

# No breaks for carers

## A report on Primary Care Trusts and the Carers Strategy

13 October 2009



### Executive Summary

HM Government published a Carers Strategy in June 2008 which contained a commitment that £150m would be given to Primary Care Trusts (PCTs) in England to provide breaks for carers. £50m would be given in 2009/10 and £100m in 2010/11. In the words of the Prime Minister, this would “double” the provision of respite care for carers. Using Freedom of Information requests The Princess Royal Trust for Carers and Crossroads Care have found that only 23% of this year’s £50m has been used by PCTs to increase services for carers.

We have not focussed solely on breaks because we realise that PCTs may have used the money to provide other services which will still be of support to carers. If we had focussed solely on breaks, the percentage of the allocation used to increase services would have been lower than 23%.

We have focussed on measuring the increase of funding for carers’ services between 2008/09 and 2009/10 because the new money committed was intended to increase services for carers, and not just to cover what was already being spent by some PCTs on services for carers.

PCTs were not informed how much of the £50m each would receive. In their own words, this hampered their ability to plan and generally caused a state of confusion amongst PCTs. Nearly 90% of PCTs found the information that we provided useful or partially so, with many specifically stating they wished the Government had provided them with the information.

The National Carers’ Strategy states that PCTs will be “required” to produce joint plans with their local authorities. Despite being half way through the financial year, over 20% of PCTs state that they have not done so and some say they have no plans to do so.

The Minister for Care Services, Phil Hope MP, advised Parliament that it is the responsibility of local MPs and carers to “*ensure that it [local PCT] allocates from its budget the money that the Government have allocated to it to support carers in the area.*”<sup>i</sup>

It is impossible to do this unless PCTs and the public know what each PCT has received as its share. It would also be necessary for PCTs to be open about the purposes for which they have used the funding. Given the high number of PCTs who did not respond to a FOI request, it is clear that the public would find it hard to gain the information necessary to hold a PCT to account. Information and transparency are key to enabling local people to hold local decision makers to account.

To avoid similar results regarding next year’s injection of £100m given to PCTs for carers, we call on the Government to intervene so that:

- the amount each PCT receives of next year’s £100m is publicly available;
- PCTs plan their spending with carers, carers’ organizations and the local authority;
- each PCT publicly reports on their use of the money.

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### Introduction

HM Government's Carers' Strategy contained a commitment that Primary Care Trusts (PCTs) would be given new money to provide breaks for carers and the Prime Minister highlighted this pledge as a key policy in his preface:

*"We are taking immediate action to double our support for respite care over the next two years with an additional £150 million of new funding."*<sup>ii</sup>

The following paragraphs from the Carers Strategy gave more detail about the policy<sup>iii</sup>:

*3.12 The money will be allocated to PCTs, who will be required to work with their local authority partners to publish joint plans – as part of the Joint Strategic needs assessment process (see Chapter 7) – for the provision of breaks. These plans will be published following a local consultation with relevant parties, including the third sector and carers themselves. Setting out a strategy for improving quality and choice, the plans will take account of both the new money and the existing money provided to local authorities for planned breaks through the Carers Grant.*

*3.13 The Operating Framework for the NHS due to be published in autumn 2008 will set out how PCTs can work with local authorities to deliver short breaks for carers in a personalised way.*

*3.14 This additional funding significantly increases our investment in direct support for carers, and we expect that it will provide a wide range of services in response to their specific needs.*

In December 2008, Carers' Centres from The Princess Royal Trust for Carers network and Crossroads Care schemes advised us that PCTs did not believe that they were receiving new money and that they had been given no information about this. We established from the Department of Health (DH) that PCTs would receive new money but that it would not be ring-fenced and nor would PCTs be advised how much of the £50m each would receive. Each PCT's share of the £50m would be inserted into their total baseline budgets without information being given to PCTs about this. It was this lack of information that caused confusion within PCTs and is the root cause of why only 23% of the £50m has been used to increase services for carers.

