

# Birmingham City Council

## Report to Cabinet

27<sup>th</sup> June 2023



**Subject:** PUTTING PREVENTION FIRST: CONSULTATION AND RECOMMISSIONING OF HEALTH AND WELLBEING SUPPORT FOR VULNERABLE ADULTS

**Report of:** Professor Graeme Betts, CBE  
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**Relevant Cabinet Member:** Cllr Mariam Khan - Health and Social Care

**Relevant O &S Chair(s):** Cllr Mick Brown - Health and Social Care

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Are specific wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s):		
Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, add Forward Plan Reference: 011478/2023		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, provide exempt information paragraph number or reason if confidential:		

### 1 Executive Summary

1.1 This report seeks approval to commence the consultation and co-design of the recommissioning of Health and Wellbeing Support to Vulnerable Adults. Current

contracts relating to the services being commissioned expire on 30<sup>th</sup> November 2024.

- 1.2 The Services will be commissioned along a prevention pathway which include targeted services to enable people to live independently within their own homes and longer-term community-based services including delivery into supported accommodation. The recommissioning is the next step in a continuous journey building on successes and lessons learnt to improve health and wellbeing outcomes for vulnerable adults.
- 1.3 These services are vital in delivering against a number of Council priorities which include early intervention and prevention, social justice, corporate parenting, improved health, and wellbeing and building resilient and independent communities for the most vulnerable.
- 1.4 The commissioned services will also directly support the delivery of the following key strategies: Vision and Strategy to Modernise Adult Social Care 2017, Vision for Adult Social Care Refresh 2020, Homelessness Prevention Strategy 2017+, Transitions Strategy 2018+ Domestic Abuse Prevention Strategy 2018+and Supported Housing Strategy (2022).

## **2 Recommendations**

- 2.1 Cabinet is recommended to;
  - 2.1.1 Approve the commencement of consultation and co-design for the recommissioning of Health and Wellbeing Support for Vulnerable Adults.
  - 2.1.2 Approve the proposed timescale for consultation, co-design and recommissioning of Health and Wellbeing Support for Vulnerable Adults.

## **3 Background**

- 3.1 On 16<sup>th</sup> April 2019 a report to Cabinet for the recommissioning of Vulnerable Adults Housing and Wellbeing Support Services was agreed. These contracts went live 1st December 2019 and are due to expire 30<sup>th</sup> November 2024.
- 3.2 Alongside a community model for social work, there is a renewed commitment and step change by the local authority to invest in targeted early intervention and prevention activity. The proposed services will be focused on preventing escalation into Adult Social Care and health systems and more costly intervention. The recommissioning continues the journey building on successes and lessons learnt to improve health and wellbeing outcomes for vulnerable adults, support citizens to live independently and help citizens to remain in their own home. This in turn will help citizens avoid needing to draw on other higher cost services.
- 3.3 The recommissioning will continue the pathway approach aligning to the Adult Social Care Vision. An effective prevention pathway will respond early and respond well to people who are beginning to have difficulties in managing their health and/or

home, have poor wellbeing outcomes, are at risk of losing their independence or their home. The key components include:

- **Information Advice and Guidance**

People need universal and easy access to high quality information, advice and guidance whenever possible and appropriate.

- **Prevention and early intervention**

People need to be able to access prevention and early intervention services quickly and at any time in their lives.

- **Avoiding Crisis**

There needs to be a strategic approach to prevention which anticipates potential needs and intervenes early before they become a crisis.

- **Reablement and rehabilitation**

These services can help people to maximise their independence throughout their lives. They are person centred responsive services that will adapt as needs change.

3.4 The delivery of the pathway will be commissioned across a range of key components which will be developed and co-designed with providers, key stakeholders, and service users during the consultation period. The intention is that the services commissioned will work together as a system which prevents anyone from falling off the pathway, failing to access services and enables re-entry into services should the need arise. The commissioning and procurement strategies will be presented to Cabinet in November 2023 seeking approval to commence the tender process.

3.5 There is an intention to review the five client groups identified across the pathway in previous commissioning including a gap analysis. The five groups are:

- Young people aged 16 to 25 years
- Adults aged 25+ including singles, couples and their pets
- Victims of domestic abuse
- Ex-offenders; at the point of prison release
- Households in temporary accommodation.

3.6 As the current contracts end on 30<sup>th</sup> November 2024 work will commence to recommission these services, following and building on the vision and pathway model which has proved successful over the past 5 years.

3.7 The first step will be to commence consultation and co-design for the recommissioning of Health and Wellbeing support to vulnerable adults following Cabinet approval and a commissioning and procurement strategy will be presented to Cabinet for approval in November 2023.

- 3.8 It is intended to seek a five-year contract with the option to extend for two years. This report will provide indicative costs and the commissioning and procurement strategies will provide full and final details following consultation.
- 3.9 The proposed timetables for the strategy consultation and recommissioning co-design and consultation can be seen in Appendix A.

