

TITLE OF REPORT: **Review and Procurement of the provision of all age Carers services in Gateshead**

REPORT OF: **Caroline O'Neill, Strategic Director, Care Wellbeing and Learning**

Purpose of the Report

1. This report sets out the findings of the review of the provision of all age Carers services in Gateshead. The purpose of this report is to seek approval to procure a new all age Carer service in Gateshead which will be jointly commissioned between Gateshead Council and Newcastle Gateshead Clinical Commissioning Group, with the Council acting as the Lead on the procurement.

Background

2. The Care Act places new requirements on care and support functions to promote wellbeing and identify services which support early intervention to prevent, reduce or delay the need for care and support. This act ensures Carers are recognised in law in the same way as those they care for.
3. The joint review provides an exciting opportunity for both Gateshead Council and Newcastle Gateshead Clinical Commissioning Group (NGCCG) in taking an innovative approach to the integrated commissioning of carers services across Gateshead. By developing a joint approach to Carers we will commission and monitor services and establish a streamlined pathway for carers accessing services.
4. The learning from this joint approach with NGCCG will support other areas of commissioning work and act as an exemplar as the integration agenda progresses. The new approach to Carers (paragraph 16, appendix 1) will aim to create opportunities which strengthen the use of volunteers and support and promote networking within our neighbourhoods and communities, utilising an asset based approach. The new model will support all age carers across all wards in Gateshead.
5. It is envisaged that future services will be able to deliver to set outcomes as defined by both national and local guidance. Future service delivery will focus on ensuring Carers get the right help in the right place at the right time of need.
6. The new model will encourage providers to be creative and innovative in their ways of working whilst being flexible and responsive to carers need.
7. Our key aims for Carers are to ensure they have access to a range of information which helps them find what they need when they need it, support to look after their own health and wellbeing, developing skills and strategies which build resilience

and access to a break when needed as detailed in appendix 2. There will continue to be a drive towards raising awareness of carers and how they can be supported.

8. As a result of the Together for Carers approach, the outcomes we would expect to see for our carers, irrespective of the age or condition of the cared for person, include (list not exhaustive):

- Carers being able to access information in a variety of accessible formats and when in need
- Increased engagement with carers e.g. carers rights, sharing / gathering information, employment and training.
- Successful awareness raising sessions across health and social care improving early identification of carers
- Innovative approaches to reaching carers and their families
- Support the implementation of carer friendly communities and neighbourhoods
- Increased number of Carers having a Carer Assessment.
- Support carer wellbeing of both adult carers and young carers, building resilience and maintaining independence
- Improved opportunities for carers to take a break from caring
- Access to harder to reach groups including within our BME communities
- Access and participation in all peer support opportunities regardless of carer age
- Recognised presence of support for young carers and young adult carers within educational facilities and across health and social care professions
- Seamless transitions between services supporting young people into adulthood.

9. The current expenditure on services for carers, across the Council and NGCCG that are within the scope of this review is £1.658m. Benchmarking with neighbouring authorities highlights the financial envelope in Gateshead is more generous for these services. It is anticipated natural efficiencies will occur with the new service model, removing duplication of funding and resources across health and social care.

10. Due to ongoing discussions with NGCCG, the overall budget envelope in 2018/19 for the procurement of these services is still to be determined. The Council element of the budget is £0.510m, which takes account of a proportion of efficiencies outlined above. The preferred term of the contract is subject to further discussions. Over the term of the contract, there is an expectation that funding reductions will be applied as the new delivery model is embedded.

Proposal

11. A tender exercise will commence on 2 January 2018 and end on 8 February 2018.
12. Gateshead Council will lead the procurement exercise with representation from Newcastle Gateshead Clinical Commissioning Group.
13. The scope of future service will accommodate all age carers from young carers to adult carers no matter what their age or condition of the cared for person.
14. A new service delivery model will be implemented from July 2018.

Recommendations

15. It is recommended that Cabinet approves the procurement of a new all age Carer service in Gateshead commissioned by the Council on behalf of the Council and Newcastle Gateshead Clinical Commissioning Group.

For the following reasons:

- (i) To prevent duplication of funding and resources across health and social care.
- (ii) To meet local need and demand and align services to strategic priorities across the local health and social care economy.
- (iii) To promote a streamlined pathway and improved processes for carers accessing services, and enable early identification and assessment of carers' needs to prevent, reduce and delay the onset of crisis situations.
- (iv) To improve the quality of life for carers.
- (v) To enable an integrated commissioning approach across Health and Social Care.

