

Decision Maker: CARE SERVICES PORTFOLIO HOLDER

Date: For Pre-Decision Scrutiny by the Care Services Policy Development and Scrutiny Committee on 10th March 2016

Decision Type: Non-Urgent Executive Non-Key

Title: STRATEGIC PARTNERS - CONTRACT ALIGNMENT

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Chief Officer: Assistant Director: Commissioning, Education Care and Health Services

Ward: Boroughwide

1. Reason for report

- 1.1 The Council holds six strategic partner contracts with voluntary sector providers. Three of these are due to expire in March 2016. The report asks for new one year contracts to be granted to the three voluntary sector providers in order to bring all six partner contracts into alignment with a 2017 expiry date.
- 1.2 The report sets out the future intentions to review and jointly commission this universal service provision in partnership with Bromley Clinical Commissioning Group (BCCG).

2. **RECOMMENDATIONS**

- 2.1 The Care Services Policy Development and Scrutiny Committee is asked to note and comment on the proposal and future plans for jointly commissioning services from the voluntary sector in partnership with Bromley Clinical Commissioning Group (BCCG)
- 2.2 To allow these proposals to be taken forward the Care Services Portfolio Holder is asked to agree:
- i) That these contracts are approved, under the Contract Procurement Rule 13.1 for a period of one year from 1st April 2016 with:
- Bromley & Lewisham Mind
 - Bromley Mencap
 - Citizens Advice Bureau

Thereby aligning all six strategic partner contracts with the voluntary sector;

- ii) That commissioners are authorised to explore future joint commissioning arrangements with Bromley Clinical Commissioning for the provision of voluntary sector support services that relate specifically to supporting the health and care system as a whole;
- iii) Where the services currently provided under these contracts are not able to be fully incorporated into the wider joint commissioning arrangements a separate procurement plan will be drawn up for consideration by Members.

Corporate Policy

1. Policy Status: Existing policy.
 2. BBB Priority: Supporting Independence.
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Financial

1. Cost of proposal: Estimated cost of extending all three strategic partner contracts by one year equates to £246,157
 2. Ongoing costs: N/A.
 3. Budget head/performance centre: 813***/758***
 4. Total current budget for this head: £246k
 5. Source of funding: Core budget
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Staff

1. Number of staff (current and additional): n/a
 2. If from existing staff resources, number of staff hours:
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Legal

1. Legal Requirement: Non-statutory - Government guidance.
 2. Call-in: Call-in is applicable
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): universal services
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? No.
2. Summary of Ward Councillors comments:

3. COMMENTARY

3.1 Background

- 3.2 The Council has always encouraged the role of the voluntary sector as a strategic partner in delivering on its *Building a Better Bromley* ambitions of supporting independence and maximising residents ability to remain independent for as long as possible. This support has been critical in sustaining an active and vibrant voluntary sector in the borough.
- 3.3 As Local Authority budgets continue to be stretched Councils have increasingly looked to this sector to help alleviate the pressure and help support residents to continue to live independently in the community. The work of the voluntary sector has become increasingly important in meeting the needs of otherwise non-eligible residents offering:
- Access to information and advice
 - Signposting to services
 - Self-management training
 - Peer support and befriending
 - Respite and sitting services for carers
- 3.4 There are currently six strategic partners all of which hold a separate contract directly with the Council. Three of these are due to expire in March 2016. The services have been subject to consideration as part of the wider corporate savings discussions and setting of an overall Council budget for 2016/17.
- 3.5 These are long standing relationships that go back many years and provide funding for a mixture of management and core back office costs as well as direct service provision such as the recruitment of volunteers. Without this core funding support these partners could become unsustainable and have to cease their operations in the borough. Starting as grants to the voluntary sector they evolved into service level agreements and finally developed into the current set of strategic partner contracts, most of which were established in 2009/2010. These contracts arose from the recommendations in August 2008 of a Member Working Party who presented a report to the Executive and Resources Policy Development and Scrutiny Committee on the 'Partnership with the voluntary sector'.
- 3.6 The size and scale of these contracts vary with some containing all the Council's direct funding into their organisation, such as the Citizens Advice Bureau contract for the provision of their universal advice service. In other cases the strategic contract is much smaller in size and scope but is complemented with other separate service delivery contracts. For example, Bromley & Lewisham Mind, in addition to their strategic partnership contract, have separate contracts to support specific service delivery such as a *respite at home* service, and *dementia skills training* service. The reasons for this are mainly historical as partnerships have developed and certain providers have tendered and been successful for specific services over and above their core support offer.

