

Executive

31 August 2017

Report of the Corporate Director of Health, Housing & Adult Social Care

Portfolio of the Executive Member for Adult Social Care & Health

Carers Support Services – Future Approach to Provision

Summary

1. This report seeks the agreement of CYC Executive to re-commission the Carers Support Services for adults and young people. The service will be re-commissioned through an open tender exercise.
2. The recommendation is fully in line with the principles of the Care Act 2014, placing emphasis on prevention, early intervention and the maximisation of self care.

Recommendations

1. The Executive are asked to:
 - a) Approve Option 1 within the report - undertake a tender exercise to re-commission Carers Support Services for adults and young people in line with the Key Decision criteria as set out in section 7.7 of the council's Contract Procedure Rules.
 - b) Agree to delegate the award of the tender process to the Corporate Director of Health, Housing and Adult Social Care in consultation with the Portfolio Holder.

Reason: To deliver a sustainable, integrated support model for carers, delivered by a competent and professional external provider who fully understands the needs of carers of all ages and from all backgrounds.

2. Background

The Care Act 2014

- 2.1 The Care Act 2014 brought about the most significant advance in carers' statutory rights since the first legislation in 1996, giving carers the right to be recognised and involved in assessments and care planning of the person they care for.
- 2.2 The Care Act made material changes to the pre-existing statutory duty to assess carers' needs. Under Care Act guidance the duty to assess is triggered by the 'appearance of need' and is no longer dependent upon the carer making a request or dependent upon the carer providing (or intending to provide) regular or substantial care.
- 2.3 The Care Act also provided a clear definition of eligible needs, placing a duty upon local authorities to ensure that these assessed eligible needs are met – either through the provision of services to the carer or by making a Direct Payment available on request, thus enabling carers to exercise control over their own care and support requirements.
- 2.4 Furthermore the Act introduced a general duty to prevent, reduce and delay needs for care and support and to have regard to both the needs of the whole family and particularly young carers within this process

Need and Demand

- 2.5 **National Context:** Statistics compiled by Carers UK indicate the following;
 - There are around seven million carers in the UK.
 - Three in five people will be carers at some point in their lives in the UK.
 - Out of the UK's carers, 42% of carers are men and 58% are women.
 - The economic value of the contribution made by carers in the UK is £132bn a year.
 - By 2030 the number of carers will increase by 3.4 million (around 60%).
 - Informal carers are increasingly doing more hours of care per week and are, on average, getting older.
 - 19% of carers known to local authorities are not in paid work due to their caring responsibilities.
 - Caring has affected the health of 86% of carers.

- 20% of emergency hospital admissions for carers/cared-for are for existing conditions which could be managed effectively by primary, community or social care and could be avoided.
- An estimated 35% of working age in-household carers may be entitled to, but not receiving, Carer's Allowance.
- Research suggests that funding carer support services is a cost effective preventative investment – that for every £1.00 invested in carers, there is a potential equivalent reduction in local authority cost of £5.90, and with significantly greater 'social return' benefits.

2.6 Local Context Figures obtained from the 2011 Census, York Carers Centre and the Joint Strategic Needs Assessment for York indicate that;

- There are 18,224 carers recorded in the 2011 census in York, comprising 9.2% of the population.
- The number of registrations with York Carers Centre is increasing at a rate of over 10% per annum.
- Figures from the 2011 census show that there has been a 25% increase in the number of young adult carers, aged 16-25. Most of these carers remain hidden.
- City of York Council and its partners are aware of nearly 3,000 carers (or 16% of the total number of carers registered through the census).
- 19% of these carers provide 50+ hours of care per week.
- In the next 15 years the number of York residents aged over 65 will increase from 36,000 to 46,000 and those aged over 75 will increase from 17,000 to over 26,000.
- As York's population increases so does the prevalence of dementia and other long term health conditions. As a result it is envisaged that the demand for spouses and adult children to provide unpaid care will more than double over the next 30 years.

Carers Hub Approach

2.7 City of York Council and the Vale of York CCG currently commission York Carers Centre to deliver a wide range of support services to adult and young carers in the city. The existing contractual arrangements commenced on 31st October 2013 and are due to expire on 31st March 2018.

