

Item No. 13.	Classification: Open	Date: 18 March 2014	Meeting Name: Cabinet
Report title:		Joint Carers Strategy and Action Plan	
Ward(s) or groups affected:		All wards	
Cabinet Member:		Councillor Catherine McDonald, Health, Adult Social Care and Equalities	

FOREWORD - COUNCILLOR CATHERINE MCDONALD, CABINET MEMBER FOR HEALTH, ADULT SOCIAL CARE AND EQUALITIES AND COUNCILLOR DORA DIXON-FYLE, CABINET MEMBER FOR CHILDREN'S SERVICES.

Southwark Council and the Clinical Commissioning Group both recognise and value the vitally important role that carers play in supporting members of their family, friends or neighbours in the borough. Their support enables people to live more independently in the community and contributes the equivalent of £471m in unpaid care into the local economy.

There are over 21,000 carers (2011 Census) in the borough, however only a small proportion actually receive the support that they need to carry out their caring role. For this reason we want to reach out to all carers in the borough, at all ages, so that they can access the support that they want and in the manner that they choose.

We are committed to offering carers personal budgets that offer them real choice about the services they receive and allows them to have a life outside of caring. We have listened to local carers and now better understand the impact that caring can have and as a response to this we have developed a series of local pledges which include:

- ensuring that carers are reached at an early stage
- ensuring carers have access to information and advice
- supporting carers to look after their own health and wellbeing,
- ensuring carers are able to access the support that they need in an emergency
- supporting young carers so that they can have the same life experiences as their peers
- ensuring carers are able to take a break from their caring role through the provision of short breaks

We will also work to align the policies of the council and the NHS to reflect the needs and aspirations of carers. Despite the ongoing financial challenges the Council and the CCG face due to wider government funding reductions we have secured additional investment in carers' services to ensure we can deliver our pledges over the lifetime of this strategy.

After a wide ranging engagement programme we are delighted to confirm that carers and other interested parties have offered a strong endorsement of our plans. So we are confident that the pledges highlighted here offer carers in the borough the best response to the challenges they face every day and that this report will help to redefine

our relationship with carers as partners in care.

RECOMMENDATIONS

1. That the Cabinet approves the joint carers' strategy and the action plan that sets out the pledges of health and social care to support carers in Southwark from 2013 to 2016
2. That the Cabinet agrees the planned investment from the council and notes the allocation from Southwark Clinical Commissioning Group as detailed in [Table 2](#) (paragraph 47).

BACKGROUND INFORMATION

3. In August 2013 the lead member for health, social care and equalities approved the draft joint carers' strategy 2013 – 2016 and also agreed to an engagement programme to seek the views on the proposals included in the strategy.
4. The draft strategy was jointly drafted by Southwark Council and Southwark Clinical Commissioning Group, CCG, and set out how both organisations aim to work together with carers, over the next 3 years.
5. For the purposes of the strategy, carers are defined as people who support members of their family, friends or neighbours on an informal basis and without financial reward. There are a wide range of carers in the borough, from the parent looking after a disabled child, a young person caring for a sibling with a brain injury to an older person looking after a partner with dementia. The experiences and challenges that they face may be quite different, but they share many commonalities.
6. The strategy recognises that carers are key partners in the delivery of care and support to adults and children in the borough and, not only should they have the skills and resources to take control of their caring role but they should also be able to lead their own lives, following their own aspirations, outside of that role. In addition it was indicated that young carers, as far as possible, should be protected from the detrimental impact of caring and be able to share in the same life experiences as their peers.
7. Over the lifetime of the strategy there will be a clear and sustained transformation of the way in which carers' services are planned and delivered in recognition of the fact that carers will take more control of how their needs are met to help them to do what they do in supporting others. Carers know what they need and how best they can be supported.
8. The new relationship with carers, as partners in care, will mean they will take the central role in the shaping of service delivery and the market of support services. In times of severe financial pressure we need to ensure the money we spend is targeted in the right way, offering value for money and providing the best outcomes. The strategy sets out how we plan to ensure that the resources are allocated appropriately and effectively, with clear and transparent criteria and processes that enable this to happen.
9. Both locally and nationally health and social care services are coming under increasing pressure due to the rise in the ageing population, accompanied by

increasing numbers of people living with complex and long term conditions. Against this backdrop, we have developed a strategy that responds to the rise in the number of carers and the challenges that they face.

