

REPORT OF THE CABINET MEMBER FOR ADULT SOCIAL CARE AND PUBLIC HEALTH

NOTTINGHAM AND NOTTINGHAMSHIRE ALL-AGE CARERS STRATEGY

Purpose of the Report

1. The report sets out the vision for supporting carers in the future. The overall aim is to enable unpaid carers to access the right support they need to enable them to maintain their caring role whilst having a life alongside caring. The Council has co-produced this work with carers with lived experience, Nottingham and Nottinghamshire Integrated Care System partners, as well as Nottingham City Council, to ensure all local carers can access the support they need, regardless of where they live.
2. The report seeks approval of the final version of the All-Age Carers Strategy, attached as **Appendix 1**, and subsequent implementation activity.
3. This is a Key Decision because it will have significant effects on two or more electoral divisions and the proposed spend is over £1 million.

Introduction

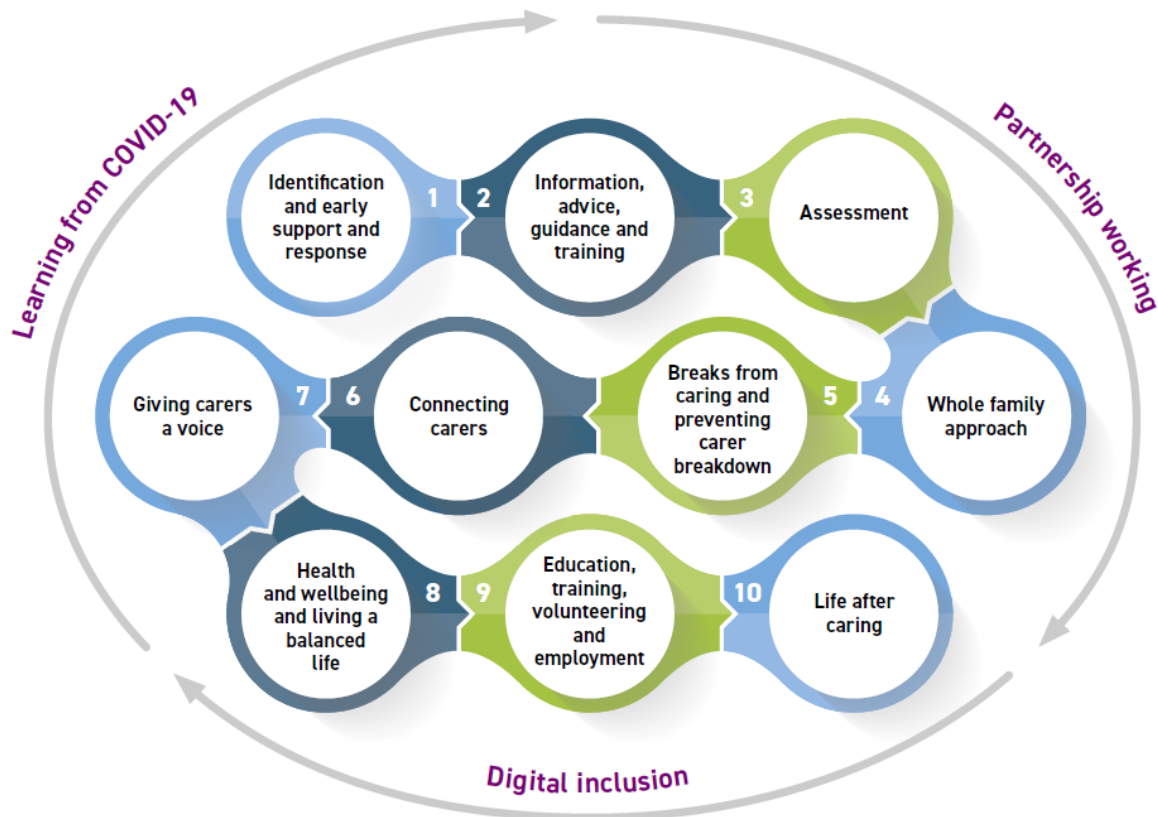
4. The Carers Strategy was developed in partnership with carers and colleagues from Nottingham City Council and the Nottingham and Nottinghamshire Integrated Care Board and supports the vision, ambitions and aspirations of the Nottinghamshire Plan (2021-2031) This builds on a history of good working in partnership and brings the City Council into this relationship; it is the first time that partners have worked in such an integrated way and the strategy has been fully co-produced with carers. Consultation on the draft strategy was agreed at the Adult Social Care and Public Health Committee in March 2022 (see list of Background Papers).

