

Committee Name and Date of Committee Meeting

Cabinet – 19 October 2020

Report Title

Adult Care Services – Early Intervention Community Support Services

Is this a Key Decision and has it been included on the Forward Plan?

Yes

Strategic Director Approving Submission of the Report

Anne Marie Lubanski, Strategic Director of Adult Care, Housing and Public Health

Report Author(s)

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Ward(s) Affected

Borough-Wide

Report Summary

The two contracts associated with the services highlighted in this report (a) The Rotherham Sight and Sound Service and (b) The Carers Support Worker and Dementia Café Service reach their initial contract term at 31 March 2021. There is an option to extend the contracts for a period of 12 months in the contract terms at the discretion of the Council. Both services make a positive contribution to the Council's duty under the Care Act 2014 to promote wellbeing and prevent, reduce and delay the need for care. The people who benefit from the services are living in their own homes in the community.

The Rotherham Sight and Sound Service supports people who experience sensory impairment (deaf, blind or deaf-blind). The Carers Support Worker and Dementia Café Service supports unpaid carers and people who are experiencing the symptoms of dementia.

Both services are now well established in Rotherham.

This report outlines proposals for the Council to continue to secure the services going forward under grant agreement arrangements.

Recommendations

1. Cabinet considers the two options contained in this report and approves Option 1:

Option 1

(a) Rotherham Sight and Sound Service:

Be offered to the wider market under a grant funded service level agreement in accordance with the provisions of the Rotherham Compact prior to contract termination at 31 March 2022 to secure a provider to continue the service for a period of 2 years until 31 March 2024.

(b) The Carers Support Worker and Dementia Café Service:

Be offered to the wider market under a grant funded service level agreement in accordance with the provisions of the Rotherham Compact prior to contract termination at 31 March 2022 to secure a provider to continue the service for a period of 2 years until 31 March 2024.

List of Appendices Included

Appendix 1 Adult Care Services – Early Intervention Community Support Services Equality Analysis Part A and Part B – Rotherham Sight and Sound – Sensory Impairment Service

Appendix 2 Adult Care Services – Early Intervention Community Support Services Equality Analysis Part A and Part B – Carers Support Worker and Dementia Café Service

Background Papers

Cabinet and Commissioners Decision Making Meeting – Monday 12th September 2016. Item 66 – Commissioning and Procurement of Care and Support Services
<http://modgov-p-db/ieListDocuments.aspx?CId=1003&MIId=13745&Ver=4>

Consideration by any other Council Committee, Scrutiny or Advisory Panel

No

Council Approval Required

No

Exempt from the Press and Public

No

Adult Care Services – Early Intervention Community Support Services

1.	Background
1.1	(a) Rotherham Sight and Sound – Sheffield Royal Society for the Blind
	<p>The Rotherham Sight and Sound service was developed following a review of sensory support services. The findings of the review indicated that Rotherham’s model of support for people with sensory disabilities was focused on ‘front loaded’ statutory led support at the point of diagnosis with a significant gap in the ongoing support available for people who are deaf, blind and deafblind. It was concluded that there was an urgent need to develop local services to assist people with sensory disabilities to remain as independent for as long as possible and prevent dependency on statutorily provided services.</p>
	<p>In September 2016, Cabinet agreed to fund the development of a sensory impairment service for people with both hearing and sight impairment with a budget of £140,000 for a year to pump prime the service development and a direct award of the contract to Sheffield Royal Society for the Blind, a charity that had experience in delivering sensory impairment services.</p> <p>The short-term nature of the funding limited the provider in securing a location from which to deliver the service. To allow Sheffield Royal Society for the Blind to commit to a two-year lease on a building an officer decision was taken to extend the contract period from a one-year term to a two-year term. The contract term was amended as 1 April 2017 to 31 March 2019.</p>
	<p>The budget that supported the service was subject to review in 2018 as part of the Council’s budget setting process. A decision was taken to retain the service with a reduced budget of £125,000 to continue to support the service for a minimum of two years.</p> <p>To allow the service to continue to develop successfully along the established trajectory a direct award of a new contract to the incumbent provider Sheffield Royal Society for the Blind was made for the period 1 April 2019 to 31 March 2021 with an option to extend for up to a further 12 months. The Council must notify the provider no later than 31 December 2020 should it want to exercise this option.</p>
	<p>Sheffield Royal Society for the Blind has demonstrated commitment to continuing the service in Rotherham by purchasing the building which houses the service located on Ship Hill.</p> <p>Prior to Covid-19 plans were drawn up to carry out physical improvements to the access, layout and fabric of the building. The provider has indicated that these plans will be revived when appropriate. The building is currently closed to visitors to help control the spread of infection, but the service continues to provide support and operates remotely.</p>
1.2	Outcomes – Rotherham Sight and Sound Service:

