

## PROCUREMENT OF THE NEW CARERS CONTRACTS

<b>Cabinet Date</b>	18 July 2018
<b>Adult Social Care (Delivery)</b>	Cllr Kathy Williams
<b>Key Decision</b>	Yes
<b>Background Documents</b>	<p>1) Original Cabinet Report to delegate the decision to award five carers contracts - 24 Oct 2012  <a href="http://glostext.gloucestershire.gov.uk/ieDecisionDetails.aspx?ID=308">http://glostext.gloucestershire.gov.uk/ieDecisionDetails.aspx?ID=308</a></p> <p>2) Executive Decision by an Officer with Delegated Powers Paper to tender and award the sixth contract - Positive Caring Programme.  <a href="http://glostext.gloucestershire.gov.uk/ieDecisionDetails.aspx?ID=600">http://glostext.gloucestershire.gov.uk/ieDecisionDetails.aspx?ID=600</a></p> <p>3) Proposal to undertake a robust procurement exercise for all carers contracts which requires current contracts to be extended for six months from 1<sup>st</sup> October 2018 to 31<sup>st</sup> March 2019.  <a href="http://glostext.gloucestershire.gov.uk/mgIssueHistoryHome.aspx?Id=25023&amp;optionId=0">http://glostext.gloucestershire.gov.uk/mgIssueHistoryHome.aspx?Id=25023&amp;optionId=0</a></p>
<b>Location/Contact for inspection of Background Documents</b>	Links above.
<b>Main Consultees</b>	<ul style="list-style-type: none"> <li>• All Carers</li> <li>• Accountable Officer, NHS Gloucestershire CCG</li> <li>• Partner organisations (health, social care and the voluntary sector)</li> <li>• Providers/ the market</li> <li>• GCC senior officers and internal support services</li> </ul>
<b>Planned Dates</b>	<ul style="list-style-type: none"> <li>• Joint Commissioning Partnership Executive – 06/06/18</li> <li>• Procurement Exercise July to October 2018</li> <li>• Award contract November 2018</li> <li>• New contract starts 1<sup>st</sup> April 2019</li> </ul>
<b>Divisional Councillor</b>	All
<b>Officer</b>	<p>Kim Forey            Director of Integration            Tel. 0300 421 1628  <a href="mailto:kimforey@nhs.net">kimforey@nhs.net</a></p>

<b>Purpose of Report</b>	To seek approval to undertake a legally compliant procurement process to find a supplier/s to carry out the provision and development of carers support services as required under the Care Act 2014 and the Children and Families Act 2014, and to award a contract to one or more providers for these services.
<b>Recommendations</b>	<p>That Cabinet authorises the Commissioning Director, Adults (and DASS) to:</p> <p>(a) Conduct an EU compliant competitive tender process for the award of a 7 year contract (with an initial term of 5 years and an option to extend up to a further 2 years) to one or more providers. This will have an estimated maximum total value of up to £15.1m, over 7 years, for the delivery of support to Carers.</p> <p>and</p> <p>(b) Upon conclusion of the competitive tender process, and in consultation with Cabinet Member for Adult Social Care (Delivery), to enter into a contract(s) with one or more provider evaluated as achieving the highest score against the evaluation criteria set by the Council.</p> <p>In the event that the preferred bidder(s) for the contract(s) is either unable or unwilling to enter into such contract(s) with the Council, officers are authorised to enter into a contract with the next willing highest placed suitably qualified provider(s).</p> <p>and</p> <p>(c) To take the Parent Carer Voice support back in house from 1<sup>st</sup> April 2019 to enable the County Council and CCG to support the local offer across health, education and social care.</p>
<b>Reasons for recommendations</b>	<p>There is a legislative requirement to assess and support carers as set out within the Care Act 2014 and the Children and Families Act 2014.</p> <p>The current contracts come to an end on 31<sup>st</sup> March 2019.</p> <p>Extensive engagement has been undertaken with carers, professionals and the market. Using this intelligence, commissioners have developed service specifications which use a strength based approach. The focus will be to work closely with partners to identify carers as early as possible to prevent, delay and reduce need. We want to support carers to ensure they can retain their own resilience, identity and health and wellbeing, whilst continuing in their caring role.</p>
<b>Resource Implications</b>	<p>Gloucestershire County Council (GCC) and the Clinical Commissioning Group (CCG) fund carer support through a pooled budget within the Better Care Fund (the split of funding for these contracts is £1.115m GCC and £0.655m CCG).</p> <p>The proposed estimated financial envelope per year for the contracts is as follows:</p>

- Adult Carers - £1.77m
- Young Carers - £390k

The potential total seven year value for the contracts is circa £15.1m.

