

Report to Health Scrutiny Committee - 18 January 2018

Title of paper: Support for Carers in Nottingham

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Summary:

This report summarises the needs of carers in Nottingham City, as identified during the 2016 joint strategic commissioning review (SCR) carried out by Nottingham City Council and NHS Nottingham City Clinical Commissioning Group (CCG), and improvements to support for carers as a result of this review. Following the SCR recommendations, integrated carers' support services were jointly commissioned between Nottingham City Council and the CCG. New services commenced 1st April 2017. This report includes an overview of performance to date, and expected outcomes and developments for the new services.

Local authorities have a statutory duty to proactively identify, assess and support carers in their area under The Care Act 2014, and to young carers under The Children and Families Act 2014.

1. BACKGROUND

1.1 Context

There are approximately 27,000 carers in Nottingham City (2011 Census data). Approximately 3,300 of these carers are under 25 years old. It is acknowledged that this is likely to be an under-estimation, and with demand for health and social care support expected to rise over the next 20 years, this figure is likely to increase.

Carers typically experience higher levels of stress and poverty, and poorer physical and mental health than the general population, due to the demands of the caring role. Young carers (aged under 18) can experience difficulties in school, feelings of loneliness and isolation, and report feeling stigmatised by teachers and by their peers. Carers provide support to Nottingham City's most vulnerable citizens, preventing the people they care for from requiring greater degrees of health and social care support. By supporting carers we can improve the carer's quality of life. We also support cared-for citizens to remain in their own homes, maintain independence and reduce their requirements for hospital admissions and residential care.

1.2 Legal requirements

The Care Act 2014 requires local authorities to proactively identify, assess and meet the needs of carers in their area who might have support needs that are not being met. This duty extends to all carers, including the carers of citizens who are not receiving social care support. The Care Act requires local authorities to work collaboratively with CCGs to continue to bring together Health and Social Care services to provide tailored support for the citizen.

The Children and Families Act 2014 requires local authorities to offer an assessment to young carers (aged under 18 years old) where it appears that a child is involved in providing care. This legislation is aligned with provision in the Care Act 2014 requiring local authorities to consider the needs of young carers, including whether care being provided by a child is excessive or inappropriate, and how caring responsibilities affect the child's wellbeing, education and development.

1.3 Citizen engagement

Consultations with carers included a carers' working group from the Citizen Panel, who took part in development of the service model and specification, and scoring bids for services. Key messages from carers were –

- Carers don't know where to go for information and support, and often don't recognise their own situation or that help is needed until they have been carers for a significant length of time. A single point of contact across City and County would be less confusing.
- Carers need improved access to respite provision to enable them to take breaks. Accessing respite through the single point of contact would enable carers to 'tell their story once'.
- Support with emergency planning would help carers to be more confident in their caring role.
- Young carers' felt that they required more support from school/college, access to appropriate support when needed, time to themselves, and opportunities to engage in activities/hobbies.

1.4 Equalities

The 2011 Census showed that the proportion of carers amongst the Black, Asian, and minority ethnic (BAME) communities is approximately equivalent to that of the general population, however, there is a higher than average proportion of carers, and more hours of unpaid care provided, in some BAME communities. It's likely that the figures represent only a fraction of carers in BAME communities. Familial expectations of caring in some cultures can mean caring is seen as a normal function of the family, so carers may not self-identify and therefore do not receive any support. In some communities there is little or no discussion of the cared-for person's condition.

It was noted that whilst some BAME carers (and citizens) may benefit from culturally specific care, it's not practical or cost effective to commission multiple community/culturally-specific services, and a generic BAME service cannot be expected to meet the needs of all communities.

The equality impact of the changes to services detailed in this report has been assessed (attached as Appendix 1), and due regard has been given to implications identified in it.

1.5 Outcomes

Following the recommendations from the joint SCR, integrated carers' support services were jointly commissioned between Nottingham City Council and CCG, including a single point of contact across Nottingham City and Nottinghamshire County, creating a single pathway for carers and professionals. Efficiencies in the new service model mean that the new services are able to support greater numbers of carers, whilst releasing savings of at least £85,000 per year across Nottingham City Council and CCG. The new Hub service carries out increased numbers of Carers Assessments, fulfilling Nottingham City Council's statutory obligation to carers, reducing pressure on Adult Social Care and reducing resources required in contract management. New services launched 1 April 2017.

2. CARERS SERVICES 2017

2.1 Carers Hub – Carers Trust East Midlands

The Nottinghamshire Carers Hub provides a single point of contact across Nottingham City and Nottinghamshire County. The Hub offers information, advice and support, including statutory Carers Assessments and support plans where required as per The Care Act 2014, group and individual support, mindfulness, counselling, and working proactively with health care and social care professionals to increase understanding of the importance of supporting carers. The work of the Hub includes proactive outreach and promotion targeting carers from the BAME communities, to ensure that they are supported adequately and equitably. The Hub provides a range of services, including

- Carers Assessments – assessment of carers' needs, to the appropriate level required by the carer, as per The Care Act 2014.
- Support plans following on from the Carers Assessment where needed.
- Emergency planning, for carers to ensure that support is available should an emergency occur involving the carer or the cared-for person, including provision of Carers I.D. cards.
- Group support sessions, regular drop-in sessions including carers clinics in GP practices, and telephone support.
- Counselling – group, face to face and telephone counselling options available.

- Training on being a carer, and signposting to specific training relating to the condition of the cared-for person, provided by other providers.
- Training for professionals on working with carers.
- Collating information on resources available to support carers in Nottingham City.

