



Derby City Council

## COUNCIL CABINET 11<sup>th</sup> September 2013

Report of the Cabinet Member for Adults and Health

# ITEM 8

## Funding for Carers' services

### SUMMARY

- 1.1 Further to massive cuts in revenue grants by the Coalition Government, Derby City Council's 2013-14 budget and significant savings proposals for the following two financial years were approved by Council on 30<sup>th</sup> January 2013. The budget proposals included a reduction in the funding set aside to support carers arising from these government cuts.
- 1.2 Due to the significant Government cuts, the scale of reductions required in relation to the Medium Term Financial Plan (MTFP), has required the Council to protect the statutory services it provides and to look carefully at its areas of discretionary expenditure. This includes funding to support carers.
- 1.3 The current legal obligation is to offer a carer an assessment and provide information and advice. The introduction of the Care Bill will increase the Council's legal duties towards carers from April 2016.
- 1.4 On 20<sup>th</sup> March 2013, Cabinet agreed a consultation should be completed with carers and other stakeholders in relation to the budget proposals for the first two years. This process included a full Equality Impact Assessment.
- 1.5 This report explains what services it is proposed to cut, the consultation feedback on these proposals and how Derby City Council has responded positively to this consultation in its continuing support for carers – despite unprecedented cuts in Council funding.
- 1.6 This report also sets out the findings from the Equality Impact Assessment in relation to the proposed savings.

### RECOMMENDATIONS

- 2.1 To approve the following savings:

Proposal	13/14 saving	14/15 saving
Reduce Council staffing within the Integrated Commissioning division	£12,145	0
End temporary funding to Derby Advice	£20,858	0
Reduce grants to voluntary sector	£26,625	£13,875

organisations supporting carers		
Reduce consultation activity	£0	£2,125
Reduce funding in Council budgets that support assessment and support planning	£40,372	0
<b>Total</b>	<b>£100,000</b>	<b>£16,000</b>

having fully evaluated the outcomes and feedback from the consultation process and the Equalities Impact Assessment and having given consideration and due regard to the Council's equality responsibilities

- 2.2 To approve officers' recommendation that, due to Coalition Government cuts, the proposed reduction in carers' personal budgets be covered recurrently by funding from public health in 2014/15 and that the current year cost be met by drawing on Adult, Health and Housing's ear-marked reserves.
- 2.3 Proposed savings for 2015-16 will be reported to a future Cabinet .

## REASONS FOR RECOMMENDATIONS

- 3.1 These reductions will not affect the core support being offered to carers which is commissioned to a third sector organisation (DCA-Derbyshire Carers Association). DCA provide on behalf of the Council carers with a carer assessment, advice and information and ongoing support from a range of interventions to enable the carer to continue to support the cared for as long as they are willing and able. This service covers the whole spectrum of carers, not only those who they care for having an eligible need.
- 3.2 There has been no savings made to the short breaks respite services, which enables carers to receive a break if the cared for person has an eligible need.
- 3.3 If savings are not found in this area, alternative proposals will need to be made to enable the Council to achieve a balanced budget for 2013/14 and 2014/15.

**SUPPORTING INFORMATION**

- 4.1 At its meeting on 20<sup>th</sup> March 2013, Cabinet agreed to consult on the following reductions to carers' services:

<b>Proposal</b>	<b>13/14 saving</b>	<b>14/15 saving</b>
Reduce funding available for Carers Personal Budgets	£125,000	0
Reduce Council staffing within the Integrated Commissioning division	£12,145	0
End temporary funding to Derby Advice	£20,858	0
Reduce grants to voluntary sector organisations supporting carers	£26,625	£13,875
Reduce consultation activity	£0	£2,125
Reduce funding in Council budgets that support assessment and support planning	£40,372	0
<b>Total</b>	<b>£225,000</b>	<b>£16,000</b>

- 4.2 A summary of what each savings proposal consists of is provided below:

Carers personal budget by £125,000 in 2013-14

The Council's statutory duty is to provide carers with an assessment of their needs. This service has been commissioned from Derbyshire Carers Association (DCA). In addition to the assessment, the Council and the Southern Derbyshire CCG together provide £250,000 per annum for carers to receive a personal budget with each agency contributing £125K. Last year the total expenditure from this budget was £148K hence the rationale to reduce it by £125K. However, evaluation of the call on this budget to date within this financial year indicates that there is greater take up of carers' personal budgets than last year.

