

Report of the Strategic Director of Health and Wellbeing to the meeting of Health and Social Care Overview and Scrutiny Committee to be held on 17 March 2022

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Subject:

Health & Wellbeing Commissioning Update and Intentions – Adult Social Care 2022

Summary statement:

In this report, we:

- Provide an update on commissioning and contracting activity undertaken in the final year of the 2019-21 Commissioning Strategy
- Set-out our commissioning intentions for 2022/23.
- Set-out our plans for developing a new 5-year strategy

EQUALITY & DIVERSITY:

As part of the commissioning processes Equality Impact Assessments are undertaken at key points in the process, where requirements necessitate.

The team will contribute to the Council's equalities objectives in the following ways:

- **Leadership and commitment:** Through promoting discussion at Commissioning SMT meetings regularly
- **Workforce:** Positive recruitment of staff with the right values-base to work in social care and who are representative of Bradford's communities.
- **Service Design/Delivery:** We will develop our approach to co-production. We will design, commission and deliver services that are accessible, inclusive and responsive to the needs of people and communities. We will 'Keep it Local' and contracts will deliver meaningful social value.
- **Communities:** We will further develop our relationship with community networks, and harder to reach groups, to ensure their voice informs our commissioning approach; equalities data collection will be reviewed to ensure we're getting the right intelligence to inform our work.

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Overview & Scrutiny Area:
Health and Social Care

1. SUMMARY

- 1.1 This report provides an update on the commissioning and contracting activities undertaken in 2021/22 and sets out key commissioning plans and intentions for 2022/23.

2. BACKGROUND

- 2.1 The Health & Wellbeing Department (the Department) commission a wide range of Adult Social Care services for people across the district. This is achieved through an on-going programme of commissioning, procurement, contracting and quality assurance activity.
- 2.2 This work is aligned to the key priorities of the Department's 3-year plan and the overall ambitions for Bradford residents to be happy, healthy and at home and for Bradford to be a place where people have choice about their health and wellbeing.
- 2.3 To achieve this, we aim to work collaboratively with our providers, other partners and the wider community to understand our population, continue to develop our local market in Bradford, and how we can best support people to be as independent as possible.
- 2.4 In January 2021, we updated the Committee of the Department's progress in delivering to the Commissioning Strategy and Intentions for 2019 to 2021 in the five key commissioning priorities of:
- Increasing early help & prevention services/offers
 - Developing further approaches to support personalisation, choice and control
 - Redesigning and recommissioning a range of statutory accommodation and support services
 - Reviewing and developing contract and quality management and financial administration services arrangements
 - Undertaking effective market shaping and facilitation and ensuring a sustainable and vibrant market
- 2.5 In this report, we:
- Provide an update on commissioning and contracting activity undertaken in the final year of the 2019-21 Commissioning Strategy
 - Set-out our commissioning intentions for 2022/23.
 - Set-out our plans for developing a new 5-year strategy

3. Report issues

Update on commissioning and contracting activity undertaken in 2021/21

- 3.1 2021/22 remained a challenging year for the Adult Social Care sector with COVID-19 continuing to have a significant impact on the delivery of care and support services and on commissioning and contracting work in the Department. More detail on work to support the sector throughout the pandemic is given at 3.15 and 3.18.

- 3.2 Delivery of the commissioning strategy and intentions was continually monitored and timescales and targets are adapted as needed in response to the demands placed on the Department and whole care and support sector due to COVID-19.

Priority one update: Adult Social Care Early Help & Prevention

- 3.3 Grants to the voluntary and community sector (VCS) which support the provision of early help and prevention service across the district were extended during the pandemic in order to offer financial stability and ensure the continuation of services. These grants represent approximately £1.1m funding to the sector.
- 3.4 Carer Services and User-Led Organisations in receipt of Innovations Grants moved to the delivery stage, and have led to some useful learning about what works and what doesn't work in these areas
- 3.5 Capital Grants funding was made available to community organisation across the District to support improvement in the accessibility of community activities.
- 3.6 The new Joint Commissioning Manager for Early Intervention and Prevention moved into post in November 2021, which means the Department is better able to support an increased focus on prevention, particularly with the support of the VCS.

