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Title of meeting: Health, Wellbeing & Social Care Portfolio meeting

Subject: Carers Survey and Strategy

Date of meeting: 7th March 2023

Report by: Clare Rachwal, Deputy Head of Service

Wards affected: All

1. Requested by

Councillor Matthew Winnington, Cabinet Member, Health, Wellbeing & Social Care

2. Purpose

To update the Portfolio holder and spokespeople of Carers Survey results and activity around the Carers Strategic Plan.

3.1.1 Background & Context

Portsmouth has a long history of recognising that carers are an integral part of the local health and social care landscape. Work is now taking place through the Portsmouth Plan for carers and informed by the Carers Survey to determine what the priorities are for carers and to take stock of how carer's matters sit within the ICS structures.

Over the past 10 years the Carers Service has developed a reputation for providing high quality, innovative support to carers in partnership with colleagues across the health and care system. Andy Biddle chairs the Southeast Association of Directors of Adult Social Services, (SE ADASS) Carers Network with support from Clare Rachwal, who represents the group at the National Carers Policy Network. Clare has been involved in carers policy work with the National Institute for Health & Care Excellence, (NICE) Social Care Institute for Excellence, (SCIE) and the Department of Health & Social Care, (DHSC).

3.2 National

Data from the 2021 Census released by the Office for National Statistics, (ONS) on the 19th January 2023 has revealed more about the number of carers and type of care being provided nationally. Carers UK initial analysis reports the following:

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"There is a distinct increase in the number of people providing substantial care, of 20-49 hours a week (260,000) and 50 hours a week (152,000) between 2011 and 2021 and a deepening of the amount of care provided over time. This is significant because of the impact that substantial unpaid care of over 20 hours per week can have on carers' health, wellbeing and ability to juggle work and care.

However, despite the pandemic, surprisingly the overall number of unpaid carers has fallen from 5.8 million in the 2011 Census to 5 million in the 2021 Census across England and Wales, mostly through a reduction in the numbers of people providing lower hours of care.

The ONS suggests a number of reasons for this, including changes in the nature of caring during the pandemic and the high level of deaths during the pandemic. However, it also suggests that the change in question framing could have made a difference. Whilst the 2011 Census question mentioned providing unpaid care for family, friends or neighbours, the 2021 question referred to caring for anyone. This will have had an impact because people don't recognise themselves as unpaid carers."

Carers UK carries out the largest annual survey of carers experiences in the UK. The following highlights are from the 2022 State of Caring Report:

- Many carers face difficulties in getting NHS treatment, with a third (34%) of those waiting for specialist treatment or assessment waiting for over a year
- Two thirds of those (67%) waiting for treatment said that waiting is having a negative impact on their physical or mental health
- 41% of carers haven't taken a break from their caring role in the last year
- Half of all carers (51%) took over a year to recognise their caring role, with over a third (36%) taking over three years to recognise themselves as a carer
- 75% of carers worry about continuing to juggle work and care
- With many services being reduced or cut completely, carers are extremely worried about the future: 61% said they were uncertain about what practical support they might be able to access in the next 12 months

3.3 Legislative and Policy Context

The Health and Care Act 2022 created new duties designed to enhance and further develop support for and recognition of carers including:

- Duty on NHS England to consult carers and other relevant representatives affecting commissioning or policy decisions affecting services.
- Duty on Integrated Care Boards to promote the involvement of each carer, where appropriate, in relation to decisions about diagnosis, treatment and care
- Duty on Integrated Care Boards to consult carers in commissioning or policy decisions affecting services
- Duty on NHS Trusts and Foundation Trusts to involve carers, where appropriate, in planning for hospital discharge as soon as is feasible.

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Prior to the Health and Care Act, the legislative responsibility for carers has been with social care.

The Health and Care Act enhances the rights achieved for carers and young carers under the Care Act 2014 and Children and Families Act 2014:

- Duty on NHS to co-operate with Local Authorities (Care Act re-emphasised)
- Duty to integrate (links to Better Care Fund)
- Prevention – includes promotion of physical and mental health and wellbeing for carers
- Provide information and advice and identify carers and young carers
- The current boundary between Local Authority responsibilities and NHS Continuing care, (CHC). These were defined in the 'Coughlan' judgement in the Court of Appeal, which set the threshold for NHS CHC.
- [*National framework for NHS continuing healthcare and NHS-funded nursing care 2019](#) updated May 2022
- [Care and Support Statutory Guidance](#) updated 2nd Sept 2022 (Revoked scheduled 3 and amended section 74 of Care Act)

In terms of policy the following documents influence the direction of travel for the carers agenda and support local good practice

- [NHS England Commitment to Carers](#)
- [NICE Guideline Supporting Adult Carers](#)
- [NICE Supporting Adult Carers Quality Standard](#)

Finally, the Carers Leave Bill will further enhance carers rights to flexible working and will increase the visibility of carers in the workforce.

