

Cabinet Meeting on Wednesday 19 February 2020

Future Model of Carers Services



Cllr Alan White, Deputy Leader and Cabinet Member for Health, Care and Wellbeing said:

“Around the county, thousands of people are providing unpaid care for their loved ones. For most carers, this experience is rewarding, however the responsibility for providing care can have a wide-ranging health, wellbeing and economic impact. By ensuring carers are able to access information, advice and guidance on the support available to them, we can ensure they can continue to care for their loved ones, while also taking care of themselves and their own wellbeing.”



Cllr Mark Sutton, Cabinet Member for Children and Young People said:

“Carers make a tremendous contribution to their families, communities, workplace and society. But young carers in particular can find it difficult to know where to go for help and support. We want to make sure that young carers can get the support they need, are able to meet and socialise with other young people in the same situation as them and, most importantly, are able take a break from their caring role. With our proposed future model of services for carers, we hope to ensure all carers can access the support they need, when they need it, to continue

their caring role.

Report Summary:

‘All Together for Carers’: a Carers Strategy for Staffordshire was jointly developed by Staffordshire County Council (SCC) and the five Staffordshire CCGs. It was endorsed by Cabinet in Autumn 2019 with final approval by the Cabinet Member for Health, Care and Wellbeing through the delegated decision process in November 2019 following sign off by the CCGs. The Strategy includes a commitment to review carers services to ensure delivery of the seven priorities identified within the strategy.

Stakeholders have been engaged with the aim of understanding what does and what does not work well within the current service/pathway and what is important to them from a future carers service. Feedback has been taken into account to develop a future model for carers services and evaluate options for providing this model.

Recommendations

I recommend that Cabinet:

- a. Approves the future model of carers services as detailed in this report.
- b. Approves the preferred option (A) for provision of carers services as detailed in this report.
- c. Approves the commencement of a competitive tender process to procure the commissioned element of Option A, as detailed in this Report.
- d. Delegates approval for the contract to be awarded and entered in to with the successful provider(s), following the competitive tender process to the Director for Health and Care and the Director for Families and Communities.

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|-------------------------------|
| Local Members Interest |
| N/A |

Cabinet – Wednesday 19 February 2020

Future Model of Carers Services

Recommendations of the Deputy Leader and Cabinet Member for Health, Care and Wellbeing and the Cabinet Member for Children and Young People

I recommend that Cabinet:

- a. Approves the future model of carers services as detailed in this report.
- b. Approves the preferred option (A) for provision of carers services as detailed in this report.
- c. Approves the commencement of a competitive tender process to procure the commissioned element of Option A, as detailed in this Report.
- d. Delegates approval for the contract to be awarded and entered in to with the successful provider(s), following the competitive tender process to the Director for Health and Care and the Director for Families and Communities.

Report of the Director for Health and Care and the Deputy Chief Executive and Director for Families and Communities

Reasons for Recommendations:

1. Every day, thousands of people in Staffordshire support an ill, frail or disabled family member, friend or partner. For most carers the experience of looking after someone close is rewarding, however the responsibility for providing care can have a wide-ranging health, wellbeing and economic impact. Carers make a tremendous contribution to their families, communities, workplace and society, Carers UK estimate that unpaid carers save the economy £132 billion per year. It is estimated that there are 148,000 adult carers and 1,950 young carers in Staffordshire. If just 20 carer breakdowns resulting in admission to residential care are avoided, the cost avoided to the public purse is £0.5m per year.

‘All Together for Carers’

2. ‘All Together for Carers’: a Carers Strategy for Staffordshire was jointly developed by the Council and the five Staffordshire CCGs. It was endorsed by the Health and Wellbeing Board, Healthy Staffordshire Select Committee and Cabinet in Autumn 2019 with final approval by the Cabinet Member for Health, Care and Wellbeing through the delegated decision process in November 2019 following sign off by the CCGs

3. The Strategy commits the Council to working in partnership with carers, health and social care providers, communities and employers with the aspiration to develop a society that is carer friendly, which values and supports carers to fulfil their caring role and maintain their health and wellbeing.
4. The Strategy includes a commitment to review carers services to ensure delivery of the seven priorities: improving information advice and guidance, identifying carers, a life outside of caring, staying healthy, assessment and support, crisis management and recognition and value. The emphasis is on prevention to avoid, reduce or delay dependency on health and social care services by increasing the resilience of individuals and communities, in line with the Council's Strategic Plan (Connected Staffordshire), The Whole Life Disability Strategy and 'All Together for Carers'.

