

Birmingham City Council

Report to Cabinet

Date: 16 April 2019



Subject: PUTTING PREVENTION FIRST: COMMISSIONING AND PROCUREMENT STRATEGIES FOR VULNERABLE ADULTS HOUSING & WELLBEING SUPPORT

Report of: Director for Adult Social Care

Relevant Cabinet Member: Cllr Paulette Hamilton - Health & Social Care
Cllr Sharon Thompson - Homes & Neighbourhoods
Cllr Tristan Chatfield - Finance & Resources
Cllr Kate Booth - Children's Wellbeing

Relevant O & S Chair(s): Cllr Robert Pocock - Health & Social Care
Cllr Penny Holbrook - Housing and Homes
Cllr Sir Albert Bore - Resources
Cllr Mohammed Aikhlaq - Children's Social Care

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Are specific wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s):		
Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Forward Plan Reference: 006206/2019		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

1 Executive Summary

- 1.1 This report provides details of the commissioning and procurement strategies for the recommissioning of the Vulnerable Adults Housing and Wellbeing Support Services. Contracts relating to some of the services being commissioned expire on 30th November 2019.
- 1.2 The Vulnerable Adults Housing and Wellbeing Support pathway has four elements: Universal Prevention, Early Targeted Help, Crisis Support and Transition Services.

- 1.3 These services are vital in delivering against a number of Council priorities which include corporate parenting, improved health and wellbeing, building resilient and independent communities and access to suitable and sustainable housing options for the most vulnerable.
- 1.4 The commissioned services will also directly support the delivery of the following key strategies: Vision and Strategy to Modernise Adult Social Care 2017, Homelessness Prevention Strategy 2017+, Transitions Strategy 2018+ Domestic Abuse Prevention Strategy 2018+.

2 Recommendations

That Cabinet:

- 2.1 Approves the commissioning strategy outlined in section 4 and commencement of the procurement strategy detailed in **Appendix 1** of this report.
- 2.2 Delegates authority to the Director of Adults Social Care in conjunction with the Chief Finance Officer, City Solicitor and the Assistant Director of Development and Commercial (or their delegates) following the procurement process to award contracts for Vulnerable Adults Housing and Wellbeing (excluding Universal Prevention see 2.5) services in 2 tranches for a period of three years commencing between 1st December 2019 and 1st February 2020 respectively.
- 2.3 Delegates authority to the Cabinet Members for Health and Social Care, Finance and Resources jointly with the Director of Adults Social Care, in conjunction with the Chief Finance Officer, City Solicitor and the Assistant Director of Development and Commercial (or their delegates) to extend the contracts awarded in 2.2 for up to a period of 2 years, subject to funding availability and satisfactory performance.
- 2.4 Delegates authority to the Cabinet Member for Health and Social Care and Finance and Resources jointly with the Director of Adults Social Care to extend the Housing and Welfare Support service for a period of 8 months until 30th November 2019 for the value of £193k subject to performance and budget availability in order to allow the recommissioning of the new services set out within this report.
- 2.5 Delegates authority to the Assistant Director of Commissioning (Adults Social Care) in conjunction with relevant Finance, Legal and Procurement officers to update the procurement strategy for Targeted, Crisis and Transition Support as required in response to the outcomes of the tendering process, market consultation and/or commissioning developments with partners, where this is in the Council's benefit and within the approved budget.
- 2.6 Delegates authority to the Director of Adults Social Care in conjunction with the Chief Finance Officer, City Solicitor and the Assistant Director of Development and Commercial (or their delegates) to approve the procurement strategy and award the contract for an online service for Universal Prevention, see 3.4.4.2, subject to the outcome of a successful market investigation exercise and available funding.

- 2.7 Authorises the City Solicitor and Monitoring Officer to negotiate, execute and complete all necessary documents to give effect to the above recommendations.

3 Background

- 3.1. The vision and strategy to modernise Adult Social Care and Health was approved by Cabinet on 3rd October 2017. The vision includes some key principles which collectively enable citizens to live independently within communities.
- 3.2. Alongside a community model for social work, there has been a renewed commitment and step change by the local authority to invest in targeted prevention activity. This has been set out in a subsequent report to Cabinet on the 14th November 2017 Putting Prevention First: Supporting the vision for Adult Social Care and Health. The focus of which is to invest earlier in order to prevent or delay more costly statutory interventions.
- 3.3. This included the need to invest in three key areas of prevention activity for vulnerable adults in the City:
- Development of community assets via a neighbourhood network scheme for the City.
 - A continued investment in communities via the re design of existing third sector grants funding to deliver the priorities for adult social care and health.
 - Development of a prevention focused housing and wellbeing support pathway for vulnerable adults whose health and wellbeing is at risk due to their unstable, precarious housing circumstance.

3.4. Vulnerable Adults Housing and Wellbeing Support Excellent Pathway

This report concerns the development of a prevention focused housing and wellbeing support pathway.

