



ADULT SOCIAL CARE AND PUBLIC HEALTH COMMITTEE

TUESDAY 25 JANUARY 2021

REPORT TITLE	SHARED LIVES SERVICE – DEVELOPED MODEL OPTION
REPORT OF	DIRECTOR OF CARE AND HEALTH

REPORT SUMMARY

The report provides a summary of the developed Shared Lives Option paper which was approved for progression at the Adult Social Care and Public Health Committee on 23rd September 2021.

The report of 23rd September 2021 provided members with a summary of the outcome of the review of the current Shared Lives Model on Wirral the report included an officer recommendation for future service delivery detailing benefits, costs, and efficiencies. Members requested a further detailed developed paper on the recommended option. This report includes a detailed breakdown of the developed option and provides an update on establishing a Shared Lives framework.

This is a key decision and affects all wards.

RECOMMENDATION/S

The Adult Social Care and Public Health Committee is recommended to:

1. Authorise approval for the development of an in-house Shared Lives Model to be delivered during financial year 2022/2023.
2. Give delegated authority to the Director of Health and Care to:
 - A) Establish a procurement framework of Shared Lives providers to compliment the inhouse Shared Lives service, and
 - B) Extend the current Shared Lives contract for 12 months to enable the new service developments to be put in place.

SUPPORTING INFORMATION

1.0 REASON/S FOR RECOMMENDATION/S

- 1.1 The Council has seen a drop in the number of Shared Lives cases over the lifetime of the current contract.
- 1.2 The Council is ambitious to evidence growth in the Shared Lives service as a cost-effective model which can deliver better outcomes for people.
- 1.3 Officers have undertaken a comprehensive engagement exercise the outcome of which supports the transition to an inhouse service with a complementary framework.

2.0 OTHER OPTIONS CONSIDERED

2.1 **Option 1- Re-tender to the Community Care Market**

To procure the Shared Lives service through an open procurement exercise in line with procurement regulations to the community care market and identify and award a contract to an external care provider to deliver the service.

2.2 **Option 2-Arm's Length Management Organisation (ALMO)**

Set up a new or work with an existing Arm's Length Management Organisation within Wirral Council to manage, recruit, grow and deliver a Shared Lives Service. The service would be required to register with CQC (Care Quality Commission) and operate as a registered service within Wirral Council either alongside its exiting companies or as a new venture.

2.3 **Option 3-Wirral Council in-house Service**

To establish an in-house Council service aligned to the Adult Social Care commissioning team. To Manage, recruit, grow and deliver a shared lives service, registered with Care Quality Commission to be fully compliant, and to work with delegated social work providers to grow the Shared Lives offer on Wirral as a first option considered where possible.

2.4 **Option 5-Delegated to an NHS provider to provide Shared Lives Service**

To establish a Shared Lives Service to manage, recruit, grow and deliver a service registered as part of existing Care Quality Commission for Adults and Community Health or as an additional community adult social care service.

2.5 **Option 6-Delegated to an NHS provider with a complimentary Framework for Shared Lives Services**

To establish a Shared Lives Service to manage, recruit, grow and deliver a service registered as part of existing Care Quality Commission for Adults and Community Health or as an additional community adult social care service. with an offer of a complimentary framework for Shared Lives services.

3.0 BACKGROUND INFORMATION

3.1 Shared Lives is a housing with care and support model provided by individuals, couples and families in their own homes who have been approved and trained for that role. An individual will live with a Shared Lives carer as part of their daily living arrangements within the carers home. Shared Lives Carers can provide support either within or outside of the home of the carer. Shared Lives carers are self-employed.

