



Author/Lead Officer of Report: Sarah Swinburn
– Commissioning Officer

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Report of: *Executive Director, People Services*

Report to: *Co-operative Executive*

Date of Decision: *15 December 2021*

Subject: *Procurement of the Technology Enabled Care Monitoring Service Contract*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
- Expenditure and/or savings over £500,000	<input checked="" type="checkbox"/>	
- Affects 2 or more Wards	<input checked="" type="checkbox"/>	
Which Executive Member Portfolio does this relate to? <i>Health and Social Care</i>		
Which Scrutiny and Policy Development Committee does this relate to? <i>Healthier Communities and Adult Social Care</i>		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? Reference Number: 225		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		
<p><i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>		

Purpose of Report:

The purpose of this report is to seek approval for the procurement of a provider via the ESPO Framework to deliver Technology Enabled Care (TEC) Monitoring Services, with the requirement of the new provider to work collaboratively with Commissioners and the Council's City Wide Care Alarms (CWCAs) response team throughout the contract term to collectively deliver continual service improvement and increase the number of people able to benefit from TEC.

We propose the procurement of a 1-year contract with the option to extend for a further year, through the ESPO Framework, with our ambitions for the new service to deliver the best possible outcomes and service experience for the people of Sheffield.

The current contract is due to end 31 July 2022, with the procurement of a provider required for the delivery of TEC Monitoring Services after this date.

The TEC monitoring services and CWCA's 24/7 service provision are important in that they support individuals to remain independent safe and well; and able to stay in their own home for as long as possible.

Recommendations:

It is recommended that the Co-operative Executive:

- 1) Approve the procurement strategy for the procurement of a Technology Enabled Care Monitoring Service Contract via the ESPO Framework.
- 2) Delegate authority to the Director of Adult Health and Social Care in consultation with the Director of Legal and Governance Services, Director of Finance and Commercial Services and the lead Executive Member for Health and Social Care to award such contract and take such other necessary steps not covered by existing delegations to achieve the outcomes outlined in this report.

Background Papers:*(Insert details of any background papers used in the compilation of the report.)*

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Ann Hardy</i>
		Legal: <i>Richard Marik</i>
		Equalities: <i>Ed Sexton</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	Executive Director who approved submission:	<i>Alexis Chappell, Director of Adult Health and Social Care</i>
3	Executive Member consulted:	<i>Cllr George Lindars-Hammond</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Sarah Swinburn</i>	Job Title: <i>Commissioning Officer</i>
	Date: 05 November 2021	

1. PROPOSAL

- 1.1 Technology Enabled Care (TEC) refers to the use of community alarms, telecare, telehealth, and telemedicine in providing care for people that is convenient, accessible and cost-effective. These services use technology to support people to live safely and independently in their own homes and can be helpful for example, to people at risk of falls as well as enabling people to live well with Dementia. They provide families and carers with a sense of security and peace of mind that their loved ones are safeguarded.
- 1.2 The current TEC supports people predominantly through Community Alarms and Telecare with a range of equipment in people's homes, some of which is worn such as Falls Detectors. These generate on average 19,000 alerts each month, which are managed as part of the TEC monitoring services.

1.3 The development to TEC in Sheffield is very much part of the Home Care Transformation Programme, given the positive contribution it makes to enabling people to live independently, safe and well at home. TEC complements home care packages, helping to ensure that services are optimised.

1.4 The transformational project team alongside commercial services colleagues have undertaken soft market testing to consider:

- Future monitoring services which include outbound preventative calling
- How health and social care communities are/have embedded TEC
- Marketing and promotion of TEC services
- Referral and assessment for TEC services
- Ongoing product range management in a rapidly evolving marketplace
- Improving knowledge, understanding, confidence for care professionals

1.5 The transformational project review has been undertaken to inform the re-procurement of the contract going forward that will underpin the long-term sustainability and quality of the services; and maximise people's independence in line with our Statutory Duty under the Care Act 2014. This review has informed the development of the service model for the proposed TEC Monitoring Service contract.

1.6 The TEC Monitoring Service supports with a range of equipment, manages alerts/alarms from Telecare devices worn by service users, and works in partnership with other health and care organisations to deliver a 24/7 emergency response.

1.7 The TEC Monitoring Services operate in partnership with other health and social care organisations and emergency services, such as; Sheffield Council's City Wide Care Alarms (CWCA), Yorkshire Ambulance Service and South Yorkshire Fire and Rescue Service, delivering a 24/7 emergency response to people's homes.

1.8 TEC Monitoring Services delivered collaboratively with the CWCAs response service, are important in that they support individuals: to remain independent safe and well; to be able to stay in their own home for as long as possible; and help prevent hospital admissions and long-term care. They also help to manage the challenges in relation to workforce capacity in care, optimising care packages and delivering whole system efficiencies particularly in the prevention of avoidable hospital admissions and supporting early discharges.