The Rotherham Sight and Sound service currently provides support to around 970 people experiencing sensory impairment to:

- Maintain their independence and well-being i.e. issue equipment and assistive technology
- Increase access to information in suitable formats to assist in making decisions/choices i.e. provide documents in suitable formats and interpretation services
- Overcome barriers to participate in society, feel valued and lead a meaningful life i.e. IT literacy, lip reading classes, social events, peer support, civic activity
- Improved mental health and physical wellbeing i.e. peer support, access to soft therapies (Yoga/Tai Chi) and health and social care services
- Overcome barriers to inclusion, including societal attitudes i.e. provide outreach service and positive promotion of role models
- Achieve financial Inclusion i.e. support into employment or access benefits
- Have influence in the way in which services are delivered and developed i.e. participation in consultation

Response in Covid-19 Period

During the period of Covid-19 Rotherham Sight and Sound have continued to deliver an adapted service remotely to meet the needs of sensory impaired people. They have maintained contact with people that have been identified as vulnerable and needing regular contact by telephone or by text messaging and escalating issues where necessary.

The service intends to return to their usual operations in the advent of a Covid-19 vaccination but have started to operate a fully staffed service at Ship Hill from 1 September 2020. The organisation will continue to support people remotely or attendance at Ship Hill by appointment with necessary control measures in place where necessary.

1.3

(b) The Carers Support Worker and Dementia Café Service – Making Space

The Carers Support Worker and Dementia Café Service was developed in 2010 to support people experiencing the symptoms of dementia and unpaid carers in their role. The service was developed in line with the Rotherham Joint Carers Strategy 2008-11 to deliver against the objective of providing flexible support options to meet the needs of unpaid carers. The service remains relevant today and meets the objectives of the current 'Caring Together – The Rotherham Carers Strategy – 2016-21' in that the service helps to identify carers, enables them to realise that they are carers with entitlements and ensures carers have proportionate advice in the right way at the right time.

The service was developed in partnership with the Alzheimer's Society

	<p>and has been subject to an exemption from competitive tender and a competitive tender twice since the service commenced.</p> <p>The current contract (which was competitively procured) is delivered by Making Space, a national charity that provides health and social care services for adults with mental ill health, learning disabilities, dementia and their unpaid carers.</p> <p>The current contract term is 1 April 2018 to 31 March 2021. There is an option to extend the contract for a year at the discretion of the Council.</p>
	<p>The Carers Support Worker and Dementia Café Service delivers two elements of support</p> <ul style="list-style-type: none"> • Dementia (Memory) Cafés offer group and peer support, information, practical tips and advice. Café's take place at 4 locations throughout the Borough. • The Dementia Support Worker Service offers face to face support and support over the telephone.
1.4	<p>Outcomes - The Carers Support Worker and Dementia Café Service</p> <p>This service provides support to in excess of 600 people with around 120 new referrals per year.</p> <ul style="list-style-type: none"> • 1,200 Memory Café attendances, • 1,000 Unpaid Carer Support Hours • 230 Volunteer support hours <p>The overall service objective is to support unpaid carers in their role and aims to prevent carer fatigue and breakdown by offering:</p> <ul style="list-style-type: none"> • Respite from their role • Peer support • Practical advice and information on coping • Opportunities to identify carer stress and prevent escalation • Access to specialised support • Regular, sustained and flexible contact • Opportunities for quality time with the person they care for in an appropriately supported environment • Personalised service tailored to the needs of the unpaid carer <p>In addition to the provision of the Cafés and Support Workers the service has a large number of volunteers who are committed to the service, and provide support to attendees of the cafes and undertake fundraising activities to be spent in the service and the local economy demonstrating further social value commitments within Rotherham.</p>

