



LIFELINE SERVICES AND THE COUNCIL’S (I) DELEGATION OF THE SERVICE TO ALL NEW USERS TO CAMBRIDGESHIRE COUNTY COUNCIL’S TECHNOLOGY ENABLED CARE TEAM; (II) AWARD OF CONTRACT FOR THE PROVISION OF SERVICE TO LEGACY USERS; AND (III) DELEGATION OF THE ENHANCED RESPONSE SERVICE TO CAMBRIDGESHIRE COUNTY COUNCIL
COUNCILLOR IRENE WALSH, CABINET MEMBER FOR INTEGRATED ADULT SOCIAL CARE, HEALTH AND PUBLIC HEALTH
DECEMBER 2021
Deadline date: N/A

Cabinet portfolio holder:	Councillor Irene Walsh, Cabinet Member for Integrated Adult Social Care, Health and Public Health
Responsible Director:	Wendi Ogle-Welbourn, Executive Director, People and Communities
Is this a Key Decision?	YES Forward Plan Reference Number: KEY/20DEC/21/01
Is this decision eligible for call-in?	YES
Does this Public report have any annex that contains exempt information?	NO
Is this a project and if so has it been registered on Verto?	N/A

RECOMMENDATIONS
The Cabinet Member is recommended to:
<ol style="list-style-type: none"> 1. Approve Peterborough City Council delegating the function of Lifeline service to all new service users to Cambridgeshire County Council, whereby Cambridgeshire’s Technology Enabled Care Team will provide Peterborough City Council’s Lifeline service to all new users, from 1 March 2022 for a period of 4 + 3 + 3 years and estimated annual value of £99,400 giving maximum contract value of £994,000 over 10 years 2. Approve the award of a 4 year contract to Cross Keys Homes Lifeline (CKH LL) for the legacy users of the current Peterborough City Council community alarm service – estimated total value £300,000.00, commencing 1 March 2022.

3. Approve Peterborough City Council delegating the function of the Enhanced Response Service to Cambridgeshire County Council on a rolling basis with estimated annual value of £191,903 commencing 1st March 2022.

1. PURPOSE OF THIS REPORT

- 1.1 This report is for the Cabinet Member for Integrated Adult Social Care, Health and Public Health to consider exercising delegated authority under paragraph 3.4.3 and 3.4.8 of Part 3 of the constitution in accordance with the terms of their portfolio at paragraph (e).

2. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	No
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3. BACKGROUND AND KEY ISSUES

3.1 Introduction

- 3.1.1 Peterborough City Council (PCC) has had a contract with Cross Keys Homes (CKH) since 2015 for the provision of Community Alarms –referred to locally as Lifelines. This contract currently includes:

- i. Provision and installation of a key safe (if needed)
- ii. Provision and installation of Lifeline “button and box” base unit
- iii. Call centre monitoring service
- iv. Provision and installation of peripheral telecare equipment that links to the Lifeline unit
- v. Lifting service for people who have fallen and raised an alert via their Lifeline

The current contract has been extended a number of times, with the current contract extended to 28 February 2022.

- 3.1.2 A procurement project was commenced during 2020, however a soft market testing exercise resulted in limited responses from the open market. This gave commissioners an opportunity to consider alternative options and explore more integrated, efficient ways to deliver the service.

3.2 Future Provision for New Users

- 3.2.1 The future provision of the Peterborough Lifeline Service has been considered via a full options appraisal. It has now been agreed by the Cambridgeshire and Peterborough Joint Commissioning Board that PCC shall delegate the function to Cambridgeshire County Council (CCC) to provide Lifeline services for all new users with effect from 1 March 2022. This aligns with CCC’s Adults and Health Committee agreement to the expansion of the Cambridgeshire Lifeline Service, which is part of the Technology Enabled Care (TEC) TEam, at their meeting on 22 September 2021. This arrangement will be governed by a Delegation and Partnering Agreement as PCC will be delegating the function to CCC for the delivery of the provision to all new service users and will rely on powers and exclusive rights given to local authorities to undertake administrative arrangements, which enables PCC to enter into such an agreement with CCC.

- 3.2.2 It has always been the strategic intention for TEC services across Cambridgeshire and Peterborough to be more aligned. The service delivery by Cambridgeshire Lifeline Service will deliver efficiencies for PCC in line with the savings requirements of the Medium Term

Financial Strategy which identified that Lifeline was a service area that could deliver savings through the introduction of charges. Charging for Lifelines, after the first six weeks, was subsequently introduced on 1/10/2020. Advice in relation to CCC's mechanism for this model has been obtained from CCC's Procurement and Legal Teams.

