

# HAMPSHIRE COUNTY COUNCIL

## Decision Report

<b>Decision Maker:</b>	Executive Member for Adult Social Care and Health
<b>Date:</b>	22 November 2017
<b>Title:</b>	Dementia Advisory Services and Carers
<b>Report From:</b>	Director of Adults' Health and Care

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### 1. Executive Summary

1.1. The purpose of this paper is to seek approval from the Executive Member for Adult Social Care and Health to spend up to £6,000,000 over a five year period for the procurement of county wide carer support services (including carers support and information services, carers emergency planning services, dementia advisor services and mental health carers services) for new services to be operational from 1 April 2019.

1.2 The contracts would run for a period of up to five years on a three years plus one year plus one year (3+1+1) basis. The annual contract value, for which approval is being sought, is a maximum of up to £1,200,000 in each of the five years. Therefore the total contract value for up to the five years will be £6,000,000.

1.3 This paper seeks to:

- set out the existing support available to carers
- consider the finance implications
- highlight the impact that supporting carers has made on the performance of the County Council
- briefly consider the long term direction of support to carers

1.4 The current contract for Carers support and emergency planning services are due to expire on 31 March 2019. The current contracts for Dementia advisor services are due to expire on 31 March 2018. There is therefore a need to extend the delivery of the Dementia advisor services to align them with the carers support contracts and to tender for all future delivery from 1 April 2019 and beyond. See table below:

<b>Current Provision until 31 March 2018</b>	<b>1 April 2018 - 2019</b>	<b>1 April 2019 - 2024</b>
Carers Information and Advice Service	Extend existing contract – approval already in place	Recommendation to roll all services into one new contract
Carers Emergency Planning Service	Extend existing contract – approval already in place	
Dementia Advisor Services	Propose to extend provision via seven Single Tender Approvals	

1.5 This paper sets out the proposed approach to commission a county wide Carers support service that will look to maximise the potential that technology can play in supporting carers, and develop peer support.

1.6 The Department are currently working together with carers and other partners to develop a new Joint Health and Social Care Carers Strategy for Hampshire. The proposed approach is in line with strategic development in this area and the funding levels recommended in this report are in line with current spending.

## **2. Contextual information**

2.1. The word ‘carer’ refers to people of all ages who provide unpaid care to an adult who is in need of support because of mental or physical illness, age or disability. It does not include people who volunteer or are paid workers who work under a contract they should be referred to as ‘care workers’.

2.2 In 2011, the census recorded approximately 133,000 individuals in Hampshire who have defined themselves as a carer, with around 20% of those providing over 50 hours of care each week. They play a critical role in supporting people, ensuring they stay well and are involved in their communities, reducing the need for more intrusive and costly care.

2.3 Increasing demand for support and services is anticipated due to demographic changes and growth.

2.4 The Care Act 2014 strengthened carers rights, allowing carers similar rights to assessments and support as those they care for.

2.5 Services need to be aligned and coordinated across health, social care and voluntary sector systems in order to maximise capacity and improve support for carers.

2.6 The County Council, in partnership with Health Commissioning colleagues, has a strong track record in commissioning services that provide support to individuals caring for people with support needs.

- 2.7 The review of services being provided will be informed by the Carers Strategy that has been drafted over the last 12 months in partnership with carers, health and voluntary sector organisations. This is due to be launched in 2018.
- 2.8. Currently, support to carers is provided through a number of separate contracts. The carers support and information service provides accessible information to carers through consistent high quality and timely information. This is provided through a variety of means such as one to one support, telephone support and facilitating peer support groups. The carer's emergency planning service supports carers to develop individually personalised emergency plans which can be activated, with support, at any time through a twenty four hour telephone line, in case of emergency. The Dementia Advisor Services across the county support people on diagnosis of dementia and increasingly provide support to their carers as the illness progresses. These services are available to all carers in Hampshire.
- 2.9 Due to these services currently running at full capacity, the increasing number of carers and the increased hours of unpaid care provided by carers, the demand for support and services is increasing. It is essential that we continue to support our growing number of carers to enable them to maintain their own health and wellbeing to continue in their caring role for as long as they wish / are able to do so.
- 2.10 In order to ensure that people can continue to receive high quality care and support within the context of rising demand and reduced levels of funding, the new support services would follow the model of the strength based approach. This draws on an individual's strengths and assets, supporting them to stay connected in their local communities but with the County Council continuing to meet eligible social care outcomes. The aim is to ensure carers remain healthy and to focus preventative support on enabling carers to continue in their caring role, with access to signposting, information and advice and support when appropriate.
- 2.11 The Department is also committed to developing the roles of Community Connectors to support and signpost people using services and their carers to support, groups and activities in their local communities to keep them socially connected. This may also include other universal support such as advocacy, buddying and befriending, support to access employment, training and volunteering opportunities.
- 2.12 To be able to increase capacity in carers support and dementia advisor services, one to one support for carers would be available to those carers who require face to face support. However, carers support will develop more widely in other areas such as technology and local peer support to enable them to look after their cared for person for longer. This would include offers such as specialist technology for people newly diagnosed with dementia and their carers. For example, GPS technology can provide protection to help carers locate people with dementia who are at risk of wandering.
- 2.13 The new carers support service would be a 'one stop shop' for all carers and cover all client groups, including Mental Health and carers of people with Dementia. A specialist element of this service will also support people on diagnosis of dementia. This new service would be procured to bring together the