3.2 The Shared Lives model enables a wide range of people who need support to live independent lives and have their health and wellbeing promoted. Shared Lives can:

- Reduce the need for admission to hospital or residential care.
- Improve outcomes for individual and ensure they are tied into local communities.
- Reduce the number of people going into other long term care options, like residential or nursing homes.
- Support people within a community setting, providing support form arrange of natural assets and community resources.
- Support disabled or ill parents to continue to look after their children and young people (aged 16+) in transition to adulthood.
- Offers people an alternative and highly flexible form of accommodation and support inside or outside the home, provided by ordinary individuals or families (Shared Lives Carer) in the local community.
- Enable people to lead an ordinary life in a family home who use services to share in the life and activities of the Shared Lives Carer.

3.3 **The Shared Lives Model can provide for the following people:**

- Adults with learning disabilities
- Adults with Autism
- Adults who experience mental health problems
- People with physical disability
- People with sensory impairment
- Older People including people with dementia
- Young adults transitioning from Children's Services

3.4 **The Shared Lives model can provide the following service types**

- Long term placements – individuals are matched to carers/and their families and live in the carers home on a long-term basis.
- Short term placements – individuals are matched to carers/ and their families and live in the carers home for short periods.
- Short Breaks– temporary placements, emergency placements, break for carers
- Day Support placements – where an individual placed with a carer long term is placed with other shared lives carer for a day to provide respite to the long-term carer

- Day services – to be introduced as part of the re-model of this service, where individuals can receive day care in a shared lives carers home and access the community with their carer. To also provide a period of recovery following hospital discharge and a re-cooperation service to alleviate current pressures.

3.5 Current Activity and costs

At the start of the existing contract with the incumbent external provider in January 2017, Wirral had 46 Wirral Council funded Shared Lives long term placements. As of October, 2021, Shared Lives Placements have reduced to 41 long term placements. The Council had expressed an ambition to grow the service offer which had not been realised. This was part of a strategy to keep people out of long-term care and part of the commissioning consultations and contractual discussion.

Total cost of the current model is £973,912.00 per annum.

This model supports the Council's Wirral 2025 outcomes:

- A brighter future for young people and families regardless of their backgrounds or where they live.
- Safe vibrant communities where people want to live and raise their families.
- Services that help people live happy independent lives with public services there for them when they need it.
- A prosperous and inclusive economy where local people can get good jobs and achieve their aspirations.

3.6 Benchmarking for in house Fee Model

The Table below shows the Fee that is paid to the Carer for a long-term Shared Lives placement

Local Authority	Model	Long Term Fee(weekly)
LA1	ALMO	£365.89
LA2	ALMO	£420.00 – Standard £630.00 - Complex
LA4	In-house service with a complimentary framework	£306.08

3.7 Proposed Fee Model for Inhouse Service with complimentary framework of providers

Service Type	Rate	Payment
Long term	£340.00 per week	Paid to carer

Short Breaks	£340.00 per week	Paid to carer
Day Support	£9.50 per hour *	Paid to carer
Day Services	£34.00 per session	Paid to carer
Long term (high end additional support needs)	various	Paid to carer
Management Fee (complimentary framework providers)	£79.00	Paid to management provider

*** Real Living Wage Foundation has recommended £9.90**

The majority of people in receipt of a long-term shared lives placement are on Band 3. The proposed model will move from 3 band rates to 1 band rate to Band 3 will be paid for people living long term with a carer plus any additional hours for anything that is exceptional based on assessed need and complexity. There are a small number of people that have additional hours that create additional costs.

All rates will be agreed in line with the annual rates and fees engagement exercise and will be reference and summarised in the annual fees and rates report at the Adult Social Care and Public Health Committee in March 2022.

3.8 Care Act Review and Charging

- 3.8.1 All service users will have a Care Act review and assessment of their needs prior to the transfer from the incumbent provider to the new in-house service. including application of assessed charging.
- 3.8.2 Wirral currently apply the non- residential charging policy rules to determine an individual's weekly assessed contribution towards the services they are in receipt of.
- 3.8.3 Research has been carried out with other Councils across the region to identify the Charging Policy applied to those in receipt of a Shared Lives Service, all Councils researched apply the Non-Residential Charging Policy to determine individuals assessed contribution towards the services they are in receipt of.

