

Approval of Contract Award: Community Short Break Services
Councillor Sam Smith, Cabinet Member for Children's Services
November 2018
Deadline Date: 07.12.18

Cabinet Portfolio Holder:	Councillor Sam Smith, Cabinet Member for Children's Services
Responsible Director:	Wendi Ogle-Welbourn, Corporate Director of People & Communities
Is this a key decision?	YES
Has it been included on the Forward Plan?	YES Unique Key decision Reference from Forward Plan KEY/12NOV18/02
Is this decision eligible for call in?	YES
Does this Public report have any annex that contains exempt information?	NO

RECOMMENDATIONS

The Cabinet Member for Children's Services is recommended to:

1. Approve the award of the following contracts which will make up the portfolio of Community Short Break services. These contracts will commence 1st April 2019 and will last for a period of three years with the option to extend up to 24 months. The total value of the contracts is £325,000 per year.
 - Service A1 - Large Groups 7-11 years (Vivacity)
 - Service A2 - Large Groups 7-11 years (Circles Network)
 - Service B1 - Large Groups 11-19 years (Vivacity)
 - Service B2 - Large Groups 11-19 years(Circles Network)
 - Service C - Small Groups 7-11 years (Circles Network)
 - Service D - Small Groups 11-19 years (Circles Network)
 - Service E - One to One Support (Circles Network)
 - Service F - Sleep Management Programme (Scope)
2. Authorise the Corporate Director of People & Communities to extend the contracts for a further period of up to 24 months at a cost agreed at the tender stage, plus any variations during the initial term of the contract should Peterborough City Council (PCC) exercise the option to extend.

1. SUMMARY OF MAIN ISSUES

- 1.1 This report seeks the Cabinet Member for Children's Services approval to award the following contracts to the following providers. These contracts will run from 1st April 2019 to 31st March 2022 with the option to extend for a further up to 24 months in accordance with PCC's Contract Regulations.
- Service A1 - Large Groups 7-11 years (Vivacity)
 - Service A2 - Large Groups 7-11 years (Circles Network)
 - Service B1 - Large Groups 11-19 years (Vivacity)
 - Service B2 - Large Groups 11-19 years (Circles Network)
 - Service C - Small Groups 7-11 years (Circles Network)
 - Service D - Small Groups 11-19 years (Circles Network)
 - Service E - One to One Support 7-18 years (Circles Network)
 - Service F - Sleep Management Programme 4-19 years (Scope)
- 1.2 The above organisations will provide Community Short Break Services in Peterborough; these services will support PCC to meet its statutory social care duties for children and young people (CYP) with disabilities in Peterborough.

2. PURPOSE OF THIS REPORT

2.1 This report is for the Cabinet Member for Children's Services to consider exercising their delegated authority under paragraph 3.4.3 and 3.4.8 (a) of Part 3 of the constitution in accordance with the terms of their portfolio at paragraph (a).

3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	No
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4. CONSULTATION

4.1 A Short Breaks Needs Assessment was undertaken by commissioners with development recommendations; this was brought to the P&C JCB in November 2017 for approval to proceed. In an effort to coproduce the community based short breaks offer, commissioners worked alongside the local parent carer forum, Family Voice Peterborough (FVP). FVP developed and circulated a questionnaire regarding current knowledge, use and satisfaction of short breaks services locally. Views of CYP were sought through 'The Big Youth Shout Out' report. Social care and residential short breaks services colleagues were engaged through a series of workshops.

4.2 Following this, a market facilitation questionnaire was coproduced and published in February 2018, seven organisations responded. A provider event was then held in April 2018 in Peterborough was attended by six organisations from a list of twenty six contacts. A project group was also established with representation from commissioning, Serco procurement, PCC legal services, residential short breaks and Family Voice attending monthly meetings.

4.3 A portfolio of six service specifications were developed using details from current contract management, engagement and consultation information, and an understanding of wider local agendas in reviewing 0-25 services across Peterborough. Specialist access to services by panel referral, review and progression has been prioritised. A greater focus is on age and needs specific activities, such as independence skills for teenage CYP and options for

younger CYP. Opportunities for weekend and evening support as well as school holiday times were included. To secure variety of opportunities, the group based sessions were split into two allocations for each service. Stakeholders were kept informed of the progress made throughout the procurement process.

5. ANTICIPATED OUTCOMES

5.1 PCC is committed to achieving positive and personalised outcomes for CYP with disabilities, and their families. The following outcomes were detailed in each of the service specifications.

