

Decision Maker: PORTFOLIO HOLDER
WITH PRE-DECISION SCRUTINY FROM ADULT CARE AND HEALTH
SERVICES POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

Date: 21 November 2023

Decision Type: Non-Urgent Non-Executive Non-Key

Title: Variation to the Primary and Secondary Intervention Service Contract

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Chief Officer: Kim Carey, Director of Adult Services, Education, Care & Health Services

Ward: All

1. REASON FOR REPORT

- 1.1 This report requests that PDS support the recommendation to vary the current Primary and Secondary Intervention Service (PSIS) Contract. This service (also known as Bromley Well) is managed by Bromley Third Sector Enterprise (BTSE). The London Borough of Bromley is the lead commissioning organisation for this contract acting on the behalf of both the council and the South East London Integrated Commissioning Board (ICB) Bromley.
- 1.2 The PSIS service consists of nine pathways with a single point of access providing a triage function and eight specialist service pathways for those that need further support following triage. (Further detail is provided in section 3). The contract variation will revise the service offer of one of the nine PSIS service pathways.
- 1.3 This pathway is the Elderly Frail Pathway and the contract variation will change the existing service offer and the PSIS contract in the following ways:
- i. Expand the capacity of the current Handyperson service pathway to include the activity that has been previously commissioned and funded through the ICB.
 - ii. Enable the one-off purchase of an additional Van for use by additional handyperson (This is not currently part of the PSIS contract)

- iii. Incorporate, the Frailty Navigator service. (The Frailty Navigator Service is currently not part of the PSIS contract). Historically, this service was funded via Innovation funding and more recently, through ICB directly procuring this service with Age UK (Bromley and Greenwich).
 - iv. Enable the allocation of additional funds to the PSIS contract over a 4.5-year period. These funds are detailed in Part 2 of this report.
- 1.4 The current PSIS contract commenced 1st October 2022 and is a 5-year contract which expires 30th September 2027 with the option to extend for another 2 years to 30th September 2029.
- 1.5 The contract variation will mean an increase in contract value over the whole life of the contract. This detail is provided in Part 2 of this report. This value will cover the contract for 4.5 years (to the end September 27-28 which is when the current contract expires).
- 1.6 The cost of this variation and full contract costs are included in Part 2 of this report.

2. RECOMMENDATION(S)

- 2.1 That ACH PDS support the recommendation to vary the PSIS contract as specified in section 1.3 above.
- 2.2 That ACH PDS note the anticipated increase in service activity.

Impact on Vulnerable Adults and Children

1. Summary of Impact: There are no negative impacts due to the proposal to vary the contract. The service and contract variation support both the local Corporate Plan priorities and statutory duty as detailed under section 3.1.
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Transformation Policy

1. Policy Status: Existing Policy:
2. Making Bromley Even Better Priority:

(1) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.

(2) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.

Financial

1. Cost of proposal: Estimated Cost: In Part 2 of this report.
 2. Ongoing costs: Recurring Cost: In Part 2 of this report.
 3. Budget head/performance centre: In Part 2 of this report.
 4. Total current budget for this head: £ In part 2 of this report
 5. Source of funding: In part 2 of this report.
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Personnel

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

1. Legal Requirement: Non-Statutory
 2. Call-in: Not Applicable:
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Procurement

1. Summary of Procurement Implications: Detailed in section 9 of this report
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Property

1. Summary of Property Implications: N/A
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: N/A
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Customer Impact

