

TELFORD & WREKIN COUNCIL

CABINET - 6 DECEMBER 2012

**DEVELOPMENT OF A POOLED BUDGET (SECTION 75 AGREEMENT)
FOR CARERS SERVICES**

REPORT OF: ASSISTANT DIRECTOR CARE and SUPPORT

LEAD CABINET MEMBER – CLLR LIZ CLARE

PART A) – SUMMARY REPORT

1. SUMMARY OF MAIN PROPOSALS

Carers provide unpaid care by looking after an ill, frail or disabled family member, friend or partners. Caring can take its toll on your finances, your health, and your social life and on your family and work commitments. However, given reasonable level of support and understanding carers are prepared and able to go to great lengths to care for their loved ones

The Council and the PCT have a long history of partnership working. Joint commissioning is a critical element of effective partnerships and has driven the strategic development of carer's services for a number of years. The current strategic framework for carers is set within the context of national guidance and expectation in relation to supporting carers, but is also reflective of local needs and priorities. The strategic framework includes:

Information, life long learning, skills to provide care and support, respite care, financial security, quality services, equal support and responding to emergencies. (See Annex 1-making connections with adult carers)

This paper proposes the establishment of a Pooled Budget (Section 75 Agreement) for Carers and to be hosted by Telford and Wrekin Council in partnership with the Clinical Commissioning Group (CCG), to become operational from 1st April 2013. This proposal will maximise the use of available resources and also ensure the required delivery of national and local policy guidance. It will maintain ongoing service development and improvement at a local level, building on the firm foundations established over the last four years

2. RECOMMENDATIONS

It is recommended that members:

- **endorse the proposal to develop a Pooled Budget for carers and delegate authority to the Assistant Director Care & Support in consultation with the Cabinet Member for Care & Support to complete and sign the required agreement.**

- note the proposed governance arrangements which will be subject to further consultation in relation to the developing Health and Well-being Board.

SUMMARY IMPACT ASSESSMENT

COMMUNITY IMPACT	Do these proposals contribute to specific Priority Plan objective(s)?	
	Yes	<p>Council's priority:</p> <ul style="list-style-type: none"> • Improve the health and well-being of our communities and address health inequalities. <p>Health and Well- being priority:</p> <ul style="list-style-type: none"> • Improve Carer's Health and Well-being
	Will the proposals impact on specific groups of people?	
	Yes	Will specifically impact on those people who have caring responsibilities.
TARGET COMPLETION/DELIVERY DATE	<i>1 April 2013</i>	
FINANCIAL/VALUE FOR MONEY IMPACT	Yes	The Council budgets proposed to be transferred into the Pooled arrangement of around £340k are existing budgets. Total Health funding proposed to commit to the arrangement is £195k. Careful consideration of the Governance arrangements in the legal agreement is needed. These arrangements will change the Council's control over the way the funding is used. The extent of the change in control of the funding will be determined by the terms of the final legal agreement. RP 7/11/12
LEGAL ISSUES	Yes	Section 75 of the National Health Service Act 2006 governs the formation of a pooled budget made up of contributions by both parties "out of which payments may be made towards expenditure incurred in the exercise of both prescribed functions of the NHS body or bodies and prescribed health-related functions of the (local) authority or authorities" ; the exercise by an NHS body of a local authority's prescribed health-related functions in conjunction with the exercise of the NHS body of its prescribed functions ; the exercise by a local authority of an NHS body's prescribed functions in conjunction with the exercise by the local authority of its prescribed health-related functions and the provision of staff, goods or services or the making

of payments between the two partners. The flexibilities can be used together, for example, where one partner takes on the role of commissioning services for both partners and managing existing services and staff, whether or not the partners retain separate budgets. Alternatively, the partners could establish an integrated service, where staff are integrated and services pooled and managed by one partner through a pooled budget.

The [NHS Bodies and Local Authorities Partnership Arrangements Regulations 2000 \(SI 2000/617\)](#) (as amended) set out the rules governing such partnerships in England

Primary Care Trusts (PCTs) and Strategic Health Authorities (SHAs) are to be abolished with effect from 1 April 2013 under the Health and Social Care Act 2012. There will not be directly equivalent bodies in the new NHS structure. The HSCA 2012 provides for some functions of PCTs to pass to the NHS Commissioning Board (NHSCB), some to local authorities and some to Clinical Commissioning Groups (CCGs). On transfer, however, many of those existing functions will be performed within a very different framework. The NHSCB will commission some services directly itself and will otherwise regulate the commissioning activities of CCGs which will commission the majority of NHS services.

