

Wiltshire Council

Cabinet

13 December 2016

Subject: Commissioning of Carers Services

Cabinet Member: Cllr Jerry Wickham - for Health (including Public Health) and Adult Social Care
Cllr Laura Mayes – Cabinet Lead Member for Children’s Services

Key Decision: Yes

Executive Summary

This paper sets out a recommissioning plan for those services and seeks approval for that plan. It proposes a plan for the future commissioning of carers’ support in Wiltshire as follows:

Stage 1: Continue with the current partnership arrangement for a further year (1 April 2017 – 31 March 2018) following the exemption route.

Stage 2: Competitively tender a new carers’ support service during 2016-17 ready for implementation 1 April 2018.

Wiltshire Council and Wiltshire CCG jointly fund, through a pooled budget arrangement, a partnership arrangement with Carers Support Wiltshire (CSW).

Proposals

Cabinet is requested to approve the recommissioning plan for carers’ services set out below:

- a) Approve the exemption of the extension to the current partnership arrangement to March 2018
- b) Approve the commencement of a competitive tender process for a new carers’ support service during 2016-17, ready for implementation 1st April 2018
- c) Delegate authority to award a new contract commencing 1st April 2018 to the Corporate Director for Children's Services and Adults Social Services following consultation with the Cabinet Member for Health (including Public Health) and Adult Social Care, the Associate Director, Finance, the Associate Director, Legal and Governance and the Associate Director Corporate Function, Procurement and Programme Office.

Reason for Proposals

The Partnership arrangement with Carers Support Wiltshire has existed since 2010 and has never been tendered. This paper outlines a plan to allow for the recommissioning of the service within two stages.

Stage 1: Continuing with the partnership as it currently stands will enable CSW to continue in their role as an influential partner for carers at a time when we will be embarking on a number of key commissioning initiatives that will directly impact on carer service provision. The partnership arrangement will permit the flexibility required in order to pilot new approaches and embed new service processes prior to embarking upon a full tender activity.

Stage 2: To approve the commissioning of carers support services ready for commencement on 1 April 2018.

Carolyn Godfrey
Corporate Director

Wiltshire Council

Cabinet

13 December 2016

Subject: Commissioning of Carers Services

Cabinet Member: Cllr Jerry Wickham - Cabinet Lead Member for Adult Social Care and Public Health
Cllr Laura Mayes – Cabinet Lead Member for Children’s Services

Key Decision: Yes

Purpose of Report

1. This paper seeks approval for a plan for the future commissioning of carers’ support in Wiltshire.

Stage 1: Continue with the current partnership arrangement for a further year (1 April 2017 – 31 March 2018) following the exemption route.

Stage 2: Competitively tender a new carers’ support service during 2016-17 ready for implementation 1 April 2018.

Cabinet is requested to approve the recommissioning plan for carers’ services set out below and

- a) Approve the exemption of the extension to the current partnership arrangement to March 2018
- b) Approve the commencement of a competitive tender process for a new carers’ support service during 2016-17, ready for implementation 1st April 2018
- c) Delegate authority to award a new contract commencing 1st April 2018 to the Corporate Director Statutory Officer: Children’s Services, Adults Social Services (acting), Head of Paid Service (rotating), following consultation with the Cabinet Lead Member for Adult Social Care and Public Health, the Associate Director, Finance, the Associate Director, Legal and Governance and the Associate Director Corporate Function, Procurement and Programme Office.

Relevance to the Council’s Business Plan

2. Carers play a vital role in the development of health and social care services and the Council has a statutory duty to assess and meet the needs of carers. The Care Act 2014 and the Children and Families Act 2014 improved and extended carers’ rights to assessment and support to meet eligible needs (including parent carers and young carers).

3. The partnership with Carers' Support Wiltshire (CSW) exists to provide information and advice, triage, assessment and services to carers directly and contributes to the Council's vision: "To create stronger and more resilient communities" as it is creating self-sufficiency where the carer communities can be supported to become more resilient and continue in their caring role for longer.

