

Policy and Sustainability Committee

10:00, Thursday 20 August 2020

Award of Contracts for Edinburgh Carer Supports

Executive/routine
Wards
Council Commitments

1. Recommendations

- 1.1 This report seeks the approval of the Policy and Sustainability Committee to appoint 4 lead suppliers to provide Edinburgh Adult Carer Support Services.
- 1.2 The contract duration will be for 60 months (with the possible extension of a further 36 months) from 01 January 2021.
- 1.3 The approximate maximum total value of the contract over the eight years is £17,373,169 the annual value varies throughout the term of the contract to incorporate annual increments based on the Scottish Government Funding.

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2. Executive Summary

- 2.1 The Carers (Scotland) Act 2016 places new duties on Local Authorities (detailed in Section 3).
- 2.2 As such it is recommended that the Policy and Sustainability Committee approve the award of 4 lead suppliers to provide for Edinburgh's Adult Carers.

3. Background

- 3.1 The Carers (Scotland) Act 2016 places a number of legal duties on local authorities and the NHS. The Edinburgh Health and Social Care Partnership has long recognised the value of Carers and the importance of the support required to ensure that Carers can continue their caring role, should they wish to do so. The Act incorporates the value of Carers into legislative duties.
- 3.2 Duties under the Act include:
 - 3.2.1 Widening of the definition of a carer, to encompass a greater volume of Carers
 - 3.2.2 Preparation of Adult Carer Support Plans or Young Carer Statements for anyone identified as a carer, or for any carer who requests one
 - 3.2.3 Providing support to Carers that meet local eligibility criteria
 - 3.2.4 Involving Carers in carers' services
 - 3.2.5 Preparation of a Carers strategy
 - 3.2.6 Establishing and maintaining information and advice services for Carers
- 3.3 The current landscape of Edinburgh Carer supports encompasses a mix of grants, statutory and commissioned services. In light of the increased funding from the Scottish Government, the current Carers landscape was strategically reviewed by Edinburgh's Health and Social Care Partnership, to assess the impact additional funding and legislative duties would have on commissioned and statutory services. It was perceived that new ways of working would be essential to ensure a joined-up

approach that would improve the lives and outcomes for Carers and achieve the best value for those Services.

4. Main report

- 4.1 On 28th January 2019 a Prior Information Notice (PIN) was published on Public Contracts Scotland (PCS) to invite providers, or those with an interest in Edinburgh Carer Supports, to attend a co-production event.
- 4.2 These events took place on 7th February and 1st March 2019, both of which were well attended by potential providers. The co-production was interactive and encouraged interested parties to discuss and generate ideas for improving supports for Carers. This also allowed for a question and answer session, facilitated discussions and a Power Point presentation, all of which were shared with providers who noted interest after the event. The output of these events informed the development of the Edinburgh Joint Carers' Strategy 2019-2022 and subsequent service specifications. A final co-production event took place on 13th September 2019 to share developments, provide indicative timescales and seek feedback.
- 4.3 There was also additional training provided by the Supplier Development Programme, EVOC and Partnership for Procurement. The aim of the training was to ensure that third sector organisations were tender ready and also to encourage partnership bids where possible.
- 4.4 On completion of co-production, and further development of the specification, a contract opportunity was published via PCS for Edinburgh Carer Supports, under a competitive procedure with negotiation. This process was developed to ensure that providers received support to provide the highest possible quality of service for Edinburgh's Carers. As this is a social care type service, the tender was published in accordance with the Public Contracts (Scotland) Regulations 2015 with the Light Touch Regime applied.
- 4.5 The Contract was divided into 8 Lots according to the type of support and geographical presence required to deliver against Edinburgh's Joint Carer Strategy¹. The increase in volume within the specification, sees a doubling of investment associated with Carer Support. The lot strategy was chosen to encourage smaller organisations to bid:

Lot	Title	Explanation
1	Identifying Carers,	This will include; working with businesses and employers to raise awareness of Carers, Carer Positive Employers Award, supporting Carers in the workplace and training to various stakeholders within

¹ <https://www.edinburghhsc.scot/wp-content/uploads/2020/06/Edinburgh-Joint-Carers-Strategy-2019-2022-FINAL.pdf>

