

<b>DECISION-MAKER:</b>	<b>CABINET COUNCIL</b>		
<b>SUBJECT:</b>	<b>PROCUREMENT OF CARERS SUPPORT SERVICES</b>		
<b>DATE OF DECISION:</b>	<b>18 JULY 2017 19 JULY 2017</b>		
<b>REPORT OF:</b>	<b>CABINET MEMBER FOR HOUSING AND ADULT CARE</b>		
<b><u>CONTACT DETAILS</u></b>			
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<b>STATEMENT OF CONFIDENTIALITY</b>
None

<b>BRIEF SUMMARY</b>
<p>Two of the four priority outcomes in the Council Strategy is for (i) children and young people in Southampton get a good start in life and (ii) people in Southampton to live safe, healthy and independent lives. A key aspect of achieving these outcomes is for carers of all ages to have easy access to Information, Advice and Support (IAS) and assessments for their needs. Currently support for young carers and adult carers, including assessments, is provided under two separate contracts which were awarded to the present providers in 2013. Integration of the two current services is supported by the Children and Families Act (2014) (C&amp;FA) requirement to have a single point of access (SPA) for young carers up to the age of 25. The Care Act (2014) (CA) provides for adults from the age of 18, young carers aged 18-25 would have an overlapping service rather than a SPA if the contracts were not integrated.</p> <p>An Adult Social Care (ASC) staff member will be co-located with the commissioned service to provide the more complex carers' assessments and to explore the link between carer assessments and the provision of replacement care in partnership with ASC teams. This has been discussed with and agreed by the Director of Operations for ASC.</p> <p>A review of the current services was conducted in 2016 and its findings have been taken into account in developing the recommendations in this report.</p> <p>This service does not include assessments for parent carers as discussions between Children's and Adults Social Care Services agreed these assessments would be carried out by Children's Services as part of whole family assessments.</p>

<b>RECOMMENDATIONS for Cabinet:</b>		
	<b>(i)</b>	To approve the recommendation to proceed with a procurement of an integrated Carers Support Services
	<b>(ii)</b>	To delegate authority to the Director of Quality & Integration to carry out a procurement process for the provision for the carers' support services as set

		out in this report and to enter into contracts in accordance with the Contract Procedure Rules.
	(iii)	To delegate authority to the Director of Quality & Integration following consultation with the relevant Cabinet Members to decide on the final model of commissioned services for Carers Support Services and all decision making in relation to this recommissioning.
	(iv)	To authorise the Director of Quality and Integration to take all necessary actions to implement the proposals contained in this report.
<b>RECOMMENDATIONS for Council:</b>		
	(i)	To approve a financial envelope of up to £2,479,400 for a maximum contract lifetime of 7 years (5 + 2 year extension).
<b>REASONS FOR REPORT RECOMMENDATIONS</b>		
1.	The provision of effective carers IAS and assessments supports the outcomes the Council wants to achieve in relation to increasing prevention and early intervention and helping people to find their own solutions as far as possible.	
2.	There is an opportunity to integrate young carers and adult services to improve the adoption of whole family approaches when supporting families where young carers exist, and limit them having inappropriate caring roles.	
3.	Integrating the services reflects a wider piece of work with voluntary sector providers which aims to consolidate services into larger single contracts, with partnership arrangements where appropriate, to achieve greater impact and support preventative approaches.	
4.	The contracts for the current carers' services will come to an end in March 2018 and there is a need to recommission these services to comply with public procurement law.	
<b>ALTERNATIVE OPTIONS CONSIDERED AND REJECTED</b>		
5.	To continue to fund individual services without maximising the opportunities for developing an integrated approach to service delivery: this would not provide the most appropriate service and miss opportunities for improving access for individuals.	
6.	To provide all assessments through the Carers Support Services: this would not adequately enable the development of appropriately linking carers' assessments with replacement care required for them to live a life independently of caring.	
7.	To decommission either or both services: the Council has to provide the service to meet statutory requirements and the decision to externally commission reflects the findings of the review and successful performance of the service in a community setting.	
<b>DETAIL (Including consultation carried out)</b>		
8.	<p>Two of the four priority outcomes in the Council Strategy is for (i) children and young people in Southampton get a good start in life and (ii) people in Southampton to live safe, healthy and independent lives. This means that the Council</p> <p><i>'...want Southampton to be a city where parents, families, communities and services work together to make sure children and young people get a good start in life. Ensuring that children and young people get a good start in life is crucial to enabling them to go on to fulfil their potential and become successful adults who are engaged in their communities.'</i> and</p> <p><i>'...want Southampton to be a city that is recognised for its approach to preventing problems and intervening early. We want our residents to have the information and support they need to live safe, active, healthy lives and to be able to live</i></p>	