2.8 A significant extension of the existing Carers Centre contract was agreed in 2016 to support the creation of a Carers Hub, a highly visible referral point where carers could be offered early-stage assessment and preventative support in order to reduce and delay the need for more complex interventions.

- 2.9 Under the branding of the Carers Hub York Carers Centre has successfully established itself as highly visible, front-door contact point in the city which responds rapidly to carers' needs. Carers therefore have one clear point of contact; a competent and highly respected provider who is able to offer immediate support - or signpost to an appropriate partner agency.
- 2.10 The Carers Hub has delivered strongly against the strategic priorities set out in the new operating model for Adult Social Care, particularly the principle of 'preventing, reducing and delaying the need for ongoing care and support'.
- 2.11 Through a combination of early intervention, proportionate assessment and triage for more complex cases of need the Hub provides a highly responsive, integrated and flexible carers support model - one which has proved effective in sustaining carers in their care giving role and reducing the demand for permanent, long-term care. This in turn has led to measurable cost savings across the health and social care system.
- 2.12 Specific examples of achievements since the establishment of the Carers Hub in May 2016 include the following:
- A 10% growth in the number of new registrations with York Carers Centre (i.e.2,844 current registrations compared with 2,584 in May 2016).
 - Targets for the number of new referrals into the Hub have been exceeded by 12% since May 2016. (1,095 new referrals have been received against a target of 980).
 - 1,119 customer contacts have been provided during extended opening hours (Friday / evening cover) since the contract uplift from May 2016.
 - The target for Carers Assessments of Need has been exceeded by 17% (88 completed assessments against a target of 75).
 - The waiting list for Carers Assessments in the city has reduced from 90 to 21 since May 2016.
 - Carers now have to wait for a maximum of 4 weeks for a carers assessment, compared to an average wait of over 8 weeks in May 2016.
 - Three permanent outreach hubs for carers have been established in Acomb, New Earswick and Tang Hall with numerous additional pop-up outreach activities and events taking place in other neighbourhoods across the city.

- Case studies evidence that a complete breakdown of the care giving role has been avoided for at least 207 households in the 11 month period May 2016 to March 2017 including;
 - Prevention in admissions to residential care / reduction in the take up of domiciliary care packages (16% of case studies).
 - Prevention of a significant deterioration in carer mental health (59% of case studies).
 - Prevention of a significant deterioration in carer physical health (12% of case studies).
 - Sustaining carers in employment and alleviating financial hardship (13% of case studies).

2.13 It is the continuation and extension of the successful Carers Hub model that will be taken forward through the proposed re-tendering arrangements.

2.14 It is envisaged that this investment will continue to significantly reduce the call on long term care, welfare and other benefits and physical and mental health services.

3. Consultation

3.1 Consultation and customer feedback has been sought on a continual basis by York Carers Centre as part of their contract monitoring arrangements and annual review process, through focus groups, surveys and interviews with carers of all ages from a wide variety of backgrounds.

3.2 Consultation feedback has been consistent - customers see significant value in the alignment of carers support services through the existing Carers Hub model and are strongly in favour of its continuation. Customers also see particular value in this model being delivered by the voluntary sector, who are often closer to the service user than statutory providers and better able to understand their support requirements.

3.3 Case notes from the York Carers Centre AQ-OL system and from Carers Assessments also point to customer satisfaction with existing support arrangements - particularly the co-ordination of all services through a single point of contact. The emphasis on early intervention and prevention through community outreach provision has been particularly valued. The ability to access Carers Assessments simply and easily within a community setting has also been widely appreciated.

- 3.4 The result of the 2017 National Carers Survey have not yet been published. However raw data from York respondees is available and again indicates customer satisfaction with the existing arrangements.

4. Options

Option 1: The Re-Commissioning of Carers Services

- 4.1 The Preferred Option. Through Option 1 CYC would approach the market to seek a single external provider or consortium to deliver the entirety of carers' service provision from 1st April 2018 onwards. (A timetable for the procurement is attached as Annex A).
- 4.2 If the re-procured carers services were delivered by a provider other than the York Carers Centre it is likely that the York Carers Centre staff supported through existing contractual arrangements would transfer to the new provider in accordance with the Transfer of Undertakings Protection of Employment Regulations (TUPE). However, this would be a process to be determined and taken forward by the incoming and outgoing service providers.

