



NOTTINGHAM CITY COUNCIL
COMMISSIONING AND PROCUREMENT SUB-COMMITTEE

Date: Tuesday, 13 November 2018

Time: 10.00 am

Place: LH 0.06 - Loxley House, Station Street, Nottingham, NG2 3NG

Councillors are requested to attend the above meeting to transact the following business

Corporate Director for Strategy and Resources

Governance Officer: Kate Morris, Governance Officer **Direct Dial:** 01158764353

AGENDA

Pages

- | | | |
|----------|--|---------|
| 1 | APOLOGIES | |
| 2 | DECLARATIONS OF INTERESTS | |
| 3 | MINUTES
To confirm the minutes of the meeting held 9 October 2018 | 3 - 6 |
| 4 | NOTTINGHAM CITY COUNCIL PROCUREMENT PLAN 2018-23
Report of the Corporate Director Strategy and Resources and the Head of Contracting and Procurement | 7 - 24 |
| 5 | INDEPENDENT LIVING SUPPORT SERVICES (ADULT SOCIAL CARE)
Report of the Interim Director for Adult Social Care, the Head of Commissioning and the Head of Contracting and Procurement. | 25 - 42 |
| 6 | COMMISSIONING REVIEW - FUNDING OF SUBSIDISED ALARMS IN SHELTERED / INDEPENDENT LIVING SCHEMES
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| 7 | EXCLUSION OF THE PUBLIC
To consider excluding the public from the meeting during consideration of the remaining item(s) in accordance with Section 100A(4) of the Local Government Act 1972 on the basis that, having regards to all the | |

circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

8 COMMISSIONING REVIEW - FUNDING OF SUBSIDISED ALARMS IN SHELTERED/INDEPENDENT LIVING SCHEMES - EXEMPT APPENDIX 67 - 68

Report of the (Interim) Director for Adult Social Care

ALL ITEMS LISTED 'UNDER EXCLUSION OF THE PUBLIC' WILL BE HEARD IN PRIVATE. THEY HAVE BEEN INCLUDED ON THE AGENDA AS NO REPRESENTATIONS AGAINST HEARING THE ITEMS IN PRIVATE WERE RECEIVED

IF YOU NEED ANY ADVICE ON DECLARING AN INTEREST IN ANY ITEM ON THE AGENDA, PLEASE CONTACT THE GOVERNANCE OFFICER SHOWN ABOVE, IF POSSIBLE BEFORE THE DAY OF THE MEETING

CITIZENS ATTENDING MEETINGS ARE ASKED TO ARRIVE AT LEAST 15 MINUTES BEFORE THE START OF THE MEETING TO BE ISSUED WITH VISITOR BADGES

CITIZENS ARE ADVISED THAT THIS MEETING MAY BE RECORDED BY MEMBERS OF THE PUBLIC. ANY RECORDING OR REPORTING ON THIS MEETING SHOULD TAKE PLACE IN ACCORDANCE WITH THE COUNCIL'S POLICY ON RECORDING AND REPORTING ON PUBLIC MEETINGS, WHICH IS AVAILABLE AT WWW.NOTTINGHAMCITY.GOV.UK. INDIVIDUALS INTENDING TO RECORD THE MEETING ARE ASKED TO NOTIFY THE GOVERNANCE OFFICER SHOWN ABOVE IN ADVANCE.

NOTTINGHAM CITY COUNCIL

COMMISSIONING AND PROCUREMENT SUB-COMMITTEE

MINUTES of the meeting held at LH 0.06 - Loxley House, Station Street, Nottingham, NG2 3NG on 9 October 2018 from 10.00 am - 10.29 am

Membership

Present

Councillor Graham Chapman (Chair)
Councillor David Mellen
Councillor Dave Trimble (Item 31 onwards)
Councillor Sam Webster (item 32 onwards)

Absent

Councillor Toby Neal (Vice Chair)

Colleagues, partners and others in attendance:

Trevor Bone	- Property Maintenance Manager
Kaj Ghattaora	- Provider Performance Manager
David King	- Head of Facilities and Building Services
Kate Morris	- Governance Officer
Steve Oakley	- Head of Contracting and Procurement

Call-in

Unless stated otherwise, all decisions are subject to call-in. The last date for call-in is 17 October 2018. Decisions cannot be implemented until the working day after this date.

28 APOLOGIES

Councillor Toby Neal – Personal

29 DECLARATIONS OF INTERESTS

None

30 MINUTES

The minutes of the meeting held on 11 September 2018 were confirmed as a true record and were signed by the Chair.

31 BUILDING SERVICES PROCUREMENT 2018/19 - KEY DECISION

David King, Head of Facilities and Building Services presented a report on Building Services Procurement Requirements 2018/19 detailing the need to procure multiple replacements contracts.

During discussion it was highlighted that a programme of procurement solutions has been drawn up to include insourcing of appropriate activities and review of existing contracts which will lead to a saving for the Council and to upskilling existing employees.

RESOLVED to:

- (1) Approve the procurement of replacement contracts detailed in Appendix 2 of the report published with the original agenda, with a total value of £2,145,000 through an appropriate procurement process, and to award the contracts for the services based on the outcomes of the procurement process;**
- (2) Approve to procure a Framework Agreement for Demolition Works with a maximum value of £12,000,000 over four years from 1 April 2019; and**
- (3) To delegate authority to the Corporate Director of Commercial and Operations to award contracts from the Framework Agreement for Demolition Works up to the total of £12,000,000 over four years from 1st April 2019.**

Reasons for decision

- (1) The contracts under consideration in this decision are all due to expire at the end of March 2019. Procuring replacements enables Nottingham City Council to ensure that the buildings remain compliant with statutory, regulatory and legislative obligations, and are safe from which to offer services to citizens.
- (2) Procuring new contracts will improve efficiency and value for money and will result in savings for Nottingham City Council.

Other options considered

Allowing individual directorates within Nottingham City Council to purchase the services they require to maintain compliance was rejected. This would result in considerably more expense, less compliance and less accountability. Nottingham City Council would risk falling out of compliance with legislative, regulatory and statutory obligations and could not ensure the safety of the buildings or the citizens who use them.

Another option considered was insourcing all of the activity covered by the contracts under discussion. This was rejected due to workforce capacity issues, risk of falling out of compliance and the reduction in value for money it would deliver.

The final alternative considered was doing nothing and allowing the contracts to end without recommissioning the services. Again this option would remove compliance across Nottingham City Council, it would increase the risk to the citizens who use the buildings and the services within them, and would represent a reputational risk to Nottingham City Council. These factors were all considered unacceptable and for this reason this option was rejected.

32 CORPORATE TRAVEL AND ACCOMMODATION CONTRACT - KEY DECISION

Kaj Ghattaora, Provider Performance Manager presented a report on the Corporate Travel and Accommodation Contract seeking authorisation to procure a new contract

for an electronic system for corporate travel using an approved established framework.

There was discussion around the measures brought in to reduce costs and frequency of travel expenses, the need to ensure that the cheapest tickets are purchased and how this can be monitored at a Corporate Director level.

RESOLVED to:

- (1) To award a contract following a call off process from the Crown Commercial Services Framework to offer corporate travel solutions as the current framework contract is due to expire November 2018;**
- (2) To delegate authority to the Head of Contracting and Procurement to award the framework contract, and for the Provider Performance Manager to sign any contract documents produced as a result; and**
- (3) To approve spend against this decision noting that the individual Service area reviews the need to spend;**

Reasons for decision

- (1) The existing contract framework is due to expire in November 2018. A new corporate contract for travel and accommodation for those officers who do require it will ensure compliance and best value for money.

Other options considered

There were two alternative options considered. The first was to run a competitive tender exercise, this was considered but rejected as due to administrative costs it would not offer the best value for money. The market has been tested with the CCS and a framework established to prevent duplication by local government authorities.

The other option considered was to do nothing. This would leave the Council exposed to higher costs and for this reason the option was rejected.

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Agenda Item 4

COMMISSIONING AND PROCUREMENT SUB-COMMITTEE – 13/11/2018

Subject:	NOTTINGHAM CITY COUNCIL PROCUREMENT PLAN 2018 -23		
Corporate Director(s)/ Director(s):	Candida Brudenell, Corporate Director Strategy and Resources Steve Oakley, Head of Contracting and Procurement		
Portfolio Holder(s):	Councillor Graham Chapman - Portfolio Holder for Finance, Resources and Commercial Services		
Report author and contact details:	Jo Pettifor, Category Manager – Strategy and People Jo.Pettifor@nottinghamcity.gov.uk 01158765026		
Key Decision	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	Subject to call-in
			<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Reasons:	<input type="checkbox"/> Expenditure <input type="checkbox"/> Income <input type="checkbox"/> Savings of £1,000,000 or more taking account of the overall impact of the decision		<input type="checkbox"/> Revenue <input type="checkbox"/> Capital
Significant impact on communities living or working in two or more wards in the City			<input type="checkbox"/> Yes <input type="checkbox"/> No
Total value of the decision: nil			
Wards affected: All	Date of consultation with Portfolio Holder(s): Councillor Chapman – 24 th October 2018		
Relevant Council Plan Key Theme:			
Strategic Regeneration and Development			<input checked="" type="checkbox"/>
Schools			<input checked="" type="checkbox"/>
Planning and Housing			<input type="checkbox"/>
Community Services			<input checked="" type="checkbox"/>
Energy, Sustainability and Customer			<input checked="" type="checkbox"/>
Jobs, Growth and Transport			<input checked="" type="checkbox"/>
Adults, Health and Community Sector			<input checked="" type="checkbox"/>
Children, Early Intervention and Early Years			<input checked="" type="checkbox"/>
Leisure and Culture			<input checked="" type="checkbox"/>
Resources and Neighbourhood Regeneration			<input checked="" type="checkbox"/>
Summary of issues (including benefits to citizens/service users):			
This report presents an update of the Nottingham City Council Procurement Plan for 2018 – 2023, which sets out the Council's planned programme of procurement activity for all goods, works and services over this five year period. The Plan is attached at Appendices 1- 3. The outcomes of procurement activity undertaken during 2018/19 will be reported in the 'Procurement Strategy Implementation Report' at the end of the year.			
Exempt information:			
None			
Recommendation(s):			
1 To note the Nottingham City Council Procurement Plan 2018 – 2023			
2 To note that the Procurement Plan is indicative of planned procurement activity and timescales, which may be subject to change dependent on the outcomes of the strategic commissioning process, service budgets and priorities and the full consideration of procurement options for each requirement.			
3 To note that the outcomes of procurement activity undertaken in accordance with the Plan during 2018/19 will be reported at the end of the year.			

1 REASONS FOR RECOMMENDATIONS

- 1.1 The Procurement Plan is a key mechanism in the implementation of the Nottingham City Council Procurement Strategy to deliver the Council's strategic priorities. It enables the planning of procurement activity under the Strategy to pursue the key procurement objectives of:
 - Citizens at the heart
 - Securing economic, social and environmental benefits
 - Commercial efficiency
- 1.2 The Procurement Plan enables the Council to secure value for money, manage financial resources effectively and align its commissioning and procurement activity with the Council's Medium Term Financial Plan (MTFP), through a planned approach and robust financial analysis for each project. A strategic category management approach will maximise the value of spend and generate savings wherever possible for Departmental budgets.
- 1.3 The Procurement Plan supports compliance with the Public Procurement Regulations and the Contract Procedure Rules of the Council's Financial Regulations by enabling procurement activity to be planned and undertaken prior to the expiry of existing contracts. This minimises the need for dispensation from the Financial Regulations to extend contracts beyond their expiry date without formal tendering, other than in genuinely exceptional circumstances. This is important in relation to goods and services that are subject to the full application of the EU and UK Procurement Regulations.
- 1.4 The Procurement Plan provides information for internal and external stakeholders about planned procurement activity and facilitates joint working with partner organisations and collaboration in procurement activity. It allows other service departments (such as Legal Services) to include support for procurement activity in their work plans.
- 1.5 The Procurement Plan informs provider markets about forthcoming opportunities to bid for Council contracts; enabling suppliers to prepare and for market development support to be offered.
- 1.6 The Procurement Plan supports the Council's commercialisation agenda and facilitates 'Make or Buy' considerations by enabling these opportunities to be identified in advance of existing contracts being due for renewal.

