



Mayor and Cabinet

Contract award for Maximising Wellbeing of Unpaid Carer Service

Date 21 June 2023

Key decision: Yes

Class: Part 1

Ward(s) affected: All

Contributors: Associate Director, Community Support and Care, Lewisham Integrated Commissioning Team, Senior Lawyer and Finance Business Partner

Outline and recommendations

Mayor and Cabinet are recommended to award a contract to Imago Community. The Maximising Wellbeing of Unpaid Carer service will go live on 1st July 2023 for 3 years plus the option to extend by 2 further years. The estimated value of the contract across this period will be £1,602,285, an annual value of £320,457.

This new contract brings together 4 Unpaid Carer related contracts previously commissioned:

- Adult Carer Information, Advice and Support Service (provided by Your Voice in Health and Social Care)
- Young Carer Support Service (provided by Carers Lewisham, a subsidiary of Your Voice in Health and Social Care)
- End of Life Carers' Advice and Support service (provided by Saint Christopher's)
- Family and Carer Support Service (provided by Stroke Association)

The service will draw on the five Solution-Focused Wellbeing coaching services that will be open to Unpaid Carers. These will go live on the 01 September 2023 and will cover the following areas:

- Solution-Focused Wellbeing Coaching - End of Life Care
- Solution-Focused Wellbeing Coaching - Effective management of individuals with advanced dementia including those presenting with behaviours that challenge
- Solution-Focused Wellbeing Coaching - Learning Disability and autism
- Solution-Focused Wellbeing Coaching – Mental Health
- Solution-Focused Wellbeing Coaching – Enabling and supporting clients into meaningful

Timeline of engagement and decision-making

March – July 2023: Coproduction of service specification

May – July 2023: Unpaid Carer Implementation Plan consultation (2022 – 2024) that went out to consultation for a seven week period.

21 September 2022: Mayor and Cabinet gave permission to procure the Maximising Wellbeing of Unpaid Carer service. The overarching aim of the service will be to maximise the wellbeing of Unpaid Carers by ensuring Carers are visible, valued and supported, in line with the aims of the Unpaid Carer Implementation Plan (2022 – 2024).

22 March 2023: Tender issued

June 2023 – Contract preparation and Mobilisation

Summary

- 1.1 The new model operationalises the joint legislative framework of the Care Act (2014) and the Children and Families Act (2014), which clearly set out the expectation of commissioned services to improve people's wellbeing through a person-centred approach. In addition, the legislative framework places the wellbeing outcomes of carers on an equal footing to the person they care for, taking a whole family approach to reviewing the support requirements of both the cared for and the Unpaid Carer. The service will comprehensively enable Unpaid Carers to maximise their wellbeing. This includes an expectation that Unpaid Carers will be fully involved and treated as an equal partner in the information, advice and support they receive, as well as the assessment, support planning and ongoing review if they are eligible for assessment and support. Considering the carer's views and wishes is critical to our Proud to Care Lewisham Family approach and to the successful delivery of this service.
- 1.2 This new contract brings together 4 Unpaid Carer related contracts previously commissioned:
 - Adult Carer Information, Advice and Support Service (provided by Your Voice in Health and Social Care)
 - Young Carer Support Service (provided by Carers Lewisham, a subsidiary of Your Voice in Health and Social Care)
 - End of Life Carers' Advice and Support service (provided by Saint Christopher's)
 - Family and Carer Support Service (provided by Stroke Association)

2. Recommendations

- 2.1 It is recommended that Mayor and Cabinet award the Maximising Wellbeing of Unpaid Carer Service contract to Imago Community. The contract will be for an initial period of 3 years with an option to extend for up to a further 2 years up to a total contract value of £1,602,285.

3. Policy Context

3.1 Care Act (2014), Children and Families Act (2014)

The Care Act (2014) put in statute for the first time the needs of carers and their right to be recognised for the work that they do. The Care Act (2014) and the Children and Families Act (2014) introduced significant and welcome measures to improve the rights of adult carers. These measures include:

- A duty on local authorities to promote the physical, mental and emotional wellbeing of carers and their participation in work, education and training;

- A duty on local authorities to provide information, advice and access to a range of preventative services which reduce carers' need for direct support;
- Assessments which put carers on an equal footing with the person they care for;
- Giving carers, for the first time, a clear right to receive services, via a direct payment if they choose;
- A national eligibility threshold, bringing greater clarity around entitlement for carers and those they care for;
- Processes in place to ease the transition between child and adult services.