The only information given to PCTs was a paragraph in the NHS Operating Framework that advised

*"The Carers' Strategy sets out how we can ensure that we support carers. One key requirement is that PCTs should work with their local authority partners and publish joint plans on how their combined funding will support breaks for carers, including short breaks, in a personalised way."*<sup>iv</sup>

A letter from David Nicholson CBE, Chief Executive of NHS, in August 2009 advised that PCTs did not actually have to publish such joint plans and that it was completely the choice of PCTs whether they wanted to or not.

This means that PCTs do not have to publish how they intend to use the funding pledged in the Carers Strategy or report on how they have used it. This lack of transparency makes it nearly

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impossible for local carers and communities to hold their PCT to account for how they have used this new money.

### Dispersal of £150m

It was established that it was possible to illustrate how the £150m would be distributed across PCTs over the years 2009-2011. This could be done by assuming that each PCT receives an allocation that is proportionate to the size of its total base budget. We have not been advised that allocations of the £150m will be other than proportionate to their base budgets.

We made the calculations for each PCT. We made these public on our website and distributed the information to the networks<sup>v</sup> of The Princess Royal Trust for Carers and Crossroads Care, as well as to our networks of council and PCT carers' leads. The table of estimated allocations is in Appendix 1. Carers' Centres and Crossroads Care schemes approached their local PCT using this information and asked to discuss with PCTs how they were planning to use it to provide support for carers.

In February and March 2009, it became clear that there was great confusion amongst PCTs:

- Some denied that there was new money.
- Some accepted that there was new money, but were not able to identify how much that was and were sceptical of our calculations because they were not provided by the DH.
- Some accepted that there was new money and that our calculations were accurate, but that they had already budgeted for the amounts to be spent elsewhere.

This feedback led us to begin researching and logging what each PCT was planning to do regarding providing services for carers and the use of this year's £50m.

### Information gathering

Our initial research was conducted by asking our Networks what their PCT was planning to do with their allocations. Many Carers' Centres and Crossroads Care schemes found it difficult to get information from their local PCT and not every PCT had a Carers' Centre or Scheme in its locality. Below is a summary of responses as at 20<sup>th</sup> March 2009.

- **37 responses advised that the PCT is still confused, has not entered into discussions or have still to decide what they will do.** PCTs are greatly confused whether they have received new money with some refusing to believe this despite us having worked out and advising them of their share of the £150m included within their total baseline allocation.
- **23 respondents advised the PCT acknowledged the extra funding but advised it wouldn't be spent on carers.** Because it is not ring-fenced some PCTs are choosing to spend the money on other areas including covering deficits. This included one PCT which had discussed how to spend the money on carers until it found out that it wasn't going to be ring-fenced.

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- **10 respondents advised that their PCT had pledged to spend part or all of their allocation providing breaks.** However, even these ‘successes’ reveal negative outcomes. One PCT is only spending £200,000 of a £981,000 allocation. Another is spending less than one-third and one of the best responses is that two-thirds will be spent on carers, but over three years rather than the two that money was intended to cover.

This feedback was shared with the All Party Parliamentary Group for Carers (APPG for Carers), the Cross Government Programme Board (responsible for monitoring implementation of the Carers Strategy internally) and The Standing Commission on Carers (an independent board set up by the Prime Minister to scrutinize and advise Government policy on carers). MPs from the APPG for Carers questioned the Government about this issue but no action was taken by Government after receiving this information.

Much of our Network were advising that they were finding it very hard to get information from their PCT due to confusion and denial of any new money. Appendix 2 contains anonymous quotes from our Networks explaining their problems, an example of which is:

*“It is proving difficult to find out what is happening with PCT monies. Last feedback from PCT reps was that they didn't know either. Seems to be a degree of confusion about the money, what it can be spent on and whether it is new money.”*

In April 2009, we produced template letters and a questionnaire for our Networks to use when approaching their PCT, with the hope that this would elicit more information. The letter is in Appendix 3 and the questionnaire in Appendix 4. By the end of June it became clear that PCTs were still not responding and thus we decided to send the questionnaire to PCTs under the Freedom of Information Act.

### Research using Freedom of Information (FOI) requests

In July, we sent questionnaires to 100 PCTs specifically stating in the accompanying letter that it was to be treated under the Freedom of Information Act. The Mayor of London also sent the questionnaire to every PCT in London asking them to return these to me. Requests for information do not have to mention the FOI Act for them to be treated under its conditions<sup>vi</sup> but it was clear that PCTs were not responding as such to our Networks. PCTs should respond within 20 working days. Our letter requesting the information citing the FOI Act is in Appendix 5.