4. Carers Survey

The Carers survey is designed by NHS digital and sent to a sample of all carers 18 years and over who were included in the Short and Long Term (SALT) data return that Local Authorities make to government. A large number of carers known to Portsmouth City Council, (PCC) could not be included within the eligible population at the time.

The Carers Survey was sent to 1080 Portsmouth carers in October 2021. 134 (12.4%) responded to the survey. The fieldwork period for this survey was eighteen months after the beginning of the COVID-19 restrictions and is likely to have a direct impact on the responses. Of the carers suitable for inclusion within the eligible population:

- The majority were female and aged between 45 and 64 who are often referred to as 'sandwich generation' as many are caring for both children and for aging parents
- Most were caring for people 75 and older who live with dementia, physical impairments or problems with ageing
- The majority of carers reported that the person they care for lives with them.

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Carers have received a variety of support including a managed personal budget (33%), information and advice (31%) and direct payment (20%). Most carers had been assessed separately from the cared for person (63%), however 31% of carers had neither been reviewed or assessed in the past twelve months.

Of the 134 (12.4%) responses it was found that:

- Carers remain satisfied with services with levels remaining above the England average and a three-point improvement on 2018/19.
- The majority of Carers felt involved or consulted (72%) which is significantly better than the England average (65%).
- Calculated using the Adult Social Care Outcomes Framework, (ASCOF) indicator 1D, (which calculates a score across six questions based on needs met) the Portsmouth score has reduced 0.7 points to 7.4 from 8.1 since 2018/19, representing a small decline on reported quality of life.
- In 2021/22 the ASCOF indicator 112 (proportion of carers who reported that they had as much social contact as they would like) had declined 11.5 percentage points on 2018/19; however, this decline is comparable to the England average. This result is unsurprising considering the COVID-19 restrictions on 2020-21 had a direct impact on social isolation.
- Most carers stated that they found information easy or fairly easy to find (67%) which was significantly higher than then England average.

From 134 respondents, we received 76 written statements. These have been grouped and the themes identified were:

1. Challenges of caring
2. COVID-19 pandemic
3. Positive experiences with Adult Social Care
4. Negative experiences with Adult Social Care
5. Negative experiences with the Health System
6. Dementia
7. Domiciliary Care
8. Care Homes

5. Carers Strategic Plan

Portsmouth had its first Carers Strategy with ownership shared across PCC and the NHS in 2008. The 2015 strategy further developed this work and secured engagement from a broader range of partner organisations with solid commitment to action spread across PCC, Solent NHS Trust and Portsmouth Hospitals Trust. The 2015 strategy expired in 2020 with engagement work to develop a new Carers Strategy starting early in 2020. The Carers Oversight Group comprises colleagues from HIVE Portsmouth, Healthwatch Portsmouth, Solent NHS Trust, Portsmouth Hospitals University Trust, Health and Care Portsmouth and Portsmouth City Council, Adult Social Care. The group developed an engagement plan to develop the new strategy but unfortunately

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the Covid 19 pandemic severely impacted this so a revised plan was developed making use of online focus groups and taking advantage of a number of corporate Covid 19 surveys that were being carried out. A brief initial strategic plan was developed following this work which was formally launched at the Carers Rights Day event on the 24th November 2022.

The core aim of the Portsmouth Plan for Carers is for Health and Care Portsmouth to work together to improve how our services work for carers using shared actions that aim to provide a level of consistency across the health and social care system.

6. Priorities

Carers Plan Priorities

- Priority 1: Improving targeted practical, psychological and emotional support for carers
- Priority 2: Supporting working carers to remain in work
- Priority 3: Improving identification of carers
- Priority 4: Communicating and engaging with carers
- Priority 5: Make sure we do what we have agreed we will do

The Carers Oversight Group will meet on the 7th February 2023 to review the comments from group discussions at the Carers Event and agree next steps for developing a fuller strategic action plan. The Carers Plan priorities were welcomed by carers and colleagues at the event so focus will be given to further developing areas of work within these priorities linking to the Health and Care Act and Health and Wellbeing Board priorities.

7. Links to Corporate and ICB

The strategic lead for carers in Portsmouth has historically sat with Adult Social Care. Good progress has been made in moving towards shared ownership and the Health and Care Act provides further opportunity to achieve more strategic ownership within the ICB/ICP structure.

Corporately the Carers Service has been working with the Equality Diversity and Inclusion (EDI) Lead and with PCC HR to support a variety of carer initiatives including:

- The development of better conditions for PCC employees who are balancing work and caring
- Inclusion of carers in the new EDI strategy
- Including carers as a protected characteristic in Equality Impact Assessments

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8. Next steps

The more detailed version of the Carers Strategic Plan will be published by Autumn 2023.

Efforts will be made to engage and align with ICS colleagues around the carer's agenda during upcoming ICS partnership events.

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Signed by (Director)

Appendices:

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

| Title of document | Location |
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