

Report for: Cabinet Member Signing, 11th February 2016
Item number: 3
Title: Proposal for a new model of carers' support services
Report authorised by : Beverley Tarka, Director for Adult Social Services.



Lead Officer: Charlotte Pomery, Assistant Director for Commissioning.

Ward(s) affected: All

Report for Key/
Non Key Decision: Key Decision

1. Describe the issue under consideration
 - 1.1 The Corporate Plan, Building a Stronger Haringey Together, sets out the priority of enabling people to live healthy, long and fulfilling lives with control over what is important to them (Priority 2, Corporate Plan 2015-18). For service users of adult social care, carers play a crucial role in supporting them to do this.
 - 1.2 The Care Act 2014 has laid out the need for Councils to treat carers on a parity with service users, setting out that the requirements with regard to carers are equivalent to those with regard to service users themselves, in recognition of the huge contribution they make both at an individual and population level to health and wellbeing. The Care Act Statutory Guidance states that the core purpose of adult care and support is to help people to achieve the outcomes that matter to them in their life and that the local authority needs to be guided by a focus on the needs and goals of the person concerned. This focus applies equally to adults with care and support needs and their carers.
 - 1.3 The requirement for equivalence between users and carers and for a focus on outcomes has led to a rethinking of the current approach to adult carers, which recognises their wider care and support needs, including for opportunities and respite.
2. Cabinet Member Introduction

2.1 Under the Care Act 2014 carers will have a right to be assessed, where they appear to have a need for social care services. This obligation is currently being met in inconsistent ways across services as there is no one pathway for carers.

2.2 Preliminary engagement with carers has highlighted the ways in which support from carers' services has a positive impact on their wellbeing.

2.3 We need to change the way that we work, to continue to deliver services which ensure equity for those assessed as needing care and support; shifting from providing high cost services, to supporting people to live independently and make use of community services as far as possible. We need to work with our staff, partners and communities to develop community support for people when they need it.

2.4 This consultation process now offers service users and carers the opportunity to express their views and feelings, so that users and carers can be involved and contribute to the development of new service models.

3. Recommendations

3.1 To consider the options appraisal and preferred model for carers' support services to be delivered in the community;

3.2 To approve Option 3 that provides for a holistic carers' support services delivered by an external provider;

3.3 To approve for consultation with stakeholders for a period of 30 days the proposed new model of carers' support service and as set out in paragraph 1.5 in Appendix 1 below.

3.4 To delegate to the Director of Adult Services and the Assistant Director for Commissioning the authority to agree the final model for the new carers' support service, following due consideration of the feedback from the consultation.

4. Reasons for decision

4.1 There is a clear case for change. Haringey faces a number of challenges in improving the health and wellbeing of its adult population. The Corporate Plan Priority 2 has identified that this needs to change to enable adults to live a healthy and independent life where possible. Adult carers are crucial to this vision, as they provide key emotional and practical support to service users of social care. Maintaining the wellbeing of carers is therefore a priority.

4.2 The objective of supporting carers is also an obligation under the Care Act 2014, through which nationally set eligibility criteria are now in place.

4.3 Through active promotion of the changes in the Care Act, there is an expected rise in the numbers of carers who come forward for an assessment. While it is not clear

what the demands on carers' services will be, the population is expected to rise by 5.3% in the over 65 populations, which suggests the number of carers for this population will also increase, at the same time, there are significant reductions in the budget across all local authorities. Carers provide important support to the people they care for. According to 2011 census data, there are up to 19,000 carers within Haringey, of whom a small fraction receive support. In order to meet this growing demand, carers' services must be transformed to ensure better value for money, and an improvement in the outcomes for carers.

4.4 The Care Act 2014 laid out the need for councils to treat carers on parity with service users in a number of ways. The Care Act specifies that carers are now entitled to an assessment, where they appear to have needs for support, and to support planning. The Council currently provides support to carers through direct payments as part of a historical legacy from the 'Take a break' service; however, the Council now needs to provide support in forms beyond this, which the proposed model aims to do. The Council is currently also facing significant pressures in its capacity to carry out the large numbers of carers' assessments required per year.

5. Alternative options considered

5.1 Alternative options have been considered, including keeping the service as it currently is, keeping the service in house with additional social work staff, and commissioning to carry out carers' assessments in a separate contract from the carers' support service.

5.2 The alternative options were not considered to be viable, in light of Care Act requirements and the volume of carers' assessments required to be carried out annually.

