

Measure Up

2012 - 2014

The Strategy for Carers Services in Torbay



Foreword

The 'model' of carers support services in Torbay continues to be recognised as an example of national good practice. 'Measure Up', the interagency carers strategy for Torbay, is a rolling 3 year strategy and Action Plan approved by Torbay Strategic Partnership. Since 2000 we have had long term development of carers services, building effective partnerships with carers, carers groups, the voluntary sector and statutory agencies. Measure Up is derived from an ongoing assessment of local needs and an evidence base of what works. Torbay is regularly cited in independent reports for its 'integrated' approach to carers.

Local partnerships are making a real difference for carers in Torbay and we will look to take up any opportunity to work with others in the common goal of valuing and recognising the contribution unpaid carers make to community care in Torbay. At this time of significant change in the way that health and social care services are organised, it is even more critical that we sustain the partnership approach to supporting carers and maintain the progress that has been made.

Anthony Farnsworth - Torbay NHS Care Trust Councillor Christine Scouler - Torbay Council

Introduction

Who is a Carer? A Carer is someone who has caring responsibilities for a spouse, relative friend or neighbour, who due to disability, frailty, illness and/or vulnerability cannot manage alone in the community. Carers can be of any age and care without pay. (Measure Up 2000).

This is the 4th edition of Measure Up for the period 2012 - 14

The 'Measure Up' approach to carer support combines:

- Direct access services - a universal offer of information, advice and emotional support, available to all carers
- Prevention of breakdown in carers mental and physical health
- Targeting specific groups of carers - those who are hard to reach or excluded
- Development of flexible breaks services and "enabling" capacity to help individual carers work out what will help them

The key aims of Measure Up were set out in 2000 and still remain relevant today:

- Information - to develop co-ordinated information services that enable Carers to access the information they need at the right time
- Short Breaks - to provide a range of breaks for Carers, suitable for their particular needs and available when required
- Consultation - to increase the effectiveness of agencies' consultation with Carers and develop new arrangements that include more Carers in the monitoring, review, and planning of services
- Assessment - to ensure that all assessments and care plans actively involve Carers and take account of their own needs
- Equity - to address the needs of all groups of Carers, and ensure that they have equal access to information and support. To provide a clear point of contact for all Carers to engage services
- Health and Employment - to raise the profile, amongst Carers and professionals, of the health needs of Carers, and to develop support to maintain Carers in employment and/or training.

What has changed over time, and will continue to change are the priorities for Action, based on experience and feedback from carers, staff and commissioners, and the Government requirements.

How does the Torbay approach fit with the Government's National Carers Strategy?

In 'Recognised, Valued and Supported: Next steps for the Carers Strategy' (2010), the Government identified four priority areas for its carers strategy

- supporting those with caring responsibilities to identify themselves as carers at an early stage, recognising the value of their contribution and involving them from the outset, both in designing local care provision and in planning individual care packages.
- enabling those with caring responsibilities to fulfil their educational and employment potential;
- personalised support both for carers and those that they support, enabling them to have a family and community life;
- supporting carers to remain mentally and physically well.

Development actions for Measure Up 2012 – 14 fulfil these national priorities in Torbay.

Joint Working – The NHS and the Local Authority

The Measure Up strategy directly supports a number of the aims of Torbay's Community Plan, particularly the principle of focussing on prevention and early intervention, recognising carers as an excluded group in terms of their own health and well being, and by building on the strength of families and local communities. Joint agency working remains central to the overall success of Measure Up 2012 – 14.

The NHS Operating Framework for 2012 -13 sets out specific requirements for supporting carers which are identified as a priority group:

"Carers play a vital role in our system and must receive help and support from local organisations. Following a joint assessment of local needs, which should be published with plans, PCT clusters need to agree policies, plans and budgets with local authorities and voluntary groups to support carers, where possible using direct payments or personal budgets. For 2012/13 this means plans should be in line with the Carers Strategy and be published on the PCT or PCT cluster's website by 30 September 2012 at the latest".

A joint presentation to the Children's Trust Board in July 2011 highlighted particular risks for Young Carers and Young Adult Carers, including poor academic attainment and subsequent life opportunities and some safeguarding issues. The discussion resulted in the request for a revised Torbay Young Carers' Strategy which formally encompasses the Memorandum of Understanding for Young Carers. This will address the importance of joint working, a whole family approach, and the transition from Children to Adult services. It is expected that a new strategy for Young Carers under age 25 strategy will be published in June 2012.

