

[Name of Meeting]

On [Date]

Report Title. **Scoping report – Scrutiny review on Support to Carers in Haringey**

Report of **Cllr Adamou, Chair of the review panel**

Signed :

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Wards(s) affected: **[All / Some (Specify)]**

Report for: **[Key / Non-Key Decision]**

1. Purpose of the report (That is, the decision required)

1.1. For the Overview and Scrutiny Committee to consider and approve the scope and terms of reference for the scrutiny review of support to carers in Haringey.

2. Introduction by Cabinet Member (if necessary)

2.1. N/A

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

3.1. This review links with the Sustainable Community Strategy Outcomes of:

- Economic vitality shared by all, specifically:
 - Maximise income
 - Increase skills and educational achievement.
- Healthier people with a better quality of life, specifically:

- Tackle health inequalities
- Give greater opportunities to live a healthier lifestyle
- Promote independence and provide high quality support and care for those in greatest need.

3.2. This review links with the Council Plan priorities of:

- A Thriving Haringey
- A Caring Haringey
- Driving Change, Improving Quality

3.3. This review links with the following Local Area Agreement:

- NI 135 – Carers receiving needs assessment or review and a specific care's service, or advice and information

4. Recommendations

4.1. That the Terms of Reference and scope of the review be agreed.

5. Reason for recommendation(s)

5.1. Reasons for the above recommendation are laid out in the main body of this report.

6. Other options considered

6.1. N/A

7. Summary

7.1. The Overview and Scrutiny Committee commissioned a task and finish review into support for carer as part of its 2009/10 work programme.

7.2. There is increasing national emphasis on ensuring that carers have appropriate support to enable them to have a life of their own alongside their caring role. This is underpinned nationally by the National Carers Strategy and locally by the Haringey Adult Carers Strategy and accompanying delivery plan.

8. Chief Financial Officer Comments

8.1. To Follow

9. Head of Legal Services Comments

9.1. The legal service has been consulted and have no comments to make at this stage.

9.2. Any reports submitted to the panel will include legal comments where relevant and any legal implications arising from the final report and recommendations will be considered at that stage.

10. Head of Procurement Comments – [Required for Procurement Committee]

10.1. N/A

11. Equalities & Community Cohesion Comments

11.1. According to the 2001 Census 15,967 people identified themselves as carers' in Haringey.

11.2. Equalities issues as identified in the Haringey Carers Strategy Equalities Impact Assessment¹ along the six equalities strands are as follows:

- Age – under-support of young adult carers aged 18-34 years.
- Disability - Improved support for carers as a whole population has potential to benefit carers with a disability
- Ethnicity – there is under-representation of Pakistani, Bengali and Chinese Carers in provided services, each of which are identified as growing populations in Haringey.
- Gender – under representation of male carers in services and in consultations.
- Religion – lack of data available on religion or belief whilst available information points to an under-representation of muslim carers in both services and consultations.
- Carers from Charedi community not separately identified as faith group and not directly represented in service development
- Sexual orientation - Lack of information about needs of lesbian, gay, bi-sexual and transgender carers to make an evidence-based assessment of impact.

11.3. Equalities issues will be considered throughout the review and in the final review report.

12. Consultation

12.1. The review will seek the views of a range of stakeholders (as outlined in the main body of the report). This will include carers.

¹ Haringey Adult Carers Strategy, Equalities Impact Assessment, Haringey Strategic Partnership, 2009

13. Service Financial Comments

13.1. This review will be carried out within the current resources of the Overview and Scrutiny Service.

13.2. Any financial implications of the final report will be covered within that report.

14. Use of appendices /Tables and photographs

N/A

15. Local Government (Access to Information) Act 1985

- National Carers strategy: Carers at the heart of 21st Century families and communities, Department of Health, 2008
- Haringey Adult Carers Strategy 2009-2014, Haringey Strategic Partnership, 2009
- Haringey Adult Carers Strategy Delivery Plan 2009-2011, Haringey Strategic Partnership, 2009
- Comprehensive Area Assessment Framework, Audit Commission, February 2009
- Our Health, Our Care, Our Say: a new direction for community services, Department of Health, 2006
- Putting People First; a shared vision and commitment to the transformation of adult social care, Department of Health, 2007
- Employment support for carers (research report 597), Department for Work and Pensions, 2009
- Local Government Information Unit, Health and Social Care Round up briefing, 2009
- Carers (Equal Opportunities) Act 2004, Office of Public Sector Information
- Work and Families Act 2006, Office of Public Sector Information
- Commissioning for Carers, Improvement and Development Agency
- Equalities Bill 2009
- Supporting Carers to Care, Commons Public Accounts Committee, 2009
- Haringey Adult Carers Strategy, Equalities Impact Assessment, 2009
- Haringey Independence, Well-being and Choice, Safeguarding Adults Inspection, Care Quality Commission, January 2009
- High Quality Care, NHS Operating Framework for the NHS in England 2009/10, Department of Health, 2008
- Carers Grant 2008-2011 Guidance, Department of Health, 2008
- Sustainable Community Strategy, Haringey Strategic Partnership, 2007-2016
- Council Plan, Haringey Council, 2009-2010

