

Wiltshire Council

Cabinet

15 November 2016

Subject: Developing Integrated Urgent Care

Cabinet Member: Cllr Jerry Wickham, Cabinet Member for Health (including Public Health) and Adult Social Care
jerry.wickham@wiltshire.gov.uk

Key Decision: Yes

Executive Summary

Wiltshire Council currently commissions a number of services that deliver urgent care to people across the county. These services are provided 24/7 in response to various methods of referral and alerts.

In the July 2016 Cabinet meeting it was agreed to extend the contract for a 12 month period, for a number of these services. This paper brings together that decision and the ensuing work undertaken by commissioners from both Wiltshire Council and Wiltshire Clinical Commissioning Group (CCG).

The Council is seeking to join the CCG's procurement process in order to commission a single, integrated urgent care service for residents of Wiltshire.

Proposals

Cabinet is asked to:

- a) Approve the participation of Wiltshire Council in a joint commissioning exercise with Wiltshire CCG, in partnership with B&NES CCG and Swindon CCG, of urgent care services.
- b) Approve the inclusion of a range of services currently commissioned by Wiltshire Council (as set out in paragraph 7 below) in that joint commissioning arrangement.
- c) Note that a Memorandum of Understanding is being prepared which establishes the governance of the commissioning decisions in relation to the tender exercise.
- d) Note that an update on the joint procurement will be brought back to Cabinet in January 2017, providing an opportunity to agree the timetable for the decision to award the tender.

- e) Approve the exemption to the extension of the existing Council contract with Medvivo for Urgent Care at Home for 2017-18, on the basis that it can then be included in the joint commissioning exercise.

Reason for Proposals

The Council has a number of contracts for services which may be classified as Urgent Care. These are set out in paragraph 7 below. The Council would need to recommission these services over the next year.

Wiltshire CCG, in partnership with B&NES CCG and Swindon CCG has commenced a recommissioning process for Urgent Care services. These include:

Wiltshire CCG	BaNES CCG	Swindon CCG
NHS 111	NHS 111	NHS 111
Integrated Urgent Care Access	Integrated Urgent Care Access	Integrated Urgent Care Access
Treatment and Clinical Advice Service (clinical hub)	Treatment and Clinical Advice Service (clinical hub)	Treatment and Clinical Advice Service (clinical hub)
Health Care Professional Line	Health Care Professional Line	Health Care Professional Line
GP Out of Hours Service	GP Out of Hours Service	
Access to Care		
Acute Trust Liaison		

There is scope to improve the delivery of urgent care services, reduce duplication and identify efficiencies by commissioning services jointly.

Carolyn Godfrey
Corporate Director

Wiltshire Council

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Key Decision: Yes

Purpose of Report

1. The purpose of this paper is to seek authorisation to proceed with the inclusion of Wiltshire Council's Urgent Care services within a Wiltshire Clinical Commissioning Group (CCG) led procurement for Integrated Urgent Care Services.

Relevance to the Council's Business Plan

2. Procuring Wiltshire Council's Urgent Care services via an integrated procurement supports the Council's Business Plan and the eight principles set out within the plan, particularly:
 - Principle 2: We are efficient and provide good value for money for our residents, and
 - Principle 6: Our services work well, are joined up and easy to access.

Main Considerations for the Council

3. Wiltshire Council has worked with Wiltshire CCG over the last 3 years in developing and delivering the Better Care Plan (BCP). The plan focusses on the growing demographic challenge, Delayed Transfers of Care, independence post hospital discharge and reducing unnecessary hospital admissions and admissions to nursing and residential care. The BCP is a pooled budget of £32 million to promote integration, with the ambition of providing care close to home, the priority being home, and creating and delivering innovative services.
4. Urgent Care supports people with less severe injuries or illness, but requiring immediate care, in the community rather than having to attend emergency or primary care settings, such as Accident and Emergency. It allows people to be treated in the most appropriate setting and to return to their daily living as soon as possible.
5. A number of services supporting the urgent care system are either funded jointly under the Better Care Fund; or wholly by the Council, such as the Urgent Care at Home and Telecare Call Monitoring and Response Services.

These services are listed in paragraph 7 below and have been procured over the last 5 years through a variety of approaches.

6. The Joint Commissioning Board on 23rd June 2016 took a view that the Council may support the inclusion of the appropriate Council commissioned urgent care services within the CCG procurement. Participating in a joint procurement would ensure effective working with our partners to reduce service duplication and achieve economies of scale (for example in the joint commissioning of the call-handling elements of the functions listed below). It is requested that Wiltshire Council's Urgent Care Services are also included within the joint procurement process.