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APPENDIX 1

Policy Context

1. The National Carers Strategy “Caring about carers: a national strategy for carers” was launched in 2009 recognising and valuing Carers. The strategic vision for recognising and valuing carers outlined in 2009 has been taken forward by successive governments since that point. <http://www.gateshead.gov.uk/Health-and-Social-Care/JSNA/Useful-links/Other-Needs-Assessments.aspx>
2. Carers Strategy: Second National Action Plan 2014-2016 outlined the next steps related to key priority areas for Carers. It requires local authorities to adopt a whole system approach to improve the health and wellbeing of Carers. The whole system approach means the co-operation of local authorities and all agencies involved in public care. <http://www.gateshead.gov.uk/Health-and-Social-Care/JSNA/Useful-links/Other-Needs-Assessments.aspx>
3. The Care Act 2014 represents the reform of social care legislation in England placing new duties and responsibility on Local Authorities to promote wellbeing when assessing the needs of both the cared for person and their carers.
4. The Care Act 2014 outlines the Councils responsibility to; promote wellbeing and independence, prevent crisis led provision and support prevention for all adults including carers, ensuring interventions are accessible which prevent, reduce and or delay the onset of requiring care and support.
5. NHS Clinical Commissioning Groups are encouraged to fund specific carers support services in line with the wider prevention agenda and government expectations.
6. The Five Year Forward View, 2014 pledges governmental support for the NHS to support unpaid carers, particularly those in a full-time caring capacity. Additionally the Forward View focuses on young carers and carers over the age of 85 years as the priority groups due to the vulnerability of both.
7. It is generally accepted by NHS Commissioners that funding for carers breaks and respite opportunities along with other support services is crucial as carers are the hidden unpaid group who save a substantial amount in healthcare spend.
8. The Council Plan is committed to increasing community, individual and council resilience and promoting early help and prevention whilst being mindful of uncertainties around Government funding, increasing demand for services and a growing and ageing population.

Background

9. Historically Carers services in Gateshead have been provided by the Voluntary Sector. During 2015, a desktop exercise identified a number of contracts funded individually by both Gateshead Council and Newcastle Gateshead Clinical Commissioning Group (NGCCG).

10. The current expenditure for Carers services across all contracts is approximately £1.658m (£0.651m Gateshead Council). Appendix 3 lists the current organisations and services included within the scope of the review. Notice has been served on all current contracts. It is anticipated natural efficiencies will be identified with the new service model removing duplication of funding and resources across health and social care. The overall budget envelope is still subject to discussions with NGCCG but the Council element is £0.510m taking account of a proportion of the likely natural efficiencies. Further reductions will be made over the term of the contract as the new delivery model is embedded.

Consultation

11. A co-production approach was deployed with one of the key aims of the review being to engage with all carers, providers and stakeholders to understand the needs of carers in Gateshead and determine the best model for delivering carers' services in the future.
12. Engagement activity included the following:
 - Local Engagement Board (Newcastle Gateshead CCG) (July 2016)
 - Parent/Carers of children with special educational needs and disabilities.
 - Carers Health Needs Assessment completed by Public Health colleagues (September 2016)
 - On-line survey via Gateshead Council consultation portal. (December 2016 – January 2017)
 - Engagement with Carers via drop-in sessions, in-depth interviews, pre-questionnaires and arranged events. (January – March 2017)
 - Engagement with our Commissioned Providers to understand and map collectively both the current and future state of commissioning for carers (December 2016 – April 2017)
 - Engagement with Care Management Teams (March 2017)
 - Engagement with District Nurses (March 2017)
13. We have listened to what Carers, Providers and stakeholders have told us and we have consolidated the key themes into four service aims (appendix 2) which were shared during consultation with people and organisations who support carers. We wanted participants to share their experience, their knowledge and their views whilst considering if anything was missing from our service aims. We also asked participants what they thought about the different contractual options for delivering carers services in the future.
14. We have provided updates to:
 - Gateshead Carers Partnership Board
 - Learning Disability Partnership Board
 - Mental Health Partnership Board
 - Physical Disability and Sensory Impairment Partnership Board
 - Integrated Commissioning Business Group
 - Care Wellbeing and Learning Group Management Team
 - Adult Social Care Portfolio
 - Newcastle Gateshead Clinical Commissioning Group Executive Committee

Alternative Options

15. The alternative option is to remain as we are now with numerous contracts being extended year on year. This option is not recommended as it encourages duplication in funding and resource, it is not cost effective and it does not provide a streamlined pathway for carers or professionals accessing information, advice and support.

