

PLYMOUTH CITY COUNCIL

Subject:	Contract Award – Reablement Service
Committee:	Cabinet
Date:	3 September 2013
Cabinet Member:	Councillor McDonald
CMT Member:	Carole Burgoyne (Director for People)
Author:	Debbie Butcher, Head of Safeguarding, Quality and Individual Placements
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Ref:	
Key Decision:	Yes
Part:	I

Purpose of the report:

This report summarises the recent tender process for an externally provided reablement service.

Reablement is a philosophy and practice that focuses on enabling people to re-gain their independence in areas such as personal care, daily living activities and other practical tasks following a period of illness, or an injury. Reablement is short term provision, and encourages service users to develop the confidence and skills to carry out these activities themselves and, consequently, removes or reduces the need for ongoing domiciliary care, and other forms of support.

Plymouth City Council, in partnership with the Western Locality of NEW Devon Clinical Commissioning Group (CCG), is seeking to commission a high quality Reablement Service for people who are assessed as being able to benefit from this approach, either to prevent hospital or care home admission, to aid hospital discharge, or to continue to remain living at home following a change in their circumstances.

The level of expenditure on the future services to replace this provision required a full competitive tender in accordance with the Council's Contract Standing Orders. This competitive procurement was run as a two stage process.

The Brilliant Co-operative Council Corporate Plan 2013/14 – 2016/17:

Caring Plymouth City Council

- **Prioritise Prevention:** Reablement is a key preventative service, with proven ability to reduce ongoing packages of care and keep people living independently in their own homes.
- **Children, Young People and Adults are Safe and Confident in their Communities:** This service is normally for adults over the age of 18, although the service will be expected to support children in transition to adult services. The service provides people with the skills to stay safe in their own home and whilst out and about in the community.
- **Help People Take Control over their Lives and Communities:** Reablement focuses on enabling people to have control over their lives through re-skilling them and building their confidence to undertake tasks of daily living and to take part in the community

- People treated with dignity and respect: this is always a priority for Adult Social Care services and has been a cornerstone of our procurement, with indicators and a six weekly survey to measure how service users are treated built into our contract management system

**Implications for Medium Term Financial Plan and Resource Implications:
Including finance, human, IT and land**

The award of this contract will result in an annual saving to the Council of £497,359 initially, increasing in subsequent years as the service increases in volume

Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:

None

Equality and Diversity

When considering these proposals Cabinet has a responsibility to make sure that it gives due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act 2010 and those who do not.

The proposals in this Report focus on meeting people's needs through provision of high quality reablement services and will be available to anyone in the City who is referred following an assessment that they require such services. The tender process has evaluated the ability of all tenderers to comply with equalities legislation and the preferred bidder has a track record of implementing equality and diversity policies, staff training and monitoring both staff and service users to ensure compliance.

In addition, an Equality Impact Assessment has been completed as part of this procurement. No adverse impact was identified as a result of this however contract monitoring arrangements will continue to assess any impacts post contract award.

The Equality Impact Assessment can be found at:
www.plymouth.gov.uk/homepage/communityandliving/socialinclusion/socialinclusionieia.htm

Recommendations and Reasons for recommended action:

To award a three year contract, containing an option to extend the contract for a further two years in one year extensions, to the 'most economically advantageous tenderer' as identified in the Contract Award Report (Part II report).

Alternative options considered and rejected:

The option of not awarding any contract was considered but disregarded due to the need to ensure that we have a redesigned Reablement Service and achieve our delivery plans going forward

Published work / information:

The Equality Impact Assessment can be found at:
www.plymouth.gov.uk/homepage/communityandliving/socialinclusion/socialinclusionieia.htm

Background papers:

None

Sign off:

Fin	TOCS PeopleF AC1314 005 19/08/2013	Leg	LT/18 269/2 00813	Mon Off	TH 22/ 08	HR	B.S. 21/0 8/13	Assets		IT		Strat Proc	JK/SPU/ CA/330 /0813
Originating SMT Member Dave Simpkins													
Has the Cabinet Member(s) agreed the contents of the report? Yes													

I. BACKGROUND

The financial values involved in this tender required a full competitive procurement to take place in order to select the future provider(s).

An advert was published for these contract opportunities online on the tendering portal used by the Council (www.supplyingthesouthwest.org.uk), on 11th February 2013. Organisations that registered an interest online from that date could then access a Pre-Qualification Questionnaire online.