3.2 2016 Consultation on a National Carers Strategy

In March 2016, the Government launched a call for evidence on what should be included in a planned Carers Strategy for England¹. Six topics were subject to consultation:

- **Impact of caring** – respondents “*reported that caring had a significant effect on their physical and mental health, on their ability to pursue educational opportunities and to maintain full-time employment*”;
- **Identifying carers** – “*half of carers who responded to this question said they had not received any help to identify themselves*”, while “*most people agreed that there were things that health, care and educational organisations and workers could do to help identify people as unpaid carers*”;
- **Valuing carers** – while roughly half of carers felt valued and involved in the cared for person's care, “*most respondents felt strongly that it was important that services valued and involved carers more in future*”
- **Information and advice** – only half of carers said they had “*received information about caring and the support available to them*” and “*most people commented about things that they would like to see happen in future, rather than things that had worked well for them in the past*”;
- **Supporting adult carers** – “*individuals and organisations felt it was a priority to improve support*”, and, looking ahead, “*responses said that accessible and affordable respite care or sitting services would significantly improve their lives*”;
- **Supporting young carers** – “*most respondents on this theme said they had not received any services or other formal support for young carers and had not had help to maintain their education or balance life outside caring*”².

Although the consultation closed in July 2016, the Government response was not published until June 2018. In it, the Government confirmed it would not publish a Carers Strategy but said carers would be included in a then proposed Green Paper on social care. The response said this presented “*an opportunity for a more fundamental approach to tackling the challenges carers face, by considering them alongside our strategy for social care*”³.

3.3 Carers Action Plan 2018 – 2020

In June 2018, the Government published a Carers Action Plan 2018–20 which “*set out a cross-government programme of work to improve support for carers over the next two years*”⁴.

The action plan was highlighted as ‘*an essential step towards realising the Government’s commitment to value, recognise and support carers to provide care in a way that supports their own health and wellbeing, employment and other life chances*’.

¹ Department of Health, How can we improve support for carers? 18 March 2016.

² Department of Health and Social Care, How can we improve support for carers? Government response to the 2016 carers call for evidence, June 2018, pp7–12.

³ Department of Health and Social Care, How can we improve support for carers? Government response to the 2016 carers call for evidence, June 2018, pp5–6.

⁴ Department of Health and Social Care, Carers Action Plan 2018 – 2020: Supporting carers today, June 2018, p7.

The plan set out a two-year programme of targeted work to support unpaid carers focusing on practical actions to support carers and give visibility to the work already underway or planned within government. These practical actions focused on five themes

- Services and systems that work for carers
- Employment and financial wellbeing
- Supporting young carers
- Recognising and supporting carers in the wider community and society
- Building evidence and research to improve outcomes for carers

Through implementing the plan, the Government sought to build accessible carer friendly communities and public services, promote innovative local projects and support carers

4. Background

An Unpaid Carer is a person of any age (including children, referred to as young carers) who provides unpaid support to a partner, relative, friend or neighbour who could not cope without their help. This could be due to old age, frailty, disability, a serious health condition, mental ill health or substance misuse.

Data from the Office for National Statistics shows 19,957 people in Lewisham were looking after someone without being paid when the census was carried out in March 2021. Of these, 9,890 people were providing more than 20 hours of unpaid care a week in 2021 – including 5,133 people doing so for more than 50 hours a week.

Since the start of the pandemic, Carers UK estimate that the number of unpaid carers increased by around 4.5 million people⁵. Carers UK published the results of a survey in October 2020 which showed the impact of the pandemic on unpaid carers. The survey found since the start of the pandemic:

- 81% of carers are providing more care
- 38% of carers said the reason they were providing more care was due to reduced availability of local care and support services
- 78% of carers said the needs of the person they care for had increased, and 51% said this had impacted on their health and wellbeing.

