



SHEFFIELD CITY COUNCIL

Cabinet Report

Report of: Laraine Manley, Executive Director Communities

Report to: Cabinet

Date: 22nd June 2016

Subject: Commissioning Plan for Adult and Parent Carers
2016-2020

Author of Report: Joe Fowler, Director of Commissioning
Emma Dickinson, 0114 273 4746

Key Decision: YES

Reason Key Decision: Expenditure/savings over £500,000

Summary:

The word carer throughout this report means someone who looks after a person; a family member or friend because that person would not be able to be safe and well without that help. It might mean sibling carer, parent carer or adult carer.

This report outlines the Commissioning Plan for Adult and Parent Carers which details the commissioning intentions for Sheffield City Council (2016-2020) including the services we wish to purchase and other interventions and programmes.

The Plan is part of a framework (2016-2020) that will shape how we want to improve carers' lives.

Reasons for Recommendations:

(Reports should include a statement of the reasons for the decisions proposed)

The Commissioning Plan is based within the Framework of Improving Carers Lives and directly aligns with the principles as set out in the recently approved Young Carers, Parent and Adult Carers Strategy.

The commissioning intentions have been guided by the co production activity we have undertaken with carers.

The Strategy will enable the Authority to comply with a new statutory duty as set out in section 10 of the Care Act 2014.

Recommendations:

That the report is noted and approval is given to the Commissioning Plan for Parent and Adult Carers.

That in accordance with the Commissioning Plan and this report Cabinet approves the use of the Council's existing framework of Collaborative Partnerships that provide preventative health and wellbeing following the People Keeping Well principles for community based outreach carers services.

That in accordance with the Commissioning Plan and this report Cabinet approves the procurement via an open tender process for core city wide support services for carers, including the delivery of Carers Assessments (as set out in section 10 of the Care Act), the management of a small grant pot, developing support plans for carers, helping identify services and managing the overall budget available to support carers.

That in accordance with the Commissioning Plan and this report Cabinet approves the move from a contract for sitting services for all carers to an approach where the assessment of the need for a sitting service is included in social care assessments and where an eligible need is identified this need will be met through a direct payment or through a separately procured contract for which separate approval will be sought.

That in accordance with the Commissioning Plan and this report, authority is delegated to the Director of Commissioning in Consultation with Cabinet Member for Health and Social Care and the Director of Commercial Services to:

- a. award contracts for core city wide support services for carers following the open tender process;
- b. approve the extension of core city wide support contracts after the expiry of the initial 3 year term;
- c. develop options, procure and award contracts for short breaks; and
- d. approve one off procurement and contracts for raising awareness of carer issues.

That the Director of Commissioning in consultation with the Cabinet Member for Health and Social Care, the Director of Legal and Governance and the Director

of Commercial Services take such other steps as he deems appropriate to achieve the outcomes in this report and the Commissioning Plan.

Background Papers:

- Young Carers, Parent and Adult Carers Strategy (2016-2020)
 - Commissioning Plan for Adult and Parent Carers (2016-2020)
 - Better Health and Wellbeing – Working better together in Communities (Cabinet report March 2016)
-

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Ann Hardy
Legal Implications
YES Cleared by: Nadine Sime
Equality of Opportunity Implications
YES Cleared by: Liz Tooke
Tackling Health Inequalities Implications
N/A
Human Rights Implications
N/A
Environmental and Sustainability implications
N/A
Economic Impact
N/A
Community Safety Implications
N/A
Human Resources Implications
N/A
Property Implications
N/A
Area(s) Affected
City wide
Relevant Cabinet Portfolio Lead
Cate McDonald, Cabinet Member for Health and Social Care
Relevant Scrutiny Committee
Healthier Communities and Adult Social Care
Is the item a matter which is reserved for approval by the City Council?
NO
Press Release
YES

REPORT TO THE Cabinet

Commissioning Plan for Adult and Parent Carers 2016-2020

1.0 SUMMARY

- 1.1 The word **carer** throughout this report means someone who looks after a person; a family member or friend because that person would not be able to be safe and well without that help. It might mean sibling carer, parent carer or adult carer.
- 1.2 This report outlines the Commissioning Plan for Adult and Parent Carers which details the commissioning intentions for Sheffield City Council (2016-2020) including the services we wish to purchase and other interventions and programmes.

The Plan is part of a framework (2016-2020) that will shape how we want to improve carers' lives.