Vision

5. The vision of the new Carers Strategy is “to support and work in true and active partnership with carers and their families for them to achieve healthy, balanced lives, to give them the confidence that they will be supported in a fair, respected and honest way by all the agencies they come into contact with”.

Ambitions and outcomes

6. The Strategy was co-produced with carers with lived experience. Carers created 10 key components of the Strategy:



7. In order to address the gaps in provision and the challenges currently faced for supporting carers, partners have identified several ambitions, including:
- better identify and support carers in local health community settings
 - develop a joint approach with all providers of health and adults and children's social care to support carers for the lifetime of their caring role
 - have better conversations with carers at the first point of contact to identify support options for carers and the person they care for
 - ensure the offer of short breaks or replacement care is more flexible, accessible and available to meet carers' needs and prevent carer breakdown
 - continue to develop and build on the involvement of carers in the co-production and co-design and monitoring of services
 - further develop advice and information for employers and businesses with supporting carers in the workforce
 - develop a new information, advice and support Carers Hub service for carers in Nottingham City and Nottinghamshire
 - develop new services for young carers to provide age-appropriate support.

The full list of ambitions can be found on page 24 of the Strategy (**Appendix 1**).

Co-production and partnership approach

8. The proposals of joint working in co-production and in partnership with carers and the City Council and Integrated Care Board colleagues provides an opportunity to work across the whole system in a truly integrated way. The key benefits of this will be to strengthen and enhance the way carers are identified and supported with the commitment from all partners to make the best use of joint resources including ensuring parity of provision across the Integrated Care System footprint.
9. Approval was received from the Cabinet Member for Adult Social Care and Public Health on 23 January 2023 to carry out integrated commissioning and proceed with the procurement of the following future carers support services:
 - Engagement and Promotion Service
 - Carers Hub
 - Young Carers Service
 - Respite Service
10. The approval was conditional upon the draft Carers Strategy being approved in the form included at **Appendix 1** to this report. The approval report is listed as a Background Paper.
11. The carers co-production working group (known as the Carers Panel) was formed with a group of eight carers, from the City and the County. These carers have a broad range of caring experiences of different people with a diverse range of health conditions, needs, age groups and social backgrounds.
12. The Carers Panel developed “I” statements which describe what good services and support should look like for carers; these can be found on pages 19 - 23 of the Strategy (**Appendix 1**).
13. Following approval of the final strategy document, each key partner from the Integrated Care System will produce service delivery plans to agree and commit to delivering their key objectives in supporting carers in a more integrated way.

Building on our existing strengths and areas identified for improvement

14. The Strategy identifies successes and achievements in supporting carers over the past few years. The aim is to build on those existing strengths to enhance the support offer to carers. Some examples of these include:
 - a) a new ‘strength based’ approach to assessment by having better conversations with people to identify more personalised support to meet needs
 - b) access to a wider range of short breaks and respite support options to enable carers to get time away from their caring role
 - c) access to a wide range of information, advice and support via the Carers Hub service.
15. The new Strategy addresses areas identified for improvement for carers in the County from the last national Survey of Adult Carers in England which takes place every two years. The data from this survey informs the wider report of the Adult Social Care Outcomes Framework, which measures how well care and support services achieve outcomes which

matter most to people. There are four key areas that Nottinghamshire need to address in relation to carers:

- 1) carers' quality of life
 - 2) carers able to have as much social contact as they would like
 - 3) overall satisfaction of carers with social services
 - 4) carers being included or consulted in discussions about the people they care for.
16. The development of the Strategy document and subsequent action plans will address the above identified key themes where performance needs to improve. This can be particularly seen in the 'I' statements produced by carers, for example "I want to be seen as more than a carer and have opportunities to live a balanced life outside of my caring role" and "I want to be involved in decisions affecting my cared for at all stages and by all professionals/services involved".
17. The Strategy also links into the work and support for carers identified within the Day Opportunities strategy, and the ongoing short breaks review, whereby individual action plans will be produced, which will detail how carers and their cared for will be able to access the provision of an enhanced and flexible support offer which meets their needs and desired outcomes.