A carer's personal budget is a one off yearly payment used by the carer to improve their quality of life. The Council has no **duty** to provide carers' personal budgets but does have a **power** to do so under the Carers (Recognition and Services) Act 1995. The Care Bill, when law in April 2015, will change this and the Council will acquire a new duty to meet carers' eligible needs.

Carers have used their budget for a range of activities that they determine helps support them in their caring role such as a short break, gym membership or paying for someone to do the garden. The one off budget is linked to elements within the carer's assessment which reflects the number of hours spent caring, the health of the carer and the impact the caring role has on the carer. The budget has a sliding scale from £0 to £500. The proposal would remove the Council's element of funding to support these payments.

Reduce consultation activity (saving £2,125)

This is a discretionary area of spend and has not been drawn on in the past as consultation has been supported by the Council's in-house consultation team.

Temporary funding for a Carer specific post in the Derby Advice service (saving £20,858)

This was time-limited funding that paid for an additional welfare rights advisor in the Derby Advice team to provide targeted advice for carers. This funding has now time-expired however Derby Advice did receive an additional £33K growth through the MTFP and has been able to maintain its staffing levels for advice work. Carers will remain key customers of Derby Advice and it is officers' view that there will be no adverse impact from this savings reduction.

Reduce funding in council budgets that support assessment and support planning (saving £40,372)

Officers estimate that by commissioning the carers' assessment service from DCA, an efficiency saving of £40,372 can be made in the assessment and support planning service which would otherwise have to carry out the assessments.

Reduce grant to voluntary sector organisations supporting carers (saving £40,500)

As part of the revenue budget savings required to be achieved in 2013/14 -2015/16, the Council is proposing to reduce Adults, Health and Housing long-term grant aid funding to the voluntary community and faith (VCF) sector. The specific proposal affecting carers is to:

- remove Council funding from Age UK Derby & Derbyshire and Disability Direct. Both these services help identify carers either via a GP or hospital environment or in the community and then refer them to DCA for a carer's assessment.
- It is also proposed that the short breaks service for carers run by Crossroads will receive a £5,000 reduction in annual funding in 2014-15.

To reduce council staffing from within the Integrated Commissioning team (saving £12,145)

This proposal affects the Commissioning Support Clerk role which works on the Council's database entering information about carers' assessments, personal budgets and emergency plans. This post has been deleted and the work absorbed into the Integrated Commissioning team.

- 4.3 It is important to understand the distinction between services that are targeted at carers and services that support the cared-for person. The council has a duty to provide short breaks/ respite care to people who have eligible care needs. The council continues to provide short breaks to disabled people and their services are not directly affected by these proposals.

- 4.4 A range of consultation methods were used to seek views from carers and customers on the savings proposals. The Council funds Derbyshire Carers Association to provide a range of services to carers, including providing the support to a group of carers known as Carer Ambassadors. These are individual carers who act as community leaders. They provide support on Partnership Boards and assist with informing carers of a range of issues and carers' views are then fed back to the Council. Carers Ambassadors wanted to take the lead role in the consultation plan which involved them facilitating forum meetings, coordinated and managed by the Carer Ambassadors. They also facilitated an open meeting with the Leader and Cabinet Member for Adults and Health.
- 4.5 In addition a survey questionnaire was conducted in relation to the proposed reductions in voluntary sector grants for carers. A consultation document covering all the proposals was sent to all carers on the Derbyshire Carer Association's data base (approximately 2,000 carers) which encouraged carers to provide feedback via the questionnaire, telephone or email.

A full analysis of all the consultation feedback is included in Appendix 2.

#### 4.6 **Key findings from the consultation**

##### Carers personal budgets

Carers felt that the services currently provided by Derbyshire Carers Association (DCA) gives them a lifeline and the knowledge there is someone there if they need them.

Carers expressed fears about the level of support which will be available in the future to support them. They felt that support to carers is vital and that by reducing carer support services the risk that they will not be able to continue in their caring role would increase. This in turn may mean that the Council would increase its spending on direct care of the cared-for person making reductions in carers' services a false economy.