- 1.3 This Commissioning Plan is for all adult carers who care for someone (whether an adult or child) who is a resident of Sheffield.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 1 in 10 people in Sheffield are carers (60,000); they are a hidden army that is a huge strength for the city. Providing care is an integral part of life and many people have told us throughout the consultation they want to care but it is not always easy.
- 2.2 Carers have repeatedly told us throughout consultation:

'If you got the services and support right for my family member, I wouldn't have any needs'

Whilst this may be true for some, all carers' needs won't entirely disappear if support and services are right for the person they care for. So it's important that we build on carers' strengths (or assets) to reduce and address any ongoing needs.

- 2.3 Supporting carers is everyone's business. Improving carers' lives will not happen just through services aimed directly at carers but also by changing behaviour of the workforce and the services that support service users and interact with carers.

Finding and identifying carers earlier and equipping them with the right support for them and their family is seen as the best prevention to carer breakdown (NB support - this does not need to be statutory and in many cases it is not).

Through this commissioning plan, the council will outline how we will contribute to this change. These changes have been identified through

extensive co-production activities with carers in 2015.

3.0 OUTCOME AND SUSTAINABILITY

3.1 The vision for all carers as set out in the recently approved Strategy is:

*A City where Carers are **valued** and have the **right support** to continue to care for as long as they want to.*

3.2 Through this plan we will purchase services to support carers to continue to care but also undertake a range of interventions that will raise the awareness with statutory and delivery partners, employers and local communities to understand the needs and requirements of carers.

4.0 MAIN BODY OF THE REPORT

4.1 This report should be read with:

- The Young Carers, Parent and Adult Carers Strategy (2016-2020) and
- The Commissioning Plan for Adult and Parent Carers (2016-2020)

Which accompany this report in the appendices 1 and 2

4.2 Why should we support carers?

1 in 10 people in Sheffield are carers; they are a hidden community that is a huge strength for the city.

There are now fewer health and social care services but a greater demand as more people are living longer, although this may not be in well health. Therefore building family and community assets and resources will be important because caring will become more vital to us all.

With the reductions in public spending, we need to find innovative and different ways to do more with the available funds.

It is difficult to monetise caring, but there are tangible benefits to commissioners and funders to providing services to carers, in summary they are:

- Reducing the need for emergency health and social services interventions because of carer breakdown.
- With the right support, reducing emergency hospital admissions (for carers and the cared for person).
- Carers (with the correct support or training) could aid the recovery of their cared for or slow down the progression of the person's condition (where appropriate).
- Reduction or delay of statutory services for the cared for person.

4.3 Overwhelmingly carers are resilient people but how services are delivered

(or not) for the person they care for can be a significant barrier and make life worse

Caring impacts on all parts of life - carers should be able to continue to have a life alongside caring i.e. health, social life, able to work

4.4 **COMMISSIONING PLAN**

4.5 To make a **STEP CHANGE** to improve carers lives we will:

1. Make changes to **tendered carer support services** (to start late 2016)

We are changing the ethos of carers support services based on the extensive consultation undertaken with Carers in 2015.

The new services will be:

- a. Community based outreach to find hidden carers
 - b. Core city wide support service including the statutory duty carers assessments
 - c. Menu of options for breaks
2. **Raise awareness:** changing the behaviour of society and services to carers e.g. employers, doctors, family and friends and getting services that support cared for people to recognise and support carers

As with the strategy, the following actions will be co-produced with carers and carer organisations and will involve a range of activities:

- a. General awareness raising campaign
- b. Sheffield Standard – for organisations who will interact with carers e.g. social care providers, housing, GPs, hospitals, employers
- c. Sheffield Carer Access Card (carer passport)
- d. Advocate changes in Adult Social Care

4.6 One of the most ambitious changes outlined in this Commissioning Plan is including **carers assessments** in the new 'core city wide support service'.

Currently, carers assessments are delivered by Adult Social Care.

Anecdotally and evidenced by the carer related scores in the Adult Social Care Outcomes Framework, it is clear that some carers are not satisfied with services provided via the Council.

Therefore this important statutory duty (as set out in section 10 of the Care Act 2014) will be tendered to a provider who will undertake this service on behalf of the Council.

This new approach will enable:

- An end to end holistic service for the carer.
- A dedicated assessment and approach that concentrates on the strengths and needs of the carer.
- Prevention of conflict of interest with the needs of the cared for person when a combined assessment isn't appropriate.