It is recommended the new contracts will be for a 5 year period with the option to extend for up to a further 2 years (5 + up to 2 years).

A further £30k per annum for young Adult Carers in education, apprenticeships or training has been secured from the Adult Care Act Budget for years 1, 2 and 3. Options for years 4 and 5 are currently being explored by commissioners.

In addition, there is £30k per annum from the Children With Disabilities Budget for Parent Carer Voice, which is currently contracted out. Following feedback this will be brought back in house as a joint post across GCC and CCG to support the voice of parent carers, to strengthen the Parent Carer Forum and to enhance the local offer across health, education and social care.

## MAIN REPORT CONTENTS

### 1. Background

#### 1.1 A carer in the context of this report is:

*Somebody, of any age, who provides support or who looks after a family member, partner or friend who needs help because of frailty, physical or mental illness, or disability. This would not usually include someone paid or employed to carry out that role, or someone who is a volunteer.<sup>1</sup>*

1.2 Nationally the economic value of the contribution made by carers in the UK is now £132 billion per year; almost double its value in 2001. There are around seven million carers in the UK which equates to one in ten people. Three in five of us will be a carer at some point in our lives. The local Census in 2011 found a total of 62,644 people in Gloucestershire who reported that they looked after or gave help or support to family members, friends, neighbours or others because of long-term ill health or disability or problem related to old age. It is estimated that there are up to 7,000 young carers in Gloucestershire based on research undertaken by Nottingham University and the BBC. This found that 1 in 12 secondary school children were taking on moderate to heavy caring roles ( <http://www.bbc.co.uk/news/education-11757907> ).

1.3 Caring can be a hugely rewarding experience, enriching relationships and bringing satisfaction and wellbeing. However, the demands of day and night caring for others can have a negative impact to the carers' own health and wellbeing. Research has shown that carers are twice as likely as non-carers to develop ill-health ("In Poor Health" Carers UK 2004.) From the 2011 Census in Gloucestershire carers caring for long hours are more likely to experience poor health themselves. 11.0% of those who spend 50 or more hours a week caring describe their health as bad or very bad.

1.4 Young Carers are identified as young as 5 years of age in Gloucestershire. Many young carers suffer from anxiety and exhaustion because of the pressure of taking on adult responsibilities to care for family members. Young carers also have significantly lower educational attainment at GCSE level, the equivalent to nine grades lower overall than their peers (Children's Society 2013).

### 2. Legislative Framework

#### 2.1 Key legislation for carers includes: -

##### ***(i) The Care Act 2014:***

The Care Act 2014 places duties on local authorities to promote wellbeing, and prevent, delay and reduce the need for care and support. Carers are, for the first time, recognised in law in the same way as those they care for.

This Act creates increased responsibilities for Councils to address carers' needs, both through preventative services and by meeting carers' eligible needs. The legislation states: -

- Carers are given parity with those they care for.
- Councils are required to promote a carer's well-being
- Councils must ensure that timely, proportionate and accessible information is available to help people understand how care and support services work locally, the

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<sup>1</sup> This definition is adapted for Gloucestershire from the Care Act guidance.

care and funding options available, and how people can access care and support services. The Act recognises that a carer's need for information and advice may be separate from that of the person they are caring for.

- Councils have a duty to assess a carer's need for support and provide independent advocacy for those with substantial difficulty of engaging and have no one appropriate to involve them.

***(ii) Children and Family Act 2014:***

- The Children and Families Act 2014 gives young carers a right to a carer's assessment and to have their needs met. The Care Act and the Children and Families Act together should ensure that the needs of the whole family are met and that inappropriate caring carried out by young people is prevented or reduced.
- The rights of parent carers have also been addressed. Councils have a duty to provide an assessment to a carer of a disabled child aged under 18 years if it appears that the parent carer has needs, or the parent carer requests an assessment.
- This Act requires local authorities to publish and maintain information about services they expect to be available for children and young people with special educational needs and disabilities, the "local offer".

***(iii) NHS England Commitment to Carers 2014***

This states we need to do more to help identify, support and recognise the vital role of carers.