Some of our Network did not want us to send FOI requests to their local PCT because they were afraid that the PCT might be unhappy at this and would hamper local efforts at getting more support for carers.

After 20 working days, we had to send further requests as there were many PCTs who had not responded. As at 7<sup>th</sup> October, 81 PCTs had responded out of 130 who received the questionnaire. The results of our questionnaires are taken from the 81 who have responded.

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## Questionnaire results

### PCTs want more information from Government

72% of PCTs found the information that we gave in our letter accompanying the questionnaire useful. A further 16% found it partially so and even of those 12% who said it was not useful, there were some who answered this because they had previously received the information from our Networks. Appendix 6 contains anonymous quotes from PCTs advising why they thought it was useful, an example of which is:

*"We are aware that other PCTs are similarly concerned that the existence of funding for this and a number of other initiatives was not highlighted in the Operating Framework and would hope that the 2010/11 document is made more explicit in this respect."*

### No break for carers

Questions 2, 3 and 4 in our survey were used to ascertain whether PCTs were using their allocation to provide breaks for carers. We also asked whether they were using their allocation to increase services for carers as a whole, as we understand that carers require a range of services and therefore that PCTs may feel justified in using new money on services other than breaks. We also suspected that it might be more difficult for PCTs to identify how much they spend specifically on breaks rather than carers' services as a whole.

23.5% of PCTs were unable to advise us whether they were funding any breaks. Of those who did answer, much of what was being spent in 2009/10 on breaks is at the same level that was provided in the previous year, before the new money was injected. As the Prime Minister made clear, the new money was intended to increase the provision of services and not to cover what was already being provided.<sup>vii</sup>

### £50m for carers; £40m goes missing

There is abundant evidence that because carers do not get the support that they need, their life chances are harmed in various ways:

- More than half of carers have given up work to care<sup>viii</sup>
- On average, carers retire eight years early<sup>ix</sup>
- More than 80% of carers say that their caring role has damaged their health<sup>x</sup>
- 75% of carers advised that they had previously reached breaking point whilst caring<sup>xi</sup>

It was because of such reasons and after extensive consultation that the Government produced a Strategy that pledged to **increase** support services for carers. Therefore, when monitoring the impact of the new monies and the implementation of the Carers Strategy, it is necessary to measure whether the new money has been used to increase services or not. Funding the status quo was not the intention of the Carers Strategy.

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11% of PCTs could not advise whether they were increasing funding for carers' services or not, and were therefore discounted from the calculation of how much of this year's £50m was spent on increasing services for carers. Of those we were able to calculate, only 23% of the £50m allocation was used to increase services for carers and 11% advised that they were not providing any services at all in 2009/10.

Again, it is reasonable to assume that the calculation of 23% is actually higher than the reality for two reasons:

- Generally, the 11% who were not able to say whether or not they were increasing funding for carers' services were also unable to say whether or not they were providing **any** services for carers.
- Those PCTs who did not respond are less likely to be engaged in providing carers' services and would therefore decrease the average percentage of the allocation spent increasing services for carers.

### **Co-production in planning services**

23% of PCTs advised us that will not or have not yet produced joint plans with local authorities, despite being half way through the financial year. Even fewer successfully engaged with carers and carers' organisations. However, there is evidence that those PCTs that did use all, or most of, their allocation, did so after close consultation with local carers' organisations such as a Carers' Centre or Crossroads Care scheme.

Part of the reason that the new money to increase services for carers was given to PCTs, and not to local authorities, was to encourage PCTs to think more about their role in supporting carers, given that carers provide more care than the NHS and suffer poor health as a consequence. However, there have been few examples of this happening and therefore the Government must do more to promote the new money and its intended uses.

Lewisham PCT works closely with Lewisham Carers, a member of The Princess Royal Trust for Carers network and received the estimated allocations that we provided. Having accepted that they did have new money to support carers, they decided to hold a public consultation with carers to receive feedback and ideas, which resulted in the whole allocated amount being used to support carers.

