

HERTFORDSHIRE COUNTY COUNCIL

**ADULT CARE AND HEALTH
SCRUTINY COMMITTEE**

THURSDAY 23 OCTOBER 2003 at 10.00 AM

Agenda Item No.

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**DEVELOPMENT OF COUNTYWIDE STRATEGY FOR BLACK AND ETHNIC
MINORITY ADULT CARE SERVICE USERS AND THEIR CARERS**

Report of the Director of Adult Care Services

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Executive Member: Jane Pitman

1. Purpose of report

This item was requested by Roma Mills for scrutiny by the Committee.

The purpose of this report is to inform the Committee of work going on to develop this strategy across the care groups in Adult Care Services.

The report gives demographic and service delivery information. It highlights gaps in services and areas of concern that have been identified in local and national reports. It sets out our plans to strengthen services.

Committee is asked to note these and to comment on the outline of Adult Care Services' strategy for addressing these issues in the future.

2. Summary

Hertfordshire total population is just over one million, - 88.8% are "White British", 4.9% are "White Other" and 6.3% are from "Non White" ethnic groups.

In terms of people aged 65+, there are 2,929 people from "Non White" communities, plus 7,886 from "White" Non-British communities. These numbers amount to 1.87% and 5% of the total population of those aged 65+.

Adult Care Services provides services to 199 people from "Non White communities aged 65+. This represents 1.82% of service users aged 65+, and is broadly in line with the proportion in the Census. There are 161 Mental Health, 105 Physical Disability and 96 Learning Disability users from "Non White" communities receiving services from Adult Care Services.

Adult Care Services also funds many voluntary organisations to provide a range of preventative services such as day centres, mental health drop-ins, luncheon clubs and carer support to black and ethnic minority communities. These services focus mainly on older people, although each service acts as a gateway for those of all ages in need of support. The emphasis within the adult care groups is not to develop discrete services, but to ensure all our services are appropriate and address individual need.

National and local reports have highlighted the difficulties faced by people from black and ethnic minority communities and this has been confirmed by joint PCT and Adult Care Services work in Hertfordshire

Adult Care Services plans to strengthen services to black and ethnic minority communities and their carers through the Equality Action Plan and by specific work in each care group. For older people, a draft Strategy has been drawn up, which emphasises the need to:

- Engage with the communities in each area. Providing information and support.
- Respond to the needs of individuals and local communities in terms of service development, including flexible service provision.
- Ensure that the needs identified are built into service commissioning plans.

This approach will be extended across all care groups.

3. Conclusion

This report outlines plans within Adult Care Services to strengthen services to Black and Ethnic Minority Communities. Although much has been achieved in recent years (see Sections 5,6, and 7), more needs to be done, particularly in the area of preventative services.

A key part of our strategy is to reach out and engage with representatives of the many communities across the county and involve them in service planning. We also need to improve the way we respond to individual service needs.

Scrutiny Committee is asked to comment on the report, visits and presentations and suggest further ways in which the strategy could be developed.

4. Background

Demographic Data

Hertfordshire total population is just over one million. According to Census, 88.8% are “White British”, 4.9% are “White Other” and 6.3% or 65,334 people are from “Non White” ethnic groups.

The breakdown is:

White British	White Other	Asian	Black	Mixed	Chinese/Others
88.8	4.9	3.0	1.1	1.4	0.8

Within the “White Other “ category are significant numbers of older people from Italian, Jewish, Irish, Polish and other communities.

In terms of stated religion the breakdown was:

Christian	Muslim	Jewish	Hindu	Sikh	Buddhist	Other	No Religion	Not Stated
70.2	1.7	1.6	1.0	0.4	0.3	0.3	17.1	7.4

The Census reported that there are 156,437 people aged 65 and over. 2,929 or 1.87% are from non-white ethnic minority communities and 7,886 or 5% are from white non-British communities. However, in the 55–64 age group the figures are 3.8% and 5.9% respectively.

5 Adult Care Services – Service Activity Information

In September 2003, Adult Care Services provided a service to 199 service users from non-white ethnic minority communities aged 65+. This represents approximately 1.82% of older people receiving services. Although this appears a relatively small number, it is broadly in line with what would be expected from the Census data.

Services for People 65+	No of Clients	% of Clients
Day Services	57	3.5
Home Care	103	1.7
Nursing Care (long/short)	22	
Residential Care (long/short)	44	
Other	26	
Total :*	253	1.86

*Some clients received more than one service.