1. Estimated number of users or customers (current and projected):
 2. Current number of service users (240 per annum for Handyperson service) none for Frailty Navigator Service
 3. Projected number of service users per annum (600 for Handyperson and 772 for Frailty Navigator services)
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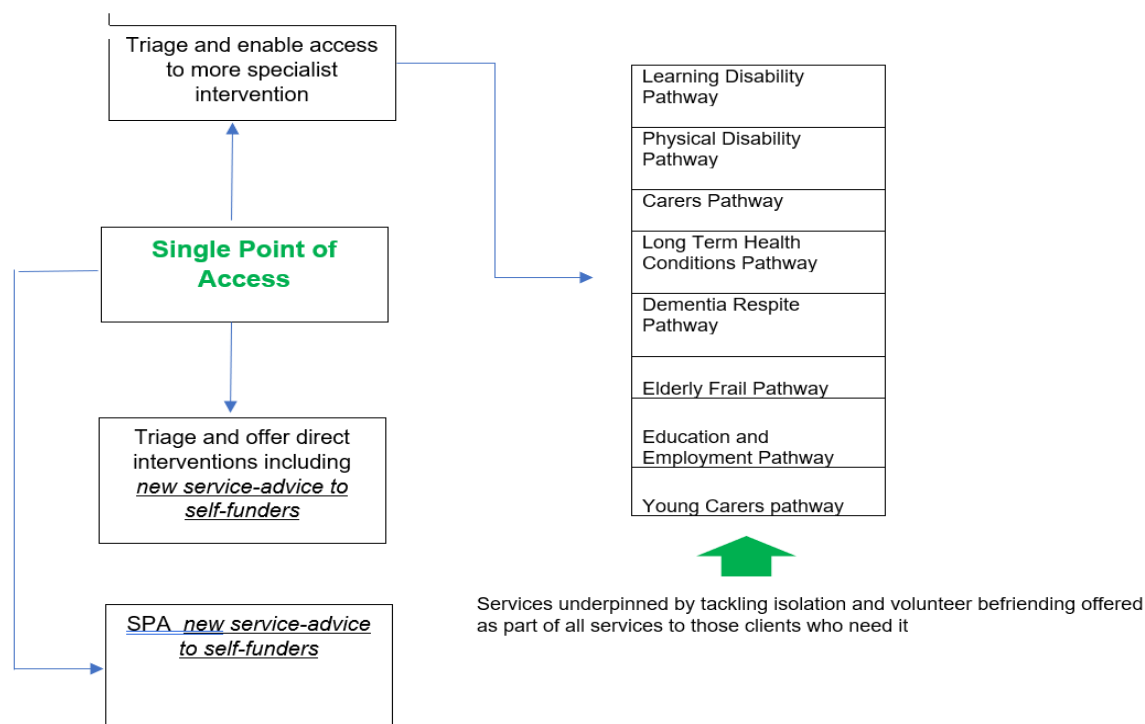
Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

3.1 The Care Act 2014 places a statutory duty on Local Authorities to prevent, reduce and /or delay the need for statutory services by putting in place prevention and early intervention services. PSIS forms part of the London Borough of Bromley’s discharge of these duties and as a service comprises of nine pathways as detailed below in table 1.

Table 1: Bromley Well Pathway



3.2 The contract to deliver these service pathways commenced on the 1st of October 2022 following a tendering of the service and award of contract. The current provider, Bromley Third Sector Enterprise, was the successful bidder and awarded the contract.

3.3 The proposed changes will revise the service offer for the Elderly Frail Pathway in terms of capacity (as far as Handyperson services are concerned) and scope (in terms of the Frailty Navigator service, which currently sits outside this service contract)

3.4 The Elderly Frail pathway delivers information, advice and guidance, as well as practical and emotional support to frail residents living in Bromley. These residents will meet level 4 and 5 of the Rockwood frailty scale (These levels of the frailty scale cover individuals who are vulnerable or mildly frail¹).

3.5 The Elderly Frail pathway delivers the following interventions, all of which support effective discharge from hospital:

- A handyperson service providing minor repairs and adaptations.
- A Take Home and Settle Service
- A Hospital Aftercare service

¹ [rockwood-frailty-scale .pdf \(england.nhs.uk\)](#)
 Gateway Report Member Decision
 August 2022

3.6 Proposed elements of the contract variation are to

- Increase the capacity of the Handyperson service.
- Incorporate into this contract the Frailty Navigator service which currently sits outside of this service contract but forms a critical part of how residents in hospital access the Elderly Frail services.

3.7 Description of Handyperson and Frailty Navigator services

Handyperson Service: The Handyperson service is free, and access is via referral from health and social care professionals. The service is for older people with mild frailty and the aim of the service is to carry out minor repairs that keep people in the community or enable them to return home following discharge from hospital.

