



Doncaster Council

Report

Date: 30th January 2020

To the Chair and Members of the
AUDIT COMMITTEE

**UPDATE REPORT ON CONTRACTS AND COMMISSIONING IN ADULTS,
HEALTH AND WELLBEING**

Relevant Member(s)	Cabinet	Wards Affected	Key Decision
Cllr Blake			No

EXECUTIVE SUMMARY

1. This report provides Members an annual progress update on improvements made by the adults commissioning and contracts function since January 2019.

EXEMPT REPORT

2. There are no exemptions in this report.

RECOMMENDATIONS

3. To note the information contained in this report and to stand down the reporting of progress by the Adult Commissioning and Contracts function to Audit Committee, which has been in place since April 2017.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

4. Effective commissioning, procurement and contract management is essential, to ensure the delivery of value for money, quality, effective and efficient services to the citizens of Doncaster.

BACKGROUND

5. Prior to 2017, there had been a number of breaches of the Council's Contract Procedure rules (CPR's) and a number of waiver requests to CPR's. There were 30 contracts that had either expired or were due to

expire and required recommissioning or to be decommissioned. The Commissioning and Contract team had a range of continuity issues, with resources in key positions leaving and a lack of stable senior leadership, which led to the team working in a consistently reactive way and did not allow any of the managers to be strategic / forward looking or build the foundations to support future joint commissioning and work with partners; based on a clear, coordinated strategic approach and direction.

6. The key issue identified was one of capacity, not capability. In order to address this issue, experienced additional capacity and leadership posts were put in place. Priorities were re-profiled and changes made to staff reporting lines i.e. to maximise available capacity and focus that capacity on essential work priorities.
7. These changes were set out in an Additional Capacity business case approved by the Adults Improvement Board on the 26th September 2017.
8. With the support of Ernst & Young, a four year Commissioning and Procurement Plan was produced to provide the framework for all future commissioning and contracting activities. The Plan detailed-
 - Prioritised short and longer term activities to support the Directorate's improvement priorities including a programme of reviews of existing commissioned services;
 - A range of procurement activities for both new and existing services; and the phasing of the above activities based on immediate priorities, workload demands and resource availability; and
 - Current capacity issues within the Commissioning and Contracts team. Identifying where the team was currently under-resourced to satisfy workload demands.
9. The full Commissioning and Procurement Plan report was formally presented by EY at an AHWb Directorate Leadership Team Meeting (DLT) on Wednesday 20th December 2017 and subsequently implemented.
10. Beginning in April 2017 progress reports on commissioning activity were originally presented to Audit Committee at six monthly intervals . In January 2019, reporting to audit committee was reduced to annual reporting. These progress reports gave assurance to Audit Committee that sustained improvement was being made over a continued period.

Activity

11. Achievements by the Commissioning and Contracts function in the last twelve months since January 2019 are as follows:-
 - Reduced off contract spend from £5.4m to circa £447k (January 2020)
 - Achieved savings of circa £2.22m in 19/20 (full year effect). This includes £760k of contract reductions for budgets held by Commissioning (against a target of £720k) and a further £1,460k within Adult Social Care budgets.
 - Internal audit have undertaken four audits since January 2019, all audits were given a "substantial assurance" rating which is the highest level of assurance awarded by internal audit. The audits relate to activities undertaken by the commissioning and contracts team, namely:-