- 3.4.1. The modelling is based upon existing best practices within the City and nationally. This includes the Youth, Leaving Care, Justice and Homelessness Prevention pathways which collectively promote strength based prevention approaches. The considerations for front line strength based support delivery have been informed by Adult Social Care Three Conversations and Psychologically Informed Environments practices applied for vulnerable adults, families and young people.
- 3.4.2. The pathway starts from the premise that the housing and support needs of vulnerable adults are not static and often change at different points in their lives and as a consequence of life events. Similarly national research undertaken by Crisis 2018 demonstrates that certain cohorts of population are at greater risk because of their precarious housing circumstances which can lead to a deterioration in their physical and mental health, repeat and increased access to institutional settings such as hospital, registered care or its extremes of prison, homelessness or rough sleeping.
- 3.4.3. An effective prevention pathway will respond early and respond well to people who are at risk of losing their home or beginning to have difficulties in managing their home. Its key components therefore include:

- Universal Prevention Activity which enables people to make informed choices about their housing circumstances before their needs escalate into more costly interventions.
- Targeted Prevention activity to provide a time critical response to those that do become vulnerable due to precarious housing and personal circumstances including leaving institutional settings, family circumstances, care-leavers, and people experiencing domestic abuse.
- Crisis Safety and Support through the provision of supported accommodation for vulnerable adults and their families who find themselves in crisis for a short period of time in order to provide a range of support interventions.
- Recovery and Resilience using strength based approaches which promote wider health and wellbeing and outcomes relating to addressing loneliness and isolation, financial inclusion and connections into local community assets in order to regain or maintain independence.

3.4.4. The delivery of the Pathway will be commissioned across the key components as set out below; the access points for vulnerable adults will be dependent upon their individual needs and circumstance. The intention being that the services commissioned work together as a system which prevents anyone from falling off the pathway, failing to access services and enables re - entry into services should the need arise.

3.4.4.1. Population Cohorts

There are five client groups being identified across the pathway:

1. Young people, aged 16-25 years
2. Adults, aged 25 plus including, singles, couples and their pets
3. Victims of domestic abuse
4. Households in temporary accommodation
5. Ex-offenders; at the point of prison release

The identification of the client groups forms the detail and scope of the proposed service provision. A high level outline has been set out below (3.4.4.2 – 3.4.4.6)

3.4.4.2. Universal Prevention

A comprehensive online housing and wellbeing support service will be commissioned for individuals to act as a protective response to a combination of presenting factors such as poverty, poor health, precarious housing circumstances and risks of homelessness. The service will be tailored for individuals to self – navigate and for use by professionals, practioners and carers acting on behalf of their clients.

There will be information on a range of services including the local asset registers, Neighbourhood Networks, GPs, mental health, sexual health and substance misuse support.

This service will be commissioned separately to the rest of the pathway. See 1.5 in Appendix 1 for more information.

3.4.4.3. Targeted Prevention

Client specific housing and wellbeing prevention hubs designed to provide face to face support and access to services aimed at providing prevention based activity for individuals:

- (A) Young Persons Advice and Welfare Hub; aged 16 – 25 years
- (B) Ex-Offenders Specialist Hub (immediate prison release)
- (C) Victims of Domestic Abuse Advice, Safety and Support Hub
- (D) Homeless Adults Hub (singles and couples) over the age of 25 years in longer term supported accommodation for young people (16-25 years), homeless adults (aged 25 plus) and ex-offenders.

In addition to the above, intensive targeted community based support will also be delivered through:

- (E) Lead Workers and Peer Mentors for the most vulnerable in the categories listed A-D. These workers will be connected to the Hubs, vulnerable adults' social work teams, relevant panels and work alongside other key agencies in the City.
- (F) Families' Lead Workers providing community based support to identified families with multiple or complex needs.

3.4.4.4. Crisis Safety and Support

- (A) Multi-agency Outreach Street Intervention team which includes support for substance misuse, mental and physical health. This will include assertive outreach, lead workers and youth navigators. The team may include other co - located agencies as required.
- (B) Domestic Abuse Refuge supported accommodation and dispersed refuge for larger families and children with multiple complex needs. This includes 'move-on' support to resettle people back into more permanent accommodation.
- (C) 24/7 emergency supported accommodation for singles aged 25 plus

3.4.4.5. Transitional support (Health and Wellbeing Centres)

These services are based on the Housing First approach. Currently termed 'Housing First Light'; they would follow the main principle that people have a right to a home and that their support must link with relevant services across the sectors to meet their needs.

The health and wellbeing centres will address a multiplicity of need or risk of tri-morbidity (co-occurring disorder, e.g. psychiatric or

substance misuse, with a chronic medical problem). There will be a clear focus upon recovery and integration for:

- (A) Young people aged 16-25 years
- (B) Singles and couples over the age of 25 years
- (C) Ex- offenders

3.4.4.6 Commissioned services alignment and integration

The design and specification of the services will facilitate clear pathways for support and ensure that a strong prevention first focus is built into every stage.

Dialogue relating to alignment, integration and opportunities for joint commissioning with partners is continually taking place in order to secure access into services for the most vulnerable. These include:

- Development of a health and homelessness pathway with the CCG and NHS provider trusts.
- Agreements with the Children's Trust to spot purchase additional capacity from proposed services as part of their commitments to prevent homelessness and rough sleeping for young people leaving care.
- Refocusing of existing services to form part of the offer of support, this includes substance misuse and recovery, carers support and sexual health services,
- Access to community assets and local neighbourhood networks services, migration and resettlement support.

3.5 Existing contractual arrangements for these services

- 3.5.1 The existing Social Inclusion contracts are due to expire on 30th November 2019. The future commissioning will continue to provide services to the existing cohorts of vulnerable adults; however the design of future services will reflect a pathway approach as set out within this report.
- 3.5.2 During the period of the initial design work for the recommissioning activity the existing vulnerable adults and housing support contracts have also benefitted from an ESIF (PURE) match funding award of up to £6m to deliver employment opportunities to vulnerable adults considered to be the furthest away from the labour market. Details of the PURE Project are set out in the Cabinet report of 13 November 2018 which also accepted the funding award which will enhance the capacity of current and future contracts to improve the financial inclusion opportunities for vulnerable adults.
- 3.5.3 The current Social Inclusion contracts for vulnerable adults have been extended for the permitted two year period to November 2019 as per the relevant contract clauses and in accordance with the Chief Officers and

Cabinet Member Delegations. This has enabled time considerations to carry out the design work for the pathways, commence the associated re commissioning activity and align benefits of the ESIF match funding.