2 BACKGROUND (INCLUDING OUTCOMES OF CONSULTATION)

- 2.1 A Procurement Plan was initially developed to align the planning of procurement and contracting activity for commissioned services with the Strategic Commissioning Intention Review programme. It was first reported to Commissioning Sub Committee in May 2012 and has subsequently been maintained and reported routinely.
- 2.2 A copy of the current Procurement Plan for 2018 – 2023 is attached at Appendices 1- 3. It presents planned and anticipated procurement activity across the Council; showing the expected commencement and completion dates and anticipated key stages for each project. It is presented under the three procurement categories managed by the Procurement Team:

- 'People' - commissioned services for citizens including: social care and support for vulnerable adults and children, community, public health and education
- 'Places' – including: major projects, minor works, highways, school capital works, safety and compliance, operator services and temporary structures
- 'Products' – including: transport, energy, waste, environmental services, professional services, ICT, soft facilities management and business support

2.3 The Procurement Plan is indicative of anticipated procurement activity and may be subject to change, for example following commissioning decisions or due to changes to service budgets and priorities. In each commissioning process, the procurement options are considered based on a number of factors, including: future need for the goods, works or services, whether remodelling is necessary, consideration of 'Make or Buy', compliance with the Council's financial regulations and Public Procurement Regulations, and the overall risks, costs and benefits of tendering. All procurement activity is conducted in accordance with the core principles of the Nottingham City Council Procurement Strategy 2018-23:

- Commercial efficiency
- Citizens at the heart
- Partnerships and collaboration
- Governance, fairness and transparency
- Ethical standards
- Innovation and improvement

2.4 The overall outcomes and achievements of procurement activity under the Procurement Strategy 2014-17 were reported to Committee in June 2018. In the four years 2015-2018, a total of £593.7m was invested in the local economy; 65% of total contract value awarded to City suppliers and 73% of the total contract value was retained within the East Midlands area. Additionally a total of 1219 new entry level jobs and 157 apprenticeships were created through contracts awarded.

3 OTHER OPTIONS CONSIDERED IN MAKING RECOMMENDATIONS

3.1 The outcomes of procurement activity undertaken the Procurement Strategy 2014-17 were reported to Committee in June 2017. This included a total of £288m injected into the local economy – representing 69% of total contract value. In 2016/17 alone, £48m was awarded to City SMEs - 60% of the total contract value awarded. Additionally, 364 new entry level jobs and apprenticeships were created through contracts awarded.

4 FINANCE COLLEAGUE COMMENTS (INCLUDING IMPLICATIONS AND VALUE FOR MONEY/VAT)

4.1 The recommendations of this report do not have any specific financial implications.

4.2 As each element of the Procurement Plan set out in Appendices 1- 3 is undertaken, separate approvals will be required by the relevant Board or Portfolio Holder decision as appropriate.

4.3 This approval will include the appropriate financial implications and recommendations ensuring budget availability and aligning any procurement savings captured as part of the Medium Term Financial Plan (MTFP).

Hayley Mason, Strategic Finance Business Partner, 11 October 2018

5 LEGAL AND PROCUREMENT COLLEAGUE COMMENTS (INCLUDING RISK MANAGEMENT ISSUES, AND INCLUDING LEGAL, CRIME AND DISORDER ACT AND PROCUREMENT IMPLICATIONS)

- 5.1 The Council's Contract Procedure Rules and Financial Regulations, EU Public Contracts Directives, the Public Contracts Regulations 2015 and Concession Contracts Regulations 2016 dictate that the Council should undertake a formal tender process for the award of contracts of a particular value. The Procurement Plan addresses the risk of non-compliance with these Regulations by providing a tool for planning procurement activity across all contracts based on their expiry date.
- 5.2 The Procurement Plan sets out an ambitious programme of procurement activity across all categories of goods, works and services. Planned procurement activity includes the re-tendering of existing contracts prior to expiry, and anticipated procurement of new goods, works and services to meet new priorities. The delivery of this programme of activity depends upon the necessary resources being available. The number of tenders undertaken will be dependent on the outcomes of the commissioning process for each requirement (including the consideration of procurement options) and will be subject to a formal decision making process.
- 5.3 Legal Comments - The Legal Services Team will provide support and contribute to the delivery of the Procurement Plan by advising on relevant legislation, legal and commercial risks, compliance with the City Council's Constitution and drafting and approving of contract documents.

Andrew James, Team Leader Commercial, Employment and Education, 3 October 2018

6 STRATEGIC ASSETS & PROPERTY COLLEAGUE COMMENTS (FOR DECISIONS RELATING TO ALL PROPERTY ASSETS AND ASSOCIATED INFRASTRUCTURE (STRATEGIC REGENERATION COMMITTEE REPORTS ONLY)

- 6.1 This decision does not have any implications for strategic assets and property.

7 SOCIAL VALUE CONSIDERATIONS

- 7.1 The Nottingham City Council Procurement Strategy 2018-2023 drives the delivery of social value for the City by outlining how we will address economic, social and environmental considerations at all stages of the procurement cycle, through the framework of the Public Services (Social Value) Act 2012. The strategic objectives for procurement are set out under the key economic, social and environmental themes, with proposed actions to maximise the social value benefits secured through all our purchasing activity.
- 7.2 For each planned procurement process, consultation will be undertaken and full consideration will be given to how the goods, works or services procured could improve economic, social and environmental well-being in Nottingham. In relation to commissioned services for vulnerable adults and children, social improvements are expected for those receiving services.
- 7.3 Procurement activity undertaken in accordance with the Procurement Plan will support the implementation of the Council's Business Charter, through the inclusion in eligible contracts of relevant contract specific requirements and targets

based on the principles of the Charter. To maximise the economic, social and environmental benefits delivered from each contract, the contract requirements and targets will be developed in each case as appropriate and proportionate to the contract being procured.

- 7.4 A Procurement Project Register is maintained as a mechanism to monitor the outcomes of procurement activity undertaken, in particular progress against the key economic, social and environmental targets within the Procurement Strategy.

8 REGARD TO THE NHS CONSTITUTION

- 8.1 This will be considered where appropriate for relevant service areas.

9 EQUALITY IMPACT ASSESSMENT (EIA)

- 9.1 Has the equality impact of the proposals in this report been assessed?

No



An EIA is not required because the report does not contain proposals for new or changing policies, services or functions, financial decisions or decisions about implementation of policies development outside the Council.

10 LIST OF BACKGROUND PAPERS RELIED UPON IN WRITING THIS REPORT (NOT INCLUDING PUBLISHED DOCUMENTS OR CONFIDENTIAL OR EXEMPT INFORMATION)

- 10.1

11 PUBLISHED DOCUMENTS REFERRED TO IN THIS REPORT

- 11.1 Nottingham City Council Procurement Strategy 2018-2023

- 11.2 Public Services (Social Value) Act 2012

- 11.3 The Public Contracts Directives 2014 (the Public Contracts Directive 2014, the Concessions Contracts Directive 2014, and the Utilities Directive 2014)

- 11.4 The Public Contracts Regulations 2015

- 11.5 The Concessions Contracts Regulations 2016

- 11.6 The Utilities Contracts Regulations 2016

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Note: projects with no timeline are ongoing open application processes. Projects with no contract value are at an early stage and scope/requirements not sufficiently defined to estimate value

[illegible]

Note: projects with no timeline are ongoing open application processes. Projects with no contract value are at an early stage and scope/requirements not sufficiently defined to estimate value

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[illegible]

Note: projects with no timeline do not currently have known timescales

[illegible]

Page 19

[illegible]

Award Date

Note: projects with no timeline shown are long term contracts with procurement timescales beyond 5 years. Projects with no value are not currently scoped or defined sufficiently to estimate value

[illegible]

Pre-Procurement

Evaluation

Award Date

Note: projects with no timeline shown are long term contracts with procurement timescales beyond 5 years. Projects with no value are not currently scoped or defined sufficiently to estimate value

[illegible]

Pre-Procurement

Evaluation

Award Date

Note: projects with no timeline shown are long term contracts with procurement timescales beyond 5 years. Projects with no value are not currently scoped or defined sufficiently to estimate value

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Award Date

Note: projects with no timeline shown are long term contracts with procurement timescales beyond 5 years. Projects with no value are not currently scoped or defined sufficiently to estimate value

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Agenda Item 5
13/11/18

COMMISSIONING AND PROCUREMENT SUB-COMMITTEE

Subject:	Independent Living Support Services (Adult Social Care)		
Corporate Director(s)/ Director(s):	Catherine Underwood, Interim Director for Adult Social Care Christine Oliver, Head of Commissioning Steve Oakley, Head of Contracting and Procurement		
Portfolio Holder(s):	Councillor Sam Webster, Portfolio Holder for Adults Social Care and Health		
Report author and contact details:	Lisa Lopez, Commissioning Manager Email: lisa.lopez@nottinghamcity.gov.uk Tel: 0115 87 62746		
Key Decision	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	Subject to call-in	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Reasons: <input checked="" type="checkbox"/> Expenditure <input type="checkbox"/> Income <input type="checkbox"/> Savings of £1,000,000 or more taking account of the overall impact of the decision	<input checked="" type="checkbox"/> Revenue <input type="checkbox"/> Capital		
Significant impact on communities living or working in two or more wards in the City	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No		
Total value of the decision: £5,988,073 (£855,439 per year over up to 7 years)			
Wards affected: All		Date of consultation with Portfolio Holder(s): 1/11/2018	
Relevant Council Plan Key Theme:			
Strategic Regeneration and Development			<input type="checkbox"/>
Schools			<input type="checkbox"/>
Planning and Housing			<input type="checkbox"/>
Community Services			<input type="checkbox"/>
Energy, Sustainability and Customer			<input type="checkbox"/>
Jobs, Growth and Transport			<input type="checkbox"/>
Adults, Health and Community Sector			<input checked="" type="checkbox"/>
Children, Early Intervention and Early Years			<input type="checkbox"/>
Leisure and Culture			<input type="checkbox"/>
Resources and Neighbourhood Regeneration			<input type="checkbox"/>
Summary of issues (including benefits to citizens/service users): <p>Independent Living Support Services (ILSS) are commissioned services, which support citizens to live independently, and/or prevent the need for more intensive support. The services support vulnerable citizens to maintain their accommodation, avoiding eviction/homelessness; maximise income, reducing/avoiding debt; manage physical and mental health needs; and access appropriate services. The contracts for three existing Adult Social Care ILSS end on 30th June 2019. The proposed new service model simplifies processes for citizens and professionals, improves efficiency by reducing management costs in services and avoiding unnecessary duplication, whilst retaining specialisms in the services and aligning more closely with the work of the Adult Social Care teams.</p> <p>This report seeks approval for the procurement of the Adult Social Care ILSS detailed in Appendix 1.</p> <p>The services contribute to Nottingham City Council's statutory obligations to vulnerable citizens under the Homelessness Reduction Act (2017) and The Care Act (2014), and supports delivery of The Nottingham Plan to 2020.</p>			
Exempt information: None			
Recommendation(s):			
1 Approve the expenditure of £5,988,073 over the entirety of the contract terms for the provision of the Adult Social Care Independent Living Support Services (ILSS) detailed in Appendix 1 .			

2	Approve the procurement of the Adult Social Care ILSS detailed in Appendix 1 through an appropriate procurement process, and to award the contract(s) for the services based on the outcomes of the procurement process. The approved contract(s) would commence on 1 st July 2019, for a three –year period with an option to extend on a two-yearly basis for a further four years (i.e. 3+2+2), to a maximum of 7 years in total.
3	Delegate authority to the Head of Contracting and Procurement to approve the outcome of the procurement processes and award the contract(s) to provider that is deemed most suitable to provide these services.
4	Delegate authority to the Provider Performance and Development Manager to sign the final contract(s) and agree annual extensions on the basis of performance and budget availability.