The following timetable was then followed for the remainder of the tender process:

Activity	Date
Contract Advert Published & PQQ Available	11 th February 2013
PQQ Return Date	13 th March 2013
ITT Issue Date	30 th April 2013
Return of ITT	24 th June 2013 (Reablement)
Notification of Successful Tenderer	16 th September 2013
Commencement of New Service (subject to successful provider achieving 'Admitted Body Status' to the Local Government Pension Scheme)	2 nd December 2013

2. PRE QUALIFICATION SELECTION CRITERIA

A competitive procurement was run as a two stage process with a Pre Qualification Stage (Pre Qualification Questionnaire) followed by an Invitation to Tender (ITT).

The Pre Qualification Stage

This stage required Providers to submit a Pre Qualification Questionnaire (PQQ). Each PQQ was assessed and scores used to select which Providers were shortlisted for to the next stage of the procurement.

The following sections of the PQQ contained mandatory questions, the responses to which were reviewed and treated as pass or fail criteria:

Professional and Business Standing

Financial

Insurance

Health & Safety Policy

Data Protection

Equalities and Diversity Policy

Safeguarding Vulnerable People Policy

Timescales

In addition the following sections of the PQQ were evaluated and awarded a score.

Section	Section Weighting (%)
Prime Contractor/Sub-Contracting	5%
Quality Management	10%
Health & Safety Policy	5%
Health & Safety	5%
Equality & Diversity Policy	2.5%
Equality & Diversity	2.5%
Safeguarding Vulnerable People Policy	10%
Safeguarding Vulnerable People	10%
Disputes	10%
Business Capability (Previous Experience)	30%
Recent Contracts/References	10%

These weightings and the scoring methodology for each section were published in the PQQ documentation.

The pre-qualification questionnaires were evaluated to identify the extent to which each tenderer had the ability, experience, and capacity to deliver the service.

References

Reference information covering the following areas was requested for all participating suppliers:

- Management;
- Staff competency and experience;
- Partnership working;
- Service user consultation and involvement;
- How well organized they are;
- Customer care;
- Level of complaints
- Innovation flexibility in adapting to change;
- Overall satisfaction with organization.

Organisations who submitted a PQQ

There were 24 PQQ submissions. The top six were invited to tender having also achieved above the threshold score of 75%

3. TENDER EVALUATION METHODOLOGY

The tender documentation submitted was evaluated to identify the extent to which each tenderer had demonstrated their ability to deliver a high quality service. The technical responses were evaluated to identify how well each tenderer would meet the service specification requirements.

This was carried out by the following officers:

Debbie Butcher	PCC	Head of Safeguarding, Quality and Individual Placements
Anna Coles	PCC	General Manager, Adult Social Care
Rachel Silcock	PCC	Commissioning Officer, Joint Commissioning
Julian Moulard	PCC	Service Manager, Adult Social Care
Nicola Jones	CCG	Commissioning Manager, Primary Care
Helen Hutchings	PCC	Human Resources
Sarah Ainsworth	PCC	Human Resources
Gareth Peter	PCC	Product Portfolio Manager
Chris Morley	CCG	Contracts Officer
Steve Rea	ADASS	Specialist Reablement Consultant

In addition to evaluating the written answers given in the tender, the tenderers were invited to a meeting in order to clarify three of their technical answers and this gave an opportunity to test their answers thoroughly in these areas:

Question 1: Understands the Purpose of the Service

Question 7: To describe their proposals for the supervision and training of staff

Question 12: To confirm their proposals for and experience of implementing similar outsourced services

The panel for these meetings consisted of:

Debbie Butcher	PCC	Head of Safeguarding, Quality and Individual Placements
Steve Rea	ADASS	Specialist Reablement Consultant
Anna Coles	PCC	General Manager, Adult Social Care
Jo Shill	PCH	Project Manager
Rachel Silcock	PCC	Commissioning Manager
Gareth Peter	PCC	Product Portfolio Manager

The commercial responses were evaluated on price offered.