Background

18. The [Care Act 2014](#) requires local authorities to "adopt a whole system, whole council, whole-family approach, co-ordinating services and support around the person and their family and considering the impact of the care needs of an adult on their family, including children".
19. Likewise, the [Children and Families Act \(2014\)](#) "extended the right to a needs assessment to all young carers, regardless of who they care for or the type of care provided. This means that when a child is identified as a young carer, the needs of everyone in the family will be considered, triggering both children's and adults support services."
20. The financial contribution that carers make nationally to the economy (according to Carers UK in 2015), was estimated at £132 billion per annum – this is now estimated to have increased to £193 billion in 2020, due to the impact of the Covid-19 pandemic.
21. Nottinghamshire has an estimated 189,040 carers and of these 45,181 are estimated to be providing over 50 hours of care per week. Further, 5,562 young people (aged under 25) are estimated to be carers. The Council carried out 6,100 carers assessments and reviews during 2021/22.
22. In line with national figures, projections for Nottinghamshire show an anticipated increase in people aged over 65 carrying out caring roles over the next 15 years. The anticipated increase is approximately 30% (just under the England average expected increase of 34%) and this rising trend is likely to be seen across the whole carer population (including young carers and working age carers) as more people are living longer with a range of health and social care needs, thereby requiring higher levels of carer involvement.

23. Carers are currently able to access a range of services to support them which are independent from the provision of services to those they care for. Some of these may be subject to assessment of need (i.e. access to a short break) however others are available universally to all carers to prevent needs escalating and to reduce the likelihood of carer breakdown. Current commissioning includes:
- a) Carer Support Services
 - b) Carers breaks (funded in the carer's name)
 - c) Carers one-off support (personal budgets)
 - d) Support to peer led groups
 - e) Contribution to Admiral nurses to support carers of people with dementia
 - f) Contribution to dementia advice service.
24. Significant support is also provided for carers following a joint assessment of need with those they care for. Provision includes:
- a) Access to respite care (commissioned in the name of the person being cared for)
 - b) Provision of breaks within a short breaks unit
 - c) Direct Payments.
25. The Strategy meets the ambitions of the Nottinghamshire Plan, in particular ambition 1, helping people live healthier and more independent lives.
26. The Strategy has made a commitment to procure carers services collectively as an Integrated Care System to avoid the disparity of provision between the City and County and to improve the service offer for those requiring support.

Consultation

27. On 14 March 2022 the Adult Social Care and Public Health Committee gave approval for wider consultation on the Strategy to confirm the approach and to inform next steps.
28. Those responding to the consultation in the main agreed with the direction of the draft, however some areas were highlighted as requiring further detail as carers were unable to recognise their personal caring situation within the Strategy (for example, carers were unclear whether the Strategy related to them if they cared for a person with mental health needs or if they were a parent carer).
29. Following feedback, the Strategy has been amended to strengthen the areas highlighted and make changes to language where necessary to encompass parent carer support.

Interdependencies - short breaks and day opportunities

30. Throughout the development of the Strategy there has been close alignment with the Day Opportunities review and strategy development and the review of internal short breaks provision.
31. The carers spoken with were keen to emphasise how important both services are in helping them to take regular breaks from caring and enable them to maintain their caring role.

32. The workstreams will continue to work closely together throughout the implementation of both the Day Opportunities strategy and carers strategy and through the review of short breaks provision and internal short breaks services to ensure that the needs of carers and those they care for are met in the most appropriate way.

Implementation

33. The Carers Panel and Carers Strategy groups continue to meet in order to produce plans to support the implementation of the Strategy and to make sure the outcomes and commitments within it are met. Some of the areas being considered are:
- ensuring carers assessments and support planning follow strengths-based approaches in line with the Strategy and wider Adult Social Care and Health priorities
 - working with operational staff teams across children's and adult services to support the provision of whole family assessments so that the needs of both carer and cared for can be considered together
 - completing a review of the current young carers support planning processes and how outcomes are met to ensure they are fit for purpose
 - reviewing the short breaks offer to enable the provision of respite that is more flexible and responsive to the needs of the carers and those they care for
 - working with NHS partners to support the provision of Admiral nurses to support those caring for people with dementia
 - recommissioning carer services in line with the Strategy.

