

PLYMOUTH CITY COUNCIL

Subject:	Community Health, Wellbeing & SEND support services – Preferred Bidder/Contract Award report
Committee:	Cabinet
Date:	9 October 2018
Cabinet Member:	Councillor McDonald
CMT Member:	Carole Burgoyne (Strategic Director for People)
Author:	Emma Crowther, Strategic Commissioning Manager, Co-operative Commissioning Team
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Ref:	
Key Decision:	Yes
Part:	I

Purpose of the report:

This report relates to the outcome of a tender to procure Community Health, Wellbeing and SEND support services in Plymouth, including the process used for the procurement. The report recommends that Livewell Southwest is selected as the preferred bidder to deliver the following services for a period of 7 + 3 years, from 1st April 2019:

- Health visiting
- School nursing
- Speech and Language
- CAMHS (Child and Adolescent Mental Health Services)
- Designated doctors and nurses (safeguarding function)

Further assurances will be sought from Livewell Southwest to finalise the terms of the contract in preparation for the final award and signature of the contract. It is aimed to conclude this process and enter a standstill period on 17th October 2018, with formal contract award on 5th November 2018. No negotiation will be undertaken with Livewell Southwest as part of this process.

A separate Part II paper is submitted which contains confidential information regarding the tender process including the scores achieved by the bidders.

This procurement was part of a wider process across the Devon footprint, led by NEW Devon CCG, with services for the rest of Devon (Lot 1) being evaluated separately to Plymouth (Lot 2), although where possible any areas of shared interest and learning were maximised. The decision to select Livewell Southwest as the preferred bidder for contract award in relation to the CCG has been agreed at CCG Governing Body, pending agreement by Plymouth City Council Cabinet.

The Corporate Plan 2016-2019:

The tender process aligned with the Corporate Plan as follows:

Our Priorities	How the tender aligned with the Corporate Plan
A Caring Council	The tender aims to reduce health inequalities through the delivery of population level and enhanced health visiting and school nursing services. There is a focus on identifying needs early and providing appropriate support to prevent escalation, thereby focusing on prevention and early intervention. The tender also considered the needs of those facing more complex challenges, and includes provision to reduce need and risk and ensure children and young people are safe.

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

This report relates to existing Plymouth City Council spend on the following services (figures shown are for 2019/20 spend):

- Health visiting - £4,820,774
- School Nursing - £426,294
- Contribution to CAMHS - £685,553

The following services in scope of the tender are funded by NEW Devon CCG:

- Speech and language services
- Designated doctors and nurses (safeguarding function)
- CAMHS

The total commissioning spend on services in scope for 2016/17, across the system, is £12,579,000 for year one, with a primary contract value of £87,837,000 over seven years, with an additional three year extension. The initial seven year period will commence from 1st April 2019. The tender submission included proposals for achieving savings during the lifetime of the contract, with a focus on supporting earlier intervention and prevention of escalation to more specialist and high cost services.

The Plymouth City Council proportion of spend is £5.9 million per year.

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

This procurement is part of the longer term ambition to deliver integrated children's services across Plymouth, as part of an integrated health and wellbeing system. This over-arching ambition was set out in The Co-operative Children and Young People's Services business case (2014) and Strategic Commissioning Intentions for the Plymouth Health and Wellbeing System 2018-20, which were approved at Cabinet in July 2018.

Sign off:

Finance	pl.18.19.92.	Legal	MS/31195
Originating SMT Member Ruth Harrell, Director of Public Health			
Has the Cabinet Member(s) agreed the contents of the report? Yes			

I. INTRODUCTION

The business case for proceeding with a procurement of Community Health, Wellbeing and SEND support services led by NEW Devon CCG was approved by Cabinet in October 2017. The three agreed recommendations were:

- Approve the operational and strategic direction of travel towards integration of community health, wellbeing and SEND services between 2017 and 2019 (Phase One).
- Acknowledge that a procurement of the services currently provided by Livewell Southwest (including Public Health funded School Nursing and Health Visiting services) will be carried out as required by procurement regulations. The procurement will be led by NEW Devon CCG. The commissioned provider will be expected to work in partnership with the existing service providers to ensure the benefits of integration are not disrupted.
- Agree that more formal options for longer term partnership working can be researched and considered for possible implementation, if appropriate, from 2019 onwards.