The HSCA 2012 transfers to local authorities and the commissioning consortia (CCGs) in their area the existing duty in the NHSA 2006 requiring local authorities and PCTs to produce a Joint Strategic Needs Assessment (JSNA). To this is added a further duty requiring the local authority and the CCGs to prepare a joint health and wellbeing strategy (JHWS), which is a “strategy for meeting the needs included in the [JSNA] by the exercise of functions of the authority, the NHSCB or the consortia”. In preparing this JHWS, consideration must be given to the extent to which the needs could be met more effectively by arrangements under Section 75 of the NHSA 2006 (arrangements between local authorities and NHS bodies) rather than in any other way.

OTHER IMPACTS, RISKS & OPPORTUNITIES	Yes	By formally pooling resources this mitigate risks across the partnership as the governance and reporting arrangements are detailed within the legal agreement. There is an opportunity to maximise use of available resources to support carers recognising that without unpaid carers support the financial burden to both health and social care would be significantly increased.
IMPACT ON SPECIFIC WARDS	Yes	Borough-wide impact

PART B) – ADDITIONAL INFORMATION

3. INFORMATION

3.1 Background- National and policy context

The National Careers' Strategy, published in 2008, has five objectives for carers to be achieved by 2018:

- Recognised and supported as an expert care partner
- Enjoying a life outside caring
- Not financially disadvantaged
- Mentally and physically well; treated with dignity
- Children will be thriving, protected from inappropriate caring roles.

The Coalition Government refreshed this strategy retaining these aims but inserting four priority areas:

1. Supporting early self-identification and involvement in local care planning and individual re planning
2. Enabling carers to fulfill their educational and employment potential
3. Personalised support for carers and those receiving care
4. Support carers to remain healthy

In addition the NHS Operating Framework also details specific expectations in relation to its obligations to carers which stipulates that Primary Care Trusts (PCT's) are expected to work with Councils to develop and promote respite opportunities which reflect the personalisation agenda where carers are able to receive a break away from their day to day carering role.

3.2 Local Policy

Within Telford and Wrekin, through Joint Commissioning the local policy has been to support family carers and develop service improvements to increase the level of support offered thereby maintaining health and well being. The Telford and Wrekin Multi- Agency Strategy for Carers (2008-2011) is available on the PCT and Council's web-sites The strategic framework for carers is provided in Annex 1 which is reflective of the national expectations and key priorities.

The Multi- Agency Strategy for Carers is supported by an action plan of improvement. Progress against this action plan is monitored by the Carers Partnership Board. The Board is also connected to a vibrant carers' forum and supported by the Carers Contact Centre.

The Carers Partnership Board is chaired by an independent chair who was previously a family carer. This has established levels of governance, accountability, informal scrutiny and ensured regular and ongoing communication between family carers, key organisational stakeholders and named officers from both authorities.

The consequence of this policy can be evidenced through a range of initiatives and some illustrative examples /achievements to date are provided in Annex 2.

3.3 Proposal

Telford and Wrekin Council and NHS Telford and Wrekin (PCT) has a strong track record of partnership working and there is a number of pooled budget agreements in place for example Adults with Learning Disabilities, Substance Misuse, Joint Commissioning among others.

This paper proposes the establishment of a Pooled Budget for Carers across Telford and Wrekin Council and the Clinical Commissioning Group (CCG) to become operational from 1st April 2013. This action will maximise the required delivery of national policy guidance and maintain ongoing service development and improvement at a local level, building on the firm foundations established over the last five years.

A pooled budget enables health and the Council to make financial contributions to a single fund to achieve specified and mutually agreed aims and objectives. It sets out the aims, accountabilities, governance arrangements, shared risks, financial arrangements as well as including details of the nature and type of services to be pooled.

It is proposed that the Council take a lead role in the commissioning and development of carers services which would enable the CCG to discharge it's responsibilities to Carers via the Local Authority

It is proposed to pool the allocated resources as detailed in financial implications. Co-ordination of this work will be maintained via the role of a jointly funded Commissioning Officer post. Currently, this position is located within NHS T&W (PCT). It is proposed that the post is secured via the pooled arrangement, and is funded jointly by the two authorities.

Partners will need to consider the human resource implications within the context of the current joint commissioning arrangements.

It is proposed that the Carers Pooled Budget be monitored through the Carers Partnership Board, which would have reporting links through to the Health and Well-being Board. It is proposed that formal accountability of the Pooled Budget be to the Health and Wellbeing Board or in due course it's designated sub-committee. In addition it is proposed that both parties receive an annual report to ensure that any changes/ variations are mutually considered and agreed between the parties.