4 Options considered and Recommended Proposal

4.1 The following options have been considered

Option 1 - Do not recommission the supported housing services and decommission the existing services.

This option is not recommended as it would mean that the current vision around the Prevention First agenda set within the various Council Strategies will not be delivered. This would also mean not delivering on four of the five Council's priorities and leaving some of the city's most vulnerable citizens without the necessary support and putting an additional strain on statutory services, including Health, Social Care, Housing, Homelessness and the Police.

Not recommissioning would also significantly reduce the delivery of the ESIF PURE project which is delivered via the existing Social Inclusion contracts. This would result in loss of potential revenue coming into the city of up to £2m and fewer participants in the scheme which provides the opportunity for vulnerable adults to receive a significantly enhanced offer of support to access education, training and employment.

Option 2 - Deliver the services in-house.

This option is not recommended for a number of reasons: The skills currently do not exist to deliver the scale of the diversity of the services to be commissioned. A number of these services require an accommodation based offer to be provided; the Council does not have this level of property provision within its existing assets and would need to acquire through lease or purchase from the existing market. The cost and time to mobilise would not be possible by December 2019. Importantly, the majority of citizens in need of these services would prefer to engage with the market providers; many of these are third sector organisations.

Option 3 - Procure a range of single and multiple contracts for the different client groups allowing timely and flexible provision that is responsive to the needs of vulnerable adults that is based on the housing and wellbeing support pathway.

This is the preferred option as these contracts deliver the Children, Adult Social Care, Health and Housing priorities for vulnerable people and will underpin the delivery of the Prevention First agenda and are key to the delivery of the Homelessness Prevention and Domestic Violence Prevention Strategies.

The housing and wellbeing support services are provided in advance of more costly statutory interventions. It also allows for the continuation of the European funded PURE project approved by Cabinet in November 2018.

5 Consultation

5.2 Internal

- 5.2.1 Councillor Jayne Francis, Cabinet Member for Education & Skills; Councillor John Cotton, Cabinet Member for Social Inclusion, Community Safety and Equalities; and Councillor Nicky Brennan Cabinet Advisor for Domestic Abuse have been consulted on this report and support the recommendations.
- 5.2.2 The Adult Social Care Management Team and Neighbourhoods Directorate SMT have been consulted and support the recommendations.
- 5.2.3 Officers from Legal and Governance, City Finance and Corporate Procurement have been involved in the preparation of this report.

5.3 External

- 5.3.1 Co design work has been underway for the last 12 months led by experts with lived experience and a range of key stakeholders. This includes partners from across health, housing, social care, neighbourhoods, community and voluntary sector organisations, Local Government Association, Probation, Police, Department for Social Care and Health and the Children's Trust.
- 5.3.2 Expert Partnership Boards including the Birmingham Safeguarding Adults Board, Homelessness Partnership Board and the Violence against Women and Children Steering Group which oversee the implementation of the Homelessness Prevention and Domestic Abuse Prevention Strategies have also been instrumental in the design work for the pathways of specific cohorts of vulnerable adults outlined within this report. The Vulnerable Adults Citizens Panel has retained oversight of this work including approval of the overall pathway modelling. Existing providers delivering the contracts have been consulted and engaged in the co design of the proposed services set out in section 3.44 of this report.
- 5.3.3 The Vulnerable Adults Citizens Panel have been consulted and engaged in the co design of proposed services and have had the opportunity to comment on the Equality Analysis.
- 5.3.4 Citizens in receipt of the existing services have been consulted on a face to face basis through forum discussions and have been provided the opportunity to speak to commissioning officers on a one to one basis.
- 5.3.5 The Safeguarding Adults Partnership and Homelessness Partnership Board have been consulted on the proposal and support the recommendations.
- 5.3.6 There will also be an expectation for organisations submitting bids to have engaged and consulted with their stakeholders and services users as part of the bid formulation.

6 Risk Management

- 6.2 Risks will be identified, evaluated and controlled in line with the Birmingham City Council Risk Management Methodology 2017.
- 6.3 The initial risks are detailed within **Appendix 2** of this report. A full Risk Register has been developed as part of the project management of this re commissioning. The project management, governance and oversight of this re commissioning will be through the Vulnerable Adults and Housing Board chaired by the Assistant Director Commissioning (Adult Social Care) and will report through to the Adults Social Care Management Team chaired by the Director for Adults Social Care.
- 6.4 The risks are all as low as is reasonably possible. The highest risk rating is medium; all have mitigating actions.

7 Compliance Issues:

- 7.1 The recommended decisions are consistent with the Council's priorities, plans and strategies:
- 7.1.1 Supports the Vision and Priorities in the Council Plan 2018-2022 as agreed by Cabinet across four priority areas:

Children – an aspirational city to grow up in: We will inspire our children and young people to be ambitious and achieve their full potential.

Jobs and skills – an entrepreneurial city to learn, work and invest in: We will create opportunities for local people to develop skills and make the best of economic growth.

Health – a fulfilling city to age well in: Citizens and communities will have choice and control over their care and improved resilience and independence.

Housing – a great city to live in: We will work with our partners to build a fair and inclusive city for all.