The procurement included the following services in scope:

- Health visiting
- School Nursing
- Speech and language services
- Designated doctors and nurses (safeguarding function)
- CAMHS

The procurement was carried out at the same time as a procurement for similar services in Devon. It was agreed that services for Plymouth required an approach which recognised the local journey towards integration and the specific needs of children, young people and families in the city. For the purposes of procurement, the tender was divided into two Lots:

Lot 1 – Devon

Lot 2 - Plymouth

This approach enabled commissioners to share procurement support resource and governance processes across the whole of Devon, to avoid duplication. It also ensured that consideration was given as to how local systems would interface with the wider system of support for children, young people and families, while retaining a focus on local issues.

The procurement process used was that of Competitive Dialogue. This process included a Selection Questionnaire (SQ) stage, followed by two tendering stages; an Invitation to Submit Outline Proposals (ISOP), and a subsequent Invitation to Submit Detailed Solutions (ISDS). In between the ISOP and ISDS stages dialogue sessions took place with bidders to allow for some refinement to their offered solutions or proposals. The procurement was carried out under the “Light Touch Regime” (Chapter 3, section 7 of the Public Contracts Regulations 2015).

2. BACKGROUND

Community Health, Wellbeing and SEND support services provide advice, assessment and support to children and young people across a range of needs, from universal promotion of healthy lifestyles via health visiting, to intensive interventions from CAMHS.

The commissioned service, currently delivered by Livewell Southwest, works closely with Plymouth City Council's SEND service and provision delivered by University Hospitals Plymouth (UHP) to provide a joined up response to children and young people with emerging and additional needs.

As part of the design process for the tender, extensive consultation work was carried out with children, young people, their families and carers and professionals to gather their views on the effectiveness of current services and what they would like to see for the future. The outcome of this engagement process was published on the NEW Devon CCG website and is included as a background paper for Cabinet.

The feedback received identified the following key themes:

- Being patient centred and focusing on individual outcomes
- Feeling informed and supported because services are accessible and responsive
- Service/team integration and information sharing
- Workforce considerations
- Service user and family feedback should be routinely collected and acted upon
- Waiting times
- Supporting the wider family
- Decision making

A shared vision for the future design of services was therefore agreed as:

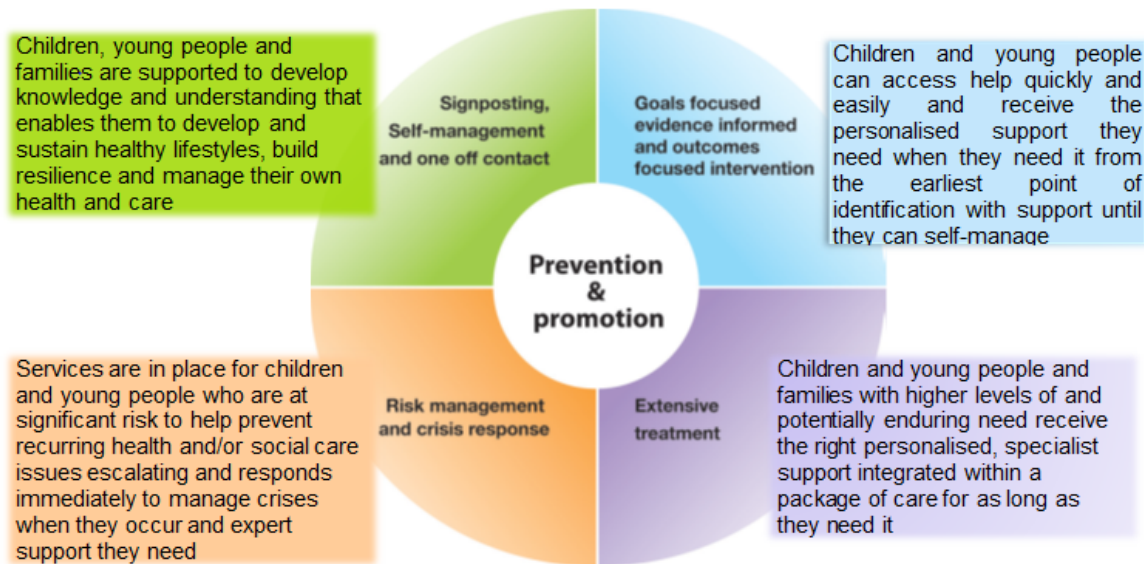
“We want all children and young people in Devon to have the best start in life, growing up in loving and supportive families, and being happy, healthy and safe. Children, young people, their families and carers and communities will have access to a personalised, sustainable and co-ordinated system of care and support which meets needs early and improves their quality of life so that they can live well throughout life and make the most of the choices and opportunities available to them”.