10. The national policy agenda also helped to shape this document with an increased focus on carers and increased responsibilities for the council and health services set out in the Care Bill, which sets out new rights for carers. The strategy and action plan anticipates these changes and ensures that both the council and the CCG can fulfil their responsibilities in the most effective way for carers locally, offering carers the same access to assessments and services as those that they care for.
11. The council has taken an all-age commissioning approach to developing the strategy and the action plan. Therefore the document sets out the direction of travel for young carers' support alongside support for adult carers. This will ensure that the approach considers all groups of carers and recognises that the transition from children's services to adults is a key period for young carers and the point at which many carers are lost to the system. There is also recognition that the transition from children's to adult's services is also a key issue for parents of disabled children and the strategy and action plan reflect these realities.
12. As signalled in the report agreed by the lead member, a period of engagement was carried out in order to ensure that the proposals strongly reflected the views carers in the borough and offered an appropriate response to their needs and wishes.
13. The engagement process ran from 23 September 2013 until the 20 December 2013. Now that the engagement process is complete and the responses of carers, health and social care professionals and the voluntary and community sector stakeholders have been analysed we are in a position to finalise the strategy document and publish the resultant action plan.

KEY ISSUES FOR CONSIDERATION

The proposals

14. Extensive research commissioned by the council and undertaken by Carers UK confirmed that the demand for care in Southwark is growing due to the growth in the ageing population and poor health in some local communities. There are some specific local issues that the strategy sets out to address such as the large number of carers who are not known to services, do not identify as carers or do not use the support that is commissioned. This is particularly true of black and minority ethnic carers and those of people with complex conditions. There is a significant proportion of carers in Southwark who are of working age, many of whom do not work due to their caring responsibilities, but who might return to the work place with the necessary support. There are also a large number of young carers, school age children who are taking on caring responsibilities for parents, siblings and relatives.

15. Our improved understanding of the population of carers in Southwark and their particular needs has allowed us to develop a clear set of proposals aimed at improving the experience and lives of carers in the borough. These proposals fall into the following areas:
- Identification and support
 - Health and wellbeing
 - Choice and control
 - Economic wellbeing
 - Young carers

The programme of engagement

16. The engagement programme on the draft joint carers' strategy ran from the 23 September to the 20 December 2013. The programme included a range of approaches including an online survey, freepost post cards for contributing comments, a series of focus groups with carers including condition specific carer groups and generic carer groups as well as a number of youth groups where young carers were represented. In addition we highlighted the strategy and proposals at a series of scheduled events such as the special educational needs and disabilities, SEND, engagement event, where carers and other stakeholders were likely to be represented. We also held a series of workshops and focus groups with professionals, social workers and occupational therapists. In addition the CCG engagement team utilised their networks such as the Patient Liaison Council and locality meetings with GP's in order to get a broad range of feedback on the joint strategy.
17. A consistent approach was used throughout, employing the use of templates covering the key proposals which best captured feedback according to the engagement method used. We captured the data from the focus groups, the online responses and the written responses. Following a detailed analysis of the responses we were able to develop clear priorities within each of the areas identified above.
18. The engagement programme covered the key groups affected by the strategy and action plan. These are adult carers of other adults, parent carers of disabled children or children with a long term conditions such as mental health problems and young carers, of either an adult or other children, ordinarily siblings.
19. The engagement programme was exceptionally useful as it provided a rich seam of information regarding the draft strategy and the proposals. Overall there was broad support for the intentions signaled within the document. Carers and professionals alike confirmed that the direction of travel mapped out was the appropriate one and that the response to highlighted needs of carers was correct.
20. In addition the engagement helped to identify areas where the programme of work required greater emphasis or definition. A clear example included the support available for parent carers and the need to ensure that parent carers are able to access an assessment of their need and through this to access carer personal budgets.

21. Overwhelmingly the need for respite was identified by carers and professionals alike. This included a more flexible approach to accessing respite and a wider variety of respite to be available. Short breaks was the most requested respite mentioned to allow for practical duties such as shopping, appointments etc, as well as having the opportunity to engage in social activities and to take a break from the caring role.
22. In addition it emerged that young carers felt that there was a lack of awareness of their role amongst professionals, particularly within the education system. This has helped to inform and shape the action plan and is reflected in the commitment to undertake a programme of awareness raising within the education system and youth services. In addition it helped to shape the commitment to develop a young carer champion that will sit within children's services and help to maintain the focus on the needs of young carers.
23. More broadly the issue of 'hidden carers' and the lack of awareness of services amongst the carer population were strongly reinforced by the engagement programme. By reaching out through community volunteers and community groups such as the Bengali community group on the Rockingham estate, we were able to develop a clear picture of some of the barriers faced by carers in terms of accessing support. The outreach programme highlighted in the action plan will draw on this information to ensure it is wide ranging, targeted and effective.

