

**SUNDERLAND SHADOW
HEALTH AND WELLBEING BOARD**

31 July 2012

**INITIAL BRIEFING ON WHITE PAPER 'CARING FOR OUR FUTURE:
REFORMING CARE AND SUPPORT'**

**REPORT OF THE EXECUTIVE DIRECTOR OF HEALTH HOUSING AND
ADULT SERVICES**

1. PURPOSE OF THE REPORT

To provide the Board with an initial briefing on the White Paper 'Caring for our future: reforming care and support'.

2. BACKGROUND

The coalition's Programme for Government highlighted in May 2010 the "urgency of reforming the system of social care to provide much more control to individuals and their carers, and to ease the cost burden that they and their families face". Andrew Dilnot's Commission on the Funding of Long-Term Care reported in July 2011, and the Law Commission completed its review of social care legislation in May 2011. In response, the Government launched an engagement exercise, 'Caring for our future', from September to December 2011 with a number of strands including integration with health, information and insurance. During 2011/12, the Health Select Committee published reports on funding social care and integration. A white paper and an update on funding reform were originally promised in April but came out on 11th July 2012 under the title 'Caring for our future: reforming care and support'

3. OVERVIEW

The White Paper 'Caring for our future: reforming care and support' sets out the vision for a reformed care and support system.

The White Paper was released together with the draft Care and Support Bill and a progress report on funding reform. The Care and Support Bill aims to create a single law for adult care and support, replacing more than a dozen different pieces of legislation. It provides the legal framework for putting into action some of the main principles of the White Paper and also includes some health measures. The progress report sets out that the government agrees the principles of the Dilnot Commission's model – financial protection through capped costs and an extended means test – would be the right basis for any new funding model.

There are two core principles underpinning the vision of social care and support presented in the White Paper:

- 1) focus of care and support will be **on promoting people's wellbeing and independence** instead of waiting for people to reach a crisis point

The Government wants to support active communities that will reach out to those around them. Families and individuals will have better information to plan and prepare for their future, and people will have more options to keep them well and independent the simple notion of promoting people's independence and wellbeing.

2) **People should be in control of their own care and support**

Personal budgets and direct payments, backed by clear, comparable information and advice, will empower individuals and their carers to make the choices that are right for them. This will encourage providers to improve and to provide high-quality, integrated services built around the needs of individuals. Local authorities will also have a more significant leadership role to play, shaping the local market and working with the NHS and others to integrate local services.

4. OUTLINE OF THE MAIN THEMES

Strengthening support within communities

The White Paper underlines that strong communities can improve our health and well-being and reduce health inequalities. The Government is encouraging a number of projects to help develop supportive networks of volunteers within communities including among others time banking. Social Impact Bonds will be used to stimulate investment in new innovative services.

Early intervention and prevention

The Government will introduce a duty on local authorities to commission and provide preventative and early intervention services. Joint Strategic Needs Assessment will play a role in identifying how the skills and networks in a community can contribute to the health and wellbeing of local people

Housing

New duties will be put on local authorities to ensure social care and housing departments work together. A new care and support housing fund will provide £200 million of funding over five years to encourage housing providers to develop new accommodation options for older people and disabled adults. Further details about the fund will be published in October 2012.

Moreover, incentives and support will be given to encourage widespread adoption of assistive technology, such as Telecare, as it is recognised to help people to live independently, have greater control over their health and well-being, improving the quality of life for both users and their carers.

Better information and advice

The Government will legislate for local authorities to provide a comprehensive information and advice service and providing £32.5 million over two years from 2014/15 to support local authorities in improving their online information

and support services. Getting access to information about services and entitlement is a huge problem for those in need of care and carers.

To address the need for better national information, the Government is creating a single portal for health and social care bringing together national information on the NHS, social care and public health. The NHS 111 urgent care telephone service will also help to signpost callers with social care needs to their local authority.

Assessment, eligibility and portability for people who use care services

From 2015 the Government will introduce a national minimum eligibility threshold. Local authorities will be able to set their eligibility threshold to be more generous but will not be able to tighten them beyond the minimum.

The Government will legislate to require local authorities to continue to meet the assessed needs of people who have moved into their area. People should also be able to request an assessment before they move home.

Legislating for the 'portability' of care will help to allay the fears of carers and their families that leaving their local authority could result in them losing their care package. Having this flexibility will help people make the most appropriate choices about where they and their families live. These measures are being taken forward in the draft Care and Support Bill.

Carers' support

The Government plans to extend the right to a carer's assessment and provide an entitlement to services for carers for the first time. Eligibility will be set by a national minimum eligibility threshold for support for carers. By 2013, everyone needing state-funded care should be offered a personal budget as part of their care and support plan, preferably as a direct payment.