5.3 The options appraisal is discussed in more detail in the sections below.

6. Background information

6.1 The Council currently responds to carers requiring support in a number of ways.

6.2 Carers' assessments are provided by social workers, reviewing officers, or care managers (henceforth called 'Assessment and care management staff') within Adult social services. However, there is no one role or team where carers can get support or a follow up. Carers requesting assessment can get an assessment at the same time as their cared-for person, via assessment and care management staff, or ask for an assessment from the Integrated Access Team and be added to the queue for assessments. However, carers following up to check the progress of their assessment have no clear point of contact as there is no one team assigned to carry out carers' assessments.

- 6.3 Following assessment, carers are provided with a discretionary sum of £100, £200 or £300, or in kind support, which was originally linked to a service to support carers to take breaks. While this breaks service no longer exists, carers have continued to receive funding so they can purchase support, while the Council has looked for alternative support services. However, there is no system currently in place to monitor the outcomes for carers who get this resource, so it is possible to determine neither its impact on the lives of carers nor whether it offers value for money. Whilst carers may wish for other kinds of support, rather than funding for breaks, there is no current mechanism for identifying what services carers would like in place.
- 6.4 The Carers' Register is maintained in Commissioning and means that carers can register with the Council to enable information to be forwarded to them and discretionary rates in a number of areas.
- 6.5 A carers' support service is commissioned in the community from a voluntary and community sector provider and offers a range of support to carers, including peer support, information and advice and opportunities to access education and employment. The service is also providing a weekly drop-in/advocacy support at the Carers Hub.
- 6.6 The number of carers receiving a service between 1st April 2014 and 31st March 2015 was 811, of whom 755 received a Direct Payment or Personal Budget as mentioned above. To put this into context, the number of people receiving long term support within the community was 2,355 as at 31st March 2015, 87.10% of whom also received either a Personal Budget or a Direct Payment.
- 6.7 A number of issues with the present arrangements have been identified, these include:
- 6.7.1 Carers find the system fragmented and confusing.
 - 6.7.2 Delays between the Carers' Assessment having been completed and payment to the carer.
 - 6.7.3 Limited capacity to identify and support new carers particularly those who may not be in touch with adult social care but who are shouldering significant responsibilities.
 - 6.7.4 Limited ability to respond to carers in a preventative way or to offer support early which may enable them to carry out their caring responsibilities for longer.
 - 6.7.5 No unified response to meet the needs of carers and limited opportunity for facilitating peer support and a more enabling approach.
- 6.8 In response to these issues, an options appraisal for the future delivery of carers' support services has been carried out. The options appraisal considered four options – to retain the services as they are, to enhance in-house provision, to move to an external provider for a holistic carers' service and to move to external provision for carers' and other assessments. The options appraisal is set out in

Appendix 1 of this report and Option 3 is the recommended model for the new service.

- 6.9 Following this appraisal, it is proposed that a new model of carers' support, enabling better outcomes for carers and financially sustainable, be implemented. This model would bring together a number of functions for carers into a single, community based provision, commissioned externally. This provision would support identification of carers as well as providing information, advice and guidance to carers from an early stage across a whole range of areas including training, understanding of the condition (for example, dementia) of the person they care for, housing and accommodation and welfare benefits. The provision would facilitate peer support and signpost to opportunities for carers in the community. The new combined services would also deliver the assessment function, the provision of carers' support and the Carers' Register all of which are currently provided by the Council. The new service would be commissioned to meet the requirements to enable carers to have a life outside caring offered by the current payment system.
- 6.10 Carers have been actively involved in the design of the proposed service model and have already had input to the draft specification which has a strong focus on outcomes for carers and moves away from the current payment based approach following assessment.
- 6.11 It is proposed that funding for the service comes from the current budget for the service commissioned in the community, the budget for payments to carers and part of the assessment budget for adult services. The current budget for the Carers' service amounts to £32,500, while the Adult Social Services budget for carers is £66,000. This current combined value of £98,500 will be changed to £150,000 per annum to enable the provider to take on the additional functions of maintaining the carers' register and carrying out carers' assessments and support planning.
- 6.12 The proposed future model would enable carers to access support services, co-designed with the carer, which would enable the carer to have a higher quality of life, and which would be evaluated to prove their contribution to the carer's wellbeing. Carers who are currently using the externally provided Carers' service, for example, can access first aid and manual handling training, advocacy and support through coffee mornings. These services are shown to contribute to the long term wellbeing of carers, while there is no data to support the contribution which cash payments currently make to improved wellbeing outcomes.
- 6.13 The Care Act 2014 for the first time enabled both private sector and voluntary sector organisations to undertake carers' assessments on behalf of a local authority. Under the New Operating Model for Adults that was approved by Cabinet in June 2016, the council is committed to exploring alternative delivery models to deliver services such as assessments, if it is more effective to do so.