Impact on Children and Families Services

34. A number of carers who were involved in the co-production of the strategy were also parent carers and spoke about provision to parent carers and how this linked with the ethos of the strategy and provision of services. Young carers have also been consulted, particularly in relation to service specification which will form part of strategy implementation.
35. In order to meet the needs of young carers and parent carers in the future the Council will look to:
- Increase support to parent carers through the Carers Hub for information, advice, guidance and signposting including access to carer benefits and support groups
 - Strengthen the Carers Hub service specification to include pathways for parent carers and the role of the Family Service to ensure parent carers are referred back to Nottinghamshire County Council for whole family approaches to support and assessment
 - Enhance the Young Carers Support Service to move away from being activity focused to more holistic support offering one-to-one provision and peer support as required
 - Increase support to schools and GP practices to maximise identification of carers (including parent carers and young carers) to provide support at the earliest opportunity
 - Increase awareness of the Carers Hub and Young Carers Support Service throughout Children's and Young People's provision and through the Customer Services Centre to ensure correct signposting.

36. In addition, the adults and children's departments will work together to review the young carers assessment and personal budgets to ensure these are achieving the desired outcomes.

Supporting practice

37. The Strategy will support social care staff, across both children's and adult services, to ensure that best practice is adhered to when supporting carers, families and assessing needs. In line with wider social care approaches the Strategy emphasises the need to support people through personalised and strengths-based approaches and to look at the caring situation as a whole, for example through a whole family assessment. Particularly in the case of young carers, this will ensure that carers are not completing tasks that are inappropriate and would be better served through a commissioned service for the person they care for.
38. In line with this, the Strategy also emphasises the requirement to have the most appropriate conversations with carers in the right time and place in line with the three conversations approach adopted by social care. In the majority of cases carer support will be carried out by the Carers Hub in a manner that mirrors conversation one. Social care staff will then receive referrals for those who need a full carers assessment and either a one-off intervention (via a Personal Budget) or ongoing support, often commissioned through the package of care for the person they care for.

Informal Dialogue with Select Committees

39. On 21 November 2022, members of the Adult Social Health and Public Health Select Committee received a briefing on the proposed All-Age Carers Strategy from the Service Director for Strategic Commissioning and Integration, and the Service Director for Ageing Well. The full draft Strategy and an accompanying covering report had been circulated to members of the Committee in advance of the meeting. Councillor Mike Pringle, Councillor Philip Owen, Councillor Eric Kerry and Councillor Paul Henshaw were in attendance.
40. Members of the Children and Families Select Committee received a briefing on the Strategy on 13 February 2023 from the Interim Service Director for Strategic Commissioning and Adult Social Care, the Commissioning Manager for Ageing Well, and the Group Manager for Early Help. Councillor Sam Smith, Councillor Anne Callaghan, Councillor Roger Jackson, Councillor Callum Bailey, Councillor Francis Purdue-Horan, Councillor John Lee, Councillor Michelle Welsh and Councillor Tom Smith were present.
41. At the briefing meetings, members received a presentation that summarised the proposed Strategy and included information on:
- How the Strategy had been co-developed in partnership both with carers themselves and with colleagues from Nottingham City Council and the NHS Nottingham and Nottinghamshire Integrated Care Board as part of a whole-system approach to co-production.
 - The vision that underpinned the Strategy to support and work in true and active partnership with carers and their families for them to achieve healthy, balanced lives,

and to give them the confidence that they will be supported in a fair, respected and honest way by all the agencies that they come into contact with.