**3. Current Context**

- 3.1 There is a pooled budget between Gloucestershire County Council (GCC) and Gloucestershire Clinical Commissioning Group (CCG) to jointly commission carers services. The Council currently commissions carers services on behalf of the Council and the CCG.
- 3.2 There are six contracts which cover: - assessment and support planning; emotional support; information, advice and guidance; positive caring (training) programme; carers voice; and the carers emergency scheme and short breaks. There are also a number of grants to support carers from BME communities.
- 3.3 Earlier this year a Lead Cabinet Member decision was taken to agree the extension of the current carers contracts until 31st March 2019, and for Gloucestershire County Council (GCC) and Gloucestershire Clinical Commissioning Group (CCG) to proceed in the re-commissioning of the contract to be fully operational from 1st April 2019.
- 3.4 A core project team and project board were established to look at benchmarking, financial modelling and best practice/policy reviews.

**4. Engagement with Carers and stakeholders in Gloucestershire**

- 4.1 There has been an extensive engagement process with all carers to understand what support would enable them to continue in their caring roles and help safeguard their own health and wellbeing. This included; -

- 15 facilitated workshops across the county
- A survey for carers with almost 400 responses
- A survey for professionals from social care, health, education and the voluntary sector with over 120 responses
- Two market engagement events
- A specific workshop was jointly hosted with GCC's "Your Circle" team to explore information available to carers.

## 5. Proposed Adult Carers Specification

- 5.1 An extensive engagement process was undertaken to find out what would support all carers in their caring roles and help safeguard their own health and wellbeing. The proposed new adult carer specification uses a strength based approach, aligned to the three-tier conversation and works closely with partners to identify carers as early as possible. For detail please see the carer support triangle in **Appendix 1**.
- 5.2 The specification will ensure that all carers are able to access a range of personalised services to support them in their role and to help the people they care for remain independent and within their own homes and communities.
- 5.3 Fundamental to this, is to ensure that all carers are identified early and have timely access to quality information, advice and guidance to enable carers to maintain independence. Where appropriate, this will lead to a carer assessment and carer support plan.
- 5.4 The table below highlights the key actions which have been taken to respond to the feedback through the carer engagement.

Feedback from the engagement	... what is in the new Specification
<b><i>Carers need an opportunity to have a break from their caring role.</i></b>	3 tier model, with timely access to carer breaks following a proportionate assessment (working to criteria agreed with ASC operations team).
<b><i>Carers value peer support from people who have similar experiences and want improved access to training to help with the cared for</i></b>	Focus on new infrastructure to support peer groups and facilitate training.
<b><i>Carers want to be identified as early as possible.</i></b>	<ul style="list-style-type: none"> <li>- Clear pathways are being developed for different life stages.</li> <li>- Renewed focus on the hospital liaison role and extension to Community Hospitals</li> <li>- Work programme with GPs linked to new CQC requirements for GP practices</li> </ul>
<b><i>Carers feel overlooked by professionals</i></b>	<ul style="list-style-type: none"> <li>- Required to raise the profile of carers in Gloucestershire and the value of involving them as "experts" in the people they care for.</li> </ul>
<b><i>Carers are put off assessment due to perception that there is very little support they can access.</i></b>	<ul style="list-style-type: none"> <li>- New carer triangle diagram demonstrating the range of support which can be offered within the 3 tier conversations.</li> <li>- More universal, early intervention/prevention</li> </ul>

Feedback from the engagement	... what is in the new Specification
	<p>support will be accessible to all carers.</p> <ul style="list-style-type: none"> <li>- Carer breaks will be accessible via proportionate assessments (working to criteria agreed with ASC operations team and closely monitored by the operations team and commissioners to reduce risk).</li> </ul>
<b><i>Working carers need support from employers</i></b>	New requirement to work with local employers to promote Carer Aware and Carers Passports that support carers in the work place.
<b><i>Carers need a bit of extra support during major life changes, e.g. diagnosis, a change in circumstances, a death in the family, transition into adulthood etc.</i></b>	Provider required to work collaboratively with other complementary services in the county
<b><i>Carers want accessible and timely information, advice and guidance, including information about benefits and financial support</i></b>	<p>To work with the Council and CCG to develop the 'Caring for others' part of the Your Circle website</p> <p>Collaboration with other information and advice sources and providers to benefit carers and reduce duplication.</p>
<b><i>Carers feel that there is no one to talk to in a crisis – this often happens during the middle of the night.</i></b>	<p>New requirement to develop a personalised plan through the Carers Emergency Scheme (CES), e.g. who to call for urgent support.</p> <p>Commissioners are exploring options for access to a helpline over-night.</p>
<b><i>Carers own health and wellbeing, including mental health, is important and the role of the GP is highly valued</i></b>	Requirement to work with CCG and Primary Care to share best practice and support GP Practices in supporting carers

