

**Support to Live at Home (STLAH) and
Adult Community Support & Enablement Service (ACSES)**

1.0 Introduction

- 1.1 This report provides an update to the Overview and Scrutiny Committee on the current arrangements for the delivery of care and support services to individuals living in their own home.
- 1.2 The report follows two recent separate procurements led by the Adult Joint Commissioning Team for:-
- services for vulnerable working age adults including those with learning disabilities – Adult Community Support & Enablement Service (ACSES) (previously known as supported living). These include supporting people to manage a tenancy, develop independent living skills and/or find employment.
 - services to support predominantly older people – Support to Live at Home (STLAH) (previously known as domiciliary care). These include helping people with personal care or to carry out daily living tasks.
- 1.3 The procurements were concluded in 2017 following a series of Cabinet reports seeking to re-shape how home care services were delivered across the borough to ensure that service users receive personalised, outcome and progression focussed support of the right type, right level and at the right time.

2.0 Background

- 2.1 The contracts for supported living for users with a learning disability had been rolled forward for a number of years. The contract for domiciliary care for older people ended in March 2016.
- 2.2 In addition, for a variety of reasons, including historic arrangements, some packages of support were being purchased from providers who did not have a contract with the Council, leaving the Council at risk of challenge due to the lack of performance and quality monitoring of those providers.
- 2.3 In January 2016, Cabinet considered a report by the service entitled ‘Adult Learning Disabilities Transformation – Phase Two Commissioning Business Case’. The report described a new model of accommodation and support services for people with a learning disability, which would improve outcomes at a lower lifetime cost than services available at that time.
- 2.4 The main characteristic of the model was based on three levels of support - standard, complex and specialist - dependent upon need. This support would help individuals to live independently in the community either in their own home or as a tenant in supported accommodation. The new service specification described a progression focussed model of support, enabling service users to develop greater independent living skills. This would result in service users needing less paid support in the long term whilst maximising their own skills and abilities.

- 2.5 In considering the report, Cabinet were also asked to review proposals for the Council's in-house supported living service. Cabinet agreed that the Council service should be invited to tender and be evaluated alongside other independent sector providers.
- 2.6 For the ACSES framework, it was also decided that the scope of the contract would be widened to cover all working age adults including those with a learning disability, mental ill health, physical disabilities and/or sensory impairments and those with autistic spectrum conditions.
- 2.7 Additionally, in March 2016, Cabinet agreed that the Adult Joint Commissioning Unit could procure a new framework for homecare and support services under the name of Support to Live at Home (STLAH). The framework would replace all directly commissioned domiciliary care services for older people and, as with ACSES, would focus on supporting individuals to maximise their independence where possible.
- 2.8 Due to the similarities between the two procurements, the Adult Joint Commissioning Unit took the decision to run both procurement exercises in parallel utilising the support of an external consultant to support the tender process.
- 2.9 In line with Barnsley's Health and Wellbeing Strategy 2014-2019, both contracts have been designed to support the personalisation agenda. Services focus on the principles of enablement, recovery and self-care, helping individuals to gain or re-gain the skills they need to live independently and to improve resilience. STLAH and ACSES required a shift in thinking and approach from traditional models of care which have tended to focus on maintenance rather than promoting independence.

3.0 Current Position

Adult Community Support & Enablement Service (ACSES)

- 3.1 The procurement of the ACSES contract concluded in January 2017 resulting in seven providers being awarded a place on the framework which went live in April 2017. Three providers awarded a position on the framework were already delivering services across the borough, four providers were new to the area.
- 3.2 Since the contract was awarded, one provider has served notice citing a lack of referrals as the reason. Commissioners investigated this and found that the lack of referrals was because there wasn't a significant need for the services the provider was offering. This provider was not delivering support in the borough and as such no service users were affected by this decision.
- 3.3 Following consultation with staff and trade union representatives the Council's in-house supported living service took the decision not to tender for a place on the framework. Consequently all in-house support packages were offered to new providers in 'lots' as part of the tender process. Two providers were successful in acquiring this business and packages were transferred in July 2017 along with the TUPE (Transfer of Undertakings (Protection of Employment)) transfer of 66 Barnsley Metropolitan Borough Council (BMBC) staff.
- 3.4 The contract for ACSES operates borough wide and providers are selected using a mini tender process which seeks to identify the provider best placed to support the individual through a written response to an informal profile of the individuals' needs, aspirations and desired outcomes. Where it is possible, and time allows, service users and family are invited to take part in the mini tender process to promote the choice and control agenda and empower service users to actively select the provider they feel able to meet their needs.

- 3.5 The Council currently commissions 4,200 core hours of support per week under the ACSES framework which are delivered in 24 properties shared by a number of service users. An additional 3,500 hours of support are also commissioned to provide one-to-one support to 130 service users.

