

North Somerset Council

Report to the Council

Date of Meeting: 10 January 2023

Subject of Report: Recommissioning of the Support to Live at Home Domiciliary Care Contracts

Town or Parish: All

Officer/Member Presenting: Executive Member for Adult Social Care and Health

Key Decision: N/a

Reason:

N/a.

Recommendations

To recommission the Support to Live at Home domiciliary care contracts for a seven-year term.

1. Summary of Report

The Support to Live at Home contracts were commissioned in a phased approach starting in November 2015. There are four Support to Live at Home contracts covering five areas in North Somerset.

Area 1 Support to Live at Home contract – Weston-Super-Mare

- The contract was awarded to Alliance Living Care commencing 5 September 2016.
- The contract was extended for the Additional Term on 5 September 2020.
- The contract was novated to Access Your Care on 10 November 2021
- The contract ends on 4 September 2023.

Area 2 Support to Live at Home contract - Worle

- The contract was awarded to The Human Support Group commencing 1 November 2015.
- The contract was extended for the Additional Term on 1 November 2019.
- The contract was novated to Notaro on 9 December 2016
- The contract was novated to Homelife Carers on 1 April 2021
- The contract ends on 31 October 2022.
- A direct award of the contract to Homelife Carers was agreed from 1 November 2022 to 4 September 2023

Area 3 Support to Live at Home contract – Clevedon, Portishead, and surrounding villages

- The contract was awarded to Brunelcare commencing 9 January 2017.
- The contract was extended for the Additional Term on 9 January 2021.
- The contract was novated to Nobilis on 1 April 2019
- The contract ends on 8 January 2024.

Area 4 and 5 Support to Live at Home contract – Nailsea, Backwell, Yatton, Congresbury and surrounding and rural villages

- The contract was awarded to Notaro Homecare Limited Care commencing 1 July 2017.
- The contract was extended for the Additional Term on 1 July 2021.
- The contract was novated to Homelife Carers on 1 April 2021
- The contract ends on 30 June 2024.

The Service provision currently provided under the Support to Live at Home contracts is community reablement, domiciliary care, dementia care and end of life care.

On 20 December 2021 a director decision was agreed to provide Discharge to Assess (hospital discharge) Reablement under a separate contract that was directly awarded to Access Your Care Limited until 4 September 2023. The appropriate Contract Change Control notes were put in place for the Support to Live at Home contracts.

The outcomes we wanted to achieve from the recommissioning in 2015 were:

- More secure provision for Service Users – reduce unmet need
- Better Terms and Conditions for staff e.g. being paid for travel time
- Improved recruitment to area providers
- Build strategic relationships

Although we have achieved some aspects of the outcomes, we have not achieved the wider aims. We believe that this is not down to the geographical areas being unsuccessful, but due to issues in the Social Care system. Social Care is facing more challenges than ever before, both nationally and locally. Recruitment remains a significant factor in preventing growth of the Support to Live at Home providers, further perpetuated by the Covid 19 pandemic. More secure, long term funding is needed in the sector but also a monumental shift in perception of Social Care in general.

We have given careful consideration to these challenges as part of the recommissioning exercise. We still want to achieve the same outcomes above, moving forward. We also want to build on a more joined up approach with the Bristol, North Somerset and South Gloucestershire, Integrated Care Board Locality Partnerships and the work we have started around strengths-based approaches to care delivery and supporting Service Users and their Carers to live well. We feel that a seven-year contract Term, consisting of an initial Term of four years with the ability to extend for a further three years, allows for working relationships, processes and innovative models of joint health and social care delivery, to be developed between the Council, Providers and Health colleagues. We will have a no cause termination clause in our contracts that mitigates risk to the Council should the contract not be viable prior to the end of the initial Term.

Although the Support to Live at Home contracts have all been novated at least once during their lifetime, we have established good strategic relationships with the Providers holding the contracts. We have implemented a Proud to Care bonus, recruitment incentives, used their care staff in our Proud to Care campaign and supported them with other initiatives like the Innovation and Sustainability grant and funding the Care Friends App for one year.

