

# Birmingham City Council

## Report to Cabinet

6<sup>th</sup> September 2022



**Subject:** BIRMINGHAM CARERS HUB: COMMISSIONING PLANS AND PROCUREMENT STRATEGY FOR ADULT CARER SERVICES

**Report of:** Professor Graeme Betts, CBE  
Strategic Director for Adult Social Care

**Relevant Cabinet Member:** Cllr Mariam Khan - Health & Social Care  
Cllr Yvonne Mosquito - Finance & Resources

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

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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: 010450/2022		
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, state which appendix is exempt, and provide exempt information paragraph number or reason if confidential:		

### 1 Executive Summary

- 1.1 This report provides details of the commissioning plans and procurement strategy for the recommissioning of Birmingham Carers Hub delivering services for adult carers. The current contract will expire on 31<sup>st</sup> March 2023.

- 1.2 The Services will be commissioned following a developed carers pathway which includes young carer and mental health carer services. The services will include; information advice and guidance, emergency services wellbeing assessments and payments, carers cards, dementia specialist support, health liaison projects, small grants, a transition service for younger adult carers, support for parent carers and carer assessments.

These services are vital in delivering against Council priorities which include;

- Birmingham is an entrepreneurial city to learn, work and invest in;
- Birmingham is an aspirational city to grow up in;
- Birmingham is a fulfilling city to age well in;
- Birmingham is a great, clean and green city to live in;
- Birmingham residents gain the maximum benefit from hosting the Commonwealth Games;
- Birmingham is a city that takes a leading role in tackling climate change. Our aim is to support people to live good quality lives.

- 1.3 The commissioned services will also directly contribute to the delivery of the following key strategies: Vision and Strategy to Modernise Adult Social Care 2017, Vision for Adult Social Care Refresh 2020, Transitions Strategy 2018+, which are supported through the Adult Social Care Putting Prevention First Commissioning Agenda 2017+ and the Care Act 2014.

- 1.4 The budget will be £3.085m annually with £1.394m from Adult Social Care and £1.691m from Better Care Fund. This means a total five-year contract budget of £15.427m.

- 1.5 The current contract ends on 31<sup>st</sup> March 2023 and the new contract will start on 1<sup>st</sup> April 2023.

## **2 Recommendations**

- 2.1 Cabinet approves the commissioning plans and procurement strategy outlined in section 4 and detailed in **Appendix 1** of this report.
- 2.2 Cabinet delegates authority to the Director of Adult Social Care in conjunction with the Director of Council Management, Acting City Solicitor and the Interim Assistant Director of Procurement (or their delegates) following the procurement process to award the contract for Birmingham Carers Hub for a period of five years commencing between 1st April 2023 to 31<sup>st</sup> March 2028.
- 2.3 Cabinet delegates authority to the Cabinet Members for Health and Social Care, Finance and Resources to extend the contracts awarded in 2.2 for up to a period of 2 years, subject to funding availability and satisfactory performance.
- 2.4 Cabinet authorises the Acting City Solicitor to negotiate, execute and complete all necessary documents to give effect to the above recommendations.

