

# YOUNG CARERS AND SUBSTANCE MISUSE

Business case for procurement Part One



## 1. PURPOSE

The purpose of this paper is to set out the options for the re-procurement of young carers and substance misuse services for children and young people in Plymouth. It is recommended that:

- A procurement of young carers and substance misuse services is carried out, to have new contracts in place for 1<sup>st</sup> April 2024;
- The procurement will have two Lots. The new contracts will be for 5+3+3 years and will commence on 1<sup>st</sup> April 2024. The anticipated end of the contracts with all extensions invoked would be 2035.
- The award of the contracts for the services is delegated to the Strategic Director for People;

The vision for the Young Person's Specialist Substance Misuse Treatment and Young Carers Services are that they will be aligned to the developing Family Hubs vision and principles, ensuring that children and young people receive the right support as early as possible.

The service specifications for both services will be developed with key stakeholders to ensure alignment with system interfaces and changes as part of the Family Hubs transformation.

## 2. THE CURRENT SERVICES

This business case refers to three current services:

- The Young Person's Specialist Substance Misuse Treatment Service – delivered by the Harbour Centre;
- Affected Others – delivered by Hamoaze House;
- Young Carers Service – delivered by Barnardo's.

Going forward these services will be part of the wider Family Hubs offer and will be expected to work in partnership with the Family Hubs provider(s).

The **Young Person's Specialist Substance Misuse Treatment Service** supports young people, under the age of 18 who are experiencing problematic drug and alcohol use, using evidence based specialist treatment (Getting More Help / Risk Support). This includes harm reduction approaches alongside multi-agency working with for example, CAMHS and Youth Justice Services. The service also provides support in relation to the iThrive element Getting Help. This is for young people eligible for treatment but who do not yet demonstrate motivation to change. This support does not require specialist treatment workers but does use youth workers who are competent to provide specialist substance related harm reduction information and advice. Additionally the Service delivers Hidden Harm training on behalf of Plymouth Safeguarding Children Partnership.

The service is delivered from Hyde Park House in Mutley, Hamoaze and within the community including the young person's own home. The service is funded through the Public Health Grant with additional investment from the Supplemental Substance Misuse Treatment & Recovery Grant (OHID & DHSC) and Children's Social Care. The total annual contract value is £318,555.

The **Affected Others Service** supports young people who have a parent or another member of their household with problematic drug and alcohol use. The service is delivered from Hamoaze House in Devonport and within the community including the young person's own home. The Affected Others services is funded through the Public Health Grant. The total annual contract value is £39,972.45.

The **Young Carers Service** supports children and young people under the age of 18 who having caring responsibilities for a family member who may need emotional or practical support. Young Carers often care for parents who have mental health issues. Barnardo's currently work as part of the Time4U Partnership with Hamoaze House (Affected Others) and Plymouth Community Youth Team to deliver a coordinated support offer to young carers. Once the Young Carer turns 18 they may become a Young Adult Carer and may be assessed and supported by the Young Adult Carer Service (YACS) will is currently delivered by Improving Lives Plymouth. Time4U and YACS work closely together to identify young carers approaching transition through both individual introductions and by attending regular group sessions for young carers aged 16+. The smooth transition between children's and adult services (where required) is important for the young carers to support their aspirations for their adult life.

The Young Carers Service is delivered within community settings. The service is funded by Strategic Commissioning. The total annual contract value is £99,950 for 2023/24 with 15% funded by Public Health. In line with the Commissioning Medium Term Financial Plan (MTFP) and the efficiencies which should be realised by bringing the contracts together, there will be a reduction of £14,992 p.a. from 2024/25. The new contract value from 2024/25 will be £84,958.

This represents a total annual budget of £458,477.45 for all three contracts for 2023/24. The current contracts all end on 31<sup>st</sup> March 2024.

The Community Youth Team's Young Carers Project has an annual budget for project costs of £32,159 and staff costs of £81,422.86 for 2023/24. The total Young People attending weekly sessions 95 young people, age range 8 – 18 yrs.

### 3. WHAT CHILDREN/FAMILIES/ADULTS/PROFESSIONALS TOLD US

#### Feedback from Young People's Specialist Treatment Service

"The SHARP support was really helpful. I am more aware of how to use drugs safely and I am making some positive choices to my cannabis use as I don't want it to affect my aspirations."