- 7.1.2 The decisions within this report will contribute and support the delivery of the following strategies:
- Vision and Strategy to Modernise Adult Social Care 2017+
 - Putting Prevention First: Delivering the Vision for Adult Social Care 2017+
 - Health and Well-being Strategy 2017+
 - Homelessness Prevention Strategy 2017+
 - Financial Inclusion Strategy 2016+
 - Domestic Abuse Prevention Strategy 2018+
 - Transitions Strategy 2018+
- 7.1.3 The commissioning of the Vulnerable Adults Housing and Wellbeing Services reduces the need for higher tariff statutory and emergency interventions, enabling people to continue to live independently within their communities.

- 7.1.4 The commissioning of support for young people and families at risk of homelessness and domestic abuse support the Councils Corporate Parenting responsibilities.
- 7.1.5 The project aligns with strategic objectives in the Birmingham Development Plan (BDP) 2031 relating to improving health and well-being. This includes priorities of the Health and Well-Being Board and Public Health Outcomes Framework.

7.2 Legal Implications

- 7.2.1 Section 179 Housing Act 1996 provides that a local housing authority must provide or secure the provision of a service, available free of charge to any person in the authority's district, providing information and advice on, preventing homelessness, securing accommodation when homeless, the rights of persons who are homeless or threatened with homelessness, and the duties of the authority.
- 7.2.2 The Council may also exercise powers under the Care Act 2014 together with associated regulations and statutory guidance relating to the provision of services to meet the need for care and support as well as prevention and services to promote wellbeing.
- 7.2.3 Under Section 111 of the Local Government Act 1972, a local authority has the power to take action which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions and therefore has a general power to enter into contracts for the discharge of any of its functions. Section 93 of the Local Government Act 2000 gives the Secretary of State power to award grants to local authorities for expenditure incurred by them in the provision of welfare services determining by the Secretary of State.
- 7.2.4 The Council has a best value duty under Section 3 of the Local Government Act 1999 to improve the efficiency, economy and effectiveness of the services that it delivers. The use of an open procurement route will ensure that competitive bids are obtained and the terms offered by the successful tenderer will deliver best value to the Council.
- 7.2.5 Some of the services being procured may be subject to the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) however in this instance no Council employees will be affected. The Council's role will be to facilitate the transfer of relevant information between the incumbent providers of existing services and perspective bidders without providing any indemnity regarding the accuracy of information provided.
- 7.2.6 The Council's obligations for this service under the General Data Protection Regulation (GDPR) will be met by conditions in the tender specification.

7.3 Financial Implications

- 7.3.1 The total funding for contacts over five years will therefore be £85.08m; ref no 6 in the finance table. The advertised procurement will be for ‘up to the value of £85.08m potential total contract value’; in addition the price will be fixed for the duration of the contracts with no inflation or uplift. The use of an “up to” amount for the procurement, gives the opportunity for the integration of several grant elements that have different timings and decision making processes. This saves further separate procurement costs and is efficient for that reason. It also ensures council funding is even more effective per £1.
- 7.3.2 The proposed annual value of these services and how this will be funded is set out in the finance table below:

Ref No.	Funding Stream	Annual Budget £m	3 yr budget figures £m	2 yr budget £m	Total Value £m
1	Adults Base Funding	13.98	41.94	27.96	69.9
2	Grant Funding	1.78	5.34	3.56	8.9
3	Invest To Save (Preparation for Adulthood)	0.40	1.2	0.8	2.0
4	Homelessness Prevention Grant	0.46	1.38	0.92	2.3
5	PURE Match Funding	0.66	1.98	0	1.98
6	Totals	17.28	51.84	33.24	85.08

- 7.3.3 As some elements of work streams funding are contingent on external and other eventualities which are pending; the procurement process and the delivery has been arranged so that elements of funding that are contingent can be either removed without effecting the whole or, where appropriate, planning and contractual issues arising can be managed appropriately. This enables the main programme to continue and the risks to the council mitigated.
- 7.3.4 Due to the timeline on the re-procurement elements, it is not possible to delay or wait for all elements of funding to be confirmed beforehand or the contract length crosses over the renewal of grants/spending reviews.
- 7.3.5 Grant funding (item 2 in the table above), is included as currently provided for within the long term council planning baselines – it includes IBCF2 and a smaller contribution from Public Health (£1.5m and £0.28m per annum respectively). If there are any changes in, for instance, central government plans affecting planning baseline grant levels these are likely to be from the 3rd year of the contract and so with sufficient time to plan alternative actions. If such an eventuality were to occur then, alternative grants, savings, or other base funding will be secured within the Directorate and set out in the long term

planning process. Additionally if necessary and before year 4 the extension will not be taken up and the service re-commissioned at that point within a smaller funding envelope; subject to any further consultations required.