The table below details the charging policy applied by other authorities

Local Authority	Charging Policy applied
LA1	Non - residential
LA2	Non - residential

3.9 Proposed Complimentary Framework of Providers

- 3.9.1 Officers will carry out a soft market testing exercise to establish capabilities across the community care market of providers that can deliver Shared Lives services, in line with the specification for the model. This will enable officers to develop a framework of providers to support the in-house model and growth of the service. This will be carried out in line with the council's procurement rules.
- 3.9.2 Officers have prepared documentation to carry out a soft market testing exercise to identify providers pending approval at committee.

3.10 Current cost of Shared Lives placements are shown in the table below

Current costs of Shared Lives Placements	Total cost (on current activity)	12-month cost including growth to 67 Placements over the year	Total costs after 100% growth (18 months target – 80 placements)
Standard residential long-term care		167,469	549,556
Supported living placements		394,377	1,294,163
Current Shared Lives placement costs	973,912	973,912	973,912
Total placement costs	973,912	1,535,758	2,817,631

- 3.10.1 If the current model was to remain the same with no growth in the Shared Lives Placements, the above table gives a comparison of the likely cost of paying for alternative provisions within residential care and Supported Living

3.11 Planned Growth for the proposed in-house model

3.11.1 Targets for growth over 18 months

It is the Council's ambition to grow the service as outlined below:

- 40 long term placements beds growing to 80 in 18 months
- 8 short term (of 4 weeks per client) growing to 16 in 18 months
- Day support of 111.5 hours growing to 223 in 18 months
- Introduction of Day service growing to 25 clients accessing 5 sessions per week in 18 months
- Short Breaks of 102 nights growing to 204 in 18 months

3.12 **Proposed costs of inhouse service including growth of service with complimentary framework of providers**

Proposed In House model with complimentary framework of providers	Total cost (on current activity)	12-month cost including growth	Total costs after 100% growth (18 months target)
Employees (DBS checks and In-house recruitment)	193,417	231,590	269,762
Training, Marketing, Registration (CQC membership, Shared Lives Plus membership (including recruitment portal), Marketing, DBS checks for carers)	10,587	12,329	13,427
IT & Computing (Computers and mobile phones)	6,000	6,000	6,000
Recharge - Support, Management and Buildings (Corporate overhead, back-office functions, Finance, Organisational Development)	31,074	42,050	64,872
Support (Actual cost of the placement including any management fees)	825,802	1,151,761	1,873,199
Total	1,066,880	1,443,730	2,227,259
Costs/Cost avoidance	-92,968	92,028	590,372

3.12.1 In addition there will be further one-off transitional costs of £39,082.00 to support the embedding of the In-House Service. These costs include 3 months of staffing costs and Care Quality Commission registration fee.

3.12.2 Funding will be sourced from The Adult Social Care Budget, the investing to save model will create better outcomes for people and avoid other costs in alternative more expensive services.

3.12.3 **Description and breakdown of staffing establishment for proposed in house model**

Job Title	Grade	FTE	Total cost (on current activity)	12-month cost including growth	Total costs after 100% growth (18 months target)
Registered Manager	PO12	1	£71,079	£71,079	£71,079
Senior Placement Officer	Band G	1	£44,882	£44,882	£44,882
Placement Officer	Band F	2	£76,234	£114,351	£152,468

(2 FTE increasing to 4 with growth)					
DBS checks - staff			£222	£278	£333
Inhouse recruitment			£1,000	£1,000	£1,000
Total Employee costs			£193,417	£231,590	£269,762

Job descriptions and pay grades will be subject to the Council's procedures for establishing job descriptions, pay grades and recruitment processes

3.13 Regulatory requirements (CQC)

3.13.1 The proposed in-house service will be registered Registration with the Care Quality Commission to ensure that the council is compliant and that the service is regulated with the CQC with an appointed registered manager. The cost of the CQC registration is £239.00 plus £54.30 per service user. If the council achieves the outcome of 60 for the in-house model, there will be a regulatory cost of £3,497 per year.

