

## CABINET - 20 JULY 2010

### REVISED CARERS COMMISSIONING INTENTIONS WITHIN OXFORDSHIRE

Report by Director for Social & Community Services

#### Purpose of this Report

1. This report sets out a proposed new strategic direction for carers of older people and adults with disabilities within Oxfordshire, and seeks approval to proceed with the delivery of the revised Carers Commissioning Intentions. The proposed changes to the way adult carers are supported across the county are outlined in this report, and supported by a detailed financial appraisal.

#### Background

2. Social & Community Services have funded the development of support for carers for many years. Support available through the County took on a more formal nature with the inception of the carers' grant in 1999. Service contracts were then awarded for the provision of support for carers, and then extended until April 2010. These services had not been formally reviewed or market tested.
3. Following a review, issues concerning the under-identification of carers, the duplication of overheads (and services) and the inconsistent provision of services were highlighted.
4. In March 2009, a procurement exercise was undertaken to provide improved carer support. The specification for that procurement was developed in consultation with carers and Service Providers.
5. However during the procurement exercise a number of new opportunities gave rise to new options for service delivery. These new options only emerged at the Invitation to Tender stage (October 2009). This resulted in a decision to cancel the procurement exercise.
6. Details of the new options and how they impacted on the service specification, coupled with the justification for cancelling the procurement exercise, can be found in the document "*Request for an Exemption from the tender requirements under the contract procurement rules in respect to Oxfordshire Carers Centres*" (CMDAS\_MAR0210NE.pdf), and which was approved by Cabinet in March 2010.

7. The key recommendations from the Exemption were that:
- The Council's new **Customer Services Centre (CSC)** could provide an opportunity to reach many more carers as part of an integrated service
  - That there is an opportunity created by the new **Support Brokerage Service** (scheduled to start in October 2010) to deliver information, advice and support to family carers in looking after vulnerable adults in the community. This would be integrated within the services available to the most vulnerable families. The new service would ensure that carers are at the heart of the process in supporting families to get what they want for those they care for
  - Developments in Local Community Schemes will allow the Council to integrate support to carers with the general outreach into communities. There is a need to increase the Council's **outreach initiative** to support local communities to support carers within their own neighbourhoods. Carers' Support Groups and befriending sitting service could be maintained and strengthened by this strand of work.
8. As a result of the exemption, there was an award of a 1-year contract extension to the existing Service Provider (North & West Carers Centre, Oxford City Carers Centre and South and Vale Carers Centre) to continue the existing level of service, thereby allowing time for a new service to be developed.

### **Current Limitations and Scope for Improvement**

9. It is estimated that only 15% of carers in Oxfordshire take advantage of existing carers' services and this needs to be increased considerable. There are estimated 60,000 people in Oxfordshire who care for vulnerable and disabled people. However only 9,000 are known to either the voluntary or the statutory sector.
10. The main area for service development is around information and advice, community network development, and enabling carers to maintain or improve employment opportunities. Oxfordshire County Council's website is to be enhanced to enable it to become more user-interactive and increase accessibility.
11. The main shift around information and advice is to provide this through the new Oxfordshire County Council Customer Service Centre rather than through the existing arrangement of carers' centres (the three centres in Didcot, Oxford and Banbury). The Customer Service Centre will proactively identify all those who have a caring responsibility and ensure appropriate information is made available to them by whatever method is most relevant to their needs.

12. A range of face-to-face support is to be made available for carers including peer support, access to brokerage service and specialist outreach workers based in the community (the Carers Support Service). The Carers Support Service will actively work with the carers who require this intervention as a solution.
13. The aim is to increase the percentage of known carers by 20% per year, resulting in approximately 75% of carers being known to the Council within 3 years.

### **Strategic Overview**

14. The proposed changes to the way carers are supported across the county are detailed in the *Revised Commissioning Intentions* document and summarised below:
  - The provision of a single county-wide point of telephone support, advice and information (including the website) – this will be delivered via the new County Council Customer Service Centre (able to handle approximately 80,000 calls per year).
  - The provision of an improved outreach, marketing, learning opportunities (Carers Support Service) and Peer Support.<sup>1</sup> This will be subject to an external procurement process to develop a localised service.
  - Supporting carers to access and develop support plans for those they care for and for themselves. This is delivered at the moment by the Council's Care Management Teams but will be delivered by the new Support Brokers in the future.
  - Carers befriending sitting service to fund a co-ordinator to support small schemes throughout Oxfordshire to enlist volunteers to offer practical support to carers in their communities (Local Community Schemes)
  - The provision of the opportunity for carers to take a break from their caring role. These are referred to as "Breaks" and there should be as much choice and control as possible. These are currently delivered through a number of ways, including fixed contracts with providers such as Age Concern (now Age UK), but in the future will be delivered through Self-Directed Support via the Resource Allocation System (see elsewhere on the agenda) for Fair Access to Carer Service (FACS)