5. Maximising Wellbeing of Unpaid Carer Service overview

5.1 Maximising Wellbeing for Unpaid Carer Service is delivered through the Lewisham Carer Hub and spoke model. This approach will ensure that Unpaid Carers have a single point of access when seeking information, advice and / or support within Lewisham. The Service Model will also operate in partnership with Lewisham's emerging Family Hub initiative.

5.2 Maximising Wellbeing is the key outcome of the service delivered by the successful bidder for this contract. 'Wellbeing' is a broad concept and is described in the Care Act (2014) as relating to the following areas in particular:

- Personal dignity (including treatment of the individual with respect)
- Physical and mental health and emotional wellbeing
- Protection from abuse and neglect
- Control by the individual over their day-to-day life (including over care and support provided and the way they are provided)
- Participation in work, education, training or recreation
- Social and economic wellbeing

⁵ HC Deb Volume 690, National Carers Strategy, 12 March 2021, c1207; Carers UK, Facts & figures [accessed 25 May 2021].

- Domestic, family and personal domains
- Suitability of the individual's living accommodation
- The individual's contribution to society.

5.3 There is no hierarchy in the areas of wellbeing listed above – all are equally important. There is also no single definition of wellbeing, as how this is interpreted will depend on the individual, their circumstances and their priorities.

5.4 The seven core elements of the service include, but are not limited to and detailed information can be found in the Maximising Wellbeing of Unpaid Carers Specification:

#	Core element
1	<p>Lewisham Unpaid Carer Hub and Spoke model – Providing a single point of access, the Hub and Spoke model will support Unpaid Carers to maintain their own health, wellbeing and independence; and to care safely, confidently and effectively through provision of:</p> <ul style="list-style-type: none"> • Information, advice and support throughout all stages of the caring journey • 24/7 Helpline • Financial support enabling Unpaid Carers to access specific advice on finance, debt and benefits • Unpaid Carer passport - passport-style wallet to keep a personalised Unpaid Carers ID card, alert card and information booklet. It identifies a person as an Unpaid Carer, opening doors to recognition and support. • Regular news and what's on updates via the Carer website • Free face to face and online training courses, enabling Unpaid Carers to develop new skills and knowledge to become more confident in their caring role. • Peer support which will bring Unpaid Carers together for mutual support by offering, regular groups, one to one support or variety of small group activities.
2	<p>Unpaid Carer Primary Care Coordinator - The role will work across the 6 Primary Care Networks (PCN) in Lewisham to enable effective identification of Carers across all Lewisham based GP surgeries, whilst also promoting Carer Wellbeing and other relevant services available to Carers, using the Supporting carers in general practice: a framework of quality markers⁶.</p> <p>Key responsibilities will include:</p> <ul style="list-style-type: none"> • Promoting implementation of the supporting Unpaid Carers in general practice: a framework of quality markers. This will support practices in: <ul style="list-style-type: none"> a. Identifying and registering Unpaid Carers (including Young Carers) b. Using Unpaid Carer's register to support holistic carer health and wellbeing needs c. Organising how best to understand and respond to the needs of Unpaid Carers d. Making it easier for Unpaid Carers to access its services e. Communicating with, involving and informing Unpaid Carers f. Promoting an Unpaid Carer-friendly culture • Encouraging practices to refer all Unpaid Carers to the Maximising Wellbeing of Carers service • Regularly updating practices on the outcomes achieved by the Unpaid Carers referred by the practice to the Maximising Wellbeing of Unpaid Carers service
3	<p>Young Carer Schools Facilitator – facilitated by the lead head teacher for Young Carers, the role will work across all schools linking up with school nurses within Lewisham and provide direct, individual and whole family support intervention to Young Carers and their families within school settings and through home based visits. The work will involve using recommended toolkits and resources⁷. The role will focus on supporting Young Carers to increase educational as well as health outcomes and engagement and decrease negative impact of their caring role. The potential overrepresentation of BAME young people in the local population of Young Carers must also be considered in the planning and delivery of the service, giving consideration to the intersectionality of Young Carers and how the service may support and address any related stigma or challenges they face. The role will also be key for those young carers transitioning from primary school to secondary school or from secondary school to higher education, training or employment.</p> <p>Key responsibilities will include:</p> <ul style="list-style-type: none"> • To deliver or organise training to school staff including school governors and school nurses (teaching and non-teaching) in order to increase their knowledge and understanding of the impact of the caring role and the needs of Young Carers within the school setting. • To raise awareness / identification with both pupils and staff, developing guidance, protocols and resources for schools with regards to identifying and supporting Young Carers and their families. • To establish excellent working relationships within schools in order to facilitate successful interventions with Young Carers and their families.

