

## Decision Report

Committee: N/A

Meeting or Proposed Decision Date –  
18/07/2024

Key Decision – Yes]



---

### Shared Lives scheme in Somerset

Chair of Committee: N/A

Executive Member(s): Cllr Wakefield

Local Member(s) and Division(s) affected: All

Executive Director: Mel Lock

#### Executive Summary

This report seeks agreement for the recommendation that Bidder B are awarded the contract to deliver and manage the Shared Lives service in Somerset from 1 October 2024 for an initial period of 5 years. The current contract ends on 30 September 2024 and a full recommissioning exercise has been undertaken, including a formal tender process.

#### Recommendations

That the Executive Member for Adult Social Care agrees:

- To approve the recommission of the management of the Somerset Shared Lives scheme and the award of the contract to Bidder B, at a cost of £390,000 per annum, for a period of 5 years from 01 October 2024. The cumulative value, before any inflationary increases that may be awarded as part of the annual Adult Social Care Fees and Charges inflationary uplift process is £1,950,000 for 5 years and £2,730,000 in total if options to extend the contract are exercised.
- To delegate authority to an authorised officer to sign the contract.

#### Reasons for Proposals

The current contract ends on 30 September 2024. Therefore, a full re-commissioning and procurement exercise has been undertaken to contract with a provider to deliver the management of the existing Shared Lives scheme following the end of the current contract term. Whilst the contract relates to the management of the scheme, the service specification has been designed to ensure that Shared Lives carers are supported in their role as much as possible, and where there are concerns for them, that they will be acted on swiftly.

The Local Authority role is seen as critical and under section 5 of the Care Act, the duty to shape and maintain an efficient and effective market of services for meeting care and support needs in the local area is firmly placed with Somerset Council.

Report Author: Stephen Miles, Acting Strategic Manager – Adult Services  
Sarah Codling, Senior Commissioning Officer

Contact Details: 01823 359157 / [stephen.miles@somerset.gov.uk](mailto:stephen.miles@somerset.gov.uk)  
01823 357796 / [sarah.codling@somerset.gov.uk](mailto:sarah.codling@somerset.gov.uk)

## Main report and supporting information



### Background and purpose of report

Shared Lives is a type of statutory care and support defined by the Care Quality Commission where an individual or family is paid to include a disabled or older person in their family and community life. In most cases the person lives with the Shared Lives Carer and their family on a long-term basis, although Shared Lives Carers can also support people living in their own homes through day support at the Shared Lives Carers home, provide respite care for an unpaid family Carer(s) or act as a “stepping stone” for someone who wants to live independently.

One of the key differences between Shared Lives and other types of care and support is that it is the Shared Lives Scheme that provides the regulated activity of Personal Care and is regulated by CQC under the Health and Social Care Act (2008), not individual Shared Lives Carers, who are self-employed and not employed by the Scheme. It is an alternative to supported living or residential care, provided at a much lower cost and with considerably better outcomes for individuals.

Somerset has had a Shared Lives scheme for many years, which was managed in-house prior to being externalised in 2019. Some key statistics relating to the service:

- 65 individuals currently supported long term via the scheme.
- >400 short term breaks supported by the scheme per annum.
- 56 Shared Lives Carers in Somerset

### Links to Council Plan and Medium-Term Financial Plan

Links to the Council Plan:

- A Healthy and Caring Somerset
- A Flourishing and Resilient Somerset.

Somerset Council has a statutory requirement to meet the social care and support needs of its population under the Care Act (2014).

This service is currently in operation, so this is not a new spend for Somerset Council, it is a recommission for a provider to operate the service for the next contract term.

The Somerset Shared Lives Scheme supports the Medium Term Financial Plan through the provision of a cost effective solution to other types of care that has been demonstrated by national research to deliver good outcomes for the individuals supported

The expected spend for the contract in 2024/25 is **£390,000**.