- 3.2.3 Under the proposed arrangement with Cambridgeshire Lifeline Service, new customers will receive their Lifeline funded by PCC for the first six weeks (as they have done with the current provider, CKH, since October 2020) and thereafter the customer will be charged a weekly fee by Cambridgeshire Lifeline Service, starting at £5 per week. This was benchmarked against similar services elsewhere in the country. It is slightly more than customers currently pay CKH (£4.40 per week). However, the Cambridgeshire Lifeline Service will offer a fully digital service and will mean that practitioners will be able to view the history of service users' alerts, for example the frequency with which people pressed their button. This will facilitate a proactive and early intervention response when necessary. The Lifelines will be connected to Cambridgeshire Lifeline alarm receiving centre which is currently provided through a contract between CCC and *Astraline*. The alarm receiving centre is responsible for receiving alerts from customers and generating the most appropriate response to assist the person who has raised the alert.

3.3 PCC Legacy Users of Lifelines Provided by CKH

- 3.3.1 The legacy lifeline users are people who continue to have their Lifeline provided by CKH and funded by PCC due to the fact that they were already in receipt of a Lifeline prior to the introduction of charges in October 2020. There are a number of difficulties in moving legacy users from one supplier to another, i.e. cost implications and service user disruption to a vulnerable user group. It is therefore recommended that PCC directly award a 4 year contract to the current supplier for continued Lifeline support to the legacy users of community alarm services. The estimated value of direct award is £300K for the 4 year period. The number of users will reduce over time as they pass away or move into long term care. CKH have confirmed they are willing to continue to provide a service to the legacy users until such time as the number of legacy users reduces to nil. The decision to contract with CKH for this continued period of service provision to legacy service users has been discussed with PCC's Finance, Legal and Procurement teams and it has been agreed that for technical and economic reasons such as requirements of interchangeability or interoperability for the legacy user service, to award to the current supplier shall ensure continuity of service and best value when providing legacy users with this service.

4. Enhanced Response Service

- 4.1 CCC's Enhanced Response Service (ERS) has been in operation since 2017 and will be expanded in Peterborough with effect from 1/3/2022. It is delivered by the Operational Directorate within CCC's Adult Social Care and is an essential service linked with the Lifeline Service as part of the Early Intervention and Prevention offer.
- 4.2 ERS will offer a greater range of interventions than the current falls lifting service. The typical types of calls that ERS can respond to includes:
- Non injured falls: for assistance with moving and handling to get up from the floor
 - One off personal care: sickness, anxiety, incontinence.
 - Silent calls: activations where the Alarm Receiving Centre cannot speak with the alarm holder. A number of these are people who have fallen but are out of voice/hearing range of the Lifeline.

ERS will also take calls from the Ambulance service if someone has dialled 999 but is not a medical emergency, and from CCC's Emergency Duty Team. ERS is regulated by CQC and is currently rated as good. The service will escalate calls to other services if they identify any concerns during their visit, eg. the Police.

- 4.3 Under the new arrangement, the expansion of ERS in Peterborough and the provision by CCC will be included in the Delegation of Function Agreement. The funding for ERS comes from the Better Care Fund and the allocated annual budget is £191,903.

5. CONSULTATION

- 5.1 Consultation was undertaken as part of the Medium Term Financial Strategy in terms of the introduction of charges for lifelines.

In preparation for the retendering of the Lifeline services, market consultation via a soft market testing exercise was undertaken, with the aim to determine the best route to market and to ensure the requirements of the service could be achieved. Lack of market engagement resulted in a full options appraisal which resulted in the decision to delegate the function to CCC for all PCC's new service users. The service area, finance, legal and procurement teams have been consulted within PCC and CCC.

Feedback from existing customers of ERS, and their families was used to inform the service expansion into Peterborough.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 The provision of Lifelines, combined with ERS, is an essential element of the delivery of the Early Intervention and Prevention agenda as well as supporting the ongoing needs of people with long term conditions.

Lifelines contribute towards:

- Promotion and maintenance of independence, well-being and quality of life for customers in their own home
- Manage and minimise risk for people living at home, particularly those living alone
- Reduce social isolation
- Detect deterioration and enable more early intervention for people with long term conditions
- Enhance people's sense of dignity and increased confidence
- Reassurance and facilitation of breaks for informal carers
- Prevent, reduce, delay escalation of needs and hospital / care home admissions
- Supporting safe hospital discharge
- Supporting the prevention, reduction and delay in people needing formal packages of care and support
- Embrace the use of new technology, as it becomes available

7. REASON FOR THE RECOMMENDATION

- 7.1 The recommendation is required in order to secure the ongoing provision of Lifelines and delivery of the Enhanced Response service to the residents of Peterborough and in the most cost effective way possible.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1
- i) Do nothing: This is not an option as the existing contract for both legacy and new users with CKH cannot continue to be extended.
 - ii) Open tender procurement: This option was explored and discounted, prompting the Councils to explore more integrated, efficient ways to deliver the service.
 - iii) Move legacy customers to the new service with Cambridgeshire TEC: This was not felt to be appropriate, as explained at paragraph 3.3.1