	<p><i>independently for longer.'</i></p> <p>A key aspect of achieving these outcomes for carers of all ages is to have an integrated service providing easy access to IAS and assessments that are proportional to carers needs.</p>
9.	The Council has a long history for making provision for carers support services which promote the well-being of the city's residents. Prior to 2013 adult carers support was delivered through a number of projects funded through grants. The commissioning of one Adult Carers Support Service consolidated the existing programmes into one service and the Young Carers service was recommissioned at the same time but through two contracts.
10.	Services are provided by voluntary sector organisations (Mencap for adult carers, under the name of Carers in Southampton and Southampton Voluntary Services for young carers) and the recommendations in this report are consistent with the Council's strategic approach to working with the voluntary sector.
11.	The CA and the C&FA have placed additional requirements on local authorities in relation to ensuring the provision of IAS and assessments. Together these two Acts provide for carers of all ages and additionally the C&FA require the Council to provide a Single Point of Access for carers until they are 25 years old. The Care Act states there should be a choice for the carer in the way they can access an assessment and that all carers who have an 'appearance of need' should be offered a carers assessment.
12.	The CA and C&FA introduced the option for local authorities to delegate carers' assessments to external providers. Consultation of day care and Kentish Road provision in 2013/4 clearly supported carers' assessments to be delivered in a community setting rather than within Adult Social Care.
13.	A pilot programme was developed in 2015 when the Acts came into force, and has been adapted over the last 18 months to achieve this goal and both adults and young carers' assessments are delivered in the community.
14.	The pilot adult assessment service consisted of the present provider co-ordinating assessments and allocating to organisations on a Framework Agreement. The young carers' pilot provided assessments to young carers by the present provider.
15.	In 2016 the adult pilot programme was reviewed and an options paper written. This recommended that an ASC staff member be co-located with the commissioned service to provide carers assessments to adult carers which are proportionate to their needs and in a community setting. This has been discussed with and agreed by the Director of Operations for ASC.
16.	Further work to explore the link between carer assessments and the provision of replacement care will be undertaken and utilise the new social worker role alongside ASC teams.
17.	Having a SCC staff member delivering the assessments but within the community has a dual benefit of immediate access to SCC systems if required and supporting carers' preferences.
18.	To access the Young Carers Service, young carers were being assessed through a nationally developed tool. Since delegating young carers' assessment to the current provider they have worked with Children's Services and are using SCC's assessment tool and the national tools for support planning and monitoring personal goals.
19.	The integrated service will require young carers' assessments to be delivered through the commissioned service via trained members of their staff.

20.	Under a separate contract the incumbent adult carers support providers co-ordinated the co-production of the Southampton Strategy for Unpaid Carers and Young Carers 2016-2020 and supports the delivery of its Action Plan. This will be incorporated into the new Service Specification.
21.	The contract would start on April 1st 2018 and it is currently proposed that the contract is for 5 years with a possible 2 year extension.
22.	In light of the proposed contract time period the provider would be required to deliver their service with a flexible approach to in-service changes, particularly those that may be imposed upon SCC through legislative changes.
23.	The option to subcontract part of the service to another provider will be available for the successful organisation.
	<b>Reviews of Adult Carers Services and Young Carers Services</b>
24.	A Service Review was conducted in 2016 for both the adult and young carers' services. The reviews considered the current provision of carers support services against the Council's strategic intentions. Information was gathered from: each service; literature reviews; engagement with other organisations that support carers, service user and parents of young carers; and a number of wider determinants including legislation and national action plans and commitment to carers.
25.	The review identified that there is a track record of good provision and collaboration with other organisations that support carers, including schools in the case of young carers. Both services deliver support in a variety of ways to meet the needs of their clients.
26.	Quantitative and qualitative data considered during the review demonstrated a high use of services and a growing demand for both adults and young carers' services. This is expected to continue as: demand increases for services for cared for people, particularly through an aging population, and services are successful in identifying new and existing carers.
27.	An Equality and Safety Impact Assessment will be undertaken as part of the procurement process and in relation to the recommendations in this report and will be available to inform these decisions.
	<b>Consultation and engagement</b>
28.	During the review period there was engagement with current service users of both the adult and young carers' service and parents of young carers. Organisations within the wider public, community and voluntary sector were also consulted.
	<b>Recommendations</b>
29.	In line with the findings of the service review it is recommended that a procurement exercise is undertaken to commission integrated Carers Support Service.
30.	If the recommendation is supported, the procurement process will commence in August 2017.
<b>RESOURCE IMPLICATIONS</b>	
<b><u>Capital/Revenue</u></b>	
31.	The current investment in adult and young carers support services covers a number of services provided to people from two bases set in the community: This does not include support through peer support groups which are run throughout the city for adults. A review of carers support services has been undertaken recently which represents the first opportunity for an integrated approach to commissioning services.
32.	The proposal is to procure an integrated Carers Support Service within the approved

