



CABINET – 1 APRIL 2014

**STRATEGIC REVIEW OF CARER SUPPORT SERVICES IN
LEICESTERSHIRE**

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

PART A

Purpose of Report

1. The purpose of this report is to seek approval to commence a three month public consultation on the proposed commissioning options for the future of carer support services outlined in this report.

Recommendations

2. It is recommended that:
 - a) The outcome of the strategic review of carer support services be noted;
 - b) Approval be given for the Director of Adults and Communities to commence a three month public consultation on the proposed commissioning options for the future of carer support services in Leicestershire.

Reason for Recommendations

3. A strategic review of carer support services in Leicestershire has been undertaken by the Strategic Planning and Commissioning Team. The review forms part of the wider review of a new approach to prevention services commissioned by the Department (as detailed in a report presented to Cabinet in June 2013).
4. The review considered the following types of carer support services which are currently commissioned by the Adults and Communities Department:
 - Home Based Carer Respite services;
 - Emergency Carer Respite service;
 - Specialist Advice, Information and Support services – including carers of Adults with Learning Disabilities Support Services;
 - GP Carer Health and Wellbeing service;
 - Carers Education Training Programme;
 - Carer Support Fund (CSF).
5. As part of the strategic review and service modelling process, engagement was undertaken with carers, existing providers, customers, stakeholders and

departmental commissioning staff. Findings from the review process have informed the development of the proposed commissioning options.

6. The new commissioning options, proposed for a three month public consultation, for carer support services in Leicestershire have been developed to provide services that meet demand, offer equitable access (both demographically and geographically), have a focus on positive outcomes for carers and customers, give value for money and ensure that the Department complies with the new Care Bill.

Timetable for Decisions (including Scrutiny)

7. Subject to approval by Cabinet, public consultation will commence as soon as practicable between April 2014 and July 2014. This will allow sufficient time for the procurement of carer support services and for the new carer pathway to be in place by April 2015. This will ensure that the Department is compliant with new statutory duties for carers under the proposals within the Care Bill. Significant changes to the Care Bill are not expected at this stage in advance of it becoming an Act of Parliament. However the progress of the Care Bill will be monitored and once requirements of the Care Bill are known, the recommendations from this review will be adapted as necessary.
8. A report detailing the Department's carer support services offer and commissioning options as set out in this report will go to the Adults and Communities Overview and Scrutiny Committee on the 10 June 2014. On the 11 June 2014, the paper will also be submitted to the Health Overview and Scrutiny Committee for its information.
9. The consultation outcomes and finalised commissioning options will be reported to Cabinet in autumn 2014, including proposed timelines for the decommissioning of existing services and procurement timelines for new services.

Policy Framework and Previous Decisions

10. The relevant policy framework includes:
 - The Carers' (Recognition and Services) Act 1995;
 - The Children's Act 2004;
 - The Carers' (Equal Opportunities) Act 2004;
 - Our Health, Our Care, Our Say 2006;
 - The National Carers' Strategy "Carers at the Heart of 21st Century, Families and Communities" (2008);
 - Next Steps for the Carers Strategy (2010);
 - Supporting the Health and Wellbeing of Carers in Leicester, Leicestershire and Rutland – Strategy and Delivery Action Plan 2012-2015;
 - The Care Bill 2013.
11. In June 2013, Cabinet approved a request to extend the contracts for the existing carer support services up to a maximum of the end of September 2015.
12. The Cabinet agreed to an additional extension to a range of prevention related contracts in June 2013, to allow for further work on developing a new more holistic early intervention and prevention offer, including carer support services.