Evidence for what works – Torbay's Department of Health funded Carers Breaks Demonstrator Site 2009 - 11

Torbay has always been looking to improve carers services through seeking evidence to show what works. From 2009 – 11 Torbay was a Department of Health funded Demonstrator Site for

Carers Breaks and the experience from this learning has been fed into the developments planned for this edition of Measure Up'. The aim of this Demonstrator Site project was as follows

- Developing more effective support and services that respond to what **a break** really means for individual carers and their 'families' and helps them get the outcomes they need.
- To demonstrate how an enabling and personalised approach to breaks and carer support, with an emphasis on prevention, can have a better impact than traditional service responses on carers own health and well being - as well as supporting them in their caring role.

Evaluation evidence strongly supports Torbay's approach of prevention, enabling and personalisation of support. An independent study of the data by Manchester University PSSRU, using recognised outcome measures, concluded that "the findings indicate a significant overall effect of the carers services..... Changes in wellbeing appeared to show that it was the services for carers that were largely responsible for these changes and not the personal characteristics, perceived health or situations of carers. Views of the services were overwhelmingly positive with most carers saying that they received what they needed (Dr Paul Clarkson PSSRU University of Manchester June 2011). Of particular significance was an analysis using the General Health Questionnaire which showed significant and reliable improvement in the following areas - ability to make decisions, a sense of overcoming difficulties, enjoying daily activities, facing up to problems and feeling unhappy or depressed. These are particularly relevant when we are supporting development of enabling and independent brokerage services such as Crossroads Care. Partnerships with the voluntary sector and community groups are key to future improvement.

The key lessons for future development are:

- Provide individual enabling support to all carers. Low level support was shown to make significant differences. The key needs of most carers are emotional support, advocacy and signposting.
- Services independent of statutory agencies can connect better with many carers, can act as a bridge to agencies, and offer value for money
- Focus on developing peer support and self help. Carers as volunteers (carers and former carers) are a valuable resource

Carer Involvement and the Community Plan

We are building new services at low cost through direct carer involvement and 'piggy backing' on existing resources (e.g. the Carers Discount Scheme, Safely Home Scheme). There is recognition of an exponential increase in the input from volunteers (carers and former carers) in supporting delivery of Carers services (e.g. Carers 4 Carers telephone befriending service, Torbay Carers Forum, Carers Support groups, Carers Register Management Group, publicity campaigns, Stuffers Club, Brixham Carers Centre) and in developing self help networks. This input from carers is a direct result of their perception that the NHS and the Council have a long term commitment to improving Carers services in Torbay. Volunteer input represents a significant saving and it would be revealing to quantify this. It is a return on our past investment through 'Measure Up', but also provides opportunities for future savings.

The direct involvement of carers in evaluation of services and designing new solutions has been very important and will continue to be an essential element of our approach.

Review of Carers services 2008 – 11 - what has been delivered?

There have been a number of significant developments resulting from good partnership working across agencies and carers groups. The profile of carers and their needs has grown at both a national and local level, and Torbay has been able to test out new ways of working to get good outcomes for carers and value for money. The following section is a brief summary of some of what has been achieved

Direct access services (our universal offer for all carers)

- Carers Support Workers in GP surgeries have increased the number of carers identified and recorded on Practice Registers. A target for this, included in the Annual Strategic Agreement (ASA) has been exceeded
- Effective information and advice services. Signposts for Carers, the specialist information and advice service, is now dealing with an average of 300 new enquiries per month and has started weekly outreach sessions at the Community Hospitals and Brixham Carers Centre. Ensuring high quality benefits advice to carers and support for complex cases is an essential role, particularly given the changes in the benefits system.
- Torbay Carers Register. In the 5 years up to 2010, membership of the Register increased on average by 10% per year but in the last year it has increased by 19%, largely as a result of carer led publicity campaigns. A Torbay project with local Sainsburys supermarkets to identify carers has now been implemented nationally. The Carers Register gives direct access to a wide range of support services for carers e.g. Carers Discount scheme, quarterly carers newsletter, Carers Emergency Card, Safely Home Scheme
- The Safely Home Scheme. This scheme was originally established in 2006 to enable people with dementia found wandering and vulnerable in a public place to be returned home. In 2011 the scheme was extended to other vulnerable groups including people with learning disability, Acquired Brain Injury, and children with disability.