Priority two update: Personalisation, Choice and Control

- 3.7 Work on Individual Service Funds has been paused for much of the year due to capacity issues. However, there has been progress in developing the internal systems and processes behind the delivery on ISFs.
- 3.8 On the wider agenda of choice and control, there has been a renewed focus on introducing and embedding co-production approaches in our work. To support this work to develop a Co-Production Partnership has been commissioned from our ULO providers. The Partnership will support the Department to develop co-production with our work and challenge us to make improvements in this area. Initially planning work has started on this, with development work expected to start fully in April.
- 3.9 As a department, there is a commitment to increasing the number of people receiving a Direct Payment in the next 3 years. As part of this an action plan is in development based around four key objectives:
1. Improving our knowledge about people who have Direct Payments
 2. Improving Direct Payment knowledge and skills
 3. Improving Direct Payment uptake and sustainability through better funding
 4. Improving the infrastructure to support people receiving and working with Direct Payments

Priority three update: Statutory Accommodation and Support Services

- 3.10 The Day Activities Provider List launched in April 2021. A new, more flexible, contracting approach (using a procurement tool known as a pseudo-dynamic purchasing system or PDPS) has been used to improve on-going engagement and market development with the sector. This has also meant a consistent pricing structure has been introduced. The new Provider List has led to an increased range

of services on offer, particularly around support to get a job.

- 3.11 The new Residential and Nursing Provider List Contract launched in autumn 2021. The Contract is joint with the CCG. As with the Day Activities Provider List, a PDPS has been used to creating more flexibility in our contracting approach.
- 3.12 A wider ranging review of accommodation and support models for people with learning disabilities, mental health, Autism and acquired brain injuries has been undertaken. Learning from this review will now be developed into commissioning options which will be taken forward in 2022.

Priority Four update: Contract Management and Financial Administration Services

- 3.13 The Contact & Quality team continues to provide ongoing support to the social care sector as some 'business as usual' work begins to return following the height of the pandemic. Recent investment in the team's resource will allow improvement of quality monitoring systems and intelligence gathering to best support providers to continue to deliver quality services.
- 3.14 The Community Care Administration Team's financial and administration processes and procedures are being reviewed, which aims to enhance the use of digital systems to automate and streamline processes. The Business Process Review is supported by a Transformation Board that meets monthly, which includes cross departmental attendance and is supporting joined up ways of working. Audits of Direct Payments are completed by the team and the success of investment in the team as well as implementing new processes has led to forecasting just over £2.2m of recovered income for 21/22; this is nearly £1.2m more than the budget income target, which was uplifted by £132k to fund additional capacity in the team. Prior to Covid the income recovered was £1.6m (19/20).

Priority five update: Market shaping, facilitation and sustainability

- 3.15 The Department has led on providing resources and financial support to the sector to maintain providers throughout all the stages of the pandemic so far. This has included establishing, in late 2020, the Covid Support Team who have continued to support the sector through 2021, playing a significant role in the vaccination programme.
- 3.16 Significant work was undertaken in 2021 to understand if and how future need and demand has shifted in the longer-term as a result of the pandemic. This included looking at care home baseline costs, which will now feed into the fair cost of care work required by the Government for 2023 as part of the implementation of the White Paper 'People at the heart of Care'.
- 3.17 The Department has cemented its relationship with the Bradford Care Association through a new Memorandum of Understanding and commitment to recurrent funding for the activity it undertakes to represent the sector, improve quality, and to support its strategic system partnership role.