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<sup>1</sup> Peer Support is carers coming together for emotional support. The result is that individual carers feel less isolated.

eligible clients, and small grants to be paid as Direct Payments to non-FACS eligible clients

- Direct Support to Carers to support them in accessing employment, education, training and leisure. This will be delivered through Direct Payments following a carers assessment where needs have been identified and the carer for is eligible for Community Care Services. This will be a continuation of the existing process.

## Strategic Outcomes

15. The following strategic outcomes are expected as a result of delivering the new service:
  - Carers will be respected as expert care partners and will have access to integrated and personalised services
  - Carers will be able to have a life of their own alongside their caring role
  - Carers will be supported so they are not forced into financial hardship
  - Carers will be supported to stay mentally and physically well and treated with dignity

## Reporting on Consultations

16. The attached Annex outlines the Public Involvement events undertaken with carers and providers.

## Consequences If Proposed Action Not Approved

17. Absence of the proposed services to Carers in Oxfordshire will have a serious impact on support available to carers. The current service supports in the region of 9,000 carers per year but there is estimated to be 60,000 in the county. The services delivered by these contracts can not be delivered by any of our other contracts currently.
18. The "*Request for an Exemption from the tender requirements under the contract procurement rules in respect to Oxfordshire Carers Centres*" (February 2010) document outlined the future commissioning intentions in relation to carers and that such strategy is required to be delivered by April 2011. **This is the date by which the 1-year contract extension to the existing Service Provider to continue the existing level of service will expire with no option for further extensions.**
19. Support to Carers of older people and adults with a disability, is identified as a key priority both to the County Council and in the Oxfordshire Local Area Agreement 2 and the absence of these services would have a major impact on our performance against agreed targets.

## Financial and Staff Implications

20. There is currently **£6.303m** funding for the carers of older people and adults with a disability. This comes from the Area Based Grant, Oxfordshire County Council base budget and Oxfordshire Primary Care Trust.
21. The breakdown of resources for the delivery of the strategic intentions are outlined below:

Services	Method	Value
Breaks for Carers	Services via Personal Budgets	<b>£3,614,500</b>
Brokerage (support to SCS eligible carers) Carers Support Service Carers Peer Support Groups	External Procurement via competitive tendering process	<b>£450,600</b>
Information & Advice via Customer Services Centre	Service Level Agreements internal to the County Council	<b>£121,800</b>
Direct Payments to support eligible Carers <sup>2</sup> Direct Payments for breaks and services for non-eligible carers <sup>3</sup> Leisure and Learning Grant (Breaks and Services for non eligible carers) Carers Breaks (Oxfordshire Primary Care Trust)	Direct Payments to Carers	<b>£893,400</b>

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<sup>2</sup> Life of Your Own grant

<sup>3</sup> Leisure and Learning Grant

<b>Services</b>	<b>Method</b>	<b>Value</b>
Involvement, Contingency, Support & Administration (representing 5% of the annual budget)	N/A	<b>£334,040</b>
Carers & Employment Direct Payments to Carers Community Network Development Dementia & Stroke strategy User Led Organisation (ULO) Administration (grants)	Future Developments <sup>4</sup>	<b>£520,000</b>
Befriending & Sitting Networks	Decisions not made	<b>£30,000</b>
Emergency Carers Support Service Carers voice Rethink Carers Support BME -Equality	Existing contracts not due for renewal	<b>£338,660</b>
<b>Total:</b>		<b>£6,303,000</b>

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<sup>4</sup> Commissioning new carers services relies upon good engagement with carers and service users. The future developments will be prioritised following involvement with carers through the established forums and in response to what we have already been told.