This provider will undertake the following activities:

- Assessment of the carer.
- Determination of eligibility in line with the eligibility regulations.
- Allocating a personal budget (if required) in line with criteria set out by the Council.
- Developing a support plan.
- Helping identify services.
- Managing the overall budget available to support carers.

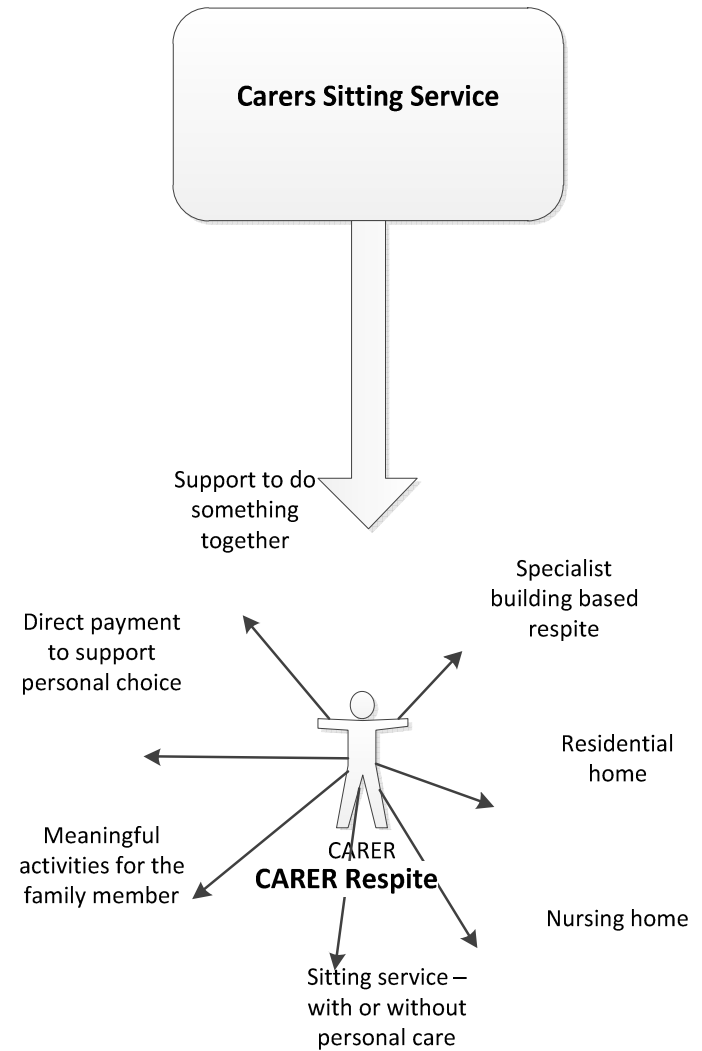
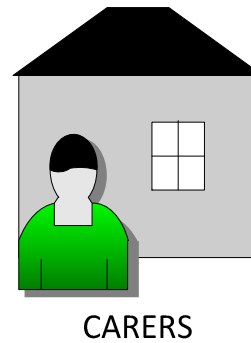
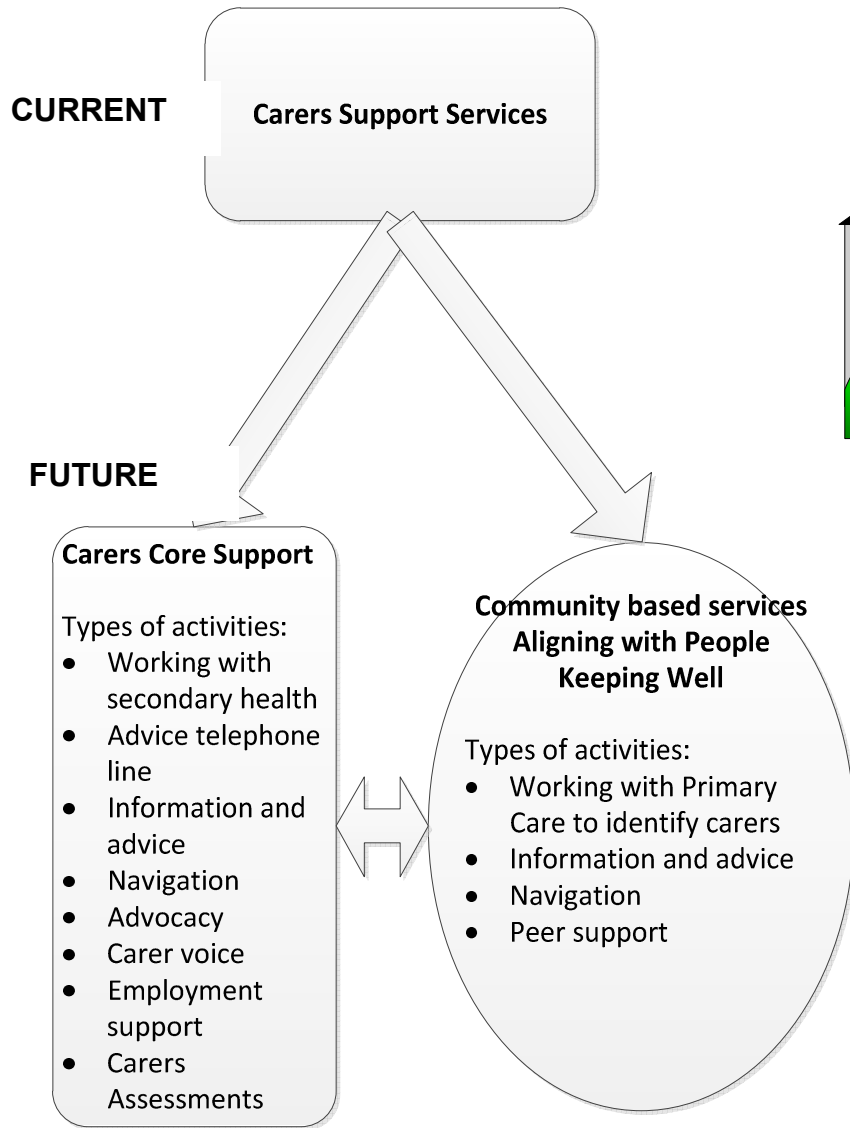
4.7 **CURRENT: existing tendered services**