### **3 Background**

- 3.1 Carers UK (2015) have estimated that there are approximately 107,380 informal carers in Birmingham contributing £2.4bn per annum to the local care and health economy. Nationally it is estimated that carers make a £87bn contribution. Feedback from carers through various consultations in recent years has indicated that the local authority and its partners could do more to support the needs of carers in the City. This has also been reflected through historic local authority peer reviews and ASCOF ratings.
- 3.2 The New Vision for Adult Social Care was approved by Cabinet in October 2017 and refreshed in 2020, at the heart of which is the requirement to create and sustain community solutions which will support vulnerable people and their carers to achieve better outcomes close to home. The commissioning elements of this vision commenced with the approval of the November 2017 Cabinet report entitled Putting Prevention First: Delivering the Vision for Adult Social Care and Health. A commitment to meeting the support needs of carers was recognised as a key prevention outcome. The corporate delivery plan is currently being refreshed with an emphasis on moving from crisis to prevention.
- 3.3 Birmingham's Levelling up Strategy November 2021 sets out a vision to increase growth and harness it to create a fairer, stronger city, where all citizens share in the benefits, including through a just transition to net zero, where our citizens live longer, healthier and happier lives with opportunities to shape their own lives and communities, and we overcome long-standing inequalities such as child poverty. For carers this means developing places where all carers regardless of their background, and especially those most in need, have the capabilities and access to shape and benefit from a good education, skills progression, fulfilling well-paid jobs, affordable and high-quality housing, effective public services, better health outcomes, high-quality and connected physical and digital infrastructure and a living environment, rich in culture, amenities and green open spaces.
- 3.4 Birmingham Carers Hub (Hub) was commissioned in 2019 and was jointly procured with Birmingham Children's Trust and Birmingham and Solihull Clinical Commissioning Group embedding a carers pathway across all services. The Hub delivered a range of services including; young adult transition, carers partners in care card, emergency response, advice and information, dementia, small grants and health liaison project.
- 3.5 The Hub was commissioned as part of the carer's pathway model with young carer and mental health carer services enabling a whole life course approach. The preventative pathway approach supports the Councils priorities in relation to the Early Intervention and Prevention Programme. There are clear links and pathways between the services to make a carers journey as easy as possible across their life course. Referrals and introductions are made between services to ensure the carer receives the right support at the right time. The pathway approach has strengthened the partnership approach for carer services in Birmingham providing better outcomes, learning and guidance for the recommissioning of these services.

- 3.6 The current contract will come to an end on 31st March 2023 and we need to begin a recommissioning process following the vision and pathway model which has proved very successful over the past three years.
- 3.7 The pathway approach ensures greater connections for carers with local community assets and Neighbourhood Network Services. The intention being that carers accessing the proposed commissioned services are also supported to gain access to a wider support and activity offer close to where they live, creating greater levels of independence, community resilience and overcoming isolation or unintended dependency on one support agency. Services can then operate together as a system, which enable re – entry into services should the need arise.
- 3.8 The current contract (PO565) expires on 31<sup>st</sup> March 2023 with the new contracts expected to start on 1st April 2023. It is intended that the contracts will run for five years with the option to extend for a further two years subject to performance and available budgets. The relevant break clauses will be inserted into the contracts to reflect this.
- 3.9 The current annual budget for current prevention services is £2.585m and it is proposed to increase the budget to £3.085m for this proposed re-commissioning and procurement exercise at a total five-year sum of £15.425m.
- 3.10 The budget increase reflects the increase in demand for carer services, learning from the current contract and how services had to adapt during the pandemic. The Hub delivers a statutory service for Birmingham City Council, carer assessments and every carer who registers with the Hub has an entitlement to one. The budget increase will ensure all carers who want an assessment are able to receive one. In addition, the need for financial support is also increasing with the cost of living expected to continue further. Carers can access wellbeing payments at the Hub which can be used for themselves to take time out from the caring role. During the pandemic more of these payments were used to buy food and it is likely that this trend will increase. The budget increase will allow the Hub to be able to offer wellbeing payments to carers who need them as currently demand is outstripping supply.
- 3.11 The design and specification of the service will facilitate clear pathways for support and ensure that a strong prevention first focus is built into every stage.
- 3.12 The Hub will provide a range of services covering existing services that work well and new additions such as developing a Carer Friendly Employer service, this will include; carer assessments, carers cards in a community and hospital setting, advice, information and guidance, practical emotional and peer support including 1:1 support and carers groups, advocacy, navigator role, awareness raising and engagement, training in relation to the caring role to include practical and manhandling particularly at home, bereavement support, carers emergency and planned response, working with Children's Trust disabled child register to help identify parent carers and to manage the Children's Trust Disabled Children's Register, annual carers survey, transition service for young carers transitioning to

adulthood, carers wellbeing payments, small grants for specialist services, health liaison project and specialist support dementia carers.

- 3.13 Over the past two years services have adapted to the changing circumstances and it is expected that services will continue to develop taking on board lessons learnt. In particular a focus on locality-based work to address isolation and improve satisfaction levels, working closely with the community and technology with training and support for digital equipment.
- 3.14 Types of services to be commissioned and the identification and design of the proposed services has been informed by the engagement and consultation with key stakeholders both internal to the City Council, Health, provider sector and carers themselves who either access or may access these services in future.