1.9 The current TEC Services Monitoring contract is due to end 31 July 2022, with the procurement of a provider required for the delivery of TEC Monitoring Services after this date.

1.10 The proposal in this report is for the procurement of a provider and subsequent award of a 1-year contract with the option to extend for a further year, via the ESPO Framework to deliver TEC Monitoring Services. This will include: the requirement to work collaboratively with Commissioners and the CWCA response team throughout the contract term to collectively deliver continual service improvement and increasing the number of people able to benefit from TEC; 24hr Call handling / monitoring service for new and existing community telecare alarm equipment in Sheffield; the management of alerts/alarms from assistive technology devices worn by service users; and co-ordinating any required actions via a 24/7 emergency response service.

1.11 It is proposed that a provider shall be procured by way of a mini-competition under the ESPO Technology Enabled Care Products & Services Framework, which is available to all local authorities in the UK. The mini-competition shall be conducted between providers in Lot 2 (Technology Enabled Care Services) using a refined version of the specification used in the last procurement. The bids will be assessed on a combination of quality and price. The market is buoyant and the ESPO Framework has 22 suppliers, which allows for good competition without the overly burdensome procurement process that an open or restricted tender can become.

1.12 The new contract is expected to commence 1 August 2022 for a contract term of 1-year, with the option to extend for a further year. The option of the additional year will provide the necessary flexibility to enable the pursuit of alternative options detailed in section 5, should the opportunity arise.

Indicative Key milestones

Service Specification	Dec 2021
Co-operative Executive Approval Procurement	Dec 2021
ITT	Jan 22– Feb 22
Contract Award	04/04/2022
Contract Mobilisation	18/04/2022
Contract Go Live	01/08/2022

1.13 The relatively short contract term is indicative of the constraints on resource, in respect of the amount of transformational change being undertaken across Adult Social Care. The ambition for the future of TEC in Sheffield is substantial and will require the appropriate capacity to affect the change.

1.14 The option of a 1-year extension would enable us to pursue alternative options should the opportunity arise, and end the contract naturally without the need for any financial penalties that could arise from activating a voluntary break clause during a longer contractual term

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 The overarching principles of the ambitions detailed in this report are consistent with the Corporate Plan, the emerging Adult Social Care Strategy and the Adult Social Care Transformation Programme.
- 2.2 The planned transformational developments to this model of TEC are expected to reduce health inequalities, with the new services subject to a stringent Equality Impact Assessment.
- 2.3 Provision of effective, efficient alert management and responses and investment in new technology will contribute to achieving these aims by supporting all adults, younger people and families with a range of health and social care needs, to live more independently in their own home. The services will maintain people's independence and wellbeing leading to improved outcomes.
- 2.4 The TEC Monitoring Service model being introduced supports with a range of equipment, increasingly across health, social care and housing, operating in close collaboration with other health and care organisations and the emergency services, to deliver a 24/7 emergency response to prevent unnecessary hospital admission and readmission.
- 2.5 This proposal also assists the council to meet its statutory duties under the Care Act 2014.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 The commissioner has been working closely with Commercial Services and colleagues from CWCA's in the project planning process. Questionnaires have been circulated to people in receipt of care to assess the quality and value of the current services. Soft market testing has been undertaken with the support of providers, to help inform and shape thinking as to the best service re-design, which has also helped to define the indicative procurement timetable.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

- 4.1 Equality of Opportunity Implications
 - 4.1.1 The ongoing Equality Impact Assessment (EIA 255) for current Assistive Technology Call Handling Contract has been reviewed and updated to take into account the proposed procurement of the TEC Monitoring Services Contract.

4.1.2 TEC primarily supports elderly and/or vulnerable, adults living on their own. Presently the majority of customers are female, white-British, 75 and over, with some form of long-term health condition or disability. Conversely all customers (9,015 across the city) will be affected by any changes to the services.

4.1.3 The transformational project wants to reduce health inequalities and support wider demographic groups by assisting all adults, younger people and families with a range of health and social care needs, through the provision of effective alert management and responses and investment in new technology.

4.1.4 Services will be more widely promoted and improve accessibility to all age groups, ensuring that as many people as possible (including supporting family/friends) are aware how the service can increase the number of vulnerable people it supports

4.1.5 If the procurement of the contract is agreed there will be no significant adverse effects to the customers or staff, but some changes may represent low impacts. No substantial changes are planned to service specification or model, so it will continue be delivered without any implications to the customer and supporting them to remain independent in their own home.

4.1.6 The procurement may mean a change in provider which may result in some customers and their family/representatives being worried about the continued quality of the service. The new contractor will be expected to meet high-quality standards compliant with the Telecare Services Association (TSA) Accreditation; and provide reassurance and support to seamlessly settle customers into their support services.