The consultation found that most carers are women, and most of these are older people. For many of them, who have not been able to build up pensions in their own right, a Carers Personal Budget is the only money they are able to obtain for themselves.

There is concern for the people on low income who have found the carers' one off personal budget valuable in supporting them to access a break or to purchase items classed as a luxury.

Carers believe that having a personal budget from the Council helps them to have private time which allows them to recharge their batteries and gives them the strength to continue caring.

Suggestion provided at the open meeting was for all carers to be given the same Personal Budget amount as this would be fairer and would also reduce administration. It is officers' view however that this would not be sensitive enough to the different levels at which carers care and the impact on their health and well-being.

### Derby Advice service

Carers fed back that they feel under pressure due to cuts, not just cuts to carers directly but also to the ones they care for. Most of the cared-for are having their welfare benefits reassessed as a result of the current welfare reform changes. The uncertainty surrounding these changes is adding to carers fear for the future.

There has been additional investment into Derby Advice 2013-14 of £33,000, this will enable them to maintain current standards to support welfare advice:

- Urgent enquiries are dealt with immediately by Derby Advice staff and non-urgent enquiries are dealt with within 6 weeks.
- Customers are seen by appointment at the Council House or if needed by a home visit.
- Derby Advice maintains a good level of expertise and gives good advice to Carers.

### 4.7 Voluntary sector organisations supporting carers

Overall feedback related to the loss of the two voluntary sector organisations' capacity to identify new carers. There was particular concern about the need to identify more carers from Black and Minority Ethnic groups or some of the harder to reach areas of the community. There was a view that current carers' services are already not responsive enough to the cultural or language needs of people from Black and Minority Ethnic communities.

In relation to the specific grants being proposed to be reduced -

Age UK Derby and Derbyshire - £19,000 - This funding pays for a support service offered via the 30 GP practices and the local Hospitals with an established referral pathway and understanding of the support available to carers. Age UK provided feedback via the questionnaire stating they felt that their service is vital because it supports the early identification of carers and supports hospital discharge planning. They have stated they would not be able to sustain this service with reduced funding.

Disability Direct (DD) carer service- £16,500 - The grant funding provided to DD has been used to identify carers within the community with a specific emphasis on the harder to reach groups within the city. No specific feedback was obtained on this service through the consultation.

Crossroads- £5,000 - This service provides direct care in a person's own home so that carers can attend appointments, engagements or short breaks. The current funding agreement commissions 3192 hours of care per annum. Current take up is approximately 1784 hours per annum. The proposed funding reduction would relate to a 12.5% loss of service reducing the available hours to 2793 per annum.

On the current levels of usage this would not have an impact on carer needs.

### 4.8 Having carefully considered the response of the public consultation, officers have been particularly concerned about the potential adverse impact on carers if the

amount of money available to support carers' personal budgets is reduced. After discussion with the Director of Public Health, the public health department has identified funding of up to £125K that it can make available in 2014/15 to support carers' personal budgets having recognised the preventative nature of this service. Officers therefore recommend that the proposed reduction in carers personal budgets is not taken and the funding from public health adopted to support this function. The shortfall in funding this year can be met by drawing on Adult, Health and Housing's reserves.

## **5.0 Proposals for 2015-16 savings**

- 5.1 Proposals for delivering 2015-16 savings (identified as £327,000) have not yet been formulated. A longer planning period is required to identify how these savings, or alternatives to these savings, may be achieved. Officers wish to work with the Carers Strategy Board in developing and assessing proposals to deliver these savings. An extended timescale will be set to develop proposals that will then be separately consulted upon and subjected to an Equality Impact Assessment. The future outcome of this will be brought to Council Cabinet for decision at a later date.
- 5.2 Council and partners will use this extra time to develop an evidence base for carers' services to quantify the impact they have in reducing longer term costs for the Council. If it is established that core services for carers directly generate savings in other areas of Council spend (for example through reducing placements in care homes) then required 2015-16 reductions may be made in these areas without affecting carers' support.