The partnership contributes directly to several of the Council's outcomes:

Outcome 1 "Wiltshire has a thriving and growing local economy"

The partnership directly contributes to this outcome as the Council (jointly with the Clinical Commissioning Group) is working with a local charity organisation within the voluntary and community sector and thereby supporting Wiltshire's local voluntary sector economy¹

Outcome 2 "People in Wiltshire work together to solve problems locally and participate in decisions that affect them"

The carer population in Wiltshire will be supported by CSW to have a voice and carers will continue to actively participate in decision making.

Outcome 4 "Wiltshire has inclusive communities where everyone can achieve their potential"

CSW, through the partnership has already developed close community connections with multi-faith forums, Community Engagement Managers, Local Area Health and Wellbeing Boards, local employers, colleges, GP surgeries, acute and community hospitals to increase carer awareness and identification at a community level.

Outcome 5 "People in Wiltshire have healthy, active and high quality lives"

Through continuing to create a 'carer aware' Wiltshire, CSW, under the partnership, would support the early identification of carers thus preventing them from reaching crisis point by ensuring they are referred for an assessment of their needs.

Outcome 6 "Peoples are protected from harm as possible and feel safe"

Safeguarding is a high priority not just for the person being cared for, as often the carers are in very vulnerable situations themselves. Once carers are identified for the first time they can access targeted appropriate support, or they can be signposted to other community services more tailored to their individual needs. CSW links with relevant organisations and agencies operating in Wiltshire who specialise in a particular service.

Main Considerations for the Council

4. Services referred to in stage one within this paper refers to carers over the age of 18 (including parent carers). Services for young carers (up to the age of 18) are currently commissioned separately.

¹ Wiltshire Council Business Plan 2014 – 2017

5. Stage one of the proposed commissioning plan for carers' services is the extension of the terms of the partnership by a further 1 year. This will ensure continuity whilst Care Support Wiltshire supports the Council and Clinical Commissioning Group in developing, piloting and implementing changes. This will provide confidence of the future strategic direction within the next 12 months whilst also placing the Council in a strong position for undertaking a successful competitive exercise in 2017.
6. Stage two of the plan is the recommissioning of a new 5 year Carers Support service ready for commencement on 1 April 2018. This will allow the Council to continue to meet its statutory requirements to carers and offers an opportunity to commission a service for all ages, rather than the current separate arrangements for adult carers (including parent carers) and young carers. It will also allow us to deliver on the objectives of the joint Carers Strategy (Wiltshire Council and Clinical Commissioning Group) and the new National Carers Strategy which is expected to be published in early 2017.

Background

7. A Wiltshire Carers Partnership has been in existence since 1 April 2010 jointly developing and delivering services for carers in Wiltshire. The service is funded from a joint (pooled) budget between the Council and NHS Wiltshire Clinical Commissioning Group.
8. CSW undertakes a range of activities in partnership with the Council, including: co-development and co-delivery of the joint carers' strategy; carer involvement and consultation; management of a carer reimbursement fund and management of a training network for carers. CSW also undertakes specific functions on behalf of the Council and the CCG including information, advice and support; carers' assessments and reviews; allocation of carers' breaks and activities; hospital carer liaison and GP liaison; delivery of training opportunities.
9. A 5 year partnership (ending 31 March 2015) was created to develop closer working relationships and collaboration between the Carer centres (at that time, four organisations across the County), as well as ensuring that there was equity of service provision across Wiltshire and that best practice and best value ideas were shared.
10. During the first year of the partnership a merger between the 4 carer centres was negotiated which offered significant cost efficiencies over a 3 year period. This resulted in a new partnership agreement being implemented in April 2011 with the newly formed organisation "Carer Support Wiltshire". The term of the new partnership resulted in an end date of 31 March 2014.
11. Since March 2014, exemptions were approved to allow the continuation of the partnership until 31 March 2017. These exemptions also allowed for amendments to the service, including changes resulting from the Care Act 2014.

