



CABINET – 10 OCTOBER 2017

**DRAFT LEICESTER, LEICESTERSHIRE AND RUTLAND CARERS
STRATEGY 2018–2021**

**JOINT REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES,
THE DIRECTOR OF CHILDREN AND FAMILY SERVICES AND THE
DIRECTOR OF PUBLIC HEALTH**

PART A

Purpose of the Report

- 1 The purpose of this report is to seek the Cabinet's approval to consult on the draft Leicester, Leicestershire and Rutland (LLR) Carers Strategy 2018–2021. The Strategy sets out the draft strategic priorities relating to unpaid carers of all ages, and is intended as a joint Strategy including all local authorities and Clinical Commissioning Groups (CCGs) across LLR. The report also highlights key improvements made to the carers support offer in Leicestershire.

Recommendations

- 2 It is recommended that:
 - a) The draft LLR Carers Strategy 2018–2021 (attached as Appendix A to this report) be approved for consultation;
 - b) A further report be submitted to the Cabinet in March 2018 regarding the outcome of the consultation and presenting the final LLR Carers Strategy 2018-2021 for approval;
 - c) That the Director of Adults and Communities be authorised to take such action as he considers appropriate in response to the engagement responses received to improve the Council's response to adult carers whilst further consultation on the overarching Strategy is completed.

Reasons for Recommendations

- 3 The Directors of Adults and Communities, Children and Family Services and Public Health require the Cabinet's permission to undertake a formal joint consultation alongside Leicester City Council, Rutland County Council, Leicester City CCG, West Leicestershire CCG and East Leicestershire and Rutland CCG on the priorities and actions identified for supporting unpaid carers.

- 4 Significant carer and stakeholder engagement has been undertaken during the summer of 2017, and the draft Strategy has been co-produced alongside carers. Amendments may be required to the draft Strategy after formal consultation responses are received.
- 5 Through the engagement undertaken during the summer of 2017, three key areas for improvement to support adult carers have been identified which can be implemented without impact on the progression of the Strategy:
 - helping carers to navigate the pathway to support;
 - simplification of the assessment process;
 - increase in respite provision.

Timetable for Decisions (including Scrutiny)

- 6 The draft Strategy will be considered through relevant partner governance arrangements during October and early November 2017.
- 7 A six week public consultation is intended to be undertaken from November 2017. A report will be presented to the Adults and Communities Overview and Scrutiny Committee on 14 November 2017 as part of the consultation process. In addition the Chairman and Spokespersons of the Children and Families and Health Overview and Scrutiny Committees will be invited to attend the meeting for that item.
- 8 The consultation outcomes, the final joint Carers Strategy and an implementation plan for Leicestershire will be reported to the Cabinet in spring 2018.

Policy Framework and Previous Decisions

- 9 The relevant policy framework includes:
 - The Care Act 2014;
 - The Children and Families Act 2014;
 - Better Care Together Five Year Strategic Plan 2014-2019;
 - The Sustainability and Transformation Plan (STP);
 - The Leicestershire Adult Social Care Strategy 2016-2021;
 - Children and Family Services Commissioning Strategy 2016–2020;
 - Leicestershire County Council Provisional Medium Term Financial Strategy (MTFS) 2016/17-2019/20;
 - Leicestershire Communities Strategy 2014.
- 10 In April 2015, the first phase of the Care Act 2014 was implemented. The Act replaces most previous laws regarding adult carers and includes reforms of health and social care, prioritising people's wellbeing, needs and goals.
- 11 It gives local authorities a responsibility to assess a carer's needs for support and, where the carer appears to have such needs, to consider the impact being a carer has on their overall wellbeing.
- 12 The Children and Families Act 2014 gives young carers more rights to ask for support. A young carer's needs assessment must include an assessment of

whether it is appropriate for the young carer to provide, or continue to provide, care for the person in question, in the light of the young carer's needs for support, other needs and wishes.