"I am really thankful for the help and support from Jamie (my SHARP worker). I found this hard at first and Jamie was good at helping me to feel at ease as I have always had difficulties trusting professionals. Jamie was patient with me and helped me figure things out with respect to my cannabis use and help me identify how it was affecting not only me but everything around me that I valued. I feel that I have come a long way in my time with SHARP and my relationships with both my family and girlfriend have improved. I feel better at being able to manage my emotions and Jamie has helped me with some techniques and strategies which I feel will continue to help me moving forward".

#### Feedback from Affected Others:

"Hidden Harm is the only service that stays around and there isn't continual change"

"They really listen to me and don't judge"

#### Feedback from Barnardo's Young Carers Service

Young Carers enjoy the group activities and 1:1 time with their worker. Families also see the benefit of the service for their children. Young carers would like to spend more time outdoors and have access to more frequent visits and activities. Young Carers will be involved with the design of the new service through workshops facilitated by Time4U and Commissioners.

“Getting out of the house and doing things together is a good distraction.”

“I am worried about losing my trusted relationship when I transition out of the service” (at 18).”

“Of all the professionals you actually listen to me and with young carers it feels like you are there for me. I was really worried about coming to the activity days and if I wanted to speak to people, but everyone was really kind. I really enjoy seeing you and what you do.”

“What we do in our sessions I really like and it is really helping.”

“I like our sessions because I can talk and be listened to and I can come and calm down”

“Thank you, X’s just said he’s the happiest he’s been in a very long time”

#### 4. KEY DRIVERS – LOCAL AND NATIONAL

The Start for Life and Family Hub programme is funded from January 2023 to March 2025 to transform our early help provision into Family Hubs covering a wide range of service areas and aligned to the Supporting Families Outcomes Framework. The funded elements of the programme focus on the Start for Life programme which support expectant and new parents.

Through the procurement we will align the outcomes and delivery of these substance misuse support and young carers services with the Family Hubs programme which includes drug and alcohol misuse services, intensive targeted family support services and targeted youth work. This alignment will allow us to effectively use our resources to help deliver the Family Hubs offer across Plymouth and will align with the Community Youth Team’s Young Carers Service.

#### Substance Misuse

- From harm to hope: A 10-year drugs plan to cut crime and save live,<sup>1</sup> states, Young people who have drug problems often have complex needs. This often involves poor mental health and self-harm, and sometimes experience of criminal or sexual exploitation. These young people need a combination of specialist

<sup>1</sup> [From harm to hope: A 10-year drugs plan to cut crime and save lives - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/from-harm-to-hope-a-10-year-drugs-plan-to-cut-crime-and-save-lives)

treatment and wider health and social care services. Services need to be trauma-informed and treatment should be family-based if necessary, particularly for those whose parents are themselves dependent on drugs or alcohol.

- There is guidance<sup>2</sup> on commissioning quality standard drug and alcohol services including for young people – published in 2022. All local authorities should ensure ‘age-appropriate specialist services are available’. Additionally and noting ‘our ‘Affected Others Service’ the guidance states, ‘Family members and carers directly affected by another person’s problem drug or alcohol use can access support for their own needs’.
- Specialist substance misuse services for young people are normally separate from adult treatment services because young people’s alcohol and drug problems tend to be different from adults’ and need a different response. This includes:
  - being child-centred
  - considering the age and maturity of young people
  - acting on safeguarding concerns
  - making sure the young people do not mix with adults who use drugs

These services support young people, help them to reduce the harm their alcohol or drug use causes them and try to prevent it from becoming a bigger problem as they get older. Services should be part of a wider network of local prevention services that support young people with a range of issues and help them to build their resilience.

Young people’s alcohol and drug treatment in England is commissioned by local authorities using the public health grant<sup>3</sup>.

## Young Carers

- The NHS Long Term Plan has carer related priorities such as top tips developed by young carers for general practice which include access to preventative health and social prescribing and timely referral to local support services
- Young Carers Health Champions are recruited, trained by NHS England and support locally through the Community Youth Team’s Youth Carers Project.
- The Health and Care Act 2022 includes new duties for Integrated Care Boards to be responsible for involving carers and those they care for in decision-making and also be involved in plans for the patient’s discharge for all carers of adults.