- Commissioned Care at Home – Brokering and Payment Arrangements
- Building Community Capacity – Community Investment Programme
- Day Care Payment Arrangements
- Commissioning and Contracts - Governance arrangements and processes
- Ensured the safe transfer of nine properties previously managed by Rotherham, Doncaster, and South Humber NHS Foundation Trust (RDASH) and registered as Residential Care Homes for individuals with learning disabilities and complex needs to an independent sector provider, Walsingham Support. Eight homes were transferred to Supported Living services. Supported Living enables people with a disability to live independently in their own home, with appropriate support to help them manage their own tenancy and achieve greater freedom and control in their lives. This included the transfer of 78 staff and 38 service users who reside in the homes. The remaining home is due to transfer to Supported Living by end June 2020.
- Safe transfer of day care provision delivered at the Solar Centre (a day care centre managed by RDASH) to the Clinical Commissioning Group (CCG) whilst maintaining continuity of the service provided to individuals attending the solar centre including the development of a new service specification ie to maximise day opportunities for individuals outside of the Solar Centre.
- Implemented a Joint Commissioning Strategy between the Council and the CCG supported by detailed delivery plans to deliver integrated working across all commissioning functions.
- Agreed care home fees with care home providers implemented April 2019.
- Reviewed and re-commissioned the following services:
 - Money Management to maximise service user independence for individuals accessing a direct payment or personal budget,
 - Social Prescribing where healthcare professionals are able to refer people to local, non-clinical services to meet their wellbeing needs,
 - Home Support Immediate Response to ensure home support is available a short notice,
 - Home from Hospital Service to facilitate speedy hospital discharge,
 - Positive Steps GP Service,
 - Domestic Abuse Service,
 - Green Gables supported accommodation for young families/parents to a wider family support service.
 - Doncaster Foyer supported accommodation service for young people,
 - Morley Road supported accommodation for people with mental health issues.
- Reviewed and currently in the process of recommissioning the following services:- Day opportunities, Communication Support (Interpreting Services), Sex Worker Support services, extra care support.
- Extended the Integrated Community Equipment Services with the CCG until 2021 (post service review), extended the community support mental health crisis hubs
- Transferred funding to the CCG under a legal Agreement to provide four Dementia Family Support Service (April 2019).

- Extra care housing - strategic review of services including:
 - analysis of various care packages across the schemes
 - engagement with tenants of current extra care schemes to inform review and development of future specification
 - liaison with scheme managers to compliment findings from tenant engagement
 - cost modelling to determine value for money floor and ceiling rates in preparation for the re-procurement (informed by benchmarking with Yorkshire and Humber Council's) to determine budgetary impact.
 - market engagement event held to inform future commissioning intentions
 - Tender to develop a framework of providers which will ensure smooth transition of existing services
- Homelessness:
 - Supported the Imogen Blood Associates (IBA) independent review of homelessness and worked with the Council's Strategic Performance Unit (SPU) on the resulting development of the homelessness and rough sleeping strategy
 - Agreed supported accommodation modelling tool (proposed by IBA) via Accommodation Task Group chaired by St Leger Homes to inform the level and configuration of accommodation over a five-year period
 - Currently developing proposals to reform hostel provision
 - Continued to lead Bronze Accommodation Flow and attendance at Silver as part of town centre governance arrangements, which has led to improvements in the homelessness and rough sleeping offer. The Bronze, Silver and Gold flow is a tiered managerial approach providing an executive leadership structure which deals with place and people based issues related to town centre and complex lives in a coherent way,
 - Winter plan development for 19/20 including securing capacity with a range of commissioned providers. Plan mobilised from 18 November 2019 and oversight of delivery via Bronze Accommodation Flow
 - Led on Supported Lettings strand of Ministry of Housing, Communities & Local Government (MHCLG) Rapid Rehousing Pathway funding for 19/20 including delivery of a market event and open quotation exercise resulting in securing capacity with a range of commissioned and non-commissioned providers. Supported submission for further bid for continued funding in 20/21
- Worked with providers to support contingency planning in preparation for Brexit
- Substance misuse - supporting delivery of One Council ambition by working with Public Health to explore joint commissioning opportunities
- Reviewed the Shared Lives Contract (offering carer breaks), to increase the accessibility and uptake of the service across specialties.
- From April 2019 to date, the contract management team has:
 - Undertaken 60 audits
 - Completed 76 follow up visits with 43 Providers to ensure action plans are being progressed – some of which required

- more than 1 visit
 - Completed 25 multi-agency visits with 9 Providers where concerns and issues had been identified
 - Completed 17 unannounced visits to 10 providers – some of which required more than 1 visit
 - Undertaken 43 response visits to 21 Providers following concerns and issues raised directly with Contracts Monitoring Team or as part of the Professionals meetings, which are held to discuss and agree actions
 - Carried out 10 Introductory audits
 - Carried out 3 visits to investigate 3 Complaints
- The Care Quality Commission (CQC) who regulate and inspect health and social care services have rated Doncaster’s regulated services as 86% good or outstanding.