	Information and Advice	the City of Edinburgh and offering an accessible face to face and digital service of information and advice on topics relevant to carers.
2	Carer Health and Wellbeing	The service provider will work in partnership with a range of carer organisations to provide and coordinate a range of health and wellbeing supports for adult carers.
3	Short Breaks Programme	The service will provide a range of overnight, day and evening breaks for adult carers
4	Short Breaks Fund	The service provider will manage a short breaks fund, providing all carers, access to funds to be able to arrange flexible and creative breaks from caring.
5A	North East	The service shall provide personalised support for adult carers in the specific locality, who have requested support through one of the EHSCP partnership pathways (via GP or Social Care Direct) or have been identified by EHSCP staff.
5B	North West	
5C	South East	
5D	South West	
6	Young Adult Carers	The service will identify young adult carers and provide information, advice and support. A young adult carer is someone who is 16 – 25 years old and no longer at school.
7	Young Carers Support	The service will; provide support to school staff across Edinburgh to develop a network of Young Carers Coordinators, ensure that Young Carer Statements are completed and provide appropriate, personalised support to young carers.
8	Parent Carers	The service will offer specialist information and advice for adult parent carers, offer and prepare adult carer support plans and support adult parent carers to maintain their health and wellbeing.

- 4.6 The corresponding planning, commissioning and procurement process for Lot 7, Young Carer Support, has been led by colleagues in Communities and Families, with the contract award recommendation been ratified at a previous Performance and sustainability Committee, therefore is not included in this paper.
- 4.7 Bids were received from 5 lead providers, most of which are partnership bids. All tenders received were evaluated based on most economically advantageous tender (MEAT), weighted 70:30 for quality and price. Due to the nature of the contract, the quality of the end service is of the upmost importance, as such 70% was allocated to

quality and 30% to cost, keeping in line with the Council's requirement to achieve best value for money. Details of the evaluation criteria can be found in Appendix 1.

- 4.8 All providers were assessed as meeting the minimum quality threshold and the price was based on the annual cost of providing the service to the minimum volumes of carers as detailed within the specifications. A Fair Work Practice statement was required from all providers. A breakdown of scoring and ranking can be found in Appendix 2.
- 4.9 The designated Contract Manager for the Edinburgh Health and Social Care Partnership will be responsible for monitoring delivery and reporting of Community Benefits by the individual providers.
- 4.10 Following the completion of the procurement process the Integration Joint Board agreed to pause the progress to contract award so that the Carers Investment could be considered as part of the Savings and Recovery Programme 2020/2021. As indicated above, the budget for lot 7, Young Carers Support, is not part of this process and Communities and Families have arranged to make an award starting on 1st October as was originally envisaged.
- 4.11 The remaining lots are all related to adult carer supports and the Edinburgh Health and Social Care Partnership seeks to make an award starting on 1 January 2021.

5. Next Steps

- 5.1 Subject to approval, the services will commence from 01 January 2021, and will allow the Council to meet its statutory obligations with regards to providing support services to carers within the City of Edinburgh.
- 5.2 All potential providers have been kept in communication throughout the procurement process and are aware that award of contract, and contract start dates are dependent upon committee approval.

6. Financial impact

- 6.1 The providers have agreed to a fixed pricing structure for a minimum of 3 years, any uplift to yearly costs must be negotiated and agreed with authorised Council Representatives and be in line with yearly CPI rates. There will be an expectation of open book accounting for this process with a full explanation offered for any proposed increase.
- 6.2 The proposals from all providers are within the agreed budget.
- 6.3 Financial assessments have been completed for all providers. All providers passed the financial assessment, however there will be close financial monitoring throughout the term of the contract and providers will be added onto the Financial Assessments Monitoring Log.

- 6.4 A number of suppliers have been recommended to deliver on multiple lots, the financial risks associated with such, for both suppliers, carers and the service were analysed alongside a number of mitigating factors and competing risks. In order to mitigate any unnecessary financial risk to suppliers, additional financial due diligence was undertaken, and stringent monitoring will be in place throughout the term of the contract.
- 6.5 A number of providers bring added value to these contracts.
- 6.6 The tender exercise met procurement outcomes of encouraging providers to work together to provide cohesive, easily identified services for carers. Due to larger organisations taking the lead role in partnership bids, a number of smaller businesses will also be providing services to Edinburgh's carers through this contract.
- 6.7 The contract term of up to a possible 8 years provides long-term security for providers of all sizes and ensures the sustainability of support services to Carers. The aim of the specifications is to work with providers, to ensure continuous improvement which needs to meet the increase in numbers and the requirements of carers throughout the contract term.
- 6.8 The contract value for each Lot, and the successful suppliers requiring approval for award, is indicated in Appendix 3.
- 6.9 The costs associated with procuring this contract are estimated to be between £20,001 and £35,000.