Preferred Option

16. The preferred option is to go out to tender with one overarching contract for Carers with service requirements divided into 3 separate lot's as follows;
 - Young carers,
 - Adult Carers aged 18+
 - Carer Relief (All age including personal care where required)

This option will:

- Encourage and maintain a healthy competition in the market place
- Create a clearer pathway for Carers
- Set objectives for specific Carers outcomes e.g. Young Carers and Adult Carers
- Enable specialist support by those with specific expertise.
- Encourages collaboration to ensure continuity of support for young carers transition to adulthood.
- Ensure there is no restriction to bidding for providers that can only provide either young or adult provision.
- Result in the removal of transactional costs and simplification of monitoring each new contract once awarded.

Carer Relief should be a preventative measure which offers carers a break from their caring role and will need to include personal care where required. It is envisaged that the Care Service will transfer under Carer Relief in its current form but will be remodelled during an initial period which is yet to be identified. This will ensure that the Council continues to meet its obligations under the Care Act ensuring interventions are accessible which prevent, reduce and or delay the onset of requiring care and support.

Implications of Recommended Option

17. Resources:

- a) **Financial Implications** – The Strategic Director, Corporate Resources confirms that Gateshead Council's funding for the procurement of the services of £0.510m is within existing budgets and the reduction in the funding envelope will form part of the 2018/19 budget options. NGCCG have not yet confirmed their budget and therefore this is a risk, at this stage, to the procurement of these services.
- b) **Human Resources Implications** – As there are no Council employees currently engaged on these contracts there are no human resources implications for the Council. However, it may be that employees of current providers transfer over to the new providers in accordance with the provisions of

the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) TUPE information will be sought from the current providers prior to the publication of the tender documents.

c) Property Implications - There are no direct property implications arising from this report.

18. **Risk Management Implication** – Discussions are ongoing with NGCCG regarding their budget for the procurement of these services. There is a risk that the final budget envelope is insufficient to meet all the objectives to be delivered by the service.
19. **Equality and Diversity Implications** - Through the specification the new model will look to address the needs of those with protected characteristics and those living in areas of social deprivation.
20. **Crime and Disorder Implications** – No known impact.
21. **Health Implications** – Through the specification the new model will look to support accessibility to health services and appropriate care and treatment.
22. **Sustainability Implications** - Through the specification and procurement exercise the new model will look to create opportunities which strengthen the use of volunteers and support and promote networking within our neighbourhoods and communities, maintain a local market and utilise and support established links within the community.
23. **Human Rights Implications** - There are no known human rights implications arising out of the report.
24. **Area and Ward Implications** - Through the specification and procurement exercise, the new model will support all age carers across all wards in Gateshead.
25. **Background Information:**

We will be considering the following reports and research in relation to the review of Carers services and the development of a new model of delivering information, advice and support for Carers in Gateshead:

- Carers Health Needs Assessment 2016 (Gateshead Public Health) Provides 8 recommendations to be considered in line with future procurement activity.
- Gateshead Young Carer Health Review Report and film produced by Carers Trust Tyne and Wear exploring physical and mental health, worry, sleep, diet and exercise of young carers.
- State of Caring Report 2017 (Carers UK). Carers UK carry out an annual survey of carers to understand the state of caring in the UK.
- Understanding the needs of Unpaid Carers (March 2017). Involve North East compiled this report in support of the strategic review of carers services. The consultation sat alongside Gateshead Council on-line survey for unpaid carers (December 2016 – January 2017).