<sup>2</sup> Commissioning quality standard: alcohol and drug treatment and recovery guidance - GOV.UK ([www.gov.uk](https://www.gov.uk))

<sup>3</sup> Young people's substance misuse treatment statistics 2020 to 2021: report - GOV.UK ([www.gov.uk](https://www.gov.uk))

- The Children and Families Act 2014 has a duty for the local authority to assess whether the young carer in their area needs support, this is carried out by the Time4U partnership. The service support young carers in preparing for transition to adult carers services by working closely with adult carers services and carrying out transition assessments, where needed.
- All current Time4U Partnership members are part of the Young Carers Alliance which is a national campaign group seeking to improve the lives of young carers by raising awareness of their circumstances.
- The national Young Carers Action Day organized by Carers UK and is celebrated annually with special events held every year to mark the important day to recognize the young carers contributions to their families and health and social care. There is a theme for each year which is guided by young carers themselves.
- Plymouth City Council is signing up to the Devon ICS Commitment to Carers
- The single request for support pathway (“Tell My Story Once”) will incorporate the request for targeted support for young carers. The single point of access is a requirement for the Family Hubs model. This will include the Community Youth Team’s Young Carers Service requests.
- Time4U delivers joint young carers awareness training with the Adult Carers Services.
- There are new young carer indicators in the annual School Census for pupils, show a total 599 (469 identified by school and 130 identified by parent or guardian) young carers identified. The highest number recorded for young carers in Plymouth schools was over 900 in 2020. Education, Participation and Skills (EPS) are carrying out work with schools encourage them to identify and record young carers in their School Census returns. The new service will need to ensure that they have a good working arrangement with schools to help them with the identification, transition and support offers for young carers.
- The 2021 Census shows a decline for the overall number of carers in Plymouth, however, this is for all age groups and may be linked to young carers being reluctant to come forward for support.
- The Young Carers Dashboard has KPIs agreed and monitored through Plymouth’s Carers Strategic Partnership Board. New young carers being supported each quarter through Time4U throughout 2022/23 has ranged from 23 to 40. The overall trend for 22/23 has shown an increase in requests for support and the numbers of young carers being supported by Time4U.
- Fit and Fed Programme requires a Young Carers register to be entitled to the programme (if the young carers are not entitled to Free School Meals). This will

be linked into the annual School Census which will identify young carers in schools.

- Young carers carry immense responsibility in providing care and support at home but their own needs may remain 'hidden' from wider view. The increased pressures young carers have faced due to the pandemic has further highlighted the need to improve formal identification of this cohort in schools, understand their needs and to provide early help as outlined in statutory guidance on [keeping children safe in education](#).
- [Working together to safeguard children](#) also outlines how school and college staff should be particularly alert to the potential need of early help for students who have taken on caring responsibilities.

## 5. THE PROPOSAL FOR PLYMOUTH

We are requesting permission to carry out a single procurement process with two Lots. Each of the new contracts would be for 5+3+3 years and will commence on 1<sup>st</sup> April 2024. The anticipated end of the contracts with all extensions invoked would be 2035.

- Lot 1 - Young Person's Specialist Substance Misuse Service Contract is currently delivered by Harbour Centre.
- Lot 2 – Young Carers Support Service Contract will combine the Barnardo's and Hamoaze House contracts.

	<b>Contract Year 1</b>	<b>Contract Year 2</b>	<b>First 5 Contract years</b>	<b>3+3 year extension</b>	<b>Total Contract Values</b>
Lot 1	£ 318,555	£ 258,122	£ 1,351,043*	£ 1,548,732	£2,899,775
Lot 2	£ 124,930	£ 124,930	£ 624,652.25	£ 749,582.70	£1,374,235
Total	£ 443,485	£ 383,052	£ 1,975,695	£ 2,298,315	£4,274,010

Note: \*£60,434 OHID funding for first contract year (2024/25) only<sup>4</sup>.

The total value of both contracts including 3 + 3 year extensions is £4,385,664.