Option 1: Advantages

- 4.3 A re-commissioned approach (driven and co-ordinated by a dynamic lead organisation) is likely to see a continuation and expansion of the existing good practice realised through the tendering of carers services, bringing about more radical, customer focused solutions and outcomes.
- 4.4 Although open to all providers this approach would be particularly suited to the local voluntary sector. A tender opportunity such as the one indicated above could prove very attractive to a consortia of carers' support organisations in York. This approach could nurture the role of these local voluntary sector providers, placing them on a firmer footing financially; retaining their core strengths and capabilities and enabling them to expand and flourish over future years.
- 4.5 Whilst valuing the strengths of the local voluntary sector a re-commissioning approach could also potentially open up the market to national providers who might bring an added dimension in terms of innovation and best practice gleaned from other areas. Such organisations might also bring experienced consortia management and leadership skills.

Option 1: Additional Considerations

- 4.6 Expectations around innovation and added value and clear evidence of the savings realised by health and social care services are contained within the existing service specification and captured / monitored through contractual arrangements. Whilst the existing provider has delivered a highly valued service the service specification will be reviewed and outcomes clearly defined for an enhanced service approach through the re-tendering process.
- 4.7 If a consortia approach were to be successful the providers would need to evidence robust governance / joint working arrangements and indicate how they will effectively draw together various strands of service delivery and financing models. If partnership arrangements were to break down this could impact negatively on a highly vulnerable client group.

Alternative Options

Option 2: Do Nothing

- 4.8 Through this option CYC would not approach the market to re-procure carers support services. The existing carers services contract (and the activities delivered through it) would cease as of 31st March 2018. The in-house element of carers provision delivered by the Adult Social Care Long Term Team Carers Support Workers would continue.

Analysis

- 4.9 Whilst the in-house Carers Support Workers are able to fulfil some of the authority's statutory duties (these staff undertake some carers assessments and support planning functions alongside York Carers Centre staff) the full range of statutory obligations as set out in the Care Act 2014 would not be met.
- 4.10 Section 2 of the Act requires local authorities to provide a range of support services that will prevent or delay the development of needs by carers. (It is not sufficient for authorities to rely on their general preventative services to meet these needs). In light of legal guidance contained within the Care Act it is therefore not possible for the council to discontinue providing a comprehensive range of support services for carers in the city and only proceed with a restricted level of in house provision post March 2018.

Option 3: In House Delivery Model

4.11 Through this option CYC would seek to deliver sensory provision through an entirely in-house approach. The existing Carers Services contract with York Carers Centre would cease on 31st March 2018 and all carers support services would thereafter be delivered in-house by the Adult Social Care Long Term Team.

Analysis

4.12 Carers' services are already closely aligned and carefully co-ordinated through the Carers Hub. All referrals for carers support in the city are channelled through the Hub, where York Carers Centre and CYC staff meet on a weekly basis to jointly assess customer needs and agree which provider is better placed to offer ongoing support.

4.13 Delivering all carers support services directly through the council would not improve upon the existing co-ordination and alignment of services, and could cause confusion by changing a model which is widely recognised and understood by customers and other partner agencies.

4.14 This approach would not be in line with the principles set out in the Care Act 2014 of developing the provider marketplace, and ensuring that provision is flexible, responsive and tailored to the specific requirements of customer need; nor would it be in line with the approach of other local authorities, many of whom have already delegated the majority of their functions to local, independent carer support groups.

4.15 The approach also goes against the broader direction of travel identified in the Care Act to promote outreach, early intervention and prevention within community and neighbourhood settings and to encourage preventative approaches to independence and wellbeing.

4.16 Option 3 contradicts the wishes of customers (as identified in Section 3 of this report) in terms of the operating model that might best deliver their desired outcomes. Customer case studies clearly evidence the belief that carers' provision would be better supported by strengthening the existing voluntary sector driven approach.

