

**Oxfordshire Clinical Commissioning Group
Board Meeting**

Date of Meeting: 26 January 2017	Paper No: 17/07
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Title of Presentation: Services for Carers-Outcome of Joint OCCG-OCC consultation
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Is this paper for (delete as appropriate)	Discussion		Decision	✓	Information	
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<p>Purpose and Executive Summary: At its meeting on 20 December 2016 OCCG Executive approved option 27a regarding the future provision of services for Carers in Oxfordshire as set out in the attached paper. The options were developed following a joint consultation carried out by OCCG and Oxfordshire County Council.</p> <p>This paper sets out the conclusions from the consultation and the plans to invest in new services for carers as agreed by Executive.</p>

<p>Financial Implications of Paper:</p> <ul style="list-style-type: none"> Investment of £1.2m over 3 years from 2017-19 (at 1617 budget values) Savings of £807k over 3 years from 2017-19 (at 1617 budget value)

<p>Action Required: OCCG Board is asked to</p> <ol style="list-style-type: none"> Note the outcome of the consultation Ratify the decision of the OCCG Executive

NHS Outcomes Framework Domains Supported (please delete tick as appropriate)	
✓	Preventing People from Dying Prematurely
✓	Enhancing Quality of Life for People with Long Term Conditions
✓	Helping People to Recover from Episodes of Ill Health or Following Injury
✓	Ensuring that People have a Positive Experience of Care
✓	Treating and Caring for People in a Safe Environment and Protecting them from Avoidable harm

Equality Analysis completed (please delete tick and attach as appropriate)	Yes	No ✓	Not applicable
Outcome of Equality Analysis			

Author: Diane Hedges, Chief Operating Officer	Clinical Lead: Dr Barbara Batty
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Purpose of this Paper

In 2016 OCCG and carried a joint consultation on the future of the Oxfordshire Carers Strategy and on funding for carers services, and in particular on personal budgets for carers. The joint paper agreed with Oxfordshire County Council is attached as Appendix 1.

This paper sets out the decision of the OCCG Executive for ratification and provides further information on how that decision will be implemented for approval.

Decision of OCCG Executive

At its meeting on 20 December the OCCG Executive approved Option 27a as minuted below:

Carers Consultation

Diane Hedges presented the paper explaining it had been out to consultation. There had been few responses but those who had responded had indicated a liking for the carers' budget. The current spend was £177k. The proposal was for OCCG to continue to fund the £177k, which was significantly less than the budget, and this would grow as the number of carers increased. Monies would be kept aside to design services for carers.

Barbara Batty explained there was potential for a proportion of the money to be used to fund a scheme which would make it easier for GPs to complete the referral form with an email referral facilitated by Age UK enabling Age UK to help with assessments if necessary. The advisers could be tied into locality groups.

The CCG Executive agreed to maintain the budget. Proposals would be prepared around how the £200k would be spent and proposed in a Board paper to the January OCCG Board meeting.

Decision of Oxfordshire County Council Cabinet

As this has been a joint consultation the same paper is being considered by Oxfordshire County Council Cabinet at its meeting on 24 January 2017. The decision of Cabinet will be reported at the Board Meeting.

Proposals for the approved investment in Carers services

OCCG Executive approved a plan to reinvest £200,000 per annum in a new service to help carers access help, advice and information that supports them in their caring role.

OCCG is exploring a model of a primary care based *carers prescription service* such as that which is deployed in Surrey. In this model a GP would be able to refer directly to dedicated carers support in each locality from the GP case management system. This would have the benefits of

1. Encouraging the practice to maintain and update its record of carers
2. Enable the GP to specify what type of support that the carer needed to address his/her needs

3. Produce a direct contact between the carer and the service which could then tailor its support to the specific needs of the individual

The service would need to be offer direct advice and information, as well as support to broker access to other services or informed referrals to relevant agencies who might be best placed to meet the carer's needs.

There are a number of ways in which the *carers' prescription service* might be set up and OCCG has a meeting with representatives of the Surrey service (together with carers' representatives) on 18th January. The Board will be updated on the outcome of this meeting.

There would be opportunities to build the *carers' prescription service* into existing services as noted in the minute from the Executive above but these options will be evaluated after we have considered the suitability of the Surrey model and any implementation issues for Oxfordshire.

Conclusion

Board is asked to note the outcome of the joint Carers' consultation with Oxfordshire County Council and to ratify the decision of the Executive to reinvest potential savings in a new service for carers.

Purpose

1. This paper reports on the outcome of the recent consultation on Oxfordshire Carers' Strategy and options for carers' personal budgets and makes recommendations on actions for implementation.
2. Executive/Cabinet is asked to consider and approve the recommendations and actions.