Overview and Scrutiny Engagement

12. The Chair and Vice Chair of Health Select Committee have been briefed on the forthcoming Joint Carers' Strategy. The Chair and Vice Chair of Health Select Committee have also visited the current service provider (CSW) and gained an understanding of the range of services within the scope of this commissioning exercise.

13. A further briefing will be provided on the proposals outlined in this paper.

Safeguarding Implications

14. Current contract arrangements with CSW contain robust safeguarding measures in line with council policy and any new service specification would continue to include these.

Public Health Implications

15. The 2011 Census (of England and Wales) revealed that, in Wiltshire:

- There are more than 47,608 people who said they provide unpaid care
- 42% of carers are men and 58% of carers are women
- 2,723 carers who are aged 24 and under – 5.8% of carers in Wiltshire
- 11,876 carers who are 65 or over – 25.1% of carers in Wiltshire

16. Any recommissioned service would be specified to support the priorities within the draft Joint Carers' Strategy:

- To maintain carers' health to enable them to continue caring (should they wish to)
- To holistically identify the needs of carers and the person they care for
- To continue to invest in early intervention and prevention services
- To improve the identification of young carers, carers of people suffering from mental health issues and carers of people who misuse substances such as alcohol and drugs.
- To support communities to become more carer aware and supportive of carers living within them

17. These priorities supplement Public Health activities and initiatives as well as priorities identified by the Better Care Plan's Prevention Board.

Procurement Implications

18. Services will be procured in line with Procurement regulations and policies.

Equalities Impact of the Proposal

19. The procurement carers' services by the Council will support equitable access to services for carers. The specification for the service will state that providers will be expected to demonstrate use of local resources and

provision of services which take account of customer's religious, cultural, whilst recognising the right of diversity within the customer group.

20. A full Equalities Impact Assessment was undertaken this year in respect of the Draft Joint Carers Strategy. When the National Carers' Strategy is published, this Equality Impact Assessment will be considered as part of this. It is this strategy, once finalised which will influence how services are delivered to 2020.

Environmental and Climate Change Considerations

21. There are no specific environmental or climate change considerations.

Risks that may arise if the proposed decision and related work is not taken

22. Without approval of the extension of the existing arrangement there is no continuity of service whilst the Council recommissions a new service in line with the draft Joint Carers' Strategy and the forthcoming National Strategy for Carers. There is a risk that it is impossible to complete a full and robust recommissioning of the service in the time available within the current contract.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

23. In terms of the recommissioning exercise, although the current partnership arrangements were advertised to comply with the Public Contracts Regulations 2006, there was no legal requirement to carry out a full tender exercise. There is a risk that the new service elements will cost more than the current partnership arrangements. This is particularly relevant because the Care Act 2014 has increased the Council's responsibilities to carers and the existing partnership arrangement with CSW has worked successfully to make efficiency savings, allowing CSW to absorb additional demand within existing budget. This risk needs to be mitigated by undertaking a robust commissioning and procurement process and ensuring that services are tailored to meet the available budget.

Financial Implications

24. A pooled budget is managed by Wiltshire Council on behalf of the Council and NHS Wiltshire Clinical Commissioning Group. This funds the majority of the commissioned carers' services in Wiltshire. There is a Section 75 Agreement (NHS Act 2006) which covers the legal and financial governance for this arrangement.
25. The make-up of the Carers Pooled Budget is set out below.