4.8 The diagram below outlines current and planned future tendered service.

We currently spend approximately £1,000,000 per year via two contracted services for carers:

- Support Services for Carers of Adults – information, advice and support to prevent carer breakdown (due to expire end of December 2016).
- Flexible Community Respite Support Service for Carers of Adults – weekly sitting for the cared for person (due to expire end of September 2016).

Once the Support Services contract ends, carers supported by this service will continue to be supported via the new Core City Wide contract.



Community Respite Support Service

Community Respite Support Service will end in the current format.

Current process: This service is delivered to the cared for person but is arranged outside the social care and financial assessment process.

Rationale: The rationale for ending the existing service is to ensure equity of access and resources, a Council arranged sitting service will only be available via social care or carers assessment process.

Future: Ending this service is not a cut to carers services but the monies will be utilised to provide a range of break options that will be tailored to the carer.

Existing people: For the people who currently receive the Community Respite Service, we will do the following:

- If the cared for person has eligible social care needs, they will continue to receive sitting via their social care package (and may need to contribute to the cost of the service)
- If the cared for person doesn't have eligible social care needs or is a self-funder, they will be supported by the Core City wide contract with information and advice to help arrange alternative solutions

4.9 What Carers have told us and what we know:

Throughout 2015 we undertook co-production and consultation activities with carers via; support groups, 1:1s, questionnaire and workshops. Carers told us about their experiences and the types of solutions they would prefer:

- Anecdotally, carers have told us that it has taken them a long time to find and access services that support them. They have often been referred or found services via an organisation that is supporting the person they care for.
- Although we have 60,000 carers in Sheffield, just over 8,000 are known to carers services. We also know through national research (Carers UK) that the caring population in Sheffield continually changes by an approx. third every year.
- Carers want a range of short break options e.g. short stay respite, sitting (with and without personal care), activities for the person they care for, activities to do together etc.

4.10 FUTURE: services and activities

Tendered carer support service

- 4.11 a. Community based outreach to support carers to develop tools to develop maintain resilience for long term caring.

It will deliver the following activities:

- Work with local GP practices to identify carers, particularly those who could be at risk e.g. number of hours of care, own conditions, level of stress etc .
- Identify carers through the wide range of services the People Keeping Well partnership (part of the joint work with Sheffield Clinical Commissioning Group) delivers.
- Provide low level advice and navigation about accessing benefits and services.
- Support carers to build social assets / capital and look after their own health.
- Provide carer support and peer support group.

4.12 b. Carers city wide support services which will provide expert information, advice and navigation to reduce carer breakdown and maintain caring.

