

**8 October 2018****Agenda Item: 11****REPORT OF THE SERVICE DIRECTOR, MID NOTTINGHAMSHIRE****NOTTINGHAMSHIRE CARERS STRATEGY AND REVISED CARERS  
SUPPORT OFFER****Purpose of the Report**

1. The purpose of the report is to:
  - a. present the Nottinghamshire Carers Strategy 2018-2020, and invite the Committee to recommend the proposed changes to Policy Committee for approval
  - b. seek approval for a revised carers support offer for April 2019
  - c. seek approval for the procurement of new information, advice and support services for carers, to be in place for April 2019
  - d. seek approval for the extension of the following, subject to confirmation of funding through the Better Care Fund:
    - 2 temporary FTE (full-time equivalent) Community Care Officer (Grade 5) posts until April 2020
    - 1 FTE Commissioning Officer (Band C) post until April 2020
    - 0.6 FTE temporary Commissioning Manager (Band D) post for two years until April 2020.

**Information**

2. Over the previous two years, the Council has undertaken consultation with carers, partner organisations and its own social care workforce to identify what carers value and how they would like to see services develop in the future. This has included formal public consultation as well as workshop sessions with carers and provider staff using a co-production approach.
3. This work has formed the basis of a new Nottinghamshire Carers Strategy 2018-2020, to replace the previous strategy which spanned 2015-2018. It has also informed the development of a revised carers support offer, to be implemented by April 2019. This revised offer will encompass changes to both the Council's assessment and support planning processes and to its commissioned information, advice and support services. This report presents the Strategy and seeks approval for the revised carers support offer, which would include the procurement of new information, advice and support services for carers.

## Nottinghamshire Carers Strategy 2018-20

4. The Nottinghamshire Carers Strategy 2018-2020 is presented to the Committee and is available as **Appendix 1**. It will be supplemented by annual action plans, which will set out development activities for the Council and its partners. A copy of the Action Plan for 2018-19 is included within the appendix.
5. The Strategy sets out key principles that will underpin all work to support carers and includes a summary of information about the situation in Nottinghamshire and the performance measures that will be used to assess progress. The principles are:
  - a. Use an integrated approach to develop and deliver services, considering all support available including wider community resources as well as those services directly delivered or commissioned by the County Council and the NHS.
  - b. Make use of existing resources, including carers' own capacity for supporting each other, and provide opportunities to share experiences.
  - c. Help carers to navigate a complex health and social care system to better understand and meet the needs of the person that they care for and to plan for the future, including planning for a crisis.
  - d. Consider carers' own wellbeing and life aspirations and enable carers to access activities or resources to promote these.
  - e. Use a personalised approach to assessment and support planning, drawing on a wide range of support and community resources and assist carers to access these
  - f. Consider the varying situations and requirements of carers at differing stages of life, including young carers, working age carers who may also have childcare or work commitments, and elderly carers who are more likely to be managing their own health conditions or care and support needs.
6. The Strategy has been developed in consultation with the Nottinghamshire Carers Implementation Group, which includes carer representatives, and representatives from Clinical Commissioning Groups, provider organisations and other stakeholders, and provides a forum for discussion of strategic direction and initiatives to support carers.
7. It has been approved as a joint commissioning strategy by the Nottinghamshire Carers Commissioning Forum which includes representatives of Clinical Commissioning Groups, oversight of the shared Better Care Fund budget and joint commissioning intentions. Representatives at this meeting ensure that decisions made are approved through their own governance structures. Regular reports and updates are also taken to the Better Care Fund Board and the Health and Wellbeing Board.
8. The Strategy aligns with the County Council Plan 2017-2021 and with the Adult Social Care Strategy. It will contribute to achieving the commitment in the Council Plan that 'People live independently for as long as possible'. The Strategy has focused on local views about what is important for Nottinghamshire, whilst also taking account of national developments, including the national 'Carers Action Plan 2018 - 2020 - Supporting carers today'. The

anticipated national Green Paper on social care is expected to include further policy related to carers. The annual action plans that support the Strategy will respond to any future developments in national policy.