#### **4 Options considered and Recommended Proposal**

##### Option 1 – Health and Wellbeing Support to Vulnerable Adults – consultation and recommissioning

Do nothing.

This option is not recommended as it would mean that the current vision around the Prevention First agenda set within the various Council Strategies will not be delivered. This would also mean not delivering on four of the five Council's priorities and leaving some of the city's most vulnerable citizens without the necessary support and putting an additional strain on statutory services, including Health, Social Care, Housing, Homelessness, and the Police

The existing contracts expire 30th November 2024 and If we do not engage and consult with the market and service users, we could commission the wrong types of service. We would not be fully aware of what is already being delivered in the market and most importantly of what services and support service users see as a priority.

##### Option 2 – Recommended option

Commence consultation and co-design for the start of the recommissioning process.

This recommended proposal will demonstrate an openness and desire to harvest any thoughts, views and opinions from service recipients, stakeholders, providers, and citizens. This will allow sufficient time for stakeholders, providers, and citizens to respond to the consultation and help co-design the services to be recommissioned, taking into account their needs and vulnerabilities.

Covid has had a major impact on services and how they are delivered and by engaging and consulting with service users, service providers, key stakeholders, and partners we can evaluate what has worked, what will continue to work and what will need to be changed. Services can build on the positive changes, such as Zoom groups, and we can develop a hybrid service that offers a wider range of services.

#### **5 Consultation**

- 5.1 The Safeguarding Adults Partnership and Homelessness Partnership Board will be consulted on the proposal and support the recommendations.
- 5.2 Alongside the proposed online consultation period, commissioning officers will be meeting with providers, key stakeholders, and service users to co-design the services and help to refine commissioning principles.

## **6 Risk Management**

- 6.1 The risk management of this commissioning is overseen by the Social Justice Board. The Board is chaired by the Director of Commissioning Adult Social Care and has approved the proposals for consultation and co-design of Health and Wellbeing Support for Vulnerable Adults recommissioning.

## **7 Compliance issues:**

### **7.1 How are the recommended decisions consistent with the City Council's priorities, plans and strategies?**

- 7.1.1 The recommended decisions are consistent with the Council's Corporate Plan 2022-2026 priorities, specifically supporting three of the four priority area grand challenges and associated priority themes:

#### **Opportunities for children and young people**

##### **A BOLD INCLUSIVE BIRMINGHAM**

5. Tackle poverty and inequality
6. Empower the citizens and enable the citizen voice
7. Promote and champion diversity, civic pride and culture
8. Support and enable all children and young people to thrive

#### **Community Resilience, Cohesion and living standards**

##### **A BOLD SAFE BIRMINGHAM**

9. Make the city safer
10. Protect and safeguard vulnerable citizens
11. Increase affordable, safe, green housing
12. Tackle homelessness

#### **Health and Wellbeing**

##### **A BOLD HEALTHY BIRMINGHAM**

13. Tackle healthy inequalities
14. Encourage and enable physical activity and healthy living
15. Champion mental health
16. Improve outcomes for adults with disabilities and older people

- 7.1.2 The decision within this report will contribute and support the delivery of the following strategies:

- Vision and Strategy to Modernise Adult Social Care 2017+ (refreshed 2021)
- Health and Well-Being Strategy 2017+

- Homeless Prevention Strategy 2017+
  - Financial Inclusion Strategy 2016+
  - Transition Strategy 2018+
  - Domestic Abuse Strategy (2018)
  - Supported Housing Strategy (2022).
- 7.1.3 The commissioning of the Vulnerable Adults Housing and Wellbeing Services reduces the need for higher tariff statutory and emergency interventions, enabling people to continue to live independently within their communities.
- 7.1.4 The commissioning of support for young people and families at risk of homelessness and domestic abuse support the Councils Corporate Parenting responsibilities.
- 7.1.5 The project aligns with strategic objectives in the Birmingham Development Plan (BDP) 2031 relating to improving health and well-being. This includes priorities of the Health and Well-Being Board and Public Health Outcomes Framework.
- 7.1.6 Birmingham Business Charter for Social Responsibility (BBC4SR) will be applied within the threshold of the Charter requirements and contract value. None identified for this proposed decision.