⁶ <https://www.england.nhs.uk/publication/supporting-carers-in-general-practice-a-framework-of-quality-markers/>

⁷ <https://carers.org/resources/all-resources/27-supporting-young-carers-in-schools-a-toolkit-for-young-carers-services>

#	Core element
	<ul style="list-style-type: none"> To deliver individual and small group work to students in schools as part of raising awareness and identification.
4	<p>Championing Unpaid Carers Lead – Working across all neighbourhoods, the role will champion and showcase the value of Unpaid Carers through:</p> <ul style="list-style-type: none"> Identifying, supporting and promoting Workplace Unpaid Carer Champions Supporting Workplace Unpaid Carer Champions network through: <ul style="list-style-type: none"> Collation and dissemination of information Providing a forum for sharing good practice, problem solving 'wicked' issues etc. Delivering awareness raising sessions, and empowering Workplace Unpaid Carer Champions to deliver awareness sessions within their organisations. Supporting the launch and promotion of the Proud to Care Lewisham annual awards. Working with national and regional partners such as Carers UK to coordinate participation in national campaigns and events such as Carer's Week, and Carers' Rights Day Capitalising on local events and programmes, such as Lewisham People's Day, to celebrate the value of Unpaid Carers to Lewisham and raise their profile. Working with local businesses to secure new benefits for Unpaid Carers such as free car parking and discounts, as well as facilitating access to existing schemes.
5	<p>Wellbeing Carer Coordinators – Working across all neighbourhoods, the coordinators will ensure the wellbeing outcomes set out at 1.8 are met for all Unpaid Carers through:</p> <ul style="list-style-type: none"> Supporting completion of a Carers Assessment, which is for adult carers of adults (over 18 years) who are disabled, ill or elderly. The assessment will look at: <ul style="list-style-type: none"> How caring affects, the life of the Unpaid Carer Physical, mental and emotional wellbeing of the Unpaid Carer Ability of the Unpaid Carer to access work, education and recreation. Identifying any young carers in the household and ensuring their needs are met by linking them up with the Young Carers School Facilitator whilst also ensuring they are not undertaking inappropriate levels of caring duties Completion of a Person-Centred Support Plan, setting out the agreed key outcomes as identified within the Carer Assessment Supporting development of an escalation plan so that Unpaid Carers are prepared for unforeseen circumstances that would impact negatively on ability to care, thus providing peace of mind and helping ease any potential worries.
6	<p>Unpaid Carer Activities Coordinator – the role will be responsible for planning, delivering and promoting a programme of educational, fun, leisure and residential activities for Young and Adult Unpaid Carers. The core aim of the activity programme is to provide Young and Adult Unpaid Carers with a much needed break from their caring responsibilities, in a safe and social environment where they can meet other carers and focus on their wellbeing.</p> <p>The individual will plan a broad and exciting spectrum of activities that is appealing to Young and Adult Unpaid Carers and provides them with a crucial break from their caring role. Building and maintaining relationships, both within the Service and externally to develop and maintain the activities programme for Young and Adult Unpaid Carers is key to the role.</p>
7	<p>Specialist Wellbeing coaches</p> <p>Unpaid Carers of individuals in receipt of care from the Maximising Wellbeing at Home service will have direct access to specialist wellbeing coaching in the following areas:</p> <ul style="list-style-type: none"> End of Life Care Effective management of individuals with advanced dementia including those presenting with behaviours that challenge Learning Disability and Autism Mental Health Enabling and supporting clients into meaningful life roles

6. Synopsis and Evaluation of the Bids Received

- 6.1 The procurement of this contract was carried out via an open (one stage) procurement process with one successful provider being awarded the contract.
- 6.2 The procurement was advertised via the Council's online e-tendering system (Proactis procurement portal) publishing the opportunity onto Contracts Finder and Find a Tender service.
- 6.3 The tender for Maximising Wellbeing for Unpaid Carers went live on 22 March 2023 and closed on 26 April 2023. Two bids were received. Both providers submitted full tender

documentation. Therefore, two organisations went through to the evaluation process. A synopsis of the bids is set out in section 6 of the Part 2 report.