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

4.1 The following options have been considered:

- 4.1.1 **Option 1** - Do not recommission Birmingham Carers Hub and decommission the existing services.

This option is not recommended as it would mean that the carer assessments, which are a statutory service, would not be delivered and 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 Social Care, Housing, and Health partners.

- 4.1.2 **Option 2** - Deliver the services in-house.

This option is not recommended for the following reasons: Statutory assessments were delivered inhouse several years ago but due to a number of issues, including capacity, the decision was taken that the Hub would deliver this service. The skills currently do not exist to deliver the scale of the diversity of the services to be commissioned. A number of these services require specialist organisations to deliver the support required such as dementia and transition services and the level and scope would not be available inhouse. The cost and time to mobilise would not be possible by April 2023. Importantly, the majority of carers in need of these services would prefer to engage with the market providers; many of these are third sector organisations as they are informal and unpaid carers.

- 4.1.3 **Option 3** — Use a collaborative framework agreement.

This option is discounted as there are no collaborative framework agreements in place that meets the Council's requirements.

- 4.1.4 **Option 4** - Tender as a framework agreement primarily for Birmingham but available for use by other public sector bodies.

This option is discounted as there is no benefit or economies of scale to be realised from this option to meet the required investment.

#### 4.1.5 **Option 5** – Procure a range of single and multiple contracts.

This option is discounted as the service needs to take a holistic and pathway approach. Carers need to be able to access services in one place where they can receive all the advice, information and support they need. By having separate contracts a number of providers are likely to be involved and the carers journey becomes more difficult for example having to repeat their story more than once and go to several different places for the support they need.

#### 4.1.6 **Option 6** - Procure a lead provider with a flexible supply chain or partner arrangements which has the capability to flex, change and respond to the diversity of needs presented by carers over the life of this contract. This could be a lead provider or a consortium or a managed service provider.

This is the preferred option as the contracts deliver the Adult Social Care, Children, Health and Housing priorities for carers and will underpin the delivery of the Prevention First agenda. These services are provided in advance of more costly statutory interventions. They are part of the carers pathway with young carer and mental health carer services enabling a holistic approach ensuring that carers can access support at any stage or time of their journey.

### 4.2 Indicative Implementation Plan

Task	Indicative date
Strategy approval	6th Sep 2022
ITT issued	Sep 2022
(Allow 6 weeks for bid writing)	
ITQ return	Oct 2022
Evaluation period	Oct/Nov 2022
DPR approval	Nov 2022
Contract award	Dec 2022
Mobilisation	Jan 2023 - Mar 2023
Contract start	1st April 2023

## 5 Consultation

- 5.1 Co-design activities took place between February and August 2022 with providers, key stakeholders and service users to begin to develop a picture of what the current market looks like and what we may wish to see in the future. This has helped inform the service specification and what the service should look like.
- 5.2 Further targeted engagement, workshops and coproduction activities with providers, stakeholders and service users ran alongside the Be-Heard online consultation running from 4<sup>th</sup> April to 4<sup>th</sup> May 2022.
- 5.3 NHS and Birmingham Children's Trust commissioning partners have been involved in the design of the pathway to ensure links to their own commissioned services and

pathways. The Hub is jointly commissioned with Birmingham and Solihull Clinical Commissioning Group .

- 5.4 The Vulnerable Adults Citizens Panel has retained oversight of this work including approval of the overall pathway modelling.
- 5.5 There will also be an expectation for organisations submitting bids to have been engaged and consulted with their stakeholders and services users as part of the bid formulation.
- 5.6 The Cabinet Member for Social Justice, Community Safety, and Equalities, and Cabinet Member for Children, Young People and Families have been consulted on this report and support the recommendations.

## **6 Risk Management**

- 6.1 Risks will be identified, evaluated and controlled in line with the Birmingham City Council Risk Management Methodology 2017.
- 6.2 The CPS approach is to follow the Council Risk Management Methodology and the Procurement Team is responsible for local risk management. CPS maintains a risk management register and documentation relevant for each contract. The risk register for the service has been jointly produced and owned by Adult Social Care and CPS with arrangements being put in place to ensure operational risks are appropriately mitigated. The project management, governance and oversight of this re commissioning will be through the Social Justice Commissioning Board chaired by the Assistant Director Commissioning (Adult Social Care) and will report through to the Adults Social Care Management Team chaired by the Director for Adults Social Care.
- 6.3 The risks are all as low as is reasonably possible and all have mitigating actions.