- 7.3.6 The Public Health funding is currently subject to review by the new Director of Public Health and a consultation on priorities is pending. Any changes in contributions for this project will be advised over the course of the procurement and before contract award and can be amended or extracted as necessary without an issue to the overall procurement.
- 7.3.7 The Invest to Save, reference 3 in the Finance table, is subject to a bidding process for a wider series of programmes of which this is a small yet important element. The business case for this is subject to a further approval process and therefore no specific decision is required (other than including it as a contingent item to this procurement). This particular element requires integration with the rest of this procurement and is in regard to one of the hub facilities (which does not have other funding). To ensure proper governance with the procurement aspects, without further reports being required for the procurement, it is included here as a contingent funding item. This can be excluded or extracted from the procurement as required and is included here due to different timelines for the bid process and procurement. The invest to save process will allow a further chance to consider in more detail the funding proposal and benefits and make a separate decision (i.e. separate to this report).
- 7.3.8 The duration of the PURE Grant funding, ref no 5 in the finance table, is subject to final agreement from the Department of Works & Pensions (DWP). If this is not received at any point prior to letting the relevant contracts, it can be removed from the procurement without any penalty and will be capable of being added back later if need be due to the design of this procurement and programme – it is in effect an add on to the main programme.
- 7.3.9 The proposed fixed price contracts will be for an initial period of three years (with extension possible for two more). For such a large and integrated contract and work streams, this is deemed the minimum economic period to ensure an efficient bid process and outcome. The possibility to extend or not allows the Directorate to manage the contingent nature of some of the funding and the different timeframes of particularly the grant funding.
- 7.3.10 Where contingent issues arise (most likely in the 3rd year) in regard to ongoing funding, then (as advised above) the Directorate will be able to manage this by mitigating the risks appropriately and making the changes through the council's long term planning and approval system and processes. The contracts will also contain a 3 month termination break clause.
- 7.3.11 The extension of the Housing and Welfare Support service for a period of 8 months until 30th November 2019 for the value of £193k is included in the above figures.
- 7.3.12 The application of preventative strategies is a key element in reducing “downstream” effects on individuals which in turn increase the costs to the council and other partners and Birmingham as a whole. Such consequential savings are difficult to calculate.
- 7.3.13 This procurement continues the existing investment in this area, integrates it with the agreed strategy on prevention and links it to a number of innovations

and other grant funded activities, thereby maximising and multiplying the councils own investment with other money and developments in services.

- 7.3.14 There is a need for comprehensive monitoring, outcomes and review of performance to inform both contract management and the further strategies and procurements in the future and overall preventative strategy. Some elements of the contract payments will be based on results giving further reassurance of value for money. Such considerations are detailed further in the procurement strategy and through the report text below.

7.4 Procurement Implications

- 7.4.1 The full range of services to be procured is set out in the Vulnerable Adults Housing and Wellbeing Support Procurement Strategy; see **Appendix 1**.
- 7.4.2 A list of services to be commissioned, together with information on the respective client groups and the pathway stages, are in **Appendix 3**.
- 7.4.3 The Universal Prevention (Disabilities) contracts for mental health and learning disabilities expire in June 2021; this enables time for the initial learning from the commissioning and procurement to be applied. Considerations for alignment and joint commissioning of these services with the CCG will commence from April 2019 with a subsequent report to Cabinet in May 2020.
- 7.4.4 The recommendations in this report are compliant with the Council's Procurement Governance Arrangements (PGA).
- 7.4.5 It is proposed to tender for payment by outcomes contracts (PbO) which will combine the use of quantitative KPI data, quality assurance of service delivery alongside the outcomes delivered for citizens. A revised PbO framework has been developed (**Appendix 4**) and includes the following high level outcomes: health and wellbeing, overcoming isolation, connection to community networks and assets, economic wellbeing, safety and security within the home and access to paid work.
- 7.4.6 Birmingham Business Charter for Social Responsibility (BBC4SR) will be applied within the threshold of the Charter requirements and contract value.
- 7.4.7 Pre-procurement Duty under the Public Service (Social Value) Act 2012. Bidders will be asked how their bid addresses social value as part of the evaluation. Consideration of whether to undertake a consultation exercise was discussed during the planning stage and it was agreed that this would not be required as tenderers will be asked how their bid addresses social value as part of the evaluation and no additional stakeholder consultation was required. This consideration also included how this procurement exercise might improve the social and economic well-being of the city and will be addressed by evaluating social value.
- 7.4.8 It may be necessary to allow the market longer to respond to some of the new services, e.g. the Advice and Welfare Hubs, as it may require more than one provider and/or agency to submit joint bids. A Prior Information Notice (PIN) will be issued to facilitate the process and responses will be used to inform the timeline for these services if appropriate. The re-procurement of existing services will be prioritised due to the existing contracts expiring.
- 7.4.9 For more information see the procurement approach set out in **Appendix 1**.

7.5 Human Resources

- 7.5.1 The recommissioning, procurement and subsequent contract awards and contract management will be undertaken by staff within the Adult Social Care Directorate in conjunction with Finance, Legal and Procurement colleagues.

7.6 Public Sector Equality Duty

- 7.6.1 An Initial Impact Assessment has been carried out and no adverse impacts have been identified and a Full Impact Assessment is not recommended at this stage. Any potential impacts that emerge during the course of the re-commissioning and procurement will be monitored and mitigated inherently within the process and managed via the Risk Management process. Risk logs will be maintained to allow further considerations and will include contract award and mobilisation. See **Appendix 5** for the Initial Equality Assessment.

8 Appendices

1. Procurement Strategy
2. Risk Management
3. Pathway and Service Information with Procurement Lots
4. Vulnerable Adults Housing and Wellbeing Support Outcomes Framework
5. Equality Assessment

9 Background Documents

- 9.1 Birmingham City Council Plan: 2018 -2022
- 9.2 Health and Well-being Strategy 2017+
- 9.3 Homeless Prevention Strategy 2017+
- 9.4 Homeless Related Support Strategy 2019+
- 9.5 Financial Inclusion Strategy 2016+
- 9.6 Domestic Abuse Prevention Strategy 2018+
- 9.7 Strategy and Procurement Process Social Inclusion Housing Support Cabinet Report January 2014
- 9.8 PURE Cabinet Report November 2018
- 9.9 Vision and Strategy for the Modernisation of Adult Social Care Cabinet Report October 2017
- 9.10 Putting Prevention First: Delivering the Vision for Adult Social Care and Health Cabinet Report November 2017