## **Other options considered**

The Care Quality Commission rates the sector as 96% good/outstanding, and national research has indicated that a Shared Lives placement cost is typically £30,000 per year lower per person for people with learning disabilities.

It is a service type that we wish to continue to commission and grow our use of in the future as a lower cost alternative to supported living or residential care, with better outcomes for individuals. Shared Lives is also crucial to the '*My Life My Future*' transformation programme for Adult Social Care.

Not recommissioning the service would result in the need to re-commission a new service for each individual currently supported - likely to be residential or supported living, costing considerably more and not being the choice of the individual, potentially reducing their independence and community links.

A full process to re-commission the service by the current contract end date of 30 September 2024 has been completed.

## **Key considerations for the Council**

### **Scrutiny comments / recommendations:**

1. All members of the Scrutiny Committee – Adults & Health received a written briefing relating to the re-commission of this service in May 2024 as it was not possible for Shared Lives to be included on a Committee Agenda until after the contract needed to be awarded in order to avoid seeking a waiver for a further extension. This approach was agreed with the Committee Chair. It was also agreed that the Committee will receive a briefing on Shared Lives early in 2025, that will include the new provider.

## **Consultation and feedback**

2. Informal consultation took place with operational colleagues within Adult Social Care as well as with commissioners in other areas of the South West, in order to identify existing barriers to accessing the service and opportunities for improvement. A consultation exercise was conducted with Shared Lives Carers which identified areas of success and areas for development, as well as instances where they had been able to make a positive difference in the lives of the people they support. Carers not able to attend this event could also contribute to the consultation by way of a survey sent to all carers. Some consultation interviews were also held with individuals supported by Shared Lives carers which provided another perspective on what works well and what does not in the delivery of the service.

- Information from this consultation activity was considered alongside the internal assessment of the current contract performance, in order to produce the service specification document. Potential bidders for the contract were required to consider and demonstrate how they have experience in and would work to achieve the requirements within this specification. Specific feedback from Shared Lives carers was also incorporated in to one of the quality questions bidders had to respond to, thereby ensuring that the voice of those using the service was reflected in the procurement process.

### Financial and Risk Implications

- This service is currently in operation, so this is not a new spend for Somerset Council, it is a recommission due to existing contract ending on 30<sup>th</sup> September 2024 due to notice being provided by the current provider.
- The contract duration is an initial 5-year term, with an option to extend up to a further 2 years.
- The annual cost is within the budget for 2024/25, but would be expected to rise as a result of inflation during the lifetime of the contract. The primary driver is increases in the national living wage and increases to the cost of providing breaks for Shared Lives Carers. All increases would be agreed for this category of care as part of the annual Adult Social Care fees and charges decision making process.
- These figures are solely for the management of the Somerset Shared Lives Scheme, and associated costs which include offering an annual break of up to 2 weeks per year for Shared Lives Carers. The weekly fees to paid to Shared Lives Carers, which Scheme manages on the Council's behalf as part of this contract, sit outside of this decision and are also reviewed annually as part of the Adult Social Care fees and charges decision making process.

Current Risk Score:

<b>Likelihood</b>	<b>2</b>	<b>Impact</b>	<b>4</b>	<b>Risk Score</b>	<b>8</b>
-------------------	----------	---------------	----------	-------------------	----------

Projected risk score if recommended actions are agreed and delivered:

<b>Likelihood</b>	<b>1</b>	<b>Impact</b>	<b>4</b>	<b>Risk Score</b>	<b>4</b>
-------------------	----------	---------------	----------	-------------------	----------

### Legal and Procurement Implications

- The recommission is for the management of the scheme in Somerset. This means that, due to the nature of the Shared Lives model of care and support being provided by self-employed individuals, existing individual care arrangements will continue to be provided under the current terms. This will enable Somerset County Council to continue its statutory responsibilities under the Care Act (2014) in relation to meeting their assessed eligible needs, until such time as there is a change to their care and support arrangements (excluding normal adjustments).