Background

3. Oxfordshire County Council and Oxfordshire Clinical Commissioning Group are committed to working together to raise the quality and improve the impact of health and social care services for both service users and for carers. Oxfordshire County Council takes the lead for most of the contracted services for carers, with Oxfordshire Clinical Commissioning Group leading work to ensure that carers' health needs are supported across the NHS.
4. For adult carers of adults, Oxfordshire County Council currently allocates around £1.6m into core services and support for carers and Oxfordshire Clinical Commissioning Group around £670,000. These core services and support include¹:
 - i. **Carers Oxfordshire** , which includes: information and advice (online, email, phone); face to face support; volunteer befriending; peer support; training for carers
 - ii. **Emergency Carers' Support Service** - provides replacement care when the carer is suddenly or unexpectedly unable to look after the person they care for
 - iii. **Carers' assessment and review and carers' support plan** (which currently may include a **carers' personal budget**)
5. As a consequence of ongoing financial pressures, savings against carers' services totalling £660,000 were agreed by Oxfordshire County Council in February 2016. This included a suggestion that savings could be made by introducing charging for carers' services.

¹ NB Oxfordshire County Council also commissions a range of respite services for adults and children with disabilities to support their carers: daytime support, after school and holiday activities, overnight and longer breaks, and the Young Carers Service for children aged 4 to 18 and young adult carers aged 19 to 25 who have a caring role due to an illness, disability or addiction in their family. These services are funded from other budgets. Oxfordshire Clinical Commissioning Group also funds other initiatives such as [Rally Round](#) and schemes to identify carers.

6. Oxfordshire Clinical Commissioning Group is currently in Financial Recovery as set out in the paper presented to its Extraordinary Board Meeting of 25 August 2016 (see <http://www.oxfordshireccg.nhs.uk/wp-content/uploads/2016/08/Paper-16.59-Update-on-the-CCG-Financial-Plan-and-Financial-Recovery-Actions.pdf>) This situation requires that all new and revised investment that is not in the current plan must be approved by the CCG Executive.
7. Some of the savings required by the council were achieved through the re-procurement of the Carers Oxfordshire service (implemented in April 2016). It was found following investigation that the introduction of charging for carers was not viable and would not produce the savings required. Proposals for releasing funding by redesigning carers' personal budgets were developed, and these proposals were the subject of a public consultation, alongside the refreshed and updated version of the Oxfordshire Carers' Strategy.
8. Oxfordshire Clinical Commissioning Group has noted the underspend on Carers' Budgets since the change in the local commissioning process implemented in April 2016. There has been a concern regarding the risks of a lack of consistency and equity in the personal budget model and GPs have been considering how best to invest limited resources to achieve the greatest impact for the benefit of carers. It is recognised that Carers have a vital role in complementing healthcare for our population.

The consultation

9. The consultation² on these two elements - the Oxfordshire Carers' Strategy and options for carers' personal budgets - ran from 22nd August until 28th November 2016.
10. A total of 51 questionnaire responses were received (25 via the online portal; 26 paper questionnaires) and 6 responses in other written forms) and feedback was also gathered during three consultation workshops for carers, a workshop for service providers and a workshop at the Caring Matters Conference held at the Kassam Stadium on 25th November 2016.
11. The full consultation report is attached at Appendix 1.

Oxfordshire Carers' Strategy

12. The Oxfordshire Carers' Strategy describes how Oxfordshire County Council and Oxfordshire Clinical Commissioning Group will support carers of all ages in the period 2017 - 2020, setting out how we are responding to our duties and responsibilities to carers as stated in national policy and legislation, whilst ensuring that the financial resources we have available to support carers in Oxfordshire are used effectively and efficiently.

² Supporting documentation for the consultation can be found at: <https://consultations.oxfordshire.gov.uk/consult.ti/Carers/consultationHome>

Key themes from the consultation responses:

13. Responses to the consultation suggest that the three priorities in the Oxfordshire Carers' Strategy are broadly right, although concerns were expressed at the ability of services to deliver against them, and the difficulty for outcomes for carers to be identified and measured.
14. A key message was 'one size doesn't fit all', which applied to how people access information and guidance and how they want to be supported. The consultation responses suggest that there is recognition of the support that Oxfordshire County Council and the Oxfordshire Clinical Commissioning Group have offered to carers over the years, but respondents say that carers do not feel as valued as they used to.
15. Daytime support services, respite services and information and advice are the 'top three' things identified by carers as being the most important to them in their caring role.

Options for carers' personal budgets

16. Currently, carers' personal budgets are 'one off' payments of £200, £400 or £600, dependent on the level of the carer's eligible needs, that an adult carer may receive as an outcome of a carers' assessment. Carers' personal budgets are funded by Oxfordshire County Council and Oxfordshire Clinical Commissioning Group.
17. Three options were proposed in the consultation:
 - i. **Option 1:** Introduce a single personal budget payment of £300 for eligible carers, jointly and equally funded by Oxfordshire County Council and Oxfordshire Clinical Commissioning Group (i.e. £150 from each organisation) and set at the eligibility level for the current £200 payment.
 - ii. **Option 2:** Introduce two (instead of the current three) levels of personal budget payment: i) £200, funded by Oxfordshire County Council and set at the same eligibility level as the current £200 payment; ii) £500, jointly and equally funded by Oxfordshire Clinical Commissioning Group and Oxfordshire County Council (i.e. £250 from each organisation) and set at the eligibility level for the current £400 payment.
 - iii. **Option 3:** Stop providing personal budgets to carers who have eligible needs following a carers' assessment. Instead, use the available budget to: i) establish a 'contingency fund' of £100,000 to meet eligible carers' specific needs which cannot be met by the 'core' carers' services; ii) reinvest additional savings into services that are particularly valued by carers.