In order to improve the early identification of carers, the Government will establish, in the Secretary of State's Mandate, responsibilities on the NHS Commissioning Board and clinical commissioning groups to identify and support carers.

Defining high-quality care and improving quality

The Government sets out plans to improve the quality of the social care provided. Every social care provider will have a quality profile on the NHS and social care information website. The first stage will go live on the NHS and Social Care Information website in July 2012.

To move towards quality ratings for social care providers, the Government will support the growth of care comparison websites and support websites which allow service users and carers to feed back about good or poor quality practice.

In April 2013, the Government will add improved information to the provider quality profile and make data available to organisations developing a quality rating.

Working with the Association of Directors of Adult Social Services, the Government seeks to improve the quality of commissioning and in particular end the practice of contracting by the minute.

The Government will also provide training for new local Healthwatch organisation to take on the responsibilities in relation to care and support.

Keeping people safe

The Government intends to legislate to give local authorities responsibility for convening a Safeguarding Adults Board in their areas, which will have the responsibility to carry out safeguarding adults reviews.

The Government will launch a consultation on whether local authorities should have a new power to access and see a person who may be at risk of abuse or neglect, in cases where the local authority may not otherwise be able to carry out a safeguarding enquiry.

Expanding the care market

The Government will put a duty on local authorities to stimulate a diverse and high quality care market and the White Paper highlights their position as market shapers with responsibility for self funders as well as publicly funded care.

Workforce

Dignity and respect will be at the heart of new code of conduct and national minimum training standards for care workers. Personal assistants (Pas) and their employers will be offered greater support and training to improve recruitment, retention and the quality of the care and support they deliver. The Government aim to double the number of apprentices in social care over the next 5 years.

Personalised care and support

The Government will create a legal entitlement to a personal budget for everyone and will continue with the push to maximise of uptake direct payments. The Government will invite expression of interest from local authorities to pilot direct payments in residential care in summer 2012.

Integration

The NHS Commissioning Board, Clinical Commissioning Groups, Monitor and health and wellbeing boards will all have duties to promote and enable integration of services. The NHS will transfer an extra £100 million in 2013/14 and £200 million in 2014/15 to improve joined-up working with social care.

In order to promote local transparency and decision making, the Government has developed Outcomes Frameworks for the NHS, public health and adult social care. The Government will publish the 2013/14 Adult Social Care Outcomes Framework in October 2012.

An integration plan, which sets out how the modernisation of the NHS can be built upon to provide a more joined-up experience for people, will be published in winter 2012.

5. SUNDERLAND CONTEXT

5.1. Promoting people's wellbeing and independence

- **Prevention and early intervention**

Focus on prevention and overall wellbeing is already being promoted in Sunderland. Innovative services such as Telecare and prevention teams reduce or delay the need for high cost crisis interventions and expensive residential care, potentially reducing the number of cases in which the Council would be required to intervene and provide financial assistance above the cap. This preventative approach has already seen a rapid decline in annual admission rates of older people to residential/nursing care in recent years, and the Council remains committed to investment in upstream preventative measures despite the need for immediate efficiency savings.

- **Strengthening support within communities**

Supporting active and inclusive communities, and encouraging people to use their skills and talents to build new friendships and connections, is central to our vision for care and support. The same (asset) approach based on empowering the communities, increasing their capacity, involving them in producing services and therefore enabling them to build on their existing strengths and their potential to help people to address their own, family need and community needs underpins Sunderland's Joint Health and Wellbeing Strategy that is currently being developed. The approach in the work around Community Resilience and Strengthening Families is also framed around recognition that all communities have strengths and assets. Assets and opportunities log that is currently being undertaken should help with identifying skills and assets existing within the communities, which can help individuals and communities by mobilising and building on their existing strengths and potential.

- **Housing**

The Supporting People programme helps a wide range of people to live independently in the community by providing a range of support and assistance. The programme aims to provide a high quality of support that meets individual needs on both a long and a short term basis. Furthermore, Extra Care housing provides independent living for people over the age of 55.

- **Carers**

Nationally carers' have welcomed many of the provisions outlined in the paper. In Sunderland it is recognised that the resources available to support carers are vital to the success of personalisation, to enable people to maintain their caring role and to help the individuals they care for to stay in their own homes and communities for as long as possible. The Carers Breaks and Opportunities Fund, administered by the Carers' Centre offers a flexible and

creative way to provide acceptable help to carers with things or services that they value.