9. IMPLICATIONS

9.1 Financial Implications

9.1.1 For the Lifeline Service, Commissioners, supported by legal, finance, and commercial teams considered a number of modelled options for the delivery of the service, which have included the following assumptions:

- 28 new PCC customers every 4 weeks
- 75% of customers will keep their Lifeline and start to pay a weekly fee after the six week trial period, therefore an assumed 20 new billable connections every four weeks
- Back office support functions (invoicing etc) will be undertaken by CCC's Adults Finance Team
- Costs have been built in for additional TEC Team resourcing (staffing and vehicle)
- Equipment hardware will be purchased through the Integrated Community Equipment Service so as to benefit from the 80% credit model
- Lifeline units will be digital so that they are compatible with the BT Openreach Digital Switchover
- An additional 1% has been built into the model to account for bad debt (judged to be low risk)
- TUPE does not apply to the delegation of service for new users to CCC (confirmed by PCC's current supplier due to them maintaining a service to the legacy users)
- A contract term of 4+3+3 is recommended with an estimated maximum contract value over 10 years of £994,000. Spend will be monitored over the period and any pressures will be managed through the usual governance and decision making processes

Both revenue and capital budgets within Peterborough will be utilised, in the same way as they are currently with the CKH service. However, the delivery of the service through Cambridgeshire Lifeline Service will provide the opportunity for savings on the current revenue budget of £198K (as detailed in the table below) and the continued capitalisation of appropriate costs within the service.

Anticipated savings against the £198,000 budget:

2022-23	2023-24	2024-25	2025-26	2026-27
£14,569	£46,173	£78,027	£103,725	£104,631

In relation to the Legacy Users as explained in paragraph 3.3.1, this will require the direct award of a contract to CKH with a contract term of four years. The estimated value of this contract is £300K, but this expenditure will be capitalised, as it is now.

9.1.2 For the Enhanced Response Service, a PCC annual investment of £191,903 has been agreed from the Better Care fund. Analysis of outcomes of Cambridgeshire's ERS has demonstrated significant cost savings for social care. The modelling used in Cambridgeshire demonstrates that the combination of Lifeline and ERS can postpone the start of domiciliary care by 14.41 weeks and the start of a care home placement by 11.58 weeks. It is estimated that Peterborough could cover their proportion of the costs with ERS by postponing 44 out of 3,283 new domiciliary care packages and 18 out of 244 new care home placements.

9.2 Legal Implications

PCC's Legal team and Serco Procurement have been involved at all stages of the project.

The delegation of the function between PCC and CCC for the delivery of the service to all new users of Lifeline by CCC's TEC Team, and the provision of ERS, shall be governed by a Delegation and Partnering Agreement. The Delegation and Partnering Agreement shall set out clear roles and responsibilities for both councils, including (but not limited to) liabilities, financial arrangements, information governance, data protection and performance management. The Parties shall enter into the agreement in reliance on their powers and the exclusive rights given to local authorities to undertake administrative arrangements of this nature in sections 101 and 113 of the Local Government Act 1972, and sections 19 and 20 of the Local Government Act 2000 and the regulations made under these Acts; together with the general power within section 2 of the Local Government Act 2000 and the supporting provisions within section 111 Local Government Act 1972.

The decision for PCC to direct award the continued period of contract to CKH for service provision to legacy service users has been discussed with PCC's Finance, Legal and Procurement teams and it has been agreed that for technical and economic reasons such as requirements of interchangeability or interoperability for the legacy user service, to award to the current supplier shall ensure continuity of service and best value when providing legacy users with this service.

CCC shall act as lead commissioner of the service to all new users and where required shall enter into contractual arrangements on the council's behalf. Advice in relation to CCC's delivery model for this service has been, and shall continue to be, obtained from CCC's Procurement and Legal Teams.

9.3 **Equalities Implications**

There are no equality issues in relation to this service. It is available to all service user groups

9.4 **Carbon Impact Assessment**

The TEC Service and ERS will lease vans that have low emissions and are fuel efficient for the Technicians who undertake the installation of the Lifeline and sensors. Travel is minimised by zoning the area covered by each Technician each day and they carry stock in their vans for several days reducing the need to return to the store for re-stocking. Assessments and reviews are completed by telephone whenever appropriate again reducing travel by the Technologists. Many TEC devices support reduction of unnecessary travel for Service Users and their families to stay in touch with each other, receive 'I'm OK notifications' and avoid check visits. The provision and installation of some technology can mean reduced or prevented packages of care meaning less vehicles on the road. A Carbon Impact Assessment has been completed and signed off.

10. **DECLARATIONS / CONFLICTS OF INTEREST & DISPENSATIONS GRANTED**

10.1 *None*

11. **BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985) and The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

11.1 *None*

12. **APPENDICES**

12.1 *None*