18. Oxfordshire County Council's preferred option as stated in the consultation documents was option 3; the funding released by this option would be used to continue to fund the Dementia Support Service, and to provide some additional resource to meet other pressures within adult social care. Oxfordshire Clinical Commissioning Group did not identify a preferred option in the consultation documents but did design a question in the consultation inviting respondents to identify priorities for carers.

Key themes from the consultation:

19. Most respondents to the consultation agreed with the recommendation not to charge for carers' services, although two people said that charging for services would be acceptable to them.

20. Many people reported that the award of a personal budget helps carers to feel valued. There were comments that a personal budget gives a carer 'freedom of choice to spend on what you want, not just what is on offer' and 'personal budgets can be a life-saver and should not be abolished'.

21. A small number of responses were not in favour of carers' personal budgets, feeling that the cared for person's budget should be sufficient to allow the carer a break.

22. There were a number of comments that personal budgets should be available for as many carers as possible, and also that carers with the greatest needs should be targeted.

23. Options 1 and 2 were the preferred options for carers; some people preferred the flat rate budget of option 1, while others felt that the tiered approach of option 2 was fairer.

24. Option 3 was the least preferred option. Concerns were expressed about the proposed use of the released funds to support the Dementia Support Service, as carers are supporting people with a wide range of conditions and disabilities - 'meeting the needs of all carers is important, not a specific few'.

Response to the consultation

Oxfordshire Carers' Strategy

25. The strategy will be reviewed in light of comments received in the consultation and amendments will be made if appropriate.

Carers' personal budgets

26. The outcome of the consultation did not produce a single clear 'preferred option' from the people who responded. However, it is clear that the least preferred option was option 3, which did not retain a carers' personal budget.

27. As a result of the consultation, further alternative options have been explored:

- a. a 'targeted' **carers' personal budget of £300, jointly and equally funded by Oxfordshire County Council and Oxfordshire Clinical Commissioning Group** and payable to all carers who have the highest needs and meet the current eligibility threshold of £600. The split of funding reflects how the higher level of current personal budgets is constructed between health and social care funding. This option also allows enough council funding to be released for the Dementia Support Service (this was part of the council's preferred option in the consultation)

The table below sets out this option:

£300, jointly funded (assuming 13% increase in carers assessed each year, with 42% being eligible³)

	No. of assessments & reviews	No. of eligible carers	Total costs	OCC costs	OCCG costs
Year 1 2017/18	2,808	1,179	£353,700	£176,850	£176,850
Year 2 2018/19	3,173	1,333	£399,900	£199,950	£199,950
Year 3 2019/20	3,586	1,506	£451,800	£225,900	£225,900

Over the three year period, the estimated cost of this option for each organisation is **£602,700**.

It is estimated that a total of **£1,758,705** would be released from the Oxfordshire County Council budget⁴, of which £1,200,000 would fund the council's contribution to the Dementia Support Service for that period (£400,000 per annum). The remaining funding would be reinvested in other adult social care services that provide support to carers.

It is estimated that a total of **£1,407,300** would be released from the Oxfordshire Clinical Commissioning Group budget over the three year period⁵. The remaining funding would be used by the Clinical Commissioning Group to fund further information and advice for all carers on direct referral by a GP. It is anticipated that this would cost £200,000 per annum and might be delivered by an extension to the current County Council contract with Carers Oxfordshire.

³ 629 carers reviewed or assessed 1st April - 30th Sept 16 received a personal budget of £600, which is 42% of the total number of assessments/reviews completed during that period. Taking into account that 60% of the total number of assessments/reviews is completed in the first 6 months of the year, it is estimated that 1,048 carers will receive a personal budget of £600 in 2016/17.

⁴ The total Oxfordshire County Council budget for carers' personal budgets is £787,135, so £2,361,405 over three years

⁵ This has been calculated using the current allocated budget of £670,000 over three years.

- b.** Oxfordshire County Council proceeds as set out in 27a, but Oxfordshire Clinical Commissioning Group chooses not to spend any of the released funding on carers but reinvests instead in core services

Recommendations

28. Of the alternative options described above, the recommended option is 27a.

This option will enable us to

- a. Provide personal budgets for those carers with the highest level of need
- b. Continue to support the Dementia Support Service, a vital service for many carers
- c. Increase access to advice, information and support to carers by direct referral from GPs