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

- 6.4.1 The recommended proposal supports the delivery of one or more of our Council's priorities as set out in the Birmingham City Council Plan 2022:
  - Birmingham is an entrepreneurial city to learn, work and invest in - by investing in and supporting the Health and Social Care Sector, including Social Enterprise Sector, we create local jobs, apprenticeships and encourage new innovations. We will create opportunities for local people to develop skills and make the best of economic growth.
  - Birmingham is an aspirational city to grow up in - This is achieved by working closely and collaboratively with the Early Help and Transitions Teams as well as local partners to ensure "whole life course" approach. We will inspire our children and young people to be ambitious and achieve their full potential.

- Birmingham is a fulfilling city to age well in - Citizens and communities will have choice and control over their care and improved resilience and independence.
- Birmingham is a great city to live in - We will work with our partners to build a fair and inclusive city for all. Birmingham's residents can access broad and varied localised community activity supporting them to live happier, healthier and more independent lives in their own communities.
- Birmingham residents gain the maximum benefit from hosting the Commonwealth Games - By collaborating and working in partnership with the Commonwealth Games Team, we ensure alignment, volunteer development, gap analysis intelligence exchange, as well as legacy and sustainability.

6.4.2 Compliance with the BBC4SR is a mandatory requirement that will form part of the conditions of these contracts. Tenderers will be required to submit an action plan with their tender that will be evaluated in accordance with the procurement strategy set out in Appendix 1 and the action plan of the successful tenderers will be implemented and monitored during the contract period.

## **6.5 Legal Implications**

- 6.5.1 The Care Act 2014 set out new legal guidelines relating to care and support for adults and the law to support carers. There are provisions to safeguard adults from abuse or neglect and care standards. In addition, it places clear legal responsibilities on the Local Authority and creates a single duty to undertake carers assessment based on an appearance of need.
- 6.5.2 The Children and Families Act 2014 makes provisions for children, families and people with special needs. It seeks to improve services for vulnerable children and introduces new rights for young or parent carers to an assessment on need.
- 6.5.3 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.

## **6.6 Financial Implications**

- 6.6.1 The budget will be £3.085m annually with £1.394m from Adult Social Care and £1.691m from Better Care Fund. The budget has increased by £0.500m annually from the previous contract to reflect an increase in demand, a rise in the cost of living and to be able to meet statutory requirements. This increase in funding has been approved for, and built into the financial plan, from the Better Care Fund for the duration of the contract.



6.6.2 The proposed budget is as follows:

Fund	2023/24	2024/25	2025/26	2026/27	2027/28	Total
ASC	£1,394,427	£1,394,427	£1,394,427	£1,394,427	£1,394,427	£6,972,135
BCF	£1,691,000	£1,691,000	£1,691,000	£1,691,000	£1,691,000	£8,455,000
<b>Total</b>	<b>£3,085,427</b>	<b>£3,085,427</b>	<b>£3,085,427</b>	<b>£3,085,427</b>	<b>£3,085,427</b>	<b>£15,427,135</b>

6.6.3 This means a total five-year contract budget of £15.427m. It is intended to ring fence some of the funding per annum (as shown in the table above), for specific elements of the service as shown in the table below:

Service elements	2023/24	2024/25	2025/26	2026/27	2027/28	Total
Birmingham Hub main contract	£1,525,427	£1,525,427	£1,525,427	£1,525,427	£1,525,427	£7,627,135
Carers Wellbeing payments	£700,000	£700,000	£700,000	£700,000	£700,000	£3,500,000
Small grants	£300,000	£300,000	£300,000	£300,000	£300,000	£1,500,000
Young Adults and Transition	£100,000	£100,000	£100,000	£100,000	£100,000	£500,000
Health Liaison project	£100,000	£100,000	£100,000	£100,000	£100,000	£500,000
Dementia	£360,000	£360,000	£360,000	£360,000	£360,000	£1,800,000
<b>Total</b>	<b>£3,085,427</b>	<b>£3,085,427</b>	<b>£3,085,427</b>	<b>£3,085,427</b>	<b>£3,085,427</b>	<b>£15,427,135</b>

6.6.4 The proposed fixed price contract 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 and the different timeframes of particularly the grant funding.