6.4 The following criteria were assessed during the evaluation process:

- Financial 30%
- Quality 70% (including 10% on Social Value)

6.5 The qualitative assessment was based on the tendering provider's responses to the method statements included in the Invitation to Tender. These were used to test tenderers' understanding of service requirements. The following criteria were assessed during the quality evaluation:

- a) Financial 30%
- b) Mobilisation 4%
- c) Operationalising the Maximising Wellbeing at Home Service 14%
- d) Provision of Information and Advice 10%
- e) Project Management and Sustainability 6%
- f) Culturally competent service 10%
- g) Embedding an evidence-based approach to assessing need 6%
- h) Safeguarding 4%
- i) Social Value 10%

6.6 Tenderers were required to answer a series of technical questions in the Standard Selection Questionnaire that assessed their suitability to deliver the contracts. Tenderers were asked to submit a description of their proposals in the form of Method Statements in order to test their understanding of service requirements. The Methods Statements were assessed under the quality criteria, and those provided by the successful tenderer(s) will form part of the contract documentation against which their performance will be monitored.

6.7 The scoring for quality was awarded on a scale of 0 – 10 with 0 being non-existent and 10 being perfect. All of the criteria had a minimum quality score of five (5) to be considered valid, and method statement two (with seven distinct elements), required each of the seven elements to score a minimum of six (6) to be valid. Any Tender which failed to attain these minimum scores would be deemed invalid.

6.8 The price of each tender was evaluated using the Lowest Price Option. In line with the methodology detailed in the ITT document. and the worked example, which were provided to bidders as part of the tender pack as follows:

$$\text{Price score} = 30 \times (\text{lowest valid tender} / \text{Form of Tender price})$$

6.9 The evaluation panel consisted of representatives from:

- Adult Integrated Commissioning Team
- CYP Integrated Commissioning Team
- Adult Social Care
- Unpaid Carers

6.10 The overall ranking for cost and quality are set out below –

Rank	Bidder	Price Rank	Quality Rank	Valid/Invalid
1	Imago Community	1	=1	Valid
2	Company A	2	=1	Valid

6.11 Full synopsis of the bids received are set out in section 7 of the Part 2 report.

6.12 The evaluation panel agreed that Imago Community submitted a tender that achieved the highest combined price and quality score and it is recommended that they are

awarded the contract.

- 6.13 A credit check was run on Imago Community by the Council's Procurement team in April 2023, which demonstrated the company was considered low risk.

7. Financial implications

- 7.1 This service is adequately funded via the 23/24 Better Care Fund plan. There are currently no financial risk relating to this proposal for the tenure of the proposed contract
- 7.2 Due finance diligence via a review of CreditSafe report as well as financial statements provided have been satisfactorily undertaken by Lewisham Council.

8. Legal implications

- 8.1 The Council's Constitution contains requirements about how to procure and manage contracts. These are in the Contract Procedure Rules (Constitution Part IV). Some of the requirements in those Rules are based on the Public Contracts Regulations 2015 ("Regulations") with which the Council must comply. The contract that is the subject of this report falls under the Light Touch Regime under the Regulations, which relates to services such as health, social and related services. As such, while the requirements are less onerous than those for other contracts to which the Regulations apply, the obligations still require compliance with principles of equal treatment, transparency and non-discrimination.
- 8.2 The report proposes the establishment of a contract with Imago Community for a period of 3 years with the option to extend for up to a further 2 years. The potential value of the contract, including the extension, exceeds £500,000, which means that this is a Category A contract for the purposes of the Council's Contract Procedure Rules and one which is to be awarded by Mayor and Cabinet.
- 8.3 The contract has been externally and openly advertised as required by the Regulations and the Council's Constitution. The report explains the evaluation approach and process applied to the bids and the reasons for recommending the successful bidder for approval.