VULNERABLE ADULTS HOUSING AND WELLBEING SUPPORT
PROCUREMENT STRATEGY

1 Strategic Procurement

- 1.1 Procure a range of services that align to the Vulnerable Adults Housing and Wellbeing Support Pathway for Vulnerable Adults whose health and wellbeing is at risk due to their unstable, precarious housing circumstance.
- 1.2 Procurement Options considered:
 - 1.2.1 Use a collaborative framework agreement. This option is discounted as there are no collaborative framework agreements in place that meets the Council's requirements therefore this option was discounted.
 - 1.2.2 Tender as a framework agreement primarily for Birmingham but available for use by other public sector bodies. This option is discounted as there is no benefit or economies of scale to be realised from this option to meet the required investment.
 - 1.2.3 Tender the contracts by Lots, there are benefits to this as the current market conditions show sufficient appetite and expertise to deliver the proposed services. This is the recommended option.
- 1.3 The following procurement options were considered for the PURE Project:
 - 1.3.1 Have PURE as a self-contained service by identifying a Lot specifically for PURE. This option has been discounted as, for the provision of PURE to be financially viable for a provider, it needs to be in addition to existing contracted floating/lead worker support.
 - 1.3.2 Have PURE as an 'add-on' option that bidders could offer in addition to their 'compliant' bid. This would be a 'Variant option'. The difficulty here is that the evaluation methodology needs to be such that it not only determines the best bidder, but also needs to determine whether we go for the standard 'compliant' bid or the Variant option.
 - 1.3.3 Have PURE as a 'take out' option, whereby it is included as the entire offer and could be removed via negotiations if we thought it was not giving us enough 'value'. This would be via a Competition with Negotiation (CwN). The pitfall with this approach is that we would need to apply CwN across all the lots and some lots will not be requiring any negotiation.
 - 1.3.4 Invite bidders to submit tenders for the core service with an expression of interest in delivering PURE. Following the evaluation for the initial core service procurement; decisions will be taken on the extent of the award of additional PURE services in line with The Public Contracts Regulations (PCR) 2015. This is the preferred option.
- 1.4 The pathway has four elements: Universal Prevention, Early Targeted Help, Crisis Support and Transition Services. This procurement is for the Targeted, Crisis and Transition services. The Universal Prevention element is fundamentally an IT System and will be commissioned and procured at a later stage and independent to the rest of the pathway.

- 1.5 The commissioning of the Universal Prevention and Wellbeing Support system requires more specification development and analysis of what already exists within the Council, with partners and in the market. Delegation of the approval of the procurement strategy to Director of Adult Social Care in conjunction with the Chief Finance Officer, City Solicitor and the Assistant Director of Development and Commercial (or their delegates) is sought in the accompanying Cabinet report.
- 1.6 The procurement of the Targeted, Crisis and Transition services will be for a range of single and multiple contracts for the different client groups allowing the market to respond by specialism, e.g. support for people experiencing domestic abuse, and asset requirement; e.g. Domestic Abuse Refuges.
- 1.7 A mix of payment for Service Provision and Payment by Outcomes (PbO) will be implemented. See Appendix 4 for the Outcome Framework.
- 1.8 The procured services need to dovetail with a number of existing commissioned services in order to provide an integrated response to the service user.
- 1.9 The Children's Trust will have the option to use the contracts on a spot purchase basis for requirements sitting outside of the existing framework arrangements.
- 1.10 The European Funding logo must be included on documents in this procurement to facilitate the match funding for the PURE project, see 3.5.2 for more information. There may be opportunities to bid for more EU funding and provide via these contracts.

2 Procurement Approach for the Targeted, Crisis and Transition Pathway Services

- 2.1 Duration: The contract will be for an initial period of three years, 1st December 2019 to 30th November 2022 with the option to extend for up to a further 2 years. A contract period of three years will help protect market diversity by recognising resources that may be required, particularly by smaller providers, in tendering for contracts.
- 2.2 Advertising Route: The contract will advertised in the Official Journal of the European Journal, Contracts Finder and on the www.finditinbirmingham.com website and include the European Funding logo.
- 2.3 Route: The procurement will follow the Open Procurement Route on the basis that there is an established market and the services can be clearly defined.
- 2.4 Scope: The procurement and provision will be for housing related support for Targeted, Crisis and Transition support only. The Social Inclusion elements of the PURE Project will be delivered via some of these services.
- 2.5 Provider model: There will be multiple providers across a number of lots. Some lots will have a single provider and other lots will have multiple providers where it is not possible for a single provider to deliver the range and volume of services required. It is beneficial for the Council to work with a range of providers in order to retain the appropriate level of understanding in order to be able to commission these services.
- 2.6 Delivery Model: The delivery model will be comprised of a number of components that align to a Vulnerable Adults positive pathway and are

appropriately structured within the tender processes. The market sector is based on client groups and there are a number of new services to move from the existing crisis response to a prevention and wellbeing pathway.

- 2.7 **Outcomes and KPIs:** There are a suite of outcomes and outputs that will be delivered across the services in the Vulnerable Adults Housing and Wellbeing Support Outcomes Framework that can be achieved across all client groups.

The following high level outcomes: health and wellbeing, overcoming isolation, connection to community networks and assets, economic wellbeing, safety and security within the home and access to paid work.

The outcomes are focused on three of the priority areas in the Council Plan 2018-2022:

- Jobs and skills – an entrepreneurial city to learn, work and invest in: We will create opportunities for local people to develop skills and make the best of economic growth.
- Health – a fulfilling city to age well in: Citizens and communities will have choice and control over their care and improved resilience and independence.
- Housing - a great city to live in: We will work with our partners to build a fair and inclusive city for all.