Adult Care Services were also providing a service to 96 people with a learning disability, 161 with a mental health problem, and 105 with a physical or sensory disability from non white communities under the age of 65.

Within Adult Care Services, each Service unit has its own Equality Action Plan to ensure that race and cultural issues are highlighted and addressed. This could reflect

needs around staff training, recruitment, awareness of different cultures, and addressing racism. The emphasis within the adult care groups is not to develop discrete services, but to provide person centred care, thereby ensuring all our services are appropriate, and address individual need. For example, this will involve ensuring that clients from black and ethnic minority communities have cultural food, hair and beauty products. More recently, Learning Disability day centres in Borehamwood and Watford have been made available in the evening to the Bosnian and Hindu groups to help support community development. This has also strengthened the links between Adult Care Services and these communities.

In addition to the mainstream services identified above, Adult Care Services are funding a broader range of resources specifically to meet the needs of people from black and ethnic minority communities. These services tend to be for older people, but also act as a gateway for younger people or their carers who may need information and support from Adult Care Services. These services are found in those parts of the county which have the greatest numbers of people from black and ethnic minority communities and most are provided by voluntary organisations. The emphasis is mainly on local preventative services such as luncheon clubs, carers support and day services.

Examples of services funded by Adult Care Services in the Area Teams are highlighted below:

South East Herts – Age Concern Italian link worker, who provides a bridge between the large Italian community and statutory services. Also, an Ethnic Minority Development Worker to make links between statutory organisations and local communities.

North Herts/Stevenage - In Hitchin, a residential home offers day, short and long term care for Asian elders. Age Concern offer a number of Asian and Italian day services and link workers, who provide a bridge between these communities and statutory services. Also an Afro-Caribbean luncheon club runs in Hitchin.

Watford/Three Rivers - Luncheon clubs and Carers support for the Asian community through the Watford Asian Community Care organisation. Luncheon clubs, Carer Support, Meals on Wheels services for Afro-Caribbean community through the TACEP organisation.

Hertsmere - Support for Jewish elders to attend day services in Harrow and Edgware run by Jewish Care.

Dacorum – Age Concern provide day centre provision for Asian community. Interpreting service.

St Albans – Support for occasional lunch clubs. Support for establishment of Ethnic Minority Community Forum.

Plans for 2003/4.

Further service development is being taken forward through the Carers Strategy and by plans to extend and broaden the range of preventative services. In 2003/4, Adult Care Services agreed plans to fund:

- A Black and Minority Ethnic Users and Carers worker to ensure that users and carers views and experience actively inform Adult Care Services practice. This will be focusing mainly on the needs of people needing physical disability or sensory services.
- Watford Asian Community Care to strengthen the management of services and the ability to develop new services.
- St. Albans Ethnic Minority Community Forum to meet rent costs and develop luncheon club services
- Residential respite/day care provision for Asian elders in the Watford area following discussions with local communities.
- Care workers for lunch clubs to allow more disabled elders to attend.

6 Needs and Gaps

Over the last decade there have been a series of national and local reports, which have identified the particular needs of people from black and ethnic minority communities. A general conclusion from these reports was that this group suffered as a result of racism, low incomes, poor housing, isolation and comparatively poor health. They are likely to suffer significant disadvantages in gaining access to community care services and in having their needs met. Their needs are the same as those for people in general but sometimes these needs should be met in specific and different ways.

In Hertfordshire, joint work with the Primary Care Trusts in 2002 identified that the main gaps in service provision were:

- More culturally specific services.
- More staff from ethnic minority communities.
- Dealing with people who do not have English as a first language.
- Being able to engage with communities in each area.
- Access to and information about services.

7. Adult Care Services' Equality Action Plan

Within Adult Care Services, the Equality Action Plan acts as the framework for strengthening work around a range of equality issues. The Plan already contains proposals to address workforce and recruitment issues, training, consultation, information, and contract monitoring. Work is also underway attempting to address some of the difficulties people whose first language is not English may have in accessing services.

The Assistant Director of Adult Care Services meets with the Equalities Steering Group on a quarterly basis to monitor progress on the Plan. The work around equalities will be further reinforced by the implementation of the Race Relations Amendment Act 2000 (RRAA). This places a new, enforceable and positive duty on public authorities to eliminate unlawful discrimination, promote equality of opportunity and good relations between people of different racial groups. Training on the RRAA 2000 is underway in the Department.