## 6. Proposed Young Carer Specification

- 6.1 A specific session was held with young carers to understand what would make a difference to support them in their caring role. Highlights of this session include: -
- What makes a good day is getting through the day without a crisis, e.g. phone call to school to come home, brother with autism smashing their room.
  - Peer-to-peer and professional staff support helps young people develop significant coping strategies for everyday life and support to build resilience.
  - Support groups are a retreat, a place of relaxation and battery recharge.
  - Schools need to be more flexible with attendance and deadlines.
  - Young carers need to be supported and encouraged in their ambitions, and the ability to build a new life particularly regarding the guilt of leaving their cared for.
  - It is good when the same professional gives a young carer 1:1 support throughout their journey.
- 6.2 The proposal for recommissioning young carer support incorporates these elements, maintaining current investment, promoting stability, and emphasising skills alignment with other services. There is broad support for the current shape and level of young carer provision, with just one additional requirement described below in 6.3.

6.3 There is a need for more support for education and transition to adulthood. Additional money will therefore be invested to provide emotional support to young adult carers who are in education, training or apprenticeships.

## **7. Proposed approach for Parent Carer Voice.**

7.1 The current contract brings the voices of all carers together, however feedback from the engagement highlighted that one particular voice, that of parent carers, is being lost. Furthermore, parent carers highlighted that they want to be involved in the services which support their children, “professionals need time to listen to us, to understand. We know our children the best”.

7.2 It is proposed that the Parent Carer voice is heard in two ways. Firstly through a Parent Carer Forum which is funded through an external grant from the Department for Education via Contact, an organisation for families with disabled children. This funding enables the Forum to be independent and able to focus on the legislative requirements as part of the changes for Special Educational Needs and Disability (SEND). Secondly, through the provision of additional support for the Parent Carer voice. Following market engagement and commissioner discussion it is proposed that this wider support for the Parent Carer Voice is not contracted out but is brought back in house as a joint post across GCC and the CCG. The post will work closely with parent carers, strengthen the Parent Carer Forum and enhance the local offer across health, education and social care. This will not incur any additional costs.

## **8. Options**

8.1 In arriving at the recommended option contained in this paper, the following options were considered:

- a) Do not recommission the service at the end of the contract period – this option was rejected due to the legislative requirement to support carers set out within Section 2 of this report.
- b) Recommission the service on a like-for-like basis – this option was rejected because it would not take into account the feedback from carers and stakeholders regarding the best way to support carers. It would also not allow GCC to achieve the best possible value for money from the contract.
- c) Further develop carers services and recommission a reshaped service – this option was pursued because it should allow GCC the opportunity to realise the potential benefits outlined above whilst achieve best value for money.

8.2 A decision was taken to progress option (c) as it takes into account intelligence gathered through legislation, best practice in other areas and feedback from the engagement with carers.

## **9. Proposed New Contracts, Value and Length**

9.1 It is proposed that two contracts are procured as follows;

- Adult Carers estimated at £1.77m per annum

- Young Carers estimated at £390k per annum (plus £30k per annum for the first 3 years for Young Adult Carers emotional support for those in education, apprenticeships or training)

9.2 Following market engagement it is proposed that support for the Parent Carer Voice is brought back in house as a joint post across GCC and the CCG to support the voice of parent carers, to strengthen the Parent Carer Forum and to enhance the local offer across health, education and social care.

9.3 It is recommended that the contract length is 5 years with up to 2 years extension in order to make the contract attractive to providers, to keep costs lower and to ensure continuity of support for carers.

## 10. Procurement Strategy

10.1 It is proposed that GCC conducts an EU compliant competitive tender process for the awarding of this contract/s, in accordance with the 'Light Touch' regime under the Public Contracts Regulations 2015. Bidders will be assessed on the basis of eligibility, economic and financial standing and technical and professional ability.

10.2 It is proposed that GCC awards two contracts comprising one for adult carers and one for young carers. Each contract will be for an initial term of 5 years with an option to extend for up to a further 2 years. In recommending this contract length, officers have taken into consideration the commercial viability of the contract and value for money.

## 11. Risk Assessment

Risk	Mitigation
1. The Carers contracts have significant political interest. There is a need to ensure colleagues for both adults and children's services are briefed in a timely manner.	Regular highlight report/ briefings
2. Potential loss of traction with the pace of the project during holiday periods, which may affect the availability of stakeholders for engagement / evaluation of bids.	Extend all six contracts by six months to allow sufficient time in the procurement process for good engagement, strong applications from providers and robust evaluation of bids.

## 12. Officer Advice

12.1 That Cabinet approve the recommendations as set out in this report.

## 13. Equalities considerations

13.1 A due regard statement has been updated for this decision.

13.2 Following extensive engagement with carers and professionals, there is scope for improved partnership working with carers with protected characteristics and this will be picked up with earlier identification and improved links with the providers of the BME grants.