6.6.5 Where contingent issues arise (most likely in the 5<sup>th</sup> 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.

6.6.6 The application of preventative strategies is a key element in reducing "downstream" effects on individuals which subsequently reduces the costs to the Council and other partners e.g. Health and Birmingham as a whole.

6.6.7 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.

6.6.8 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 future commissioning strategies that support the overall preventative agenda. Some elements of the contract payments will be based on results giving further reassurance of value for money. Such considerations are detailed further in the procurement strategy and through the report text below.

- 6.6.9 The savings generated as a result of this procurement will not result in a budget reduction and will contribute to offsetting the following service area existing budget pressure, Adult Social Care, Residential Care and Home Support, by supporting vulnerable people to remain living independently in their own homes with support from family members.

## **6.7 Procurement Implications**

- 6.7.1 The full range of services to be procured is set out in the Birmingham Carers Hub Procurement Strategy; see **Appendix 1**.
- 6.7.2 It is proposed to tender for a payment by outcomes contract (PbO) which will combine the use of quantitative KPI data, quality assurance of service delivery alongside the outcomes delivered for citizens. An outcomes framework has been developed, see **Appendix 2**, and includes the following high-level outcomes: health and wellbeing, relational life and connection to and participation in community networks and assets, economic wellbeing and recognition and identification of carer role.
- 6.7.3 Birmingham Business Charter for Social Responsibility (BBC4SR) will be applied within the threshold of the Charter requirements and contract value.
- 6.7.4 Pre-procurement Duty under the Public Service (Social Value) Act 2012. Bidders will be asked how their bid addresses social value as part of the evaluation. Consideration of whether to undertake a consultation exercise was discussed during the planning stage and it was agreed that this would not be required as tenderers will be asked how their bid addresses social value as part of the evaluation and no additional stakeholder consultation was required. This consideration also included how this procurement exercise might improve the social and economic well-being of the city and will be addressed by evaluating social value.
- 6.7.5 For more information see the procurement strategy set out in **Appendix 1**. Note the procurement strategy is written as a stand-alone document for the project.

## **6.8 Human Resources Implications**

- 6.8.1 The recommissioning, procurement and subsequent contract awards and contract management will be undertaken by staff within the Adult Social Care Directorate in conjunction with Finance, Legal and Procurement colleagues.

## **6.9 Public Sector Equality Duty**

- 6.9.1 An Initial Impact Assessment has been carried out and no adverse impacts have been identified and a Full Impact Assessment is not recommended at this stage. Any potential impacts that emerge during the re-commissioning and procurement will be monitored and mitigated inherently within the process and managed via the Risk Management process. Risk logs will be maintained to allow further considerations and will include contract award and mobilisation. See **Appendix 3** for the Initial Equality Assessment.

## **6.10 Environmental and Sustainability Implications**

6.10.1 Not applicable - Financial report with no sustainability/environmental implications

## **7 Appendices**

1. Procurement Strategy
2. Performance Outcome Framework
3. Equality Assessment

### **Background Documents**

- 7.1 Birmingham City Council Plan: 2018 -2022
- 7.2 Health and Well-being Strategy
- 7.3 Financial inclusion strategy 2016+
- 7.4 Refresh of Adult Social Care Vision and Strategy - Cabinet Dec 2020
- 7.5 Putting Prevention First - Supporting the Implementation of the Vision for Adult Social Care & Health - Cabinet Nov 2017
- 7.6 Cabinet Report 8<sup>th</sup> February 2022 - Birmingham Carers Strategy 2018+ consultation and recommissioning of Birmingham Carers Hub
- 7.7 People at the Heart of Care: Adult Social Care Reform White Paper – Dec 2021
- 7.8 Birmingham Levelling up Strategy: November 2021
- 7.9 Care Act 2014