Background

7. The current Wiltshire Council urgent care contracts in place are set out below:

Provider	Contract and Description	Contract End Date
Medvivo Group Limited	<p>Call Centre and Response Service. The service provides 24 hours a day response service to people living in Wiltshire where a Telecare alert has been raised.</p> <p>Carers' Emergency Card is also delivered under this contract and provides monitoring and an emergency response service, so that the cared for person will never be without the support they need should their carer be unable to continue in their caring role.</p>	31/01/2018
Medvivo Group Limited	<p>Urgent Care at Home. Urgent Domiciliary Care 24/7/365 to customers, typically commencing within a few hours of referral to the Single Point of Access.</p> <p>Support will include personal care in a customer's home environment to allow a comprehensive care plan to be developed and other key services to be involved in a coordinated support program (typically this would be for up to 72 hours).</p>	31/03/2017
Medvivo Group Limited	<p>Wiltshire Single Point of Access – Intermediate Care Beds. The service provides management of all referrals into Intermediate Care beds within Wiltshire via Access to Care, which is single point of access operating 24/7/365 week for professionals to refer patients.</p>	31/03/2018
Medvivo Group Limited	<p>Out of Hours Emergency Call Handling. Contact and monitoring for Wiltshire Council's out of hours emergency call handling which include the following service areas; Public Protection, Housing, Highways and Environment Services.</p>	30/09/2018
Medequip Assistive Technology	<p>Integrated Community Equipment and Support Services. An element of the service provides Telecare equipment and installation that helps customers continue to maximise their independence</p>	03/01/2019

	and safety, whilst having as much control as possible over their daily lives.	
In-house Wiltshire Council Service	Emergency Duty Service. Is a social work crisis service outside normal office hours, at night and over weekends and bank holidays. The service is provided to help with personal or family problems that reach a crisis.	

8. Wiltshire CCG currently has contracts in place with Medvivo Group Limited, Care UK and Wilcodoc to deliver a number of NHS specific urgent care services:

- Out of Hours and Access to Care
- NHS 111
- Salisbury Walk in Centre
- Health Care Professional Line
- Acute Trust Liaison
- Single Point of Access
- One Number

9. The above Wiltshire CCG contracts end on 31st March 2018 and a draft timetable of the procurement process is detailed in the table below:

Stage	Date
Advert & Memorandum of Information Release	1 st November 2016
Expression of Interest Deadline	1 st December 2016
Invitation to Negotiate 1 Release	2 nd December 2016
Invitation to Negotiate 1 Return	4 th January 2017
Invitation to Negotiate 2 Release	21 st February 2017
Invitation to Negotiate 2 Return	22 nd March 2017
Call for Final Tender Release	18 th April 2017
Call for Final Tender Return	24 th May 2017
Preferred Bidder Decision	July/August 2017
Award	September 2017
Mobilisation Period	September 2017 to April 2018
Contract Start	April 2018

10. It will be important to align the governance of the decision-making process in relation to the preferred bidder decision for all the commissioners involved in this process – i.e. Wiltshire CCG, B&NES CCG, Swindon CCG and Wiltshire Council. This decision will be taken in July 2017.

11. A procurement project group and several working groups have been set up, with representation from all commissioning organisations involved, to check and confirm that the procurement process will deliver value for money.

12. Wiltshire Council will retain control over the specifications of the services detailed in paragraph 7 and the associated performance monitoring and contract management of those services. Commissioners from Public Protection and Children's services are aware of the procurement and are working with Community Commissioners.

13. Wiltshire CCG is drafting a Memorandum of Understanding (MOU), in conjunction with all commissioning partners, which will clarify the governance and decision making processes for the procurement. Cabinet will be updated at its meeting in January 2017, and this will include options for the decision to award the contract in July 2017.

Overview and Scrutiny Engagement

14. Wiltshire CCG and Wiltshire Council have offered a briefing to Health Select Committee on the commissioning of urgent care if required, and this will be undertaken at the meeting on 15th November 2016.
15. The Chair and Vice Chair of the Health Select Committee have been briefed in advance of the next Committee meeting due to its being held after Cabinet on the 15th November 2016.

Safeguarding Implications

16. Current contract arrangements with urgent care providers contain robust safeguarding measures in line with council and CCG policy and any new service specification would continue to include these. Contracts will need to give clear direction on how and when to raise a safeguarding alert to avoid any confusion about who will do this and/or assumptions that someone else will raise the alert. Contracts will also ensure that any issues relating to child protection are identified and appropriate referral made to children's services.

Public Health Implications

17. All service specifications developed for this contract should be underpinned by public health data and evidence supporting optimum service coverage and delivery with relevant Key Performance Indicators, etc.

Procurement Implications

18. The procurement is being carried out by NHS South, Central and West Commissioning Support Unit (SCWCSU) on behalf of the Commissioners. The tender will follow OJEU regulations and timescales and Wiltshire Council's Strategic Procurement Hub will work closely with the SCWCSU representatives to ensure Social Care aspects of the tender are dealt with accordingly.
19. Council officers, including the Head of Community Commissioning and a Senior Category Manager from the Corporate Procurement Hub, will sit on the partnership Procurement Board. The Council's Corporate Procurement Board will be updated regularly.
20. The Memorandum of Understanding will ensure that procurement decisions are taken jointly. A further report to Cabinet in January 2017 will update on progress and set out options to ensure that Cabinet is party to the decision to award the contract.

Equalities Impact of the Proposal

21. The procurement of Urgent Care services will support equitable access to any individual to urgent health and social care. The specifications for the services being commissioned will state that providers will be expected to demonstrate use of local resources. It requires the provision of services which take account of and are committed to ensuring that the organisation/s values diversity and promotes equality and inclusivity on all aspects of its business.