1 REASONS FOR RECOMMENDATIONS

- 1.1 To provide Adult Social Care Independent Living Support Services, which support vulnerable citizens to maintain accommodation, avoid eviction/homelessness, maximise income, reduce/avoid debt, manage physical and mental health, and access appropriate services. The ILSS support citizens towards greater independence, minimise risks/vulnerabilities. The contracts for three of the existing ILSS end on 30th June 2019. Therefore new services would need to be in place to commence 1st July 2019 in order to provide continuous support.
- 1.2 To simplify access to the ILSS for both citizens and professionals. The proposed new service model includes a single referral point with a ‘triage’ function, to ensure citizens are referred to appropriate support. This could include signposting to support from voluntary and community organisations, instead of, or as well as the ILSS, maximising the value of the services. Services will be easier to access, as citizens and professionals will be more aware of services and refer/self-refer into appropriate services when required. The ‘triage’ function will also link to community and voluntary sector services, and to Ask LloN, to enable citizens to access other services and support available in the community without utilising commissioned services.
- 1.3 To ensure services are best placed to support the functions of Housing and Adult Social Care. The ILSS offer support for citizens who are not eligible for Adult Social Care support, as well as providing additional specific support for those who are. The services help to prevent escalation of need, in terms of both statutory homelessness provision and Adult Social Care. The new proposed service model has been developed in line with feedback from Housing and Adult Social Care, as well as citizens and service providers. The services align to the Adult Social Care teams, and avoid gaps in provision, particularly for vulnerable citizens aged under sixty years old.
- 1.4 To improve efficiency and value for money in the services we commission. The proposed new service model reduces the number of separate services, reducing management costs and avoiding unnecessary duplication, whilst retaining specialisms in the services. The proposed new service model offers savings of £95,049 per year against the 2018/19 contract values.

2 **BACKGROUND (INCLUDING OUTCOMES OF CONSULTATION)**

2.1 **Current services**

A review was undertaken of the Adult Social Care ILSS. This review encompassed the Sixty Plus ILSS, Learning Disability (LD) ILSS, PSI HIV ILSS (for citizens with physical and/or sensory impairments, and/or HIV), Mental Health ILSS and Forensic Mental Health ILSS (for citizens whose mental health brings them into contact with the criminal justice system). Details of the current commissioned services are shown in **Appendix 1**.

The purpose of the review was to clarify commissioning intentions in relation to these services – the contracts for the Sixty Plus, LD and PSI HIV ILSS are due to end on 30th June 2019. The review focused on similarities and differences between the ILS services, and to other provision such as CSE Outreach; exploring possibilities of integration between services; links to housing and homelessness services; links to social care provision, alignment to pathways and managing demand on social care.

The Mental Health ILSS and Forensic Mental Health ILSS support citizens with complex mental health needs. These services link to a wider Mental Health review, which looks at mental health provision across the City and County, and links to health care provision. The contracts for these two services are due to end in March 2020, in line with the end dates of contracts for other mental health services.

2.2 **Consultations**

As part of the Adult Social Care ILSS review, consultations took place March 2018 onwards, with service users, service providers, Adult Social Care teams (including the mainstream team, Whole Life Disability teams, Mental Health teams, and Sensory team), and Housing colleagues. A stakeholder engagement event took place in July 2018, bringing the above stakeholders together to formulate and share ideas. Key themes from consultations are –

- A reduced number of services would be less confusing for professionals referring into the service. A signposting/'triage' function would be beneficial to ensure that citizens access the best service for them. The 'triaging' function would also be able to signpost citizens to alternative community support where that is more suitable than ILSS or would be of additional benefit.
- Adult Social Care see increasing numbers of vulnerable and frail citizens aged under 60 years old. The Sixty Plus ILSS should support vulnerable citizens who are younger than the current required age, to avoid gaps in support and prevent their needs from escalating.
- The services should be aligned to the Adult Social Care teams, but must remain accessible to citizens who are not eligible for Adult Social Care. All Adult Social Care teams must be able to refer into any of the ILSS.
- All of the functions of the services are valued, and should be retained in the new service model – the preventative role in avoiding escalating needs and ASC eligibility; the ability to access ILSS alongside commissioned care packages for ASC-eligible citizens, and be used as a step-up, step-down service from ASC; the option for former service users to drop back into the service for simple practical support, rather than be re-referred.
- Support must be flexible, and also practical. For some citizens with low level mental health needs, these needs are linked to their

circumstances (poverty, fuel poverty, poor living conditions, debts etc.). Once these practical issues are resolved, the citizen's mental health will improve, and may no longer be an issue.

- The services should link to the Private Landlord Forums. The Social Inclusion (Homelessness) Strategic Commissioning Review 2018 noted that citizens in private rented accommodation can be particularly vulnerable to breakdown of tenancy. Highlighting the availability of the ILSS to private landlords would benefit both the landlords and tenants in providing a referral point for tenants who are struggling to maintain their tenancy.
- Mental health needs are increasingly common. Whilst there is a separate Mental Health ILSS, all ILSS need to be able to support citizens with low-level mental health needs.

Feedback from these consultations has been used to shape the service model. The proposed new service model is to have a single point of referral to 'triage' citizens either to one of the new ILSS or to support in the community, and potentially three Adult Social Care ILSS – a Mainstream ASC ILSS (which will include the 'triage' function), a Whole Life disability (LD) ILSS, and a Mental Health ILSS.

The Mental Health ILSS and Forensic Mental Health ILSS link to the Mental Health strategic review, which also considers wider mental health services, and opportunities for working with county and healthcare services. The Mental Health and Forensic Mental Health ILSS time scales, better align with the Mental Health review. Therefore, the Mental Health ILSS and Forensic Mental Health ILSS are to be considered as part of the Mental Health review, but will incorporate learning from this review.

2.3 Risks

The ILSS are preventative services, and it is acknowledged that they reduce the need for Adult Social Care, and prevent breakdown of tenancies. Reductions in funding to the Adult Social Care ILSS may reduce capacity in the services, which risks escalating Adult Social Care needs in some citizens whom the ILSS will no longer be able to support, placing increased demand on Adult Social Care. There is also a risk of breakdown of housing/tenancy situations of vulnerable citizens, creating increased pressure on housing and homelessness services.

These risks are to be mitigated through the following measures -

- Re-modelling the service design to include three services rather than five, which will reduce management costs without impacting on capacity in the services.
- Utilising the triage function to signpost citizens to community and voluntary sector services where appropriate, supporting citizens with low levels of need without requiring commissioned services (for example, signposting to a befriending service for social isolation).
- Working with potential providers through the competitive tender process, to ensure the maximum hours of support are offered.
- Working with providers to develop innovative ways of maximising capacity, such as working with small groups of citizens where appropriate (for example, non-confidential advice).

2.4 Key local and national drivers

The Homelessness Reduction Act (2017) sets out new duties on local authorities with the aim of preventing homelessness. The Act extends the

existing duty to provide free homelessness advice and information to any person in the local authority area, and requires local authorities to prepare an individualised plan to assist anyone threatened with homelessness within any period of up to 56 days to remain in or secure accommodation.

The Care Act (2014) requires local authorities to offer services that help prevent citizens from developing needs for care and support, prevent citizens' care needs from becoming more serious, or delay the impact of their needs. Local authorities should do this by identifying citizens who might have care and support needs that are not being met, and by ensuring a range of services, facilities and resources are available, including those provided by voluntary and community sector groups, to keep citizens well and independent.

The Nottingham Plan to 2020 sets out the overall strategic direction and long term vision for the economic, social and environmental wellbeing of the City of Nottingham. The Plan includes the following strategic priorities for the City:

- Tackle poverty and deprivation
- Reduce fear of crime and anti-social behaviour
- Improve health and wellbeing

3 OTHER OPTIONS CONSIDERED IN MAKING RECOMMENDATIONS

- 3.1 Make no changes to the services - re-commission the services at 2018/19 costs. The current services are highly regarded, but there are some gaps in eligibility (for example vulnerable citizens in their 50s who require support), and duplication of management costs. The proposed new service model reduces the number of separate services, reducing management costs and avoiding unnecessary duplication, whilst retaining specialisms in the services. The proposed new service model offers savings of £95,049 against the 2018/19 contract values. If we re-commission the services with the 2018/19 service model and costs there will continue to be gaps in service eligibility and the saving will not be realised. Therefore this option has been rejected.
- 3.2 Commission a single Adult Social Care ILSS. The current services have specialisms such as supporting adults with learning disabilities. This cohort can require a different approach and skill set, particularly when supporting citizens with behaviour that challenges. Removing specialised support from this cohort is likely to result in citizens with learning disabilities and behaviour that challenges being excluded from services due to their behaviour. The citizen is then likely to develop more intensive social care and/or housing support needs, and may also come into contact with the criminal justice system. Therefore this option has been rejected.
- 3.3 Do nothing - allow contracts to end and not re-commission services. The current Adult Social Care ILSS are valued by both Housing and Adult Social Care colleagues for their preventative function for keeping citizens away from more intensive support. De-commissioning the Adult Social Care ILSS is likely to result in increased numbers of citizens requiring support through Adult Social Care and/or Housing Aid, and increasing numbers of citizens that local authorities would have a duty to support due to them being at risk of homelessness. Either of these would lead to significantly poorer outcomes for the citizen, as well as increased costs to the local authority. Therefore this option has been rejected.

4 FINANCE COLLEAGUE COMMENTS (INCLUDING IMPLICATIONS AND VALUE FOR MONEY/VAT)

- 4.1 The procurement of Adult Social Care Independent Living Support Service (ILSS) at an annual contract value of £855,439, totalling a contract value over 7 years of £5,988,073 will be funded from existing service budgets included within the Council's Medium Term Financial Plan (MTFP).
- 4.2 The proposed maximum contract values detailed in **Appendix 1** will deliver efficiencies of up to £95k in a full year and these efficiencies will be incorporated into the council's updated 2019/20+ MTFP.
- 4.3 Value for money will be achieved through the recommendations in this report by supporting vulnerable citizens through a range of services preventing the need for more intensive support whilst delivering financial efficiencies through a new service model with simplified processes for citizens and professionals.

Darren Revill, Senior Commercial Business Partner, 19/10/18

5 LEGAL AND PROCUREMENT COLLEAGUE COMMENTS (INCLUDING RISK MANAGEMENT ISSUES, AND INCLUDING LEGAL, CRIME AND DISORDER ACT AND PROCUREMENT IMPLICATIONS)

5.1 Procurement Comments

The procurement of Independent Living Support services for Mainstream Adult Social Care and Whole Life Disability provision proposed in this report will be undertaken by the Procurement Team in compliance with the requirements of EU Public Contracts Directive and UK Public Contracts Regulations (Light Regime), and will be procured through a compliant open process in accordance with the Council's Contract Procedure Rules and the EU and UK regulations.

The tender will secure best value in terms of cost, service quality and outcomes for citizens and will seek maximise the wider social value benefits delivered.

Julie Herrod MCIPS, Lead Procurement Officer, 15/10/18

5.2 Legal Comments

The report proposes the re-procurement of a contract for Adult Social Care ILSS services by way of an EU compliant tender process.

The existing contracts for these services are due to expire next year and a new contract is required to ensure continuity of service.

The services help to support need escalation for vulnerable citizens in line with the Council's statutory homelessness provision, adult social care and equality obligations.

It is understood that the existing services have been reviewed and consulted upon, which has resulted in the establishment of a new, simplified delivery

model. The new model is hoped to offer value for money, and a reduction in costs and unnecessary cost and management duplications.

The services fall within the remit of the Light Touch Regime in the Public Contracts Regulations which allows the Council to determine the most suitable procedure for awarding contracts, provided that certain regulations are met and the Council ensures continued compliance with the principles of transparency and equal treatment to economic operators.

Legal services will continue to advise during the tender process and assist with the establishment of all necessary contractual documentation with procurement colleagues.

Dionne Screaton, Solicitor, Commercial, Employment and Education, 18/10/18

6 STRATEGIC ASSETS & PROPERTY COLLEAGUE COMMENTS (FOR DECISIONS RELATING TO ALL PROPERTY ASSETS AND ASSOCIATED INFRASTRUCTURE (STRATEGIC REGENERATION COMMITTEE REPORTS ONLY)

6.1 N/A

7 SOCIAL VALUE CONSIDERATIONS

- 7.1 The service will require a local base within Nottingham City boundaries, in a location which is easily accessible, from which to deliver face-to-face support. As such the service is likely to provide employment opportunities for Nottingham citizens.
- 7.2 The triaging function of the service will support citizens to access information on services, support and opportunities, including training and post-education opportunities, which are available to them. In doing so, the service is likely to support and enable some citizens to access/return to the workplace, or take part in activities in their local community, where they previously may have felt unable to do so, raising aspirations and supporting vulnerable citizens to make appropriate and productive contributions to society, in line with their aspirations and abilities.