Development of flexible breaks and “enabling”

- Capacity building in the voluntary sector. A partnership with Crossroads Care SW has led to the establishment of an independent enabling service open to all carers. This works with families to find individual solutions to their needs, especially to the question ‘What does a break mean to you?’. It mobilises the community to support carers and is creating self help networks of carer support. In 2011 Crossroads Care SW took on the lead in volunteer coordination, creating a pool of carers, former carers and others to provide volunteering for carers services across the Bay.
- New ‘tools’ for supported Self Assessment have given families greater control in care planning. The ‘Me and My Life Book’ (available as a hard copy or a digital version) developed by Mencap’s Older Family Carers Initiative, enables families to plan for the future and is a user friendly resource for personalisation. We believe it has the scope to be used for a range of client groups. A specific self assessment template for Carers ‘Do you look after someone?’ has been developed in partnership with local carers.

- Carers Centres as “catalysts” for development. Establishment of very local walk in centres for carers to get support has led to increased identification of ‘hidden carers’. The previous Measure Up strategy aimed to have a centre in each town. The Olive Carers Centre in Torquay was opened in November 2008 and the Brixham Carers Centre in June 2010

Carer involvement and volunteer contributions

- We have been able to build new services at low cost through carer involvement. Often these services are proposed by carers and they have been instrumental in their development e.g. Carers Discount Scheme, Safely Home scheme, Dementia Carers Pathways book.
- The contribution of volunteering and developing networks of self-help support. The Carers 4 Carers telephone befriending service provides a service for isolated carers who benefit from a regular phone call; Torbay Carers Forum is a new website run by carers for carers to give opportunities to discuss issues and services; The ‘If YOU weren’t there who would care?’ campaign targeted hidden carers, those who did not recognise themselves as carers; the Stuffers Club is a social group who also stuff envelopes with our quarterly carers newsletter (3000 copies per edition); Young Adult Carers have been active in fundraising for the service. There are many other examples of local initiatives that sustain a network of self help and improvement.
- The direct involvement of carers in service evaluation has been enhanced through recruitment and training of Carers as Service Evaluators. Initially developed as part of the DH Demonstrator Site, these carers and former carers are paid as sessional workers and are available to managers and commissioners to assist in interviewing carers for service evaluation.

Prevention of breakdown in carers physical and mental health

- Identifying and supporting carers through enhanced health and well being checks via GP surgeries. This model of integrated health and social care checks from GP surgeries has been shown to identify significant numbers of hidden carers and who have serious and untreated health issues. The approach will provide the basis for an integrated Carers Assessment in the future
- Improving carer support in hospital discharge plans. As a result of carers experience, a pilot project, basing a Carers Support Worker in the discharge team at Torbay Hospital, was started in August 2010 and is currently being evaluated. South Devon Healthcare Trust have recognised the importance of supporting carers through their ‘journey’ at the Hospital and ensuring they are involved in discharge planning
- NHS Carers Health Trainers. This post (a job share) followed the NHS Trainer model of recruiting people from within their community to take on a role as champions for a self care approach, with paid Health Trainers acting as a support to new volunteers. Health Trainers support unpaid carers in making lifestyle behaviour changes to improve their health. The role is based within Public Health. In the past 18 months, 78% of the goals set by carers have been achieved with the support of a Health Trainer,
- Counselling service for Carers. The Carers Emotional Support scheme provides brief counselling. Based on evaluation using the CORE research tool, the service is in the top quartile nationally for primary health counselling services.

Targeting specific groups

- Young Adult Carers Service - 16-25 year olds (new service since late 2009) This multiagency partnership approached the specific needs of this group of carers of adults and established effective joint working. Links with South Devon College resulted in new in College support services (YAC website www.torbayyac.co.uk)
- Older family Carers (70+ years old) of adults with learning disability. Mencap's Older Family Carers Initiative is currently supporting over 100 families. They have developed and tested a new version of the 'Me and My' Life book to support families of adults with a Learning Disability to plan for the future. The development has included an interactive digital version.
- Carers of people with dementia. Working with GP surgeries to develop an enhanced home based Health Check for people with memory problems and their carers. The aims are early identification of dementia and identification and support of carers of dementia. The partnership between Practice Nurse and Carers support Worker provides an integrated approach to the health needs of carers.
- Mental Health and substance misuse. Following a consultation process with carers, users and staff, a new service for carers and families of people with substance misuse has been commissioned including a specialist Carers Support Worker. This is another example of joint working between the statutory services and COOL Recovery, a local mental health charity, and will complement their existing support work with people affected by mental health problems.