### **Revised carers support offer**

9. The total 2018/19 annual budget to support carers across health and social care in Nottinghamshire is approximately £6.3 million. This covers a wide range of support options and breaks down as follows:
  - a. £4.3 million Nottinghamshire County Council, including respite services
  - b. £0.8 million across all six Clinical Commissioning Groups (CCGs)
  - c. £1.2 million Better Care Fund (historically NHS Carers Breaks funding).
10. Carer services provided directly by the Council and CCGs include:
  - a. a dedicated joint funded Carers Support Service within the Customer Service Centre as well as support and advice that is provided by community social care teams
  - b. Carers Personal Budgets and Personal Health Budgets/NHS Short Breaks
  - c. Support provided within GP practices, including the maintenance of a carers register, and a range of advice and support activities funded by individual CCGs.
11. The Council and Nottinghamshire County Clinical Commissioning Groups jointly commission information, advice and support services for carers, with the Council acting as lead commissioner. These comprise:
  - a. the Carers Hub information advice and support service (universal access to all carers including self-referral)
  - b. 'Compass' service for carers of those with moderate or severe dementia (available only to those where the person cared for is supported by a community mental health team)
  - c. 'Pathways' End of Life service for carers - a dedicated service offering emotional support and respite for carers who are looking after someone at the end of their life (accessed by referral from a health or social care professional)
  - d. a range of small-scale development projects, delivering training and support to carers, working in conjunction with Inspire: Culture, Learning and Libraries.
12. As well as services provided primarily to carers, the Council provides a range of services to its service users which may also benefit their carers, for example:
  - a. Carers crisis support as part of the recently commissioned Home First Response Service
  - b. Short breaks, telecare services, supported living or Extra Care
  - c. Home-based care and support
  - d. Day care services from a number of locations across the County.
13. Following consultation with carers, partners and the social care workforce, it is proposed that these services be delivered differently in the future, with more emphasis on an enhanced information, advice and support offer providing flexible support to carers when they need it. This would include changes to both internally-delivered services and commissioned support services. The externally commissioned contract for the Carers Hub

ends in March 2019, and the Council and its partners will need to re-procure information, advice and support services for April 2019 onwards. This provides an opportunity to more closely align internal and externally-commissioned services to offer carers more streamlined access to services.

14. At present, carers are offered either information and advice or an in-depth carer's assessment which may identify that they are eligible for additional support. It is proposed that building on successful work on the wider social care offer in the Department, that the revised carers support offer is delivered as a three-tier model (presented diagrammatically in **Appendix 2**):
  - a. Tier 1: Information and Advice: a range of universal support options that carers can access without any need for eligibility assessment, including telephone and online advice and peer support such as carer support groups
  - b. Tier 2: Short-term interventions: more intensive advice and support including a time-limited number of face-to-face interventions, and access to short-term support including assistive technology or occupational therapy assessments. It is anticipated that before accessing these services carers would undergo a 'light-touch' assessment, to be known as a Carer's Wellbeing Check, to enable workers to understand their needs and identify which services would benefit them.
  - c. Tier 3: Long-term Support Options: where carers are likely to have ongoing needs for support, they will be offered a more in-depth assessment to explore their situation. Discussion with carers has identified that the most valued long-term support is often respite provision, to include a range of options such as short breaks, and day or night care options. Therefore, long-term support planning may be undertaken in conjunction with an assessment of a service user's care and support needs.
15. This revised support offer would promote quicker access for carers to Tier 1 / Tier 2 support without requiring an in-depth carer's assessment. It is intended that assessment becomes more proportionate and tailored to carer's support needs and that issues would be resolved as soon as possible when a carer asks for support. Changes to support planning for carers would include the following:
  - a. instead of all eligible carers automatically being offered a Direct Payment (usually of £150 or £200) as the main option, a more personalised approach would be taken where carers would be offered support options that are more tailored to their individual circumstances
  - b. Direct Payments would be provided to individuals where this is the best option, with increased scope to provide higher Direct Payments to those carers who have an identified, specific need for services or equipment to promote their wellbeing or enable them to continue caring. It is anticipated that smaller, one-off payments would be offered following a Carers Wellbeing Check at Tier 2, to provide equipment or services (that are not otherwise available) to enable a carer to continue caring. Examples of this might include the purchase of household equipment such as a tumble dryer (to deal with incontinence) or a basic mobile phone (to enable the carer to feel confident they can be reached in an emergency). In some circumstances, a higher ongoing payment might be considered, and this would be included in the assessment process at Tier 3. Before

making Direct Payments, workers would be expected to explore other options such as grants from charitable organisations or to advise the carer to consider any eligibility for benefits.

16. It is proposed that Tier 1 / Tier 2 services could be provided either by Council staff, such as the Adult Access Team within the Customer Service Centre, or by an externally-procured information, advice and support service. The Customer Service Centre provides telephone advice and support. At present, this is complemented by the information and advice provided by the commissioned Carers Hub. The Carers Hub provides advice by telephone and face-to-face through drop-in clinics and some home visits. The revised carers support offer would include an enhanced information, advice and support service that would include additional face-to-face interventions and that would undertake Carer's Wellbeing Assessments on behalf of the Council.
17. The Committee is asked to approve this revised support offer, so that changes can be made to internal systems and processes and staff training can be implemented, in preparation for new arrangements to be in place for April 2019.
18. Further work will be undertaken in autumn 2018, to review the Council's arrangements for respite provision. There are currently a number of routes into different types of respite services funded by the Council and the Clinical Commissioning Groups (CCGs). Carers report that this can be confusing, and it can be a difficult system to navigate. This work will:  
a) review the respite offer provided by the Council and partners (including the Council and NHS funded short breaks, sitting services, day services and short-term care) to ensure that best use of resources is made to enable carers with differing needs to know about and be able to access the right support, and b) develop more integrated arrangements with simpler access mechanisms.