22. As a result of proposed service delivery, efficiencies have been identified as follows:

Type of Service	Value
Cost of Current Carers Centres	£846,000
Proposed alternative Services - to include: <ul style="list-style-type: none"> <li>• The Customer Service Centre (£121,800)</li> <li>• Carers Support Service, Carers Peer Support Groups and Support Brokerage (£450,600)</li> <li>• Befriending &amp; Sitting Networks (£30,000)</li> </ul> ...as defined in the table above.	£602,400
<b>Efficiencies for reinvestment (accounted for under Future Developments)</b>	<b>£243,600</b>

23. It is envisaged that TUPE will apply as part of the new service. Further details will form part of the Project Initiation Document, but it is likely there will be some staff transfer in relation to:

- Staff moves from the existing Carers Centres into the Customer Services Centre (approximately 3 FTE)
- Staff moves between Service Providers (if the incumbent Service Provider is unsuccessful in the tendering process)

### Strategic Risks

24. The following strategic risks have been identified as a result of delivering the new service (further risks at both a strategic and project level will be identified during project initiation):

- **RISK 1:** The market fails to respond to the procurement process due to the cancellation of the previous procurement activity. **IMPACT:** unable to outsource required services in support of the new service delivery. **MITIGATION:** Work by the Procurement Team to ensure the required service is made attractive to potential Service Providers. Incumbent Service Provider is likely to tender.
- **RISK 2:** Lack of co-ordination of service delivery results in an overly complicated and inefficient service for carers. **IMPACT:** Precursor to RISK 3 (below); carer perception of the Council affected; negative impact on the Council's reputation (as perceived by the general public,





## Reporting on Consultations<sup>5</sup>

The following table outlines the Public Involvement events undertaken with carers and providers

Event	What was the event about	Who carried out the Event	How was it done	When was the event held?	Key Messages from the event	Documents covering responses - available
Carers Consultation	Consultation on carers services and changes	Penny Thewlis Carers Forum Manager	Meeting	1 June	<p>Better information and more specific to needs</p> <p>Did not know about the services early enough</p> <p>Need more information on Direct Payments and how they work</p> <p>Carers face-to-face support valued</p>	Minutes and responses document sets out actions.

<sup>5</sup> EQIA undertaken in July 2010 – available upon request

Event	What was the event about	Who carried out the Event	How was it done	When was the event held?	Key Messages from the event	Documents covering responses - available
Carers Strategy Steering Group	Regular Meeting	John Pearce Strategic Commissioning S&CS	Meeting	Quarterly	Service reviews identified duplication; need for improved information; not reaching enough carers; poor data; service often not equitable	Minutes include actions
Provider Forum	Provision of services to S&CS x sectors	John Pearce Strategic Commissioning S&Cs	Meeting	29 June 2010	Carers services must avoid duplication  Information, technology and tracking of needs must be improved	PPT presentation  List of attendees
Carers Strategy Workshop	Community development and early intervention	Penny Thewlis Carers Forum	Meeting	23 June 2010	Early identification is critical.  Need outreach	Report in draft

Event	What was the event about	Who carried out the Event	How was it done	When was the event held?	Key Messages from the event	Documents covering responses - available
					<p>to workplace</p> <p>We need to learn what keeps people from being identified as being carers</p> <p>We need to galvanize community action to support carers</p>	
Carers Steering Group Consultation	Comments on final draft carers intentions	John Pearce	E-Mail	30 June 2010	N/A	Summary report and responses
Carers Annual Survey	Focus groups on survey results	Jack Holt Strategy and Performance S&CS	Postal Survey	November 2009 – February 2010	<p>Database of information for carers requires updating</p> <p>Carers could be more involved in planning</p>	Full results, presentation, accessible written summary, publicity available, website, geographic/thematic breakdown of results, correlations

Event	What was the event about	Who carried out the Event	How was it done	When was the event held?	Key Messages from the event	Documents covering responses - available
					<p>client services; this would offer increased value</p> <p>Improved information</p> <p>Flexible breaks</p> <p>Better outreach to professional to support carers health</p>	<p>with Joint Strategic Needs Assessment factors (e.g., deprivation demographics, etc)</p>
Carers Focus Groups	Focus groups and survey results	Jenny Tricker Taking Part Team	Locality meetings	17 – 20 May 2010 (4 events were held)	<p>Carers would like quality information to make more informed decision (choice and control)</p> <p>Carers would like flexible breaks</p> <p>Pathway to</p>	Written summary

Event	What was the event about	Who carried out the Event	How was it done	When was the event held?	Key Messages from the event	Documents covering responses - available
					<p>support too complex – e.g. they would like one place to go, such as the Customer Service Centre</p> <p>Carers would like peer support</p> <p>Carers want an obvious contact point – e.g. a care manager</p> <p>Carers want consulting and impact on service planning</p>	
Hearsay Event (organised by the Local Involvement	Consultation with carers	Varsha Raja LINK	Meeting	12 March 2010	<p>Improved information and Peer Support</p> <p>Not enough</p>	

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Event	What was the event about	Who carried out the Event	How was it done	When was the event held?	Key Messages from the event	Documents covering responses - available
Network (LINK))					preventative support  Transport support  Carers would like a life outside of caring  Flexible respite	