

**Nottingham City Health and Wellbeing Board  
Commissioning Sub-Committee  
30 November 2022**

<b>Report Title:</b>	<b>Commissioning Support Services for Carers</b>
<b>Lead Officer(s) / Board Member(s):</b>	Katy Ball Director of Commissioning and Partnerships (Nottingham City Council)
<b>Report author and contact details:</b>	Charlotte Dodds Commissioning Officer (Nottingham City Council) <a href="mailto:Charlotte.Dodds@nottinghamcity.gov.uk">Charlotte.Dodds@nottinghamcity.gov.uk</a> 0115 876 4460
<b>Other colleagues who have provided input:</b>	Lisa Lopez, Interim Commissioning Lead- Children (Nottingham City Council)
<b>Subject to call-in:</b>	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
<b>Key Decision:</b>	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
<b>Criteria for a Key Decision:</b>	
(a) <input checked="" type="checkbox"/> Expenditure <input type="checkbox"/> Income <input type="checkbox"/> Savings of £750,000 or more, taking account of the overall impact of the decision <b>and/or</b>	
(b) Significant impact on communities living or working in two or more wards in the City <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
<b>Type of expenditure:</b>	<input checked="" type="checkbox"/> Revenue <input type="checkbox"/> Capital
<b>Total value of the decision:</b>	£6,426,360 (Nottingham City contribution over 9 years) £714,040 (p/a)
<b>Executive Summary:</b>	
<p>This report seeks approval for the procurement of services to support both adult carers and young carers, including proactive outreach to identify carers in a variety of settings, and carrying out statutory assessments to identify carer's needs. The proposed services are detailed in Appendix 1. Carers have been consulted with to ensure the proposed service models are designed to better meet their needs.</p> <p>Local authorities have a statutory duty to proactively identify, assess and support carers in their area under The Care Act 2014, and to young carers under The Children and Families Act 2014.</p> <p>It is proposed that the services are re-commissioned jointly between Nottingham City Council, Nottinghamshire County Council, and the Integrated Care Board (ICB), with Nottinghamshire County Council leading on the procurement. This will allow the continued development of seamless support for carers across both Health and Social Care throughout Nottingham and Nottinghamshire.</p>	
<b>Does this report contain any information that is exempt from publication? 'No'</b>	

**Recommendation(s):** The Committee is asked to:

**Recommendation 1:** Approve the procurement of the three Carer Support Services detailed in Appendix 1, through an appropriate procurement process, and to award the contracts for the services based on the outcomes of the procurement process. The approved contracts would commence on the expected start date of 1 October 2023, for a four –year period with an option to extend for a further four years (i.e.4+4), to a maximum of 8 years in total. The procurement of and contractual arrangements for the Carer Support Services are to be undertaken jointly by Nottingham City Council, Nottinghamshire County Council and the ICB, subject to agreement of suitable processes and arrangements by the Director of Commissioning and Partnerships (Nottingham City Council), the Adult Social Care Cabinet (Nottinghamshire County Council) and the appropriate ICB approval route.

**Recommendation 2:** Approve the expenditure of £6,426,360 of the Better Care Fund budget over the entirety of the terms of the contracts for the provision of the Carer Support Services detailed in Appendix 1 (Nottingham City’s proposed spend only).

**Recommendation 3:** Delegate authority to the Director of Commissioning and Partnerships (Nottingham City Council) in conjunction with the Adult Social Care Cabinet (Nottinghamshire County Council) and the appropriate ICB approval route to approve the outcome of the procurement processes and award contracts to providers that are deemed most suitable to provide these services.

**Recommendation 4:** Delegate authority to the Head of Procurement (Nottingham City Council) in conjunction with the Adult Social Care Cabinet (Nottinghamshire County Council) and the appropriate ICB approval route to sign the final contracts and agree annual extensions on the basis of performance and budget availability.

**Recommendation 5:** To approve extension of the current carers support services contracts, for up to 12 months, to enable the seamless transfer of the current contract with the start date of the new contract, at a maximum cost of £714,040, beyond the agreed contract end date of 31<sup>st</sup> March 2023.