	<p>The Service has also linked with a local school taken a young person with a learning disability on work experience and the company also allows the individual services to bid for grants of up to £500 in a Dragons Den type scenario to be spent on innovative events/services in the community. This activity is in line with and contributes to the commitments made in the Council's Social Value Policy.</p> <p>Response During the Covid-19 Period:</p> <ul style="list-style-type: none"> • People accessing the service were risk assessed and proactive welfare calls took place • Remote contact was maintained to ensure arrangements were in place for food shopping/informal support etc. • Social media accounts utilised to offer information and advice • Supported the development and issuing of 'carers cards' identify unpaid carers providing support to carry out essential tasks/activities. • Activities arranged to celebrate Carers Week • Activities carried out via digital platforms where possible
2.	Key Issues
2.1	<p>The (a) Rotherham Sight and Sound and (b) The Carers Support Service and Dementia Café Service contracts reach their initial term 31 March 2021 with options to extend the contracts for a further year. The option to extend the contract term does not offer a positive long-term view in respect of financial planning for either service.</p> <p>The recommissioning of these services, taking account of experience to date offers the opportunity to consider using Voluntary and Community Sector (VCS) grant processes going forward. This approach, given the partnership arrangements afforded provides better support in meeting future community needs.</p>
2.2	<p><u>Match funding and community activity</u></p> <p>Both providers (Royal Society for the Blind and Making Space) have supplemented the contract monies to further develop each service with funds raised through their respective charity's fund-raising activity. This has allowed the services to innovate and develop beyond that specified in the Council's contracts. The additional funding contributes to achieving the outcomes identified in 1.2 and 1.4, makes a positive contribution to Rotherham's local economy and provides added social value.</p> <ul style="list-style-type: none"> • (a) Rotherham Sight and Sound Service: <p>The contract value of this service is £125,000 per annum. The Royal Society for the Blind supplements the cost of the service with an injection of at least £38,000 per annum which is 23% of the service cost. This excludes the cost of rent as the building from which the service is delivered was purchased by Royal Society for the Blind during 2020.</p>

	<ul style="list-style-type: none"> • (b) The Carers Support Worker and Dementia Café Service: <p>The contract value of this service is £75,600 per annum. The funds raised independently by Making Space contribute an additional £10,000 or 13% to the total running cost.</p>
	<p>Whilst several options are considered, the partnership nature to commissioning and providing these services, especially given that match funding and community activity are involved with VCS organisations, is much better suited to entering into grant funded service level agreements in accordance with the provisions of the Rotherham Compact.</p>
2.3	<p><u>Rotherham Compact:</u></p> <p>In its working with the VCS, the Council is committed to follow the processes and procedures agreed as the Rotherham Compact. This involves a codesign process following the appointment of a lead organisation. The codesign will work within the headline scope of the functions being commissioned and the available budget for grant provision.</p> <p>Specifically, the Rotherham Compact states “An underlying principle of effective commissioning for outcomes should be the commitment to embed genuine co-production into all commissioning activity. People’s energy, skills, interests, knowledge and life experiences should be harnessed to influence the support and services they receive.</p> <p>This includes active participation alongside commissioners of services in the shaping of, and design of new service delivery models. Co-production gives a collective sense of ownership and can connect residents to the statutory organisations and voluntary and community organisations with a common purpose.”</p> <p>Pursuing alternative options would disregard the procedures agreed in the Rotherham Compact.</p>
3.	Options considered and recommended proposal
3.1	<p>Recommended Option 1:</p> <p>Option 1 is the preferred option because experience in providing these services to date shows that a partnership approach with VCS organisations provides a better platform for this service provision and has the potential to lever additional external resources to compliment the Council’s budget allocation.</p>
3.1.2	<p>This option would involve inviting bids from VCS organisations to enter into co-design and service level agreements to provide the relevant services. The bids would be invited based on the fixed budgets available; the organisations track record of delivering such services and knowledge of</p>

	<p>the service demand in Rotherham, together with match resources that the VCS organisation can bring as added value. The process would be compliant with the Rotherham Compact and the Council's Financial and Procurement Procedural Rules.</p>
3.1.3	<p>Grant funding arrangements are used to support activity being undertaken by an organisation where the Budget Manager believes that the Council's interest will be better served by operating a grant and offers a genuine route to commission services to be provided by third parties as defined in the Councils Financial and Procurement Procedural Rules. Grants can be awarded for a maximum of three calendar years.</p> <p>Soft market testing has identified some evidence of competition from other voluntary sector providers in the market to deliver similar services. The rules provide arrangements requiring the invitation of bids to enter into the co-design and service level agreement.</p>
3.1.4	<p>Grant funded service level agreements offer the benefits of:</p> <ul style="list-style-type: none"> • Flexibility to build a bespoke grant agreement which will still allow the Council to define outputs and outcomes that the provider will be required to report on periodically • Monitoring arrangements that are proportionate in their application • Recognising the skills and competencies of the specialist organisations that exist in the voluntary sector • Encouraging innovation and further service development by providing a platform in Rotherham for charitable fund-raising activity to further support vulnerable people in Rotherham. • Reducing costs, a complex tender process would incur for voluntary sector providers • Supporting and sustaining well-regarded services for vulnerable people in Rotherham • A clear long-term commitment from the Council which will increase voluntary sector provider confidence and sustainability • A process which will encourage smaller local organisations to apply who would not wish to engage in a full tender process in line with the commitments made in the Council's Social Value Policy.
3.1.5	<p>The nature of the legal relationship created is to spend the money in accordance with the grant. The grant agreement may include a specification of requirements and detail of outcomes to be delivered alongside performance monitoring arrangements if required.</p> <p>The Council will forgo the protection and control of a full contract and the ability to sue for underperformance which would be normally established as a result of procurement activity. The grant would be limited to some grounds for repayment or removal of the grant but not for non-performance.</p>
3.2	<p>Option 2 – Competitive Tender.</p>

