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| Item No. | Classification: Open | Date: 21 August 2013 | Meeting Name: Cabinet member for Health, Social Care and Equalities |
| Report title: | | The draft Joint Carers' Strategy 2013 -2016 | |
| Ward(s) or groups affected: | | All | |
| From: | | Director of Strategy and Commissioning – Children's and Adult's Services | |

RECOMMENDATION

1. That the Cabinet member for Health, Social Care and Equalities approves the draft Joint Carers Strategy for the period 2013 to 2016.
2. That the Cabinet member for Health, Social Care and Equalities agrees that an engagement programme is undertaken with carers to finalise the strategy
3. That the Cabinet member approves the intention to seek the endorsement of the strategy by the Health and Wellbeing Board and the Cabinet, following the engagement programme

BACKGROUND INFORMATION

4. The census of 2011 indicated that there are almost 21,000 people in Southwark¹ who care on an unpaid basis for friends and members of their family who are ill, frail or disabled. The contribution that carers make to the borough of Southwark is enormous. In financial terms alone, the care that they provide is estimated to save the health and social care system, in Southwark, £471 million a year. But the contribution that they make in terms of maintaining the social fabric of the borough may be even more valuable, by helping more people to retain their independence at home and in their local communities. But, it is recognised that this is often at a cost to themselves both financially and to their health and wellbeing.
5. In Southwark we value highly the contribution carers make and want to ensure our health and care system recognises and supports them as experts. It is critical that we provide the right advice and support in a way that allows carers to make choices about their caring role and helps prevent that the breakdown of caring arrangements which can have a significant and detrimental impact on carers, services users and the health and social system.
6. Carers should not be defined purely by their caring role alone and we are clear that carers should be supported to maintain interests and a life outside of their caring role. A large proportion of carers in the borough are of working age although the majority do not work due to their caring responsibilities. With the appropriate support and information many carers may enter or return to

the workplace.

7. As a response to these challenges Southwark Council and the Clinical Commissioning Group, responsible for the commissioning of health services in Southwark, have developed a draft joint strategy (attached as appendix 1) with the support of carers across the borough and the voluntary and community sector, for the period 2013 to 2016.
8. The strategy has been shaped within the wider context of the national picture for carers. There is an ageing population in the borough with people often living with long-term conditions or disability, many of whom are reliant on the informal caring role provided by families and friends. Over the past decade, the number of carers has increased by 11% nationally² and is expected to grow by 60% over the next 30 years. At the same time, if carers do not get the support that they need fewer carers may be able to sustain a caring role which could lead to greater demand for paid care.
9. Recognising that carers may need advice and support to help them in their caring role and to support carers to look after their own health and well-being the council has continued to invest resources in a range of services including the commissioning of Southwark Carers to provide services that have focused on delivering a number of key outcomes including :
 - Ensuring carers have access to advice, information and a single point of contact for support
 - The personalisation of services for carers, including the allocation of personal budgets
 - The delivery of outcome-based assessments of carers needs and support planning to achieve identified outcomes
 - The promotion of carer self help and peer support with the focus on carers maintaining their independence
 - Supporting carers to have a life outside of the caring role
10. The draft strategy does not propose any removal of support. Instead, it seeks to enhance and improve support for carers.
11. To develop and finalise our strategy engaging with carers and Southwark's community will be critical and will help us to review the effectiveness of our current commissioning arrangements for carers' services including those provided by Southwark Carers. We will use what carers tell us, particularly those who tend not to use services such as 'hidden' carers, and those caring for people with complex conditions, to shape the future of the commissioning activity regarding carers.
12. In October 2012 the Council's Children's and Adults' departments merged and this has enabled the council to take a more holistic approach to developing the draft strategy including setting out the direction of travel for young carers' support alongside support for adult carers. We want to ensure that our approach consider all groups of carers and recognises that the transition from childrens' services to adults is a key period for young carers and the point at which many carers are lost to the system. A more integrated approach will help us with engagement from carers to ensure an integrated

¹ Census - 2011

carer support programme can be developed.