The benefits of this approach:

<sup>4</sup> The £60,434 investment for 24/25 may be continued for a further 3 years based on review and a decision to be made by OHID/DHSC during 24/25

- Joining the Time4U partnership commissioned services together will build on the close working arrangements between partners which will be formalised into one contract.
- The substance misuse and young carers service will support the delivery of the Family Hubs service expectations and will begin working with the Emerging Family Hubs providers in 2024/25 (Barnardo's, Action for Children and LARK) to develop this together before the new Family Hubs contract starts in April 2025.
- We will align the Family Hubs contracts with the breaks in these supporting contracts where possible, e.g. 4+3+3 years.
- The Early Help Partnership governance is now established and we would seek to integrate the work of these services into the wider system as well as the emerging Family Hubs. The young carers services will also be expected to continue to contribute to the local and Devon-wide carers governance arrangements.
- The Early Help Partnership is a 10 year programme which ends on 20<sup>th</sup> December 2031. The initial 5 year contract period would end in March 2029 with first 3 year extension ending in March 2032 (just over 3 months after the end of the 10 year Partnership). A decision would in the lead up to the end of the Partnership about how the commissioned services associated with this work would continue. There would be another option to extend for a further 3 years at this point under March 2035.

The risks of this approach:

- Commissioning the support services for Family Hubs whilst they are “emerging” could result in gap between services. Mitigation: To develop the service specification to incorporate the need for services to be flexible to change alongside the emerging Family Hubs and subsequent Family Hubs to avoid such gaps and promote close partnership working. Referencing the minimum and go further requirements in each of the specifications to be clear on roles and responsibilities in the delivery (as demonstrated in the recent Domestic Abuse Service specification).
- Commissioning the young carers services separately to the adult carers services may result in challenging transition pathways. Mitigation: To co-produce the service specification for the new commissioned young carers service with key stakeholders which includes the importance of partnership working in transitions (as it is now) and flexibility to align with the adult carers service being commissioned separately.

The Young Carers service specification will be developed with partners through a co-design workshop for young carers which will be held with the members of Plymouth's Carers Strategic Partnership Board (CSPB).



There will also be a market engagement event to gain feedback on the draft service specifications from providers. Substance misuse experts from Public Health, EPS representative and Youth Work practitioners from the Community Youth Team will be invited to form a multi-disciplinary evaluation panel for the procurement.

## 6. TIMESCALES

An indicative timescale is as follows:

Activity	Timescale
Cabinet Approval for Business Case	June 2023
Market Engagement / Stakeholder co-design workshop	June 2023
Launch of tender	July 2023
Evaluation of tender	September 2023
Contract Award Report for Cabinet	November 2023
Contract Award	December 2023
Transition and TUPE of staff	January – March 2023
New contracts start date	1 <sup>st</sup> April 2024

**Table 1 Commissioning Intentions**

<b>Overall theme</b>	<b>Strategic Aim</b>	<b>Commissioning intention</b>	<b>Estimated budget</b>	<b>What change looks like... (Outcome)</b>
Hidden Harm Training	<p>Improve skills of practitioners to identify and address needs of children and their families within the local system</p> <p>Delivered as part of the Family Hubs offer (drug and alcohol misuse)</p>	Commission this training as part of the Substance misuse support contract. Funded by Public Health and delivered in collaboration with the Plymouth Children Safeguarding Partnership.	£9,968 per annum	Increase in knowledge and understanding of Hidden Harm by practitioners
Youth Justice Support	<p>Specialist substance misuse support for young people accessing Youth Justice Services.</p> <p>Delivered as part of the Family Hubs offer (youth justice support)</p>	Commission Youth Justice Support as part of the Substance misuse support contract. Funded by Children's Social Care through Youth Justice Services.	£15,000 per annum	Improved outcomes for young people entering the Youth Justice Service
Specialist Substance Misuse Support for YP (a)	<p>Specialist substance misuse support for young people under 18.</p> <p>Delivery as part of the Family Hubs offer (drug and alcohol misuse and targeted youth work expectations).</p>	Commission this specialist support as part of the Substance misuse support contract. Funded by Public Health.	£233,153 per annum	Improved outcomes for young people entering substance misuse services relating to harm reduction
Specialist Substance Misuse Support for YP (b)	<p>Specialist substance misuse support for young people under 18.</p> <p>Delivery as part of the Family Hubs offer (drug and alcohol misuse).</p>	Commission this as additional specialist support as part of the Substance misuse support contract. Funded through the 'Supplemental Substance Misuse	£60,434 for one year only. This additional funding ends March 2025 and	Improved outcomes for young people entering substance misuse services relating to harm reduction