It will deliver the following activities:

- A strengths based conversation will be the basis of all support to seek suitable solutions.
- Carers assessments; including determination of eligibility and allocation of a personal budget.
- Telephone advice line.
- Information, advice and navigation.
- 'Respite broker' to support carers to identify 'getting a break' options.
- Management of a small grants pot to support carers having a break.
- Carer voice.
- Support to gain and retain work.
- Carers health and wellbeing including the importance of self care for carers.
- Contingency and long term planning.

4.13 c. Short breaks options for carers:

- Short stay respite.
- Sitting service with and without personal care.
- Activities for the person they care for.
- Having a break and doing something together.

4.14 **PROCUREMENT AND CONTRACT OPTIONS**

The following table outlines the procurement and contractual methods for Carers services

Services	Procurement	Contract	Value	Comments
----------	-------------	----------	-------	----------

	option	length		
Community based outreach	Utilise the Council's existing framework of Collaborative Partnerships that provide preventative health and wellbeing following the People Keeping Well principles ^[1]	3 years	£400,000	
Core city wide support service	Procurement via Open Tender process	3 years with possible extension for another 2 years	£2,100,000 (to cover the 3 year contract)	Please note this will include: - Carers assessment requirement to allocate personal budget - Management of small grant pot for carers breaks
Carers breaks - development of a network of short stay respite beds for carers to pre-book			£400,000	To be developed further
TOTAL			£2,900,000.00	

4.20 RAISE AWARENESS

Carer awareness and recognition was highlighted as key by carers in the consultation. Therefore we will:

- a. Have a general awareness raising campaign
- b. Introduce the Sheffield Standard – for organisations who will interact with carers e.g. social care providers, housing, GPs, hospitals, employers

^[1] A decision to establish frameworks for Better Health and Wellbeing - Working Better Together in Communities was made by Cabinet on 9th March 2016.
<https://imgmeetings.sheffield.gov.uk/ieListDocuments.aspx?CIId=123&MID=5952>

- c. Fund the development and implementation Sheffield Carer Access Card (carer passport)
- d. Advocate for changes in Adult Social Care

Most of these activities will involve officer time and possibly purchasing one off activities, marketing or publicity which will be procured in line with Council procedures.

We have capitalised on an existing project to develop the carers passport (the Disability Access card) and this activity is being implemented by a local organisation and approved via waiver of standing orders

4.21 **TRANSITIONS**

When carers talk about 'transition' it often means when a disabled child moves from being supported by Childrens to Adult Social Services.

But there are many 'transitions' within a carer's life, these could be for the carer and / or for the person they care for. The list below is a few of the transitions that carers experience (it is not exhaustive)

- When you become or recognise you are a carer
- At diagnosis
- When a disabled child moves or leaves school
- Move from Childrens to Adult social services
- From being a young carer to an adult carer
- When the person you care for either leaves home or starts to live with you
- Giving up work due to caring
- Life after caring

The following outlines the work we will be implementing to support the many different types of transitions:

- Working with Childrens and Adults services to make sure the transition through social services is smoother
- The new core support service has specific outcomes to:
 - support young carers becoming adult carers
 - life after caring
 - working with health providers to identify carers

5.0 **LEGAL IMPLICATIONS**

- 5.1 The Care Act 2014 provides the legal framework against which care services must be provided. The main principles of the legislation are that whenever a local authority makes a decision about an adult, they must promote that adult's wellbeing and to ensure the provision of preventative services - that is services which help prevent, delay or reduce the development of care and support needs (including carers' support needs).

Under the Act a local authority must exercise its functions with a view to ensuring the integration of care and support provision with health provisions and health related provision where it considers that this would:

- Promote the wellbeing of adults in its area, with needs for care and support and the wellbeing of carers in its area.
- Contribute to the prevention or delay of the development by adults in its area of needs for care and support or the development by carers in its area of needs for support; or
- Improve the quality of care and support for adults and of support for carers, provided in its area (including the outcomes that are achieved from such provision).

The Council has a new duty to carers under section 10 of the Care Act 2014 to carry out carer assessments, for carers who may have needs for support.

The Council has the power to enter into contracts to meet its duties.

The proposed procurement options are in keeping with Contract Standing Orders and the European Procurement Regulations.