3.7 Figure 1: Table of voluntary sector strategic partners

Voluntary Sector provider	Services provided in addition to management and back office costs	Annual funding	Expiry Date
Citizens Advice Bureau	General population wide information and assistance	£145,000	31 – Mar - 2016
Bromley & Lewisham Mind	Provision of specialist and independent information, advice and guidance for people with Mental Health needs	£49,830	31 – Mar - 2016
Bromley Mencap	Provision of specialist and independent information, advice and guidance for people with Learning Disabilities	£51,327	31 – Mar - 2016
Age Uk Bromley & Greenwich	Provision of specialist and independent information, advice and guidance	£114,575	31 – Mar - 2017
Carers Bromley	Provision of specialist and independent information, advice and guidance for carers	£304,582	31 – Mar - 2017
Community Links Bromley	Co-ordination, training and development of the VCS in Bromley. Provision of a volunteer centre and recruitment training and placement of volunteers. Marketing volunteering opportunities	£155,271	31 – Sep - 2017

3.8 Although Members will be well aware of the good work done by these organisations in their wards through these contracts, their original ambitions are now becoming somewhat dated and will require review. They were created at a time when government funding was more generous and the contracts offered direct funding to support their general business management activities. Future direct funding to the sector, in the current economic climate, will need to be increasingly more outcome focused and be better able to evidence its direct impact on wider strategic objectives for the health and care economy. The Local Authority has a role under the Care Act to facilitate a sustainable care market in the borough, including a vibrant voluntary sector however, it will become very challenging to be able to continue to provide core

management funding across all of these organisations and so there will be an expectation that the sector shares management over heads in the future and looks to make efficiencies wherever possible.

3.9 Future Developments – Joint Commissioning

3.10 There has been a national recognition recently in the role played by this sector in delivering the policy ambitions set out in the Care Act and the more recent NHS Five Year Forward View. Both refer to proactively maintaining residents' health and wellbeing in communities and maintaining people's independence for as long as possible and seeing the voluntary sector as a vehicle through which to do this. There is increasing recognition that this sector is not made up only of unpaid volunteers and is now more often referred to as the third sector. The third sector is being widely recognised as providing 'vital services with expert staff':

3.11 *'When funding is tight, NHS, local authorities and central government support for charities and voluntary sector organisations is put under pressure. However, these voluntary organisations often have an impact well beyond what statutory services alone can achieve. Often they are better able to reach underserved groups and are a source of advice for commissioners on particular needs... Too often the NHS conflates the voluntary sector with the idea of volunteering, whereas these organisations provide a rich range of activities, including information advice and advocacy, and they deliver vital services with paid expert staff.'* NHS Five Year Forward View, October 2014

3.12 The impact of the voluntary sector has long been understood and championed by the Council but the NHS have only just started to fully recognise and appreciate the capabilities and capacity provided by this sector outside of their traditionally focused clinically led care pathways. The NHS Five Year Forward View is clear that it wants local Clinical Commissioning Groups to include the sector as a core provider in their work on integrated care pathways for patients, as a way of shifting the emphasis from reactive acute care to proactive community care.

3.13 The new requirement on Clinical Commissioning Groups to produce, in partnership with the Council, a five year plan to integrate health and social care services also means that there is an increasing focus on what we can jointly commission to support residents using health and care services across the borough.

3.14 Therefore, with Members approval, officers wish to explore working directly with commissioning colleagues at Bromley Clinical Commissioning Group (BCCG) over the coming year to review the existing strategic partnership contracts and to seek to jointly commission services from the voluntary sector which directly benefit the health and care economy, maintain peoples independence for longer and prevent the need, wherever possible, for long term care packages.

3.15 Local timing

3.16 Bromley Clinical Commissioning Group are moving towards the implementation stage for their transformation programme during 2016/17 to create Integrated Care Networks (ICNs), providing community based health and care services based around GP surgeries. They intend to ask all local core providers in the system including the third sector to sign up to a Memorandum of Understanding in order to tie providers into whole system shared outcomes and objectives that improve residents outcomes when they come into contact with health services. This is designed primarily to improve the quality of care, but also to tackle the increasing budget pressures placed on the system from very high levels of emergency admissions and unplanned acute care.