9. The Commercial and Procurement Control Board on 30 April 2024 agreed to the recommissioning process leading to the award of a new contract and the Commercial and Procurement Team have supported the procurement process. A report has been included as Appendix B. Legal services have also been engaged in developing the contract that will be issues for the service.

### **HR / Workforce Implications**

10. There are no HR implications.

### **Equalities Implications**

11. Due regard to the implications for individuals with protected characteristics under the Equality Act 2010 can be demonstrated via the Equality Impact Assessment (appended below). This assessment did not identify any potential negative impacts.

### **Community Safety Implications**

12. There are no negative impacts on community safety. One of the key benefits of the Shared Lives scheme is that it helps to reduce social isolation by placing individuals with families and encouraging access to the community.

### **Climate Change and Sustainability Implications**

13. There are no negative impacts on climate change or sustainability identified.

### **Health and Safety Implications**

14. There are no negative impacts on health and safety. Any care and support provided will be subject to Health and Safety regulations and the provider managing the service will have appropriate health and safety policies in place for their staff.

### **Health and Wellbeing Implications**

15. The proposed service will have no negative impacts on health and wellbeing. The service is designed to promote and improve health and wellbeing through independent living with a Shared lives carer. This can include supporting both physical and mental health.

### **Social Value**

16. Social value is at the heart of the services provided through this contract and this will continue with the new contract when this commences in 2024.

The following Priority areas are relevant to this service:

- Developing employment, skills and training opportunities, particularly for hard-to-reach/disabled/target groups.

- Improving health and wellbeing, maintaining independence and reducing inequalities of local residents and employees.
- Helping build community capacity and playing an active role in the local community, especially in those areas and communities with the greatest need.
- Reducing air pollution, particularly in urban areas.

The procurement process included a social value element comprising of 10% of the overall evaluation.

## Background Papers

None.

## Appendices

- Tender Evaluation Report – Appendix A
- Tender Evaluation Report – Appendix B (confidential)

## Report assurance checklist ahead of report publication (for Audit, Executive, Full Council and Scrutiny Committees)

	Officer Name	Date Completed
Legal & Governance Implications	David Clark	03/07/24
Finance & Procurement	Nicola Hix	03/07/24
Workforce (*)	Dawn Bettridge	N/A
Asset Management (*)	Oliver Woodhams	N/A
Executive Director	Relevant Executive Director	03/07/24
Executive Lead Member	Relevant Lead Member	10/07/24
<b>Consulted:</b>	Councillor Name	
Local Division Members	List local members	N/A
Opposition Spokesperson(s)	Relevant Opposition Spokesperson	03/07/24
Relevant Scrutiny Chair(s)	Relevant Chair	02/07/24

Note:




Directors may nominate additional officers to act on their behalf

(\*) – these areas only need to be consulted on proposals if the proposals have workforce or asset management implications

Reports will not be published if assurance checklist has not been adequately completed – report author to liaise with Democratic Services well ahead of publication deadlines

## Somerset Equality Impact Assessment

Before completing this EIA please ensure you have read the EIA guidance notes – available from your Equality Officer or [www.somerset.gov.uk/impactassessment](http://www.somerset.gov.uk/impactassessment)

<b>Organisation prepared for (mark as appropriate)</b>	 <b>Somerset</b> Council	 <b>NHS</b> <b>Somerset</b>	 <b>NHS</b> <b>Somerset</b> NHS Foundation Trust
<b>Version</b>	v1	<b>Date Completed</b>	21.06.24
<b>Description of what is being impact assessed</b>			
The recommendation that Bidder B is awarded the contract to deliver and manage the Shared Lives service in Somerset from 01 October 2024.			
<b>Evidence</b>			
<p><b>What data/information have you used to assess how this policy/service might impact on protected groups?</b> Sources such as the <a href="#">Office of National Statistics</a>, <a href="#">Somerset Intelligence Partnership</a>, <a href="#">Somerset’s Joint Strategic Needs Analysis (JSNA)</a>, Staff and/ or <a href="#">area profiles</a>,, should be detailed here</p> <p>Shared Lives is a type of statutory care and support defined by the Care Quality Commission where an individual or family is paid to include a disabled or older person in their family and community life.</p> <p>The independent regulator, the Care Quality Commission (CQC), produces an annual assessment of health care and adult social care. The latest national report, published in November 2022, highlighted several trends including recognition that, <i>“Inequalities pervade and persist across large parts of health and social care. It is vital that everyone, inclusively, has good quality care, and</i></p>			