13. This joint strategy recognises that carers know what support they need to carry out their role and to develop a life outside of their caring role. The draft strategy is intended to enable carers to make active choices about the services they access and the opportunities that they take. The draft strategy builds on our improved understanding of the population of carers in Southwark and their particular needs. This has allowed us to develop a clear set of proposals aimed at improving the experience and lives of carers in the borough, including young carers.
14. The development of the draft strategy also reflects the prevention and early intervention agenda, a central theme of the Health and Social Care business plan. There is a commitment to develop and agree a carers' strategy with the Health and Wellbeing Board and Cabinet, supporting our aim to reach more carers and improve their quality of life through information about, and access to, appropriate health and council services.
15. This report seeks approval of the draft strategy and the subsequent engagement programme with carers. The intention is that the engagement process proposed will lead to a final version of the strategy that it is recommended should be agreed by both the Health and Wellbeing board and the Cabinet, and this report seeks endorsement of this approach from the Cabinet Member for Health, Social Care and Equalities.

KEY ISSUES FOR CONSIDERATION

16. There are a number of key local and national drivers impacting on the delivery of carers' support. Financially all local authorities have faced a reduction in resources from government and locally Adult Social Care has been required to make a savings of £27m over the period 2011/12 – 2013/14. Despite this, the Council has maintained and not reduced its funding to carers' services and continues to commission a range of services through Southwark Carers as set out earlier in paragraph 9.

Understanding carers in Southwark

17. In September 2011 Carers UK was commissioned to undertake a review of carers and support for carers in Southwark. The work has enabled Southwark Council and its health partners to develop a better understanding of the Southwark carer population and carers' support in Southwark which will lead to:
 - Improved strategic planning and commissioning of support for carers
 - Identification of opportunities to improve operational, systems level performance within service delivery, particularly carers' assessments
 - Whole system transformation in which the needs of carers are identified and promoted
 - Improved joint working
18. Since the Carers UK review some improvements have been made including work by Southwark Carers on how they provide their information and advice and the assessment and allocation of personal budgets. As the draft strategy highlights, further work is needed to continue improve the focus and targeting

of these areas of support for carers.

19. The evidence gathered during the Carers UK project has also been complemented by the Personal Social Services Survey of Adult Carers in England - 2012-13, which was completed in November 2012. All carers who had received a carers' assessment in the previous year were surveyed across a variety of domains covering quality of life and overall satisfaction with services.
20. A number of clear themes emerged regarding the carer population in the borough. Identified areas of unmet need include the large proportion of carers who are not in contact with the local authority, health or commissioned services, working and black and ethnic minority carers, and support for carers within health settings. The analysis of the evidence showed that the current approach to commissioning and delivering carers' support could be better aligned with the core principles and practice of personalisation. Some of the highlights within the report include:
 - There are approximately 21,000 carers in Southwark
 - Around 4 in 10 carers belong to ethnic minority groups
 - Between 40% and 50% of carers in Southwark provide more than 20 hours of care per week
 - 1 in 4 carers in Southwark provide care for more than 50 hours per week
 - Majority of carers in the borough are aged 35-64
 - The population of older carers in Southwark is increasing and they are more likely to report poor health than those of working age
21. The evidence also demonstrates that the demand for care in Southwark is growing. Poor health within the population and an ageing of population, is associated with increases in limiting long term illness and poor health. These are factors influencing increases in demand.
22. These wider factors in relation to the general health of the population are also important when considering the wellbeing and resilience of carers in Southwark, their ability to maintain a caring role and the support they may need to do this.
23. In summary the report highlighted that significant unmet need exists among local carers, particularly the following groups:
 - **Hidden carers**
Of Southwark's 21,000 carers, the majority are not known to the local authority, NHS or services commissioned to support them; it is estimated that this constitutes at least two-thirds of the carer population.
 - **Working age carers**
Most carers in Southwark are of working age, with a significant proportion either in employment or wanting to be.
 - **Older carers**
The local population of older carers is growing, with many current and future carers likely to be in this age group.

- **Carers in health services**
Carers report the need to be recognised and supported in health settings, such as GP practices and hospitals, in order both to meet their own needs and improve their understanding and management of the needs of those for whom they care.
- **Black & Minority Ethnic (BME) carers**
Findings from the recent survey and series of focus groups of local carers suggest that some BME carers face specific barriers to finding the support they need.

24. The evidence gained from the Carers UK research allowed Southwark Council to identify a number of opportunities to work closely with carers to improve their experience as a carer and strengthen our relationship with them. In response to the research and its findings, supported by additional information from the carers' survey and the young carers' provider forum, include:

- To support carers to identify as carers at an early stage and access the support that they need and choose
- To support and encourage carers to improve their health and well-being
- To support carers in making choices and taking control
- To support carers to achieve economic wellbeing and minimise the cost of caring on families
- To support young carers to prevent taking on inappropriate caring responsibilities and to ensure they have a childhood
- To raise awareness of carers and ensure that carers are aware of the support available to them

25. These are the high level proposals that we have identified and we want to engage with carers to understand whether they are what carers want and need.