3.14 TUPE implications

Officers will consider if TUPE applies and will discuss with incumbent provider and liaise with Organisational Development and legal. This only applies to staff employed by the incumbent provider. Shared Lives carers are considered to be self – employed and the TUPE Regulations currently apply to employees. Therefore, the TUPE regulation should not apply to Shared Lives carers.

3.15 Transfer of existing Shared Lives carers

3.15.1 All existing Shared Lives placements and the management of the Shared Lives carers will transfer to the proposed new model once it is agreed, established and operational. This will be achieved as part of a managed process with the incumbent provider through an agreed transitional period and will ensure minimum disruption for both Shared Lives carers and the people they care for.

3.16 Extension of existing provider contract

3.16.1 Seeking approval as above, this will enable the incumbent provider a longer period for transition and handover. The existing contract with the incumbent provider to be extended from 8th January 2022 to 31st March 2023 to allow for transition to the new model, establishment of the proposed in-house Shared Lives service and Care Quality Commission Registration requirements within procurement regulations.

4.0 FINANCIAL IMPLICATIONS

4.1 Table of Costed Model for proposed in house service

Number of placements allowing for growth in service	Costs - Annual
40 placements	£1,066,880.00
40 Placements inclusive of growth up to 67 placements over first 12 months	£1,443,730.00
80 placements	£2,227,259.00

Although the new proposed model would cost more than the existing model, it will divert away from more expensive alternative options such as standard residential care and supported Living placements. With the initial investment in the service to achieve growth this means that this option still meets efficiencies that will result in a saving of £590,372.00 per annum to be realised for financial years 2024/2025 onwards

5.0 LEGAL IMPLICATIONS

- 5.1 The current contract will be extended from 8th January 2022 to 7th January 2023 to support the transition to the new service offer in Quarter 2 of financial year 2022/2023.
- 5.2 The service will be CQC registered to be compliant to ensure that the Council is fully registered with CQC as a regulated service. A registered manager and responsible person are appointed.
- 5.3 As the new service offer will be delivered in financial year 2022/2023 there will be no contractual obligation to the incumbent provider from 7th January 2023.
- 5.4 TUPE obligations will be met as part of the service transfer of staff to the council. Officers will work with HR and OD and Legal with regard to any TUPE implications.

6.0 RESOURCE IMPLICATIONS: STAFFING, ICT AND ASSETS

- 6.1 The inhouse Shared Lives staffing establishment will be confirmed through internal processes and managed through the councils' agreed procedures for establishing posts and recruiting staff.
- 6.2 All new staff will be required to work with the council hybrid working arrangements and any future models of staff deployment.
- 6.3 A Team Development plan will be established and will require input from organisational development in relation to meeting the development requirements of the new service.
- 6.4 All staff will require I.T equipment and be able to work from a variety of settings including the homes of carers.

7.0 RELEVANT RISKS

- 7.1 Inability to recruit, staff and carers and deliver at the pace required would be a risk and the council would not be able to deliver this new service.
- 7.2 TUPE liability for staff transfer from incumbent provider could be a risk. Officers will need to work with HR and OD and Legal to work through and identify if TUPE applies and mitigate any risks.
- 7.3 The Council would need to ensure legal compliance with CQC registration to meet timescales and to ensure that the council are fully registered to deliver the in-house service
- 7.4 Contract extension of the existing contract until the new service is operational. Officers will need to ensure that incumbent provider are in a position to extend their contract until the service is delivered and operational.

8.0 ENGAGEMENT/CONSULTATION

- 8.1 We have undertaken an engagement exercise. Engagement with other regional local authorities has taken place to explore options for the future model. Commissioners met with existing providers and stakeholders.