Frailty Care Navigator Service: The Frailty Care Navigator builds relationships; problem solves and helps locate resources crucial to discharging elderly frail clients. It thus enables (for the purposes of this report) the effective transfer of people in hospital into the Bromley Well Services from the Transfer of Care Bureau, Hospital Wards and the Hospital Single Point of Access. The service consists of 2 staff with one based at the PRUH and one at the Discharge Single Point of Access. Service capacity, based on quarterly referral figures, is 772 referrals per annum.²

3.8 Current Service Activity

In the first 6 months of the new contract (October 2022 to March 2023) activity has more than doubled for the Handyperson service. System demand for these services and the capacity to fund these extra slots has been due to increased BCF focus on hospital discharges. The additional funding to support hospital discharges was made available via BCF (ICB) from December 2022 onwards (Additional Discharge Fund). This funding has been used to fund both additional Handyperson slots and the Frailty Care Navigator service and is the additional funding that will fund the variation of contract.

Summary of Business Case

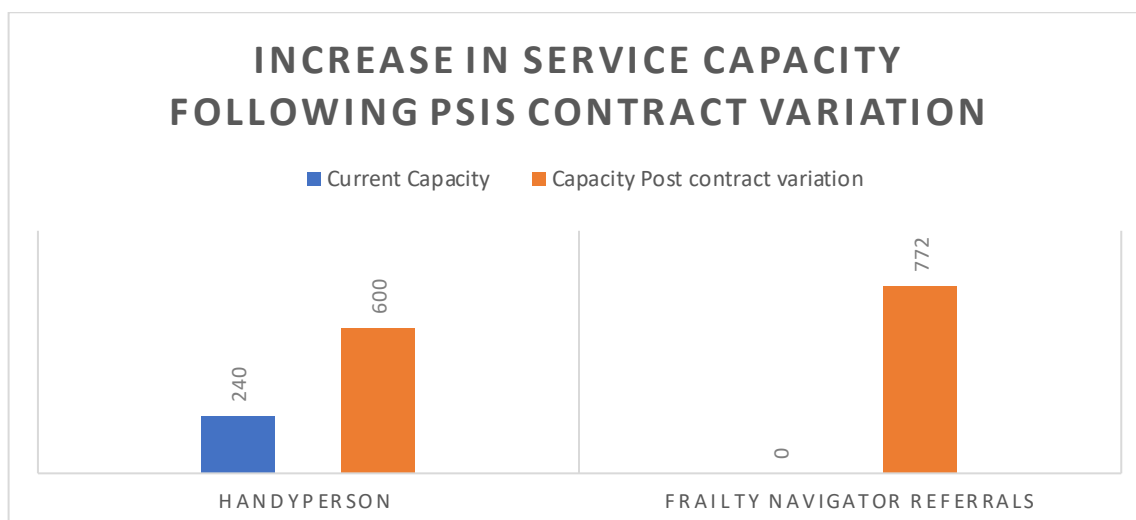
- 3.9 BTSE were invited to outline a service proposal to host the Frailty Care Navigator Service and expand the capacity of the Handyperson service. This led to the development of a pilot for both services which continues to run independently of the PSIS contract.
- 3.10 Service activity from the pilots demonstrate an ongoing need for increased service capacity for the Handyperson service and a need to align the Frailty Care Navigator service to the PSIS contract to maximise benefits of this service and enhance continuity of care.
- 3.11 The Council and the ICB have proposed the incorporation of these services in the substantive contract as the services will be ongoing for the duration of the PSIS current 5-year contract.
- 3.12 The contract variation proposed, is to expand capacity within the Handyperson service and incorporate the Frailty Care Navigator service into the PSIS contract as this service currently sits outside of the PSIS contract but is delivered by one of the service sub-contractors, Age UK Bromley and Greenwich.

² Based on quarterly referral figures of 193
Gateway Report Member Decision
August 2022

3.13 Works/ Services being purchased.

- Additional Handyerson service slots³. This service enables the carrying out of minor works and adaptations in people's homes and is a critical component of discharge and hospital aftercare activity, ensuring that residents can be discharged safely into their home environment.
- The Frailty Navigator⁴. This is a critical part of ensuring that residents are supported to access the right service and that this happens prior to discharge from hospital. This service acts as a link between the hospital and Bromley Well ensuring that residents can access Bromley Well services including those delivered within the Elderly Frail pathway.
- An additional van to enable an additional Handyerson to be deployed within the borough and to priority cases as part of supporting discharge planning.