Resources Implications

13. The cost of the current contracts for carer support services to the Adults and Communities Department is £1,199,000 (based on annual contract values for 2012/13) including:
- CSF: £270,000;
 - Home Based Carer Respite services: £510,000;
 - Emergency Carer Respite service: £121,000;
 - Specialist Advice, Information and Support services – including Carers of Adults with Learning Disabilities Support Services: £277,000;
 - Carers Education Training Programme: £21,000 (Jointly funded with East Leicestershire and Rutland Clinical Commissioning Group).
 - Health Transfer funds also contribute towards carer services totalling £335,000 (including sole funding for a Pilot GP Carer Health and Wellbeing Service).
14. There is £135 million set aside nationally through the Better Care Fund to support the implementation of the Care Bill. The cost of the new proposed commissioning options for carer support services will be £1,484,000 (this includes a total of £450,000 set aside locally in the Better Care Fund for 2015/16).
15. The cost of the proposed carer support service will be broken down as follows:
- Targeted, low level support for carers £355,000;
 - CSF £355,000;
 - Carer Personal Budgets £774,000.
16. This represents a saving of £165,000 in 2015/16 to the authority which will contribute to the reduction target for prevention services as detailed in the Medium Term Financial Strategy (MTFS). £275,000 has been set aside in the Better Care Fund to meet the expected increase in demand for carers' assessments due to the Care Bill.
17. The Director of Corporate Resources and County Solicitor have been consulted on the contents of this report.

Circulation Under 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

19. A strategic review of carer support services in Leicestershire has been undertaken by the Adults and Communities Department between May 2013 and January 2014.
20. A total of 11 commissioned carer support services were included in the review, in addition to the CSF (a one off annual financial payment made to some carers).
21. These services reflect the provision of both universal support services for carers and also targeted support for carers as identified through the completion of a carers' assessment, although some support for carers is also accessed through the personal budget of the person they are caring for.
22. It is acknowledged that the carer support services form part of the Adults and Communities Department's wider early intervention and prevention offer to customers. The model outlined in this report has therefore sought to be consistent with the development of the Department's wider early intervention and prevention offer.

Carer Support Services

Current Service Provision and Challenges

23. Many of the current carer support services have been established for a number of years (see Appendix A to this report).
24. There were several challenges in the context of the current provision of carer support services including:
 - A diverse range of services being reviewed that are tailored for different client groups, in order to meet a range of outcomes (for example, at present, the Department only commissions home based respite services for carers of people with dementia or mental ill health);
 - A lack of clarity in outcomes achieved;
 - Inequity in current service provision;
 - A lack of equity due to geographical limitations of some services;
 - Uncoordinated referral routes into services;
 - Financially unsustainable levels of service provision for certain services, whilst other services are significantly underutilised.

Service Demand

25. In the Government's 2011 Census, 70,708 people in Leicestershire identified themselves as unpaid carers; this equates to 10.8% of the resident population of the County. The Census also highlighted a growth of 21% in people aged over 65 in Leicestershire. The percentage of carers aged 65 and over providing 50+ hours of care per week in Leicestershire was 35%; significantly higher than the national figure of 24%, and older carers will have issues around their own health and wellbeing. In 2012/13 there were 2,472 carer assessments carried out; 28% were

carers aged 75 and over, indicating a necessity to ensure that services can meet the specific needs of older carers in addition to working age carers.

The Strategic Review Process

26. The review of the carer support services has followed a strategic process established by the Strategic Planning and Commissioning Team. It involves several phases, including:
- Detailed local needs assessment;
 - Service demand analysis;
 - Review of relevant research including good practice;
 - Assessment of strategic fit;
 - Equalities considerations;
 - Engagement with providers and current service users.
27. Due to new duties as set out in the Care Bill, specific analysis was also conducted to ensure that the review and subsequent recommendations were aligned to the new legislation.

Customer and Stakeholder Views

28. Two phases of customer and stakeholder engagement were undertaken as part of the review process. During the first stage, a total of 708 questionnaires were issued to current providers for them to distribute to a random sample of carers currently accessing services. There were 168 completed questionnaires returned. It was felt that overall this was not a sufficient level of customer returns in order to robustly measure the effectiveness of the services although these results have informed the review process.
29. A further 198 questionnaires were issued to a sample of carers who had accessed the CSF during 2012/13; 20% of the total number of carers accessing the CSF. Of the 82 (41.5%) completed questionnaires, 92% of respondents were White British and the majority cared for people over the age of 75.
30. The Department's engagement provider, Communities in Partnership (CIP) hosted three carer-only participation events. Carers informed us that access to relevant advice and information early on remains a priority. In many instances carers reported contacting their GP at the start of their caring role in order to access help and support. A further priority identified was access to a choice of reliable and good quality home based services, including breaks for carers.

Equality Impact Assessment (EIA)

31. The strategic review and EIA identified the following key issues:
- Future provision should aim to be more equitable across all geographic areas;
 - Services should not be limited to certain groups of carers (ie those caring for a person with a specific condition);
 - Services should have more co-ordinated and easier to access referral routes;
 - Services should be accessible to people with any protected characteristic.