7. Stakeholder/Community Impact

- 7.1 A large-scale market shaping exercise was undertaken to ensure the new funding from the Scottish Government and the current funding would be used to efficiently reach the greatest volume of Carers. Consultation with Carers and partner organisations was undertaken through different mechanisms such as; focus groups, online surveys, paper surveys, follow up meetings with carers.
- 7.2 An additional co-production event was held on 13th September 2019 to help facilitate networking amongst potential providers, including smaller organisations, to provide organisations with more up to date information and for additional training to be provided. The event was attended by 14 different organisations.
- 7.3 A recurring theme throughout the market shaping exercises was concern from smaller providers in regard to their equity of access to tender. This was taken into consideration and mitigated as far as possible through use of a negotiated procedure and encouraging partnership bids. Of the 13 providers, contracted either individually or through sub-contract / partnership arrangements, 12 organisations are SMEs. For further detail on initial stakeholder engagement please see Section 4 – Main Report.
- 7.4 All successful organisations have committed to provide Community Benefits throughout the lifetime of the Contract. This will be managed and monitored by the

designated Contracts Officer for the Edinburgh Health and Social Care Partnership. The estimate annual value of committed community benefits across all lots is £85,000.

- 7.5 No significant environmental impacts are expected to arise from this contract.
- 7.6 This success of these contracts will be measurable against Key Performance Indicators which are detailed within the specifications.
- 7.7 An Integrated Impact Assessment was completed, and all recommendations were addressed throughout the tendering process. A subsequent IIA has been completed related to the Integration Joint Board's Saving and Governance Programme 2020/21, and taken into consideration the associated delay to contract commencement.

8. COVID-19

- 8.1 All providers completed a COVID-19 business continuity plan and continued to provide services under Scottish Government Coronavirus restrictions. As part of the preparation for contract commencement all providers will be invited to share lessons learned from the pandemic. This will inform the need for any changes to service specifications which will be closely monitored throughout the life time of the contracts, to ensure that Carer supports are continued in other agile formats.
- 8.2 Variation clauses are included in the new service specifications, which not only acknowledges changes and impact of legislation on the services but allows for changes to be made to services (in agreement with providers) which will be of benefit to service users and improves outcomes.

9. Background reading/external references

- 9.1 Edinburgh Joint Carers' Strategy 2019-2022; <https://www.edinburghhsc.scot/wp-content/uploads/2020/06/Edinburgh-Joint-Carers-Strategy-2019-2022-FINAL.pdf>
- 9.2 IIA Carers Act 2018 - <https://www.edinburghhsc.scot/wp-content/uploads/2019/12/IIA-Carers-Act-2018.pdf>
- 9.3 Carers Investment IIA July 2020 : <https://www.edinburghhsc.scot/wp-content/uploads/2020/07/15.-Carers-Investment-IIA-Report-20-07-21.pdf>

10. Appendices

Appendix 1 – Summary of Tendering and Tender Evaluation Processes

Contract	CT2484	
Contract Period	96 months	
Estimated Total Contract Value (including extensions)	£17,384,498	
Procurement Route Chosen	Competitive Procedure with Negotiation	
Contracts to be Awarded	10 awards to 4 lead providers.	
Price / Quality Split	Quality 70	Price 30
	Criteria	Weighting (%)
Evaluation Criterion and Weightings – LOT 1	Q1. Delivery of Information and Advice	20%
	Q2. Identifying Carers	15%
	Q3. Adult Carer Support Plans	15%
Evaluation Criterion and Weightings – LOT 2, 3, 5(all)	Q1. Supporting Carers	25% / 30%
	Q2. Adult Carer Support Plans	15%
Evaluation Criterion and Weightings – LOT 4	Q1. Supporting Carers	25%
	Q2. Management and Administration of Short Breaks Fund	25%
Evaluation Criterion and Weightings – LOT 6	Q1. Supporting Carers	20%
	Q2. Identifying Young Adult Carers	15%
	Q3. Adult Carers Support Plans and Young Carer Statements	15%
	Q7. Transitions	10%
Evaluation Criterion and Weightings – LOT 8	Q1. Supporting Carers	20%
	Q2. Specialist Information and Advice	20%
	Q3. Adult Carer Support Plans	15%
Evaluation Criterion and	Partnership and Communications	10%/ 15% / 20%
	Management and Staffing	10% / 15%

