
Decision Maker: Executive

Date: For Pre-Decision Scrutiny by the Care Services Policy Development and Scrutiny Committee Wednesday 23rd September 2015
Executive Wednesday 14th October 2015

Decision Type: Non-Urgent Executive NonKey

Title: **GATEWAY REPORT: OLDER PERSONS' RESPITE CARE**

Contact Officer: Andy Crawford, Commissioning Manager
E-mail: Andy.Crawford@bromley.gov.uk

Chief Officer: Lorna Blackwood, Assistant Director Commissioning (ECHS)

Ward: (All Wards);

1. Reason for report

- 1.1 The Council contracts for and arranges respite care to enable carers to take a break from their caring role. This support makes an important contribution in preventing carer breakdown and supports them in maintaining their caring role.
- 1.2 The Council currently contracts for respite in care homes and for at home sitting services as well as making spot purchase arrangements. In order to ensure consistency in quality, accessibility and availability it is proposed to establish a framework of providers that can deliver respite care in the borough through an open tender. This will establish a pool of providers that are approved to provide these services and which can then either be approached directly to deliver specific services or from which a mini-tender can be conducted where larger tranches of service are required. The framework approach also allows flexibility in the allocation of the level of respite to an individual and in the allocation of funding.
- 1.3 The report proposes the extension of existing contracts for a short period in order to facilitate the establishment of the framework.

2. **RECOMMENDATION(S)**

- 2.1 **The Care Services Policy Development and Scrutiny Committee is asked to comment on the proposals in the report.**
- 2.2 **The Care Services Portfolio Holder is asked to endorse and the Executive is asked to agree the commissioning intentions outlined in paragraph 3.4.1 and the extension of the following contracts at a cost of £14k in 2015/16 and £166k in 2016/17:**

- a) Bromley and Lewisham Mind contract for respite at home sitting service from 1st April 2016 to 30th September 2016**
- b) Carers Bromley contract for respite at home sitting service from 1st April 2016 to 30th September 2016**
- c) The Heathers contract for residential respite from 1st July 2016 to 30th September 2016**
- d) BUPA contract for residential respite from 3rd January 2016 to 30th September 2016**

Corporate Policy

1. Policy Status: Existing Policy
 2. BBB Priority: Supporting Independence
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Financial

1. Cost of proposal: Estimated Cost: £14k in 2015/16 and £166k in 2016/17 for contract extensions; £524k FYE subject to future funding decisions
 2. Ongoing costs: Recurring Cost: £524k subject to future funding decisions
 3. Budget head/performance centre: Care Services; Carers Budget
 4. Total current budget for this head: £524k
 5. Source of funding: Care Services Portfolio
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Staff

1. Number of staff (current and additional): N/A
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Non-Statutory - Government Guidance: The Care Act 2014 requirements for carers are: "Where it appears to a local authority that a carer may have needs for support (whether currently or in the future), the authority must assess a) whether the carer does have needs for support and b) if the carer does, what those needs are.(or are likely to be in the future)."

"A local authority must have regard to – c) the importance of identifying carers in the authority's area with needs for support which are not being met (by the authority or otherwise)."
 2. Call-in: Applicable
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): There are approximately 30,000 people undertaking a caring role in Bromley
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3. COMMENTARY

3.1. Current position

- 3.1.1. There are approx. 30,000 people in Bromley who have identified themselves as providing care for a relative, friend or neighbour (Census 2011). Approximately 5,000 of these are known to Bromley Council and/or Carers Bromley, our strategic partner in providing support to carers.
- 3.1.2. The essential role that carers play in supporting people to remain independent is widely recognised and in 2011 research by Carers UK and acknowledged by the Government estimated the financial value of the contribution made by carers at £119 billion. With almost 7 million carers in the UK this equates to an average of £17,000 per carer.
- 3.1.3. The majority are able to care without serious difficulty but some people do need help and support in order to be able to continue in the caring role due to stress or their own ill health. In Bromley there are 7,900 carers aged over 65, with 3,200 of those aged over 75 and it is particularly within this group that ill health or the strain of caring can take its toll and lead to carer breakdown.
- 3.1.4. Where carer breakdown does occur not only can it be very distressing for all involved it can place significant pressure and costs on acute care (A&E), primary health care (GPs) and Social Care services.