32. The EIA questionnaire was approved by the Departmental Equalities Group (DEG) in August 2013 (See Appendix B) and a full Equality and Human Rights Impact Assessment (EHRIA) will also be completed for the proposed changes to carer support services. This is currently being prepared based on the findings of the review questionnaires and will be further informed by the public consultation outcomes.
33. In summary, the review process has identified the following key issues which are relevant in the context of the carers review and the development of commissioning options for future carer support services in Leicestershire:
- Future carer support services in Leicestershire must be compliant with the Care Bill;
 - Carers need to feel supported in order to continue in their caring role;
 - Equitable access and availability of services;
 - Ensuring equality and fair access to carer support for all groups covered by the Equalities Act – particularly Black and Minority Ethnic (BME) groups (as highlighted in the local Carers Strategy);
 - Ensure that good quality, up to date, timely information and advice is easily available particularly at the start of the caring journey;
 - Older carers will remain a priority for good quality carer support services in order to support them to maintain their caring role.

Proposals for consultation on the future commissioning of Carer Support Services across Leicestershire

34. The proposal is to consult on the commissioning of a new model of carer support services. There are two options for how this model may look. Each option is made up of a combination of elements (A, B, C and D). Accordingly, Option 1 comprises of elements A, B, C and D; Option 2 comprises elements A, B and D only.
35. For both options it will be necessary to decommission all current carer services with the exception of the GP Health and Wellbeing Service, Support for Carers and the re-modelled Carer Respite Services. The outline of the proposed Carers Pathway is set out in Appendix C.
36. The four elements (A, B, C and D) are described below:
- A Universal and Preventative Support for Carers - Following identification and recognition of their caring role, a carers initial contact and assessment to determine their eligibility will be undertaken at a Single Point of Access; the Customer Service Centre. Carers will receive general advice, information and signposting about caring issues from various sources including the Council Website (although this is currently under review), Health and Social Care settings, the Customer Service Centre, libraries and various Voluntary Organisations. Carers will also be identified by front line staff carrying out assessments for the person they are caring for and signposted to appropriate services. Carers will benefit from value added services such as the Memory Support Service, the Advocacy Service and the Advice Services. Carers who are not eligible for support services will be signposted to such services as the new Advice Service or the existing First Contact Scheme.

B Targeted, low level Support for carers - Our targeted, low level support for carers will fall into four areas of service provision:

- *Carer support service* - There will be a new service specification for this service with a greater emphasis on targeted advice, information and support to older carers and specialist groups of carers through peer support. It will facilitate the Countywide Carers Forums and Support Groups and offer advice and information around welfare benefit entitlements.
- *GP Health and Wellbeing Service* - Currently this service is only available in two localities; Oadby and Wigston and North West Leicestershire. The service will be re-procured and will become a countywide service operating within Primary Care. This will be subject to Better Care Funding beyond 2015/16.
- *Carers Training Services* - Carers will be able to access low level awareness training to enable them to feel confident in seeking support in areas such as stress management, personal budgets, and coping strategies. Furthermore, specialist one day training around specific areas and conditions will be provided as requested by carers. This could include training around mental health and long term health conditions.
- *Advice Service* - A new provider has been recently appointed to facilitate the countywide Advice Service, a specific element of their service provision will be targeted for carers.

C Carer Support Fund

A one off annual grant of £100-£250 (dependent on assessed impact of caring) for carers to access a break which is non-chargeable. This will be accessed through the Customer Service Centre.

D Carer Personal Budget

The carer will have the option of having a joint assessment alongside the person they care for. The carer will be able to receive support through the personal budget of the person they are caring for (e.g. if the cared for person accesses a day activity, this will provide respite for the carer). In circumstances where a carer is caring for someone who is not eligible for social care support or that person refuses an assessment, the carer may choose to access the Carer Support Fund or to have a full carer assessment and support plan (including a financial assessment) for a chargeable personal budget. Carer Respite Services will be commissioned for carers to purchase with their personal budget allocation

37. As stated above, the two options are therefore made up of a mixture of these elements. These are re-summarised overleaf:

Element	Option 1	Option 2
A	✓	✓
B	✓	✓
C	✓	
D	✓	✓

38. It is important to note the following caveats about the two options:

- **Option 1** takes into account the fact that there are significant costs associated with conducting full and detailed (including financial) assessments. The CSF will provide a limited level of support, but support which is easier to access and will ensure as much of the allocated funding as possible is provided directly to the carer.
- It should be noted that with **Option 1** in the event of a carer receiving a Carer Personal Budget (element D) they will not receive the CSF.
- **Option 2** means that carers will only be able to access a personal budget through a full assessment and support provided will be chargeable, although will still be able to opt for a joint assessment with the cared for person. The CSF will not be available under this option.