Current Carers Services

5. The Council and the CCGs commission a range of carers services that provide the following functions – as set out in Tables 1a and 1b:
 - a. **Information, advice and guidance** for carers, including signposting to a range of support available in the community;
 - b. **Carers assessment and support planning** under the Care Act 2014; and
 - c. **Support to meet assessed eligible needs.**
6. Tables 1a and 1b below, set out the activity and expenditure of these functions in relation to the current carers services.

Table 1a: Current Carers Services – Activity

| Providers | | Forecast Activity 2019/20 |
|--|-------------------------------------|---|
| Information, Advice and Guidance | | |
| 1 | Carers Hub | 910 adult carers 25 young carers |
| 2 | Staffordshire County Council | <i>The volume of information, advice and guidance provided specifically to carers is not currently recorded separately.</i> |
| Carers Assessment | | |
| 3 | Carers Hub | 430 adult carers 160 young carers |
| 4 | Staffordshire County Council & MPFT | Joint Assessments: 6,250 Separate Carers Assessments: 270 |
| Support to Meet Assessed Eligible Needs | | |
| 6 | The Carers Hub | 430 adult carers 160 young carers |
| 7 | Carers Direct Payments | 20 carers |
| 8 | Home Based Replacement Care | 200 Carers supported with 23,000 hours of care |
| 9 | Residential Replacement Care | Direct Payments: 90 Contracted: Learning Disabilities - 725 episodes contracted; Older People and Physical Disabilities: 975 |

| | |
|--|---------------------|
| | episodes contracted |
|--|---------------------|

Table 1b: Current Carers Services – Expenditure

| Providers | | Maximum Contract Value 2019/20 (£k) | | |
|--|--|---|--------------|--------------|
| | | SCC | CCGs | Total |
| Information, Advice and Guidance | | | | |
| 1 | Carers Hub | 86 | 115* | 201 |
| 2 | Staffordshire County Council | <i>The cost of information, advice and guidance specifically for carers is not recorded separately.</i> | | |
| Carers Assessment | | | | |
| 3 | Carers Hub | 141 | 189* | 330 |
| 4 | Staffordshire County Council & MPFT | <i>The cost specifically of assessments for carers is not recorded separately.</i> | | |
| Support to Meet Assessed Eligible Needs | | | | |
| 6 | The Carers Hub <i>inclusive of the Personal Wellbeing Budget</i> | 173 | 297* | 470 |
| 7 | Carers Direct Payments | | | 26 |
| 8 | Home Based Replacement Care | 4,060 | 800 # | 387 |
| 9 | Residential Replacement Care | | | 4,447 |
| Total | | 4,460 | 1,401 | 5,861 |

*This is part of the Better Care Fund transfer from CCGs to the Council for adult social care services in support of health

#This is part of the Better Care Fund transfer from CCGs to the Council for implementation of the Care Act 2014

Engagement

7. On the 13th November 2019, the Council launched a period of engagement with carers, professionals and other stakeholders, with the aim of understanding what does and what does not work well within the current service/pathway and what is important to them from a future carers service. The engagement ended on the 3rd January 2020.
8. The engagement was advertised through the Council's webpages, social media and staff e-newsletters, as well as promoted via a press release and through a number of public, private and voluntary organisations. In addition, it was discussed through a number of carer groups and professional boards.
9. People could share their feedback in writing (letter or email), in person (by attending one of three drop-in events across the County) or online (via completion of a survey). Carers could also schedule a one to one telephone discussion with the responsible Commissioning Officer. Table 2 shows the number of responses.