Resource Implications

- 13 Within the Adults and Communities Department funding for specific adult carers services include voluntary sector support, access to one off and regular personal budgets and respite provision. The total spend for 2016/17 was £902,000 although it must be highlighted that some carers support may also be delivered within the personal budget of the cared for person, therefore this does not represent carer support costs in its totality.
- 14 In April 2017, further funding (£200,000 from 2018/2019 – 2019/2020) through the Improved Better Care Fund (IBCF) was identified to support an improved service offer for adult carers (as highlighted in the improvements to the Leicestershire carer offer) which has been informed by the engagement undertaken during the summer.
- 15 Children and Family Services commission a voluntary sector provider to undertake carers assessments and provide support to young carers across Leicestershire.
- 16 Although there are no specific resource implications relating to the overarching Strategy, the outcome of the engagement undertaken, the intended consultation, and the resulting implementation plan will establish commissioning plans for Leicestershire and ensure that Council resources are used to maximum effect in supporting unpaid carers.
- 17 The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

- 18 This report has been circulated to all Members of the County Council via the Members' News in Brief.

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PART B

Background

The Law relating to Adult Carers

- 19 The Care Act 2014 introduced new responsibilities for local authorities from April 2015. The Act requires local authorities and health partners to work in partnership and integrate services, where possible, in order to provide seamless support, avoid duplication and achieve best value for money. It has acknowledged carers and the critical contribution they make by putting carers on a par with those for whom they care.

The Law relating to Child Carers

- 20 The Children and Families Act 2014 gives young carers more rights to ask for support. Councils must check what help any young carer needs as soon as they identify they might need help, or if the young carer asks them to. Local authorities carrying out a young carer's needs assessment must consider the extent to which the young carer is participating in or wishes to participate in education, training, recreation or employment. The Act also says that councils must assess whether a parent carer within their area has needs for support and, if so, what those needs are.

The National Carers Strategy

- 21 The Government published its National Carers Strategy in 2008 which set out the vision that by 2018, carers will be universally recognised and valued as being fundamental to strong families and stable communities. In 2010, the Coalition Government's Policy 'Recognised, Valued and Supported: next steps for the Carers Strategy' was published to ensure delivery of this vision. In October 2014 the second National Carers Action Plan was published, identifying actions to be taken over two years (2014–2016) to meet the aims of the Strategy and Policy.
- 22 The development of a new national strategy was announced in 2015, led by the Department of Health, but with a cross-government remit. As part of its development, the Department of Health asked carers, and organisations who work with carers, to input into a 'call for evidence' which closed on 31 July 2016. No date is yet set for the publication of the new strategy.

Sustainability and Transformation Plans

- 23 In 2014 'NHS England's Commitment to Carers' was released highlighting how the NHS can play a role in improving the quality of life for carers and the people for whom they care.
- 24 In 2015, NHS England produced a national plan called the 'Five Year Forward View' which explains the challenges facing the health service in England, and what's needed to overcome them and to provide a service that meets the needs of people by 2021. It then created 44 health areas, or 'footprints', across England, of which LLR is one, and these along with local authorities, were asked to create a

STP plan that demonstrated how they would deliver the NHS Five Year Forward View in their area.

The Leicester, Leicestershire and Rutland Carers Strategy

- 25 The current local LLR Carers Strategy across health and social care was put in place in 2012 and a refreshed action plan for Leicestershire was developed in 2015, pending development of the new national strategy. Achievements have included carer awareness raising, particularly in relation to GP practices and in educational settings, the implementation of carers assessments and personal budgets (for adult carers), access to advocacy for carers, and services to provide quality advice, information and support.
- 26 A number of fundamental changes across health and social care have been implemented in the last few years, including the Care Act 2014, the Children and Families Act 2014 and the release of the NHS Commitment to Carers in 2014.
- 27 In light of the changing landscape for social care, both nationally and locally, it is imperative that unpaid carers across Leicestershire who provide an estimated £1.2billion worth of support a year, are supported to continue in their caring role and to maintain their own health and wellbeing and that a new joint carers strategy is introduced to support this.

The Local Picture

- 28 As identified in the recently updated Joint Strategic Needs Assessment, the population of Leicestershire is growing – between 2012 and 2037 (25 years) it has been projected that the total population of Leicestershire will grow by 15% to over 750,000. However, this growth is not uniform across the age groups. It is expected that there will be an increase of 190% in people aged 85 years and over and an increase of 56% in people aged 65-84 years.
- 29 There will be a greater number of older people with complex care needs who will require input from all parts of the health and social care system. This will need to be supported by people providing unpaid care through informal caring arrangements. The number of carers in LLR is predicted to rise by 29% between 2015 and 2030 and across Leicestershire the number of carers over 65 are set to increase by 41% between 2017-2035.
- 30 There are around 70,000 carers in Leicestershire, 90% of whom are from a white ethnic background and 6% from an Asian/Asian British ethnic background. 57% of Leicestershire carers are female and 39% are aged between 50-64.
- 31 Census data from 2011 also shows there are over 3,500 young carers in Leicestershire, nearly 800 of whom are under 15 years of age.