Nottingham County Teaching PCT already provided significant support for carers but still chose to use 79% of their allocation to increase support for carers. They provide a wide range of services for carers including advocacy, advice, emotional support and respite services. They also had widespread consultation with various third sector organizations as well as producing a joint commissioning strategy with the local authority.

One example of the potential of the new money to prompt culture change is that Mid Essex PCT, which had never commissioned services for carers, has now included carers as part of a five

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year plan with £330,000 investment this year (more than the 288,532 that was allocated to them). This followed consultation with individuals and local groups.

### **Double counting**

Many PCTs stated that they were providing services for carers using Aiming High for Disabled Children funding, which is another specific funding stream worth £340m. So whilst we included such spending in calculating how much PCTs were spending on providing carers' services, it effectively double-counts what PCTs have done with the Carers Strategy and Aiming High for Disabled Children funding streams.

### **Conclusion**

Carers provide the bulk of care and support in the UK. Both social services and the NHS are unsustainable without carers and yet this report produces evidence that they are still not receiving the support that they need. Without proper support, carers are more likely to be forced into giving up work and falling into poor health. This means fewer people working, and more people receiving benefits and needing their own care and support. It is the opposite of what the Government should be trying to achieve.

In 2004, Lord Warner, then Parliamentary Under-Secretary for Health advised Parliament that if there was ever evidence that PCTs were not taking carers into proper account during their planning process "*we will intervene.*"<sup>xii</sup>

This report produces such evidence and we call on the Government to intervene so that:

- the amount each PCT receives of next year's £100m is publicly available;
- PCTs plan their spending with carers, carers' organizations and the local authority;
- each PCT publicly reports on their use of the money.

This will assist delivery of the pledge to carers of the National Carers' Strategy: "A caring system on your side. A life of your own".

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### Appendix 1

*This is a table of all PCTs and their allocation of £50m for 09-10 and of £100m for 10-11.*

<b>PCT 2</b>	<b>Allocation of £50m for 09-10</b>	<b>Allocation of £100m for 10-11</b>
Ashton, Leigh and Wigan PCT	£319,771	£639,542
Barking and Dagenham PCT	£188,102	£374,972
Barnet PCT	£330,339	£658,433
Barnsley PCT	£255,621	£517,917
Bassetlaw PCT	£104,945	£216,038
Bath and North East Somerset PCT	£159,554	£318,024
Bedfordshire PCT	£344,859	£693,319
Berkshire East PCT	£332,762	£663,262
Berkshire West PCT	£373,020	£743,506
Bexley Care Trust	£200,766	£400,197
Birmingham East and North PCT	£421,155	£842,311
Blackburn with Darwen PCT	£161,522	£323,045
Blackpool PCT	£164,769	£329,537
Bolton PCT	£274,771	£549,541
Bournemouth and Poole Teaching PCT	£318,242	£634,323
Bradford and Airedale Teaching PCT	£506,630	£1,014,711
Brent Teaching PCT	£313,340	£624,553
Brighton and Hove City PCT	£274,209	£546,554
Bristol PCT	£412,532	£823,686
Bromley PCT	£291,303	£580,628
Buckinghamshire PCT	£407,418	£812,069
Bury PCT	£176,263	£352,527
Calderdale PCT	£192,777	£385,982
Cambridgeshire PCT	£485,634	£980,071
Camden PCT	£283,634	£565,341
Central and Eastern Cheshire PCT	£403,032	£804,836
Central Lancashire PCT	£429,839	£859,759
City and Hackney Teaching PCT	£295,026	£588,047
Cornwall and Isles of Scilly PCT	£505,037	£1,014,082
County Durham PCT	£554,053	£1,108,106
Coventry Teaching PCT	£330,882	£661,765
Croydon PCT	£329,093	£655,951
Cumbria Teaching PCT	£489,691	£979,382
Darlington PCT	£103,761	£206,916
Derby City PCT	£253,556	£507,113
Derbyshire County PCT	£655,295	£1,311,375
Devon PCT	£679,752	£1,364,910
Doncaster PCT	£313,824	£6,276,477
Dorset PCT	£362,963	£726,333
Dudley PCT	£288,588	£577,175