- 6.14 It is proposed that a 30 day consultation now be carried out with carers currently registered with Haringey council, and with the wider public. The consultation will ask for views on:
- 6.14.1 The proposal to change the pathway for registering as a carer, getting carers' assessments and support planning, through one point of contact.
- 6.14.2 The carers' assessment function being delivered through an external provider, where it had previously been solely delivered by in-house Assessment and care management staff.
- 6.14.3 The proposed changes to the way support is delivered, with direct payments being replaced, where appropriate, by different forms of support planning that are more specifically linked to helping the carer achieve the outcomes that would benefit their wellbeing, and their caring roles.
- 6.15 Following the 30 day consultation period, it is proposed that, after due consideration has been given to the feedback from the consultation, a decision is taken on the future model for the delivery of carers' support services in Haringey and implementation of this decision gets underway.
- 6.16 Carers make a hugely significant contribution to supporting adults with social care needs in the borough. The proposals set out above seek to ensure that the response to carers is Care Act compliant and fully outcomes focused, enabling them to enjoy a better quality of life and to maintain their caring responsibilities for longer.

7. Contribution to strategic outcomes

- 7.1 The proposals set out in the report will assist the Council to meet the objectives of Priority 2 of the Corporate Plan, Empowering adults to lead healthy and fulfilling lives and to meet Care Act requirements in respect of carers.

8. Statutory Officers comments (Chief Finance Officer, Procurement, Assistant Director of Corporate Governance, Equalities).

8.1 Finance

- 8.1.1 This report proposes a new service specification that has been updated and expanded in line with the new responsibilities for Carers set out in the Care Act. The cost of the service is expected to be £150,000. Funding already exists across the Adults and Commissioning budgets to the sum for services to carers; this amounts to £98,500 that can be applied to this contract.
- 8.1.2 The January Cabinet report on the MTFs proposed that £1.2m of additional funding for Care Act responsibilities should be made available to Adult Social Care services. The additional £51,500 required for this contract will be funded from this.

8.2 Procurement

8.2.1 The Head of Procurement notes the intention to include the provision for carers' assessments, maintaining the carers' register, and providing support planning for carers, when the current Carers' service is re-commissioned in 2016.

8.3 Legal

8.3.1 Cabinet is being asked to approve for consultation the proposed model for carers support services and to discharge the Council's statutory obligations under the Care Act 2014 ("the Act"). A carer is defined as an adult who provides or intends to provide care for another adult needing care. Care includes the provision of practical or emotional support. This definition is subject to the proviso that those who care on a contractual or volunteering basis are not considered to be carers. However, if the Council thinks it is appropriate for such an individual (even if there is a contractual or volunteering element to the relationship) to be treated as a carer, then it may do so.

8.3.2 Section 1 of the Act (*Promoting individual well-being*) requires the Council when exercising its care and support functions in respect of an individual, to promote the individual's wellbeing. "Well-being", in relation to an individual, means that individual's (a) personal dignity (including treatment of the individual with respect); (b) physical and mental health and emotional well-being; (c) protection from abuse and neglect; (d) control by the individual over day-to-day life (including over care and support, or support, provided to the individual and the way in which it is provided); (e) participation in work, education, training or recreation; (f) social and economic well-being; (g) domestic, family and personal relationships; (h) suitability of living accommodation; and (i) the individual's contribution to society.

8.3.3 Section 2 of the Act (*Preventing needs for care and support*) requires the Council to provide or arrange for the provision of services, facilities or resources, or take other steps, which it considers will contribute towards preventing, delaying or reducing individuals' needs for care and support, or the needs for support for carers.

8.3.4 Section 4 of the Act (*Providing information and advice*) require the Council to provide an information and advice service in relation to care and support for adults, and support for carers. The service should include information on how care and support operates in the Council's area, how to access it, what services and providers are available, how to access independent financial advice and how to raise concerns about the safety or well-being of a person with care needs.