	<p>In this option both the:</p> <p>(a) Rotherham Sight and Sound Service and (b) The Carers Support Worker and Dementia Café Services</p> <p>would be subjected to a competitive tender process on the open market.</p>
3.2.1	<p>Competitive Tender (a) Rotherham Sight and Sound Service:</p> <ul style="list-style-type: none"> • It is important that the high level of quality and activity achieved by the incumbent provider the Royal Society for the Blind is sustained to achieve the outcomes identified in paragraph 1.2. • A competitive tender process would offer an opportunity to the open market to bid for the contract, but this option requires a vibrant market and soft market testing indicates scarce competition. • The service is multi-functional; possessing the skills and capabilities to provide support to people affected by sight loss, to people affected by hearing loss and to people with both sight and hearing loss. Whilst the needs of each cohort remain distinct the service is successful in achieving positive outcomes for each distinct cohort and has achieved a level of integration between the blind and the deaf community. The multi-faceted nature of the service offers people with sensory impairments streamlined access to the relevant support without unnecessary 'hand-offs' which ensures a positive experience for those accessing the service. <p>Providers in the market with these characteristics and capabilities is rare.</p> <ul style="list-style-type: none"> • The value of the contract is relatively low and potentially unattractive to prospective bidders that can operate at the current level of quality, capacity and efficiency. • The provider has now reached a point where it is starting to sustain the service without requiring full cost recovery from the Council in order to deliver. This level of financial contribution cannot be assumed from another provider via a competitive process. <p>It is therefore unlikely that Option 2 will achieve the desired outcome and therefore is not recommended for (a) Rotherham Sight and Sound Service.</p>
3.2.2	<p>Competitive Tender – (b) The Carers Support Worker and Dementia Café Service:</p> <ul style="list-style-type: none"> • It is important that the high level of quality and activity achieved by the incumbent provider Making Space is sustained to achieve the outcomes identified in paragraph 1.4.

	<ul style="list-style-type: none"> • A competitive tender process would offer an opportunity to the open market to bid for the service and the contract awarded would remain subject to a contract monitoring process. Given the nature of the service it is likely to be of interest only to the voluntary sector market. Soft market testing indicates that there are a very low number of voluntary sector providers in the market capable and interested in delivering a contract of this type. The previous tender in 2016 attracted only two bids. • A competitive tender would place a substantial demand on a voluntary sector service resource in terms of the cost, time and effort to submit bids. Any successful applicant would be further required to expend resource to provide monitoring information to the commissioner during the contract term. • The contract is of relatively low value and any expenditure incurred by the provider would be more appropriately invested in delivering the service and achieving the outcomes identified in 1.4. This approach would also place pressure on funds raised by charitable activity and inhibit innovation and development in the service. <p>It is therefore unlikely that this option will achieve the desired outcome to sustain the service at the current level of activity, quality and capacity and therefore Option 2 is not recommended for (b) The Carers Support Worker and Dementia Café Service.</p>
4.	Consultation on proposal
4.1	Extensive consultation with relevant stakeholders took place during the development of the services (including with people accessing the services). The services are monitored in line with the contract which gives access to case studies and views of people accessing the services which are favourable.
4.2	Since the recommendation Option 1 assumes the incumbent providers (a) Sheffield Royal Society for the Blind (b) Making Space agree to an extension of the contract to 31 March 2022 they have been consulted and have agreed to an extension.
4.3	Soft market testing has been undertaken in consultation with colleagues in Procurement Services and with the voluntary sector market to understand the level of competition for the contracts highlighted in this report. The findings support the recommendations contained in the report.
5.	Timetable and Accountability for Implementing this Decision
5.1	If the recommended Option 1 is approved the current contracts will be extended (as per their respective contract one-year extension clause) with the incumbent providers (a) Sheffield Royal Society for Blind and (b) Making Space; for a period of 12 months from 1st April 2021 to 31 March