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Ealing PCT	£340,979	£679,641
East and North Hertfordshire PCT	£474,387	£951,457
East Lancashire Teaching PCT	£393,162	£786,323
East Riding of Yorkshire PCT	£270,020	£543,061
East Sussex Downs and Weald PCT	£320,695	£639,212
Eastern and Coastal Kent PCT	£719,499	£1,440,871
Enfield PCT	£272,843	£543,834
Gateshead PCT	£223,179	£446,037
Gloucestershire PCT	£515,994	£1,028,622
Great Yarmouth and Waveney PCT	£225,547	£451,881
Greenwich Teaching PCT	£264,998	£528,195
Halton and St Helens PCT	£335,569	£671,137
Hammersmith and Fulham PCT	£203,951	£406,517
Hampshire PCT	£1,068,151	£2,131,256
Haringey Teaching PCT	£265,099	£528,397
Harrow PCT	£195,781	£390,232
Hartlepool PCT	£102,089	£204,178
Hastings and Rother PCT	£189,768	£378,247
Havering PCT	£235,189	£469,389
Heart of Birmingham Teaching PCT	£327,031	£651,841
Herefordshire PCT	£160,424	£322,209
Heywood, Middleton and Rochdale PCT	£223,967	£447,932
Hillingdon PCT	£237,094	£472,578
Hounslow PCT	£226,765	£451,990
Hull Teaching PCT	£284,879	£569,758
Isle of Wight NHS PCT	£145,363	£291,216
Islington PCT	£257,479	£513,209
Kensington and Chelsea PCT	£210,808	£420,185
Kingston PCT	£155,852	£310,645
Kirklees PCT	£374,188	£748,376
Knowsley PCT	£189,829	£379,658
Lambeth PCT	£362,372	£722,282
Leeds PCT	£730,964	£1,462,885
Leicester City PCT	£305,340	£610,679
Leicestershire County and Rutland PCT	£518,649	£1,042,223
Lewisham PCT	£302,970	£603,882
Lincolnshire Teaching PCT	£662,411	£1,335,620
Liverpool PCT	£566,579	£1,129,311
Luton PCT	£176,707	£353,895
Manchester PCT	£578,075	£1,160,476
Medway PCT	£244,644	£488,928
Mid Essex PCT	£288,532	£579,027
Middlesbrough PCT	£161,009	£322,019
Milton Keynes PCT	£197,124	£400,937
Newcastle PCT	£29,119	£580,418

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Newham PCT	£318,860	£635,890
Norfolk PCT	£668,473	£1,343,049
North East Essex PCT	£306,005	£616,119
North East Lincolnshire Care Trust Plus	£161,904	£323,808
North Lancashire Teaching PCT	£324,898	£651,021
North Lincolnshire PCT	£148,788	£298,696
North Somerset PCT	£179,904	£362,734
North Staffordshire PCT	£197,581	£395,162
North Tyneside PCT	£216,036	£432,072
North Yorkshire and York PCT	£672,609	£1,349,030
Northamptonshire Teaching PCT	£579,308	£1,164,760
Northumberland Care Trust	£311,691	£623,382
Nottingham City PCT	£304,691	£609,631
Nottinghamshire County Teaching PCT	£589,473	£1,181,317
Oldham PCT	£236,843	£473,687
Oxfordshire PCT	£519,143	£1,034,759
Peterborough PCT	£152,863	£304,807
Plymouth Teaching PCT	£245,720	£493,272
Portsmouth City Teaching PCT	£194,327	£388,588
Redbridge PCT	£228,359	£456,717
Redcar and Cleveland PCT	£145,908	£291,817
Richmond and Twickenham PCT	£167,086	£333,038
Rotherham PCT	£255,873	£511,818
Salford PCT	£266,144	£531,934
Sandwell PCT	£327,054	£654,108
Sefton PCT	£299,398	£596,761
Sheffield PCT	£552,945	£1,102,747
Shropshire County PCT	£257,759	£517,133
Solihull Care Trust	£183,690	£367,251
Somerset PCT	£469,518	£943,364
South Birmingham PCT	£366,924	£733,329
South East Essex PCT	£312,521	£625,042
South Gloucestershire PCT	£201,865	£402,359
South Staffordshire PCT	£516,191	£1,034,803
South Tyneside PCT	£174,478	£348,253
South West Essex PCT	£376,241	£752,415
Southampton City PCT	£230,098	£460,195
Southwark PCT	£307,849	£613,608
Stockport PCT	£269,740	£537,649
Stockton-on-Tees Teaching PCT	£179,761	£360,027
Stoke on Trent PCT	£282,002	£564,004
Suffolk PCT	£512,338	£1,029,914
Sunderland Teaching PCT	£318,810	£636,959
Surrey PCT	£978,254	£1,949,862
Sutton and Merton PCT	£364,352	£726,230