Other Commissioning Activity in 2021

- 3.18 Through 2021/22 the Department has administered 9 separate national grant programmes to support Providers with infection control, testing, vaccine, and workforce measures. The Council funded Occupancy Support Scheme also ran until September 2021, which supported Care Homes with low occupancy as a result of the pandemic. More information on financial support provided to the sector during the pandemic can be found here: <https://www.bradford.gov.uk/media/6145/summary-of-financial-support.pdf>
- 3.19 The Commissioning and Contract Team have also undertaken significant commissioning work around services for people who are, or are at risk of becoming, homeless. This including re-procuring the Day Shelter and the current re-tendering of a range of Housing Related Support services.
- 3.20 Work has continued to resolve historical block contract arrangements, including taking the decision to move Hft block services into a special purpose vehicle from 2022 and starting to plan for the de-registration and re-provision of some block Learning Disability residential services, particularly where the buildings are no longer considered fit for purpose.
- 3.21 There has been a focus on closer working with other commissioners in the District from Health, Public Health and Children's Services. This has included the introduction of a Planning and Commissioning Forum to support joint decision-making and a Commissioning Community of Practice.
- 3.22 During 2021, the Commissioning and Contract Team has been restructured and is expanding capacity.

Commissioning Intentions for 2022/23

- 3.23 Our commissioning intentions for 2022/23 are set out in Appendix 1. Reviews of each service will be undertaken and options appraisals produced. Services listed may be varied, extended or re-procured depending on the most appropriate option available.
- 3.24 Listed in the table below are the new commissioning intentions that have a value above £2m:

Service or Project	Estimated annual value	Detail
Carers Service	£1,382,358	The current contract expires on 01/04/2023. Over the course of the year we will work with colleagues in Public Health and the NHS to review the service, including the new pilot of carers assessments, and identify future commissioning options to ensure on-going high quality support for carers across the District.
Regional Enhanced Care Framework (Replacement requirements)	N/A	The current contract expires 28/02/23. The Yorkshire and Humber Enhanced Care Framework is a list of 11 providers which can

		<p>be used when our own contracted providers are not able to meet specialist needs. Doncaster CCG led the procurement process for the current contract. We will review our use of the Enhanced Framework and consider whether to be involved with a regional re-procurement (if available), or what, if anything, needs to be commissioned at a local level to meet need.</p>
LD Block residential re-provision	£4.1m	<p>It has been identified that many residents in our block purchased residential services for adults with Learning Disabilities could benefit from a move to support living services. For other residents the buildings where services are currently delivered from are no longer fit for purpose. Working closely with the CTLD we will commission appropriate new services that meet need and promote independence.</p>
LD Respite	£2m	<p>We are reviewing our current offer of respite/short breaks for adults with Learning Disabilities and will look to put in place new, updated service provision that offers a wider range of options for people, including emergency respite, and offers better value for money.</p>
LD Block Day Services Transformation	£5m	<p>Following the move from Hft to New Choices, we will continue the work started to transform day services to give people more choice and control over how they spend their time, build independence and live happy, healthy lives. This is likely to include support people to consider different options already available in the District, as well as the development of new services including by User-Led Organisations and community interest companies.</p>
Post Diagnostic Dementia Support	£222k	<p>The current contract expires 31/05/2023. We are working with the NHS and people who use services to review the current provision of post diagnostic support and advice for people with Dementia and their families. A community based model that reflects the diversity within the District is being developed.</p>
Home Support (including all contract types)	£27.7m	<p>The current contracts expire on 31/03/2023. We are undertaking a system wide review of home support in Bradford, and also working with colleagues across the region. We will develop new models of care with the aim of improving outcomes and more effectively responding to demand.</p>