		Treatment and Recovery Grant' 1 FTE specialist mental health/ substance misuse worker.	OHID/DHSC will make a decision on a further 3 years investment during 2024/25.	
Support for Young Carers	<p>Targeted support (group and 1-2-1) for young carers under 18 including supporting the transition to the adult carers service</p> <p>Delivered as part of the Family Hubs offer (particularly targeted family support).</p>	<p>Commission targeted support service for young carers who care for people with mental health, substance misuse (affected by and or caring for), health needs and disabilities etc.</p> <p>Joint working with children's social care and adult services (including social care and mental health services) to support the whole family approach.</p> <p>Carry out young carer assessments and transition assessments on behalf of the local authority.</p>	<p>£124,930 per annum</p> <p>Funded by Strategic Commissioning and Public Health.</p>	<p>Young Carers Register Outcomes for young carers:</p> <ul style="list-style-type: none"> <li>- Improved health &amp; wellbeing</li> <li>- Minimise the negative impact of caring</li> <li>- Improve educational outcomes by working with schools to understand their needs</li> <li>- Improved access pathways to support</li> <li>- More able to deal with worrying over parental substance use</li> </ul>
Support for practitioners supporting Young Carers	Delivering young carer awareness raising training and young carer assessment training to practitioners	Joint working arrangements with adult carers service to support transition and training of practitioners	Including as part of the core costs above	<p>Practitioners are able to identify young carers</p> <p>Practitioners are able support to young carers in their work e.g.</p>

				schools, hospital, GPs etc.
Mental Health OUT OF SCOPE OF INVESTMENT INTO THIS PROCUREMENT BUT THIS ROLE IS DEPLOYED INTO THE SPECIALIST SERVICE:	<p>Specialist mental health support for young people accessing substance misuse services. This is commissioned through the ICB as part of the Plymouth Integrated Community Health, Wellbeing and Special Educational Needs and Disabilities Support Services Contract. The post is hosted within CAMHS and deployed into the Specialist Substance Misuse Treatment Service.</p> <p>Delivered as part of the Family Hubs offer (mental health)</p>	Funded through the 'Supplemental Substance Misuse Treatment and Recovery Grant' 1 FTE specialist mental health/ substance misuse worker. This additional funding ends March 2025 and OHID/DHSC will make a decision on a further 3 years investment during 2024/25.	£54,794 –This additional funding ends March 2025 and OHID/DHSC will make a decision on a further 3 years investment during 2024/25.	<ul style="list-style-type: none"> <li>• Improved capability and capacity to effectively meet mental health need in the cohort</li> <li>• Create opportunity for improved response to meeting neurodiversity need within cohort</li> <li>• Improve pathway into main CAMHS service</li> </ul>

## APPENDIX I NEEDS ANALYSIS

In Plymouth, the 2021 Census data on unpaid care show that of those aged five years and over 90.1 per cent (227,533 individuals) provided no unpaid care. Of the 23,956 unpaid carers in Plymouth:

- 4.4 per cent (10,646) provided 19 hours or less
- 2.2 per cent (5,267) provided 20 to 49 hours
- 3.3 per cent (8,043) provided 50 or more hours.

Unpaid care provision varies across the city. On an electoral ward basis, the proportion providing 'no unpaid care' ranged from 88.4 per cent in Honicknowle to 95.7 per cent in Drake, whilst the proportion providing '50 or more hours per week' ranged from 1.0 per cent in Drake to 4.8 per cent in Honicknowle (Table 9).

