

Meeting: [Cabinet](#) **Date:** [11 July 2024](#)

Wards affected: [All](#)

Report Title: [Torbay Community Wellbeing Contract](#)

When does the decision need to be implemented? [25th September 2024](#)

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1. Purpose of Report.

- 1.1 Demand for Adult Social care is continuing to increase. To address our critical need to meet the needs of local people in a community focused way and reduce the demand of individuals for statutory support to maintain their independence, health and wellbeing in the community we need to ensure there are robust mechanisms and support services in place to enable people to connect and engage with community-based support within their own neighbourhoods.
- 1.2 This paper outlines the proposal to undertake a procurement for a community based integrated Community Wellbeing Service for the provision of:
 - A Community Helpline;
 - A Community Hub;
 - A Community Co-ordination Function; and
 - Management of a Community Fund
- 1.3 The contract is proposed to be structured as a three-year contract to ensure we have stability of provision that will run alongside wider transformation programmes within Adult Social Care in Torbay. The successful provider(s) of this contract will be required to work closely with both the Council and Torbay & South Devon NHS Foundation Trust to ensure it forms part of our wider integrated care arrangements in Torbay.

2. Reason for Proposal and its benefits

- 2.1 The proposals in this report help us to deliver our vision of a healthy, happy and prosperous Torbay by ensuring that people will have access to support, information and guidance so they can meet their aspirations and needs – it will enable people to live more independently in their own neighbourhoods for a longer period of time without requiring statutory support. The provision of the Community Wellbeing contract will also support and encourage community action and help improve wellbeing and reduce social isolation for residents. It will support delivery of the Adult Social Care Strategy and support the effective targeted implementation of early help and support. Reducing demand on Adult Social Care will support the financial management of our system.
- 2.2 The reasons for the proposal and need for the decision are that an integrated service contract would incorporate an alternative ‘front door’ for adult social care in Torbay by ensuring where appropriate people’s support needs are met by community based and led organisations within Torbay – this is particularly beneficial to ensuring ‘flow’ is as streamlined within adult social care as possible – ensuring that those with eligible levels of need (as defined under the Care Act 2014) are seen within the shortest timeframe and those whose needs can be met within the community are supported and guided to appropriate provisions within their local communities.

3. Recommendation(s) / Proposed Decision

1. That authority be delegated to the Director of Adult & Community Services in consultation with the Director of Finance and Cabinet Member for Adult & Community Services to award contracts to successful bidders on the Community Wellbeing Contract procurement.

Appendices

None

Background Documents

None

1. Introduction

1.1 The Care Act (2014) highlights prevention as one of the seven key responsibilities for Local Authorities, with an inextricable link to the fundamental principle of promoting wellbeing. When considering the role of prevention in relation to Adult Social Care (and wider Council functions, including Public Health) it includes:

- Services which prevent or delay the need for care in higher-cost, more intensive settings; and
- Strategies and approaches that promote the quality of life of older people and their engagement with the community.

1.2 Demand for Adult Social Care continues to increase year on year in Torbay (this is similar picture nationally).

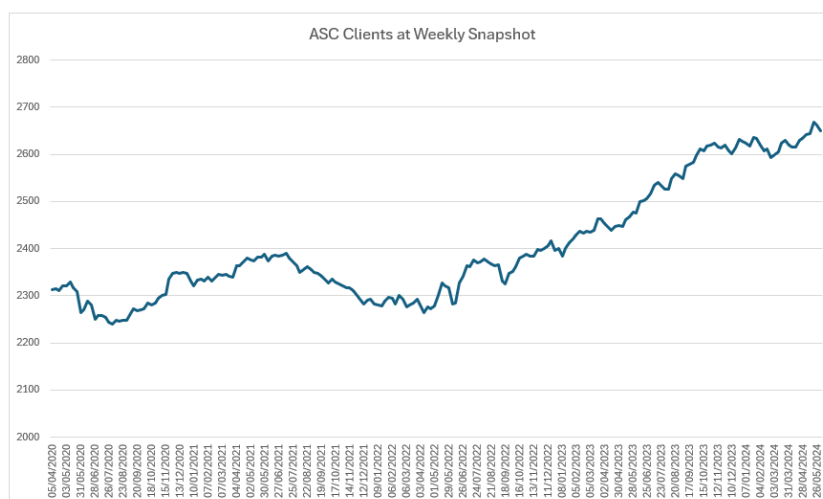


Fig 1: Snapshot of weekly ASC numbers April 2020 – May 2024)