The Key Performance Indicators for vulnerable adults housing and wellbeing support are focused on maintaining and maximising independence:

- KPI 1 – Number of vulnerable adults supported to establish and maintain independent living.
- KPI 2 – Number of vulnerable adults supported to move on from temporary/short term living arrangements.

See Appendix 4 - Vulnerable Adults Housing and Wellbeing Support Outcomes Framework,

3 The Targeted, Crisis and Transition Tender Structure:

- 3.1 Following market consultation, the tender will be split into lots based on the five client groups outlined in 3.4.4.1 of the Cabinet report. This will give clear visibility of the opportunities to the market. The Vulnerable Adults Housing and Wellbeing Support Pathway will be clearly referenced in the service specifications requiring all providers to advise on and sign-post to services on the pathway as appropriate.
- 3.2 The proposal is for 5 Lots that reflect the Client Groups as the services and the market is structured in this way in order to deliver effectively.
- 3.3 Some of the Sub-lots will be eligible to deliver the PURE Project. It is proposed that the evaluation criteria for these services include a PURE appropriate assessment, e.g. Employment/Training, and those successful providers achieving the required threshold are invited to deliver PURE; see 3.5.2 of the Cabinet report.
- 3.4 There will be sub-lots based on the services to be provided within each Lot; each sub-lot will have a fixed financial value. The sub-lot reference will be

consistent across the lots; e.g. the Advice and Welfare Hubs will be sub-lot A in each lot they appear in. The number of sub-lots varies within the Lots between 1 and 7. There are a total of 21 sub-lots as set out below.

Lot 1 – Young People (Aged 16-25 years)

These services will be delivered by a single or multiple providers; sub-lots A-F.

- A. Advice & Welfare Centres*
- B. Lead Workers/Navigators.
- C. Emergency Beds
- D. Complex Needs Provision
- E. Longer term supported accommodation*
- G. Health and Wellbeing Centre (Transition)

*Existing services; TUPE may apply.

Lot 2 – Homeless Adults (Singles and Couples aged over 25 years).

These services will be delivered by a multiple providers; sub-lots A-G.

- A. Advice & Welfare Hubs
- B. Lead Workers/Navigators. Additional PURE requirement.
- C. Emergency Beds
- D. Complex Needs Provision*
- E. Longer term supported accommodation*
- F. Rough Sleeper Outreach Work*
- G. Health and Wellbeing Centre (Transition)

*Existing services; TUPE may apply.

Lot 3 – Victims of Domestic Abuse

These services will be delivered by a single or multiple providers; sub-lots A, C, F.

- A. Safety, Advice & Welfare Hub* – with satellite hubs potentially located within community based resources to maximise accessibility.
- C. Refuge spaces including dispersed refuge*
- E. Move-on support to enable recovery and healing*

*Existing services; TUPE may apply.

Lot 4 – Households in Temporary Accommodation with multiple and complex needs

These services will be delivered by a single or multiple providers; sub-lot B

B. Lead Workers. Additional PURE requirement.

There are no existing services.

Lot 5 – Ex-offenders aged 16 years plus

These services will be delivered by a single or multiple providers; sub-lots A, B, D, F

A. Specialist Hub(s) – the Hubs will be located in areas that maximise accessibility and provision.

B. Lead Workers/Navigators. Additional PURE requirement..

D. Complex Needs Provision including a dedicated youth provision 16 – 25 *

E. Longer term supported accommodation*

*Existing services; TUPE may apply.

4 Tender Evaluation and Selection Criteria:

4.1 The quality / price / social value balances below were established having due regard for the corporate document 'Advice and Guidance on Evaluating Tender on Quality and Price' which considers the complexity of the services to be provided. The tender documents will include the Services Contract Conditions.

4.2 Tenders will be evaluated against the specification in accordance with a pre-determined evaluation model.

4.3 The Quality/Price/Social Value ratio will for each sub-lot will be: 60% / 30% /10% respectively.

4.4 The evaluation of tenders for all sub-lots will be assessed on the standard Pass/Fail Criteria as detailed below:

4.5 Stage 1 – Assessment A: Pass/Fail Criteria

Stage 1 – Potential Supplier Information	
Criteria	Evaluation
Potential Supplier Information	Information Only
Exclusion Grounds	Pass / Fail
Selection Questions:	
Economic and Financial Standing	Pass / Fail
Technical and Professional Ability	Pass / Fail
Modern Day Slavery Act 2015	Pass / Fail
Insurance	Pass / Fail
Health and Safety	Pass / Fail
Environmental Sustainability	Pass / Fail
Energy Management Systems	Pass / Fail
Quality Management Systems	Pass / Fail
Compliance with Equalities	Pass / Fail

BBC4SR	Pass / Fail
Supplier Portal	Pass / Fail
Early Payment Scheme	Information Only

4.6 Stage 2 Assessment Quality / Social Value / Price

There will be a number of generic Quality questions against the sub-lots in order to achieve consistency in provision along the pathway and efficiency in the evaluation process.

Quality (60% Weighting)

All Quality questions will assess the following criteria and, where possible, the same questions will be used in all sub-lots.

Criteria	Overall Weighting	Sub-weighting
Service Delivery and capacity	60%	60%
Avoidance of Crisis services and Client Dependency		20%
Organisation – Staff Resource and Training		10%
Organisation - Safeguarding		10
Contract Mobilisation		20%

Tenderers who score less than threshold of 60% of the overall quality weighting may not proceed to the next stage.

The tenderer with the highest acceptable quality score is given the maximum possible weighted quality score. The other tenderers' weighted scores will be calculated on pro rata basis.

The following scoring criteria is being applied as we need a greater differentiation in the assessments in order to provide clarity of the quality scoring of the various bids to enable the strategic oversight for the number contracts that will be required.