2: Financial Response:

The financial responses were evaluated to identify any risks and score the overall price that tenderers could offer. These were assessed by:

Gareth Peter	PCC Product Portfolio Manager
Tony O'Connor Smith	PCC Group Accountant

4. SUMMARY OF EVALUATION

The evaluation weightings were published in the ITT. The outcome of the evaluation process was as follows:

Award Criteria	Weighting	1 st tender	2 nd tender	The successful tender	3 rd tender	4 th tender
Financial	30%	30	21.92	15.97	20.41	21.82
Technical criteria (total 70%)						
1. Understands the Purpose of the Service Demonstrated by responding to two case scenarios and describing how they would reable the service users, what skills and training the staff would require, which other professionals they would engage with and demonstrating innovation and creativity	10%	6.67	6.67	10	3.33	10
2. Knowledge of Co-operative Council and the Social Value Act	3%	2	3	3	3	3
3. Ability to meet response times required	3%	1	2	2	1	2
4. Uses appropriate assessment tools to understand service user needs, carry out reviews and monitor progress towards goals	7%	4.67	4.67	7	4.67	4.67
5. Demonstrates good processes for discharging service users and involving other professionals as appropriate	3%	3	3	3	2	2
6. Ensures compliance with the Equality Act both for service users and staff	3%	2	2	1	2	1
7. Ensure staff are appropriately supervised and trained	6%	4	4	6	2	2
8. Commitment to good recruitment, retention and management of staff including guaranteed hours, living wage, staff involvement in continuous service improvement and incentive schemes	6%	2	4	6	4	4.00

9. Ensure the staff can respond to service users with a wide range of needs and will have time to carry out their duties in line with the Unison report 'Time To Care'	6%	2	4	6	4	4
10. Has a realistic management structure, good opportunities for staff progression and qualifications expected of staff	6%	4	4	4	4	4
11. Will achieve the Key Performance Indicators and will monitor the service and supply management information required	10%	3.33	10	6.67	10	6.67
12. Will be able to set up and implement the service in the time available	7%	4.67	7	7	4.67	2.33
TOTAL		69.33	76.26	77.63	65.08	67.49

Strengths of the winning tenderer

- The successful tenderer demonstrated significant experience of delivering Reablement Services, including having successfully taken on a service that has been outsourced from a Local Authority.
- A commitment to increasing the number of people being reabled within the contracted hours. In the outsourced Reablement Service taken on by this provider, which was a contract for 700 hours and 30 staff, the provider was able to double the number of hours they spent on actual reablement ('contact hours') from 315 hours to 630 within the first 5 months with the same staff group which is a ratio of 90% contact time. This increases the number of people that are being reabled for the same cost which is a large efficiency saving for the Council. Our current in-house service has 57% contact time with service users.
- In relation to staff terms and conditions, 100% of staff will be on guaranteed hours contracts and the provider does not intend to make changes to employment contracts, pensions, or hours worked for transferred staff. The staff will be paid for travel time and training.
- The offer of a 12 week reablement training programme that has been tried and tested with York University and all staff are able to achieve this qualification within the first year.
- Added value to the contract by supplying a qualified Occupational Therapist to support the assessment process and qualified RGNs who provide clinical governance and specialist training. No other tenderer offered this additional professional and clinical support within the price of the contract
- Demonstration of close and successful partnership working with other Local Authorities in the development of single pathways and shared systems; in working towards the speedy discharging of service users; and in pro-actively reviewing domiciliary care clients to assess whether or not they could be reabled and thus reduce their dependence on care packages.
- A strong understanding and commitment to the Co-operative Council approach and experience of working with other Co-operative Councils including Oldham Council.

5. IMPROVED PERFORMANCE FROM NEW SERVICE

The current in-house service delivered an average of 1123 contact time hours per week during the month of July 2013 against a support staff complement of 1968 employed hours per week, which meant that 57% of employed time was spent on contact with clients. The new provider will seek to maximise the contact time which will make the service more efficient.

There will be increased demand for this service as from September 2013 the integrated health and social care pilot 'ICE' project will roll-out citywide. This service currently operates in one-fifth of the city and has a demand for around 200 hours of reablement time. This will increase to approximately 1000 hours by December when the new reablement service contract commences. Adding this to the current demand for reablement from other sources, the demand for the new service will be at least 2000 hours by December.

The new service will have Key Performance Indicators that will ensure we are achieving a higher throughput of service users than in the current service. The new service will be expected to discharge 60% of people within 3 weeks and 90% of people within 6 weeks, against the current performance whereby 40% of people are still in the service at 6 weeks.

6. FINANCIAL EFFICIENCIES

The current reablement service has been calculated to cost the Council £36.65 per hour of contact time delivered. This was calculated as follows:

Employee Costs	£ 1,862,508
Employee Travel	£ 106,940
Equipment & Clothing	£ 17,179
Support Services Recharges	£ 595,131
Grand Total	£ 2,581,758
Contact Hours (1,351 Per Week)	70,445
Internal PCC Hourly	£ 36.65

The award of this contract will result in an annual saving to the Council of £497,359 initially, increasing in subsequent years as the service expands.