The Equalities Steering Group have identified that the Equality Action Plan is not sufficiently detailed about the way Adult Care Services is planning to develop appropriate services for black and ethnic elders. Although recognising that there exist a variety of culturally sensitive services in the county, it is felt that service development has been patchy, and has taken place in an uncoordinated ad hoc way, and that a clearer strategic approach needs to be developed. This response matches recommendations from an inspection by the Social Care Inspectorate in 2002, where Adult Care Services were asked to produce a service strategy for Black and Ethnic Minority Older People.

8. Adult Care Services' Strategy to Strengthen Services

The overview from Adult Care Services is that much good work has been done, and we have a range of preventative services in many parts of the county. We are building links and consolidating joint working. However, we could be doing more for both service users and carers. To address this, one of the priorities in our plans for funding and support of the Voluntary sector 2004/5, as set out in the Prospectus, is to address the needs of people from black and ethnic minority communities.

An outline of how we will be taking the Strategy forward in each care group is set out below:

For people with a Learning Disability – The emphasis continues to be that of person centred care, and to ensure all our services can respond appropriately to the needs of all users. There is a particular emphasis on staff training and recruitment and the development of Equality Action Plans in all our services. There are no proposals to develop discrete services for people from black and ethnic minority communities, but to strengthen advocacy and self-advocacy services. Finally, later in the year our Community Learning Disability Teams will be establishing Locality Forums to ensure we are able to profile and respond to local need through our commissioning proposals.

For people with a Mental Health problem - In partnership with Hertfordshire Partnership Trust (HPT), carers and service users, we have developed a checklist of actions and ideas that mental health agencies in Hertfordshire should use to “audit” their performance in delivering culturally relevant and competent services. HPT have agreed to pilot the Audit Checklist and to share their findings with the wider mental health services. For 2004/5 we are seeking investment to develop day care services in the Hitchin/Letchworth area. Also, we believe that the number of people from ethnic communities being compulsorily admitted to psychiatric hospitals may be high in Hertfordshire and we plan to investigate this further.

For people with a Physical Disability or who need Sensory Services - The Black and Ethnic Minority User and Carer worker will ensure that the views and experience of service users inform our practice. Arising out of the Best Value Review, we are also creating a Disability Channel on Herts Direct and are looking into how needs of people whose first language is not English will be met. Also, a review of Translation and Interpreting services is underway and we are working with existing providers and experts in the county to develop a specification for an umbrella group to deliver interpreting services.

For Older People - We recognise the need to strengthen the range of preventative services such as day support, luncheon club services and respite care services,

particularly in those parts of the county with the biggest communities. More specifically, we recognise the need to consider the need for short and long-term residential care home services in the Watford/Three Rivers Area in view of the area's growing numbers of Asian elders.

However, we cannot just assume that these services are wanted. We need to be able to engage with and involve local users and black and ethnic minority organisations in identifying need. We have to listen to what they feel the service priorities need to be. This "listening" work needs to be carried out in all areas including those that only have small numbers from Black and Ethnic Minority communities. We also need to engage with those communities whose needs may be hard to identify because of greater numbers from other ethnic groups in their area.

In order to address these needs and gaps in services for Older People, Adult Care Services has set out a draft Strategy and Action Plan. This is currently being discussed with the Equality Action Steering Group and with Managers within the Department. Aspects of which will be built into the plans of local Area teams and Central units and form part of Performance Agreements. There is an opportunity to take this forward as part of the Practice Development Programme. The work around equalities should not be seen as something done by others or in certain fields of work only, but integral to all staff and all activities.

The key elements of the draft Strategy are set out below. (A copy of the document is available on request.)

- Strengthen work at a local level to reach out and engage with the communities in each area. This needs to be supported by departmental and countywide consultation initiatives.
- Provide information and support to communities to enable them to be able to engage effectively with statutory services.
- Respond to the needs of individuals and local communities in terms of service development, including flexible service provision.
- Ensure that the needs identified are built into service commissioning plans.

9. Financial Implications

There will be a financial cost to developing new services for people from Black and Ethnic Minority communities. These need to be set alongside other pressures as part of the planning for next year's budget.

10. Rural Implications

Only to report the added difficulties in making contact with, and developing local services for people from black and ethnic communities who live in these areas.

Background material referred to by the author while compiling this report:

Adult Care Services Departmental Equality Action Plan 2002/3

Draft Service Strategy for Older People from Black and Ethnic Minority Communities –
Adult Care Services Sept 2003.