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Swindon PCT	£173,385	£348,852
Tameside and Glossop PCT	£239,292	£478,584
Telford and Wrekin PCT	£148,369	£297,977
Torbay Care Trust	£147,448	£295,413
Tower Hamlets PCT	£279,637	£557,374
Trafford PCT	£212,625	£423,807
Wakefield District PCT	£352,422	£704,844
Walsall Teaching PCT	£265,626	£531,251
Waltham Forest PCT	£247,099	£492,520
Wandsworth PCT	£305,485	£608,895
Warrington PCT	£181,558	£363,163
Warwickshire PCT	£462,209	£925,884
West Essex PCT	£243,957	£486,260
West Hertfordshire PCT	£483,317	£963,351
West Kent PCT	£578,852	£1,157,681
West Sussex PCT	£732,595	£1,460,213
Western Cheshire PCT	£234,349	£467,449
Westminster PCT	£279,761	£557,621
Wiltshire PCT	£381,392	£760,995
Wirral PCT	£353,424	£704,446
Wolverhampton City PCT	£255,242	£510,484
Worcestershire PCT	£482,145	£965,562

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### Appendix 2

These are examples of feedback from Carers' Centres and Crossroads Care schemes on how PCTs responded to their approaches to discuss how PCTs would spend their allocation of 2009/10 £50m.

*"No one in the PCT or the LA seemed to know anything about it and have only found out about it from me. As it is not ring-fenced my contact at the PCT seems to think that it is likely the money will not be used for additional services."*

*"It is proving difficult to find out what is happening with PCT monies. Last feedback from PCT reps was that they didn't know either. Seems to be a degree of confusion about the money, what it can be spent on and whether it is new money."*

*"At a meeting with our local commissioner to discuss carers' breaks we asked how we can help them achieve their targets for carers. Blank look received. Regarding the extra money for breaks, they tell us that, as it is not ringfenced, it will be or has already been subsumed into development money. They have no plans to increase respite to carers."*

*"I have had discussions with both our LA and our PCT to try and determine what is happening with this allocation. Both have responded, independently of each other, and claimed that the PCT has not received any money from the Government under the New Deal for Carers and therefore has no plans for the use of any money for Carers Breaks."*

*"Their response has been that they have not known anything about this money, and as they have already set their budget, there is no intention to spend any new money on short breaks this year"*

*"They accepted that we have produced some predicted amounts of funding PCTs should have received but said that as PCTs have not received notification from DH that this is the case and they have a shortfall, effectively no new money has been allocated."*

*"Just got off the phone with our PCT rep. I am informed that the money is not ring fenced and not easily traceable. They are disappointed to note that the "further guidance " which was expected in the operating framework - as referred to in the Strategy document - has far less detail than expected."*

*"Confusion reigns - no-one seems to know about it so assume being absorbed into regular PCT budgets."*

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### Appendix 3

*This was a template letter sent by Carers' Centres and Crossroads Care schemes to their local PCT.*

Chief Executive  
PCT

DATE

Dear...

#### **RE: PCT funding to provide breaks for carers**

I am writing to you regarding the £150 million new money included in Primary Care Trust revenue allocations to provide breaks for carers. We are a network member of The Princess Royal Trust for Carers, and they and other national carers' organisations have received queries from some PCTs stating a degree of uncertainty concerning this funding. I am sending this letter in case it is also of use to you.