Table 2: Responses to Engagement

| Method | Number of responses |
|--------------------------------------|---------------------|
| Surveys – online, posted and emailed | 75 |
| Engagement Events | 8 |
| Telephone Calls | 3 |
| Carer Support Groups/ Forums | 151 |

| | |
|---------------------------------------|-----|
| Market Engagement Event | 13 |
| Young Carer Specific | 36 |
| Previous Engagement (Carers Strategy) | 250 |

10. The overwhelming feedback highlighted the importance of being able to access information, advice and guidance about where and how to find support: carers said that they found it hard to understand what support is available, and whether they are eligible.
11. Feedback also echoed common themes from previous engagement on the 'All Together for Carers', as below. A full summary of the feedback can be found in Appendix One.
- a. The majority of carers see real benefit in accessing a group in order to develop a support network and have time for themselves outside of their caring role. However not all carers want to attend groups specifically for carers and would prefer to use this time to explore their own hobbies and interests, enabling them to retain a sense of themselves before they became a carer and develop genuine friendships.
 - b. Breaks are invaluable for carers. Many carers favoured a regular break for a few hours over a less frequent short break, in order to provide opportunities to regularly 'recharge their batteries' and maintain relationships.
 - c. The Council and the CCGs should review the carers pathway and current commissioned service to ensure a clear point of contact and access, removing the need for carers to repeat their story and strengthen relationships and joint working, both with each other and with the private, voluntary and community sector, to reduce duplication, improve collaborative working and to ensure that "All Together for Carers" becomes a reality.
12. Specifically, in terms of young carers, key themes identified through the engagement are:
- a. Young carers felt it was difficult to know where to go for help and support, but once they knew where to ask for help, getting the help itself was easy.
 - b. Whilst their caring role didn't impact on their actual school life, it does have a big impact on being able to do homework and study at home, due to not being able to concentrate and caring taking up much of their time.
 - c. In terms of what help makes the most difference, the majority of young carers stated that being allowed to have a break from caring and meet people in the same situation, is most important, because many of their friends don't understand the difficulties of being a young carer and their opportunities to socialise can be limited due to their caring role.

Future Model of Carers Services

13. Taking into account the feedback from stakeholders and learning from a review of the carers service and pathway, the intention is to develop an integrated future model of carers services that offers:
- a. High quality and easily accessible **information, advice and guidance** that explains where and how to find support and who is likely to be eligible including an initial assessment of need where appropriate and active referral on to the preventative support offer and beyond as necessary;
 - b. An enhanced range of **preventive support in the community** to prevent, reduce or delay the need for additional and higher cost support;
 - c. Further **assessment and support planning** where necessary; and
 - d. Access to **formal support to meet assessed eligible needs** on a basis that is transparent and equitable.
14. The future model includes three services: a **contact point**, a **carers well-being partnership**, and further **assessment and support planning**, with active referral routes and information sharing between them as shown in Figure 1.