Areas where we haven't succeeded in making sufficient progress

- Carers from black and minority ethnic communities. We can learn from the experience of other South West localities such as Devon who have had success in engaging the local BME communities.
- Paignton Carers Centre. We have been unable to identify a suitable and affordable venue for a centre in Paignton. Learning from the experience in Torquay and Brixham has shown us that there are specific requirements to make a centre viable.

Measure Up Action Plan 2012 – 14

The 6 key aims of the first edition of Measure Up 2000 remain relevant but there has been a change of emphasis as the Torbay 'model' has developed over time. The Action Plan structure enables us to show what is going to be done, how it will happen, who is responsible and what is the timescale for action. It is intended that this approach will enable carers, commissioners, staff and organisations to see clearly what priorities have been set and check what progress has been made. The plan focuses on maintaining services that carers have told us give them what they need, such as information and advice services, and developing new services which give carers the outcomes they require, both in terms of supporting them in their caring role and in maintaining their own health and well being.

The Action Plan for this edition focuses on the following priorities:

Identification of Carers

Information Advice and Support services available to all Carers

Involvement of Carers in service delivery, evaluation and commissioning

Availability of 'holistic' Carers Assessments and individual packages of support

Developing a 'whole family' approach to supporting Carers

The Action Plan will be subject to annual review and revision where appropriate. It is expected that publication of the annual review will include detail of progress on targets and data to demonstrate the effectiveness of services.

Measure Up Action Plan 2012 – 2014

Identification of Carers				
Priority	Target/Service Standard	Timescale	Responsible	
Early identification of Carers of people with Dementia/memory problems	25% increase in number of carers identified per practice.(baseline September 11)	September 2012	7 GP Practices/ TCT Carers Services Team	
	Complete Early Identification project in 7 GP Practice populations and evaluate impact. Publish report	October 2012		
Publicity and Promotion to identify Carers	Achieve the agreed ASA target to increase number of Carers on GP Registers	April 2013	GPs/ Carers Services	
	Minimum of 2 publicity campaigns per annum in partnership with local businesses and carers (e.g. Sainsburys)	By 31/3 each year	TCT Carers Services Team	
Adult Services Teams to effectively identify young carers	400 Young Carers known to operational Adult Services Teams (recorded cases)	December 2014	TCT Zone Teams	

involved in care of adults				
Effective systems for identification of people taking on caring as a result of hospital admission and their involvement in discharge planning	Develop and implement specific protocols with SDHFT for effective identification and involvement of carers at Torbay Hospital	April 2013	TCT / SDHCT	
Target support for carers living in the most deprived wards in Torbay	A project for local carer support in the Hele community will be established with NHS Carers Health trainers as a pilot for local intervention and community engagement.	April 2014	TCT / Torbay Council	

INFORMATION ADVICE AND SUPPORT SERVICES AVAILABLE TO

Priority	Target/Service Standard	Timescale	Responsible
Carers Support Workers in all GP Surgeries	Maintain minimum 1 day per week per practice. Repeat formal evaluation of impact of CSW posts during 2013 - 14	April 2014	GP Practices / TCT

Signpost Carers Information Service	Telephone / face to face service available Mon – Friday responding to 300 enquiries per month. Review need for weekend / evening service.	Monthly returns on activity	Disability Information Services
Torbay Carers Register, Carers Emergency Card and Carers Discount Scheme	Minimum 15% increase per annum in carers benefitting from Register services = 375 new applications p.a. (Baseline 1/4/11)	April 2013	TCT/Community Alarms
Effective Carers information and advice in Hospital settings and linking carers into community support	<ul style="list-style-type: none"> Implement evaluation of carer support at Torbay General Hospital and apply learning. Carer Advice Service in Community Hospitals Paignton and Brixham (1 session per week per Hospital) 	June 2012 Ongoing	TCT/SDHCT Signposts Information Service
Co-ordinated distribution of information – leaflets, booklets and newsletters	<ul style="list-style-type: none"> Quarterly Signposts Carers Newsletter (3500 print run) Maintain standard Carers leaflet racks in GP surgeries, Connections offices and clinics etc Availability of updated core Carers Information booklets: Carers in Torbay, Dementia Carer Pathways with annual review of content 	Quarterly Ongoing Annual updates	TCT Disability Information Services TCT / Disability Information Service

