

# Nottingham City Council Delegated Decision



**Nottingham**  
**City Council**

Reference Number:

4890

Author:

Claire Labdon-West

Department:

People

Contact:

Claire Labdon-West

(Job Title: Commissioning Manager, Email: [claire.labdon-west@nottinghamcity.gov.uk](mailto:claire.labdon-west@nottinghamcity.gov.uk), Phone: 01158764804)

Subject:

Continuation of Planned Respite Provision

Total Value:

£352,000 (Type: Revenue)

Decision Being Taken:

1. To approve the extension of the contract for respite for an additional 40 weeks for a total of 1 year.
2. To approve the expenditure of £352,000 associated with the contract extension
3. To delegate the authority to award the contract to the Director of Commissioning and Partnerships and the authority to sign the contract to the Head of Procurement.

;

**Reasons for the Decision(s)**

Until December 2022 there was a long-standing shortage of respite provision in Nottingham City which led to a significant number of citizens who had an assessed need for planned respite not being able to access appropriate services. The only mechanism for securing respite was to purchase placements from the residential accreditation on an ad hoc basis. Due to a lack of capacity for short term placements in this market, which were compounded following Covid, there was never sufficient capacity to meet the demand effectively.

This situation led to the use of high cost short term residential placements which often had to exceed the required duration in order to make this desirable for providers.

This also created an environment where a number of households who were assessed as requiring respite provision were unable to access it, risking households going into crisis resulting in a placement breakdown and the need for long term care.

As of December 2022 there were around 30 families in need of respite who were at or were near crisis point and there were an additional amount who were waiting for respite but who were not as yet at crisis point.

There were a number of complaints from families and carers of citizens who were unable to access respite provision.

There had been several attempts to fill this gap in the last 5 plus years, including commissioning another building based service and block purchasing a number of beds from the external market. None of the activity was sufficient to be able to meet the demand. In February 2022 all residential providers who were part of the Residential and Nursing Care accreditation were contacted to see if there was an appetite for them to deliver 6-8 units of accommodation which would be block purchased by Adult Social Care (ASC) for the use of planned respite. There was little response to this and the only provider who was able to pursue this option, did not have access to appropriate accommodation.

further in house service. Should this review determine that there is a continued need to purchase this service then an open tender process will be completed to ensure the opportunity is open to the whole market and to ensure that this provision is delivering value for money.

#### **Overview of utilisation**

##### **Benchmarking this**

service against internal provision, the aim for the utilisation of the service should be 90%. Lilibet House opened in December 2022 and in that month the utilisation of the service was at 25%. This increased significantly to 65% in January. The utilisation for February 2023 has been 76% but this is expected to increase in March (which is also at 75%) as there are several new referrals which are currently being considered. There has been a significant increase in the number of bookings throughout the year as this will continue to rise as new referrals are received.

Lilibet House is able to deliver 1,460 nights of respite over a 12-month period. Currently the citizens who have been accepted at the service have a total of 952 nights allocated to them. There are additional referrals for the service which are likely to be accepted and have a total allocation attached to them of 342 nights. On this basis the service is will be at 89% capacity.

### **Effectiveness of the provision**

**The service at Lilibet House is effective in delivering planned respite for citizens. The provider is confident in working with citizens with complex needs and behaviours which challenge and has a proven track record of working with ASC. Currently the only citizens who have not been able to access this service are those who require self-contained accommodation and cannot share any element of their accommodation with another citizen.**

**The view of ASC is that this is a valuable service which is filling a gap in provision which has existed for some time.**

**Workers within the WLD Team are no longer having to spend periods of time trying to locate an appropriate respite placement for citizens or in cases where a placement breakdown has occurred, a long term residential placement. Managing a crisis situation is time consuming and stressful for all involved. The provider manages all bookings into the service which has taken this task away from the front line workers. Lilibet House enables a much more effective use of resources and allows workers to concentrate on other areas of critical work**

**All citizens who were considered to be in either in crisis or near to have now been referred to the service and the majority have either had their first stay or have this booked in. Feedback from citizens and their carers has been overwhelmingly positive and citizens are excited about their respite provision. Families have feedback that they are able to have a break and feel confident that their loved one is being supported appropriately.**

## **Economic Evaluation**

**The cost of service is currently £2200pw per unit which equates to an annual cost of £457,600. The 12-week trial was subject to a separate decision making process with a value of £105,600. This means that the total value of this decision is £352,000.**