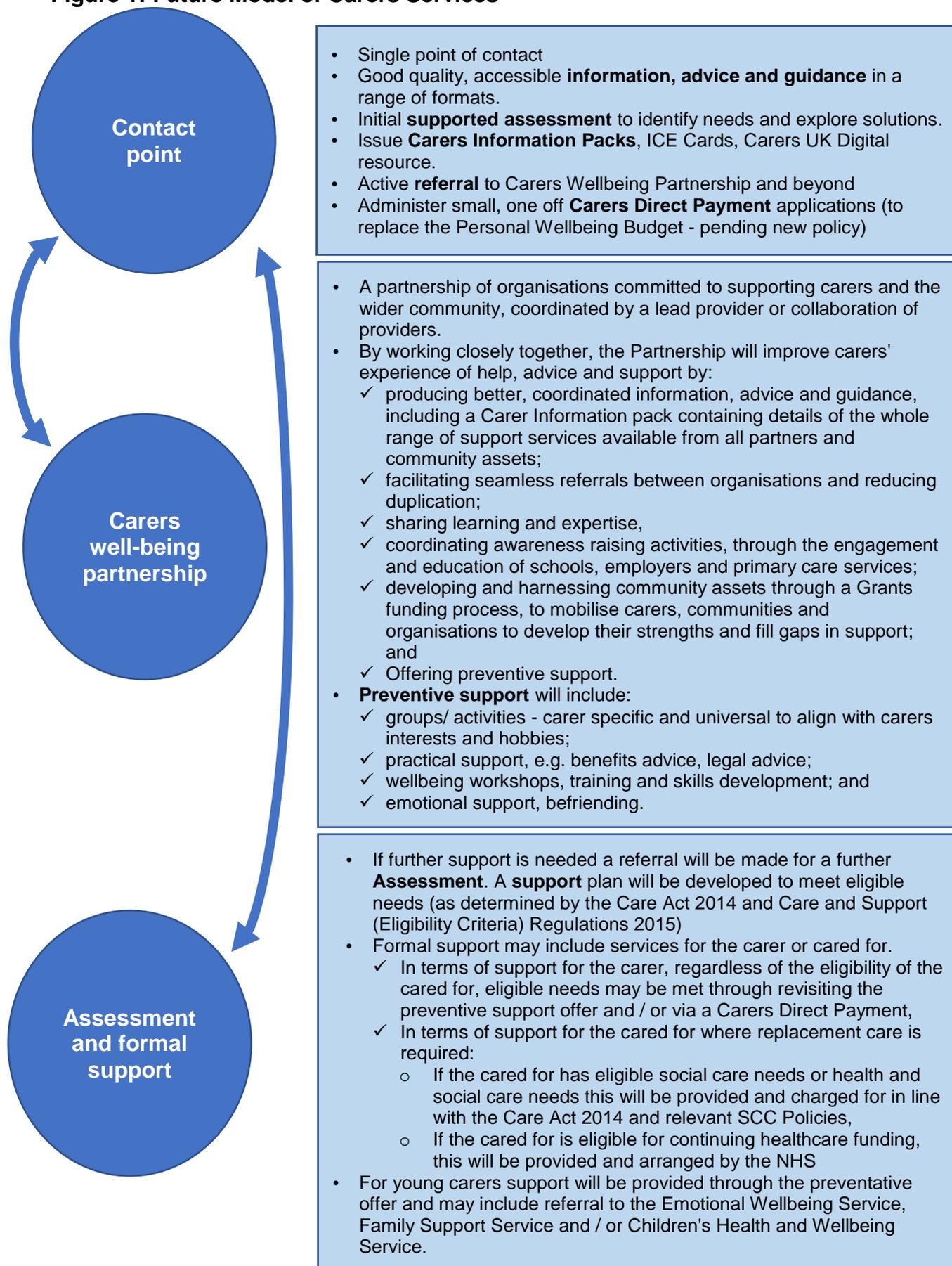
Options for the Provision of Carers Services

15. The future model of carers services needs to achieve the following **outcomes**:
- a. Enable delivery of statutory duties;
 - b. Support delivery of the Carers Strategy;
 - c. Financially sustainable and value for money;
 - d. Offer social value by supporting individual and community resilience; and
 - e. Manage operational and reputational risk.
16. **Three options** for provision of carers services have been identified, as shown in Table 3. These have been evaluated against the outcomes, as summarised below. A summary of evaluation against the outcomes can be found in Appendix Two.

Table 3: Options for the Provision of Carers Services

| Option | Contact Point | Carers well-being partnership | Assessment and support planning |
|---------------|----------------------------------|--------------------------------------|---|
| A | Directly provided by the Council | Commissioned externally | Directly provided by the Council and MPFT |
| B | Commissioned externally | Commissioned externally | Directly provided by the Council and MPFT |
| C | Commissioned externally | Commissioned externally | Commissioned externally |

Figure 1: Future Model of Carers Services



17. Option A:

Advantages

- a. Enables the identification of carers who may contact the Council for support for the cared for.
- b. Single point of contact for carers and the cared for reduces repetition of storytelling.
- c. The Council already has a single point of contact for multiple support functions that is widely known.
- d. Existing systems and infrastructure, in terms of back office functions and Council's Care Management System.
- e. Enables holistic assessment of the carer and cared for.
- f. It is the Council's statutory duty and function to deliver Care Act compliant assessments.

Disadvantages

- a. Carer may have to repeat elements of their story when accessing the carers well-being partnership.

Mitigating Actions

- a. Robust information sharing agreement that adheres to all necessary information governance protocols to enable the sharing of information reducing the need for carers to repeat elements of their story.

18. Option B:

Advantages

- a. This model overcomes those who may be reluctant to contact the Council to meet their needs as a carer.
- b. The initial point of contact and support function is likely to be delivered by the same provider reducing handover.