1. Background

- 1.1. The Overview and Scrutiny Committee commissioned a task and finish review into the support given to carers in Haringey as part of their 2009/10 work programme.
- 1.2. This was initially on the work programme for 2008/09 but due to work being undertaken on the Haringey Adult Carers Strategy it was felt that the review would be able to add more value once this was completed.

2. Local Context

2.1. Haringey Carers Strategy's vision is...*"that by 2018 carers will have a place in "a caring system on your side, a life of your own" and that "carers will be universally recognised and valued as being fundamental to strong families and stable communities. Support will be tailored to meet individuals' needs, enabling carers to maintain a balanced between their caring responsibilities and a life outside caring, whilst enabling the person they support to be a full and able citizen".*²

1.1. The Strategy has four outcomes and is underpinned by a delivery plan for 2009-2012.

1.2. The four outcomes are as follows:

- "Outcome 1 - Being respected and supported: Carers will be respected as expert care partners and will have access to the integrated and personalised services they need to support them in their caring role.
- Outcome 2 – Balancing caring with a life apart from caring: Carers will be able to have a life of their own alongside their caring role.
- Outcome 3 – Carers financial security: Carers will be supported so that they are not force into financial hardship by their caring role.
- Outcome 4 – Carers well-being: Carers will be supported to stay mentally and physically well and treated with dignity."³

2.2. It is estimated that by providing unpaid care, carers in Haringey save the borough £236.5 million per year⁴.

3. Definition of a Carer

3.1. For the purpose of this review the definition of a carer is taken from the National Carers Strategy, this is also the definition used in the Haringey Adult Carers Strategy.

*"A carer spends a significant proportion of their life providing unpaid support to family or potentially friends. This could be caring for a relative, partner or friend who is ill, frail, disabled or has mental health or substance misuse problems".*⁵

4. National Context

² Haringey Adult Carers Strategy 2009-2014, Haringey Strategic Partnership, 2009

³ Haringey Carers Strategy – Haringey's strategy for supporting unpaid adult carers, Delivery Plan 2009-2012, Haringey strategic Partnership, 2009

⁴ As noted in the Haringey adult carers strategy, source: Carers UK

⁵ National Carers Strategy: Carers at the heart of 21st Century families and communities, Department of Health, 2008

4.1. Comprehensive Area Assessment Framework⁶ document states that scrutiny reviews carried out locally will provide valuable evidence that can feed into the CAA and may help inspectors understand issues without having to carry out additional work. The three key area assessment questions are as follows:

- How well do local priorities express community needs and aspirations?
- How well outcomes and improvements needed being delivered?
- What are the prospects for future improvement?

4.2. The **National Carers Strategy**⁷ sets out to raise the profile of carers and sets out the Governments short and longer term commitment and vision for carers. The vision by 2018:

- carers will be respected as expert care partners and will have access to the integrated and personalised services they need to support them in their caring role;
- carers will be able to have a life of their own alongside their caring role;
- carers will be supported so that they are not forced into financial hardship by their caring role;
- carers will be supported to stay mentally and physically well and treated with dignity⁸.

4.3. “The carers’ strategy is underpinned by £255 million to implement some immediate steps alongside with medium and long-term plans.

- New commitments in the carers’ strategy include:
- £150 million towards planned short breaks for carers;
- £38 million towards supporting carers to enter or re-enter the job market; and
- £6 million towards improving support for young carers.

4.4. Other schemes associated with the strategy include the piloting of annual health checks for carers to help them stay well and training for GPs to recognise and support carers⁹.

4.5. The **Personalisation agenda**

4.4.1 The 2005 Green Paper (Independence, Well-being and Choice) and the Our Health, Our Care, Our Say white paper both proposed the vision of a ‘personalisation’ of services. Personalisation being: “the way in which services are tailored to the needs and preferences of citizens. The overall vision is that the state should empower citizens to shape their own lives and the services they receive”¹⁰. This transformation in the way that services are shaped and provided is being compared with the changes which occurred with the introduction of the NHS and Community Care Act 1990.