To deliver a range of regular, planned and accessible activities for CYP
To ensure high quality, effective, sustainable and value for money services are delivered
To ensure Short Break provision is CYP centred and contributes to the needs of the CYP and their families
To ensure programmes of activities are appropriate to the age, needs, abilities and aspirations of CYP
To improve outcomes for CYP with disabilities; including higher attainment and improved health and well-being
To increase the confidence and self esteem of children and young people with disabilities
To enable CYP with disabilities to become more independent/autonomous, and help CYP to self regulate their behaviour
To improve socialisation of CYP with disabilities, giving opportunities for them to make/spend time with friends and develop their communication and social skills
To demonstrate that CYP with disabilities take part in and enjoy new and interesting activities
To evidence that parent(s)/carer(s) have confidence in community short breaks and are benefiting from the service, enabling them to continue to meet their CYP's needs and reduce crisis points that may lead to family breakdown

5.2 The award of these contracts reflects the work that has been undertaken to deliver the vision of ensuring there are sufficient range of Community Short Breaks available to meet the needs of CYP with disabilities in Peterborough.

5.3 The development of the portfolio of Community Short Breaks sits within the context of supporting the 0-25 Social Care team in Peterborough and within the national context of the Care Act 2014 and the Children and Families Act 2014. In line with the statutory duties in relation to the provision of Short Breaks; Paragraph 6(1)(c) of the Children Act 1989 and the Breaks for Carers of Disabled Children Regulations 2011, PCC must ensure the provision of a wide range of Short Breaks that is sufficient to meet local need. The focus of these new services is to achieve positive and personalised outcomes for CYP with disabilities in Peterborough, whilst supporting parent carers in their caring roles.

6. REASONS FOR RECOMMENDATIONS & ANY RELEVANT BACKGROUND INFORMATION

6.1 The proposed approach with support PCC in meeting its statutory duty to meet the assessed needs of CYP with disabilities.

6.2 The Community Short Breaks tender was carried out in compliance with the Public Contract Regulations 2015 and in line with PCC Contract Regulations; further details are set out below.

BACKGROUND

6.3 There are statutory duties in relation to the provision of Short Breaks; Paragraph 6(1)(c) of the Children Act 1989 and the Breaks for Carers of Disabled Children Regulations 2011 requires the provision of a wide range of Short Breaks that is sufficient to meet local need (Broach & Rook 2015:9). Thus, the Local Authority must show compliance with the ‘sufficient duties’ imposed by regulation 4 of the Breaks for Carers of Disabled Children Regulations 2011 and Section 27 of the Children and Families Act 2014. Local Authorities must also determine if their Short Breaks provision is consistent with human rights obligations ie. they must be able to demonstrate that the Short Breaks available will provide sufficient support to protect the private and family life rights of CYP with disabilities, and their families. In performing their duty under paragraph 6(1)(c) of Schedule 2 to the 1989 Act, a local authority must provide, as far as is reasonably practicable, a range of services which is sufficient to assist carers to continue to provide care or to do so more effectively. In particular, the local authority must provide, as appropriate, a range of:

- Day time care in the homes of CYP with disabilities or elsewhere;
- Overnight care in the homes of CYP with disabilities or elsewhere;
- Educational or leisure activities for CYP with disabilities outside their home; and
- Services available to assist carers in the evenings, at weekends and during the school holidays

In essence, Short Breaks are vital services for improving the outcomes of CYP with disabilities and therefore are a fundamental element of the provision that underpins the Local Offer. Community Short Breaks are designed to provide day based opportunities only for CYP with disabilities to work collaboratively alongside the locally provided options for overnight care that centres around a residential/short breaks children’s home.

CURRENT PROVISION

6.3 A number of services have been in place since 2013; these are based on after school activities on weekdays during term times, and day based provision on weekdays during school holiday times. These sports, play and youth club services have ‘targeted’ access by families contacting the provider, evidencing diagnosis, and booking sessions. In addition there is a small amount of ‘one to one’, ‘specialist’ provision and a sleep management service; these are accessed by PCC Panel process after a formal assessment of needs.

TENDER PROCESS

6.4 This procurement process complied with the requirements as stated in PCC’s Contract Regulations. This procurement was also conducted under the Light Touch Regime in line with the Public Contract Regulations 2015.

6.5 An open process was followed; therefore, no separate Pre Qualification was required for this procurement exercise.

6.6 The Invitation to Tender was published; the below table shows how many bids were received for each of the services. Service A, B, C & D were divided into two allocations; providers

therefore had the opportunity to bid for one allocation or two allocations. All of the bids were received were compliant and thus all were evaluated. The evaluation process included the evaluation of method statement questions, pricing assumptions and pricing.

Service	No. of Bids
Service A - Large Groups 7-11 years	4
Service B - Large Groups 11-19 years	3
Service C - Small Groups 7-11 years	2
Service D - Small Groups 11-19 years	2
Service E - One to One Support	1
Service F - Sleep Management Programme	1

6.7 The award criteria was 80/20 in favour of quality; the weighting was as follows.

- Method Statement Questions - 80%
- Pricing Assumptions - 15%
- Pricing - 5%

TENDER EVALUATION

6.8 The tender evaluation and moderation was conducted by a panel of 3 Council Officers.

6.9 Tenderers were required to prepare a number of method statements addressing between them all aspects of the required service as part of an evaluation criteria. The method statements explored the approach and methodology proposed by each tenderer concerning (amongst other things) how the new service would be implemented and delivered. Each method statement was scored using a 0 to 10 point evaluation criteria scale.