3.4 Benefits

The proposal to pool designated resources including the post of Joint Commissioning Officer , reflects the commitment of both organisations (as captured in the agreed joint health and well being strategic priorities) to maintain the existing profile and continue service development and improvement. Maintaining the dedicated resource will enable further work to be undertaken to implement the refreshed Carers Strategy and associated action plan.

A joint approach would:

- ensure maximum use of the limited resources available and remove any potential duplication.
- ensure the overall governance will be maintained through the Health and Well-being Board, and the Carers Partnership Board and
- important networking will be maintained ensuring that family carers have a confidence about who to contact' and clarity of the vision and direction for family carer services in the future.

3.5 Patient & Public Engagement

The development of the strategy and the action plan of improvement are based on the Joint strategic Needs Assessment (JSNA). Detailed work has taken place during the first half of 2012 to develop a clear statement on Carers within the current JSNA. In producing the above documentation detailed and ongoing engagement occurred between January and June 2012 with Carers and other key stakeholders including evidence provided by Department of Health Survey for Carers, liaison with the Carers Forum, feedback from the Carers Contact Centre and other carers services

Some statistics from the JSNA include:

- In Telford and Wrekin it is estimated that 16,200 people over 18 are providing unpaid care. Carers are more likely to be female and the largest proportion is aged 35-64.
- The reported health of carers is below national average. Carers' health is poorer than that of non carers, and the more hours spent caring, the poorer the reported health of carers.

4. **IMPACT ASSESSMENT – ADDITIONAL INFORMATION**

5. **PREVIOUS MINUTES**

None

6. **BACKGROUND PAPERS**

Annex 1
Annex 2

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Time-Off

(Opportunities for a break)

- Respite (Carer for)
- Flexible carer respite options
- Leisure initiatives: e.g Ironbridge Carers Pass / Flexi Card Cinema pass/
- Electronic Aids to independent living

Quality Services and Having Your Say

- Partnership Boards: Carers influencing policy and services
- Carer Forums
- Carer participation in commissioning and monitoring services
- Performance: Intelligence and data collection
- Promotion with LINKs

Information

- Access to a wide range of information and updates
- Development of web and electronic based information
- Assessment: First contact and complex: Yearly reviews
- Job Centre Plus: Carer Partnership Adviser
- Advocacy
- Housing
- Transport: Accessibility/Concessions

Life Long Learning

- Distance learning
- Volunteer development
- Community and Peer Support
- Access to local education resources

Skills to Care & Support

- Professional carer awareness training
- Carer 'skills to care' workshops.
- Carer Health check
- Access to psychological support.
- Admiral Nursing
- Moving and Handling advisor

MAKING CONNECTIONS WITH ADULT CARERS

Financial Security

- Benefit / Income maximisation
- Money advice
- Entering residential nursing care
- Financial governance regarding Carer Budgets and other carer monies

Equal Support

- Access to carer grants
- Transition support for young carers 18-24 plus other transition phases during adult life.
- Minority groups access to services
- Range of advocacy services
- Development of flexible care arrangements - Personal Budgets, brokerage and self directed care
- Balancing work with caring and home life

Emergencies

- Planning to reduce occurrence of crisis.
- Emergency carers response service
- Statutory assessments

Annex 2-Achievements to date

The following provides evidence of the positive development of a range of initiatives to support carers, which includes:

- Functioning and well regarded Carers Partnership Board.
- Established Carers Forum which links into the Carers Partnership Board to ensure voice of carers is at the heart of carers services.
- Provision of support service to help carers in their careering role for example moving and handling and prevent physical ill health due to poor posture and use of wrong lifting techniques).
- Established Admiral Nursing support for carers to support people who care for someone with dementia.
- Developed an emergency response service for carers. This service is a responsive service when carers have a crisis and support the cared for a period of up to 72 hours to allow alternative arrangements to be put in place.
- Raised awareness of carers e.g. publication of carers handbook, carers leaflet, carers newsletter.
- Developed carers 'me time' for example art classes
- Developed carer's passport which provides opportunities for recreational respite.
- Additional investment via the NHS has been made to provide carers; including young carers with breaks from their caring responsibilities in recognition of the vital role they play. This has also highlighted the need for increased priority to support young family carers which will be reflected in the refreshed Strategy.
- Reviewed Carers Contact Centre service level agreement which provides low level preventative support to carers to ensure support is more targeted and evidenced by outcomes.
- Developed carers support relating to alcohol and substance misuse with NACRO and IMPACT. This has raised the profile of providing specialist therapeutic interventions.