⁶ Comprehensive Area Assessment Framework, Audit Commission, February 2009

⁷ National Carers Strategy, as above

⁸ National Carers Strategy, as above

⁹ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_085345

¹⁰ Our Health, Our Care, Our Say: a new direction for community services, Department of Health, 2006

4.4.2 In December 2007 the Department of Health published a Ministerial concordat 'Putting People First'¹¹ which set out the shared aims and values to drive the transformation of adult social care, by working across sectors and agendas.

4.6. **Commissioning for Carers** guidance has been produced by the Improvement and Development Agency in consultation with carers and local authorities. The aim of this guidance is to help authorities to realise the vision of the National Carers Strategy (as above). This guide covers:

- Strategic Planning
- Commissioning Services
- Developing a provider market

4.7. The **Carers (Equal Opportunities) Act 2004** places a duty on:

- 4.4.1 Local Authorities to ensure that carers know that they are entitled to an assessment of their needs.
- 4.4.2 Councils to consider carers outside interests when carrying out an assessment e.g. leisure, education and work.
- 4.4.3 Gives Local Authorities powers to enlist the help of housing, health and education to ensure that support is delivered coherently¹².

4.8. The **Work and Families Act 2006** gives carers the right to request flexible working. This can only be refused if the change in working pattern would damage the business or impact on other employees.

4.9. The **Equalities Bill 2009** sets out to replace a number of laws with one single Act to make it easier for people to understand their legal right and for employers to understand their legal obligations. This Bill is expected to come into force in the Autumn of 2010. It is the first time that carers are included in a Bill in this way and will protect carers from discrimination and harassment by association to the person they care for and will apply in employment, as well as in the provision of services.

4.7.1. The Bill in effect implements the Coleman Judgement of the European Court of Justice in 2008. The Coleman judgement means that people now have rights not to be subjected to direct discrimination or harassment on grounds of their association with a disabled person¹³.

4.10. The **Employment support for carers**¹⁴ explores how caring responsibilities affect people's decisions about employment. The study came to the following conclusions:

- Job seeking and benefits rules were viewed by carers as complicated and inflexible.

¹¹ Putting People First; a shared vision and commitment to the transformation of adult social care, Department of Health, 2007

¹² www.direct.gov

¹³ www.equalityhumanrights.com

¹⁴ Employment support for carers (research report 597), Department for Work and Pensions, 2009

- A single point of access where carers' needs were understood was seen as important.
- Removing barriers to employment requires action from a range of stakeholders. Legislative rights would not by themselves promote flexible work opportunities.
- More clarity about benefits and entitlements is needed,
- Care packages are rarely constructed with reference to the carers need to work¹⁵.

4.11. **Supporting Carers to Care**¹⁶ recommends making benefits clearer and simpler to access and that the Department for Work and Pensions (DWP) should improve the effectiveness of its employment support to carers at Jobcentre Plus and share good practice in supporting carers across its new Care Partnership Managers. Findings of the report include:

- Benefits for carers are unnecessarily complex and cause confusion, including understanding information and requirements from the Department for Work and Pensions (DWP).
- Carers receive insufficient support to combine employment with caring responsibilities.

5. Haringey Carer's Population

5.1. According to the 2001 Census 15,967 people identified themselves as carers' in Haringey. As the Haringey Adult Carers strategy notes, this is likely to be an underestimate due to some people not identifying themselves as a carer. (NB these are the most up to date figures available).

5.2. The Haringey carers register had 1201 carers registered in March 2009. These are people who have identified themselves as carers and asked to go onto the register. This does not mean that this is the number of people receiving a carer's support service by the council, nor does it mean that they have had a carer's assessment; they may have requested not to do so.

5.3. According to the 2001 census the key demographics of the carer population in Haringey are:

5.3.1. Gender profile

- Men make up 41% of carers and women 59% compared with a male to female ratio of 48:52 for all people in the borough¹⁷.
- Women undertake more hours of caring than men.
 - Of those who care 1-19 hours, 57% are women and 43% are men
 - Of those who care 20-49 hours, 60% are women and 40% are men

¹⁵ Local Government Information Unit, Health and Social Care Roundup briefing, 2009

¹⁶ Supporting Carers to care, Commons Public Accounts Committee, 2009

¹⁷ Since 2001 the gender difference has reduced and by 2007 Mid Year estimates -224,700 people in total- there are roughly equal numbers of men and women resident in Haringey

- Of those who care 50 or more hours, 66% are women and 34% are men¹⁸.

5.3.2. Age profile

- The peak age for caring in Haringey is between 35-49 years.
- Haringey has the most young adult carers aged 18-34 years.