[INSERT NAME OF PCT] will receive [INSERT AMOUNT] for 2009/10 and [INSERT AMOUNT] for 2010/11. This amount has not been ring-fenced within base budgets, but reflects a government commitment within the National Carers Strategy, which is reinforced in the NHS Operating Framework.

#### **The National Carers Strategy**

The Prime Minister launched the Carers Strategy, *Carers at the heart of 21<sup>st</sup> century families and communities* in June 2008. It contains a commitment that PCTs would be given new money to provide breaks for carers and The Prime Minister highlighted this pledge as a key policy in his preface:

*"We are taking immediate action to double our support for respite care over the next two years with an additional £150 million of new funding."*

*3.11 New commitment: in response to the high value placed upon breaks by carers, we are investing £150 million over the next two years. This extra funding recognises the value of carers in today's society.*

*3.12 The money will be allocated to PCTs, who will be required to work with their local authority partners to publish joint plans – as part of the Joint Strategic needs assessment process – for the provision of breaks."*

#### **Do PCTs have to provide breaks for carers?**

Each PCT's share of the £150m is not ring-fenced and so the funding can be used for other purposes. However, the NHS Operating Framework 2009/10 and Carers Strategy 2008 do

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require every PCT to produce a plan that “take account” of the new money. NHS Operating Framework (page 15):

*37. “The Carers’ Strategy sets out how we can ensure that we support carers. One key requirement is that PCTs should work with their local authority partners and publish joint plans on how their combined funding will support breaks for carers, including short breaks, in a personalised way.”*

The Carers’ Strategy expanded on this (page 73):

*“[PCT] plans will be published following a local consultation with relevant parties, including the third sector and carers themselves. Setting out a strategy for improving quality and choice, the plans will take account of both the new money and the existing money provided to local authorities for planned breaks through the Carers Grant.”*

### **Producing plans to provide breaks for carers**

We understand that there are many competing pressures on PCTs and would like to offer any assistance we can in consulting with carers and other stakeholders to produce your plan, if you haven’t already produced one. We have many years experience of working and providing services for carers and would be happy to use this to assist you.

We are helping the national carers’ organisations to produce a national picture of PCT support for carers as they are in dialogue with Strategic Health Authorities and the Department of Health about the Carers Strategy, so any information you can provide in the enclosed questionnaire would be greatly appreciated.

I appreciate your time given to this and please do not hesitate to contact me to discuss this further.

Yours sincerely,

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### Appendix 4

*This was the questionnaire that Carers' Centres and Crossroads Care schemes sent with their letter and that we sent with our Freedom of Information Request.*

#### Questionnaire: Primary Care Trust provision of support for carers

Please do complete the following questionnaire even if you do not plan on allocating funds to services for carers. Your responses will help to create a truly representative picture and would be greatly appreciated.

For any further information, please contact Gordon Conochie, Parliamentary and Policy Officer at 07766 410885.

This questionnaire can be completed online at  
[www.carers.org/professionals/health](http://www.carers.org/professionals/health)

Q1. Have the information and indicative amounts that we have provided been useful?

Q2. What amount (if any) have you allocated for the provision of breaks for carers in 2009/10?

Q3. How much are you planning to spend on all carers' services in 2009/10?

Q4. How much did you spend on all carers' services in 2008/09?

Q5. Has your Local Authority worked with you on a joint plan for providing breaks for carers?

Q6. If carers were consulted on your joint plan, please say how.

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Q7. Which, if any, third sector organisations have been involved in planning carers' breaks or services?

It would be useful if you could provide the following details. Please note that individual results will not be published and will remain confidential within The Princess Royal Trust for Carers and Crossroads Care.

Name of PCT.....

Contact Name.....

Tel.....

Email.....

Please send your responses to:

**Gordon Conochie, Joint Policy & Parliamentary Officer**  
The Princess Royal Trust for Carers and Crossroads Care  
Unit 14, Bourne Court  
Southend Road  
Woodford Green  
IG8 8HD

e-mail: [gconochie@carers.org](mailto:gconochie@carers.org)

Appendix 5

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*This was a letter sent by The Princess Royal Trust for Carers and Crossroads Care giving information to PCTs regarding their individual allocations and asking for the questionnaire to be completed under the FOI Act.*

Chief Executive  
PCT  
Address

Date

Dear

I am writing to you regarding the £150 million new money included in Primary Care Trust revenue allocations to provide breaks for carers. We have received queries from some PCTs stating a degree of uncertainty concerning this funding so hope that the information enclosed may be of use. I do understand that you may already have received similar information from a local Princess Royal Trust Carers' Centre or Crossroads organisation so please do accept my apologies for any duplication.