3.15 Increase in Service Activity. It is anticipated that the increase in service activity and the incorporation of the Frailty Navigator Service will increase contract capacity of this service. This is detailed below.



3.16 Reason for letting the contract - Currently this capacity (Increased Handyperson service capacity and the Frailty Care Navigator service) is delivered via two pilots, both of which sit outside the current PSIS contract. The service is funded directly via ICB funds. This proposal incorporates this activity within the core PSIS contract.

3.17 Costs: Detailed in Part 2 of this Report.

³ [Handyperson Service - Bromley Well](#)

⁴ [Care Navigation Competency Framework Final.pdf \(hee.nhs.uk\)](#)

3.18 Source of Funding: Detailed in Part 2 of this report.

Options Appraisal

3.19 Commissioning have considered 4 options. These are detailed in the table below.

<p>Option 1</p>	<p>Do Nothing</p>	<p>Pros</p> <p>Services continue as they are.</p>	<p>Cons</p> <p>Service economies of scale not maximised.</p> <p>Separate services could cost more as stand-alone projects.</p> <p>Demand for the Handyperson service is over subscribed.</p> <p>Risk of underspend if service cannot be commissioned with possibility of funds clawed back and risk of overspend with increase in spot purchases for slots over current capacity.</p>
<p>Option 2</p>	<p>Tender both services</p>	<p>Pros</p> <p>Will allow further market testing and interest in delivering the service</p>	<p>Cons</p> <p>Previous Market tests for service has not yielded any levels of interest for Handyperson service.</p> <p>Cost for Elderly Frail service would be significantly higher than profiled due to increase in management costs as well as running costs of stand-alone service.</p> <p>Operationally, it makes sense for the</p>

			service to be embedded in the current PSIS service.
Option 3	Tender Frailty Care Navigator Service only	Pros Will allow market test	Cons The Frailty Care Navigator in integral to the Elderly Frail service functioning and a stand-alone service would cost significantly more than current funding available
Option 4	Vary existing contract	Pros Will mean commissioning will achieve economies of scale. Significant reduction in carry over and risk of claw back of BCF / Additional discharge funds by NHS England	Cons Contract value might open us up to challenge-Mitigation The variation stated above can be completed in compliance with Regulation 72 of the Public Contracts Regulations 2015. Subject to compliance with Regulation 72 of the Public Contracts Regulations 2015 (which allows change to a contract without re-advertisement on Find a Tender where the proposed change, irrespective of monetary value, is provided for in the initial procurement documents in a clear, precise and unequivocal option clause which specifies the conditions of use and the scope and nature of the change).

Recommended Option: Option 4: Vary existing PSIS contract to expand the capacity of the Handyperson service and incorporate the Frailty Navigator service offer.

4. MARKET CONSIDERATIONS

- 4.1 The market for stand-alone small-scale Handyperson and Frailty Navigator services is limited and this represents a challenge to procuring the service within allocated budget. Previous market engagement activities regarding these services have also shown limited scope for stand-alone services.
- 4.2 Market engagement has been carried out with the hospital as well as service providers as part of ICB procuring the initial pilot services with Bromley Third Sector Enterprises

5. STAKEHOLDER ENGAGEMENT

- 5.1 Service users have been engaged for the purposes of expanding this service and there has been wider stakeholder engagement, all of which indicate a need to expand the service. User satisfaction is also captured via BTSE and Age UK Bromley and Greenwich Quality Assurance team. This quality assurance framework is aligned to Bromley QAF and requires the team to contact service users to understand their experience of using the service and make service adjustment as required.

6. PROCUREMENT AND PROJECT TIMESCALES AND GOVERNANCE ARRANGEMENTS

6.1 Estimated Value of Proposed Action:

The estimated value of the proposed action is detailed in PART 2 of this report

6.2 Other Associated Costs: None Identified

6.3 Proposed Contract Period: Up to September 30th, 2027.

- 6.4 The service mobilisation will be immediate, with reduced risks of disruption to the current service as these pilots are being delivered by the current provider, Bromley Third Sector Enterprise.