4.1.7 Should the procurement not be approved, resulting in the expiry of the current contract there would be no supportive prevention service offering alert handling to the people of Sheffield, this would result in a significant negative impact to customers.

4.1.8 Expiry of the contract would signify the removal of call handling and monitoring service to a significant number of people living in Sheffield and their ability to remain independent in their own home, as a result all

4.2 Financial and Commercial Implications

4.2.1 The procurement process will be run in line with the Public Contract Regulations 2015 (PCR).

4.2.2 The contract value with Invicta/Centra is £250,000 and there is a permanent budget to pay for this contract within the business unit.

Given that the 1-year contract will have the option to extend for a further year, the total cost would potentially be £500,000.

4.2.3

The contract is to be awarded for 1-year with the option to extend for a further year, beginning 1 August 2022. This will enable the review project to be completed while at the same time ensuring service continuity and the Council's Statutory Duty to comply with PCR.

4.2.4

The Council's financial position requires all budgets to be tightly monitored and the move towards a shift in how Telecare is contracted and delivered is vital to the success of managing finite resources. This contract will be subject to a tender process where the award will be financially responsive to budget constraints.

4.3 Legal Implications

4.3.1 Under the Care Act 2014, the Council has a duty to meet the eligible needs of those in its area and it fulfils this duty in part through Council arranged services.

4.3.2 The Council also has functions under the Care Act 2014 to ensure that people in receipt of care:

- receive services that prevent their care needs from becoming more serious, or delay the impact of their needs;
- can get the information and advice they need to make good decisions about care and support;
- have a range of provision of high quality, appropriate services to choose from.

4.3.3 TEC Monitoring Services are an important element of services that support people in their communities.

4.3.4 Framework agreements provide one avenue for local authorities to procure a range of external providers to meet the varied need of service users.

4.3.5 The Council, as a local authority, is an eligible contracting authority for the purposes of the ESPO Technology Enabled Care Products & Services Framework and can thus procure a provider from Lot 2 by way of mini-competition.

4.3.6 Although the ESPO Technology Enabled Care Products & Services Framework expires on 13/06/2023, the Public Contracts Regulations 2015 (PCR 2015) do not stipulate the duration of a specific contract awarded under a framework agreement. The Council are therefore entitled to place orders for contracts up to the end of the expiry of the framework agreement, which means that a contract can be extended beyond the lifespan of the framework arrangement provided that the

purpose of such extension is not to circumvent the provisions of the PCR 2015.

- 4.3.7 A clause permitting a 1-year extension to the TEC Monitoring Services call-off contract will be required in the contract.
- 4.3.8 The proposed procurement and award via the ESPO Technology Enabled Care Products & Services Framework is PCR 2015 compliant.

4.4 Other Implications

- 4.4.1 N/A

5. **ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 The option of a 2-year contract was considered, but it was decided that a 2-year term would restrict potential alternative options after period of 1 year, should the opportunity arise. There was also the risk of financial penalties arising from activating a voluntary break clause during a 2-year term.
- 5.2 We are keen to explore the potential benefits of wider connectivity for TEC services linked to key service areas, such as our Integrated Community Equipment Loan Service, and jointly commissioned Care at Night service. There is also the opportunity to explore links with external services such as NHS 111.
- 5.3 The future option for the delivery of TEC Monitoring Services inhouse will be explored, being mindful of the potential operating costs both from staffing terms and conditions and the capital and revenue implications of the necessary investment in a TEC monitoring system platform.
- 5.4 There is also the option to explore the development of a regional South Yorkshire TEC Monitoring Services Hub, as part of the new Integrated Care System (ICS) bringing together the full range of TEC from a health and social care perspective, such as Telehealth, Tele-Medicine, Assistive Technology and Telecare.

6. **REASONS FOR RECOMMENDATIONS**

- 6.1 The current contract for Assistive Technology is due to expire 31 July 2022. There are presently 9,015 connections to the service throughout the city, the procurement is required for the continued delivery of Call Monitoring Services.
- 6.2 If the contract expires without being re-procured, we will be placed in a position where we are unable to contract for any further TEC

Monitoring services with the present provider, leaving the potential for no monitoring or management of alerts/alarms or emergency responses for new and existing community telecare alarm equipment in Sheffield

6.3 TEC enables older people to continue to live independently in their own homes with the security of 24/7 emergency support. This is a key concept/principle of the service in reducing the admissions to hospital and residential care.

6.4 In the event of the loss of the dedicated provider, many individuals would no longer be safe to live independently in their own home increasing the number of care home admissions. This option is considerably more expensive, impacting on both the tenant and Sheffield City Council at a time of financial pressures.