*equal access, experience and outcomes from health and social care services.*” Somerset Council want people with a learning disability, autism, or both, to have the same opportunities as anyone else to live healthy, satisfying, and valued lives. This includes being active members of their communities, and having the opportunity to gain and retain real, paid, employment. The Council’s aspiration is that people will be supported to progress and gain new skills, with a focus on their individual outcomes, avoiding overly paternalistic approaches. Our view is that residential care services are not the best option for young people transitioning to adult services, and that they should instead be supported to remain as close to their families and communities as possible. Where residential care is considered, this should be within, or as close to, Somerset as possible.

Providers have a responsibility to ensure that services are accessible to all and are designed to meet the needs of the local population. Ethnicity must be considered through the protected characteristic of race. Levels of ethnicity are hard to measure due to ethnicity not being a single measure but a composite measure of many different factors that make up an individual or community. Also, the proportions of different ethnic groups in an area can change quickly. The most reliable estimates for ethnicity within Somerset are the 2021 census figures, revealing that the vast majority of the resident Somerset population is White with only 3.6% from all other ethnic groups combined. 8.7% of the Somerset population were from an ethnic group other than White: British. NHS England South West observe that, “*Two decades of literature has acknowledged that the intersection of ethnicity and disability, two marginalised identities in society, results in compounded discrimination. Discrimination exacerbates inequalities in relation to health outcomes and healthcare among people from these groups.*” [‘We deserve better: Ethnic minorities with a learning disability and access to healthcare –summary of findings’ 2023 NHS Race and Health Observatory & UCLA]

The population of Somerset is both rising and ageing and has the potential for significantly increased demand for health and care services with a decreasing working age population. While an ageing population is presenting challenges globally, there are a number of local factors that are likely to have a disproportional impact in Somerset.

Census 2021 data informs us that more than 100,000 Somerset residents have their day-to-day activities limited to some extent due to disability or a long-term health condition. This represents 18.7% of Somerset residents, or nearly one in five. These individuals would meet the definition of being disabled under the Equality Act. A further 45,000 Somerset residents (7.9% of all residents) have a long-term health condition which does not limit their day-to-day activities. There were around 50,000 Somerset residents who were providing unpaid care to a friend or relative at the time of the 2021 census. Of those, 26,000 – or 30% - provide more than 50 hours of care each week, although it is reasonably assumed that this is an underestimate due to a decrease in self-reporting following the Covid pandemic.

**Who have you consulted with to assess possible impact on protected groups and what have they told you?** If you have not consulted other people, please explain why?

As part of the recommissioning process, a range of consultation activity has taken place, including:

- Provider engagement event (an opportunity for potential providers to find out more about the service and the process as well as considering possible impacts on protected groups);
- Interviews with existing provider staff to understand the scheme in operation and consider possible impacts and mitigating measures;
- Consultation meeting with Shared Lives carers to explain the process, identify current areas of success and potential improvement, and capture outcomes achieved;
- Feedback survey sent via Mailchimp to all Shared Lives Somerset carers;
- Individual interview discussions about the scheme and its impact with people who draw support from it.

### Analysis of impact on protected groups

The Public Sector Equality Duty requires us to eliminate discrimination, advance equality of opportunity and foster good relations with protected groups. Consider how this policy/service will achieve these aims. In the table below, using the evidence outlined above and your own understanding, detail what considerations and potential impacts against each of the three aims of the Public Sector Equality Duty. Based on this information, make an assessment of the likely outcome, before you have implemented any mitigation.