5.2. People should be in control of their own care and support

- **Personalisation**

The Health, Housing and Adult Services Vision for 2025 and the current three year delivery plan focus on six key aims: Choice and Control, Independent Life, Equal Access for All, Improving Health and Wellbeing, Better Commissioning and Increasing the Number and Quality of Homes.

The service aims at maximising and maintaining people's independence through: Prevention, Reablement and Personalised responses, all of which are in line with what is proposed in the White Paper.

The new Contributions Policy has been approved by the council in February 2012, enabling people to contribute to their annual personal budget based on their ability to pay, instead of being charged for units of service. This allows people to use their personal budgets more creatively and promotes more flexible and cost effective solutions to meet their needs. It will help to promote the take up of Direct Payments, which is understood to be critical to achieving true and authentic personalisation. The new policy also reduces bureaucracy and cuts down the number of transactions between the council and the individual.

Integration

The integration of service is already on Health and Wellbeing agenda in Sunderland. The duties that are planned to be imposed on The NHS Commissioning Board, CCGs, Monitor and health and wellbeing boards should assist with the aspiration.

6. NEXT STEPS

Proposals to legislate will be taken forward in the draft Care and Support Bill which will be scrutinised by Parliament before a final Bill is introduced.

To take forward other provisions in the White Paper, two new leadership groups will be established; a new Care and Support Transformation Group made up of local authorities, care providers, the voluntary sector and service users and carers; and the Care and Support Implementation Board made up of those leading streams in the Caring for our Future consultation.

The timetable for the key actions which will transform care and support over the coming months and years is included in appendix A.

The Government has committed to work with its partners on further publications over the coming months, which will provide more details of the reform plans.

In the meantime there are some imminent actions coming out from the White Paper that Sunderland may want to consider. For example:

- participation in the groups that are to be established (Care and Support Transformation Group)
- participation in pilots projects that are to be launched shortly (direct payments in residential care)
- response to consultations that are shortly to be released by the Government

In a longer term, once details are released, Sunderland will need to consider implications of the changes to social care and support delivery. For instance, what will be the implications of the introduction of the national minimum eligibility thresholds or minimum training standards for care workers or impact carers resulting from further development of personalisation agenda.

7. RECOMMENDATIONS

The Board is recommended to note the content of the report and is invited to make comments.

Further updates in relation to the White Paper will be provided to the Board as appropriate.

APPENDIX 1

This White Paper sets out a range of actions which the Government and its partners will take forward straight away, in order to reform care and support.

The table below sets out the timetable for the key actions which will transform care and support over the coming months and years.

June 2012	2012/13 Health and Social Care Volunteering Fund (local scheme) invites bids to support community-based support, including time-banking schemes
July 2012	First stage of the provider quality profile goes live on the NHS and Social Care Information website.
July 2012	Publication of the draft Care and Support Bill, setting out how we plan to reform care and support law. The draft Bill will be subject to pre-legislative scrutiny.
Summer 2012	Expressions of interest invited to pilot direct payments in residential care.
Autumn 2012	Consultation on oversight of the care market published. This will provide more details on how people will be protected should a care provider run into financial difficulties
Autumn 2012	Further details about the process for establishing Social Impact Bond trailblazers published.
September 2012	Code of conduct and minimum training standards for care workers published.
October 2012	Further details about the £200 million capital fund for older and disabled people's housing published.
October 2012	2013/14 Adult Social Care Outcomes Framework published.
Winter 2012	Publication of an integration plan, setting out how the modernisation of the NHS can be built upon to provide a more joined-up experience for people.
Winter 2012	Chief Social Worker appointed.
Winter 2012	2013/14 Health and Social Volunteering Fund (national scheme) invites bids to support community-based support, including time-banking schemes
March 2013	Working group established to develop and test options for a new assessment and eligibility framework for people who use services and for carers
March 2013	Launch of the Leadership Development Forum.
Spring 2013	Social Impact Bond trailblazers launched, to encourage investment in innovative support to keep people independent at home.
April 2013	NHS Commissioning Board, clinical commissioning groups, Public Health England, health and wellbeing boards, and local authorities take on their new statutory responsibilities as set out in the Health and Social Care Act 2012.
April 2013	Additional funding for integrated care and support made available to local authorities through the NHS Commissioning Board.
April 2013	Improved information added to the provider quality profile, and the data made available to organisations to develop a quality rating
April 2013	NICE begins the development of a library of quality standards for care and support, including standards for the quality of home care.
April 2013	Residential care charging rules changed, so that the income that people earn in employment is exempt from charges
Winter 2013	Care and support sector compact published.
April 2015	Introduction of new funding system for end-of-life care.
April 2015	National minimum eligibility threshold for adult social care introduced.