### The Joint Health and Wellbeing Strategy

The Joint Health and Wellbeing Strategy	
Aims and Priorities	How the recommendation(s) contribute to meeting the Aims and Priorities:
<b>Aim 1:</b> To increase healthy life expectancy in Nottingham through addressing the wider determinants of health and enabling people to make healthy decisions	<b>Aim 2:</b> To reduce health inequalities by having a proportionately greater focus where change is most needed

<p><b>Aim 2:</b> To reduce health inequalities by having a proportionately greater focus where change is most needed</p>	<p>Unpaid carers are typically more likely to have poorer physical and mental health outcomes than a person who does not have caring responsibilities. Carers Week 2020 Research Report identified three top challenges:</p> <ul style="list-style-type: none"> <li>- Managing the stress and responsibility (71%)</li> <li>- The negative impacts on their physical and mental health (70%)</li> <li>- Not being able to take time away from caring (66%)</li> </ul> <p>Reports have also found the more hours of care carers provide per week results in a tendency to experience poorer health and wellbeing. In Nottingham City more carers provide more hours of care than is average in the UK.</p> <p>The carers support services discussed in this report will contribute to Aim 2 by providing advice, information, support, and respite/ breaks to carers who have greater health inequalities to the general population.</p>
<p><b>Priority 1:</b> Smoking and Tobacco Control</p>	
<p><b>Priority 2:</b> Eating and Moving for Good Health</p>	
<p><b>Priority 3:</b> Severe Multiple Disadvantage</p>	
<p><b>Priority 4:</b> Financial Wellbeing</p>	
<p><b>How mental health and wellbeing is being championed in line with the Board's aspiration to give equal value to mental and physical health:</b></p> <p>The proposed new carer support services will give equal value to mental and physical health. Mental health is often stigmatised in society and historically has been seen as less important than physical health; therefore, carer support services need to give specific focus and priority to mental health to ensure equal value to physical health is achieved. The services will ensure that the impact of caring leading to poor mental health is addressed. They will support working to reduce poor mental health and promote positive mental wellbeing. Carers who are caring for somebody with a mental health condition, or who they themselves have a mental health condition, are a priority group for support. Carers Assessments and support plans will give equal focus to assessing how mental and physical health affects wellbeing and providing appropriate support to those with long term physical and mental health conditions.</p>	

## 1. Reasons for the decision

- 1.1 To provide support for carers in Nottingham City. There are an estimated 54,400 carers in Nottingham City (Carers UK 2021). It's acknowledged that this is likely to be an under-estimation, and with demand for health and social care support expected to rise over the next 20 years, this figure is likely to increase. Carers typically experience higher levels of stress and poverty, and poorer physical and mental health than the general population, due to the demands of the caring role. Carers provide support to Nottingham City's most vulnerable citizens, preventing the people they care for from requiring greater degrees of health and social care support. By supporting carers we improve the carer's quality of life. We also support cared-for citizens to remain in their own homes, maintain independence and reduce their incidences of requiring hospital admissions and residential care. Carers' quality of life can be improved through early identification, assessment, and support – key elements of the proposed Carer Support Services. We will also seek to improve the carers' respite/breaks offer to better suit the differing needs of carers via a home-based respite service and carers personal budgets therefore not relying on a singular provider to meet all carers respite/breaks needs. This will give carers greater autonomy and choice to meet individual needs.
- 1.2 To support the fulfilment of statutory duties towards carers under The Care Act 2014, and to young carers under The Children and Families Act 2014. The Care Act 2014 places a duty on local authorities to proactively identify, assess and meet the needs of carers in their area who might have support needs that are not being met. The Care Act defines a carer as anyone who provides any amount of unpaid care, including the carers of citizens who are not receiving social care support. The Care Act requires local authorities to identify carers' needs through statutory Carers Assessments. The Children and Families Act 2014 requires local authorities to offer an assessment to young carers (aged under 18 years old) where it appears that a child is involved in providing care. This legislation is aligned with provision in the Care Act.
- 1.3 To support joint commissioning across the whole health and social care system in Nottinghamshire and the City of Nottingham. Nottingham City Council, Nottinghamshire County Council, and the ICB have worked together, and with carers, for the first time to co-produce a draft Joint Carers Strategy to meet the needs of carers across the whole Integrated Care system (ICS). There are clear benefits to citizens and to us as organisations in having a single point of contact for carers across the City and County. In order to jointly commission the services, we need to align the City and County contract end dates. This report seeks approval to extend the existing contracts for up to 12 months beyond the previously agreed period in order to achieve this. Contracts will only be extended for the minimum period required, with new services expected to commence from 1 October 2023.
- 1.4 To support co-production. The new carer support services are being co-produced with carers. This is a new way of working for all organisations. Co-production requires significant time investment to be carried out effectively. Previous co-production on the Carers Strategy has been facilitated by an external provider

commissioned by the County Council. This organisation is no longer able to support the re-commissioning process due to conflicts of interest. Carers have raised specific concerns that the benefits of the co-production work that has taken place as part of the draft Joint Carers Strategy will be lost if commissioners are not able to devote sufficient time to develop the new services co-productively with carers. Therefore, this report seeks approval to extend the existing contracts for up to 12 months beyond the previously agreed period, as noted in point 1.3.