## **7.2 Legal Implications**

- 7.2.1 Section 179 Housing Act 1996 provides that a local housing authority must provide or secure the provision of a service, available free of charge to any person in the authority's district, providing information and advice on, preventing homelessness, securing accommodation when homeless, the rights of persons who are homeless or threatened with homelessness, and the duties of the authority.
- 7.2.2 The Council may also exercise powers under the Care Act 2014 together with associated regulations and statutory guidance relating to the provision of services to meet the need for care and support as well as prevention and services to promote wellbeing.
- 7.2.3 The Domestic Abuse Act (2021) places a statutory duty on local authorities to commission support to victims of domestic abuse within safe accommodation. As part of this duty, local authorities must consult with key partners, carry out a needs assessment and publish a strategy outlining their approach to commissioning support within safe accommodation. Discharging this new duty will be part of the Vulnerable Adults Health and wellbeing commissioning.
- 7.2.4 The Council Under Section 111 of the Local Government Act 1972, a local authority has the power to take action, which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions and therefore

has a general power to enter into contracts for the discharge of any of its functions. Section 93 of the Local Government Act 2000 gives the Secretary of State power to award grants to local authorities for expenditure incurred by them in the provision of welfare services determining by the Secretary of State.

- 7.2.5 The Council has a best value duty under Section 3 of the Local Government Act 1999 to improve the efficiency, economy, and effectiveness of the services that it delivers. The use of an open procurement route will ensure that competitive bids are obtained, and the terms offered by the successful tenderer will deliver best value to the Council.
- 7.2.6 Some of the services being procured may be subject to the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) however in this instance no Council employees will be affected. The Council's role will be to facilitate the transfer of relevant information between the incumbent providers of existing services and perspective bidders without providing any indemnity regarding the accuracy of information provided.
- 7.2.7 The Council's obligations for this service under the General Data Protection Regulation (GDPR) will be met by conditions in the tender specification.

### 7.3 Financial Implications

- 7.3.1 There are no financial implications for the consultation and co-design for recommissioning of Health and Wellbeing Support for Vulnerable Adults. The commissioning and procurement strategies seeking Cabinet approval for the recommissioning will provide full detail of all financial requirements and implications. Existing levels of spend and funding are proposed to be carried over as follows, with no additional annual investment required.

<b>Funding Stream</b>	<b>Annual Budget £m</b>
Adults Base Funding	12.006
Public Health Grant	4.044
Preparation for Adulthood	0.400
<b>Totals</b>	<b>16.450</b>

7.3.2 The contracts have not increased in line with inflation for over 6 years and this will be reviewed once the contracts are in place, within the budget limits built into the medium-term budget. 6.6.6 The proposed fixed price contracts will be for an initial period of five years (with extension possible for two more). This is deemed the minimum service delivery and economic period to ensure value and efficiency for the Council and providers. The possibility to extend or not allows the Directorate to manage the contingent nature of some of the funding.

7.3.3 Where contingent issues arise (most likely in the 5th year) regarding ongoing funding, then (as advised above) the Directorate will be able to manage this by

mitigating the risks appropriately and making the changes to remain in line with the council's long-term planning and approval system and processes. The contracts will also contain a 3-month termination break clause.

7.3.4 The application of preventative strategies is a key element in reducing "downstream" effects on individuals which in turn increase the costs to the council and other partners and Birmingham as a whole.

7.3.5 This procurement continues the existing investment in this area, integrates it with the agreed strategy on prevention and links it to a number of innovations and other grant funded activities, thereby maximising and multiplying the council's own investment with other money and developments in services.

7.3.6 There is no financial pressure or risk arising from this proposal, however to ensure ongoing value for money there is a need for comprehensive monitoring, outcomes and review of performance to inform both contract management and the further strategies and procurements in the future and overall preventative strategy. Some elements of the contract payments will be based on results giving further reassurance of value for money.

#### **7.4 Procurement Implications (if required)**

7.4.1 There are no procurement implications for this report.

#### **7.5 Human Resources Implications (if required)**

7.5.1 None identified.

#### **7.6 Public Sector Equality Duty**

7.6.1 A relevance test to decide whether the planned consultation and co-design of Health and Wellbeing Support for Vulnerable Adults has any relevance to the equality duty contained within Section 149 of the Equality Act 2010 of eliminating unfair/unlawful discrimination and to promote equality and human rights commenced December 2021. The screening identified that there was no requirement to assess this further at this stage. As part of the re-commissioning the relevant risk logs will be maintained to allow further consideration which include contract award and mobilisation. The consultation will inform and help develop an Equality Assessment.

### **8. Environmental and Sustainability Implications**

8.1 Consultation does not require an Environmental and Sustainability Impact Assessment as per guidance so there are no implications for this report.

### **9. Appendices**

Appendix A – Proposed timescales

## **10. Background Documents**

Birmingham City Council Plan: 2018 -2022

Health and Well-being Strategy 2017+

Homeless Prevention Strategy 2017+

Homeless Related Support Strategy 2019+

Financial Inclusion Strategy 2016+

Vision and Strategy for the Modernisation of Adult Social Care Cabinet Report  
October 2017

Putting Prevention First: Delivering the Vision for Adult Social Care and Health  
Cabinet Report November 2017

Transition Strategy 2018+

Birmingham Carers Strategy 2018+ (to be refreshed).

Domestic Abuse Strategy (2018)

Supported Housing Strategy (2022)