three existing elements of service to reduce resources in the tendering process, improve consistency of services and improve the links between the services.

- 2.14 The proposal would be to procure this service through three geographical lots as follows: Lot 1: North and North East (Basingstoke and Deane, Hart and Rushmoor), Lot 2: West Hampshire (New Forest, Eastleigh, Test Valley and Winchester), Lot 3: East Hampshire (Fareham, Gosport, East Hampshire and Havant). Successful providers will deliver the entire Carers Support Service for their locality.
- 2.15 Contract values for each of the Lot areas will be agreed with relevant Clinical Commissioning Groups (CCGs) after taking account of demographic information related to carers included within the Joint Strategic Needs Assessment.
- 2.16 Service specifications will be developed to ensure that the providers of the service will be directed by Hampshire County Council to modernise services in line with any future changes in legislation.
- 2.17 Additional services for carers who meet eligibility criteria under the Care Act, such as direct payments and Take a Break, will be available as appropriate to carers after a carers assessment has taken place.
- 2.18 In addition, the proposal to procure this service through three geographical lots would support the Council's duty to develop and shape the market of care and support services.

### **3. Finance**

- 3.1. The proposal is to continue funding at current levels from both Adults' Health and Care and the CCGs, in line with the strategic approach being developed in the new Carers Strategy.
- 3.2 The contract value based on current available resources is anticipated to be up to £1,116,000 per annum for up to five years. Therefore the values will be up to £3,348,000 for three years, up to £4,464,000 for four years and up to £5,580,000 for five years. However, permission is sought for the total value of £6,000,000 as this would allow for any additional investment from any agency if required.
- 3.3 The existing funding consists of the following elements as shown in the table below:

<b>Current Provision</b>	<b>Adults' Health and Care (AHC) Funding element (per annum)</b>	<b>Combined CCG Funding element (per annum)</b>	<b>Total funding per service (per annum)</b>
Carers Information and Advice Service	£162,000	£182,000	£344,000
Carers Emergency Planning Service	£190,000	£0	£190,000
Dementia Advisor Services (7 separate contracts)	£226,000	£356,000	£582,000
<b>Total funding element from AHC/ CCGs</b>	<b>£578,000</b>	<b>£538,000</b>	<b>£1,116,000</b>

- 3.4 Included within this proposal it is anticipated that funding of £538,000 per annum will continue to be received from the Hampshire CCG's through extensions to the existing S.256 arrangements included within the Integrated Better Care Fund, (IBCF). Whilst the detailed IBCF is agreed annually with CCG's the funding is secured through the life of the current Parliament. Current funding arrangements for these services with Health are in place until 2019/20.
- 3.5 As outlined above sufficient funding is available to meet an annual cost of £1,116,000 per annum. However, at any point, should the contract exceed £1,116,000 further resources will need to be identified from within the existing departmental budget to avoid creating an additional pressure.
- 3.6 Whilst a maximum spend level for the five years has been estimated for this approval the annual spend will need to be monitored and managed within the value of the annual budget approved by Full County Council in each of the years.
- 3.7 The expectation is that funding will move to providing less one to one support to make better use of technology and facilitating additional peer support, information and advice services.
- 3.8 The pooling together of funding from the separate contracts into one pot will provide a seamless 'one stop shop' for carers. This should enable a more consistent approach and increase capacity of services.
- 3.9 This model will enable providers to deliver provision in a more robust, agile and efficient way by responding to carer / service priorities.
- 3.10 To enable this new service to commence on 1 April 2019, the Dementia Advisor Service contracts would need to continue for the period 1 April 2018 to 31 March 2019 in order to align contracts. The services would continue during this period at the existing funding levels totalling £582,000, where £356,000 is funded by CCG's.