2. Policy

This commissioning plan supports a number of the Corporate Plan priorities, including under,

BEING A COUNCIL THAT EMPOWERS AND CARES ABOUT PEOPLE.

- A commitment to protect the most vulnerable people in our communities
- A focus on tackling inequalities, improving outcomes
- Partnerships which enhance skills, learning and employment opportunities

AN OPEN AND ENABLING ORGANISATION

- Engage with and empower our communities
- Empower our staff and encourage continuous improvement and innovation
- Manage our resources and invest wisely
- Embrace new and emerging technology
- Make the best use of our data and information
- Provide professional, efficient, and effective services
- Collaborate with partners to deliver the best outcomes

The Corporate Plan details about Adult Social Care

“The system for funding adult social care is widely recognised as no longer fit for purpose with a national solution for sustainable funding being essential. Care markets, locally and nationally are challenged by rising costs, staff shortages and the ongoing need to maintain quality. As demand for these services increase in line with an aging population, so does the cost to the council, coinciding with almost a decade of reducing government funding for local authorities.”

We must commission a range of services across adult social care that prevent and delay people from needing to rely on statutory services for as long as possible. Detail of how we will achieve this will reflect a move to offering better outcomes, that improve and maintain the confidence and therefore, wellbeing of service users. We also intend to focus on support for informal Carers to maintain their caring role, delaying the need for large packages of care and placements into care homes.

The services in this commissioning plan are key to delivery of the commitments in the Adult Social Services Annual Directorate Statement 2022/23.

3. Details

As part of the analysing phase of this commissioning exercise we have engaged with stakeholders, analysed data, and completed an options appraisal, considering the strengths, opportunities, threats and weaknesses of the options available to us. Further

information can be obtained from the Contracts and Commissioning Team and specific details of the model we intend to implement will be set out in the Procurement Plan.

Data Analysis

Data gathered told us that domiciliary care unmet need, although still high, is consistent and has not increased overall. We are also aware from statistics gathered from information from the Support to Live at Home Providers when offering on packages, that a significant number are no longer required or refused. Therefore, the unmet need numbers are lower than reported.

The Support to Live at Home Providers have consistently offered on packages, however, they have not been able to offer at a pace to match the demand. The average length of time taken to accept a package by any provider in 2022 is 33 days, with 50% of packages being offered on between 1-20 days. Redhill was the area with the longest wait (only 2 packages requested) but areas such as Banwell, Locking, Cleeve and Yatton also had higher than average wait times.

Support to Live at Home providers are taking the most packages in each of their areas, compared to spot providers, except for Area 4 and specific end of life provision. Although we are not going to be able to resolve the capacity in the social care market, our future contract model must reflect consideration of the issues that we are aware still exist and that have been highlighted by stakeholders during the recommissioning process.

Therefore, we are proposing to retain geographical contract areas with strategic providers but in two geographical contract areas rather than the current five, mirroring the Integrated Locality Partnerships of Weston, Worle and Villages (One Weston) and Woodspring. The One Weston contract will commence when the Area 1 and 2 Support to Live at Home contracts end and Woodspring, when Areas 3, 4 and 5 end. We are also exploring the options of a Support to Live at Home Framework Agreement to support the strategic contracts with capacity.

We feel that this model will allow us to further strengthen links with health services and build relationships that can support the flexibility needed for the ever changing and fluid nature of health and social care.

We are working with the Integrated Care Board to commission a separate End of Life contract for April 2024 with one care provider to ensure security and speed of provision. Therefore, the Support to Live at Home contracts will not be the main source of end of life care.

We will be requesting, via an additional Exception Decision Report, the appropriate authority for a further direct award, for one year, of the Reablement contract and North Somerset Community Care Response Service. This will enable us to continue to develop and refine these services, looking at how we can support the flow of the health and social care system. We will be seeking to extend the Reablement contract to include community Reablement provision. Therefore, the Support to Live at Home contracts will not be the main source of Reablement care.