Environmental and Climate Change Considerations

20. There are no specific environmental or climate change considerations

Risk Assessment

21. Following a procurement process that needs to take into consideration four differing commissioning partners' governance and decision making processes, defining and agreeing a MOU beforehand will reduce the risk of conflicts arising.

Risks that may arise if the proposed decision and related work is not taken

22. If a joint commissioning exercise does not take place, the Council will need to recommission the services set out in the above paper separately to the NHS. This is feasible, but there is a risk, with a strong likelihood, that efficiency savings would not be as great as they would be from an integrated solution given the reduction in economies of scale.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

23. There is a risk that, by being part of an NHS commissioning exercise for urgent care, the social care services being commissioned will be seen as lower value and lower priority. Providers with an interest in the core NHS functions may have less knowledge of the services the Council wishes to commission.
24. The above risk will be mitigated by the fact that the Council will retain control over the specification of services it wishes to commission and by ensuring that sufficient opportunities during the commissioning and procurement process for care providers to form partnerships with health providers before tendering. It will also be mitigated by a robust specification and evaluation process which will ensure that any services meet specification and quality thresholds.
25. There is an additional risk around several different agencies performance managing suppliers under the same contract. The Council will retain control over the services detailed in paragraph 7 and the associated performance monitoring and contract management of those services.

Financial Implications

26. The Council's current spend on the services listed in paragraph 7 above is approximately £2m per annum. Any recommissioning will provide opportunities for re-specifying services required, and for identifying efficiency savings. By combining the Urgent Care at Home and the Telecare physical response we aim to achieve 10% on those elements of service.
27. A joint procurement exercise with Wiltshire CCG will provide greater opportunities for efficiency savings and economies of scale, particularly in relation to the call-handling and monitoring functions required for these services.
28. Additional to the proposed 10% savings, the Council anticipates making savings on the Telecare call-handling and monitoring budget by procuring these services in line with the industry average. The indicative saving of £288k per annum will be achieved by reducing the financial envelope for the urgent care procurement.

Legal Implications

29. Legal advice on decision-making
 - a. The decision is in accordance with the decision of the JCB 23 June 2016
 - b. There is specific reference to overview and scrutiny arrangements at paragraph 10 that are in accordance with the Council's constitution
 - c. The decision is in accordance with the Council's General Policy Statement on Adult Social Care¹ and the Preventing, Reducing and Delaying Eligible Needs Policy²
 - d. The Council has a duty under section 3 Care Act 2014 in the exercise of its functions to promote integration of care and support with health services.
30. Legal advice on consultation:
 - a. The proposal is in relation to a joint procurement exercise with the CCGs for existing services and the proposal does not include a change to existing services
 - b. The proposal includes reference to commissioning governance in the MOU and information regarding the services to be procured in the MOI
 - c. On this basis and applying the consultation principle B in the government document 2016³ there would be no purpose to consultation on this decision.
31. Legal advice on participating in the joint procurement exercise and the contract documents:
 - a. The relationship between the Council and Wiltshire CCG, insofar as it relates to the Better Care Plan, is already covered by the Section 75 agreement which is in place between the Council and Wiltshire CCG. The MOU referred to in paragraph 11 above is supplemental to the Section 75

¹ August 2016 – 1. Preventing, Reducing and Delaying Eligible Needs (page 7)

² August 2016 – 4. Scope of policy (page 8)

³ Consultation Principles 2016:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/492132/20160111_Consultation_principles_final.pdf

- agreement and will apply to services which do not fall under the BCP and govern the relationship between the Council and the other CCGs.
- b. In addition, the Council have had input in to the Memorandum of Information (MOI) which will outline the details of the services to be commissioned and can therefore ensure the Council's requirements are covered in this document.
 - c. Legal will be involved in drafting the contract(s) and will ensure that the Council's requirements are met and that the Council is added as a party to the contract(s) as appropriate.

Options Considered

32. The following additional options were considered:

- a. Recommission the current services through Wiltshire Council procurement services.
- b. Decommission services following end of contract.

Conclusions

33. Cabinet is asked to agree to the following recommendations:

- a) Approve the participation of Wiltshire Council in a joint commissioning exercise with Wiltshire CCG, in partnership with B&NES CCG and Swindon CCG, of urgent care services.
- b) Approve the inclusion of a range of services currently commissioned by Wiltshire Council (as set out in paragraph 7) in that joint commissioning arrangement.
- c) Note that a Memorandum of Understanding establishing the governance of the commissioning decisions in relation to the tender exercise is being prepared.
- d) Note that an update on the joint procurement will be brought back to Cabinet in January 2017, providing an opportunity to agree the timetable for the decision to award the tender.
- e) Approve the exemption to the extension of the existing Council contract with Medvivo for Urgent Care at Home for 2017-18, on the basis that it can then be included in the joint commissioning exercise.

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Appendices

- Appendix 1 – Draft Memorandum of Understanding
Appendix 2 – Memorandum of Information