3.11 Confirmation of continued funding from the CCG's will be sought to cover the services from 2020 – 2024 through formally extending existing S.256 agreements. Extended agreements will cover the full contractual term proposed and will be agreed before the commencement of new contracts.

#### **4. Performance**

4.1. We know that demand for support far outstrips current supply and we will therefore work with provider(s) to develop more efficient ways of working (for example, through the use of technology and peer support).

4.2. Performance of the Carers support services will be monitored through performance workbooks completed by providers, as well as feedback from carers and stakeholders through contract monitoring meetings.

4.3. Work will be undertaken with providers to agree meaningful outcome measures and key performance indicators in line with performance monitoring. These will form part of the new contractual framework.

4.4. In addition, provision to use extra measures such as the Quality Assessment Framework will be included within the contract, as appropriate.

#### **5. Consultation and Equalities**

5.1 The 2011 census identified the population of Hampshire to be 1,317,800. 132,938 people (just over 10% of the population) stated they were providing unpaid care to family members or others because of long-term physical or mental ill health or disability, or old age.

5.2 Older people aged 65 and over made up 20.3% of the population in Hampshire compared to 17.6% nationally (Census 2011). The New Forest had the highest number of individuals aged 65 and over in 2011 with 44,140 and therefore approx. 4,414 carers over 65.

5.3 The Joint Strategic Needs Assessment, 2017 (Hampshire County Council Health and Wellbeing Board) states that the population of Hampshire is ageing with increases predicted mainly amongst the older age groups. The proportion of the 85 years and over population is expected to increase by almost 30%, to 54,600 people by 2023.

5.4 However, the age profile of carers has shifted since the last Hampshire Carers Survey (from 2014/15 to 2016/17), with a significant increase in the number of carers aged 55 – 74.

5.5 The most significant number of carers (38%) have been caring 1-5 years.

5.6 Therefore, although it is important to ensure that services are accessible to the older population, we must ensure that services are able to be accessed by all carers. For example, the specification will ensure that support can be accessed through a variety of means such as telephone support and local peer support groups, as well as by developing online support and through the use of digital technology. Support must also be accessible to carers who are in education or employment, reflecting the increase in numbers in the 55 – 74 age group cohort.

The specification will ensure that some carers support is accessible outside working hours of 9am – 5pm Monday to Friday.

- 5.7 The specification will include that staff will be trained appropriately to ensure that they are able to provide specialist support when appropriate, for example to people on diagnosis of dementia and to carers of people with a mental illness.
- 5.8 Healthwatch Hampshire were commissioned by the North East Hampshire CCG to undertake a consultation on Support for Carers (February 2016, June 2016 and April 2017). This highlighted four areas which were of key importance to carers: peer support, information and advice, respite (or having a break) and health and wellbeing.
- 5.9 The results also highlighted that most carers would like one point of contact for support, a 'one stop shop' to access support, advice and signposting. This is the proposed approach for the future of the service.
- 5.10 The report recommended ways to reach certain communities (such as the Nepali community, the military community or those effected by mental health issues) who are currently under represented users of commissioned support services e.g. by working closely with the agencies who work with seldom heard groups and providing up to date information for them to disseminate or by promoting services on Gurkha Radio. A number of these recommendations will be included in the new service specification and the report will be shared with future providers of the service.
- 5.11 An Equalities Impact Assessment has been undertaken in respect of the proposed recommendation. The impact has been assessed as either neutral or positive as the new service will be able to work with more carers across Hampshire due to an increased capacity and in particular will be able to enhance its work with rural communities and provide more support for younger carers.
- 5.12 Carers support services will target a relatively disadvantaged group with a view to promoting social inclusion and addressing barriers to accessing services and support that could potentially meet needs. The commissioning intention is to positively promote carers' rights and work towards removing all discriminatory barriers.
- 5.13 The Department will monitor delivery to ensure that provider's service delivery and staffing reflects local populations, for example the Nepalese community in North East Hampshire and the gypsy and traveller communities in West Hampshire. We will also ensure that other groups such as carers in rural communities, mental health and sensory loss carers are able to access these services.
- 5.14 The proposal is to complete a competitive tender exercise for a range of carer support services. These will include information and advice services, emergency planning services, and mental health carer support services. New services will ensure a comprehensive range of high quality support services are available to carers across Hampshire.
- 5.15 Services will be monitored to ensure they deliver support to all carers and take account of likely impacts and equality issues that need to be addressed to provide services to all carers in Hampshire. Potential providers of these services will be required to demonstrate through the tendering process how they will

ensure the service delivers support to carers from the whole population in Hampshire and in particular, those groups that may have not previously been in receipt of support services. Providers will also actively seek to promote the services within communities that have previously not used carer support services.