The action plan

24. The information and feedback has allowed the council and the CCG to develop a series of pledges which we will work in partnership to achieve as follows:
 - Developing an outreach programme
 - Ensuring carers have access to information and advice
 - Health and wellbeing programme, including support for carers to return to work, training and education
 - Emergency response services
 - Young carers programme
 - Short breaks provision
 - Policy development
25. These are a series of high-level commitments that respond to the proposals within the original document and shaped and refined by the engagement programme. These pledges and the summary of the actions accompanying them can be found at appendix 1.
26. In order to deliver the pledges we have also developed a detailed action plan which has been fully costed and the proposed investment from the council and the CCG identified. Details of the planned investment have been summarised in Table 2.
27. The detailed action plan is attached at appendix 2. As a 3 year plan there will be regular and ongoing monitoring of the implementation of the plan and on-going review of finance available through the Carers Project Board which brings together officers from the council and the CCG as well as key stakeholders such as carers and members of the voluntary and community sector. We will provide

regular updates on progress in delivering the plan.

Commissioning intentions

28. The action plan also sets out the backdrop against which we will commission services to support carers over the next 3 years. The current investment from the council is committed to the carers hub, currently delivered by Southwark Carers, and other commissioned carers support services such as Action for Children as well as carer budgets, currently administered by the hub. Going forward there is an expectation that the voluntary and community sector will play a key role in the delivery of the priorities set out in the action plan. The exact structure of those delivery mechanisms has yet to be fully determined but will be based on clear and robust outcome measures, developed against the priorities.
29. The range of services currently funded aimed at supporting carers and enabling them to take a break is detailed in table 1.

Table 1. Funding for 2013/14 for commissioned carer support services

Organisation	Services	Funding 2013/14
Southwark Carers	Hub	£447,536
	Carers personal budgets	£194,748
Bede House	Carer Information Sessions	£7,286
Action for Children	Young Carers Support Project	£93,998
KIDS	Sibling Support Group	£25,187

30. The action plan clearly highlights a series of priority areas for the council and the expectation is that we will commission services to support the delivery of the priorities within the plan.

Policy implications

31. The joint carers' strategy and action plan 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.
32. In addition to this the strategy and action plan will also deliver against the priorities in the health and wellbeing strategy.
33. The carers' strategy and action plan also responds to the 3 high level priorities within the children's and young people plan 2013 – 2016.
34. 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.

35. Significant changes in the legislative framework within which carers' services are offered are expected with the Care Bill. The Care Bill places overall wellbeing at the forefront of an individual's 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
36. The Children and Families Act is expected to be passed in April 2014, with all of its provisions coming into effect by September 2014. Headline changes in relation to the delivery of local authority provision include:
- a. The replacement of statements with an integrated education, health and care (EHC) plan and the introduction of a single assessment process
 - b. A right to a personal budget.
 - c. Duty to commission jointly with health.
 - d. Duty to publish a 'local offer' of assessment processes and provision available under an EHC plan, including specialist information, advice and guidance for families of disabled children.
 - e. The requirement to involve children, young people and parents in the planning of these changes.
37. The strategy and plan have highlighted our commitment to supporting parent carers of children with long term conditions and as such supports the council and CCG response to the new act.

Community impact statement

Age

38. The strategy and action plan 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.
39. 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.
40. There is also a recognition that the transition from children's to adult services can impact negatively on young carers and parent carers of young people and the strategy specifically addresses these issues.

Disability

41. 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 wellbeing of carers in this strategy which should address issues relating to health and disability. We will ensure that future commissioning requires providers to record information relating to the disabilities experienced by carers in order to shape our service provision.

Faith and religion

42. 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. We will also require providers commissioned to support carers to capture such information.

Gender

43. 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 action plan is intended to support inclusion for all groups and enable access to services and greater support.