### **Re-commissioning of carers information, advice and support services**

19. The Committee is further asked to approve the procurement of information, advice and support services to commence in April 2019.
20. Currently three support services for carers are delivered through provider contracts:
  - a. the Carers Hub Information and Advice Service, provided by Carers Trust East Midlands
  - b. the 'Compass' dementia support service, provided by Nottinghamshire Healthcare Trust
  - c. the 'Pathways' End of Life service for carers, provided by Carers Trust East Midlands.
21. The Carers Hub contract will end in March 2019, and it is proposed that an enhanced information, advice and support service be procured to commence in April 2019. This service would continue to be known as the Carers Hub and would:
  - a. Provide information, advice and support through a range of methods – telephone, face to face, online including social media
  - b. Undertake light-touch carers' assessments/wellbeing checks
  - c. Deliver one-to-one advice and support to carers, using drop-in session, advice clinics and a limited number of home visits for those with higher needs

- d. deliver training to carers
  - e. Refer carers directly to some Council services (reducing duplication)
  - f. Undertake activities to involve carers in consultation and engagement activities on behalf of the commissioner.
22. It is further proposed that a change in delivery arrangements for other support services is considered, while maintaining the overall scope of support services. The current arrangements for dementia support focus on a small number of carers who are caring for those with high level needs. The Compass service employs carers (or former carers) to provide befriending and advice to carers of those with moderate to severe dementia, who are already receiving support from a community mental health team. The service supports approximately 350 carers a year. Needs analysis suggests that approximately 25% of all adult carers support a person with dementia, which represents approximately 3,000 carers in direct contact with support services at any one time. In discussions with carers, many have indicated that they would value more advice and information at an earlier stage, closer to diagnosis so that they can plan for the future. In its current configuration, the service is unable to provide this.
23. Commissioners are therefore exploring the potential to refocus dementia support services to provide access to a wider range of carers. Services would have a greater emphasis on condition-specific advice, support and training for carers, and be offered to a larger number of carers with access at any time if a carer needs additional advice. The newly-procured Carers Hub would be able to provide information and advice on areas of relevance to all carers, and therefore there is the potential to develop a refocused Dementia Advice Service, which would:
- a. Accept referrals from the Carers Hub, Council social care workers or health professionals
  - b. Provide condition-specific advice, information and training to carers of those with dementia, using time-limited interventions with evidence of improved outcomes for carers.
24. This re-procurement of support services for carers would deliver more equitable services, with access for a wider group of carers. Currently, the total budget for the three support services is approximately £600,000 per year, with approximately £150,000 allocated to the Carers Hub Information, Advice and Support Service, approximately £300,000 to the Compass dementia support service and approximately £150,000 to the Pathways End of Life Support Service. It is proposed that this total budget remains at £600,000, but that a greater proportion is allocated to an enhanced Carers Hub service which would benefit all carers. It is proposed that this is funded by providing a streamlined Dementia Advice Service, which would provide shorter-term interventions. As these interventions would be at a lower cost, they could be offered to a larger number of carers. At this time, it is recommended that the end of life support arrangements remain the same. This service has been recently re-procured and appears to be meeting carers needs in its current form.
25. Carers support services are jointly commissioned with Clinical Commissioning Groups, with the Council acting as lead commissioner. These services are funded largely by the Better Care Fund and it appears likely that this will continue in some form beyond April 2019. Contract specifications will include clauses that will enable them to be ended early if funding

arrangements change, avoiding any financial risk to the Council. A Carers Dynamic Purchasing System (DPS) was established in 2016 and will be used to procure services. A DPS is essentially a list of providers who evidence that they meet the core specification for delivering services to carers. The Council can then invite providers who are on the list to submit bids to deliver a specific service. Providers are able to apply to join the DPS at any time. The Carers DPS was used to procure the Carers End of Life Support Service in 2017.

26. It is proposed that the tender process to procure an enhanced Carers Hub service commences in November 2018, with the contract awarded early in 2019 for a start date of April 2019.
27. Prior to recommissioning a Dementia Advice Service, commissioners will undertake further detailed needs analysis and consultation with carers, with the intention of procuring a service that will commence in summer 2019, with the tender process taking place in spring 2019.