overall revenue budget for carers (detailed in table 1 below), which is provided by Southampton City Clinical Commissioning Group (CCG) and SCC. Any costs associated with the procurement process will be met from within this budget.

<u>Table 1 - Carer Revenue Budget Information</u>	
	£
Annual Budget (adult & young carers combined)	354,200
Less CCG Contribution	170,000
<b>SCC net budget (per annum)</b>	<b>184,200</b>
Maximum Financial Envelope (annual budget for 7 years)	2,479,400

**Property/Other**

33. There are no known property or other implications.

**LEGAL IMPLICATIONS**

**Statutory power to undertake proposals in the report:**

34. Care Act 2014 and Children and Families Act 2014 provides the structure for support services for adults and young carers respectively. Any procurement will be governed by EU procurement rules depending on value

**Other Legal Implications:**

35. When carrying out any public functions the Council must have due regard to the Public Sector Equality Duty (PSED) under the Equality Act 2010. The LA must take into account a number of factors including the need to eliminate discrimination, harassment and victimisation, advance equal opportunity and foster good relations. The service users who will benefit from the Carers Support Services are likely to be protected by the PSED and the Human Rights Act 1998 which has similar duties to the PSED. In particular the protection under Article 14 the prohibition of discrimination and Article 6 the right to respect private and family life.

36. The Council must be mindful of the Southampton Compact and the Best Value Statutory Guidance in all its work with the voluntary sector. The Southampton Compact provides a code of good practice to build on existing good practice and continue to improve relationships between statutory, community and voluntary organisations. It covers five key areas with undertakings for both the public sector and voluntary sector in each area:

- a strong, diverse and independent civil society;
- effective and transparent design and development of policies, programmes and public service;
- responsive and high-quality programmes and services;
- clear arrangements for managing changes to programmes and services; and
- an equal and fair society.

37. The Best Value Statutory Guidance was issued by central government in 2011, revised in 2015. The Guidance provides a code of good practice for local authorities considering funding reductions that may affect the voluntary sector. It complements the Southampton Compact minimum consultation and notice periods.

**RISK MANAGEMENT IMPLICATIONS**

38. Stakeholder interest in the service is moderate to high and there would be significant

	complaints if the service was discontinued. This is not proposed. Risk = moderate
39.	Continual improvements to support carers at a more universal level will result in more carers seeking a carer assessment and being entitled to support. There is a risk this will increase costs for carer support but should provide a longer term, more sustainable approach to help carers to continue their caring role for longer which reflects the Councils commitment to preventative approaches. Risk = low
40.	Support for carers is linked to the provision of replacement care. Currently provision remains variable across client groups. As links are improved between the carer assessment function and ASC, it is likely there will be an increased demand for replacement care. There is a risk this will increase costs for replacement care but will ensure it is provided in a more equitable and fair way. Risk = low
41.	If the integrated Carers Support Services is not commissioned assessments would be delivered in-house which would partly meet the Council's statutory duty. However it would be more difficult for the Council to provide information, advice and support in-house to the same level that it is provided in a community setting. Risk = low
<b>POLICY FRAMEWORK IMPLICATIONS</b>	
42.	Council Strategy 2016-2020

<b>KEY DECISION?</b>	<b>Yes</b>
<b>WARDS/COMMUNITIES AFFECTED:</b>	<b>All wards</b>
<u>SUPPORTING DOCUMENTATION</u>	
<b>Appendices</b>	
<b>1.</b>	<b>Equality and Safety Impact Assessment</b>
<b>Documents In Members' Rooms</b>	
<b>1.</b>	<b>None</b>
<b>Equality Impact Assessment</b>	
<b>Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.</b>	<b>Yes</b>
<b>Privacy Impact Assessment</b>	
<b>Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.</b>	<b>No</b>
<b>Other Background Documents</b>	
<b>Other Background documents available for inspection at: N/A</b>	
<b>Title of Background Paper(s)</b>	<b>Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)</b>

1.	None	
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