6.0 EQUALITIES IMPLICATIONS

6.1 In making a decision, Members must always be mindful of the duty contained in Section 149 of the Equality Act 2010, that is the duty to have due regard to the need to:

- a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited or under the Act:
- b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

6.2 This includes having due regard to the need to:

- a) Remove or minimise disadvantages suffered by relevant protected characteristic that are connected characteristic that are different from the needs of persons who do not share it.
- b) Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.

Section 158 of the Equality Act 2010, permits the taking of positive action where this is a proportionate means of meeting the needs of persons who share a protected characteristic which are different from the needs of persons who do not share that protected characteristic.

6.3 An Equalities Impact Assessment has been completed in relation to the

draft strategy which shows the impact on all protected groups to be positive and this is attached.

7.0 FINANCIAL IMPLICATIONS

7.1 The council has made a budget available for these activities of £3,042,780 between 2016-2020

The table below outlines the funding of the activities outlined in the report above

NB these costs include:

- a 6% efficiency saving from 2017/18 onwards (the value of the reduction has been taken from the whole 3 year budget but in reality the cash and income element may be subject to different levels of reduction and would be applied each year rather than at the beginning of a three year plan. The budget is therefore an estimated value but is based on a pragmatic approach)
- the Carers Support Services budget has taken a reduction of £30,000 in 2015/16 and £30,000 in 2016/17 due to the cuts in the Public Health grant

ACTIVITIES	2016-2020
Community based outreach	£400,000
Core city wide support service	£2,100,000
Carers breaks - development of a network of short stay respite beds for carers to pre-book	£400,000
Raising Awareness	£142,780
TOTAL	£3,042,780.00

8.0 ALTERNATIVE OPTIONS CONSIDERED

8.1 The alternative option would be not to have a strategy for carers. This is not a viable alternative as it would result in a breach of a statutory duty, and has been outlined in the strategy and this report; it is legally, morally, socially and economically important for Sheffield to continue to support its carers.

8.2 Carers are identified in the Council's Corporate Plan 2015-2018: *provide direct support to more carers than ever before.*

9.0 REASONS FOR RECOMMENDATIONS

9.1 The Commissioning Plan is based within the Framework of Improving Carers Lives and directly aligns with the principles as set out in the recently approved Young Carers, Parent and Adult Carers Strategy.

9.2 The commissioning intentions have been guided by the co production activity we have undertaken with carers.

- 9.3 The Strategy will enable the Authority to comply with a new statutory duty as set out in section 10 of the Care Act 2014.

10.0 RECOMMENDATIONS

- 10.1 That the report is noted and approval is given to the Commissioning Plan for Parent and Adult Carers.
- 10.2 That in accordance with the Commissioning Plan and this report Cabinet approves the use of the Council's existing framework of Collaborative Partnerships that provide preventative health and wellbeing following the People Keeping Well principles for community based outreach carers services.
- 10.3 That in accordance with the Commissioning Plan and this report Cabinet approves the procurement via an open tender process for core city wide support services for carers, including the delivery of Carers Assessments (as set out in section 10 of the Care Act), the management of a small grant pot, developing support plans for carers, helping identify services and managing the overall budget available to support carers.

That in accordance with the Commissioning Plan and this report Cabinet approves the move from a contract for sitting services for all carers to an approach where the assessment of the need for a sitting service is included in social care assessments and where an eligible need is identified this need will be met through a direct payment or through a separately procured contract for which separate approval will be sought.

That in accordance with the Commissioning Plan and this report, authority is delegated to the Director of Commissioning in Consultation with Cabinet Member for Health and Social Care and the Director of Commercial Services to:

- a. award contracts for core city wide support services for carers following the open tender process;
- b. approve the extension of core city wide support contracts after the expiry of the initial 3 year term;
- c. develop options, procure and award contracts for short breaks; and
- d. approve one off procurement and contracts for raising awareness of carer issues.

That the Director of Commissioning in consultation with the Cabinet Member for Health and Social Care, the Director of Legal and Governance and the Director of Commercial Services take such other steps as he deems appropriate to achieve the outcomes in this report and the Commissioning Plan.

Author: Emma Dickinson
Job Title: Commissioning Manager
Date: 20 May 2016

Appendix 3

Appendix 1

Young Carers, Parent and Adult Carers Strategy (2016-2020)
Commissioning Plan for Adult and Parent Carers (2016-2020)



Young Carer, Parent
and Adult Carer Strat



Commissioning Plan
for Adult and Parent C

Appendix 2

Better Health and Wellbeing – Working better together in Communities (Cabinet
report March 2016)



Working Better
Together - Communit

This page is intentionally left blank