39. Carers Emergency Care is currently provided by Housing 21 but is both significantly underutilised and expensive; the current cost is £121,800 per annum. The proposal will be that this service is de-commissioned. Under the new pathway, emergency provision will be provided by the in house Crisis Response Team. Between 10.00pm - 7.00am the Emergency Duty Team will decide how best to care for the cared for person should a carer emergency arise.

Consultation Outline

40. The proposed consultation will comprise of:

- an on line questionnaire (available to all carers, customers and the general public) via the County Council's website;
- a paper questionnaire that will be published via the Department's engagement provider CIP, current carer services, carers forums (available to all carers, customers and the general public);
- an information sheet (available to all carers, customers and the general public);
- three engagement events with carers hosted by CIP in the north of the County (Loughborough), in the south of the County (Wigston) and a central venue (to be confirmed). These three sessions will be held at various times to enable as much access for carers as possible. These sessions will be widely publicised by CIP and in partnership with existing providers.
- CIP will also engage with existing countywide carers groups in order to publicise the consultation and encourage carers groups to complete individual questionnaires. This will include various events that are being held during National Carers Week during June 2014.

- Healthwatch Leicestershire Carers Task Group will be consulted.
41. Current service providers will be invited to a workshop to discuss proposals and to inform them about the proposed commissioning model. This will be a workshop hosted by the Council and an information sheet produced. The information sheet will provide interested parties with relevant information regarding the proposed commissioning option, the consultation process, how they can be involved and will enable them to make informed comments. There is also an option to attend the provider forums for further consultation along with bench marking and soft market testing on a national basis.
 42. Following the close of the formal consultation exercise in July 2014 the results of the consultation will be collated and analysed and a summary report produced. This will be provided online and to existing carers who use our current carer support services.

Conclusions

43. The strategic review process and carer engagement have confirmed support for the proposed commissioning models for carer support services.
44. The commissioning options will constantly be reviewed throughout the consultation period to ensure adherence to the Care Bill.
45. The Cabinet will be informed of the outcomes of the consultation in the autumn of 2014, with a view to seeking approval for the implementation of the new model of carer support in April 2015.

Background Papers

- The National Carers' Strategy 'Carers at the Heart of 21st Century, Families and Communities' (2008)
http://image.guardian.co.uk/sys-iles/Society/documents/2008/06/10/carers_strategy.pdf
- Supporting the Health and Wellbeing of Carers in Leicester, Leicestershire and Rutland Strategy and Delivery Action Plan 2012-2015
http://www.leics.gov.uk/carers_strategy_2012_2015.pdf
- Leicestershire Joint Strategic Needs Assessment (JSNA)
<http://www.lsr-online.org/reports/categories/JSNA>
- Report to Cabinet: 12 June 2013 - Request for Exception to Contract Procedure Rules – Voluntary Sector and Housing Related Support Services

[http://politics.leics.gov.uk/Published/C00000135/M00003392/AI00031503/\\$IRequestforExceptiontoContractProcedureRulesVolSectorandHsgRelatedSupport120612.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00003392/AI00031503/$IRequestforExceptiontoContractProcedureRulesVolSectorandHsgRelatedSupport120612.doc.pdf)

List of Appendices

- Appendix A – Current Carer Support Services
- Appendix B – Equality Impact Questionnaire
- Appendix C – Proposed Carers Pathway

Relevant Impact Assessments

Equal Opportunities Implications

46. The Equality Impact questionnaire is attached as Appendix B. A full Equality and Human Rights Impact Assessment (EHRIA) will also be completed for the proposed changes to carer support services. Further details of equal opportunities implications arising from this report are contained in paragraphs 31– 33 above.