8.2 Engagement Exercise timetable

Engagement Session	Date
1. PSS Shared Lives Provider	18.10.21
2. Shared Lives – PSS Carers Engagement Session (detail up to 12 representatives plus individual sessions as requested)	26.10.21
3. Social Work Teams CWP/NHS Foundation Trust Providers	27.10.21
4. Housing Benefit	28.10.21
5. Finance/Accountancy	28.10.21
6. Union	29.10.21
7. Together all Are Able	01.11.21
8. Shared Lives - Service User Engagement Session	03.11.21
9. Options Paper Session	09.11.21
10. Shared Lives Pus Engagement Session	10.11.21
11. PSS Shared Lives Provider	16.11.21
12. Together all are Able	18.11.21
13. Shared Lives Engagement Session - TUPE	23.11.21
14. Shared Lives Carer's Engagement Session	29.11.21
15. Shared Lives Engagement Session for People who are Supported	30.11.21
16. Shared Lives Carer's Engagement Session	30.11.21
17. Shared Lives Engagement HR – TUPE	03.12.21

18. Shared Lives Carer's Engagement Session	06.12.21
19. PSS Shared Lives Update Meeting	08.12.21
20. Shared Lives Carer's Engagement Session	08.12.21
21. Shared Lives Personal Finance Unit Engagement session	09.12.21

8.2.1 Engagement feedback

8.2.2 Shared Lives Carers key themes:

- Carers feel that they can play a greater role in meeting local demand and think increased referral numbers would greater opportunity for more people to be supported in a Shared Lives home.
- Information contained in Care plans needs to be robust to make informed decisions about placements
- Carers expressed concerns about the ability to choose whether they transfer to an in-house service, and if so that sufficient support arrangements would be in place.
- Carers expressed a view that they would welcome review of existing Shared Lives recipients prior to any proposed transfer.
- Carers expressed a wish to remain connected to the National Shared Lives Plus Scheme and the benefits that that can bring to Shared Lives Carers.
- Carers sought assurance that they be fully supported with the council in house model.
- Carers would like to feel more included about the Shared Lives service and be able to co-produce services locally.
- Concerns raised about multiple Shared Lives providers on a shared framework.
- Shared Lives carers would like to raise the profile of the Shared Lives service within the Wirral Health and Care system and also its committee and governance structure.
- Shared Lives carers sought assurance that rates would not be reduced.
- Shared Lives carers would like to see an increase in short break placements
- Carers sought assurance that a day service offer would be in place for people and that they would not be adversely affected by closures in other areas e.g., day services

- Shared Lives carers would like to see increased Carers Networking opportunities.

8.2.3 People who are placed within Shared Lives services key themes:

- Very happy in their current placements
- Would like more disposable income to facilitate increased social inclusion
- Would like to see more people access shared lives
- Feels that they have more opportunities in shared lives than people they know who live in supported living, they are more part of the community

9.0 EQUALITY IMPLICATIONS

9.1 Equality implications are embedded into the procurement and tender processes used as part of the application process and are taken into account when evaluating tender applications. Equalities implications are also part of the decision-making process when an award is made.

[Equality Impact Assessments | www.wirral.gov.uk](http://www.wirral.gov.uk)

9.2 Would affect all shared lives placements across the borough.

9.3 The council will need to ensure that it has met the equality standards for any staff transferring or new staff.

9.4 An enhanced service provides more family and caring settings for more people with diverse needs.

10.0 ENVIRONMENT AND CLIMATE IMPLICATIONS

10.1 Commissioners would work to minimise environmental impact of any commissioning activity

11.0 COMMUNITY WEALTH IMPLICATIONS

11.1 The service will transfer from a provider that is out of borough to a service provider located in Wirral

11.2 Shared Lives carers are residents in Wirral and are paying Council Tax in Wirral

11.3 The number of Shared Lives Carers will grow on Wirral, and will result in more local people employed supporting the care sector

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APPENDICES

N/A

BACKGROUND PAPERS

<https://sharedlivesplus.org.uk/register/>

Summary document of engagement activity

SUBJECT HISTORY (last 3 years)

Council Meeting	Date
Adult Social Care and Public Health Committee	23 September 2021