26. At this stage the strategy is a draft document. The reason this approach has been adopted is because we believe that carers need to shape the services that they receive and that the only way we can do this is by engaging with the people directly affected by this document. The proposal is to undertake a programme of engagement with carers in Southwark, starting in September and to be completed by the end of November. This will allow the final strategy to be formulated and a clear action plan to be developed, prior to seeking endorsement by the Health and Wellbeing Board and Cabinet.

Policy implications

27. We want all our services, across the council, to be able to recognise and address the needs of carers, where appropriate. Following the recommended engagement with carers to finalise the strategy, any policy recommendations and implications will be considered within the report to the Health and Wellbeing Board and Cabinet to seek approval of the final strategy.

28. The draft strategy should also be seen in the context of the Council Plan which sets out the 10 fairer future promises that demonstrate how the council will achieve the vision in the plan. Point 6 states that the council will: 'support

vulnerable people to live independent, safe and healthy lives by giving them more choice and control over their care.’ This strategy has at its core the intention of enabling carers to have much greater choice about the services that they access and to choose a life beyond their caring role.

29. In a broader context the Carers’ (Recognition & Services) Act 1995, sets out duties for Local Authority in relation to statutory Carers Assessments.
30. There are also a number of key local and national drivers impacting on the delivery of carers’ support including:
 - The Council Plan and the Fairer Future Promises which makes clear the Council’s commitment to ‘support vulnerable people to live independent, safe and healthy lives by giving them more choice and control over their care.’
 - Service transformation within Southwark such as the changes to the customer journey within Adult Social Care.
 - The development of key local initiatives such as the Southwark and Lambeth Integrated Care Programme (SLIC)
 - The development of a Centre for Excellence for older people with dementia
 - The transfer of public health responsibilities into the council and the establishment of Health and Wellbeing boards; and
 - The development of GP commissioning and clinical commissioning groups

All of these offer both challenges and opportunities relating to carers. In line with the personalisation agenda, there is an increased emphasis on choice and control over service delivery.

31. Significant changes in the legislative framework within which carers’ services are offered are expected with the draft Care Bill. The draft Care Bill places overall wellbeing at the forefront of an individuals care and support. The draft care bill also sets out a number of responsibilities for local authorities, including:
 - Providing carers with an assessment of their own support needs, applying consistent, national eligibility criteria (yet to be developed)
 - Providing comprehensive information and support about local services so that carers know what’s available both to them and to those for whom they care
 - Ensuring that carers receive a personal budget which sets out what it will cost to meet their needs and where they are eligible to receive publicly-funded support

The draft strategy anticipates these changes and will be able to be adapted through the engagement process to reflect carers’ views and any changes in the Care Bill as the Act is finalised.

32. The context is also informed by the refreshed National Carers’ Strategy (2010). It provides a framework for developing support for carers over the ten

years from 2008 to 2018 with a vision that carers will be universally recognised and valued as being fundamental to strong families and communities.

33. With regard to young carers, the Association of Directors of Adult Social Services (ADASS) and the Association of Directors of Children's Services (ADCS) have produced a document called "Working together to support Young Carers – a model local memorandum of understanding between statutory directors for children's services and adult social services". The basis of the memorandum is that no care package should rely on a young person taking on an inappropriate caring role that may damage their health or put their education at risk. Local authorities need to reach agreement on how to remove the divide between adult and children's services with the aim of ensuring that all children are better supported not to take on inappropriate caring responsibilities by the provision of effective care and support for siblings and parents who need it. The local changes in terms of structure provide the ideal basis for such work.

Community impact statement

34. The draft joint strategy is relevant to all the protected characteristics that need to be considered under our equalities duties. The draft strategy is not proposing any removal of support. We want to engage with carers to help shape the offer to carers across Southwark and to inform our commissioning intentions. We have identified that there will need to be a particular focus on age, gender, disability, race and ethnicity. The aim is to improve the outcomes achieved for carers, thereby increasing the independence, inclusion and wellbeing of these groups.