The Hub also works proactively with the Action for Young Carers service to develop support for young adult carers aged 18+, since this has been identified as a gap in provision.

2.2 Carers Respite - Carers Trust East Midlands

The Carers Respite service is a single inclusive respite service, providing timely breaks for carers, to prevent carer breakdown, ensure that carers are supported to remain in their caring role, and prevent avoidable crises. The service includes occasional, emergency, End of Life care or regular planned respite for carers of citizens unable to access respite through Adult Social Care. The service includes:

- A flexible, responsive, tailored service to the Carer and cared-for citizen.
- A sitting service with the cared-for person while the carer goes out.
- Activities that the cared-for person can take part in (either in their home or go out to attend, depending on needs.)
- Weekend support as well as week day and evenings, including specific tailored respite for citizens with mental health conditions and learning disabilities.
- Including carers in designing and planning individual care packages for the cared-for citizen.

2.3 Action for Young Carers - Carers Federation

Action for Young Carers works proactively with schools, health care and social care professionals to increase the identification of young carers. The service provides a range of personalised, holistic family support to reduce inappropriate caring roles and improve young carers' quality of life. Action for Young Carers provides a range of services which young carers will have access to, including:

- Information, advice & support across Health, Social Care and schools.
- Providing Young Carer statutory assessments (whole family approach).
- Person-centred support and information to young carers and their families.
- Group based support and activities for young carers, including provision for transport and sitting to enable young carers to attend where this is needed.
- Young Carers app.
- Emergency planning, including a Young Carers' I.D. card.
- Training for professionals on identifying young carers and the impact of being a young carer, signposting to specific training relating to the condition of the cared-for person, provided by other providers.

Action for Young Carers has clear safeguarding protocols and referral arrangements in place with both the Adults and Children's teams, to ensure that young carers and their families receive appropriate support, and young carers are not carrying out inappropriate caring roles. All front line support workers within Action for Young Carers are Priority Family leads and have completed compulsory Priority Family training.

Action for Young Carers works proactively with the adult Carers Hub to develop support for young adult carers aged 18+, since this has been identified as a gap in provision.

3. OUTCOMES AND PERFORMANCE

3.1 Expected Outcomes

The expected outcomes of the Carers Support Services, in line with the National Carers Strategy: Second Action Plan 2014-2016, are as follows –

- To improve carers' quality of life
- To increase the identification and recognition of carers.
- Improved physical and emotional well-being for carers.
- Carers feel more resilient, and better able to continue in their caring role.
- To reduce inappropriate caring roles and the impact of caring on young carers.
- Better/more joined up personalised support for both the carer and the cared-for citizen.

- Carers are able to fulfil their educational and employment potential, and to have a family and community life.

3.2 Performance Management

Performance is managed by Nottingham City Council Contracts Management team. Providers report against robust indicators, and provide a narrative report detailing progress and any issues. Quarterly reports include quantitative and qualitative measures. Performance-related pay elements are included in the Carers Hub contract to incentivise carrying out statutory Carers Assessments, and supporting carers from BAME communities.

A more detailed evaluation takes place annually to review the impact of the services, including annual visits to services. Measurement of the outcomes of individual carers is to be carried out using Carers Outcome Stars (<https://professionals.carers.org/carers-star>) and included in annual reports.

3.3 Performance to date

As noted, services have been in place since April 2017. In the first half of 2017/18 –

- 672 statutory Carers Assessments were carried out (more than twice the number carried out during 2016/17). All of these carers assessed also had support plans developed and all actions in the support plans were fully implemented.
- Over 20% of all carers contacted, assessed and supported were from BAME communities, in line with targets and wider commissioning expectations.
- Demand for counselling through carers support has decreased due to access to preventative activities such as higher levels of emotional support, mindfulness and coping sessions.
- Demand for respite is within capacity, and many carers accessing respite are carers of a person with a mental health condition, carers who themselves have a mental health condition, or are in mutual caring situations.

4. PUBLISHED DOCUMENTS REFERRED TO IN COMPILING THIS REPORT

4.1 Policies and Strategies

- The Care Act 2014
- The Children and Families Act 2014
- The Young Carers (Needs Assessments) Regulations 2015
- The National Carers Strategy 2014-16 (DoH, October 2014)
- Working Together to Safeguard Children (DfE – 2015)
- 2016/17 Better Care Fund Policy Framework (DoH 2016)
- Nottingham City Joint Carers Strategy 2012 to 2017 (Nottingham City Council, NHS Nottingham City CCG, 2012)
- Nottingham City Children and Young People's Plan 1 year refresh 2015/16 (Nottingham Children's Partnership, 2015)
- 'No wrong doors: Working Together to Support Young Carers and their Families' (Nottingham City Council, 2015)

4.2 Documents

- 2011 Census (Office for National Statistics, 2011)
- Hidden from view: The experiences of young carers in England (The Children's Society, 2013)
- Commissioning for Carers: Key Principles for Clinical Commissioning Groups (Carers Trust, 2013)
- Eyes on the evidence: Physical and mental health of carers (NICE, October 2015)
- An integrated approach to identifying and assessing Carer health and wellbeing (ADASS; Children's Society; ADCS; Carers Trust, 2015)
- Young Carers' Needs Assessment Guidance (ADASS; Children's Society; Carers UK; Carers Trust, 2016)
- Nottingham City Joint Strategic Needs Assessment: Carers (Nottingham City Council, NHS Nottingham City CCG, January 2017)
- State of Caring 2017 (Carers UK, 2017)