The following critical success factors were agreed as drivers for the tender that the successful bidder will need to ensure they deliver, from April 2019 onwards:

- An **integrated, personalised** model of provision that can respond to the holistic needs of a child or young person, their families and carers
- Seamless **pathways of care** and support that transcend policy, organisational and service boundaries
- **Sustainability** of provision by ensuring **best value for money** without reliance on additional investment
- An improved offer of **local, universal support** with **timely access** to **targeted** and **specialist** services

- Improved opportunities for children and young people at **transition** points in their life

Taking the above into account, the specification for the service was designed based on the iTHRIVE framework – see Figure I. This is based on a model of service delivery used in mental health provision for young people, which aims to provide the right support at the right time to enable young people to manage their needs.



Prevention and Promotion

Population level interventions to children, young people, their families and carers that promote wellbeing and health and are likely to reduce the risk of developing health difficulties. The element also targets individuals or population subgroups who have biologic, psychological, or social factors placing them at a higher than average risk for developing mental disorders.

The specification and tender evaluation approach were designed to reflect the drive to achieve local system integration, to build on the work achieved so far in this respect and to be ambitious about improving services for children, young people and families. The specification requires the selected provider to be a committed system leader, driving change from an operational and strategic level so that emerging needs are identified and met as early as possible. A key aim is to support families to be more resilient in managing their own needs, whether they are accessing universal health promotion services or receiving more specialist support.

The three key aims of the service are to provide:

- Prevention, early help and early intervention through a joined up service offer that supports the 'system' to promote health and wellbeing, prevent ill health, build resilience and meet need early.
- A holistic and integrated service offer that fully considers children's education and developmental needs, physical health needs, mental health needs and care needs.
- Care wrapped around the child and the family with the ability to deliver interventions needed in a timely planned and coordinated way.

As part of the procurement bidders were also tested on how they would develop their workforce and infrastructure to ensure staff had the right skills and were able to be deployed flexibly. Bidders

had to be clear about their commitment to building on the work that has already begun the process of integration, for example through the creation of a Single Point of Access.

It was also critical that any bidders committed to supporting the delivery of Thrive Plymouth, and demonstrated a commitment to health prevention and promotion throughout the term of contract, including working with the third sector to build local resilience.

2. RISK EVALUATION

A risk register was held by the CCG as part of the procurement process. The table below shows specific risks that relate to Plymouth City Council and how these have been mitigated.

Risk	Impact/Opportunity	Mitigating actions
Lack of capacity in the provider market to bid for two large contracts (Devon and Plymouth) at the same time – risk of discouraging bidders	Lack of bidders or poor selection of bidders	Extensive market engagement activity prior to tender launch. Also a contract structure has been used which has allowed for collaborative bids.
Implementation of contract not completed in time for contract start	Delay to new service beginning	A reasonable proportion of time (Nov-end March) has been allowed for contract implementation.
Challenge to the procurement process	Delay to contract award or need to repeat the procurement process	Robust governance and procurement processes are in place, including specific measures such as mandatory training for all evaluators

3. CONTRACTUAL/LEGAL EVALUATION

The contract will be the standard 2017/18 NHS contract, inclusive of all standard performance frameworks, payment mechanisms and terms. The service specification will be a core part of the contract document. The risk of non-agreement of contract with any the preferred bidder is extremely low due to the standard nature of the contract and the pre-agreement of core items. The KPIs will be monitored regularly and reviewed annually within each contract to ensure the thresholds for the satisfactory standards of service provision have been set correctly.