sup>st</sup> March 2020 to 21<sup>st</sup> November 2020.
- 4.21 Firhill was originally commissioned as part of the Wayfinder PSP using an innovative partnership model with Health and Social Care staff integrated with three partner organisations providing 24 hour care and support, peer support and volunteering service for people with complex mental health issues. This successful

model in turn informed the development and commissioning of St Stephen's Court and Crighton Place.

- 4.22 To bring these arrangements into line with the revised timeline for the wider framework arrangements it is recommended that the contracts associated with Firhill, St Stephen's Court and Crighton Place are extended until 31<sup>st</sup> March 2022.

### **Carers**

- 4.23 The Carers (Scotland) Act 2016 is designed to support carers' health and wellbeing and help make caring more sustainable. It also places a number of legal duties on local authorities and the NHS. Edinburgh IJB has long recognised the value of carers and the importance of the support required to ensure that they can continue their caring role, should they wish to do so. The Scottish Government provided additional funding (via Integration Authorities) to supported the implementation of the act and provide a range of enhanced and expanded services.
- 4.24 Current contracts for carers services expire on 30<sup>th</sup> June 2020 and a procurement process to provide an expanded range of services is nearing conclusion. The new contracts were scheduled to be in place from 1<sup>st</sup> October 2020. At its meeting on 16<sup>th</sup> June 2020, the IJB agreed to defer a decision on this expansion and the consequent award of contracts. This would allow the board to consider these investments in the context of the overall financial plan which remains unbalanced and requires significant and impactful measures to deliver further savings to address this gap. Accordingly it is recommended that the existing contracts are extended until 1<sup>st</sup> October, pending the decision from the IJB.

### **Self Directed Support**

- 4.25 The Social Care (Self-directed Support) (Scotland) Act 2013 sits within a legislative agenda for Public Service reform intended to change the way social care services are organised and delivered, collectively making the principles of choice and control central to care and support, and giving individuals full opportunity to take control of their support and their lives. The Act created a statutory framework which prioritises collaboration and arranging services around meeting outcomes and what is important to citizens.
- 4.26 Contractual arrangements are currently in place to support independent living and facilitate self directed support (SDS). Following a tender in January 2017 the Council renewed its contract with Lothian Centre for Inclusive Living (LCiL) to provide an independent living centre to deliver an independent support service to enable individuals to explore which SDS option(s) are best for them and to provide assistance in drawing up a support plan to meet their assessed needs and identified personal outcomes. It also established a recruitment and support service for individuals assessed by the Council as wishing to employ a personal assistant, and a welfare and rights advice service for adults with a disability or long-term condition and older people who have been assessed by The City of Edinburgh Council as having eligible social care and support needs. Key tasks include supporting people to access their full benefit and travel entitlements (income maximisation); informing

people of their rights (health, housing, access, education, social care, transport, etc.) through sign-posting; and a advising on the implications of changes to benefit related legislation; Supporting people to prepare for benefit reviews; and joint working with other rights/disability and mainstream services, including the Council's disability day services.

- 4.27 The Partnership currently uses preloaded cards to assist with the payment of Direct Payments to service users accessing social care services. This contract is currently delivered by AllPay and is a high quality, responsive and cost effective service for both Council staff and DP recipients.
- 4.28 The aforementioned contracts do not have concurrent expiry dates, two end in December 2020 and one in November 2020. The Partnership is undertaking a strategic review of their approach to SDS which will include how these supporting services are commissioned and it is recommended that all 3 contracts are extended until the end of 2021 to allow this work to be progressed with sufficient time to engage with key stakeholders and ensure the SDS contractual framework empowers individuals to exercise choice and take control.

## **5. Next Steps**

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- 5.1 If the recommendations in this paper are accepted officers from the Partnership will work with colleagues in Commercial Procurement Services to make the appropriate contractual arrangements.

## **6. Financial impact**

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- 6.1 The financial value of each contract is summarised in the appendix to this report. All proposed arrangements are within existing budgetary provision levels.

## **7. Stakeholder/Community Impact**

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- 7.1 Each of the ongoing procurement exercises has been co-produced with service users, providers and other relevant stakeholders. Specific details of engagement for each contract has been detailed above.

## **8. Appendices**

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Health and Social Care - recommended contract extensions

## HEALTH AND SOCIAL CARE - RECOMMENDED CONTRACT EXTENSIONS

Contract	Annual value £	Timescales
<i>Shared overnight sleepovers</i>		
Ark Housing Association	364,854	
Autism Initiatives	418,382	
Barony Housing Association	99,843	
Blackwood Housing Association	185,906.00	
Carr Gomm	220,129	
Community Integrated Care	387,248	
Crossreach	61,685	
Enable	35,386	
Freespace	488,414	
L'Arche	117,275	
Leonard Cheshire	79,498	
LIN (Life Is Normal)	30,879	
Mears Care	92,374	
Penumbra	65,318	
Real Life Options	111,033	
Redwoods Caring Foundation	35,381	
Richmond Fellowship	125,852	
Share	272,677	
The Action Group	294,796	
Thistle Foundation	33,275	
Visualise	125,633	
With You	120,261	
<b>Sub total shared overnight support</b>	<b>3,766,098</b>	<i>30th September 2021</i>
<i>Day opportunities for older people</i>		
Alzheimers Scotland	93,858	
Caring in Craigmillar	250,361	
Cornerstone Community Care	335,586	
Corstorphine Dementia Project	135,184	
Drylaw Rainbow Club Day Centre	154,188	
Eric Liddell Centre	192,050	
Libertus Day Services	313,619	
Lifecare Edinburgh Day Services	312,978	
Lochend Neighbourhood Centre	99,024	
MILAN	115,523	
North Edinburgh Dementia Care	288,210	
Oxgangs Care	158,755	
Pilton Community Health Project PSP	53,000	
Prestonfield & District NWP Day Service	99,510	
Prestonfield Neighbourhood Project	38,013	

Contract	Annual value £	Timescales
<i>Day opportunities for older people (contd)</i>		
Queensferry Churches	158,008	
The Open Door	57,176	
With You	102,343	
<b>Sub total day opportunities</b>	<b>2,957,387</b>	<i>31st March 2021</i>
<i>Thrive – Get Help When Needed</i>		
Penumbra	<b>400,000</b>	<i>31st March 2021</i>
<i>Thrive – A Place to Live</i>		
Carr Gomm	861,807	
Edinburgh Cyrenians	145,444	
Penumbra	86,601	
Volunteer Edinburgh	40,288	
<b>Sub total a place to live</b>	<b>1,134,140</b>	<i>31st March 2022</i>
<i>Carers</i>		
BEMAS (C&F contracts)	50,875	
Broomhouse	15,805	
Care for Carers	9,278	
Cornerstone Community Care	47,006	
EDG	50,000	
Edinburgh Headway Group	24,999	
Edinburgh Young Carers	23,024	
Edinburgh Young Carers (C&F contracts)	73,252	
Eric Liddell	23,744	
NW Carers	101,338	
PASDA	24,857	
The Action Group	15,000	
VOCAL	304,994	
<b>Sub total carers</b>	<b>764,172</b>	<i>30<sup>th</sup> September 2022</i>
<i>Self Directed Support</i>		
All Pay	65,568	
Lothian Centre for Inclusive Living	409,500	
<b>Sub total self-directed support</b>	<b>475,068</b>	<i>31st December 2021</i>