A new Commissioning and Contracts Strategy for 2022-27

- 3.25 Over the first half of 2022 we will be developing a new Commissioning and Contracts Strategy which will cover the next 5 years.
- 3.26 The strategy is being developed to respond to a time of significant pressure and change for adult social care created by the on-going impact of the pandemic and a range of new and emerging pieces of legislation, including:
- The Health and Care Bill: The Bill introduces two-part statutory Integrated Care Systems, comprised of an integrated care board (ICB), responsible for NHS strategic planning and allocation decisions, and an integrated care partnership (ICP), responsible for bringing together a wider set of system partners to develop a plan to address the broader health, public health and social care needs of the local population. The Bill also introduces a new legal duty for the CQC to assess the performance of local authorities in discharging their 'regulated care functions' under the Care Act 2014.
 - People at the Heart of Care: This White Paper sets out the Government's 10-year vision for transforming support and care in England, including funding reform, a strong focus on the use of technology, improved integration between housing and health and social care, support for the social care workforce.
 - Health and social care integration; joining up care for people, places and populations: The White Paper focuses on integration arrangements at place level and aims to accelerate better integration across primary care, community health, adult social care, acute, mental health, public health and housing services which relate to health and social care through governance and leadership structure, budget pooling, digital integration and joint workforce planning.
- 3.27 The strategy will focus on the ways we intend to work over the next 5 years:
- Co-producing commissioning and quality
 - Recognising points of transition and life changes
 - Outcome-focused services driven by choice
 - Promoting services that act early
 - Promoting equality and inclusion
 - Delivering innovation and creativity
 - Improving quality
 - Identifying need and tracking impact
 - Supporting workforce development
 - Promoting the VCS
 - Partnership working with Providers
 - Partnership working with Health
- 3.28 Partners, providers and people who use services will be given the opportunity to comment on the strategy during its development. The final strategy will be published.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 Commissioning activity is undertaken in line with Contract Standing Orders. Budgets are set in each area of the department and financial and performance monitoring routinely takes place. There is no direct impact on the budget but as the

commissioning strategy and intentions are embedded, specific monitoring will take place to ensure that the spend remains within budget.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 Each commissioning project is managed by a team that includes commissioners, operational, finance, procurement and legal staff. To manage activities and timescales there is a formal project plan, which includes a risk register, equality impact assessment and a communication plan which is monitored by the project team.
- 5.2 The project team reports progress to the Assistant Director and the departmental management team. Jointly commissioned projects report to the relevant joint boards.

6. LEGAL APPRAISAL

- 6.1 All commissioning will be carried out in accordance with Contract Standing Orders.

7. OTHER IMPLICATIONS

7.1 SUSTAINABILITY IMPLICATIONS

- 7.1.1 Each commissioning project will take into consideration what contribution services can make towards achieving sustainability strategies in the District.

7.2 GREENHOUSE GAS EMISSIONS IMPACTS

- 7.2.1 Providers of commissioned services will be required to support the Council's commitment to reduce CO2 emissions through the standard contracting arrangements it enters into with Council.

7.3 COMMUNITY SAFETY IMPLICATIONS

- 7.3.1 There are no community safety implications arising from this report.

7.4 HUMAN RIGHTS ACT

- 7.3.2 The Human Rights Act 1998 provides a legal basis for concepts fundamental to the rights of people. The fundamental rights include rights that impact directly on service provision in the health and social care sector.
- 7.3.3 Where services are commissioned, providers of services will be required to comply with the Human Rights Act through the contracting arrangements it enters into with the Council.

7.5 TRADE UNION

- 7.5.1 There are no Trade Union implications arising from this report.

7.6 WARD IMPLICATIONS

7.6.1 There are no direct implications in respect of any specific Ward.

**7.7 AREA COMMITTEE ACTION PLAN IMPLICATIONS
(for reports to Area Committees only)**

7.7.1 Not applicable

7.8 IMPLICATIONS FOR CHILDREN AND YOUNG PEOPLE

7.8.1 The implementation of an adult social care commissioning strategy and intentions will have positive implications for corporate parenting. The Council's ability to fulfil its legal and moral duty to safeguard and promote outcomes for its Looked after Children, will be considered in the detailed commissioning intentions.

7.8.2 Although the team works primarily with adults we recognise the role the services we commission play in people's lives over time – including as they transition from children's to adult services and supporting adults as parents. The implications for children and young people will be considered during the commissioning process.

7.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

7.9.1 A full Privacy Impact Assessment will be undertaken to determine specific areas of UK General Data Protection Regulation (UK GDPR) and information security as part of the commissioning process. It is recognised that the potential for transfer of personal data might be significant when commissioning and procuring services.

7.9.2 There may be a need for partner agencies to share data however this would only be with the express permission of individual affected in the full knowledge of why and what it would be used for. UK GDPR principles relating to any individual's data and rights under the Data Protection Act 2018 will be respected.