8 REGARD TO THE NHS CONSTITUTION

8.1 N/A

9 EQUALITY IMPACT ASSESSMENT (EIA)

9.1 Has the equality impact of the proposals in this report been assessed?

No

☐

An EIA is not required because:

(Please explain why an EIA is not necessary)

Yes

☒

Attached as Appendix 2, and due regard will be given to any implications identified in it.

**10 LIST OF BACKGROUND PAPERS RELIED UPON IN WRITING THIS REPORT
(NOT INCLUDING PUBLISHED DOCUMENTS OR CONFIDENTIAL OR EXEMPT
INFORMATION)**

- ILSS Analysis Product (2018)
- Social Inclusion (Homelessness) SCR – Model development (2017)

11 PUBLISHED DOCUMENTS REFERRED TO IN THIS REPORT

11.1 Legislation, Policies and Strategies

- The Homelessness Reduction Act (2017)
- The Care Act (2014)
- The Equality Act (2010)
- The Nottingham Plan to 2020

11.2 Documents

- Living well at home inquiry (July 2011)
- Living well in older years report (August 2017)
- Adults with Learning Disabilities JSNA (2017)
- Adults with Physical and Sensory Impairments JSNA (2016)

INDEPENDENT LIVING SUPPORT SERVICES (ILSS) – ADULT SOCIAL CARE

The table below sets out details of the current and proposed contract arrangements for the Adult Social Care ILSS. Services are funded as follows:

Current services (2018/19)	Current funding	Proposed new services (2019-26)	Proposed Maximum Contract Value	Expected saving against previous contract value	Proposed Period of Award	Value for Money
Sixty Plus ILSS	£357,148 p.a.	Mainstream ASC ILSS	£491,804 p.a. (£3,442,628 over whole life of contract)	£54,645 p.a.	3 years with a +2 +2 year option to extend. (Maximum 7 years 01/7/2019 - 30/6/2026)	It is envisaged that the re-commissioning and procurement of the services will provide value for money as follows: <ul style="list-style-type: none">Efficiencies will be realised to an estimated cost of £95,049 p.a. against the 2018/19 budget provision for this activity. It is anticipated that through a competitive tender process we will work with providers to ensure we maximise hours of support for this level of funding, and outcomes-based service delivery. Further efficiencies may be made as part of the Mental Health review.Offering up to a 7 year contract will ensure continuity of delivery and allow time to develop and implement service improvements and efficiencies. Feedback from providers through market testing has strongly indicated that a short contract length has a significant impact on service prices and is a barrier to developing and investing in service improvements.Re-commissioning the Adult Social Care ILSS as a smaller number of services will retain specialisms whilst reducing management costs, avoiding unnecessary duplication and enabling providers to offer economies of scale.The Adult Social Care ILSS help to prevent escalation of need, in terms of both statutory homelessness provision and Adult Social Care.
PSI HIV ILSS	£189,301 p.a.					
LD ILSS	£404,039 p.a.	Whole Life disability (LD) ILSS	£363,635 p.a. (£2,545,445 over whole life of contract)	£40,404 p.a.		
Mental Health ILSS	£397,829 p.a.	To be considered as part of the wider Mental Health review.				
Forensic Mental Health ILSS	£45,274 p.a.					
Total value of contracts	£950,488 p.a. (excluding the two Mental Health ILSS)		£855,439 p.a. <u>£5,988,073</u> over whole life of contracts			

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Equality Impact Assessment Form

screeintip-sectionA

1. Document Control

1. Control Details

Title:	Independent Living Support Services (Adult Social Care)
Author (assigned to Pentana):	Lisa Lopez, Commissioning Manager
Director:	Christine Oliver & Steve Oakley, Acting Directors - Commissioning & Procurement
Department:	Strategy and Resources
Service Area:	Strategic Commissioning
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Strategic Budget EIA: Y/N	N
Exempt from publication Y/N	N

2. Document Amendment Record

Version	Author	Date	Approved
1	Lisa Lopez	09/10/18	

3. Contributors/Reviewers

Name	Position	Date

4. Glossary of Terms

Term	Description
ILSS	Independent Living Support Services

screen tip-section B

2. Assessment

1. Brief description of proposal / policy / service being assessed

Independent Living Support Services (ILSS) are commissioned services which support citizens to live independently, and/or prevent the need for more intensive support. The services support vulnerable citizens to maintain their accommodation, avoiding eviction/homelessness; maximise income, reducing/avoiding debt; manage physical and mental health needs; and access appropriate services. The ILSS support citizens who are not eligible for Adult Social Care support, as well as providing additional specific support for those who are. The services help to prevent escalation of need, in terms of both statutory homelessness provision and Adult Social Care. The ILSS Strategic Commissioning Review 2018/19 encompassed the Sixty Plus ILSS, Learning Disability (LD) ILSS, PSI HIV ILSS (for citizens with physical and/or sensory impairments, and/or HIV), Mental Health ILSS and Forensic Mental Health ILSS (for citizens whose mental health brings them into contact with the criminal justice system). The purpose of the review was to clarify commissioning intentions in relation to these services – the contracts for the Sixty Plus, LD and PSI HIV ILSS are due to end on 30th June 2019. The contracts for the two Mental Health ILSS are due to end in March 2020, in line with the end dates of contracts for other mental health services.

Proposals for a new service model have been developed in line with feedback from Housing and Adult Social Care, as well as citizens and service providers. The proposed new service model is to have a single point of referral to 'triage' citizens either to one of the new ILSS or to support in the community, and potentially three Adult Social Care ILSS – a Mainstream ASC ILSS (which will include the 'triage' function), a Whole Life disability (LD) ILSS, and a Mental Health ILSS. This will simplify processes for citizens and professionals, whilst retaining specialisms in the services and aligning more closely with the work of the Adult Social Care teams. The proposed new services also include drop-in support after the more intensive support from the service has ended (this currently exists in the Include ILSS only).

The Mental Health ILSS and Forensic Mental Health ILSS link to the Mental Health strategic review, and are to be considered as part of the Mental Health review, but will incorporate learning from this review.

The proposed new services align to the Adult Social Care teams, and remove gaps in provision, particularly for vulnerable citizens aged under sixty years old.

The services contribute to Nottingham City Council's statutory obligations to vulnerable citizens under the Homelessness Reduction Act (2017) and The Equality Act (2010), and support delivery of The Nottingham Plan to 2020.

[screentip-sectionC](#)

2. Information used to analyse the effects on equality:

Monitoring information for the 2014-19 contract is available here - [J:\CCB\Strategic Intentions\Housing Related Support Monitoring\Monitoring Returns 2017-2018](#)

The new service is informed by the following published documents –

- The Homelessness Reduction Act (2017)
- The Care Act (2014)
- The Equality Act (2010)
- Living well at home inquiry (July 2011)
- Living well in older years report (August 2017)

Individual consultations took place March 2018 onwards, with service users, service providers, Adult Social Care teams (including the mainstream team, Whole Life Disability teams, Mental Health teams, and Sensory team), and Housing colleagues. A stakeholder engagement event took place in July 2018, bringing the above stakeholders together to formulate and share ideas. Key themes from consultations are –

- Page 37
- A reduced number of services would be less confusing for professionals referring into the service. A signposting/‘triage’ function would be beneficial to ensure that citizens access the best service for them. The ‘triaging’ function would also be able to signpost citizens to alternative community support where that is more suitable than ILSS or would be of additional benefit.
 - Adult Social Care see increasing numbers of vulnerable and frail citizens aged under 60 years old. The Sixty Plus ILSS should support vulnerable citizens who are younger than the current required age, to avoid gaps in support and prevent their needs from escalating.
 - The services should be aligned to the Adult Social Care teams, but must remain accessible to citizens who are not eligible for Adult Social Care. All Adult Social Care teams must be able to refer into any of the ILSS.
 - All of the functions of the services are valued, and should be retained in the new service model – the preventative role in avoiding escalating needs and ASC eligibility; the ability to access ILSS alongside commissioned care packages for ASC-eligible citizens, and be used as a step-up, step-down service from ASC; the option for former service users to drop back into the service for simple practical support, rather than be re-referred.
 - Support must be flexible, and also practical. For some citizens with low level mental health needs, these needs are linked to their circumstances (poverty, fuel poverty, poor living conditions, debts etc.). Once these practical issues are resolved, the citizen’s mental health will improve, and may no longer be an issue.
 - The services should link to the Private Landlord Forums. The Social Inclusion (Homelessness) Strategic Commissioning Review 2018 noted that citizens in private rented accommodation can be particularly vulnerable to breakdown of tenancy. Highlighting the availability of the ILSS to private landlords would benefit both the landlords and tenants in providing a referral point for tenants who are struggling to maintain their tenancy.
 - Mental health needs are increasingly common. Whilst there is a separate Mental Health ILSS, all ILSS need to be able to support citizens with low-level mental health needs.

Feedback from these consultations has been used to shape the service model.

3. Impacts and Actions:

<u>screen tip-section D</u>	Could particularly benefit X	May adversely impact X
People from different ethnic groups.	<input type="checkbox"/>	<input type="checkbox"/>
Men	<input type="checkbox"/>	<input type="checkbox"/>
Women	<input type="checkbox"/>	<input type="checkbox"/>
Trans	<input type="checkbox"/>	<input type="checkbox"/>
<u>Disabled people (people with learning disabilities, people with physical and/or sensory impairments)</u> or carers.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Pregnancy/ Maternity	<input type="checkbox"/>	<input type="checkbox"/>
People of different faiths/ beliefs and those with none.	<input type="checkbox"/>	<input type="checkbox"/>
Lesbian, gay or bisexual people.	<input type="checkbox"/>	<input type="checkbox"/>
<u>Older</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Younger	<input type="checkbox"/>	<input type="checkbox"/>
Other (e.g. marriage/ civil partnership, looked after children, cohesion/ good relations, vulnerable children/ adults).	<input type="checkbox"/>	<input type="checkbox"/>
<i>Please underline the group(s) /issue more adversely affected or which benefits.</i>		

[screentip-sectionE](#)

How different groups could be affected
(Summary of impacts)

People with learning disabilities

Citizens with learning disabilities and housing support needs will benefit from the single point of referral/triaging, which will make it easier for them to be referred or to self-refer to the ILSS. They will also benefit in that the triaging function will be able to direct them to other appropriate support which is available in the community, such as social/befriending groups, instead or in addition to the ILSS where appropriate. This will manage demand for the services whilst ensuring citizens access the most appropriate support. There is potential for some reduction in capacity in the service, which will be managed by triaging and referring citizens to alternative support where appropriate.

People with physical and/or sensory impairments

Citizens with physical and/or sensory impairments and housing support needs will benefit from the single point of referral/triaging, which will make it easier for them to be referred or to self-refer to the ILSS. They will also benefit in that the triaging function will be able to direct them to other appropriate support which is available in the community, such as links to support around equipment or home adaptations, instead or in addition to the ILSS where appropriate. This will manage demand for the services whilst ensuring citizens access the most appropriate support.

Citizens with physical and/or sensory impairments will also benefit from the opportunity to drop back in to the service after their initial period of support has ended. This is particularly useful as it enables one-off arising issues to be dealt with quickly and prevents them escalating into significant difficulties for the citizen, without the citizen having to re-refer back into the service.