Local Strategic Responses

- 32 The Better Care Together (BCT) Five Year Strategic Plan establishes the future shape of health and social care services across LLR. The Plan addresses demand issues in the system as the population is ageing and living longer with more complex, long term needs. At a time when major financial challenges are

being faced, the NHS and social care services need to be of a good quality, while being sustainable.

- 33 The local STP sets out the actions that need to be taken across the health and care system in LLR over the next five years in order to improve health outcomes for patients and ensure services are safe, of a high quality and within the financial resources available. The Plan builds on the vision of the existing BCT programme to “Support you through every stage of life, helping children and parents so they have the very best start in life, helping you stay well in mind and body, and caring for the most vulnerable and frail and when life comes to an end.”
- 34 The STP programme has established clear governance arrangements to oversee and assure delivery of the actions identified and this includes a partnership Carers Delivery Group which is responsible for developing a strategic partnership approach to carer support.
- 35 The proposed joint Health and Social Care Carers Strategy for LLR will help the Council to work together with partners to provide more integrated carer support in line with the ambitions set out in the STP.

Carer Support in Leicestershire

- 36 Children and Family Services currently commission a voluntary sector provider to deliver young carers services including advocacy, service co-ordination, group and inclusion work.
- 37 Throughout 2016/17 work was undertaken to raise the profile of young carers across Leicestershire, the aim being to build carer friendly communities, promote the issues young carers face, support recognition of the signs of young caring, and strengthen the shared responsibility between services and the resources available to them.
- 38 ‘No Wrong Doors’ is a template developed jointly by Association of Directors of Children’s Services (ADCS) and Association of Directors of Adult Social Services (ADASS) for a local Memorandum of Understanding between statutory directors of Children and Adult Social Services. It aims to help promote such services working together and enhanced partnership working with health and third sector partners. Children and Adult Social Services committed through this memorandum to work together locally, adopting a whole system, whole Council, whole family approach to providing support for young carers and their families.
- 39 Since the implementation of the Care Act 2014, the Adults and Communities Department redesigned carer support to enable carers to access both one off and regular personal budgets, alongside voluntary sector provision of advice, information and carer support groups, and to provide respite so that carers could get a break from caring.
- 40 The Adult Social Care Outcomes Framework (ASCOF) measures how well care and support services achieve the outcomes that matter most to people. A number of measures relating to adult carers are derived from a biannual survey.

- 41 In October 2016, surveys were sent to a selection of 917 adult carers and 421 responses were received. In summary, little has changed in the experiences of carers in Leicestershire since 2014-15. The majority surveyed in Leicestershire said they looked after themselves and felt safe. Overall, the majority were satisfied with their experience of Social Services, and half were satisfied with how the County Council considered their needs. However, the social aspects of carers' lives appear to be less positive, with only a minority reporting they were able to spend time as they wanted and have enough social contact with others. Furthermore, only a minority of carers felt they had enough encouragement and support.
- 42 It is intended that the Strategy will enable the Council to not only jointly deliver the vision for carers across LLR ensuring alignment with the STP priorities, but also to improve the carers offer in Leicestershire, in line with the aims of the Leicestershire Adult Social Care Strategy and the Children and Families Commissioning Strategy 2016-20.

Carer Engagement

- 43 The draft Strategy has been developed using analysis of survey and performance data, and updates from the National Carers Policy Network, but with a clear focus on local carer views and experiences expressed through the significant engagement undertaken during the summer of 2017.
- 44 In order to attain a richer insight into the experiences of local carers, a range of engagement approaches were adopted including specific events to develop the strategy and visiting a variety of forums and groups. Engagement was planned to enable carers of all ages the opportunity to identify what can help them in their caring role.
- 45 Liaison with colleagues in the Chief Executive's Department leading on the Communities Strategy engagement undertaken over the same period supported broader involvement; ensure effective alignment of engagement activity and sharing of relevant findings.
- 46 Engagement was undertaken with staff and carers employed by the County Council, and findings from a Healthwatch review of the carer support process conducted in 2016 were also considered.
- 47 Over 300 carers were involved in the engagement activity and these included young carers, new carers, long term carers, older carers and parent carers.
- 48 Key themes identified from this engagement activity included: access to appropriate information and advice; access to good quality services for both carers and the cared for to allow carers to have breaks; and increasing the understanding in society of the role of a carer and its impact.