Waivers to CPR’s

12. The number of waiver reported to audit committee in the last twelve months reporting period is detailed in the table below, together with the number of waivers previously requested in the same time period. There has been a reduction in waivers and no new breaches to Contract Procedure Rules over the last 12 months.

Six monthly update on waivers

February 2018 to December 2018	February 2019 to December 2019
11	6

OPTIONS CONSIDERED

13. Not applicable - for information only.

REASONS FOR RECOMMENDED OPTION

14. Not applicable - for information only.

IMPACT ON THE COUNCIL’S KEY OUTCOMES

- 15.

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>The commissioning and procurement plan:-</p> <ul style="list-style-type: none"> • Benefits the local economy by increasing opportunities for local service providers. • Supports the delivery of modern, quality, value for money services.

	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>Robust contract management processes will ensure that individuals remain safe and supported.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting 	<p>Commissioning, procurement and contract management supports modern, quality, value for money services</p>

	<p>community assets and strengths</p> <ul style="list-style-type: none"> • Working with our partners and residents to provide effective leadership and governance 	
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RISKS AND ASSUMPTIONS

16. The principle risk would be a reduction in key posts within the commissioning and contracts function which would impact on the team's ability to deliver business as usual, the commissioning and procurement plan.

LEGAL IMPLICATIONS (SRF 23/12/19)

17. The Council has a series of legal powers and duties around the provision of Adult Services. The Council must also follow both internal and external regulations surrounding its Commissioning and Procurement processes including compliance with both Contract Procedure Rules and European Procurement Regulations.

Legal Services provides ongoing advice and assistance on commissioning and procurement exercises and contract matters and will continue to input into the matters detailed with this report.

FINANCIAL IMPLICATIONS [PW 13/01/20]

18. The overall Adults Health and Wellbeing budget has been adjusted to reflect the reductions identified in paragraph 8 of this report. There are no further financial implications arising from this report. It should be noted however that continued reduction in the level of waivers, contract breaches and off-contract spend detailed in the body of the report should lead to improved financial planning and management around the Commissioning function.

HUMAN RESOURCE IMPLICATIONS (AT 06/01/20)

19. There are no direct HR implications in respect of this report. Continued HR & OD support will be provided to the Commissioning & Contracts Team to assist them in delivering their key priorities.

TECHNOLOGY IMPLICATIONS: (PW 23/12/19)

20. There are no direct technology implications in relation to this report

HEALTH IMPLICATIONS (RS 23/12/19)

21. Commissioning is a key way to improve and protect the health of Doncaster residents and this includes both the policy making and sourcing elements of the commissioning processes. Decision makers should welcome this update on key elements of the commissioning cycle and should also take note of the performance and contribution of key contracts in improving health and reducing health inequalities.

EQUALITY IMPLICATIONS [DB 20/12/19]

22. Due Regard Statements will be completed as necessary in line with Council Policy and the Public Sector Equality Duty.

CONSULTATION

23. Consultation will be undertaken with key stakeholders associated with in pursuit of the delivery of commissioning and procurement priorities and to support the delivery of the Transformation Programme as well as the Doncaster Place Plan and Doncaster Growing Together programme.

BACKGROUND PAPERS

24. Update Report on Contracts and Commissioning in Adults, Health and Wellbeing Presented to Audit Committee on the 31st January 2019

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

- CPR's – Contract Procedure Rules
- DLT – Directorate Leadership Team
- RDASH - Rotherham, Doncaster, and South Humber NHS Foundation Trust
- CCG - Clinical Commissioning Group
- CQC – Care Quality Commission
- IBA – Imogen Blood Associates
- MHCLG - Ministry of Housing, Communities & Local Government
- SPU - Strategic Performance Unit

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