1.3 The Torbay Community Helpline was developed by a group of Voluntary, Community and Social Enterprise (VCSE) organisations in the Bay (Torbay Community Development Trust, Brixham Does Care, Age UK Torbay, Healthwatch Torbay, Imagine.....This!, YES! Brixham, Citizens Advice Torbay, Torbay Advice Network, Homemaker Southwest and What's Your Problem) at the outset of the pandemic. Over the past four to five years it has developed into a 'front door' for local residents to access help, and to offer help, from and to the community via the VCSE sector.

1.4 The Helpline works in close partnership with local statutory organisations to ensure residents are appropriately referred into statutory services where appropriate. All Helpline activities have a strength-based approach. The Helpline can offer simultaneous support to individuals and families on several challenges they are facing. The Helpline offer currently

includes support in the areas of food, isolation, mental health and wellbeing, information and advice, financial advice, housing, domestic abuse, families' children and young people, digital, bereavement and minor DIY.

- 1.5 There are over 100 VCSE organisations who are part of the Helpline system. The current community Helpline is overseen by the steering group of the Torbay Health and Wellbeing VCSE Network and is hosted by the Torbay Community Development Trust.
- 1.6 As the existing community helpline has developed and become more established as an asset in Torbay, work has been undertaken to 'trial' the use of such a service as a 'Front Door' for Adult Social Care (using Adult Social Care Precept monies to test and evaluate the effectiveness of this as a model of service delivery). This has included the community helpline receiving referrals directly from Adult Social Care services to support and signpost people to community-based offers of support that will meet their needs, improve their wellbeing and promote their independence without the requirement for statutory services.
- 1.7 Over an 18-month period the Community helpline received 978 calls in relation to Adult Social Care – of these 85% were calls into the community helpline from ASC to refer individuals to support and services provided by our VCSE community in Torbay. 15% were referrals into ASC where the level of need for an individual could not be met by community services and needed an intervention from statutory services. The range of support needs met by referring into community resources included information & Advice, Finance, Mental health, Housing, Food Bank, Wellbeing support, Shopping, Handy man and telephone befriending services.
- 1.8 As part of the development work for this proposed contract we have also trialled the concept of a Community Hub with Healthwatch Torbay based at Paignton Library. The Hub provides an alternative to the Helpline in providing a space where people can make face to face enquiries and contact for support and advice and also access a range of VCSE and community-based services for appointments.
- 1.9 Current funding that has supported the development of the existing Torbay Community Helpline and the 'Hub' has been temporary and in response to emergency scenarios such as the Covid pandemic and other 'test' or 'pilot' programmes and has been funded through COMF funds, public health funds and ASC precept monies. The temporary nature of funding has been appropriate and beneficial as a development phase, however in order to maximise efficiencies and prioritise outcomes for the Council there is the need to procure these services on a more secure basis that prioritise the activities that support the Local Authority.
- 1.10 The proposal is to undertake a procurement for a community based integrated Community Wellbeing Service for the provision of:
 - A Community Helpline;

- A Community Hub;
- A Community Co-ordination Function; and
- Management of a Community Fund

1.11 The overarching purpose of this contract will focus on delivering the preventative aspects of Adult Social Care:

- Preventing or delaying the need for care in higher-cost, more intensive settings; and
- Promote the quality of life of people and their engagement with the community.

Whilst the scope is narrower than the existing community helpline service currently led by Torbay Community Trust (the contract is not a like for like of existing service provision from either the Community Hub, Helpline or Community Co-ordination)) the proposed commissioned service specification has been designed to work effectively either alongside existing community based services **or** as an integrated part of existing local infrastructure (the flexibility is required to ensure there is opportunity for all suitable market providers to consider this opportunity).