9. Equalities implications

- 9.1 An Equalities Analysis Assessment was drafted in May 2022 for the Carer Implementation Plan⁸. Key data for the relevant protected characteristics is provided below. It should be noted that the data on carers from the 2021 census has not yet been published.
- Age - The age group in Lewisham with the highest total number of carers is 35 to 49, but the most overrepresented age range is 50 to 64, at 17.2%. (2011 census). A 2013 report from the Children's Society found young carers were 1.5 times more likely to be from black, Asian or minority ethnic groups and twice as likely not to speak English as a first language.
 - Ethnicity – According to the 2011 census, carers largely align with the wider population demographics for ethnicity. However, 'White: Total' as a combined ethnic group bracket were overrepresented by 5%.
 - Gender - People identifying as female are also overrepresented amongst unpaid carers, as shown by census 2011 data (58.7%), and other local data sources including the Your Voice in Health and Social Care commissioned service figures.
 - Disability – in the 2011 census, 7% of the Lewisham general population reported

⁸ <https://councilmeetings.lewisham.gov.uk/documents/s102842/07%20MC%20Permission%20to%20Tender%20Carers%20Services.pdf>

having a disability that limited their day to activities a little, compared to 9% of those providing unpaid care, and a further 7% of the general population reported having a disability that limited their day to day activities a lot, compared to 14% of the population providing unpaid care.

- Carer Status - In the 2011 census, 22,521 Lewisham residents reported providing some level of unpaid care every week. According to this data, unpaid carers are therefore underrepresented in Lewisham (8.9%), compared to the national proportion of the population who are unpaid carers (10.3%).
- Health -The 2018-19 Personal Social Services Survey of Adult Carers in England (SACE) results for Lewisham over 60% of respondents reported disturbed sleep, feelings of stress, and feeling tired as a result of their caring role. Over 40% also reported physical strain and feelings of depression
- Income & Socioeconomic - 65.3% of carers responding to 2018-19 SACE reported that their caring role had caused them financial difficulties over the last 12 months.

9.2 The Carers service will provide satisfactory details of their equal opportunities policies which demonstrate that they meet Council policy.

10. Climate change and environmental implications

10.1 The Service will be expected to comply with the Council's Environmental and Climate Change requirements, so as to minimise the environmental impact of the service.

10.2 The Service will also be expected to support the Council's commitment to making the borough carbon neutral by 2030

11. Crime and disorder implications

11.1 There are no crime or disorder implications.

12 Health and wellbeing implications

12.1 The literature⁹ reports the detrimental effect on some carers' health and wellbeing, with older carers at higher risk than younger carers. Disabled carers also face particular challenges to their health and wellbeing that are often exacerbated by their caring role.

12.2 The Service will commit to improving the Wellbeing outcomes (as outlined in the Care Act, 2014) for all unpaid carers within the borough throughout the duration of the contract.

13. Social Value

13.1 The Council's Sustainable Procurement Code of Practice will be applied to this contract. This sets out various social, environmental and economic considerations to be applied. The purpose is to ensure that products and services are sourced and produced responsibly; to maximise resource and energy efficiency in the manufacturing and supply of goods and services in order to minimise environmental impacts; and to deliver outstanding value for money over the entire lifetime of the contract.

13.2 In addition, the service will ensure minimum pay rates in line with prevailing London Living Wage (LLW) or above where applicable.

13.3 Imago Community demonstrated a commitment to the Council's four key objectives using the social value KPI's and providing numerate values to achieve over the contracted period. This included job development, apprenticeship schemes and GDPR

⁹ Welsh Government, 2021. Strategy for unpaid carers: equality impact assessment.

training.

- 13.4 Once a contract has been awarded the Social value delivery and monitoring be formally reported on the KPI Performance report.

14. Contract Management

- 14.1 In accordance with the Council's contract management framework this contract is a tier 1 contract. Contract Management meetings will be held on a monthly basis and the key performance indicators (KPIs) on the contract management dashboard will be monitored and reported on accordingly.

15. Background paper

- 15.1 The following background documents were referenced in this document. Permission to Procure Part 1 Report for Mayor and Cabinet
<https://councilmeetings.lewisham.gov.uk/documents/s102628/07%20MC%20Permission%20to%20Tender%20Carers%20Services%20DRAFT%20v23.pdf>

16. Report author(s) and contact

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