## **6. Legal**

- 6.1. The proposals to tender the contracts for these schemes will be compliant with Hampshire County Council Standing Orders, and are subject to the Public Contracts Regulations (2015). Legal advice is contained in the exempt appendix.
- 6.2 In exercising its functions an authority must have due regard to the need to: eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act and advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 6.3 To meet statutory requirements under The Care Act, Hampshire County Council has a duty to provide information and advice to carers and to support carers who meet the eligibility criteria for carers services.

## **7. HR Implications**

- 7.1. TUPE may apply should current providers of services change. This will be dealt with in accordance with normal procurement processes and the staffing situation at the relevant times.
- 7.2. Existing Hampshire County Council staff will not be affected by this proposal.

## **8. Future direction**

- 8.1 The new services would be developed in line with the direction of the new Joint Health and Social Care Carers Strategy, which is being developed together with carers and other partners.
- 8.2 The new contract would bring carers support and dementia advisor services together to increase capacity of services, with no additional investment.
- 8.3 The new services would be flexible in order to respond to individual carers needs and strategic needs, as appropriate.
- 8.4 A new service specification will be developed in consultation with the Hampshire 5 CCG's who jointly fund the service.

## **9. Recommendations**

- 9.1 That the Executive Member for Adult Social Care and Health gives approval to spend up to £6,000,000 in order to procure county wide carer support services (including carers support and information services, carers emergency planning services, dementia advisor services and mental health carers services), for up to 5 years, to commence on 1 April 2019 on a 3+1+1 basis.



9.2 That the Executive Member for Adult Social Care and Health gives approval to modify the seven existing contracts by extending them to enable the delivery of the dementia advisor services for the period 1 April 2018 to 31 March 2019 and gives approval to spend up to £582,000 to cover the period of extension.

**CORPORATE OR LEGAL INFORMATION:****Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	yes
<b>People in Hampshire live safe, healthy and independent lives:</b>	yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	yes
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	yes

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u>	<u>Date</u>
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>
The Care Act 2014	

**Section 100 D - Local Government Act 1972 - background documents**

**The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)**

DocumentLocation

None

## **IMPACT ASSESSMENTS:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

**Due regard in this context involves having due regard in particular to:**

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **1.2 Equalities Impact Assessment:**

An Equalities Impact Assessment has been undertaken in respect of the proposed recommendation. The impact has been assessed as either neutral or positive as the new service will be able to work with more carers across Hampshire due to an increased capacity and in particular will be able to enhance its work with rural communities and provide more support for younger carers.

Carers support services will target a relatively disadvantaged group with a view to promoting social inclusion and addressing barriers to accessing services and support that could potentially meet needs. The commissioning intention is to positively promote carers' rights and work towards removing all discriminatory barriers.

The Department will monitor delivery to ensure that provider's service delivery and staffing reflects local populations, for example the Nepalese community in North East Hampshire and the gypsy and traveller communities in West Hampshire. We will also ensure that other groups such as carers in rural communities, mental health and sensory loss carers are able to access these services.

The proposal is to complete a competitive tender exercise for a range of carer support services. These will include information and advice services, emergency planning services, and mental health carer support services. New services will

ensure a comprehensive range of high quality support services are available to carers across Hampshire.

Services will be monitored to ensure they deliver support to all carers and take account of likely impacts and equality issues that need to be addressed to provide services to all carers in Hampshire. Potential providers of these services will be required to demonstrate through the tendering process how they will ensure the service delivers support to carers from the whole population in Hampshire and in particular, those groups that may have not previously been in receipt of support services. Providers will also actively seek to promote the services within communities that have previously not used carer support services.

## **2. Impact on Crime and Disorder:**

2.1 Carers support services are not likely to have a large impact on crime, but will enable carers, some who may also be victims of crime, to have the information, support and advice that they need in order to remain safe in their own homes and communities.

## **3. Climate Change:**

a) How does what is being proposed impact on our carbon footprint / energy consumption?

Services will be provided locally and in a consistent manor across the county of Hampshire. This will have a positive impact on the environment as people will have their needs met locally, reducing the use of transport.

b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

No impact has been identified.