1.12 The proposed contract offer will comprise of three aspects which are central to integrated delivery:

- A helpline that offers a point of contact for the resolution of queries, onward referral, or time limited, structured support for a maximum of three sessions either over the phone or online.
- A physical hub that hosts partners and the direct delivery of interventions that support Adult Social Care and Public Health agendas.
- A community co-ordination provision that receives referrals and links people with community assets as appropriate to the persons needs and requirements.
- Additionally the Provider will be required to oversee and administer a Community Fund to distribute to community and voluntary sector organisations (micro grants that support Council priorities).

1.12 Combining all these services into a single integrated service offer not only ensures there is a more integrated offer to the community but also improves efficiencies in the oversight and management of the contract.

1.12 Due to the value of the proposed contract (£350,000 per annum for three years) it was deemed that under Public Contract Regulations the offer for the contract needs to go out to open market (due to reaching the threshold for a full tender process) and whilst a limited market exists for the provision of the proposed service there are a range of potential suitable providers within the market (specifically looking at the VCSE sector in Torbay) and

a procurement process would help ensure best value requirements were met by the Local Authority by undertaking this procurement process.

2. Options under consideration

- 2.1 One option considered was to carry on with individual separate contracts/ temporary funding grants for each of the functions within scope of this procurement. This option has not been included as it:
- i. Reduces the positive impact an integrated service offer would have;
 - ii. Increases the demand for contract management resources from within the Council
 - iii. Reduces the efficiencies a potential provider can achieve through having a larger more integrated offer.
 - iv. Reduces the ability of organisations to retain staff and effectively manage an effective service that supports the preventative purpose of this work.
- 2.2 A further option was to cease the provision of a community-based support offer in Torbay. This offer was not considered a suitable option due to:
- i. The need to find ways to effectively support and prevent escalation of need for our citizens. With growing demand for ASC services there is a requirement to ensure we are meeting our prevention duties under the Care Act (2014) and maximise efficiencies within our system whilst maintaining quality levels of care.
 - ii. Pilot work has demonstrated the ability of our VCSE partners in Torbay to effectively provide support to individuals within their own communities in Torbay and improve independence and wellbeing. This effectiveness not only reduces immediate costs but also supports future cost avoidance.
- 2.3 As part of the options appraisals work undertaken for this contract consideration was given to having a shorter duration of contract – for example a 12month only contract. This was deemed to be an unsuitable option for a number of reasons including:
- i. The need for a secure preventative and ‘front door’ offer for ASC – this forms part of wider transformation work within Adult Social Care – a longer term more secure provision will ensure that this contract can be embedded and worked into wider system transformation work.
 - ii. The market have strongly indicated that shorter term contracts are less attractive and also substantially impact on the ability to efficiently deliver quality services that support the overall objectives. Shorter term contracts increase the risk of a failed

procurement – this will have substantial impact on the wider ASC transformation work programme.

3. Financial Opportunities and Implications

- 3.1 The funding for this contract is approved within the current Adult Social Care budget planning and is funded through the Adult Social Care precept monies.
- 3.2 The maximum budget available for delivery of the contract will be £350,000 per annum over a three-year contract.
- 3.3 Within the allocated maximum budget it is proposed that no more than:
- £220,00 is allocated to the helpline;
 - £80,000 is allocated to the community Hub; and
 - £50,000 is allocated to community co-ordination.
- 3.4 It is anticipated that the delivery of this service will contribute to both cost savings and cost avoidance through the diversion of people to support services within the community that will help them maintain (or regain) independence and positive wellbeing – therefore reducing costs associated with delivery of adult social care services.

4. Legal Implications

- 4.1 The Care Act 2014 highlights prevention as one of the seven key responsibilities for Local Authorities, with an inextricable link to the fundamental principle of promoting wellbeing.
- 4.2 The core foundation of the Community Wellbeing contract is about having a local care and support system that actively promotes independence and wellbeing. This means intervening early to support individuals, helping people retain their skills and confidence, and preventing need or deterioration wherever possible. Taking a strength-based approach the proposed service model ensures there will be a mechanism (integrated with Adult Social Care Services) to ensure citizens are supported to connect to the wide range of community-based assets we have within Torbay.