5.3.3. Ethnic profile

- Ethnic groups over-represented as carers (by more than 1%) compared with their profile in the local population:

Ethnic group	Ethnic profile all residents	Ethnic profile of carers
White British	45.3%	47%
Indian	2.9%	5%

- Ethnic groups under-represented as carers (by more than 1%) compared with their profile in the local population:

Ethnic group	Ethnic profile all residents	Ethnic profile of carers
White Other	16.1%	14%
Black African	9.2%	7%

5.3.4. Further information on all of the above can be found in the Haringey Adult Carers Strategy Equalities Impact Assessment.

6. The Scrutiny Review

6.1. This review will consider the support given to adult carers of adults. However, should information suggest that there is a need for a further review into either child carers or adult carers of children then a recommendation may be considered for a piece of work at a later date by the Overview and Scrutiny Committee.

6.2. As part of the consultation for the Haringey Adult Carers Strategy a questionnaire was carried out asking carers a number of questions including:

- How support services could be improved.
 - 24.74% Face to face carers' assessments
 - 21.65% Annual health checks for carers
- What practical help could be provided to the person as a carer?
 - 27.78% - A payment to cover transport/travel costs
 - 21.11% - Reliable safe transport for the cared for person
 - 22.22% - Financial advice for carers
- What services would provide personal support to you as a carer?
 - 28.42% - Counselling for carers
 - 28.42% - Support group for carers

¹⁸ Haringey Adult Carers Strategy, Draft Equalities Impact Assessment, 2009

- 18.95% - Telephone support

6.2.1. A total of 127 completed questionnaires were received.

6.3. The Independence, Wellbeing and Choice, Safeguarding Adults¹⁹ inspection whilst overall positive in relation to carers made a number of points relevant to this review:

- “Services were in place to support carers in their role and there were positive reports where support had been received but this was not the experience of all. The council had recognised the need to further review and develop these services and this work had begun. There was a good range of services to meet the needs of people from black and minority ethnic communities available but staff did not always use them in the most effective way.²⁰”
- “The council had increased the number of carers assessments completed over the last 12 months. This had not always improved the quality of life for some carers. A Local Area Agreement target was supporting the further development of carer’s services.....²¹ “
- “The council should...ensure that the review of the carers strategy is progressed to deliver improved support and outcomes for carers..²²” (N.b the Haringey Adult Carers Strategy is due at the Haringey Strategic Partnership later this year).

6.4. The Carers Grant is paid to local authorities as part of the Area Based Grant. It is a non ring-fenced general grant and it is therefore left to authorities to locally determine how best to spend the grant to meet local and national priorities. However, the guidance states that “whilst there are no conditions attached to the Carers Grant money for 2008/09, the Self Assessment Survey will continue to monitor the provision of services to support carers. The approach to carers set out in the Social Care Concordat ‘Putting People First’ should be reflected in the development of any services and policies²³”.

6.4.1. The indicative allocation for 2010/2011 £1,405,684²⁴

7. Terms of Reference

“To assess the support provided to adult carers of adults in Haringey specifically to provide an objective view of these services and whether they provide value for money”

8. Objectives of the review:

- Assess how NHS Haringey and Haringey Council work together to provide carers’ breaks considering the requirement for PCT/LAs to have joint plans²⁵ for carers’ breaks.

¹⁹ Independence, Well-being and Choice, Safeguarding Adults Inspection, Care Quality Commission, January 2009

²⁰ As above

²¹ As above

²² As above

²³ Carers Grant 2008-2011 Guidance, Department of Health, 2008

²⁴ <http://www.communities.gov.uk/documents/localgovernment/xls/7707021.xls>

- Assess how the partners are working together to support carers.
- Consider the effectiveness of the assessment process.
- Feed into the Haringey Carer' Strategy Delivery Plan.
- Assess whether services that deliver support to carers in Haringey provide Value for Money.
- Council funding and NHS Haringey funding
- To assess whether the services provided are appropriate to the needs of Carers.
- To consider the extent in which carers are engaged and involved in shaping support services.
- To consider what Haringey Council, as an employer, is doing to meet the needs of carers.
- Make recommendations to improve the support carers receive in Haringey.
- Provide evidence for the Comprehensive Area Assessment Process

8.1. The specific areas of the Haringey Adult Carers Strategy Delivery Plan that the review will incorporate are:

- Number and availability of carers breaks
- Emergency cover
- Information provision including income maximisation
- Remain in or return to work
- Specialised carers service or resource centre
- Access to health and well-being services
- Training for care giving

8.2. With reference to Value for money the review aims to consider the following questions:

- Do costs compare well with others (allowing for external factors)?
- Are costs commensurate with service delivery, performance and outcomes achieved?
- Do costs reflect policy decisions?
- How is Value for Money monitored and reviewed?
- How is procurement managed?
- How external funding is obtained?