8.3.5 Section 10 of the Act (*Assessment of a carer's needs for support*), requires the Council to carry out carer's assessment, where it appears that a carer may

have needs for support at that time, or in the future. The duty to assess applies regardless of any views the Council may have about the level of a carer's needs for support or the financial resources of either the person needing care or the carer. The aim of the assessment is to determine whether a carer has support needs either currently or, possibly, in the future and what those needs may be. The Council must involve the carer and any other person nominated by the carer, when carrying out a carer's assessment.

- 8.3.6. Under Section 8 of the Act (*How to meet needs*) there are many ways in which the Council can meet an adult and carers need for care and support. The section lists some general examples of the types of care and support that could be arranged or provided to meet the needs of both adults needing care and carers. This include a) accommodation in a care home or in premises of some other type; b) care and support at home or in the community; c) counselling and other types of social work; d) goods and facilities; and e) information, advice and advocacy. In meeting any adult's needs, the Council may provide a service itself or arrange for a service to be provided by another organisation. The Council may also make a direct payment in lieu of a service, or undertake any combination of these approaches.
- 8.3.7 Under Section 13 of the Act (*The eligibility criteria*) when an adult is found to have care and support needs following a needs assessment or in the case of a carer, support needs following a carer's assessment, the Council must determine whether those needs are at a level sufficient to meet the "eligibility criteria" which are set out in the regulations. If the adult or carer meets the eligibility criteria, the Council must establish the adult's ordinary residence and consider the support (of whatever form) that could be provided to meet those needs.
- 8.3.8 Under Section 20 of the Act (*Duty and power to meet a carer's needs for support*), the Council is required to meet a carer's eligible needs for support. This duty apply in circumstances where the adult needing care is ordinarily resident in the Council's area; and, the carer has been assessed by the Council and has been determined to have eligible needs for support.
- 8.3.9 Under Section 79 (*Delegation of local authority functions*), the Council can delegate the majority of their care and support functions including assessment to a third party organisation. In doing so they must ensure that the body carrying out an assessment complies with all the requirements and fulfils all relevant duties under the Act and regulations. The Council may impose conditions on the way the third party may exercise the function.
- 8.3.10 There is a common law duty on the Council to consult with service users, carers, providers, employees and other stakeholders that are likely to be affected by its proposals for carers support services in the borough. The consultation must take place at a time when the proposals are still at their formative stages. The Council must provide the consultees with sufficient information to enable them properly to understand the proposals being

consulted upon and to express a view in relation to it. The information must be clear, concise, accurate and must not be misleading. The consultees must be given adequate time to consider the proposals and to respond.

- 8.3.11 The Council must give genuine and conscientious consideration to the responses received from the consultees during the consultation before making its final decision on the proposals.
- 8.3.12 As part of its decision making process, the Council must have "due regard" to its equalities duties. Under Section 149 Equality Act 2010, the Council in exercise of its adult care and support functions, must have "due regard" to the need to eliminate unlawful discrimination, advance equality of opportunity between persons who share a protected characteristic and those who do not, foster good relations between persons who share a relevant protected characteristic and persons who do not share it in order to tackle prejudice and promote understanding. The protected characteristics are age, gender reassignment, disability, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Council is required to give serious, substantive and advance consideration of the what (if any) the proposals would have on the protected group and what mitigating factors can be put in place. This exercise must be carried out with rigour and an open mind and should not be a mere form of box ticking. These are mandatory consideration.
- 8.3.13 The responses to the consultation on the proposals, the EQIA of the proposals and the steps being taken to mitigate the impact, the general duties of the Council under the Care Act referred to above, all must be considered before the Council makes its decision on the proposals.

8.4 Equality

- 8.4.1 An Equalities Impact Assessment has been carried out and will be updated further following consultation. This Assessment identifies that there could be positive impacts from the proposed changes to carers' support services in the borough, through enabling a clearer focus on both outcomes and the pathway to assessment and support for all carers. It acknowledges that many carers are in the protected groups, a number being themselves older people for example, and suggests that the consultation will pick up further information on potential impacts.
- 8.4.2 Further information about carers, including their protected characteristics, will be collected during the consultation. The consultation will also allow carers to provide feedback, which will be taken into consideration when shaping the final specifications for the new service.

9. Use of Appendices

9.1 Appendix 1: Corporate Plan Priority 2 - Options appraisal of delivery model for Carers' support services to inform Cabinet decision

9.2 Appendix 2: Draft consultation questions

10. Local Government (Access to Information) Act 1995

10.1 'New Operating Model for Social Services,' 16th June 2016.

10.2 'Haringey's Corporate Plan 2015-18'.