5. Analysis

Financial Analysis

- 5.1 The current total contract value is £402,153.75 pa (including a VoY CCG contribution of £81,153.75 per annum).
- 5.2 It is intended to revise the specification to include other elements of carers support currently commissioned by the council into a consolidated carers support service, which would increase the value of the existing contractual level by £21,100. The contract term proposed is 3 years with the potential to extend for a further year, resulting in a maximum contract value at existing levels of £1,608,600 over the lifetime of the contract.
- 5.3 The maximum value of the contract will therefore be £423,253.75 per annum.
- 5.4 As detailed above the VoY CCG currently contribute £81,153.75 per annum to the contracted service which has not increased since 2012. The health related element of the budget has therefore remained static for over 5 years, whilst the CYC contribution has increased significantly during that timeframe.
- 5.5 The CCG have been approached to increase their contribution to Carers Services to provide an enhanced offer but have indicated that their contribution will remain at its existing level.
- 5.6 The Council has budgetary provision for this contract within base budget and through the Better Care Fund which also meets the CCG commitment. The Council extended its commitment in 2016 by an additional investment of £150k which is part of the Directorate's efficiency programme as this additional investment will reduce demand on social care services. As a result efficiencies of £250k are projected for 2018/19. The additional investment is included within the contractual figures within this report.

6. Council Plan

- 6.1 The proposals are fully in line with corporate priorities, as set out in the Council's Plan 2015-19 in particular the following themes:

A focus on frontline services

Future carers' proposals are in line with one of the key aims of this priority that all children and adults are listened to, and their opinions considered. This initiative will ensure that a joined-up approach is taken across services and that services are firmly people focused.

A council that listens to residents

Carers' proposals are in line with proposals to be more flexible and responsive to customer and resident requirements, working in partnership with customers and communities to deliver the services people need and want.

7. Analysis

See paragraphs 4.3 – 4.16 of this report.

8 Implications

8.1 **Human Resources (HR):** If the re-procured carers services were delivered by a provider other than the York Carers Centre it is likely that the York Carers Centre staff supported through existing contractual arrangements would transfer to the new provider in accordance with the Transfer of Undertakings Protection of Employment Regulations (TUPE). However, this process would not involve the council as it would be up to the incoming and outgoing service providers to meet their respective HR obligations under the TUPE regulations.

8.2 **One Planet / Equalities:** In considering this matter the Council must have regard to the public sector equality duty. In summary, those subject to the equality duty must, in the exercise of their functions, have due regard to the need to:

- a. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- b. Advance equality of opportunity between people who share a protected characteristic and those who do not.
- c. Foster good relations between people who share a protected characteristic and those who do not.

The Act explains that having due regard for advancing equality involves:

- a. Removing or minimising disadvantages suffered by people due to their protected characteristics.
- b. Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- c. Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

The overall impact of the project on the creation of a fair, healthy, sustainable and resilient city is overwhelmingly positive. Through a combination of early intervention, proportionate assessment and

triage for more complex cases of need the Carers Hub initiative will provide a highly responsive, integrated and flexible carers support model - one which will prove effective in sustaining carers in their care giving role thereby reducing the demand for permanent, long-term care. This in turn will lead to measurable cost savings across the health and social care system. For further analysis of the project's impact upon the **One Planet Principles** and **Equalities & Human Rights** please refer to the Better Decision Making Tool (Annex B)

Completion of the Better Decision Making Tool has ensured that robust monitoring procedures will be in place, making certain that the initiative delivers against one planet and equalities outcomes.

8.3 **Legal:** If the recommended approach is adopted CYC must ensure that external providers of carers' services comply with data sharing and data protection legislation. Members are also asked to be mindful of the legal guidance contained within the Care Act regarding the council's statutory duties to support carers.

8.4 **Crime and Disorder:** There are no crime and disorder implications.

8.5 **Information Technology (IT):** It is recommended that the external provider of carers services has controlled access to the CYC case management system i.e. Mosaic. This will require the purchase of software licences for provider's individual named staff as well as the establishment of data sharing agreements as identified above. A significant amount of work will need to be undertaken to ensure shared IT and data systems are effectively integrated. Experience from previous procurements also points to the usefulness of external providers who have Mosaic access also having access to the ICT Service Desk.

8.6 **Property:** There are no property implications.

9. Risk Management

9.1 There are limited risks associated with the recommended approach other than the need to determine clear outputs and outcomes expected from the service and exercise robust contract management procedures to ensure that the outputs and outcomes are delivered to a high standard.

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Wards Affected: List wards or tick box to indicate all			All	✓
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Annexes

- Annex A: Carers Support Services Re-Procurement Timetable
- Annex B: Carers Support Services Better Decision Making Tool