1.5 To improve efficiency and best value for money in the services we commission.

A single efficient combined Carers Hub could support a far greater number of carers, with reduced costs in service management, and in procurement and contract management. As part of the co-production work to produce the draft Joint Carers Strategy which set out plans and aims for the re-commissioning of carer support services carers identified the need for a single point of contact across City and County.

## 2. Other options considered and rejected

2.1 **Option 1:** Do nothing. The contracts for carer support services would end and not be re-commissioned, removing support for carers outside of support for the cared-for citizen. The Care Act 2014 places a duty on local authorities to proactively identify and meet the needs of adult carers in their area who might have support needs that are not being met and the Children's Act 2014 places a duty on local authorities to meet the needs of young carers. Without commissioned carer support services the requirement to carry out Carers Assessments and Young Carers assessments would fall entirely on Adult's and Children's social services, resulting in long waiting times for assessments, fewer carers being assessed and likely escalation of needs in both the carer and the cared-for citizen during this time. As well as the potentially disastrous impact on the quality of life of these citizens, this would be likely to result in increased costs to both Health and Social Services. Therefore, this option is not recommended.

2.2 **Option 2:** Re-commission services for Nottingham City only, without jointly re-commissioning with Nottinghamshire County Council. Many carers provide care across City/County boundaries, with the carer living in one local authority area and the cared-for citizen living in another. This places additional stress on the carer as they interface with both local authorities and services. For several years now, carers have identified the need for a single point of access to carer support services across Nottingham and Nottinghamshire. This Strategic Commissioning Review has been the first opportunity the local authorities have had to jointly review and re-commission services together. Not to do so would be to disregard both the wishes of our carers, and the aims and plans set out in the draft Joint Carers Strategy. Therefore, this option is not recommended.

## 3. Risk implications

3.1 Risk that increased awareness-raising and identification of carers leads to increased demand for services, and that capacity in the commissioned services is insufficient to

adequately support the carers. Re-commissioning services jointly with Nottinghamshire County Council and the ICB will provide best value for money and make best use of joint resources to maximise capacity available.

- 3.2 Risk that in extending contracts for a further year, Nottingham City Council would be open to potential challenge from providers due to extending beyond the maximum contract terms. This is mitigated in that the proposed new procurement will take place within the term of the original contract. Nottinghamshire County Council will lead the procurement and will issue a notification to the market to ensure potential providers are aware of the upcoming tender. If we wish to align procurement timescales within the County Council, an alternative for doing so would be to tender for services for a single year. Potential providers would be highly unlikely to bid to provide services for a single year as the set-up costs for such a short time period and the TUPE implications would render it not financially viable.
- 3.3 Prior to soft market testing there was a risk that providers may not have viewed the new service model as viable and therefore not bid for the tender. Provider responses indicated that in general service models were seen as viable and providers were interested in bidding. Provider feedback was used to refine the final service models.

#### **4. Financial implications**

- 4.1 This report seeks approval for the procurement of services to support both adult carers and young carers, including proactive outreach to identify carers in a variety of settings, and carrying out statutory assessments to identify carer's needs.
- 4.2 The total maximum value of the decision is £6,426,360 for the Nottingham City Council contribution to the joint contracts. This is based on £714,040 per year (£6,426,360 over the whole 8-year life of the contract plus 1 year extension of the existing contract).
- 4.3 Finance agrees with the proposal that the services are re-commissioned jointly between Nottingham City Council, Nottinghamshire County Council, and the Integrated Care Board (ICB), with Nottinghamshire County Council leading on the procurement to allow the continued development of seamless support for carers across both Health and Social Care throughout Nottingham and Nottinghamshire.
- 4.4 5 Recommendations have been put forward as detailed in this report which Finance support as per the comments in this section.
- 4.5 This decision seeks approval for the procurement of the three Carer Support Services detailed in Appendix 1, through an appropriate procurement process, and to award the contracts for the services based on the outcomes of the procurement process. The approved contracts would commence on the expected start date of 1 October 2023, for a four-year period with an option to extend for a further four years to a maximum of 8 years in total.

- 4.6 The procurement of and contractual arrangements for the Carer Support Services are to be undertaken jointly by Nottingham City Council, Nottinghamshire County Council and the ICB, subject to agreement of suitable processes and arrangements by Director of Commissioning and Partnerships (Nottingham City Council), the Adult Social Care Cabinet (Nottinghamshire County Council) and the appropriate ICB approval route.
- 4.7 **The table set out in appendix 1 attached** to this report sets out details of the proposed contracts for the provision of support services for Nottingham City carers.