- Spotlight on Carers Assessments - HealthWatch Gateshead gathered the experiences of carers on Carers Assessments in Gateshead, to provide evidence for providers and commissioners to improve access to service provision.
- Adult Carers in Gateshead Survey Report 2017 outlines the main findings from a major survey of the needs and issues facing carers in Gateshead. It enables comparisons in Gateshead which was carried out by Gateshead Carers Association in 2014. (Gateshead Carers Association)
- The lives of Young Carers in England (Omnibus Survey report, Research Report January 2017) commissioned by the Department of Education in 2015 aims to serve as a baseline study of the lives of young carers in England and to help measure the effectiveness of legislative changes in improving the identification and support of young carers and their families.
- Young Carers – The support provided to Young Carers in England. (Children's Commissioner) Details the responses to a Commissioner survey issued to all Local Authorities in England to request data on referrals relating to children and young people providing care, and the assessments and support these children receive.

Together for carers



Here and now

Newcastle Gateshead CCG and Gateshead Council **pay towards** services for carers

Census 2011 tells us that **22k people** recorded themselves as providing unpaid care in Gateshead.

58% of carers are female

1670 are young carers aged under 25 years

5 organisations commissioned to support carers needs

5625 carers supported by carers' organisations and Gateshead Council during 2015-2016

Health needs of carers

In Gateshead, there are **more** carers for persons with **dementia and mental health conditions** than the England average

57% of registered carers have some type of **long term condition**

Many **young carers** experience **poor physical and emotional health**. They have to cope with caring as well as worrying about the person they are assisting.

38% of people aged over 65 years provide 50 hours or more of informal care each week. This is detrimental to the general health and wellbeing of the carer. This group may have different health conditions related to ageing and perhaps may struggle to provide care.

Carers, providers and professionals tell us...

90% of survey respondents said that caring affects their overall general health

Breaks, support groups and peer support are important to carers

Carers, Providers and professionals tell us...

- The number of carers requiring support are increasing in Gateshead.
- Carers need support to live well and continue with daily life.
- Services must be responsive to the needs of carers.
- Many carers find it difficult to access information, advice and support for themselves as a carer

We are working together to support you as an Informal carer in Gateshead regardless of your age or the condition of the person you care for. We have listened to what you have told us about what it is like to be a carer in Gateshead and how we can support you in your caring role. We believe by working together we can help the carers of today and the future, get the right help in the right place at the right time of need.

We will aim to

Keep you informed

- ◆ Make sure information is easy to access in a variety of formats which helps you find what you need when you need it.

Help you look after your health and wellbeing

- ◆ It is important that we support all carers to look after and maintain their own health needs.
- ◆ We want our services to work with all carers to understand what they do, understand the impacts on the carer and determine what support could help them in their caring role.
- ◆ We want to help carers to develop and learn new skills to maintain independence and build confidence.
- ◆ We want to support carers to look after their own physical health, emotional health, mental health and general wellbeing.
- ◆ We want to work with health and social care professionals to improve how we look after carers.
- ◆ We want to share information with carers about what services can help them.
- ◆ We want to work with schools and colleges to inform them on how they can support our young and young adult carers.

Offer you a break from caring

- ◆ Support you to access some quality time for yourself away from your caring role.

Help others to understand the needs of informal carers

- ◆ We want our services to raise awareness about how valuable and important carers are to Gateshead.
- ◆ We need to inform professionals, organisations, employers and the people of Gateshead on carers and how they can be supported.
- ◆ We want our services to work with carers to develop a Carer Friendly Gateshead.

Appendix 3

Current Provision – Supporting Carers in Gateshead

| Provider | Service |
|----------------------------------|--|
| Alzheimer's Society | Short Break Befriending Service (S256) |
| | Dementia Support Service (S256) |
| Gateshead Carers | Substance Misuse - Carers |
| | Core and Information, advice and support |
| | Carer Training, GP Liaison and Carer for GPs in Gateshead |
| | BME and Faith Development and Support (60% Dev. and 40% Support) |
| | Communication and Marketing (Reaching Hidden Carers) |
| | Carer Support Worker (Benefits) |
| | Short Breaks |
| | S256 & S76 LA Contribution |
| Carers Trust (Crossroads) | Primary Care |
| | Adult Mental Health Workers |
| | Community Take a Break (TAB) |
| | Care Take a Break (TAB) |
| | Crossroads Intensive Care Service (CISS) |
| | Adult Mental Health |
| | Young Carer Take a Break (TAB) |
| | CQUIN |
| | Young Carers Assessment Service |
| | Information and Advice and The Care Service |
| Gateshead Council | Time for Me Project (S256) |