8.3. With reference to the Comprehensive Area Assessment process the following questions will be considered in relation to carers:

- How healthy and well supported are people?
- How is adult social care meeting people's needs and choices?

9. Methodology

9.1. Panel Membership

- Councillor Gina Adamou (Chair)

²⁵ High Quality Care, NHS Operating Framework for the NHS in England 2009/10, Department of Health, 2008

- Councillor Karen Alexander
- Councillor Ray Dodds
- Councillor Richard Wilson

9.2. Stakeholders

Cllr Catherine Harris	Chair of the Carers Partnership Board
Lisa Redfern	Assistant Director Adults
Barbara Nicholls	Head of Commissioning
James Slater	Director of Commissioning (West and Adults)
Susan Otiti	Associate Director of Public Health
Paul Clarke	Programme Manager - Employment and Skills
Phil Harris	Housing Strategy and Needs
Pat Duffy	Head of Adult Learning Service
Andy Briggs	Head of Sport and Leisure Services
Steve Davies	Head of Human Resources
Phylis Fealy	Job Centre Plus
Linda Barton	Job Centre Plus
Faiza Rizvi	BME Carers
Celia Bower	Local Involvement Network Representative
Robert Edmonds	Director, Age Concern Haringey
Charlotte Law	Corporate Accountant
Eve Featherstone	Equalities Manager
Colleen Fiffie	Carers Centre
Dekh Bhaal	Asian Carers Support Group
Ray Churchill	Mental Health Carers' Support Group
Nick Bishop	Mental Health Carer' Support Group
Theresa Wilson	
Freda Wilson	Carers Partnership Board Representative
Regina Fleming	Carers Partnership Board Representative
Marylyn Duncan	Carers Partnership Board Representative
Brudunnisha Mansoor	Carers Partnership Board Representative
Ifeome Akubue	Carers Partnership Board Representative
Mr Gabriel Lock (TBC)	Carers Partnership Board Representative

10. Timescale

10.1. The review aims to report to the Overview and Scrutiny Committee by March/April 2010. The recommendations will then go to Cabinet and other bodies, for example the NHS Haringey, following this.

	Aug. 09	Sept.	Oct.	Nov.	Dec.	Jan. 10	Feb.	Mar.	Apr.
Scoping									
Meetings			1	2	3	4	5		
Visits									
Reporting									
OSC									
Cabinet									

10.2. The proposed meeting structure is as follows:

Evidence Sessions		
Meeting 1 13 th October	Context of the review ACCS presentation Equalities Scoping report and Terms of reference	Barbara Nicholls Eve Featherstone
Meeting 2 Tuesday 3 rd November – 10am	1. Job Centre Plus 2. Economic Regeneration 3. Adult learning 4. Leisure 5. Housing 6. HR	Paul Clarke Pat Duffy Andy Briggs Phil Harris Steve Davies
Meeting 3 Thursday 26 th November – 7pm	Voluntary and Community Sector 1. Carers Partnership Board 2. BME Carers 3. Carers Centre 4. Mental Health Carers Support Groups 5. Asian Carers Support Group 6. Local involvement Network	Cllr Catherine Harris Faiza Rizvi Colleen Fiffie Ray Churchill Dekh Bhaal Celia Bower
Meeting 4 Tuesday 15 th December – 10am	<i>NHS Haringey</i> Commissioner Provider Arm (Community	Susan Oti James Slater Anne Daley/Jill Shattock TBC

	matron/District Nursing) <i>Adults</i>	Lisa Redfern
Meeting 5 Tuesday 19 th January – 10am January 2010	<i>Value for Money</i> <i>Adults</i> Corporate Accountant Service Finance NHS Haringey Further TBC	Lisa Redfern Charlotte Law Niyazi Soyel Susan Oti James Slater
Meeting 6 Thursday 21 st January – 7pm	Conclusions and Recommendations	
Panel Member Visits		
November 17 th Or December 19 th	BME Carers Meeting Selby Centre	
December TBC	Carers Partnership Board	

11. Independent Expert Advice

11.1. In addition, the Panel may wish to consider if their work would be assisted by the provision of some independent expert advice. This could “add value” to the review by:

- Impartially evaluating current practice providing advice on successful approaches and strategies that are being employed elsewhere
- Suggesting possible lines of inquiry
- Commenting on the final report and, in particular, the feasibility of draft recommendations.