	<p>2022. Bids will be invited in early November 2021 with successful bidders appointed in early December 2021.</p> <p>The co-design would be completed with Service Level Agreements signed by mid-February facilitating commencement of the new services on 1st April 2022.</p>
6.	Financial and Procurement Advice and Implications (to be written by the relevant Head of Finance and the Head of Procurement on behalf of s151 Officer)
6.1	<p>As the proposed recommendation in this report is to provide grant funding arrangements, there are no direct procurement implications. Grant arrangements don't fall within the scope of Public Contract Regulations and therefore any aggrieved bidder would not have recourse to the remedies set out. However, the conditions of grant aid as set out in the Council's standard SLA documents are enforceable.</p> <p>Rule 11 of the Council's Financial and Procurement Procedural Rules provide a mechanism to provide grant arrangements to third parties.</p>
6.2	The proposed payments outlined in the recommend Option 1 are in line with the approved annual budget of £125,000 for Rotherham Sight and Sound and £75,600 for the Carer Support Worker and Dementia Café service.
7.	Legal Advice and Implications (to be written by Legal Officer on behalf of Assistant Director Legal Services)
7.1	The Council is required to operate in accordance with the relevant Best Value Statutory Guidance and the requirements of the Rotherham Compact in its relationship with and funding of the VCS.
7.2	The Council has power to fund the VCS through various pieces of legislation including the Health Services and Public Health Act 1968, the Local Government Act 1972, the Local Government (Miscellaneous Provisions) Act 1976, and the Localism Act 2011. This Act provides the General Power of Competence which gives Councils the power to do anything an individual can do provided it is not prohibited by other legislation.
8.	Human Resources Advice and Implications
8.1	There are no direct human resource implications for the Council as a result of the recommendations in this report.
9.	Implications for Children and Young People and Vulnerable Adults
9.1	The services outlined in this report make a positive contribution in supporting vulnerable adults in Rotherham. As the report recommends continuing the services long term there are no negative implications

	envisaged. The Rotherham Sight and Sound service offers parents of children with sensory impairment support and therefore indirectly provides positive benefits to children and young people.
10.	Equalities and Human Rights Advice and Implications
10.1	The recommendation to sustain the services outlined in this report has positive implications for people with protected characteristics including people with sensory loss, people with mental ill-health and unpaid carers.
10.2	The services described in this report support the Council to meet its obligations under the Equality Act 2010. They provide accessible support, including outreach support, assists in overcoming societal barriers to inclusion and positively support and promote issues experienced by disabled people and unpaid carers.
10.3	A full Equality Analysis has been undertaken that supports the report.
11.	Implications for Ward Priorities
11.1	The services described in the report operate Borough wide and therefore impact positively on all Rotherham Neighbourhoods.
12.	Implications for Partners
12.1	<p>The services described in this report compliment those provided by our health partners and assist in reducing demand on more formal services.</p> <p>(a) Rotherham Sight and Sound Service provides a mobile service throughout Rotherham promoting eye health and also interfaces with services provided by the Eye Clinic and Hearing Clinic at the Rotherham Foundation Trust. (b) The Carers and Dementia Café Support Service is part of the Dementia Community Support Pathway that spans health and social care.</p>
13.	Risks and Mitigation
13.1.	The Council has previously received concerns from a local group representing people who reliant on British Sign Language for their communication needs. Extensive consultation has taken place with this group and several contingencies have been put in place i.e. dedicated BSL sessions and have been supported to access funding to continue their own activity. The incumbent provider Sheffield Royal Society for the Blind has accommodated the needs of this group and it will be necessary to carry out further consultation to ensure their needs continue to be included in the sensory service offer. This is reflected in the Equality Assessment.
13.2	The grants and Service Level Agreements are entered into to using the Council's standard Service Level Agreement template and conditions for VCS organisations.

14.	Accountable Officers
	<ul style="list-style-type: none"> • Nathan Atkinson, Assistant Director, Strategic Commissioning, Adult Care • Jacqueline Clark, Head of Prevention and Early Intervention, Adult Care

Approvals obtained on behalf of Statutory Officers:-

	Named Officer	Date
Chief Executive	Sharon Kemp	Click here to enter a date.
Strategic Director of Finance & Customer Services (S.151 Officer)	Judith Badger	06/10/20
Head of Legal Services (Monitoring Officer)	Bal Nahal	06/10/20

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