8. NOT FOR PUBLICATION DOCUMENTS

8.1 None

9. OPTIONS

9.1 This report is for information.

10. RECOMMENDATIONS

10.1 That the Committee note the report

11. APPENDICES

11.1 Appendix 1 – Health & Wellbeing – (Adult Social Care) Commissioning Intentions for 2022/23.

12. BACKGROUND DOCUMENTS

- Background documents are documents relating to the subject matter of the report which disclose any facts or matters on which the report or an important part of the report is based, and have been relied on to a material extent in preparing the report. Published works are not included.
- All documents referred to in the report must be listed, including exempt documents.
- All documents used in the compilation of the report but not specifically referred to, must be listed.

APPENDIX 1 – COMMISSIONING INTENTIONS FOR 2022/23

Service or Project	Service Description	Current end date	Estimated annual value	Lead Team Area	Expected Procurement over £2m in 22/23
HRS Multiple Disadvantage (BRICCS/ MN/ High Risk/ Young People)	Housing Related Support services for people with a range of needs	30/06/2022	£2.7m	EIP	Previously reported
MAST	In-hospital and discharge care navigation and social prescribing	31/03/2023	£218k	EIP	No
Personal Support Navigators		31/03/2023	£170k	EIP	No
Carers Service	Integrated Carers support and advice service	01/04/2023	£1,382,358	EIP	Yes
Buddy Schemes	Buddy/ befriending schemes for people with Learning Disabilities	23/08/2022	£123,100.00	EIP	No
Homelessness	Services to support people who are, or who are at risk, of homelessness (extension available)	31/03/2023	£576,337	EIP	No
Advocacy	Statutory (IMCA, IMHA and Care Act) and non-statutory advocacy provision (to be reviewed in line with LPS)	01/04/2023	£647,396	EIP	No
ULO partnership	Support to develop user-led organisations and services	01/08/2022	£120,000	EIP	No
Alternatives to Respite	Carers breaks/alternatives to respite service	31/01/2024	£93,800	EIP	No
Supported Living Framework incl. floating support: MH & LD	Support and accommodation for people with Learning Disabilities, Autism and needs around their Mental Health	30/09/2022	£25m	LD, A&N	Previously reported
Individual Service Funds	Personalised funding mechanism to support choice and control	N/A	TBC	LD, A&N	TBC

SJOG re-provision	Support Living services for people with Learning Disabilities (call-off from Framework Agreement)	15/05/2022	£790k	LD, A&N	Previously reported
Regional Enhanced Care Framework	Support and accommodation for people with Learning Disabilities and complex health needs	31/03/2022	N/A	LD, A&N	Yes
LD Block residential re-provision	Re-provision to supported living for people currently living in block purchased residential services	TBC	£4.1m	LD, A&N	Yes
LD Respite	Respite and short breaks for people with Learning Disabilities	TBC	£2m	LD, A&N	Yes
LD Block Day Services Transformation	Day services for people with Learning Disabilities	31/03/2024	£5m	LD, A&N	Yes
Daytime Activities Provider List	On-going Provider List Pseudo-Dynamic Purchasing System (PDPS) Day services for people with Learning Disabilities, older people and people with sensory impairments.	11/04/2031	£2.4m	LD, A&N	Previously reported
MH grants	Services that support community responses to low level MH needs	31/03/2023	£296,900	MH	No
MH Wellbeing Service	Advice, information and support for people who are living with a mental health condition	30/09/2022	£368,303	MH	No
R&N Provider List	On-going Provider List PDPS Residential and Nursing Care Home Provider List	31/10/2031	£35m	OP&PDSI	Previously reported
Post Diagnostic Dementia Support	Post diagnostic support for people living with dementia and their families and carers.	31/05/2023	£222k	OP&PDSI	Yes
Home Support (including all contract types)	Care and support for people living in their own homes	31/03/2023	£27.7m	OP&PDSI	Yes
Extra Care Review	Extra care services	N/A	£3.6m	OP&PDSI	TBC