**A number of the citizens who have access to the service will be entitled to Continuing Healthcare (CHC) Funding. From the citizens who are currently referred to the service, this contribution has the potential to be in the region of £95,365, which will significantly reduce the financial commitment of ASC.**

**Enquiries have been made with regional colleagues to see how the cost of this respite service compares with their provision in order to test how efficient the use of this service is. It appears that the cost of this service, on a nightly basis is in line with what is being paid elsewhere for citizens with a similar support profile and in some cases, is slightly more cost effective.**

**In 2018/19 consideration was given to the development of another internal respite provision. Financial modelling for the staffing structure required was carried out at this time and was over £100pppw more expensive than the service at Lilibet House. This was for staffing costs only and did not include the hotel costs which are included at Lilibet House. This is also at 2018/19 costs so would be higher if commissioned today.**

There is additional value added to the service by the provider by the extensive range of facilities and activities which are available at Lilibet House. All rooms are en suite and there is a large amount of communal space which allows for citizens to socialise or be by themselves if they prefer. The citizens have access to a games room and a sensory area and are offered a range of activities both within the property and within the community. Transport is included within the cost of the placements.

For the provider, the management costs for a respite service is much higher than in a residential setting. The provider has had to carry out a large number of assessments for this service, in excess of 60, whereas this would generally have been around 10 at the maximum for a 4 bed residential home. The provider reviews the citizens support plan for each stay as well as the Mental Capacity Assessments.

The risk of having no respite provision is that families will enter a crisis situation which will result in an irretrievable breakdown and the citizen requiring a placement in long term residential care.

Placements for this citizen group which are made within the banded rates could cost up to £103,278.24pa per placement. For this citizen group it is regularly the case that the WLD Team are unable to find provision which within the banded rates and the resulting placement is therefore in excess of this. When households reach crisis, placements are often made on an emergency basis which require an immediate response and does not allow for the time it takes to source an appropriate placement and wait for a vacancy to become available. Due to a lack of specialist provision, it is also the case that placements are made outside of the city, as well as being above the banded rates.

It is a much more effective and efficient use of NCC's financial resources to provide planned respite services which reduce the pressure on households and enable citizens to remain within a supportive family environment. The impact of this service on the number of citizens being placed in residential care in an emergency situation will be monitored as part of the 6-month review of the service.

As well as reducing the costs for NCC, this service will reduce pressure on the system as a whole and placement breakdown can impact on a number of services. A lack of planned respite provision has been highlighted as a concern through the Learning Disability and Autism workstream as an area that is contributing to the number of admissions into secure settings in Nottingham City.

The cost of this decision is based on the 22/23 fee rates for residential homes. The rates for 23/24 are currently out for consultation and no final decision has yet been reached. Once agreed it is recommended that the uplift is applied to this service to ensure that there is parity with other residential providers and to ensure the providers financial viability. If the uplift for 23/24 is agreed at the current level then this will take the value of this decision to £374,016.40. As no decision on the uplift has been made this will be monitored closely to ensure that the contract value does not impact on this approval route.

#### **Further actions to ensure best value**

In order to ensure that the service is fully utilised and is delivering value for money, a number of actions are being carried out.

Both Commissioners and the WLD Team Managers meet with the provider weekly to monitor the referral and utilisation rates for the service. These meetings will continue in order to ensure that the service utilised effectively and to its full capacity. The service will continue to be monitored via the Adults Leadership Team and any challenges will be escalated here.

There are a number of citizens who have their care and support fully funded by health which means that Nottingham City Council is not the lead commissioner for their care. The WLD Team intend to identify these citizens to ensure that they have access to this provision to ensure an equity of access.

**A number of citizens who are utilising the service have a standard number of respite days allocated to them. These are being reviewed by the WLD Team as 28 days may be insufficient for their needs. Any increase will lead to further demand for the service.**

**An initial scoping exercise is being carried out with colleagues from Nottinghamshire County Council and from within the Integrated Care Board to determine the need for an enhanced respite provision. This would aim to meet the needs of the small number of citizens who have been identified who are unable to access Lilibet House. Options for capital funding from NHSE to support this are also being explored.**

**We also have the option to offer the provision to citizens within Nottinghamshire County Council. This would enable equity of access across the ICB. It is intended to pursue this option once the above actions have been completed.**

#### **Next Steps**

**The monitoring of Lilibet House will continue and will inform a 6-month review of the progress of the service.**

**Options for a longer-term models of respite are being explored and will be put forward for consideration. These will inform the decision on whether to continue to purchase respite provision from the market or whether to create an additional internal provision**