Protected group	Summary of impact	Negative outcome	Neutral outcome	Positive outcome
Age	<p>The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff.</p> <ul style="list-style-type: none"> <li>•</li> </ul>	☐	☐	☒

<b>Disability</b>	<p>The service is most used by adults with a learning disability. Many adults accessing the service may have a learning disability and other diagnosed disabilities. The ethos will be to support people to remain/become as independent as possible. The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. This will include the need to respond to the full range of needs of people with disabilities, based on supporting people to remain as independent as possible within their Shared Lives home. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff.</p> <ul style="list-style-type: none"> <li>•</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>Gender reassignment</b>	<p>No impacts identified. The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff.</p> <ul style="list-style-type: none"> <li>•</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Marriage and civil partnership</b>	<p>The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff.</p> <ul style="list-style-type: none"> <li>•</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Pregnancy and maternity</b>	<p>The service is potentially able to support parents with a learning disability and can help to teach parenting skills, which may prevent unnecessary admission of a child in to care. The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff.</p> <ul style="list-style-type: none"> <li>•</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

<b>Race and ethnicity</b>	<p>People from all backgrounds and races will be able to have information and support provided in a range of formats and languages, to suit individual needs. Also, attention will be given to how care and support is delivered in order to achieve the outcomes agreed by the individual and tailored to suit their individual needs. The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff.</p> <ul style="list-style-type: none"> <li>•</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>Religion or belief</b>	<p>People of all religions and/or beliefs using the service will be supported to access different faith and belief provision, accompanied by an understanding of cultural practice based on this. Attention will be given to how care and support is delivered in order to achieve the outcomes agreed by the individual and tailored to suit their individual needs. The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff.</p> <ul style="list-style-type: none"> <li>•</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>Sex</b>	<p>No impacts identified. The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff.</p> <ul style="list-style-type: none"> <li>•</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<p>No impacts identified. The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff.</p> <ul style="list-style-type: none"> <li>•</li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

<b>Armed Forces (including serving personnel, families and veterans)</b>	No impacts identified. The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff. •	□	☒	□
<b>Other, e.g. carers, low income, rurality/isolation, etc.</b>	The service is open to all people who have Social Care Assessment. The service specification requires the provider to ensure that people will have the best possible quality of life, including life with other family members supported in a caring role. The specification requires the management of the scheme to recognise the diverse needs of Shared Lives families and tailor the support accordingly. It also stipulates a requirement that the service will ensure it supports equality of opportunity for all Scheme staff. •	□	□	☒

### Negative outcomes action plan

Where you have ascertained that there will potentially be negative outcomes, you are required to mitigate the impact of these. Please detail below the actions that you intend to take.

Action taken/to be taken	Date	Person responsible	How will it be monitored?	Action complete
Operationalisation of the contract to be monitored to ensure that the assessments above remains valid and that any issues identified are addressed.	31/12/2024	Sarah Codling	Through monitoring of the operation of the contract	□
Text	Select date	Text	Text	□
Text	Select date	Text	Text	□
Text	Select date	Text	Text	□
Text	Select date	Text	Text	□

Text	Select date	Text	Text	<input type="checkbox"/>
Text	Select date	Text	Text	<input type="checkbox"/>
Text	Select date	Text	Text	<input type="checkbox"/>
<b>If negative impacts remain, please provide an explanation below.</b>				
N/A				
<b>Completed by:</b>	<b>Sarah Codling, Senior Commissioning Officer</b>			
<b>Date</b>	<b>21.06.24</b>			
<b>Signed off by:</b>	<b>Stephen Miles</b>			
<b>Date</b>	<b>24/06/2024</b>			
<b>Equality Lead sign off name:</b>	Tom Rutland			
<b>Equality Lead sign off date:</b>	08/07/2024			
<b>To be reviewed by: (officer name)</b>	Sarah Codling			
<b>Review date:</b>	21/07/2024			