### **Extension of posts**

28. The Better Care Fund supports a number of temporary posts within the Council:
  - 2 FTE Community Care Officer (Grade 5) posts within the Carers Support Service within the Adult Access Service which contribute to the team's full-time establishment of 5.8 FTE Community Care Officers (this team undertakes 45% of carers' assessments and reviews)
  - 1 FTE Commissioning Officer (Band C) post and 0.6 FTE Commissioning Manager (Band E) post. These posts provide additional commissioning capacity within the Council's Strategic Commissioning Team to oversee joint commissioning arrangements for carers services, on behalf of the Council and Clinical Commissioning Groups.
29. Subject to formal confirmation and approval by the Better Care Fund Steering Group and Clinical Commissioning Group partners, the Committee is asked to approve the extension of these posts until March 2020. This would enable the Adult Access Service to continue to provide a timely response to requests for carers' assessments and reviews and to provide commissioning capacity to support the re-procurement and quality evaluation of carers support services. The posts would be fully funded by the Better Care Fund and therefore there would be no additional cost to the Council.

### **Other Options Considered**

30. To not make any changes to the way services are currently provided to carers: this would not help the Council and partners to respond appropriately with regard to developing the services and support that are considered to be of most value by carers in the County.

### **Reason/s for Recommendation/s**

31. A series of carers consultation activities sought feedback on proposals for changes to, and investment in, the support provided to carers in order to ensure that support focuses on those things that people have said are the most useful in terms of improving carer well-being or enabling them to continue caring. This included formal public consultation in

autumn 2017. This information has been used to develop the underpinning Strategy and revised carers support offer outlined within the report.

32. The Council has created a Carers Engagement Group, currently involving seven carers with a range of experience. This group is advising on service developments and will be involved in confirming contract specifications and the evaluation of tenders. It will also offer advice on producing appropriate communications for carers.
33. The Council will continue to inform and involve carers, providers, staff, health partners, and stakeholders about the proposed changes.

## **Statutory and Policy Implications**

34. 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.

## **Data Protection and Information Governance**

35. Any changes to the Adult Social Care assessment and support processes and the commissioning of services will need to be compliant with the relevant data protections and information governance legislation.

## **Financial Implications**

36. There are no financial implications to the Council arising directly from this report.
37. Externally procured services are funded by the Better Care Fund which is expected to continue beyond 2019. The procurement of services referred to in **paragraphs 19 – 27** would be funded by the Better Care Fund which is expected to continue beyond 2019. Contract specifications will include clauses that will enable them to be ended early if funding arrangements change, avoiding any financial risk to the Council. The Council makes an additional direct contribution of £75,000 to these services and this would remain unchanged.
38. The posts referred to in **paragraphs 28 and 29** would also be funded by the Better Care Fund, and their extension would be confirmed when formal approval is given to this through the relevant integrated commissioning groups and the Better Care Fund Steering Group.

## **Human Resources Implications**

39. As identified in the body of the report, posts where extension is proposed are already established and have appropriate ICT and office accommodation and business support.



## **Public Sector Equality Duty implications**

40. An Equality Impact Assessment was completed prior to public consultation on proposals. Further assessments will be undertaken as part of the work to develop a revised carers support offer, in consultation with partners and carers. Carer support services are more likely to be used by women and by those aged over 40. However, the proposed changes to support services are not expected to have any disproportionate impact on these groups.
41. Developing proposals for service delivery will take account of the recommendations in research that the Council commissioned into supporting Seldom Heard Carers, and national research and guidance on best practice, for example, guidance on delivering LGBT (Lesbian, Gay, Bisexual & Transsexual) inclusive services.

## **Implications for Service Users**

42. Support to carers will be developed in line with information that they have provided about what is most valuable to them.

## **RECOMMENDATION/S**

That Committee:

- 1) recommends the Nottinghamshire Carers Strategy 2018-2020 to Policy Committee for approval.
- 2) approves a revised carers support offer for April 2019
- 3) approves the procurement of new carers information, advice and support services for carers, to be in place for April 2019
- 4) approves the extension of the following subject to approval by the Better Care Fund Steering Group:
  - 2 temporary FTE Community Care Officer (Grade 5) posts until April 2020
  - 1 FTE Commissioning Officer (Band C) post until April 2020
  - 0.6 FTE temporary Commissioning Manager (Band E) post until April 2020.

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**Constitutional Comments (LM 18/09/18)**

43. The Adult Social Care and Public Health Committee is the appropriate body to consider the contents of the report.

**Financial Comments (DG 21/09/18)**

44. The financial implications are contained within paragraphs 36-38 of this report.

**HR Comments (SJJ 18/09/2018)**

45. The current temporary contracts will be extended for the postholders once funding has been confirmed.

**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.

None.

**Electoral Division(s) and Member(s) Affected**

All.

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