Other Options Considered:	<div>1. Do nothing. This is not an option without bringing the current service to an immediate close. This would mean that there is no financial commitment to a block purchase arrangement but will also mean that there is no guaranteed provision for planned respite for this citizen group. It is established that the purchase of placements from the residential accreditation is not sufficient to meet demand and there are no other suitable options available. Due to the risks associated with this approach and the benefits of the service which are outlines in this decision, this approach is not recommended.</div> <div>2. Develop an internal respite service. The lack of an appropriate building prohibits this option in the short term. This option will be considered as part of the long-term solution for respite provision and assessment of whether this will deliver best value will be made. Previous modelling found that this option is more expensive that the option being proposed.</div>
Background Papers:	NA
Published Works:	NA
Affected Wards:	Citywide
Colleague / Councillor Interests:	None.
Consultations:	Those not consulted are not directly affected by the decision.
Crime and Disorder Implications:	N/A
Equality:	Please login to the system to view the EIA document: Respite EIA Update Feb 2023 - V2.docx
Decision Type:	Portfolio Holder
Subject to Call In:	Yes
Call In Expiry date:	21/03/2023

Advice Sought:	Legal, Finance, Procurement, Equality and Diversity
Legal Advice:	<p>The ddm author reports that there has been a long-standing shortage of adult social care respite provision in Nottingham City despite several attempts over the years up until and including in 2022 by Nottingham City Council to secure such provision. The proposed extension of the existing contract with Jubilee Homes, as set out in the main ddm report, would fall below the procurement threshold for this service provision which falls within the light-touch regime. Advice provided by Sarah O'Bradaigh (senior solicitor) on 21/02/2023.</p>
Finance Advice:	<p>Due to the current respite shortage within Nottingham City and across the region and for other reasons outlined by the report author, this decision seeks approval to extend the current 12 week block contract for 4 respite units from Jubilee Homes by a further 40 weeks, resulting in a total contract duration of 1 year.</p> <p>The total maximum cost of this decision is £0.352m (for the 40 week extension period) and depending on the citizens needs, some of this cost would be met from Continuing Healthcare Funding (CHC) and payable by NHS Nottingham and Nottinghamshire ICB. This cost would be met from existing care budgets, incorporated within the Medium Term Financial Plan (MTFP).</p> <p>It is to be noted that the cost of this decision is based on the 2022/23 fee rates for residential homes. The rates for 2023/24 are currently out for consultation and therefore the rates are not yet finalised. Once agreed it is recommended that the uplift is applied to this service to ensure that there is parity with other residential providers and to ensure the providers financial viability. If the uplift for 2023/24 is agreed at the proposed level then this will take the value of this decision to £374,016 for the contract extension period of 40 weeks.</p> <p>The consequence of a lack of respite is that a number of citizens have not been able to access regular planned respite for a significant period of time. This has put a large amount of pressure on households and has put these citizens at risk of carer breakdown which could lead to citizens requiring long term accommodation-based care at an increased cost to the Council.</p> <p>The contract will need to be closely monitored to ensure value for money is secured and that the service provided meets the needs of the citizens supported.</p> <p>Any changes to that outlined in this decision will require further approval via the appropriate process.</p> <p>Advice provided by Hayley Mason (Strategic Finance Business Partner) on 14/02/2023.</p>
Procurement Advice:	<p>In relation to the proposed decision to extend the current respite service with Jubilee Homes by 40 weeks taking the total contract length to 1 year, it is permissible to award through a fair process, this being that expressions of interest were sought from across all providers on the residential accreditation list and fully advertised. Therefore, this decision is supported from a procurement perspective. Respite service is within the specification and terms of the Residential contract. A full procurement should be completed during 2003 for longer term respite provision. The total value of the contract is below the procurement threshold for Light Touch Regime.</p> <p>Advice provided by Julie Herrod (Procurement Officer) on 15/02/2023.</p>

**Equality and Diversity  
Advice:**

**Nasreem Mia and Rosey Donovan have both contributed to/reviewed the EIA attached in that section. Advice provided by Catherine Ziane-Pryor (Governance Officer) on 23/02/2023.**

**Signatures**

<b>Linda Woodings as Portfolio Holder (PH Adult Social Care and Health)</b>
<b>SIGNED and Dated: 13/03/2023</b>
<b>Catherine Underwood (Corporate Director for People)</b>
<b>SIGNED and Dated: 07/03/2023</b>