Citizens with physical and/or sensory impairments will be supported by the mainstream ASC ILSS. There is a risk of some loss of expertise, however the support needs of this group of citizens are quite diverse, so opportunities for specialism are limited. There are also potential benefits to this model, such as

[screentip-sectionF](#)

Details of actions to reduce negative or increase positive impact
(or why action isn't possible)

1 Actions will need to be uploaded on Pentana.

- Incorporate feedback from consultations with stakeholders and citizens into service development (August - October 2018).
- Include stakeholders and service users in developing the services, including taking part in developing the service specification and scoring the bids in the tender process (October 2018 - February 2019).
- Work with successful provider/s to ensure maximisation of opportunities to improve citizen's access to, and experience of, the ILSS (December 2018 and ongoing throughout the contract).
- Work with the successful provider of the mainstream ASC ILSS to ensure an optimum range of partners and services which can be referred to through the triage function (April 2019 and ongoing throughout the contract).
- Contract management to ensure expected positive outcomes for citizens are met (July 2019 and ongoing throughout the contract). The contract will include the requirement to report equalities information as part of the quarterly monitoring returns.
- Support promotion of the new ILSS to Adult Social Care and Housing colleagues to ensure awareness of contact details and booking arrangements for the new services (July 2019 and ongoing throughout the contract).
- Work with Housing colleagues to link the new services to the Private Landlords Forum (July 2019 and ongoing throughout the contract).
- Work with colleagues in the Market and Business Partnerships Team to ensure that the triaging function of the service links to Ask LiON (July 2019 and ongoing throughout the contract).
- Review contract monitoring information as part of the 'Review' phase of the commissioning process after the service has been in

flexibility to deal with fluctuating demand more effectively as part of a larger service. This may reduce the likelihood of waiting times, and increase opportunities to attend group or drop-in sessions. There is potential for some overall reduction in capacity in the service, which will be managed by triaging and referring citizens to alternative support where appropriate.

Older citizens

Older citizens who are not yet aged 60 but may be vulnerable or have a long term condition, as well as housing support needs, will benefit from access to the ILSS. This is a gap in the current service model which the proposed new model will address, in line with feedback from citizens and stakeholders. All older citizens accessing the service will benefit from the opportunity to drop back in to the service after their initial period of support has ended. This is particularly useful as it enables one-off arising issues to be dealt with quickly and prevents them escalating into significant difficulties for the citizen, without the citizen having to re-refer back into the service. There is potential for some overall reduction in capacity in the service, which will be managed by triaging and referring citizens to alternative support where appropriate.

place for one year, and then on an annual basis as part of standard contract monitoring processes.

- Refresh the EIA in the event of any further changes to services.

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4. Outcome(s) of equality impact assessment:

<input checked="" type="checkbox"/>	No major change needed	<input type="checkbox"/>	Adjust the policy/proposal
<input type="checkbox"/>	Adverse impact but continue	<input type="checkbox"/>	Stop and remove the policy/proposal

5. Arrangements for future monitoring of equality impact of this proposal / policy / service:

The contract for the proposed new service will be performance-managed by Nottingham City Council. The contract will include the requirement to report equalities information as part of the quarterly monitoring returns. This information will be submitted to the Contracts team. The information will be reviewed as part of the 'Review' phase of the commissioning process after the service has been in place for one year, and then on an annual basis by the Contracts team as part of standard contract monitoring processes. This EIA will be refreshed in the event of any further changes to services.

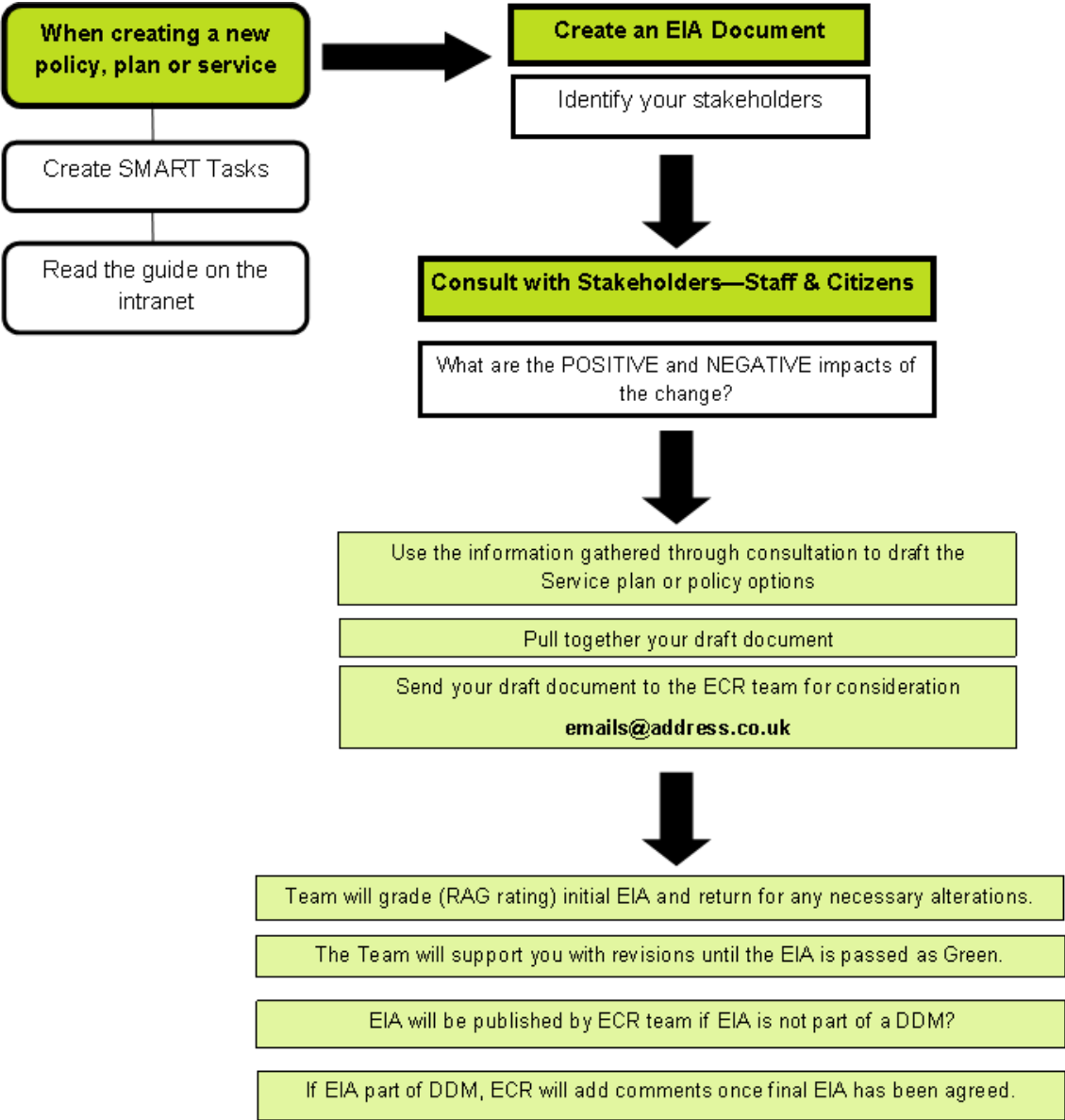
6. Approved by (manager signature) and Date sent to equality team for publishing:

<p>Approving Manager: The assessment must be approved by the manager responsible for the service/proposal. Include a contact tel & email to allow citizen/stakeholder feedback on proposals. Manager: Clare Gilbert Email: clare.gilbert@nottinghamcity.gov.uk Tel: 0115 87 64811</p>	<p>Date sent for scrutiny: 17/10/2018 Send document or Link to: equalityanddiversityteam@nottinghamcity.gov.uk</p>
<p>SRO Approval:</p>	<p>Date of final approval:17/10/18 Adisa Djan</p>

Before you send your EIA to the Equality and Community Relations Team for scrutiny, have you:

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1. Read the guidance and good practice EIA's
<http://intranet.nottinghamcity.gov.uk/media/1924/simple-guide-to-eia.doc>
2. Clearly summarised your proposal/ policy/ service to be assessed.
3. Hyperlinked to the appropriate documents.
4. Written in clear user-friendly language, free from all jargon (spelling out acronyms).
5. Included appropriate data.
6. Consulted the relevant groups or citizens or stated clearly, when this is going to happen.
7. Clearly cross-referenced your impacts with SMART actions.



KEY
EIA— Equality Impact Assessment
ECR— Equality & Community Relations Team
DDM—Delegated Decision Making

COMMISSIONING AND PROCUREMENT SUB-COMMITTEE – 13/11/18

Subject:	Commissioning Review – Funding of subsidised alarms in Sheltered / Independent Living Schemes		
Corporate Director(s)/ Director(s):	Catherine Underwood, (Interim) Director for Adult Social Care		
Portfolio Holder(s):	Councillor Jane Urquhart, Portfolio Holder for Housing and Planning Councillor Sam Webster, Portfolio Holder for Adult Social Care and Health		
Report author and contact details:	Dave Miles, Assistive Technology Specialist dave.miles@nottinghamcity.gov.uk 01158764789		
Key Decision	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	Subject to call-in	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Reasons: <input type="checkbox"/> Expenditure <input type="checkbox"/> Income <input type="checkbox"/> Savings of £1,000,000 or more taking account of the overall impact of the decision		<input type="checkbox"/> Revenue <input type="checkbox"/> Capital	
Significant impact on communities living or working in two or more wards in the City		<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Total value of the decision: £353,149			
Wards affected: All wards		Date of consultation with Portfolio Holder(s): 25/6/18 and 18/10/18	
Relevant Council Plan Key Theme:			
Strategic Regeneration and Development			<input checked="" type="checkbox"/>
Schools			<input type="checkbox"/>
Planning and Housing			<input checked="" type="checkbox"/>
Community Services			<input type="checkbox"/>
Energy, Sustainability and Customer			<input type="checkbox"/>
Jobs, Growth and Transport			<input type="checkbox"/>
Adults, Health and Community Sector			<input checked="" type="checkbox"/>
Children, Early Intervention and Early Years			<input type="checkbox"/>
Leisure and Culture			<input type="checkbox"/>
Resources and Neighbourhood Regeneration			<input type="checkbox"/>
Summary of issues (including benefits to citizens/service users):			
<p>Nottingham City Council currently commissions the provision of a subsidised alarm service in sheltered accommodation. This costs £243,674 annually and enables a subsidised alarm in approx. 2,800 properties across 8 providers. The current alarm contracts (set up in 2012) were due to end on 31/3/18 but were extended to 31/3/19 to enable a commissioning review of provision to be undertaken.</p> <p>The commissioning review is now complete and has incorporated a citizen (resident) consultation and housing provider engagement. Recommendations have been made as to the continued funding of subsidised alarms from April 2019. The sheltered alarm commissioning review has also been considered in relation to a previous commissioning review of community alarm provision to ensure consistency.</p>			
Exempt information:			
<p>An appendix to the report is exempt from publication under paragraph 5 of Schedule 12A to the Local Government Act 1972 because it Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.</p> <p>Having regard to all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information because the legal advice relates to the specific steps required to minimise legal risk to the Council of a Judicial Review challenge rather than a simple explanation of the legal framework/context of the decision.</p>			

Recommendation(s):	
1	To approve the funding to Nottingham City Homes to continue to provide a subsidised alarm to their independent living scheme residents on current terms - £176,574 annually. A contract to be awarded, via Teckal, for the period 1/4/19 to 31/3/21.
2	To approve the current contracts with the remaining housing providers expiring on 31 March 2019 following consultation with the providers and residents – a £67,100 saving from the annual budget.
3	To approve dispensation from the provisions of the Contract Procedure Rules 5.1.2, in accordance with Financial Regulation (3.29) for operational reasons.

1 REASONS FOR RECOMMENDATIONS

- 1.1 The current contract for the provision of alarms for citizens living in Nottingham City Homes independent living schemes is provided by Nottingham on Call (NOC) at below cost price. NOC have offered to continue to provide this service at this subsidised level.
- 1.2 There is a further potential for reducing the unit alarm cost to citizens and NCH through fully utilising allowable Housing Benefit payments for this service. Due to the different arrangements within different scheme settings this will be complex to implement without proper planning.
- 1.3 The citizen (resident) consultation and housing provider engagement with the remaining sheltered / independent living provision indicated that the removal of current subsidy would not significantly disadvantage or provide financial hardship to those residents whilst ensuring that the current alarm system would remain in place. The current level of subsidy does not fully fund the alarms service in any of the projects. Whilst some providers indicated that they would pass on a small cost to their tenants, other providers indicated that they would absorb these costs. This affects 800 citizens living in 16 schemes across the City, 320 of which live at Lark Hill ExtraCare village.