Race and ethnicity

44. 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.
45. 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

46. Figures are not held on the number of carers in Southwark who identify as lesbian, gay, bi- or transsexual or transgender. During the engagement views were sought from the LGBT community on the proposals which have helped to shape the action plan. The high level commitment to reaching out to carers across the community recognises that there is work to be done to engage carers from these groups. Future commissioning and monitoring activity will address our limited data on the LGBT community and require providers to collect the appropriate information.

Financial implications

47. Table 2 indicates the anticipated planned investment in the delivery of the action plan over the lifetime of the strategy 2013-16.

Table 2. Funding for carers support over the lifetime of the strategy 2013-16

Priority area	Year 2013/14 (£000s)		Year 2014/15 (£000s)		Year 2015/16 (£000s)	
	LBS	CCG	LBS	CCG	LBS	Better Care Fund
Developing an outreach programme	70	140	70	140	70	140
Short breaks provision	195		195		195	
Ensuring carers have access to information and advice	200		200		200	100
Emergency response services	Within existing resources		Within existing resources		Within existing resources	
Health and wellbeing	180	210	180	210	180	210
Young carers	119		119		119	
Policy development and alignment			150		150	
Total	764	350	914	350	914	450

48. The proposed overall funding for the carers strategy is met by council resources, CCG and, from 2015-16, the integrated Better Care Fund. There is a planned additional investment of £250k by 2015/16 (£150k from within existing adults services budgets and £100k from the Better Care Fund). The 2015/16 proposed investment will be subject to the council's budget setting processes and any future revisions in the Better Care Fund schemes.
49. The Better Care Fund brings together existing health and social care funding together into a pooled budget that is focused on person-centred support in community settings, delivered in a joint way between local authorities and the NHS. The joint nature of the strategy, developed between the council and the CCG offers an opportunity to develop a pooled budget approach to the delivery of the strategy and to support the integration of health and social care, a key issue identified by carers, within the engagement programme.

50. A further key priority is the development of carer budgets which allow carers to purchase services and interventions that meet their particular needs including short breaks, which was the main concern for carers and professionals alike during the engagement programme.
51. There is some financial risk attached to the investment in this plan, in particular, associated with the development of the carer budgets given the number of 'hidden' carers that we have yet to reach and the intention to reach out to them. Therefore, an ongoing review of finance available is required and monitoring of the expenditure and impact across all priorities and over the lifetime of the strategy.

Consultation

52. As indicated in paragraphs 16 to 23 there has been a significant programme of engagement in which the council and the CCG sought the views of the key stakeholders including carers, professionals, voluntary and community sector providers and the wider community.
53. There is a commitment to ensuring that those who participated in the programme of engagement receive clear information about how their input helped to shape the action plan and we will work with our communications team to communicate the outcome of the engagement and the actions that have been agreed.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Procurement

54. Advice has been sought from the head of procurement and there are no legal implications as a consequence of this report

Director of Legal Services

55. This report seeking the approval of the Cabinet to approve the Joint Carers Strategy and the action plan.
56. Pursuant to Part 3 B of the Constitution the Cabinet has responsibility to formulate the council's overall policy objectives and priorities.

Strategic Director of Finance and Corporate Services (FC13/093)

57. This report seeks cabinet approval to the joint carers' strategy and the action plan. The financial implications are contained in the body of this report.
58. The strategic director of finance and corporate services notes that funding is available up to and including 2014/15. The proposed funding for 2015/16 will need to be identified during the council's budget setting process to ensure this strategy can be fully implemented.
59. It is noted that the potential risk of an increased number of carers accessing services and support will lead to an increase in cost. This must be closely monitored to ensure the strategy can be delivered within available resources.

60. Officer time to effect the recommendation will be contained within existing budgeted revenue resources.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Draft Joint Carers Strategy 2013 - 2016	Childrens and adults commissioning	Mark Taylor 020 7525 4395
Link http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=4556&Ver=4		

APPENDICES

No.	Title
Appendix 1	Southwark council and NHS Southwark CCG joint carers strategy 2013 – 2016 - pledges
Appendix 2	Southwark council and NHS Southwark CCG joint carers strategy 2013 – 2016 – action plan

AUDIT TRAIL

Cabinet Member	Councillor Catherine McDonald, Health, Adult Social Care and Equalities	
Lead Officer	Kerry Crichlow, Director of Strategy and Commissioning	
Report Author	Mark Taylor, Commissioning Manager, Prevention and Inclusion	
Version	Final	
Dated	7 March 2014	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Legal Services	Yes	Yes
Strategic Director of Finance and Corporate Services	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		7 March 2014