#### **14. Consultation feedback**

14.1 The engagement process feedback is summarised in sections 4 to 7 of this paper. A more detailed analysis will be distributed with the tender documents.

#### **15. Performance Management/Follow-up**

15.1 There will be a performance framework in place which will include quarterly monitoring reports, regular monitoring/contract meetings and an annual review including carers evaluation of support provided.

15.2 A panel system is established within adult social care to oversee/approve any decision which arises from a full carers assessment. This safeguards against any potential duplication of support to the carer and the cared for.

<b>Report Title</b>	Procurement of the new carer contracts.
<b>Statutory Authority</b>	Gloucestershire County Council and Gloucestershire Clinical Commissioning Group
<b>Relevant County Council policy</b>	<ul style="list-style-type: none"> <li>• Older People and Growing Older in Gloucestershire Policy</li> <li>• Building Better Lives Policy 2014-2024</li> <li>• Meeting the Challenge 2/ Adult Single Programme</li> <li>• Sustainability and Transformation Partnership (STP)</li> <li>• Active Individuals Policy</li> <li>• Active Communities Policy</li> </ul>
<b>Resource Implications</b>	<p>Gloucestershire County Council (GCC) and the Clinical Commissioning Group (CCG) fund carer support through a pooled budget within the Better Care Fund (the split of funding for these contracts is £1.115m GCC and £0.655m CCG).</p> <p>The proposed estimated financial envelope per year for the contracts is as follows:</p> <ul style="list-style-type: none"> <li>• Adult Carers - £1.77m</li> <li>• Young Carers - £390k</li> </ul> <p>The potential total seven year value for the contracts is circa £15.1m.</p> <p>It is recommended the new contracts will be for a 5 year period with the option to extend for up to a further 2 years (5 + up to 2 years).</p> <p>A further £30k per annum for young Adult Carers in education, apprenticeships or training has been secured from the Adult Care Act Budget for years 1, 2 and 3. Options for years 4 and 5 are currently being explored by commissioners.</p> <p>In addition, there is £30k per annum from the Children With Disabilities Budget for Parent Carer Voice, which is currently contracted out. Following feedback this will be brought back in house as a joint post across GCC and CCG to support the voice of parent carers, to strengthen the Parent Carer Forum and to enhance the local offer across health, education and social care.</p>
<b>Sustainability checklist:</b>	
Partnerships	There has been a long established partnership with the CCG which is reflected in the S75 agreement which is in place. The work is led by a joint commissioner working within the Integrated Commissioning Hub. We have worked with a range of partners and carers to develop the new specification.

Decision Making and Involvement	Carers have been involved in the development of the new service specifications and will be continued to be involved in the design and delivery of services.
Economy and Employment	The new contracts will place a greater emphasis on supporting carers to enable them to continue in employment or to consider returning to employment or training.
Caring for people	By supporting carers the person cared for is also supported and their quality of life is maintained. The new specification also recognises our duty to support the carers own health and wellbeing through a range of personalised support.
Social Value	Nationally, carers save the economy £132 billion. This is likely to increase, given the local demographics and projected shortfall in the social care workforce. The role carers play providing to help sustain people in their own homes and in their own communities is vital.
Built Environment	N/A
Natural Environment' including Ecology (Biodiversity)	N/A
Education and Information	Your Circle is the Council's online platform for all carers information and information is also provided through the individual providers' websites. The development of carers training and skills provides opportunities for peer support, discussion, problem-solving and asset-building through its series of group sessions/ training programme.
<b>Tackling Climate Change</b>	Carbon Emissions Implications? Neutral Vulnerable to climate change? No
<b>Due Regard Statement</b>	Has a Due Regard Statement been completed? Yes - considerations included in main body of report  A copy of the full Due Regard Statement can be accessed on GLOSTEXT via [Add link]  Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: <a href="mailto:jo.moore@gloucestershire.gov.uk">jo.moore@gloucestershire.gov.uk</a> .
<b>Human rights Implications</b>	Article 8: The right to respect for private and family life, home and correspondence.  This includes the right to develop as a person and the right to have

	access to information. Without appropriate support and information on their rights, adults with significant caring responsibilities can not fulfil their potential or enjoy a full and balanced family life.
<b>Consultation Arrangements</b>	A formal consultation has not been undertaken, however extensive engagement has been undertaken, with over 520 people responding to an online survey. 15 events were held to listen to carers views across Gloucestershire.

**Appendix One**