2 BACKGROUND (INCLUDING OUTCOMES OF CONSULTATION)

- 2.1 The current contracts and subsidy arrangements were established in 2012 with contracts issued to 2015. These contracts, on the same terms, were extended to 2018, and then to 2019 to enable a commissioning review to take place.
- 2.2 The current funding arrangements do not cover all housing providers in the City. Some providers decided in 2012 not to accept funding due to the expected service provision requirements, meaning there currently exists inequity between housing providers and alarm provision.
- 2.3 A commissioning review of dispersed (community) alarm provision in 2017/18 resulted in the introduction of a new eligibility criteria to receive a funded alarm. This saw the level of funding to Nottingham on Call, NCH, reduce significantly with a majority of citizens required to self-fund their alarm service. It is recommended that the current funding arrangements for independent alarm provision is continued.

However Nottingham City Council will work with NCH to explore and utilise the Housing Benefit system to maximise support for residents prior to the end of the new contract period.

- 2.4 The objectives of the Sheltered Alarm Commissioning Review were to clarify commissioning intentions in relation to provision of a sheltered alarm service. The review would consider:-
- The impact and benefits currently being received through the service;
 - The impact on providers should alternative arrangements be considered;
 - The legal and procurement position around re-provision;
 - The inclusion of Glenstone Court and Woodvale sheltered schemes into the service – currently being provided for in the dispersed alarm contract;
 - Setting an alarm subsidy which meets the costs incurred by providers;
 - The potential for alignment of eligibility criteria with dispersed alarms.
- 2.5 The commissioning review included a citizen (resident) consultation. This saw 344 consultation questionnaires received and analysed – a 42% response rate. The consultation sought views on alarm usage, impact of proposals and how they would be affected if a charge was levied.
- 2.6 The conclusions of the consultation are:-
- Nearly 70% of citizens have not used their alarm in an emergency in the last year;
 - Those who did use their alarm in an emergency were almost twice as likely to use once or twice in the year than 3 or more times;
 - Of those who did use their alarm in an emergency a third needed an ambulance or hospital admission;
 - Of the options proposed in the consultation there is no clear preference (although more citizens stated they did not want things to change);
 - Two thirds of citizens do not receive any other support to live independently;
 - Impact on finances is the major concern raised by citizens.
- 2.7 A comparison was made with the consultation responses for the dispersed alarm review. This indicates that those with an alarm but not living in sheltered / independent living schemes were more vulnerable and needed their alarm more. It is recommended that the alarm subsidy arrangement for citizens living in sheltered / independent living schemes should not therefore be more generous than the new arrangements for those not living in these schemes.
- 2.8 The summary of the citizen consultation is at Appendix A.
- 2.9 A level of engagement has been undertaken with those housing providers funded to provide a subsidised alarm service. Unfortunately without huge success. A request for information in May 2018 saw 50% of providers respond. The responses indicated that the current subsidy did not meet the full cost of alarm provision and the remaining costs were met internally. Providers stated that if funded were no longer available it would affect the organisations finances with the need to consider recovering costs from residents.
- 2.10 In August / September 2018 housing providers were given the opportunity to comment on the specific proposals / options being put to citizens however only 3

providers (50%) responded. Whilst not being representative views across all providers one provider indicated they would not pass an alarm charge onto residents whilst another one suggested they would need to charge approx. £1.85 per week.

2.11 The provider responses appear to indicate that if the alarm funding were to cease / be reduced, and the provider were to pass on a charge to residents this should not be more than around £2 per week. The average level of alarm subsidy to providers is £1.74 per citizen per week with providers meeting the other costs of provision.

2.12 The summary of the housing provider engagement is at Appendix B.

3 OTHER OPTIONS CONSIDERED IN MAKING RECOMMENDATIONS

3.1 The introduction of an eligibility criteria to retain an alarm subsidy was considered. These were:-

- Be in receipt of social care. 13% of citizens stated they were in receipt of social care. This would indicate 106 citizens would be supported at an annual cost of £9,431. This would realise an annual saving of £57,569.

This option would align sheltered and dispersed alarm eligibility however is not preferred because of the small numbers of citizens it would support, aligned to the potential administration involved.

- Be in receipt of Housing Benefit with the portion of alarm charge not eligible for Housing Benefit covered. 52% of citizens stated that they received Housing Benefit. On average the eligible portion of alarm charge is 40% (although depend on the individual scheme). This would indicate 425 citizens would be supported at an annual cost of £22,689. This would realise an annual saving of £44,311.

This option is not preferred because of the potential administration involved.

4 FINANCE COLLEAGUE COMMENTS (INCLUDING IMPLICATIONS AND VALUE FOR MONEY/VAT)

4.1 It is proposed to direct award the sheltered alarm service contract for a period of two years effective from 01 April 2019 via Teckal arrangements to Nottingham City Homes.

4.1.1 The total cost of this decision is £353,150 and provision for this expenditure is included within the Housing Related Support budget which is incorporated within the Medium Term Financial Plan.

4.1.2 This contract will release a saving on the current contract of £67,100, which has been included in the Council's budget process.

4.1.3 This proposal seeks dispensation from Contract Procedure Rule 5.1.2 in accordance with Financial Regulation 3.29 due to operational issues, and is deemed appropriate in these circumstances.

Advice provided by Hayley Mason (Strategic Finance Business Partner) on 23/10/2018.

4.2 Chief Finance Officers Observations on Dispensation

Dispensation from financial regulation 3.29 and contract procedure rule 5.1.2 is supported in this instance for operational reasons.

The value required under this dispensation is £0.177m on an annual basis and £0.353m for the approval period.

Laura Pattman – Director of Strategic Finance & Chief Finance Officer

5 LEGAL AND PROCUREMENT COLLEAGUE COMMENTS (INCLUDING RISK MANAGEMENT ISSUES, AND INCLUDING LEGAL, CRIME AND DISORDER ACT AND PROCUREMENT IMPLICATIONS)

5.1 Procurement Comments

The proposed direct award of a contract to Nottingham City Homes is permitted under the EU Procurement Regulations under the Teckal exemption for in house service delivery. The proposal is considered to offer value for money and there is potential to further reduce costs through use of Housing Benefit. Therefore, dispensation from the provisions of the Contract Procedure Rules 5.1.2, in accordance with Financial Regulation (3.29) (Operational Issues) is supported from a procurement perspective.

Jo Pettifor, Category Manager – Strategy and People, 17th October 2018

5.2 Legal Comments

Advance consideration has been given to the potential impact of any decision and to any equality issues that residents or providers may face, by engaging in a detailed and full consultation process with both providers and residents. Consultation responses have been analysed and presented within the report. Should the decision be to allow the contracts of the 7 providers to expire, and providers choose to pass on costs to residents, steps have been taken to ensure monitoring of those providers going forward and to work with them to minimise any impact. Any decision made now, must be in consideration of the Authority's Public Sector Equality Duty and with due regard being given to the information set out in the EIA.

Raina Mason, Solicitor – Litigation, Legal Services. 18th October 2018

6 STRATEGIC ASSETS & PROPERTY COLLEAGUE COMMENTS (FOR DECISIONS RELATING TO ALL PROPERTY ASSETS AND ASSOCIATED INFRASTRUCTURE (STRATEGIC REGENERATION COMMITTEE REPORTS ONLY)

6.1 N/A

7 SOCIAL VALUE CONSIDERATIONS

7.1 Living in sheltered / independent living schemes supports citizens to maintain and retain a level of independence. An alarm system provides reassurance, and for most is a condition of tenancy. For many citizens the potential to contribute around £2 per week to fund their alarm system would not appear to cause financial hardship. Housing providers would need to consider if they would pass on an alarm cost to their residents, as well as deciding what policies they would adopt for citizens who decline to pay any alarm charge levied.

8 REGARD TO THE NHS CONSTITUTION

8.1 N/A

9 EQUALITY IMPACT ASSESSMENT (EIA)

9.1 Has the equality impact of the proposals in this report been assessed?

No

☐

An EIA is not required because:

(Please explain why an EIA is not necessary)

Yes

☒

Attached as Appendix C, and due regard will be given to any implications identified in it.

**10 LIST OF BACKGROUND PAPERS RELIED UPON IN WRITING THIS REPORT
(NOT INCLUDING PUBLISHED DOCUMENTS OR CONFIDENTIAL OR EXEMPT
INFORMATION)**

10.1 None

11 PUBLISHED DOCUMENTS REFERRED TO IN THIS REPORT

11.1 None

Sheltered Alarm Funding Review - Citizen Consultation

Summary Findings

1.0 Overview

A review of the funding for housing providers to provide a subsidised alarm service for residents of sheltered / independent living schemes has been completed. The changes to alarm funding is due to take effect from 1/4/19. The review included 3 options for the funding provided to housing providers:-

- Stop alarm subsidy – cease the funding to housing providers;
- Reduce alarm subsidy – only subsidise for residents in receipt of a long term social care service;
- Reduce alarm subsidy – only subsidise for residents in receipt of Housing Benefit and only the element of alarm charge which is not eligible for Housing Benefit.

Currently there are 753 citizens who receive a subsidised alarm service through contracts with 7 housing providers. In addition there are 112 citizens living in 2 sheltered alarm schemes which are contained within a separate (Dispersed Alarms) contract which needed to be included in the consultation as they are due to be moved to the sheltered alarms contracts from 1/4/19. One housing provider decided to decline funding from 1/4/19 so their residents were excluded from the consultation. Therefore a total of 817 residents in 15 schemes with 6 housing providers were invited to give their views as part of the consultation.

NB. Residents of NCH sheltered / independent living schemes were not included in the consultation as NCH were excluded from the funding review at this time.

It was estimated in advance of the consultation that 15% of residents of sheltered / independent living scheme were in receipt of a long term social care service and 75% of residents were in receipt of Housing Benefit.

The consultation process started on 6/8/18 with a consultation pack (letter and questionnaire) being delivered to each sheltered / independent living scheme for distribution to residents. This consultation closed on 10/10/18 (9.5 week period). *The consultation was due to close on 28/9/18 but was extended due to a clarification on the wording on one of the funding options being issued week commencing 20/8/18.* A total of 344 completed questionnaires were returned - a 42% return rate. Alongside the consultation process an engagement process with the housing providers of the alarm service was undertaken. A separate analysis and report from the housing provider engagement has been compiled.

2.0 Findings

The 344 responses have been analysed. The analysis has been undertaken based on responses given in the completed questionnaires – any questions where no response has been received have been discounted from the analysis.

2.1 Use of alarm service

Category	Number	%
Used alarm in an emergency in past 12 months	101	31%
Used once or twice in an emergency	63	60%
Used three or more times in an emergency	43	40%
Emergency has resulted in an ambulance and or hospital admission	39	36%
Used alarm not in an emergency	55	17%

Table 1.0

Table 1.0 shows that a third of respondents have used their alarm in an emergency in the past 12 months with nearly two thirds using once or twice, whilst over a third used it three or more times in an emergency. Approximately one third of those using their alarm in an emergency resulted in an ambulance being called and / or a hospital admission. A fifth of respondents used their alarm in a non-emergency situation, largely the “I’m OK” button available for residents at Lark Hill.

Examples of citizens responses to the reason why they used their alarm in an emergency:-

“A man was knocking on my door and I was afraid he was trying to take my money. The operator didn't help. She told me to phone the police. He is now in prison”.

“At 96 I am very frail and my balance is poor. I mainly call after a fall as I am unable to get back up”.

“Collapse following discharge from surgery resulting in head injury. 999 for ambulance - admitted to QMC overnight”.

“I have seizures and have to press / pull for help”.

The rest of the analysis of responses compares the responses given by all respondents compared to the responses to those who stated they have used their alarm in an emergency.

2.2 Receipt of social care, Housing Benefit and disability benefits

Category	All responses	Used alarm in an emergency
In receipt of a long term social care service	13%	20%
In receipt of Housing Benefit	52%	49%
In receipt of disability benefits	31%	46%

Table 2.0

Table 2.0 shows that 13% of sheltered alarm users state they receive long term social care, whilst 52% of them receive Housing Benefit. This is lower than the projected numbers for those receiving social care and Housing Benefit – for Housing Benefit this is explained by the number of home owners living at Lark Hill.

When looking at those citizens who have used their alarm in an emergency in the past year there is a higher number who state they receive social care and disability benefits. This is not surprising as frailer, more vulnerable citizens are more likely to be disabled and receive social care as well as need to use their alarm in an emergency.