Support to Live at Home (STLAH)

- 3.6 The procurement of the STLAH contract concluded in July 2017 resulting in five providers being awarded a place on the framework which went live in September 2017. The contract period is for three years with an option to extend for a further two years.
- 3.7 The contract for STLAH differs from the ACSES contract in that it is based on a geographic model with up to two providers contracted to deliver support in six localities across the borough (based on Local Area Council structures). This model allows providers to develop a good understanding of the local community as well as reducing travel time and costs as travel is limited to the contracted area.
- 3.8 The contract is intended to operate on a week on, week off rota, with providers expected to 'guarantee pick up' on their week, reducing the time spent by social workers trying to identify a provider for a package of care.
- 3.9 The Council currently commissions approximately 3,500 hours of support to individuals under the STLAH framework supporting 620 service users.

4.0 Future Plans & Challenges

- 4.1 In the procurement of the ACSES contract the three key providers previously supporting people with mental health issues in the borough either did not tender or were not awarded a place on the framework. This has been a challenge for Community Mental Health Teams as this meant that service users wanting to keep their existing provider were required to take a direct payment and manage their own package of support. Two new providers were awarded a place on the framework however only one has picked up packages to date. Commissioners are currently concluding a further procurement process to broaden the option of support providers for both staff and service users.
- 4.2 In the awarding of the ACSES contract, providers were advised that commissioners intended to develop and implement an outcome focussed monitoring tool to monitor the performance and quality of support delivered. This will be done in partnership with providers, staff and service users over the next 12 month period.
- 4.3 Since the launch of the STLAH contract in September 2017 a number of issues have been logged including providers' inability to 'pick up' in line with the contract specification. One provider has shared a verbal intent to withdraw from the market citing a lack of referrals as the reason. As such, commissioners are now completing a review of the framework operation to consider any gaps in service delivery.
- 4.4 Within the first year of a contract being awarded, providers are required to implement Electronic Call Monitoring Systems (ECMS). The tagging system will be utilised to accurately record the amount of time a care worker is in the service users' property. This will result in more precise billing information for the provider. Contracts Officers are currently working with providers on implementation plans to ensure ECM Systems work with Council payment systems and as such no providers have yet fully implemented ECMS.
- 4.5 Some STLAH providers continue to challenge the hourly rates paid for support, which, as part of the tender process, were agreed through a negotiated process. Commissioners

continue to work with providers to monitor costs and risks around sustainability in the current market through regular contract meetings and provider forums.

- 4.6 Recruitment and retention remains a key challenge in the social care sector and feedback from both ACSES and STLAH providers has confirmed this. Commissioners are committed to working closely with the market to ensure services remain sustainable and deliver the required outcomes for service users.

5.0 Invited Witnesses

- 5.1 The following experts have been invited to today's meeting to answer questions from the committee:

- Rachel Dickinson, Executive Director - People
- Lennie Sahota, Service Director - Adult Social Care & Health
- Sharon Graham, Head of Service - Joint Commissioning
- Jane Wood, Head of Service - Assessment & Care Management
- Claire Edgar, Head of Service - Mental Health & Disability
- Councillor Margaret Bruff, Cabinet Spokesperson for People - Safeguarding

6.0 Possible Areas for Investigation

- 6.1 Members may wish to ask questions around the following areas:

- How will you determine whether providers are delivering quality services that are in line with the contract requirements?
- How are you managing change and customer expectations?
- What has been learned in the 12 months since the implementation of the ACSES contracts and what has been the impact upon service users?
- How realistic are the aspirations and expectations placed upon providers given the financial envelope and are they sustainable?
- How is the pressure on Community Mental Health Teams and social workers being managed?
- What has been the impact upon service users of providers' inability to 'pick up' and how is this to be resolved?
- What methods are being adopted to ensure that providers can attract and retain staff within the social care sector?
- How is feedback being used to shape the service?
- Which groups of service users are currently not being supported as well as they could be and when will this be resolved?
- When do you expect the two services to be fully embedded and delivering a quality service without any gaps, including the implementation of the ECMS?
- What actions could be taken by Members to support the service and the communities involved?

7.0 Background Papers and Useful Links

- BMBC – ‘Adult Learning Disability Transformation Phase Two’ Cabinet Report:
<http://barnsleymbc.moderngov.co.uk/documents/s10225/Adult%20Learning%20Disability%20Transformation%20Progress.pdf>
- BMBC ‘Domiciliary Care Procurement Contract (Support to Live at Home)’ Cabinet Report:
<https://barnsleymbcintranet.moderngov.co.uk/mgAi.aspx?ID=4366>
- Barnsley Health & Wellbeing Board - ‘Barnsley Health & Wellbeing Strategy 2014-2019’:
<http://www.barnsleyccg.nhs.uk/CCG%20Downloads/CCG%20Documents/Plans%20and%20strategies/HWBSFINAL.pdf>

8.0 Glossary

ACSES	Adult Community Support & Enablement Service
BMBC	Barnsley Metropolitan Borough Council
ECMS	Electronic Call Monitoring Systems
STLH	Support to Live at Home
TUPE	Transfer of Undertakings (Protection of Employment)

9.0 Officer Contact

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