## **OTHER OPTIONS CONSIDERED**

- 6.0 Cabinet could decide that all savings should not be found from the expenditure set aside for carers. This would require further areas of spend within the Council being considered for reductions and potentially would require consultation to take place similar to that conducted for the carers' proposals.

**This report has been approved by the following officers:**

<b>Legal officer</b> <b>Financial officer</b> <b>Human Resources officer</b> <b>Service Director(s)</b> <b>Other(s)</b>	Robin Constable Toni Nash Liz Moore Phil Holmes
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<b>For more information contact:</b> <b>Background papers:</b> <b>List of appendices:</b>	Kirsty Everson, 01332 642743 e-mail <a href="mailto:Kirsty.everson@derby.gov.uk">Kirsty.everson@derby.gov.uk</a> None Appendix 1 – Implications Appendix 2 – Consultation analysis Appendix 3 – Equalities Impact Assessment
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**IMPLICATIONS**

**Financial and Value for Money**

- 1.1 The Council's budget strategy proposes that £568,000 is withdrawn from carers' services over the next three years:

Financial year (beginning 1 <sup>st</sup> April)	2013/14	2014/15	2015/16	Total
Proposed reduction in carers funding (in £thousands)	(225)	(16)	(327)	(568)

- 1.2 The Council will be at risk of not achieving financial balance if the above savings are not made. Therefore if the Cabinet are unable to agree to reduce carers' expenditure, the Council will need to achieve these savings by making reductions in another area.

**Legal**

- 2.1 On 30 January 2013, the Council meeting approved budget proposals which included reductions in the overall budget for carers' services.
- 2.2 The Council has complied with its duty to consult and its duty under s.149 of the Equality Act 2010 to have "due regard" to equalities considerations. (Equalities Act 2010 and Carers and Disabled Children Act 2000 and Carers (Equal Opportunities) Act 2004 Combined Policy Guidance (DH 2005)
- 2.3 The Council has a statutory obligation to offer all carers an assessment and advice and information under the following Acts;
- The NHS and Community Care Act (1990)
  - The Carers (Recognition and Services) Act (1995); Carers and Disabled Children Act 2000; The Carers (Equal Opportunities) Act 2004

**Personnel**

- 3.1 A small proportion of proposed savings are recommended to be made via a reduction in funding to support Council staffing. These savings have been achieved without risk of redundancy through making use of vacancies.

**Equalities Impact**

- 4.1 The Equalities Impact Assessment group raised a concern regarding the number of carers who are unable to work due to their caring roles, placing them on a low income along with people over 65 who are on a fixed pension. This means their



income is restricted and not incremental. The reduction of the personal budget would have an impact on this group in accessing a break or purchasing a luxury item.

Due to the demographics of society, the current carers could be caring for multi-generations. Support to these groups is important. The reduction of outreach work and the links with GP practices could have an impact on identifying these carers and in understanding the needs of carers from different culture groups.

4.2 In order to mitigate the potential negative impacts it is proposed that:

- i. A regular quarterly meeting with the Cabinet Member for Adults and Health to provide clear dialogue on future proposals and the impact of any agreed savings to the current service.
- ii. To raise awareness of the carers' assessment with the social care teams to increase the take up of carers' assessments, with a clear focus on BME groups.
- iii. To develop with social care teams a clearer link between the cared-for person's assessment to ensure the carers needs are included in the whole assessment to create a wider understanding of support to the carer.
- iv. Review the monitoring data in relation to the take up of support from minority and marginal groups
- v. Monitoring the expenditure of the carers' personal budget in relation to take up and the agreed budget.

## **Health and Safety**

5.1 No Health and Safety impact identified.

## **Environmental Sustainability**

6.1 No Environmental Sustainability impact identified.

## **Asset Management**

7.1 No Asset Management impact identified.

## **Risk Management**

8.1 The consultation and EIA has considered the key risks attached to the proposal to reduce funding for carer's services.

## **Corporate objectives and priorities for change**

9.1 Carers services are intended to support good health and well-being in Derby, in

particular:

- More people living longer in better health.
- Better mental health and well-being.
- More choice and influence over services

9.2 Carers services also support being safe and feeling safe in Derby, in particular via:

- Working across Council services and with our partners to deliver early intervention and prevention services for those most vulnerable in our communities.