Table 9: Unpaid care in Plymouth by electoral ward (numbers and locally calculated proportions)

Electoral ward	No unpaid care		19 hours or less		20 to 49 hours		50 or more hours	
Budshead	89.2	11,121	4.7	586	2.3	284	3.8	475
Compton	92.0	10,835	4.5	526	1.3	153	2.2	262
Devonport	90.7	13,789	3.4	513	2.7	416	3.2	490
Drake	95.7	10,353	2.4	262	1.0	104	1.0	104
Efford & Lipson	90.2	12,096	3.8	504	2.5	339	3.5	475
Eggbuckland	89.5	11,152	5.2	645	2.0	255	3.2	404
Ham	89.4	12,089	4.0	537	2.6	358	4.0	540
Honicknowle	88.4	11,928	3.8	519	3.0	399	4.8	644
Moor View	89.4	11,454	4.4	568	2.2	287	3.9	498
Peverell	90.8	11,585	4.9	630	1.4	184	2.8	362
Plympton Chaddlewood	91.8	7,098	4.5	350	1.6	122	2.1	160
Plympton Erle	90.0	7,513	4.7	394	2.4	203	2.8	237
Plympton St Mary	90.3	10,944	5.0	605	1.6	200	3.1	373
Plymstock Dunstone	89.3	10,979	5.4	668	1.9	236	3.4	416
Plymstock Radford	89.8	12,194	5.2	700	1.9	257	3.1	423
Southway	89.3	11,522	4.2	547	2.3	299	4.1	528
St Budeaux	88.6	11,078	3.9	488	3.1	385	4.4	551

St Peter & the Waterfront	92.6	15,814	3.2	552	1.8	310	2.3	396
Stoke	90.8	11,654	4.6	586	1.9	241	2.7	347
Sutton & Mount Gould	92.0	12,336	3.5	470	1.8	238	2.7	361
Plymouth	90.5	227,534	4.2	10,650	2.1	5,270	3.2	8,046

Source: Dataset TS039 unpaid care – by ward, 2021 Census, [ONS](#)

The most recent (2021) survey on [Smoking, Drinking and Drug Use among Young People in England](#) (SDD) showed that the proportion of those aged 11 to 15 years in England who had taken any drug (excluding new psychoactive substances) in the last year was 10.4%. This was lower than previously estimated in 2018 (14.5%)<sup>5</sup>

### 2021/22 Specialist Treatment Service (Plymouth) demand:

#### 120 New Referrals

- 75 Getting information / getting help
- 45 Getting more help / getting risk support

### 2022/23 (up /to Q3)

#### 76 New referrals

- 52 Getting information / getting help
- 24 Getting more help / getting risk support

### The Plymouth Children and Young People's Health and Wellbeing Survey 2021/2022 (Year 8 – ages 12-13 and Year 10 – ages 14-15)

- 48% of pupils responded that they have drunk an alcoholic drink.
- 15% of pupils responded that they have had an alcoholic drink in the last 7 days.
- 8% of pupils responded that they got drunk on at least one day in the last 7 days; 3% said they did so on more than one day.
- 5% of pupils responded that they drank beer or lager in the 7 days before the survey, while 8% drank spirits.
- 11% of pupils responded that they have drunk alcohol at home in the 7 days before the survey and 4% said they have at a friend's or relation's home.
- 11% of pupils responded that they usually get/buy alcohol from a friend or relative, while 21% said they usually get it from their parents/carers.

<sup>5</sup> [Drug misuse in England and Wales - Office for National Statistics \(ons.gov.uk\)](#)

- 11% of pupils responded that they have experienced sickness (hangover/headache, feeling or being sick) as a result of their drinking in the last 12 months, while 3% said they have damaged friendships or relationships.
- 2% of pupils responded that they have got in trouble with the police or other adults (not family) as a result of their drinking in the last 12 months.
- 6% of pupils responded that they have at least tried alcohol but 'never' drink it now, while 4% said they do not drink alcohol at home.
- 27% of pupils responded that they do drink alcohol at home and their parents/carers 'always' know, while 5% said their parents/carers 'usually' know.
- This works out as 72% of those who drink alcohol at home responding that their parents/carers 'always' know.
- 5% of pupils responded that they drink alcohol at home and their parents/carers 'never' or only 'sometimes' know.
- This works out as 13% of those who drink alcohol at home responding that their parents/carers 'never' or only 'sometimes' know.
- 26% of pupils responded that they are 'fairly sure' or 'certain' that they know someone personally who takes illegal drugs (not tobacco, alcohol or medicines prescribed for them).
- 13% of pupils responded that they have been concerned about the drug use of a friend.
- 16% of pupils responded that they have been offered cannabis.
- 13% of pupils responded that they have been offered other illegal drugs (not cannabis).
- 19% of pupils responded that they have been offered cannabis or other drugs