### **Funding and Budgets**

- 4.8 This decision is to be fully funded from the Better Care Fund (BCF )as follows;
- Nottingham City Council - £714,040 per year (£6,426,360 over whole 8-year life of contract plus 1 year extension of existing contract)
  - Contracts will only be extended for the minimum period required, with new services expected to commence from 1 October 2023.
  - Nottinghamshire County Council will lead on the procurement of the carers support service services.
  - It should be noted that if the BCF Funding were to change say reduce in value, then the services will have to be re-aligned to reflect these changes and to reduce pressure arising within the council core budgets to fit within the revised funding envelope.
- 4.9 This report also seeks approval to extend the existing contracts for up to 12 months beyond the previously agreed period to achieve this covering the period 1 October 2022 to 30 September 2023.
- 4.10 Carers' quality of life can be improved through early identification, assessment, and support These are the key elements of the proposed Carer Support Services as well as improve the carers' respite/breaks offer to better suit the differing needs of carers via a home-based respite service and carers personal budgets. Thus, minimising risk by not relying on a singular provider to meet all carers respite/breaks needs, giving carers greater autonomy and choice to meet individual needs.

### **Risks and Mitigations**

- 4.11 There are several live risks within Adult Social Care that will impact the Support Services for Carers. Key Risks include the following:
- ASC reforms
  - Grant Income – Better Care Fund, specifically
  - Cost of living impact
  - Market – sustainability/availability
  - Fee rates paid to external care providers
  - Personal Budgets for Carers
  - Workforce – recruitment and retention for both NCC and the service providers
  - Unmet needs/backlogs/service demand
- 4.12 It is essential that these risks are monitored closely, quantified, and flagged via the appropriate process'. The service also need to ensure that expenditure is robustly

monitored and is in line with any decision approved, any change will require a further decision via the appropriate approval process.

4.13 As this decision is to be funded in full by the BCF, the service needs to ensure that the expenditure continues to be in line with the grant conditions and that the relevant processes in relation to this grant funding are adhered to, eg; the completion of the BCF planning template and any other returns as required.

**4.14 The recommendations have the following benefits:**

1. The appropriate ICB approval route to approve the outcome of the procurement processes and award contracts to providers that are deemed most suitable to provide these services
2. Decisions affecting the project could be made much more quickly and efficiently involving senior management and personnel on the front-line directly working on the project. This will minimise and mitigate potential risks arising.
3. Award of contracts and extensions will be subject to continued achievement of target outputs and agreed based on performance and budget availability.
4. Close monitoring of the contracts on an annual basis to ensure that the spend is within the set budgets and quality of service provided as per service level agreement

Harriet Kateregga

Interim Senior Commercial Business Partner – Adults

Hayley Mason

Strategic Finance Business Partner – Adults and Public Health

## **5. Legal implications**

5.1 The proposals set out in the report raise no significant legal issues provided that compliant procurement processes are properly followed, and appropriate contracts entered into in a timely manner following any contract award.

Malcolm R. Townroe -Director of Legal and Governance – 11 November 2022

## **6. Procurement implications**

6.1 Nottingham City Council's Procurement Team support the decision to procure the Carers Contracts as described in this report and will be engaged with the process accordingly.

## **7. Equalities implications**

7.1 The Equality Impact Assessment has been reviewed. There are no equality impacts to any of the protected characteristics. I am therefore happy to sign off.

Rosey Donovan Equality and Employability Consultant – 14 November 2022

7.2 EQIA Appendix 2

## **8. Any further implications**

8.1 Carbon Impact Assessment (CIA) (+2 rating) Appendix 3

8.2 Data Protection Impact Assessment (DPIA) underway

**9. List of background papers relied upon in writing this report (not including published documents or confidential or exempt information)**

- 9.1 Proposed Service Details Appendix 1
- 9.2 EQIA Appendix 2
- 9.3 Soft Market Testing
- 9.4 Respite Options Appraisal

**10. Published documents referred to in this report**

- 10.1 Policies and Strategies
  - The Care Act 2014
  - The Children and Families Act 2014
  - Draft Joint Carers Strategy 2023-2027
- 10.2 Carers Assessment Template
- 10.3 Developing Carer Support Services slides from 19.07.22
- 10.4 Carer Support Services Proposed Models
- 10.5 Feedback Themes Carers Support Services Partners Event
- 10.3 Any other national reports for figures
  - Carers Week 2020 Research Report
  - Carers UK 2021