3.2. Support for carers

- 3.2.1. Bromley Council's and Bromley Clinical Commissioning Group's strategic approach to support for carers is currently in development as a joint project, the content and detail of which will be the subject of a separate report to Members in November 2015.
- 3.2.2. An essential aspect of support for carers in enabling them to continue in their caring role is access to breaks and respite care. Respite care comes in various forms but essentially breaks down into care provided in care homes (residential) and care provided at home (sitting services).
- 3.2.3. The types of respite that carers choose to use and the way in which they use it will depend very much on the individual, their circumstances and the circumstances of the person they are caring for. Some people may only require an occasional break such as a holiday to recharge their batteries, some might need a more regular short break to maintain outside interests and networks whilst others could prefer an occasional short break when circumstances dictate.
- 3.2.4. Flexibility is the key and it is not possible to commission or arrange any one type of respite service that can meet all needs. The provision of a Personal Budget which can be taken as a direct payment can provide the most flexible option for many carers, enabling the individuals to arrange the breaks according to their own needs and preferences.
- 3.2.5. However, the availability of some respite services that are commissioned under Council contract ensures that a basic level of respite care is available within the borough and is accessible to people who are not well placed to make their own arrangements either because of their own circumstances or because of the nature of the respite required.
- 3.2.6. Bromley Council currently has the following contracts for the provision of respite care:
 - Bromley and Lewisham Mind – Respite at home sitting service for dementia
 - Carers Bromley – Respite at home sitting service
 - The Heathers – Residential respite for physically frail
 - BUPA (Elmstead) – Residential respite for both physically frail and dementia
- 3.2.7. Additional Council funded care home respite care is spot purchased at homes both within the borough and out of borough and respite care is an important element of day opportunity services. Respite care is not a primary service for all day centre users but it is

a major aspect for an estimated 75% of all users in mainstream centres and almost all carers of users in dementia specialist centres.

3.3. Details of current spend and contracts are shown in the table below:

Provider	Service	Annual value £000	Contract end date	Option to extend
Bromley and Lewisham MIND	Respite at home sitting service	161	31/03/2016	No
Carers Bromley	Respite at home sitting service	100	01/03/2016	No
The Heathers	Residential respite for physically frail	30	30/06/2016	No
BUPA (Elmstead)	Residential respite for physically frail and dementia	57	02/01/2016	Yes (one year)
Spot purchase	Nursing home care	49	N/A	N/A
Spot purchase	Residential home care	127	N/A	N/A
		524		

3.4. Commissioning intentions

3.4.1. It is proposed that the Council tenders for a framework for the provision of respite and carers' breaks services in order to establish a pool of providers that are approved to provide these services and which can then either be approached directly to deliver specific services or from which a mini-tender can be conducted where larger tranches of service are required. All spend will be within the available budget for 2016/17 onwards. The framework approach allows flexibility in the allocation of the level of respite to an individual and in the allocation of funding.

3.4.2. In order to allow for alignment of new contracts and to ensure continuity of service and transition to new arrangements, it is proposed that current contracts for respite at home and residential respite be extended to September 30th 2016. This will also allow for

clarification of criteria for accessing services or levels of respite provided to be clarified and for the budget position to be established.

3. POLICY IMPLICATIONS

The development of a new carers strategy is currently being undertaken and this will also serve to define future commissioning intentions. The establishment of a framework for respite care will enable the Council to make arrangements for carer breaks without locking the Council in to contracts that need subsequent amendment to respond to future needs and funding levels.

4. FINANCIAL IMPLICATIONS

4.1 Respite care purchased through the framework will be within the agreed budget from 2016/17 onwards.

4.2 The cost of extending the current contracts to 30th September 2016 is:

Provider	Service	Cost in 2015/16 £000	Cost in 2016/17 £000
Bromley and Lewisham MIND	Respite at home sitting service	N/A	80
Carers Bromley	Respite at home sitting service	N/A	50
The Heathers	Residential respite for physically frail	N/A	7
BUPA (Elmstead)	Residential respite for physically frail and dementia	14	29
		£14	£166

Funding is available from existing budgets to fund this.

4.3 The overall aim is to align services to generate greater efficiencies and outcomes through a strategic commissioning approach

5. LEGAL IMPLICATIONS

The Care Act 2014 states that “Where it appears to a local authority that a carer may have needs for support (whether currently or in the future), the authority must assess a) whether the carer does have needs for support and b) if the carer does, what those needs are.(or are likely to be in the future).”

“A local authority must have regard to – c) the importance of identifying carers in the authority’s area with needs for support which are not being met (by the authority or otherwise).”

There is a need for contract extensions to comply with both the Public Contract regulations 2015. The contract values are below the formal threshold for tendering under the 2015 regulations and the services are subject to the “light touch” regime. Taking these factors together with the fact that a prominent purpose behind the extensions is to align contracts for

competitive procurement then it is considered on balance that the proposals are compliant. The proposals are also compliant with the Councils Contract Rules.

Non-Applicable Sections:	Personnel implications
Background Documents: (Access via Contact Officer)	[Title of document and date]