Improvements to the Leicestershire Carer offer

- 49 In relation to the Leicestershire carer support offer, engagement with carers has enabled the Adults and Communities Department to identify key actions necessary to improve the local support offer. These are:

- Dedicated adult carer support workers to enable access to appropriate support and to help carers navigate through the care system;
- Simplification of the assessment process;
- Increased access to respite provision;
- Enhanced training for staff to increase identification, recognition and involvement of carers as partners in care planning;
- Focus on the transition from children's to adults' services using the whole family approach to ensure a smooth handover;
- Work with employers and carers (including young carers) to support them into further/higher education or employment.

50 Work will be undertaken during the consultation period to secure carer involvement in the implementation and further development of the actions identified. However, whilst the consultation is taking place, authority is sought to allow the Director of Adults and Communities to respond to internal issues identified through the engagement exercise and commence service improvement to ensure the experience of carers contacting the authority is enhanced as quickly as possible.

The new draft LLR Carers Strategy

51 The vision developed as a result of the above engagement is for unpaid carers of all ages to be identified early, feel valued, respected and supported.

52 Intelligence from the engagement process enabled the identification of eight key priorities for carers:

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| • Carer Identification; | • Carers are valued and involved; |
| • Carers Are Informed; | • Carer Friendly Communities; |
| • Carers can access the right support at the right time; | • Carers and the impact of Technology Products and the living space; |
| • Carers have a life alongside caring; | • Supporting young Carers. |

53 A supporting high level partnership delivery plan is contained within the draft Strategy. A final more detailed implementation plan will be developed during the consultation period and contain further actions specifically relating to the Leicestershire offer that will be reported to the Cabinet in March 2018.

54 Implementation of the final Strategy will be led by the Carers Delivery Group (a subgroup of the Sustainability and Transformation Partnership's Home First Programme Board) which has a broad range of stakeholder representatives including health and social care representatives, and representatives from Voluntary sector organisations and Healthwatch.

Consultation

55 A formal consultation would assure the partnership that the draft Strategy fairly reflects priorities from a carer perspective and support the development of a more detailed implementation plan for Leicestershire.

- 56 Subject to approval from all partners, it is intended that the consultation will be undertaken over the winter period, for a minimum of six weeks beginning in late November/early December 2017.
- 57 The consultation will seek the views of the general public, carers, service users, stakeholders and partners through an online questionnaire and targeted consultation with carers, particularly those currently accessing support from the Council.
- 58 Staff will be actively encouraged to participate through the online survey.
- 59 Outcomes of the consultation will determine the final version of the Carers' Strategy for the coming three years; establish future implementation plans across the partnership and specific actions for Leicestershire.
- 60 The outcome of the consultation will help to further shape the Strategy, inform the approach to future support for adult and child carers, and guide future commissioning decisions.

Background Papers

Report to Cabinet: 8 May 2012: Draft Carers Strategy 2012 – 2015 'Supporting the Health and Wellbeing of Leicestershire Carers'

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=3391&Ver=4>

Report to Cabinet: 5 February 2016 – Adult Social Care Strategy 2016 – 2020

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=4599&Ver=4>

Report to Cabinet: 13 December 2016 – NHS Sustainability and Transformation Plan

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=4608&Ver=4>

List of Appendices

Appendix A - Leicester, Leicestershire and Rutland Carers Strategy 2018 – 2021

Appendix B - Equalities and Human Rights Impact screening assessment

Equalities and Human Rights Implications

- 61 An initial screening assessment for the equalities and human rights impact has been undertaken and reviewed by the Departmental Equality Group. The screening assessment indicates that the Carers Strategy once implemented may have a positive impact on a number of protected characteristics (attached as Appendix B). The outcome of the proposed consultation will assist in identifying any further equalities and human rights impacts and these will be reported to the Cabinet in March 2018.

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