6.10 Each method statement was given a weighting; those areas critical to the success of the service therefore carried a higher weighting. A number of the method statement questions remained the same for each of the services; the remainder were specific to the individual service being tendered for. The specific weighting of each method statement question was made clear to bidders.

6.11 The evaluation panel undertook the evaluation process independently; this was followed by the moderation process in which moderated scores for the method statement responses, the pricing and the pricing assumptions were decided upon to complete the evaluation criteria.

6.12 The below tables show a summary of these moderated scores, for each of the services.

	Service A			
	Quality (80%)	Price (15%)	Pricing Assumptions (5%)	Total %
Vivacity	50.216	14.19	2.664	67.07

Bidder 1	43.106	15	1.776	59.882
Bidder 2	33.063	14.87	1.332	49.265
Circles Network	66.036	14.5	3.108	83.644

Service B				
	Quality (80%)	Price (15%)	Pricing Assumptions (5%)	Total %
Vivacity	50.216	14.32	2.664	67.20
Bidder 2	32.174	15	0.888	48.062
Circles Network	66.036	14.63	3.108	83.774

Service C				
	Quality (80%)	Price (15%)	Pricing Assumptions (5%)	Total %
Bidder 4	34.48	14.33	2.22	51.03
Circles Network	62.561	15	3.108	80.669

Service D				
	Quality (80%)	Price (15%)	Pricing Assumptions (5%)	Total %
Bidder 4	35.191	14.33	2.22	51.741
Circles Network	61.939	15	3.108	80.047

Service E				
	Quality (80%)	Price (15%)	Pricing Assumptions (5%)	Total %
Circles Network	64.783	15	3.108	82.891

Service F				
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	Quality (80%)	Price (15%)	Pricing Assumptions (5%)	Total %
Scope	64.783	15	2.22	64.783

6.13 The tables above illustrates the total score for each bid for each services. Following evaluation of the bids it is recommended that:

- Vivacity and Circles Network should both be awarded contracts for Service A, Large Groups 7-11 years (a single allocation of £25k each, as was tendered for).
- Vivacity and Circles Network should both be awarded contracts for Service B, Large Groups 11-19 years (a single allocation of £25k each, as was tendered for).
- Circles Network should be awarded a contract for Service C, Small Groups 7-11 Years (both allocations of £25k, as was tendered for)
- Circles Network should be awarded a contract for Service D, Small Groups 11-19 Years (both allocations of £25k, as was tendered for)
- Circles Network should be awarded a contract for Service E, One to One Support
- Scope should be awarded a contract for Service F, Sleep Management Programme

6.13 The new contracts are anticipated to commence on the 1st April 2019 for a period of three years with an option to extend by up to 24 months, subject to satisfactory performance, delivery of outcomes, funding availability, price and the continuing need for the service.

7. ALTERNATIVE OPTIONS

7.1 There were no alternative options considered.

8. IMPLICATIONS

8.1 Financial

8.1.1 The total contract value for Year 1, Year 2 and Year 3 is as below; the below table also illustrates the approximate cost of a 24 month extension. The total cost of providing the services if all extensions are exercised is estimated to be £1,624,917. The tender process ensures that value for money is achieved.

Service	Organisation	Contract Value (Yr 1)	Contract Value (Yr 2)	Contract Value (Yr 3)	24 month extension value
A	Circles Network	£24,891	£24,891	£24,891	£49,782
A	Vivacity	£24,898	£25,384	£25,975	£51,950
B	Circles Network	£24,891	£24,891	£24,891	£49,782
B	Vivacity	£24,898	£25,384	£25,975	£51,950
C	Circles Network	£23,991	£23,991	£23,991	£47,982
C	Circles Network	£23,991	£23,991	£23,991	£47,982

D	Circles Network	£23,991	£23,991	£23,991	£47,982
D	Circles Network	£23,991	£23,991	£23,991	£47,982
E	Circles Network	£55,000 (allocated - £16.25ph)	£53,500 (allocated - £16.50ph)	£52,400 (allocated - £16.75 ph)	£104,800
F	Scope	£74,420	£74,974	£74,893	£149,786
TOTAL		£324,962	£324,988	£324,989	£649,978

8.2 Legal

8.2.1 The contract will support PCC to comply, in line with the statutory duties in relation to the provision of Short Breaks; Paragraph 6(1)(c) of the Children Act 1989 and the Breaks for Carers of Disabled Children Regulations 2011

8.3 Human resources

8.3.1 TUPE (Transfer of Undertakings (Protection of Employees) Regulations) implications were managed through the tender process as the TUPE information was published alongside the Invitation to Tender (ITT).

8.4 Procurement

8.4.1 The procurement exercise undertaken complies with value for money requirements and with relevant procurement rules.

9. DECLARATIONS / CONFLICTS OF INTEREST & DISPENSATIONS GRANTED

9.1 None.

10. BACKGROUND DOCUMENTS

10.1 None.