2.3 Preferred funding option

Category	All responses	Used alarm in an emergency
Stop alarm subsidy	7%	8%
Retain alarm subsidy – social care eligibility	22%	28%
Retain alarm subsidy – Housing Benefit eligibility	25%	16%
Stated another funding option	13%	11%
Stated funding arrangements should remain as they are.	33%	37%

Table 3.0

Table 3.0 shows that of the 3 options presented there is a slight preference with introducing an eligibility criteria for Housing Benefit however with long term social care getting a similar level of response. Unsurprisingly more citizens stated that they would prefer no change to the existing arrangements. However it should be noted that the residents of Lark Hill received an accompanying letter suggesting they could request the arrangements stay the same and this will have increased the numbers suggesting this as an option.

When looking at the responses from those citizens who have used their alarm in an emergency the clear preference is also for no change but in terms of the options presented an eligibility criteria of being in receipt of social care is preferred.

2.4 Receiving additional support

Category	All responses	Used alarm in an emergency
Receives additional support	37%	61%
Support worker / personal care / carers	41%	55%
Scheme manager / Ranger	18%	22%
Equipment	15%	8%

Table 4.0

Table 4.0 shows that 37% of residents state that they receive additional support to the alarm system in their home, which also shows that 63% receive no additional support. Of those who stated they do receive additional support the majority receive support from carers or a support worker, although many state that this is self-funded. A similar amount of residents also receive support from the scheme manager / Ranger or from equipment.

When looking at those citizens who have used their alarm in an emergency a greater number receive additional support and this is mostly through support workers or carers. This is expected with a greater number of them being in receipt of social care.

2.5 Impact of proposals

Category	All responses	Used alarm in an emergency
Financial / additional costs	32%	32%
None / no real impact	21%	10%
Alarm is needed	16%	20%
Anxiety / feel vulnerable or unsafe	13%	20%

Table 5.0

Table 5.0 shows that a third of respondents state the impact of the proposal would be financial or leaving them with additional costs, and this is the same for those residents who have used their alarm in an emergency. A fifth of respondents felt the proposals would have no impact on them but this is greatly reduced by those who used their alarm in an emergency. A fifth of those who used their alarm in an emergency stated they would feel anxious, vulnerable or unsafe with the proposals, with those who hadn't less so.

NB. Many respondents who stated what the impact would be, including those stated they needed their alarm, appeared to do so on the basis that the alarm service would be removed. The letter to residents explaining the consultation and options available was explicit that removing the alarm was not being considered.

2.6 Affect if potential charge

Category	All responses	Used alarm in an emergency
Can't afford / less money / extra costs	43%	46%
Happy to / have to pay to retain alarm	13%	11%
Not affected / not much impact	13%	11%

Table 6.0

Table 6.0 shows again that finances is an issue for many respondents with 43% stating that if they were asked to pay a charge they wouldn't be able to afford it or would have less money / face extra costs – more so for those who have used the alarm in an emergency. 13% of respondents said they would not be affected if were asked to pay for their alarm, with a similar number stated that they would pay to retain the alarm service.

2.7 Equality Impact

Category	All responses	Used alarm in an emergency
Aged 65+	84%	93%
Consider yourself disabled	42%	58%
Are White British	87%	89%
Did not have help to complete form	69%	55%

Table 7.0

The demographic responses are as expected and indicate that the majority of respondents were aged over 65, just under half are disabled and two thirds did not have help in completing the questionnaire. There is a largely White British demographic living in sheltered / independent living schemes. For citizens who stated they used their alarm in an emergency more of them are disabled, are aged 65+ and needed help completing the questionnaire.

3.0 Comparison of responses / citizen profile compared to dispersed alarm consultation

In understanding the use of / need for an alarm service for citizens living in sheltered / independent living schemes a comparison with those with a dispersed alarm living in the community has been considered. This is following a similar review of alarm funding for those living in the community carried out in 2017 with citizens being invited to complete a similar questionnaire. The main comparisons are in the table below:-

Alarm use	Sheltered	Dispersed
Used their alarm in an emergency	31%	42%
Used alarm in an emergency 3 or more times	40%	46%
Emergency alarm resulted in ambulance / hospital admission	36%	42%
Used alarm not in an emergency	17%	14%
Impact of proposals	Sheltered	Dispersed
Financial / costs	32%	39%
Anxiety / feel vulnerable or unsafe	13%	14%
Not affected / no impact	21%	9%
Alarm is needed	16%	9%
Willing to / have to pay	2%	15%
Citizen demographics	Sheltered	Dispersed
Aged 65+	84%	76%
Describes as disabled	42%	86%
Needed no help completing form	69%	37%

Table 8.0

The comparison between citizens with a sheltered alarm and those with a dispersed alarm in the community shows that citizens with a dispersed alarm used their alarm more often in an emergency, and it is more likely that the emergency alarm use will result in the citizen needing an ambulance or a hospital admission.

In term of impact a higher number of dispersed alarm users stated they were concerned about the costs, a similar number living in sheltered and with a dispersed alarm felt anxious or vulnerable, a higher number living in sheltered stated they would be not be affected by the proposals but also stating they needed their alarm, and a much higher number of those with a dispersed alarm stated a willingness to pay.

In terms of demographics citizens who live in sheltered / independent living are older, however half of many of them state they are disabled as well as needing help in completing the questionnaire.

NB. The citizen consultation for dispersed alarms proposed a single option to introduce an eligibility criteria to continue to receive a subsidised alarm service with those no longer eligible needing to self-fund to retain their alarm service, with citizens being asked directly if they would be willing to pay to retain their alarm service. The sheltered / independent living consultation sets out three options for the funding of subsidised alarms for housing providers although perhaps implies that whichever option might be selected some / all citizens could be asked to pay a charge.

4.0 Conclusions

The citizen responses to the proposal to revise the funding for alarm provision in sheltered / independent living indicate the following:-

- Nearly 70% of citizens have not used their alarm in an emergency in the last year;
- Those who did use their alarm in an emergency were almost twice as likely to use once or twice in the year than 3 or more times;
- Of those who did use their alarm in an emergency a third needed an ambulance or hospital admission;
- Of the options proposed in the consultation there is no clear preference (although more citizens stated they did not want things to change);
- Two thirds of citizens do not receive any other support to live independently;
- Impact on finances is the major concern raised by citizens.

Looking at the responses provided by those living in sheltered / independent living who had used their alarm in an emergency they are more likely to be in receipt of social care and disability benefits, more preferred the option for social care as an eligibility criteria, were more likely to receive additional support, especially from support workers / carers, more would feel more vulnerable and unsafe, and more would be affected if a charge were to be introduced by the housing provider.

Comparing the consultation responses to the recent dispersed alarm, citizens living in the community with an alarm are more likely to use their alarm in an emergency, to use more often, and more likely to need an ambulance / hospital admission. Citizens in the community were more concerned about financial impact but also more were willing to pay for an alarm, with less stating they would be unaffected by changes to the current system. Twice as many citizens with an alarm in the community stated they were disabled and needed help completing the consultation questionnaire, although fewer were aged 65 and over.

Dave Miles
Assistive Technology Specialist
Nottingham City Council / NHS Nottingham City CCG

15/10/18

Subsidised Alarm Service Sheltered / Independent Living Schemes

Housing Provider Engagement

1.0 Summary

Nottingham City Council is undertaking a commissioning review of subsidised alarm provision in sheltered / independent living housing provision. This report details the engagement which has been undertaken with the housing providers to understand the level and need for current provision, as well as the potential impact of the options being considered – which have also been the subject of citizen (resident) consultation.

2.0 Background

Nottingham City Council currently commissions the provision of a subsidised alarm service in sheltered accommodation. This costs £256,000 annually and enables a subsidised alarm in approx. 2,800 properties across 8 providers. The current alarm contracts (set up in 2012) were due to end on 31/3/18 but were extended to 31/3/19 to enable a commissioning review of provision to be undertaken.

The current housing providers are:-

Provider	Annual contract value	Number of schemes	Number of properties	Weekly subsidy per user
Nottingham City Homes	£176,574	55	1965	£1.73
ExtraCare Charitable Trust	£34,500	1	327	£2.03
Metropolitan Housing Trust	£13,088	4	144	£1.75
Mansfield Road Baptist Housing Association	£6,424	4	110	£1.12
Tun Tum Housing Association	£4,908	2	57	£1.66
Stonewater	£3,038	1	34	£1.72
English Churches (Riverside)	£2,805	1	43	£1.25
Places for People	£2,337	1	38	£1.18
Total	£243,674	69	2708	£1.74

NB. This does not include 2 Metropolitan schemes (112 residents) which are currently within the Dispersed Alarms contract and are due to move across to the sheltered alarms contract from 1/4/19.

Prior to the commissioning review being initiated in December 2017 there has been little engagement with providers on the impact of the subsidised alarm funding beyond the quarterly performance monitoring. The three largest housing providers – Nottingham City Homes, ExtraCare Charitable Trust and Metropolitan Housing Trust – were informally liaised with during December 2017 and January 2018 to start to explore the impact the alarm subsidy was having. However 2 formal pieces of engagement have been undertaken with providers:-

- ➔ May 2018 – a Request for Information from all providers as to the impact of the alarm funding, including alarm usage and consultation;
- ➔ August to September 2018 – an Engagement on the options proposed for consideration and the subject of citizen (resident) consultation.

A decision was made in July 2018 that the scope of the commissioning review should be contained to the 7 non-NCH housing providers, so NCH and their residents were to be excluded from the current process. NCH were therefore not invited to complete an engagement questionnaire at 4.0.

In August 2018 Places for People stated that they would not be seeking an extension their alarm funding from 31/3/19 so were also to be excluded from the consultation stage of the review. Places for People were therefore not invited to complete an engagement questionnaire at 4.0.

3.0 Initial Engagement – Request for Information

The first formal engagement with providers was undertaken in May 2018 with a Request for Information form being sent to the 8 housing providers on 11/5/18 with a request for completion by 1/6/18. A completed form was provided by 4 of the 8 providers and a summary of their responses compiled.

Nearly all the providers said the current funding does not meet the cost of alarm provision and the difference was made up from internal funds, and 3/4 said they provided a self-funding offer if needed. Providers felt that the alarm systems they operated worked well and were greatly valued by residents. All the providers said that if funding from NCC were no longer available it would affect their finances with the need to recover costs from residents. On the question of the residents ability to pay any charges it was felt there would be an impact as the majority of residents were in receipt of Housing Benefit and therefore those least able to afford to pay. In terms of the potential to introduce an eligibility criteria for residents to receive the subsidised alarm service most providers felt unable to comment on this unless a criteria was proposed.

4.0 Commissioning Review - Options Engagement

With the launch of the formal citizen (residents) consultation on the proposed options for reviewing alarm funding (between 6/8/18 – 10/10/18) it was also appropriate to seek provider opinion on the proposals. A housing provider engagement questionnaire was circulated on 20/8/18 to the 6 providers now involved, giving providers the opportunity to provide comment by 28/9/18.

A questionnaire was sent out to the 6 housing providers with some clear questions about the options being considered and their impact. A response was received by 2 of the providers by the stated deadline, with a further one received after the deadline.

The questions were:-

➔ Which of the options were preferred?

One provider said Option 3 – Housing Benefit as eligibility, one said either social care or Housing Benefit, whilst the other provider said stop the subsidy.

➔ What would the impact of the proposals be on the organisation?

One provider said the potential loss of funding would impact finances and the quality of accommodation provided. Another provider commented on the huge administration which the proposals could bring. The third provider said they would need to consider the administrative burden and also passing costs onto residents.

➔ What would the impact be on the residents?

One provider said they would absorb any drop in funding to minimise impact on residents. Another provider said tenants would be upset / unsettled about potential additional cost. The third provider said they would need to balance “peace of mind” compared to cost of alarms, but feel that the amount of people not willing to pay would be minimal.

➔ If there were to be a charge for the alarm what would it be and would it be passed onto residents?

One provider said they would not pass a charge onto their residents. Another provider said they would and the charge would be approx. £1.85 per week. The third provider said they would pass on a charge to residents but would tender out the alarm service to ensure value for money.

5.0 Conclusion

Throughout this commissioning review there has been an attempt to liaise and engage with providers to ensure their views are taken account of. There has not been a great level of engagement from providers - with 50% responding to the Request for Information in May 2018 and a similar % responding to the Options Engagement in August / September 2018.