Contribution made by	Services funded	Contribution amount
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Children's Services	Young Carers Mentoring	20,000.00
Children's Services	Parent Carer Support	30,000.00
Children's Services	Young Carer Breaks	22,674.00
Adult social care	Carers Budget	582,495.00
NHS Wiltshire CCG	Carers Budget	756,000.00

26. This provides total annual funding within the Pooled Budget of £1,411,169. This pooled budget covers the contracted costs of CSW (£1,090,307 per annum) and a range of other services, including the Carers Emergency Card (currently provided by Medvivo); Direct Payment support (currently provided by Wiltshire Centre for Independent Living); advocacy and debt and money management advice specifically for carers. The Carers Pooled Budget also makes a contribution to Young Carers Services, currently provided by Spurgeons.
27. The spend profile on the partnership arrangement with CSW is set out below. Within this table, increases in spend reflect agreements with CSW to fund additional services or functions. For example, CSW undertake statutory carers' assessments on behalf of the Council and demand has increased considerably, with new statutory requirements under The Care Act 2014 driving some of this demand. As more carers are identified and receive a service, the average cost per carer has reduced considerably over the lifetime of the partnership.
28. Assuming the current demand and funding profile, the cost of maintaining the Wiltshire Carers Partnership for 2017-18 will require a total commitment of **£1,090,307** from the Carers Pooled Budget. Contributions to the Carers Pooled Budget going forward beyond 2018 will need to take account of financial constraints placed upon both the Council and the CCG.

Historical spend profile						
	2011 / 2012	2012 / 2013	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017
Core partnership operations	272,434	246,387	246,387	246,387	246,387	246,387
Carer involvement	28,500	28,500	28,500	40,675	28,500	28,500
Professional Training to promote awareness	19,000	19,000	19,000	19,000	19,000	19,000
Carers reimbursement	5,000	5,000	5,000	6,000	5,000	5,000
Total cost of core partnership activities	324,934	298,887	298,887	312,062	298,887	298,887
Carers Breaks	38,798	123,798	123,798	123,798	123,798	123,798
Development resource	83,600	83,600	125,373	83,600	83,600	83,600
Carers support	147,566	147,566	147,566	147,566	147,566	147,566
Carer Training	83,929	26,076	26,076	83,929	83,929	83,929
Carers assessments	34,993	68,124	79,124	77,124	114,624	208,124
Volunteer co-ordination			32,220	39,961	39,961	39,961
Hospital liaison		32,452	17,030	32,452	32,452	32,452
GP service		71,990	64,373	71,990	71,990	71,990
Total cost of service activities	388,886	553,606	615,560	660,420	697,920	791,420
TOTAL	713,820	852,493	914,447	972,482	996,807	1,090,307
Total number of carers registered at year end	1,462	6,900	7,234	8,133	9,477	
Price per carer (Core partnership activities only)	£222.25	£43.32	£41.32	£38.37	£31.54	
Price per carer (All partnership and service activities)	£430.84	£131.93	£126.41	£119.57	£105.18	

Legal Implications

29. The Care Act 2014 and the Children and Families Act 2014 improved and extended carers' rights to assessment and support to meet eligible needs (including parent carers and young carers). Adults and carers will have similar rights to an assessment on the appearance of needs. For most carers this means that the previous requirement to provide 'substantial' and 'regular' care will be removed. Carers and cared for persons, together with any other members of the family, may have a combined assessment to ensure a 'whole family' approach. Assessments will need to consider what else (apart from the provision of support) would help to meet desired outcomes. This needs careful consideration so that local authorities do not unduly rely on family and friends to provide care and support².
30. The Children and Families Act 2014 includes a number of new measures to protect the welfare of children, including making young carers' and parent carers' rights to support from councils much clearer.
31. Local authorities must meet their duties to identify, assess and support all carers and their families. They will need to work with other local organisations to make sure they are proactively identifying all carers. They must make sure the assessment process meets the criteria set out in the legislation.

² Carers Trust, Care Act 2014 Key Points for Carers and Carer Organisations June 2014

32. Procurement law in relation to social care services has changed since the current partnership arrangements were awarded. The contract will now fall under the new “light touch” public procurement regime and must be advertised and awarded transparently and fairly. However, given the value of the services, a full tender exercise is required anyway under Part 10 of the Council’s constitution.

Options Considered

33. Extensions to current arrangements have allowed for CSW to work in partnership with the Council and the CCG on the implications of recent statutory changes and, over the next 12 months on the implications of the draft local and national carers’ strategies.

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