- 3.17 Officers at the Council intend to work closely with commissioners at BCCG to determine how voluntary sector services can be jointly commissioned over the coming year and to embed the sector into core health and care delivery.
- 3.18 This may mean, in time, moving away from the existing strategic partner contracts but doing so during 2016/17 would be too early. Any early destabilisation of the voluntary sector would undermine the strategic direction of both the Council and BCCG and their ambitions to have the sector as a key partner in the delivery of health and care in the future. Commissioners are exploring how they could jointly commission from the sector, through joint funding, to provide targeted support, as well as the more traditional offer of information, advice and guidance. Encouraging health and care professionals to make referrals to voluntary sector partners when appropriate for non-clinical support with for example depression, isolation or managing a long term condition like dementia, as part of the wider health and care offer.
- 3.19 The sector is also taking the initiative by responding directly to these changes, with the Council's six strategic providers all coming together to form a collegiate with their own Memorandum of Understanding providing one clear route into what can otherwise be a very devolved and complex sector to navigate. The new collegiate *Bromley Third Sector Enterprise* (BTSE) will create a more responsive set of voluntary sector providers who can feed back directly to commissioners and be flexible in the way that they mobilise and bid for services, and this should benefit the health and care economy as a whole.
- 3.20 This report advocates supporting these recent positive developments and so requests that the relationships with the three strategic partners that are due to end in March 16 are continued for a further year to align all our strategic partner contracts with the voluntary sector. This also allows commissioners the opportunity to work alongside and support the sector to review and redesign the current contracted provision.
- 3.21 In the event that some of the services currently contracted here are not able to be fully incorporated into the wider joint commissioning arrangements a separate procurement plan will be drawn up and taken through Members to decide whether the Council continues to fund some core management costs directly.

4. POLICY IMPLICATIONS

- 4.1 In line with Building a Better Bromley aims of supporting independence.

5. FINANCIAL IMPLICATIONS

- 5.1 Provision for these contracts is contained within the 2016/17 budget. By aligning these contracts together, a more strategic commissioning approach can be taken when all the contracts are renegotiated for 2017/18.

6. LEGAL IMPLICATIONS

- 5.2 The services provided by the various strategic partners are covered by the 'Light Touch Regime' referred to in Schedule 3 of the Public Contracts Regulations 2015. These contracts remain below threshold but will need to be kept under review and have regard to tendering requirements and plans for future commissioning plans which is addressed in the body of the report.
- 5.3 As such, contract awards are primarily governed by the Council's Contract Procedure Rules and Financial Regulations.
- 5.4 These contracts are consistent with the various duties under the Social Value Act.

Non-Applicable Sections:	Personnel Implications
Background Documents: (Access via Contact Officer)	[Title of document and date]

ACTIVITY LEVELS BY ORGANISATION

CAB					
Total Client Contacts	Q1	Q2	Q3	Q4	Total
14/15	1,671	999	1,671	1,793	6,134
15/16	1,673	1,624	1,485		4,782

Bromley & Lewisham Mind					
Total Client Contacts	Q1	Q2	Q3	Q4	Total
14/15	84	146	135	174	539
15/16	189	140	193		522

Note: Q3 14/15 is an estimate as the figure is not available. Calculated by averaging the 3 quarters of the year where figures are available

Community Links					
Membership	Q1	Q2	Q3	Q4	Average
14/15	274	274	271	272	273
15/16	261	266	268		265
Organisations receiving support	Q1	Q2	Q3	Q4	Total
14/15	22	22	11	12	67
15/16	49	22	13		84

Note: Q1&2 figures for 14/15 reported as a 6 mth figure so membership numbers taken to be the same for both quarters and number of organisations is divided by 2 to give a quarterly figure

Age UK Bromley & Greenwich					
Total Client Contacts	Q1	Q2	Q3	Q4	Total
14/15	5,290	4,205	4,023	5,014	18,532
15/16	4,619	5,326	5,280		15,225

Total Client contacts Carers Bromley					
Total Client Contacts	Q1	Q2	Q3	Q4	Total
14/15	4,967	4,524	4,850	5,460	19,801
15/16	5,620	5,597	5,532		16749

Bromley Mencap					
Total Client Contacts	Q1	Q2	Q3	Q4	Total
14/15	3447	3610	3607	3245	13909
15/16	3482	3838	3770	3880	14970