4. Consultation

During the period of engagement, we spoke with,

- North Somerset Memory Service – responsible for assessment and diagnosis of dementia in North Somerset
- Alzheimer's Society – commissioned by North Somerset Council to offer support to people with dementia and their carers in North Somerset
- Bristol Dementia Wellbeing Service – the equivalent to the above two services in Bristol
- Wiltshire Council commissioner for community dementia services
- VANS lead for VCSE providers
- ICB Fast track End of Life team and Commissioners
- Adult Care Scrutiny Panel

We attended the following groups for people with dementia and their carers and gave questionnaire to those who expressed an interest.

- Alive Meeting centre in Portishead
- Alzheimer's Society memory café in Locking
- Lighthouse Carers group in Portishead

We sent out questionnaires to:

- Three Support to Live at Home providers
- Twenty spot domiciliary care providers
- Brokerage team
- Care management teams and mental health teams
- Curo, Alzheimer's Society, Alive Activities and Alliance Homes
- VANS Capacity Building Programme Lead

A market testing survey was placed on the Supplying the Southwest portal relating to specialist dementia service providers and we reviewed the results of the most recent Adult Social Care survey.

From those meetings, conversations, and questionnaires there were key areas that were consistent in being raised. These key areas will be used to inform the contract model. A summary of the results in each area can be obtained from the Contracts and Commissioning Team.

5. Financial Implications

As this is recommissioning an existing service, there are no new spending commitments. Consideration will be given through the procurement process as to how we commission contracts that achieve best value and will be set out in the Procurement Plan.

Costs

Below is:

- The gross spend for the Support to Live at Home contracts 2021/22 and forecast spend for 2022/23
- The gross spend for Spot purchase domiciliary Care 2021/22 and forecast spend for 2022/23
- The total gross spend on domiciliary care 2021/22 and forecast spend for 2022/23

All reflecting the Continuing Health Care Spend (CHC) separately as this is re-charged to Health.

	ASC 21/22	ASC 22/23	CHC 21/22	CHC 22/23
Area 1	£972,975	£1,027,759	£133,780	£100,843
Area 2	£554,480	£505,585	£107,458	£124,327
Area 3	£917,788	£877,442	£83,176	£111,223
Area 4	£154,898	£93,204	£7,449	£5,419
Area 5	£239,591	£237,235	-	£28,532
Spot	£3,847,495	£3,815,440	£1,376,592	£1,734,573
Total	£6,687,228	£6,556,664	£1,708,456	£2,104,917

Funding

Funding will come from the Adult Social Care Budget. The budget is not split by contracts, but the wider budget for domiciliary care, which includes some care types that are not part of these contract renewals is c. £10m and is not currently forecast to overspend.

6. Legal Powers and Implications

The service considered in this procurement are statutory requirements (Care Act 2014, Mental Capacity Act 2005, Mental Health Act 1983 as amended in 2009). Local Authorities cannot provide these services themselves as the legislation requires them to be provided independent of the Local Authority or NHS Providers.

7. Climate Change and Environmental Implications

A thorough risk assessment will be completed by the Procurement and Contracts and Commissioning Team, the results of which will be detailed in the Procurement Plan and built into the tender process to ensure that any implications are fully covered.

8. Risk Management

A thorough risk assessment will be completed by the Procurement and Contracts and Commissioning Team, the results of which will be detailed in the Procurement Plan and will be monitored and mitigated throughout the procurement process and subsequent contract monitoring.

9. Equality Implications

An EIA summary has been completed and has not highlighted any negative impact.

10. Corporate Implications

There are no corporate implications.

11. Options Considered

The provision of domiciliary care is a statutory duty and therefore we must re-commission these services. As referenced, an options appraisal was completed, and further detail will be referenced in the Procurement Plan.

Author:

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Appendices:

None

Background Papers:

Original Contract Award Decisions
Stakeholder Engagement Summary