Age

35. The draft strategy applies to carers of all ages including those under the age of 18. The majority of carers in the borough are aged 35-64 and it is this group that the strategy will impact on most significantly. For this reason there is a specific strand of work regarding working age carers and the support they receive.
36. In addition, the last census shows that there were 20,617 unpaid carers in Southwark as of March 2011 of which 2,310 were younger carers under 24. The strand of work relating to young carers and the transition to adults services will address the issues for this age group.

Disability

37. There is little data collected on the disability rates amongst carers however it is recognised that caring can have a detrimental impact on the mental health of carers and can lead to higher rates of depression, a recognised condition within the Disability Discrimination Act. There is a strand of work aimed at improving the health and well-being of carers in this strategy which should address issues relating to health and disability.

Faith and religion

38. There are few statistics recorded of faith, religion and carers. By focusing on

supporting people to reconnect with their communities and carrying out work to reach carers through community groups such as faith-based groups, the expectation is to achieve greater inclusivity for carers of all faiths.

Gender

39. Evidence from the 2011 census indicates that among younger carers under 24 in Southwark, there are more females than males (53.5%), the difference is more pronounced for older age groups and 57.7% of all unpaid carers in Southwark are female. This is slightly more unequal than the London average but less than the England average. The draft strategy is intended to support inclusion for all groups and enable access to services and greater support.

Race and ethnicity

40. Evidence from the census indicates that 4 in 10 carers in Southwark are from a black or minority ethnic, BAME, group. Furthermore the Carers UK project highlighted that BAME carers experience particular barriers to accessing services. These include cultural differences, which make some BAME carers even less likely than the general carer population to identify as carers and/or recognise support is available, as some BAME carers are less likely to access information, advice and support that is not provided through community or religious settings and for some BAME carers, English is a second language.
41. The proposals within the draft strategy include outreach work to identify and support carers from BAME communities through a variety of methods with the aim of increasing uptake of service provision and improved carer identification.

Sexual orientation.

42. Figures are not held on the number of carers in Southwark who identify as lesbian, gay, bi- or transsexual or transgender. However it is recognised within the draft strategy that work needs to be carried out to reach minority and hard to reach groups including people from the lesbian gay bisexual and transsexual community.

Resource implications

43. The current Children's and Adults' services expenditure on carers' services within Southwark for 2013 – 2014 is as follows:

| Organisation | Services | Funding 2013/14 |
|---------------------------------------|-------------------------------------|-----------------|
| Southwark Carers | Hub | £447,536 |
| | Carers personal budgets | £194,748 |
| Bede House | Carer Information Sessions | £7,286 |
| Cambridge House & Talbot | Respite Services for Adults with LD | £47,591 |
| Plus -Providence LINC United Services | Carers Respite Service | £69,515 |
| Action for Children | Young Carers Support Project | £93,998 |
| KIDS | Sibling Support Group | £25,187 |

44. There are no immediate resource implications arising from this IDM report and the draft strategy. The Council has maintained and not reduced its overall funding to carers' services. There may be some changes to how resources are allocated in line with the outcome of the engagement process and these will be addressed in the final strategy and accompanying reports to Health and Wellbeing Board and Cabinet.
45. There are also no resource implications arising from the recommended engagement with carers as this will be managed from within existing resources across Children's and Adults' Services and NHS Southwark CCG.

Consultation

46. As indicated in recommendation 2 we are proposing to undertake an engagement programme with carers in Southwark with a particular focus on the hard to reach and underrepresented groups of carers such as BAME carers.
47. The findings of the engagement programme will enable the draft strategy document to be finalised and an action plan to be developed.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

48. NA.

BACKGROUND DOCUMENTS

| Background Papers | Held At | Contact |
|--|---|------------------------------------|
| Combined GW1 Procurement Strategy Approval and Gateway 2 Contract Award Approval: For contract for Southwark Carers 'HUB' contract | Children's and Adults, Strategy and Commissioning | Mark Taylor, Commissioning Manager |

APPENDICES

| No. | Title |
|------------|---|
| Appendix 1 | Draft Joint Carers Strategy 2013 - 2016 |

AUDIT TRAIL

| | | |
|---|---|--------------------------|
| Lead Officer | Jonathan Lillistone, Head of Commissioning, Children's and Adults | |
| Report Author | Mark Taylor, Commissioning Manager | |
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| Dated | 20 August 2013 | |
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| CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER | | |
| Officer Title | Comments Sought | Comments Included |
| Contract Review Boards | No | No |
| Director of Legal Services | No | No |
| Strategic Director of Finance and Corporate Services | No | No |
| Cabinet Member | Yes | Yes |
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