7. IMPACT ASSESSMENTS (INCLUDING VULNERABLE ADULTS AND CHILDREN)

- 7.1 An impact assessment was completed on the Bromley Well offer prior to the service being tendered. The additional service complements the Bromley Well offer and will positively impact on elderly and frail residents living in Bromley who need support to be able to be discharged from hospital and will support the hospital discharge policy and support increased discharges from acute as well.

8. TRANSFORMATION.POLICY IMPLICATIONS

This service variation will support the Better Care Fund policy around supporting discharges from acute settings. A key policy objective for the Better Care Fund is to tackle immediate pressures in delayed discharges by bringing sustained improvements to wider system flow and stronger joint working between the NHS local government and the voluntary sector.

9 PROCUREMENT CONSIDERATIONS

- 9.1 The report seeks a variation to the Bromley Well contract with The Bromley Third Sector Enterprise to increase the capacity of the Handyman Service and introduce a new Frailty Navigator Service. The value of the proposed variation is included in PART 2 of this Report.
- 9.2 This was originally procured as an above-threshold contract following a competitive tendering process. The variation stated above can be completed in compliance with Regulation 72 of the Public Contracts Regulations 2015. Subject to compliance with Regulation 72 of the Public Contracts Regulations 2015 (which allows change to a contract without re-advertisement on Find A Tender where the proposed change, irrespective of monetary value, is provided for in the initial procurement documents in a clear, precise, and unequivocal option clause which specifies the conditions of use and the scope and nature of the change).
- 9.3 The Council's requirements for authorising a variation are covered in CPR 23.7 and 13.1. For a contract of this value, the Approval of the Portfolio Holder following Agreement by the Chief Officer, the Assistant Director Governance & Contracts, the Director of Corporate Services and the Director of Finance must be obtained.
- 9.4 In accordance with CPR 2.1.2, Officers must take all necessary professional advice.
- 9.5 Following Approval, the variation must be applied via a suitable Change Control Notice, or similar, agreed with the Provider.
- 9.6 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

10 FINANCIAL CONSIDERATIONS

- 10.1 The contract variation and overall service costs are detailed in PART 2 of this report.

11. LEGAL CONSIDERATIONS

- 11.1 This Contract is about Primary and Secondary Care Intervention Services under the Care Act 2014. The London Borough of Bromley holds a general duty of a local authority, in exercising a function under this Part in the case of an individual, ... to promote that individual's wellbeing. (Care Act 2014 s.1).
- 11.2 In exercising this function the local authority must have regard to ...the importance of preventing or delaying the development of needs for care and support or needs for support and the importance of reducing needs of either kind that already exist. (Care Act 2014 s.3).
- 11.3 The Authority can lawfully procure the Services required to fulfil its obligations, such as the London Borough of Bromley does in this matter by procuring the Services through a third sector organisation.
- 11.4 The Authority can lawfully vary the Services procured pursuant to s72 of the Procurement Regulations 2015 in the manner described.
- 11.5 Under London Borough of Bromley's Contract Procedure Rules it provides under 13.1, "*A decision to directly award a contract to a single Candidate or to negotiate with one or more Candidates on any arrangements required within the Procurement process shall not be made*

except in compliance with the following and any PCR 2015 requirements". Compliance has been fulfilled.

- 11.6 Contract Procedure Rules Cl 23.7 provides for Variations and from the report it is apparent, compliance has been fulfilled.
- 11.7 It would appear from the content of this report that the Councils fiduciary duty under the Care Act 2014 is being met and through this Gateway report London Borough of Bromley is following its Contract Procedure Rules.

12 IMPACT ON HEALTH AND WELLBEING

This service and the contract variation will have a positive impact on the health and wellbeing on Bromley Residents discharged from Hospital by ensuring that services to support their effective discharge from hospital and aftercare are in place and increases system capacity to meet demand for these services.

Non-Applicable Headings:	Social Value, Carbon Reduction and local/national priorities, IT and GDPR Considerations, Strategic Property Considerations, Personnel, Impact on local economy, Ward councillor views
Background Documents: (Access via Contact Officer)	None