- The Strategy's ambitions for partnership working, digital inclusion and learning from Covid-19.
 - The key components of the Strategy, how it would deliver on its stated ambitions and what services would be in place.
 - How the current gaps identified in service provision for carers would be addressed.
 - The processes around the recommissioning of services and the pooling of budgets and resources to support the effective delivery of the Strategy.
 - The alternative options that had been considered in the development of the proposed Strategy.
 - The recommendations that were being made to Cabinet and the reasons for these recommendations.
42. Having received and considered the draft Strategy, presentation and other associated information, members took the opportunity to ask questions regarding its development and content, and to consider any recommendations that they wished to make to Cabinet.
43. As a result of the pre-decision scrutiny that was carried out, the relevant members of Adult Social Care and Public Health Select Committee and the Children and Families Select Committee provided the following outcomes to Cabinet for their consideration:
- a) That the draft All-Age Carers Strategy be approved by Cabinet.
 - b) That consideration be given to how the support provided to carers could be further enhanced, giving regard to the opportunities provided by networking and information sharing with colleagues and organisations (both regionally and nationally) who are involved with providing support to carers.
 - c) That the Strategy should clearly identify the Council's aspiration to work as closely as possible with Nottinghamshire schools to ensure that proactive support for all young carers is in place year-round, in addition to effectively signposting the commissioned support services that are available. This includes the ambition to make sure that school staff and governors are fully informed about and engaged with young carers and have received the proper training on how to identify and support these young people effectively, where appropriate.
 - d) That both Select Committees receive a progress report on the implementation of the Strategy in 12-months' time at their March 2024 meetings.
44. The Cabinet report has been amended to reflect these points, most notably in **paragraphs 15(e) and 37**.

45. The Strategy mentions supporting schools on page 17, ‘... helping schools with identifying and supporting young carers’, and working with key partners, including schools, in the ‘We’ section on page 19 of the strategy:

“We will work together with key partners across the system to identify carers and provide signposting and support. This will include GP practices, schools, healthcare providers (including hospitals), and care providers.”

Other Options Considered

46. Continuing to support carers in the current format, through a range of commissioned, local authority and health routes in an uncoordinated way.

Reason/s for Recommendation/s

47. Carers have been instrumental in the production of the Carers Strategy and have co-produced the document at all stages. Carers have clearly stated that the current way services and support are commissioned and delivered does not meet their needs. Instead, they have asked that carer support is delivered and commissioned in an integrated way across health and social care so that support covers the whole County. This will enable equitable access to provision and an integrated support system that is easier for carers to navigate.
48. The Strategy lays down the commitment to enable carers to receive the care and support they require when they need it, regardless of where they live within the Integrated Care System. It will ensure parity of provision across Nottingham and Nottinghamshire and, through commissioned services, increase the support available in line with the Carers Strategy and National Policy and Guidance.

Statutory and Policy Implications

49. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability and the environment and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Financial Implications

50. There are no direct financial implications arising from this report. Any recommissioning and service provision will be contained within the existing budget envelope.

Public Sector Equality Duty implications

51. A system-wide Equality Impact Assessment has been undertaken for this work. The Carers Strategy will have a positive impact on carers. By listening to carers, and working closely with them, committing to the coproduced vision and aspirations for the carer community, the Council is committed to improving the experiences and support for carers in the County.

Implications for Residents

52. The Strategy and its ultimate implementation will have a positive impact on carers (and their families) by providing an integrated approach to delivery of carer support. It will ensure that carers have a clear place to go for access to support, provide this at the earliest opportunity and support wider identification of carers to enable more carers to access provision. By working in conjunction with Nottingham City Council and NHS Nottingham and Nottinghamshire, funding can be maximised to ensure that carers get the best possible and equitable service regardless of where they live in the County or City and for whom they may care.

RECOMMENDATION/S

- 1) That Cabinet approves the final version of the All-Age Carers Strategy, attached as **Appendix 1**, and subsequent implementation activity.

Councillor Matt Barney
Cabinet Member for Adult Social Care and Public Health

For any enquiries about this report please contact:

Anna Oliver
Commissioning Manager Ageing Well
T: 0115 977 2535
E: anna.oliver@nottsc.gov.uk

Constitutional Comments (LPW 02/02/23)

53. The recommendations fall within the remit of Cabinet, by virtue of its terms of reference.

Financial Comments (KAS 02/02/23)

54. There are no direct financial implications arising from this report. Any recommissioning and service provision will be contained within the existing budget envelope.

Background Papers and Published Documents

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

[Nottingham and Nottinghamshire Carers Strategy - report to Adult Social Care & Public Health Committee on 14 March 2022](#)

[Recommissioning of Carers Service Across Nottingham and Nottinghamshire - decision of Cabinet Member for Adult Social Care & Public Health on 23 January 2023](#)

Strategy Consultation responses

Electoral Division(s) and Member(s) Affected

All.

A0036