One key question in making a recommendation at the conclusion of the review is whether providers would pass on an alarm charge to residents, if there was a funding reduction, and how much they would charge. Albeit based on a low response it could be assumed that some providers may not pass on a charge, with one stating they would not. Providers in both sets of engagement raised concerns about the finances of their residents as well as stating that they internally subsidised the actual cost of provision. With the current level of internal subsidy paid by housing providers it is a fair assumption to make that housing providers that did need to pass an alarm

charge onto residents would not intend to use the opportunity to implement a greatly increased charge. The one provider stated they would charge £1.85 per week which is not inconsistent with the average weekly subsidy paid of £1.74 per user. Another provider said they would tender out the alarm service and pass on the cost from the alarm provider.

One unanswered question is whether the low level of response from providers to the formal requests for views indicates a level of importance the providers have on the need for continued alarm funding.

Dave Miles
Assistive Technology Specialist
16th October 2018

Equality Impact Assessment Form

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Document Control

1. Control Details

Title:	Revised Sheltered (Subsidised) Alarm Funding
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3.0	Dave Miles	16/10/18	16/10/18

3. Contributors/Reviewers

Name	Position	Date
Clare Gilbert	Adults Commissioning Lead	25/9/18
Clare Gilbert	Adults Commissioning Lead	16/10/18

Glossary of Terms

Term	Description
Sheltered alarm	Personal safety alarm linked to a monitoring centre for residents living in sheltered / independent living schemes. The alarm can also act as a door entry system depending on the scheme.
Dispersed alarm	Personal safety alarm which is plugged into the residents phone landline.
Hardwired alarm	Personal safety alarm which is wired into the building.

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Assessment

1. Brief description of proposal / policy / service being assessed

Nottingham City Council has commissioned the current Sheltered (Subsidised) Alarm service through Nottingham City Homes and 7 other providers since 2012. This service is provided by the housing provider, although some providers sub-contract their alarm monitoring to Nottingham on Call. The alarm service enables the citizen to summons help in an emergency. In many schemes the alarm also performs a property function, predominantly acting as a door entry system where to get to the tenants front door access via the scheme front door has to be navigated. There are numerous types of sheltered / independent living schemes and this will shape the way the alarm service operates. Many schemes have a dispersed alarm which is plugged into the phone line and this also enables the linking of additional sensors and detectors. Some schemes have a hardwired alarm system which cannot be removed. Some scheme do not require a door entry alert. This variety of scheme types means it is not straight forwards in having a unified approach, for example using Housing Benefit to cover eligible charges as eligible charges will vary. There is not a standard alarm charge levied by the housing providers. The current weekly subsidy paid to housing providers ranges from £1.18 to £2.29 – an average of £1.74 per week per user. It will need to be established what the standard alarm charge of the housing provider is and for this to be communicated to their tenants.

A commissioning review of sheltered (subsidised) alarm provision is being carried out. Various options are under consideration as a means of revising the funding for sheltered alarm provision. The proposals under consideration are as follows:-

- 1) Stop alarm subsidy. This would mean that the housing provider would need to consider whether they would put the cost of alarm provision as an additional charge (on the rent).
- 2) Retain an alarm subsidy but introduce an eligibility criteria to receive the subsidy. The proposed criteria being “in receipt of a social care service funded by Nottingham City Council, following an assessment of need”. For those citizens who are in receipt of a social care service their alarm service would continue to be subsidised. For citizens who are not in receipt of a social care service the housing provider would need to consider whether to put the cost of alarm provision as an additional charge (on the rent).
NB. Long term social care includes services such as home care and attendance at a day centre, and does not mean informal care provided by relatives, or being in receipt of social security benefits.
- 3) Retain an alarm subsidy but only pay this for citizens in receipt of Housing Benefit and only the portion of the alarm charge which is eligible for Housing Benefit. For residents not on Housing Benefit, and the non-eligible charge for those on Housing Benefit, the housing provider would need to consider whether to put the cost of alarm provision as an additional charge (on the rent).

A decision was made in July 2018 to exempt Nottingham City Homes independent alarm provision from the commissioning review. This review is therefore confined to the 7 other housing providers with a contract for providing a subsidised sheltered alarm.

Depending on which proposal is decided upon this will mean the housing provider will not be paid a subsidy for all or some of the citizens living in their sheltered schemes. The housing provider will then need to make a decision, depending on the option chosen, whether to pass on an alarm cost to citizens. Most citizens who reside in sheltered or independent living schemes do not have the option of declining the alarm service as it is a condition of their tenancy in the schemes.

A review of the dispersed (subsidised) alarm service provided through Nottingham on Call was undertaken between October 2017 and March 2018. Following a citizen consultation a new eligibility criteria to have their alarm charge subsidised was introduced – being “in receipt of a long term social care service following an assessment of need”. This saw the number of citizens receiving a subsidised alarm decrease from 2500 to 750.

The commissioning review of sheltered (subsidised) alarm provision aims to:

- Focus the Sheltered (Subsidised) Alarm service on those most in need;
- Establish parity of alarm provision between dispersed and sheltered provision;
- Minimise the cost to citizens where they are not able to receive an alarm subsidy;
- Reduce the overall budget for the provision of subsidised alarms in order to contribute towards social care budget pressures.

There are currently 800 citizens who are supported by the Sheltered (Subsidised) Alarm service across the 7 non-NCH providers. (An additional 900 of citizens are supported through Nottingham City Homes). Approximately 15% of these citizens were estimated to be in receipt of a long term social care service and approximately 75% of these citizens were estimated to be in receipt of Housing Benefit.

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2. Information used to analyse the effects on equality:

A full citizen consultation process has been undertaken with the 817 current residents to seek their views on the proposals for revising the funding of alarm provision and the impact it may have on them. A 9.5 week consultation period was undertaken between August and October 2018 with the results being analysed in October 2018. A decision will be made in November 2018 by the Commissioning and Procurement Sub-Committee to take effect from April 2019 with citizens being notified of the decision and the impact on them.

344 responses to the citizen consultation were received – a 42% response rate. The responses have been logged and analysed, with a comparison noted for citizens who reported they have used their alarm in an emergency in the past 12 months. An addition a comparison has been noted from the responses provided by citizens who responded in the dispersed alarm consultation. The demographic responses are as follows:-

Age

	Sheltered – all responses	Sheltered – used in emergency	Dispersed alarm responses
Aged under 65	16%	7%	24%
Aged 65 – 74	21%	17%	20%
Aged 75+	63%	76%	56%
Prefer not to say	0%	0%	1%

Ethnicity

	Sheltered – all responses	Sheltered – used in emergency	Dispersed alarm responses
White British	87%	89%	86%
Asian (Bangladeshi, Indian, Pakistani or Chinese)	1%	1%	3%
Black (African, Caribbean or other black)	2%	2%	5%
Mixed ethnicity	0%	1%	1%
Other ethnicity	6%	4%	4%
Prefer not to say	2%	2%	1%

Gender

	Sheltered – all responses	Sheltered – used in emergency	Dispersed alarm responses
Male	38%	30%	32%
Female	61%	70%	68%
Prefer not to say	1%	0%	0%

Lesbian, gay or bisexual people

	Sheltered – all responses	Sheltered – used in emergency	Dispersed alarm responses
Lesbian	0%	0%	1%
Gay Man	1%	1%	1%
Bisexual	1%	0%	1%
Heterosexual	89%	88%	91%
Prefer not to say	9%	10%	6%

Trans

	Sheltered – all responses	Sheltered – used in emergency	Dispersed alarm responses
Gender as assigned at birth	97%	98%	99%
Gender not as assigned at birth	1%	0%	1%
Prefer not to say	2%	2%	1%

Disability

	Sheltered – all responses	Sheltered – used in emergency	Dispersed alarm responses
Identify as disabled	42%	58%	86%
Do not identify as disabled	46%	30%	10%
Prefer not to say	12%	12%	4%

Religion

	Sheltered – all responses	Sheltered – used in emergency	Dispersed alarm responses
Christian	75%	75%	80%
Agnostic	3%	1%	1%
Atheist	2%	0%	2%
Buddhist	1%	0%	0%
Hindu	0%	0%	1%
Muslim	0%	1%	1%
Pagan	0%	0%	1%
None	11%	12%	7%
Sikh	0%	0%	1%
Prefer not to say	7%	9%	7%

3. Impacts and Actions:

screentip-sectionD	Could particularly benefit X	May adversely impact X
People from different ethnic groups.	<input type="checkbox"/>	<input type="checkbox"/>
Men	<input type="checkbox"/>	<input type="checkbox"/>

Women	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Trans	<input type="checkbox"/>	<input type="checkbox"/>
Disabled people or carers.	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Pregnancy/ Maternity	<input type="checkbox"/>	<input type="checkbox"/>
People of different faiths/ beliefs and those with none.	<input type="checkbox"/>	<input type="checkbox"/>
Lesbian, gay or bisexual people.	<input type="checkbox"/>	<input type="checkbox"/>
Older	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Younger	<input type="checkbox"/>	<input type="checkbox"/>
Other (e.g. marriage/ civil partnership, looked after children, cohesion/ good relations, vulnerable children/ adults).	<input type="checkbox"/>	<input type="checkbox"/>
<i>Please underline the group(s) /issue more adversely affected or which benefits.</i>		

Page 6 of 6 How different groups could be affected (Summary of impacts)	screentip-sectionE	screentip-sectionF
	Details of actions to reduce negative or increase positive impact (or why action isn't possible)	
Provide details for impacts / benefits on people in different protected groups. Note: the level of detail should be proportionate to the potential impact of the proposal / policy / service. Continue on separate sheet if needed (click and type to delete this note) Residents of sheltered / independent living schemes are largely elderly citizens. The evidence collected in the citizen	1 Actions will need to be uploaded on Pentana. Continue on separate sheet if needed (click and type to delete this note) The ceasing of funding for housing providers to subsidise alarm provision within their sheltered schemes will mean those housing providers will to consider whether to pass on a charge	

consultation showed that 60% of residents are women and that 40% of them described themselves as disabled. Considering those residents who have used their alarm in an emergency a higher proportion are aged over 65, are women and describe themselves as disabled. The current funding arrangements for specified housing providers enables them to provide a subsidised (free) alarm service to their residents. The recommendation of the report going to the Commissioning and Procurement Sub-Committee is that the funding for the 7 housing providers is discontinued. The key question then is whether housing providers would pass on an alarm charge to their residents and if so how much. The response from housing providers indicates that some of them would pass on a charge however it is indicated this will not be greater than the level of current subsidy which is an average of £1.74 per week. Despite the potential that housing providers will pass on an alarm charge to their residents it is considered this will not cause significant financial hardship to residents, therefore will not greatly affect those identified groups.

to their residents and if so how much. To mitigate the loss of funding the Council will:-

- ➔ Liaise with housing providers to ensure they properly consult with their residents on the potential to impose an alarm charge and the level; and
- ➔ Encourage housing providers to utilise the Housing Benefit system for residents in receipt of Housing Benefit to ensure a portion of any alarm charge is reduced to minimise the cost to those in potential hardship; and
- ➔ Continue to liaise with housing providers post April 2019 to establish the impact of any charges which were introduced.

4. Outcome(s) of equality impact assessment:

<input checked="" type="checkbox"/>	No major change needed	<input type="checkbox"/>	Adjust the policy/proposal
<input type="checkbox"/>	Adverse impact but continue	<input type="checkbox"/>	Stop and remove the policy/proposal

5. Arrangements for future monitoring of equality impact of this proposal / policy / service:

Liaise with housing providers post April 2019 to establish the impact of any charges which were introduced.

6. Approved by (manager signature) and Date sent to equality team for publishing:

<p>Approving Manager: Clare Gilbert, Adults Commissioning Lead <u>clare.gilbert@nottinghamcity.gov.uk</u> 0115 876 4811</p> <p>The assessment must be approved by the manager responsible for the service/proposal. Include a contact tel & email to allow citizen/stakeholder feedback on proposals.</p>	<p>Date sent for scrutiny: 16/10/18 Send document or Link to: equalityanddiversityteam@nottinghamcity.gov.uk</p>
<p>SRO Approval: 16/10/18</p>	<p>Date of final approval:</p>

Document is Restricted

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