Maintain existing Carer Education Programmes and develop new courses in response to identified learning needs	<ul style="list-style-type: none"> 6 monthly programme published and delivered Review delivery of programmes with key partners 	April 2013	TCT
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Involvement of Carers in service delivery, evaluation and commissioning

Priority	Target/Service Standard	Timescale	Responsible
Develop a resource of Carers and former Carers involved in volunteering and sessional work	100 Carers / former carers providing volunteering support	March 2013	TCT / Crossroads Care SW
Maintain development of Torbay Carers Forum www.torbaycarersforum.co.uk	250 new Carers join the Forum per year	12/2012 - 500 members 12/2013 - 750 members	Torbay Carers Forum
Maintain a pool of trained Carer Evaluators to participate in service evaluations – train replacement evaluators	Minimum 15 Carer Evaluators trained in Evaluation and survey techniques and involved in at least 2 evaluations per year	Review annually	TCT
Systematically evaluate outcome of support services for Carers including value for money	Minimum of 2 carers services per year evaluated using approved research methods. Results published: 2012-13 <ul style="list-style-type: none"> Early identification and support of carers of people with dementia / memory problems Young Adult Carers Service 	Annual Strategic Agreement target 2012 – 14 Publication of evaluations April 2013	TCT

	2013-14	<ul style="list-style-type: none"> • Carers support in substance misuse services • Carers Support Workers in GP surgeries <p>Where there is a national benchmark available, the Torbay service will be within the top quartile</p>	Publication of evaluations April 2014	
Increase the local networks of support for Carers through support groups, befriending schemes and self help.	Complete a review of existing networks of carer support and identify gaps, and opportunities for development	June 2013		
All zones teams in Adult Services will have to publish a local carers strategy, including effective mechanisms for carer involvement	Zone plan consulted on with local carers / carers organisations and published for period April 2013 - 14	Publication by April 2013	Zone Team Managers / General managers OPMH and Learning Disability	

Availability of effective Carers Assessment and individual packages of support

Priority	Target/Service Standard	Timescale	Responsible
Develop Carers Self Assessment for all carers including self-funders	<ul style="list-style-type: none"> • Ensure availability of carer friendly self assessment tool to voluntary sector organisations working with carers. Use of tool by 150 carers evaluated • Promote use of 'Me and My Life Book' (hard copy and digital version) 40 books completed per annum 	<p>April 2012</p> <p>Review April 2013 and annually</p>	TCT
Provide independent enabling and brokerage service for all Carers (including self-funders)	Service in place from 'Third sector' organisations through competitive tender	November 2012	Commissioned by TCT
Develop an integrated Carers Assessment that incorporates the physical and mental health of Carers	<ul style="list-style-type: none"> • Evaluate dementia pilot in GP surgeries • Project plan to 'test' model of enhanced Carer Assessment and apply across Adult Services 	<p>April 2013</p> <p>April 2014</p>	Carers Services Team
Maintain performance for completing statutory Carers Assessment (ASA)	Agreed annual target with Torbay Council	Annual	Zone Teams

Review effectiveness of Carers Assessments for working carers	Identify specific areas for improvement e.g. access, and implement a plan	April 2013	TCT
Extend use of 'one off' direct payments for Carers to purchase individual 'breaks'	500 carers will receive support annually from 2013	Annual target	TCT
Developing a 'whole family' approach to supporting Carers			

Priority	Target/Service Standard	Timescale	Responsible
Implement Memorandum of Understanding for Young Carers Action Plan	Publish Inter-agency Young Carers Strategy	June 2012	TCT/Childrens Board
Develop the Young Adult Carers Service (16 – 25)	140 YAC's receiving a service	April 2013	TCT/Childrens Board
Develop a Carers Support service for substance misuse	Implement a pilot for service delivery and evaluate.	October 2013	DAT/TCT Carers Services/COOL Recovery
Evaluate the effectiveness of support to BME carers and their families and develop an implementation plan.	To commission an external review of the needs of this group of Torbay carers and publish report	April 2013	TCT / Childrens Board

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