5. Engagement and Consultation

- 5.1 The proposals in this report have been developed in consultation and partnership with:
- Adult Social Care Commissioning Team

- Torbay & South Devon NHS Foundation Trust
- Torbay Council Public Health Team
- Procurement Team
- Finance Team

5.2 The development of the Community Wellbeing contract has involved the engagement and consultation with a broad range of VCSE sector partners over a number of years – initially through the response to the pandemic and then subsequently through piloting of the use of a community helpline as an adult social care ‘front door’.

6. Procurement Implications

- 6.1 As the total value of the proposed contract is £1,050,000 under the Public Contract Regulations it must be treated as an above threshold tender. In full consultation with the Procurement Team we have determined that whilst limited there is a limited market of community-based organisations who would potentially be able to fulfil the requirements of the specification it would help uphold the principles of transparency and best value requirements to put this opportunity out to the open market.
- 6.2 Due to the community focused nature inherent within this opportunity we would be looking for potential providers from the Voluntary, Community and Social Enterprise sector. It will be an essential feature of the successful provider that they will be able to adequately evidence and demonstrate the ability to integrate with our local VCSE community effectively to benefit local citizens.
- 6.3 The structure of the proposed specification for the Community Wellbeing Contract has been designed to allow bids from both individual organisations and partnerships. Integrating a number of elements within a single contract (Helpline, Hub, Community Connectors & Community Grant administration) allows potential providers to explore options for maximising resources and also drawing in additional funding from outside of the Council to support community sector development and growth. The singular contract will also allow for more efficient contract management and oversight of this contract.

6.4 The current proposed timetable for this procurement is:

Procurement Stage	Dates
Sent Call for Competition and Tender Documents Published	Tuesday 16 July 2024
Clarification Question Submission Deadline	Wednesday 07 August 2024
Clarification Responses Deadline	Wednesday 14 August 2024
Tender Submission Date & Time	Wednesday 28 August 2024
Evaluation Period	Thursday 29 August to Wednesday 02 October 2024
Contract Award Notification	Friday 04 October 2024
Standstill Period	Monday 07 to Thursday 17 October 2024
Contract Start	Wednesday 01 January 2025

6.5 In consultation with the procurement team we have reviewed the opportunity for delivering additional Social Value from this contract. Due to the whole focus of this contract being on delivering and developing wider community based social value that will benefit statutory services it has been determined that additional requirements for Social Value under our Council policy would not be reasonable or achievable within the value and function of the contract – therefore the Social Value Policy requirements will not be applied to this contract.

7. Protecting our naturally inspiring Bay and tackling Climate Change

- 7.1 The proposed community wellbeing contract poses minimal risk to our naturally inspiring environment.
- 7.2 Requirements as a service provider to support our local net Zero and Climate Action targets will be written into the service contract asking them to contribute to these as far as is reasonably possible within the scope of the specification.

8. Associated Risks

- 8.1 If the helpline and hub were not able to be procured on a more sustainable footing this is likely to impact negatively on our community and a range of services including:
- The simplicity of accessing a range of support for needs-based support will drastically reduce without a 'one-stop shop' helpline and triaging process – it will place additional

pressure and demand on front end adult social care services who are already having to respond to an ever-increasing number of referrals and requests for support.

- Not having a telephone access point and face to face access point to the range of community-based support services available in Torbay would negatively impact on citizens.
- Provision of both telephone/online based (helpline) and face to face access routes (Community Hub) into community-based support helps meet some of our statutory duties in relation to accessibility are met.

8.2 Withdrawal of this function is likely to have a significant impact on our local VCSE community and detrimentally impact their ability to continue to offer community based support to citizens in Torbay.

9. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p>	<p>This service is only available to Adults aged over the age of 18 in Torbay. There are no other age restrictions on access for Adults.</p>	<p>Children are able to access a range of Community based support systems through the early help system and graduated response system in Torbay.</p>	<p>ASC Commissioning Team</p>
Carers	<p>At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.</p>	<p>This service will be actively promoted to Carers to enable them to access community-based support and activities that support them in their Caring roles.</p>	<p>Contact with carers will be one of the delivery metrics implemented as part of the contract oversight to ensure their needs are met through this service offer.</p>	<p>ASC Commissioning Team</p>
Disability	<p>In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.</p>	<p>Ensuring there are a range of contact options will support people with accessing the service – telephone, face to face and online. The overarching purpose of this contract is to support</p>	<p>Need to ensure that the service specification includes a responsibility for the provider to understand and respond appropriately to engage</p>	<p>ASC Commissioning Team</p>

		individuals with both their independence and mental wellbeing.	those with protected characteristics.	
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	Need to ensure that the provider is aware of prevalence and include within the service specification, so people are able to be responded to by their gender (and not one assigned by us). Need to ensure provider is able to signpost to appropriate support organisations in relation to gender if this is an identified support need of an individual.	Need to ensure that the service specification includes a responsibility for the provider to understand and respond appropriately to engage those with protected characteristics.	ASC Commissioning Team
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	No immediate impact identified.	Need to ensure that the service specification includes a responsibility for the provider to understand and respond appropriately to engage those with protected characteristics.	ASC Commissioning Team
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	No immediate impact identified.	Need to ensure that the service specification includes a responsibility for the provider to understand and respond appropriately to engage those with protected characteristics.	ASC Commissioning Team

Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the Southwest and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	There is a need to ensure that the proposed service is meeting the needs of all race groups in Torbay – this may require the provider to ensure that different communication channels are utilised to ensure appropriate ‘reach’ across the community. The provider will need to understand how Race and other protected characteristics may impact on people’s engagement with the service and adapt delivery plans to account for this.	Race will be one of the delivery metrics implemented as part of the contract oversight to ensure people’s needs are met through this service offer – if reporting shows an unexpected lack of engagement from certain community groups an action plan should be implemented to address.	ASC Commissioning Team
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	No immediate impact identified – service should be provided to all – need to ensure awareness of service is appropriately advertised to all cultural and religious groups in Torbay. Need to ensure the provider is able to signpost individuals to religious and cultural groups in Torbay that will have a positive impact on their wellbeing.	Need to ensure that the service specification includes a responsibility for the provider to understand and respond appropriately to engage those with protected characteristics.	ASC Commissioning Team
Sex	51.3% of Torbay’s population are female and 48.7% are male	Gender was not a reported metric within the trial ‘Front door’ for ASC project. It was included within the Mental health helpline work undertaken by Public Health showing a slightly higher proportion of women and men accessing the service. The provider will need to capture data on sex and gender to ensure the service is able to meet the needs of differing groups.	Sex & Gender will be one of the delivery metrics implemented as part of the contract oversight to ensure people’s needs are met through this service offer – if reporting shows an unexpected lack of engagement from certain community groups an action plan	ASC Commissioning Team

			should be implemented to address.	
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	There will be a need of the provider to ensure that: 1 - the service is publicised through appropriate channels to make sure all community groups are aware of their access to this service and 2 – to be aware of community-based support groups that people may need to access to improve their wellbeing and independence.	Need to ensure that the service specification includes a responsibility for the provider to understand and respond appropriately to engage those with protected characteristics	ASC Commissioning Team
Veterans	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously serviced in the UK armed forces.	There will be a need for the provider to have an understanding of the wider support system and services available to veterans in the UK and to be able to effectively link Veterans in with these services.		ASC Commissioning Team
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		One of the overarching purpose of this contract is aimed at reducing negative socio-economic impacts by ensuring citizens in Torbay are able to access community-based support when needed.		
Public Health impacts (Including impacts on the general health of the population of Torbay)		One of the overarching purposes of this contract is to take a preventative approach to improving and maintaining peoples independent living skills and mental wellbeing. This contract will have		

		a positive impact on the Public Health of Torbay residents.		
Human Rights impacts				
Child Friendly	Torbay Council is a Child Friendly Council and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.			

10. Cumulative Council Impact

- 10.1 The proposed Community Wellbeing Contract supports the work of both Adult Social Care and Public Health Team in Torbay Council. If this contract is not implemented then this will have a negative impact on the Public Health Teams access to community based services from which it can deliver wider Public Health interventions.

11. Cumulative Community Impacts

- 11.1 If not approved the lack of this provision within Torbay is likely to have a significant negative impact on the VCSE community in Torbay.