Score	Assessment	Characteristics
0	Unacceptable	No response/irrelevant response provided or extremely limited response provided which largely fails to address the subject-matter of the question and/or proposes completely unsuitable equipment (e.g. slow chargers only).
2	Poor	The Bidder provides a response which fails to adequately cover all of the requirements within the question and specification. The proposed activities and service would not meet all of the requirements and does not address the potential requirements of the clients.
5	Satisfactory	The Bidder provides a response which covers all of the points within the question and specification. The Bidders response demonstrates sufficient understanding of the client and how they will deliver their requirements.

Score	Assessment	Characteristics
7	Good	The Bidders response covers all the points within the question and specification and demonstrates how the service and activities will be structured to deliver the outcomes required.
10	Excellent	The Bidders response comprehensively all the points within the question and specification and demonstrates how the service and activities will be structured to deliver the outcomes required. The Bidders response shows an excellent understanding of a range of activities; goes into detail on the pros and cons of the options available in an informative and succinct manner and demonstrates the thought process behind the selection of the proposed offer.

Social Value (10% Weighting)

All Social Value questions will assess the following criteria

Criteria	Overall Weighting	Sub-weighting
Good Employer	10%	50%
Partners in Communities		50%

Tenderers who score less than the threshold of 40% of the overall social value weighting may not proceed to the next stage of the evaluation.

The tenderer with the highest acceptable social value score is given the maximum possible weighted price score. The other tenderers' weighted scores will be calculated on pro rata basis.

Price (30% Weighting):

Tenderers will be expected to submit a price on the basis of the overall service delivery for the duration of the contract.

The tenderer with the lowest acceptable* price is given the maximum possible weighted price score. The other tenderers' weighted price scores will be calculated on pro rata basis.

*The lowest acceptable price will be based on the costed service delivery method statement submitted. This detail in the method statement will enable an assessment to be made on the financial viability of the proposed model to deliver services to the required cohort against the funding allocation.

Criteria	Overall Weighting	Sub-weighting
Price	30%	100%

4.7 Overall Evaluation

The evaluation process will result in comparative quality, social value and price scores for each tenderer within each sub-lot. The proposed contracts will be awarded in order of ranking based on overall scores within each sub-lot. The ranking methodology, including the minimum number of providers for the sub-lots, will be explained at the Invitation To Tender stage with approval from Legal and Procurement.

There will be many tenders to evaluate and a number of evaluation panels. The panels will include service officers and subject matter experts. A procurement officer will facilitate and moderate the evaluations.

A strategic panel will provide oversight of the whole tender and evaluation process ensuring that the desired outcomes are achieved and consistency of communication with the market.

The evaluation panels will be comprised of officers with relevant skills, knowledge and experience. The majority of these staff will be based in Adults Social Care Directorate. All evaluators are required to comply with the Councils procurement code of conduct that includes for any conflicts of interest and requires a confidentiality agreement for 3rd parties.

Tranche 1

- (A) Advice and Welfare Hubs, Specialist Hubs
- (B) Lead Workers
- (C) Emergency beds and refuge spaces
- (D) Complex Needs Provision
- (E) Longer term supported accommodation and move on accommodation
- (F) Rough Sleepers Multi-agency Outreach

Tranche 2

- (G) Health and Wellbeing Centres (Transitions)

4.8 Risk

The CPS approach is to follow the Council Risk Management Methodology and the Procurement Team is responsible for local risk management. CPS maintains a risk management register and documentation relevant for each contract. The risk register for the service has been jointly produced and owned by Adults Social Care and Health commissioning and CPS with arrangements being put in place to ensure operational risks are appropriately mitigated.

4.9 Indicative Implementation Plan

See below the procurement implementation plan as detailed in the Cabinet report:

Activity	Timeline
Cabinet Approval (Strategy)	16 th April 2019
OJEU notice	23 rd April 2019
Invitation to Tender - Issue (All procurement)	25 th April 2019
Tranche 1 Services (All exc. Transition Centres)	19 Sub-lots
Invitation to Tender - Return	26 th June 2019
Evaluation Period	July – August 2019
DPR Approval (Award)	August 2019
Contract Award	September 2019
Mobilisation period including TUPE transfer	October - November 2019
Contract Start	1 st December 2019
Tranche 2 Services (Transition Centres)	2 Sub-lots
Invitation to Tender - Return	30 th September 2019
Evaluation Period	October – November 2019
DPR Approval (Award)	November 2019
Contract Award	December 2019
Mobilisation period including TUPE transfer	January - February 2020
Contract Start	February 2020

4.10 Service Delivery Management

4.10.1 Contract Mobilisation:

Tranche 1 – mobilisation will commence in October 2019 and will be on-going with the planned start of the contract for these services as 1st December 2019.

Tranche 2 - mobilisation will commence in December 2019 and will be on-going with the planned start of the contract for these services as 1st February 2020.

TUPE may apply for some services.

4.10.2 Contract Management

The contract will be managed by a designated Commissioning Manager, Adults & Social Care, using the Council's Contract Management process and toolkit. Key performance indicators will be used to regularly monitor and manage quality as well as delivery of the agreed Social Value outcomes.

There will be a mix of fixed quarterly payments and payment by outcomes methodology (PbO).

4.10.3 Performance Measurement

Performance will be measured via quantitative KPI data, quality assurance of service delivery alongside the outcomes delivered for citizens.

A revised PbO framework has been developed (Appendix 4) and includes the following high level outcomes: health and wellbeing, overcoming isolation, connection to community networks and assets, economic wellbeing, safety and security within the home and access to paid work.