Weightings – LOT 1 – 6 & 8	Implementation Plan	10%
Evaluation Criterion and Weightings – ALL LOTS	Data Protection	5%
	Business Continuity	5%
	Community Benefits	5%

Appendix 2 – Ranking

Lot 1 – Identifying Carers Information and Advice

Supplier	Quality Score 70/100	Cost score 30/100	100% of Tender to Final Score	Rank
VOCAL	63.88	30.00	93.88	1

Lot 2 – Carer Health and Wellbeing

Supplier	Quality Score 70/100	Cost Score 30/100	100% of Tender to Final Score	Rank
Carewell Partnership (VOCAL (lead), Eric Liddell Centre, LGBT Health and Wellbeing, MILAN and Health in Mind)	58.98	30.00	88.98	1

Lot 3 – Short Breaks Programme

Supplier	Quality Score 70/100	Cost Score 30/100	100% of Tender to Final Score	Rank
Care for Carers	68.25	30.00	98.25	1

Lot 4 – Short Breaks Fund

Supplier	Quality Score 70/100	Cost Score 30/100	100% of Tender to Final Score	Rank
VOCAL	67.55	30.00	97.55	1

Lot 5A – North East Edinburgh Carers Support Team (personalising support)

Supplier	Quality Score 70/100	Cost Score 30/100	100% of Tender to Final Score	Rank
Care for Carers	67.90	30.00	97.90	1

Lot 5B - North West Edinburgh Carers Support Team (personalising support)

Supplier	Quality Score 70/100	Cost Score 30/100	100% of Tender to Final Score	Rank
VOCAL	67.38	28.88	96.25	1
Supplier 2	39.38	30.00	69.38	2

Lot 5C - South East Edinburgh Carers Support Team (personalising support)

Supplier	Quality Score 70/100	Cost Score 30/100	100% of Tender to Final Score	Rank
VOCAL	67.38	30.00	97.38	1

Lot 5D – South West Edinburgh Carers Support Team (personalising support)

Supplier	Quality Score 70/100	Cost Score 30/100	100% of Tender to Final Score	Rank
Broomhouse t/a SPACE	68.60	30.00	98.60	1

Lot 6 – Young Adult Carers

Supplier	Quality Score 70/100	Cost Score 30/100	100% of Tender to Final Score	Rank
Partnership between Broomhouse t/a SPACE (lead), Edinburgh Young Carers and Capital Carers.	56.18	30.00	86.18	1

Lot 8 – Parent Carers

Supplier	Quality Score 70/100	Cost Score 30/100	100% of Tender to Final Score	Rank
<u>Parents Carewell Partnership</u> (The Action Group (lead), EDG, VOCAL and FAIR).	67.73	30.00	97.73	1

Appendix 3 – Total Contract Values to be Awarded (over 8-year term).

Please note; As indicated in the Report, Lot 7 Young Carers was previously sent to P&S committee for approval and will not be addressed within this report.

	Total Contract Award Value	Successful Provider (s)
Lot 1	£5,978,325	VOCAL
Lot 2	£5,122,846	Carewell Partnership (VOCAL (lead), Eric Liddell Centre, LGBT Health and Wellbeing, MILAN and Health in Mind)
Lot 3	£983,250	Care for Carers
Lot 4	£431,201	VOCAL
Lot 5A	£441,110	Care for Carers
Lot 5B	£441,017	VOCAL
Lot 5C	£441,017	VOCAL
Lot 5D	£420,096	SPACE
Lot 6	£592,546	SPACE & EYC & Capital Carers
Lot 8	£2,521,761	Parents Carewell Partnership (The Action Group (lead), EDG, VOCAL and FAIR).
	£17,373,169	