Disadvantages

- a. Separate route for the cared for and the carer, thus meaning repetition of story.
- b. If a carer requires formal support, there would need to be a handover of information back to the Council and a change in the person providing support.
- c. Commissioned provider would be unlikely to access the Council's Care Management System to aid in the handover of information.

Mitigating Actions

a. Investment would be required in order to resolve data sharing issues.

19. Option C:

Advantages

- a. This model overcomes those who may be reluctant to contact the Council to meet their needs as a carer.
- b. The initial point of contact, assessment and support function is likely to be delivered by the same provider reducing handover.

Disadvantages

- a. Separate route for the cared for and the carer, thus meaning repetition of story.
- b. If a carer requires specific types of support i.e. replacement care, there would be a handover of information back to the council and a change in the person providing support.
- c. Commissioned provider would be unlikely to access the Council's Care Management System to aid in the handover of information.

Mitigating Actions

a. Investment would be required in order to resolve data sharing issues.

20. The **preferred option A** is for the contact point, and assessment and support planning to be directly provided by the Council and Midlands Partnership NHS Foundation Trust (MPFT), and for the co-ordination of preventative support in the community through a 'carers well-being partnership' to be commissioned externally. Current investment levels will be maintained with an anticipated budget for services as shown in Table 4. By spending less on the contact and assessment functions, we will be able to invest £500k on preventive support in the community and increase the Carers Direct Payment budget by £200k to replace the current Personal Wellbeing Budget.

Table 4: Anticipated Budget for Carers Services under Option A

| Providers | | Annual Budget (£k) | | |
|--|-------------------------------------|--------------------|------|------------|
| | | SCC | CCGs | Total |
| Information, Advice and Guidance | | | | |
| 1 | Staffordshire County Council | 107 | - | 107 |
| Preventive support in the community | | | | |
| 2 | Carers well-being partnership | - | 501* | 501 |
| Carers Assessment | | | | |
| 3 | Staffordshire County Council & MPFT | 193 | - | 193 |
| Support to Meet Assessed Eligible Needs | | | | |
| 4 | Carers Direct Payments | | | 226 |
| 5 | Home Based Replacement Care | 4,160 | 900* | 387 |

| | | | | |
|--------------|------------------------------|--------------|--------------|--------------|
| 6 | Residential Replacement Care | | | 4,447 |
| Total | | 4,460 | 1,401 | 5,861 |

**This is part of the Better Care Fund transfer from CCGs to the Council for adult social care services in support of health and for implementation of the Care Act 2014*

Self-Directed Support

21. The Personal Wellbeing Budget currently provides a one-off payment to meet carers assessed eligible needs that cannot be met through other forms of information, advice and support currently offered by the Carers Hub. The Personal Wellbeing Budget was intended to replace Carers Direct Payments at contract commencement in October 2015, therefore only a few historical Carers Direct Payments remain. The expenditure on the Personal Wellbeing Budget has gone down as access to other forms of support has increased.
22. Under option A, we intend to replace the Personal Wellbeing Budget with a new Carers Direct Payment with clear guidance and eligibility criteria. We will continue to first utilise the information and advice available via the contact point and support available in the community through the Carers Wellbeing Partnership to prevent or delay the need for higher cost support. Two types of Carers Direct Payments may be available following an assessment, a one-off Carers Direct Payment or a recurring Carers Direct Payment aligned to assessed eligible need subject to annual review. Investing £500k on preventive support in the community and increasing the Carers Direct Payment budget by £200k will enable us to continue to support carers with eligible needs as the number of carers increases.

Scrutiny Feedback

23. The Cabinet report and recommendations have been considered in draft form by the Healthy Staffordshire Select Committee and the Safe and Strong Communities Select Committee on 3rd February 2020. Table 5 highlights the points raised by the Committee's for consideration and our proposed action:

Table 5: Anticipated Budget for Carers Services under Option A

| Committee Comments: | Actions: |
|---|--|
| Further consider options for young carers to make contact via methods alternative to telephone or face to face, e.g. online, email, text. | To be included in the further design stage of the project. |
| Further explore information, advice and guidance (digital and non-digital means) and awareness raising to ensure Local Members, District and Borough Councillors and Primary Care Services, including those responsible for Social Prescribing know where to signpost carers for help and support. Consider the distribution of a resource pack to relevant stakeholders. | To be included in the further design stage and implementation planning. To continue to link in with the Supportive Communities project in terms of the digital and non-digital information, advice and guidance offer including Community Help Points. |
| Expand the ways in which we currently engage | To be progressed with the |

| | |
|---|---|
| with schools, including liaison with SEND Hubs to support awareness raising and identification of young carers. | Cabinet Member for Children and Young People. |
| Mitigation of risk highlighted within Table Five and Appendix Three relating to the engagement of schools due to completing priorities. | To be raised with the Cabinet Support Member for Learning and Employability as and when required. |
| Provide a breakdown of spend under the Personal Wellbeing Budget as well as services/ support available from the current commissioned service to the Healthy Staffordshire Select Committee and the Safe and Strong Communities Select Committee. | Completed 5 th February 2020 |

Community Impact Assessment (CIA):

24. Table 5 summaries the key findings of the CIA. An Executive Summary is included in Appendix Three with the full CIA accessible as a Background Reference Document.

Table 5: Key findings of the CIA

| Domains | Benefits | Risks | Mitigations / Recommendations |
|---|---|---|--|
| PSED: Disability Age | The recommission of Carers Services is intended to support implementation of the Carers Strategy, which sets out our intention to: <ul style="list-style-type: none"> • help those carers who have eligible assessed needs and provide support in times of crisis, • protect young carers from inappropriate levels of caring, | We have undertaken a review of our current commissioned support arrangements, in line with the natural end of the contract. As a result, carers may experience a change in their support provider. There may be a low risk of complaint and challenge from Citizens if they do not feel that their views have been taken into account when designing the future service. | We have undertaken a period of consultation with carers and other impacted stakeholders which commenced November 2019 ending early January 2020. Each proposed future delivery option has been evaluated against a series of drivers and tests, which includes how each option takes into account the feedback obtained through engagement. TUPE may be applicable, thus providing the potential for continuity of staffing in particular circumstances. Support will be sought from Legal and HR. As the service is |
| Health & Care: Healthy Lifestyles Access to Social Care Mental Health and Wellbeing | The recommission of Carers Services is intended to support implementation of the Carers Strategy, the Strategy outlines the foundations for carers physical and mental health to be supported by early identification, compliant assessments and good crisis prevention within carer friendly communities. We have undertaken a review of the carers pathway to ensure a clear point of contact and access which is equitable. | | |
| Economy: | The future carers service may | | |

| | | | |
|---|--|---|---|
| <p>Economic Growth Poverty and Income Workplace Health & Environments</p> | <p>provide the opportunity for Carer Support providers to expand as well as encourage new Providers to the county.</p> <p>The strategy:</p> <ul style="list-style-type: none"> • outlines SCC's intention to signpost Carers who want more information about benefits, grants and financial management, • sets out plans to develop carer friendly workplaces in order to encourage carers into and maintain employment. | <p>SCC's carer self-directed support offer will be reviewed which could result in a change to the personalised support options available.</p> | <p>based on an intervention and discharge approach, the likely impact due to a change in provider is likely to be less than traditional services. We will work closely with the incumbent provider to ensure any transition for carers is managed sensitively, through an implementation phase.</p> |
| <p>Localities/ Communities:</p> <p>Community Development/ Capacity Educational Attainment and Training</p> | <p>The recommissioning of Carers Services is intended to support implementation of the Carers Strategy the strategy:</p> <ul style="list-style-type: none"> • supports an asset-based approach to drive the development of community capacity • commits SCC to improve the way we work with schools and other agencies who come into contact with children and young people, to better identify young carers. | <p>There is a high level of demand and expectation of the Community, with limited financial resource to support investment.</p> <p>There is a risk that schools will not actively engage due to competing priorities.</p> | <p>To continue to work in partnership with Public Health to identify and raise awareness of community capacity as well as identify gaps.</p> <p>To continue to work in partnership with Children's Commissioners and Operational colleagues to shape the strategy and future service delivery.</p> |

List of Background Documents/Appendices:

Appendix One – Carers Engagement Summary

Appendix Two – Evaluation of Options for the Provision of Carers Services

Appendix Three – Community Impact Assessment – Summary Document

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