Additionally, we are trying to build a national picture of how PCTs are using the allocations regarding carers' services. I have enclosed a set of questions which I would be sincerely grateful if you could treat under the Freedom of Information Act (2000) and send answers to myself by e-mail or post. Some PCTs have already given us this information indicating lots of engagement with carers' issues and organisations, which has proved very useful. The questionnaire can also be completed online [www.carers.org/professionals](http://www.carers.org/professionals)

Whilst the Department of Health have not released individual amounts that each PCT receives, we have been able to calculate notional amounts for each PCT. <PCT Name> will receive <2009/10 amount> for 2009/10 and <2010/11 amount> for 2010/11. This amount has not been ring-fenced within base budgets, but reflects a government commitment within the National Carers Strategy, which is reinforced in the NHS Operating Framework.

### **The National Carers Strategy**

The Prime Minister launched the Carers Strategy, *Carers at the heart of 21<sup>st</sup> century families and communities* in June 2008. It contains a commitment that PCTs would be given new money to provide breaks for carers and The Prime Minister highlighted this pledge as a key policy in his preface:

*"We are taking immediate action to double our support for respite care over the next two years with an additional £150 million of new funding."*

*3.11 New commitment: in response to the high value placed upon breaks by carers, we are investing £150 million over the next two years. This extra funding recognises the value of carers in today's society.*

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*3.12 The money will be allocated to PCTs, who will be required to work with their local authority partners to publish joint plans – as part of the Joint Strategic needs assessment process – for the provision of breaks.”*

### **Do PCTs have to provide breaks for carers?**

Each PCT's share of the £150m is not ring-fenced and so the funding can be used for other purposes. However, the NHS Operating Framework 2009/10 and Carers Strategy 2008 do require every PCT to produce a plan that “take account” of the new money. NHS Operating Framework (page 15):

*37. “The Carers’ Strategy sets out how we can ensure that we support carers. One key requirement is that PCTs should work with their local authority partners and publish joint plans on how their combined funding will support breaks for carers, including short breaks, in a personalised way.”*

The Carers’ Strategy expanded on this (page 73):

*“[PCT] plans will be published following a local consultation with relevant parties, including the third sector and carers themselves. Setting out a strategy for improving quality and choice, the plans will take account of both the new money and the existing money provided to local authorities for planned breaks through the Carers Grant.”*

### **Producing plans to provide breaks for carers**

We understand that there are many competing pressures on PCTs and we do appreciate that you may already be supporting carers through a variety of services. We do hope to gather a range of good examples as well. Alternatively, we have many years experience of working and providing services for carers and would be happy to offer assistance in any way if you would like.

I appreciate your time given to this and please do not hesitate to contact me to discuss this further.

Yours sincerely

Gordon Conochie  
Joint Policy & Parliamentary Officer  
The Princess Royal Trust for Carers & Crossroads Care

[gconochie@carers.org](mailto:gconochie@carers.org)

07766 410885

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### Appendix 6

These are examples of quotes from PCTs illustrating their confusion due to a lack of information:

*"PCTs have been left with no clear direction from the government regarding this allocation of funds and in fact if we have received any funds at all."*

*"We are aware that other PCTs are similarly concerned that the existence of funding for this and a number of other initiatives was not highlighted in the Operating Framework and would hope that the 2010/11 document is made more explicit in this respect."*

*"[The Operating Framework] did not refer to any new funding in our baseline and we were unaware of any such allocation."*

*"Very useful and answered questions that have enabled a clearer vision for local groups."*

*"The information you have provided has been useful to stimulate debate about increasing NHS support to carers in the PCT, also to inform operational planning cycles and financial planning for future years."*

*"It provided information we could use to support the case for allocating funds for short breaks for carers to Directors."*

*"Whilst the information in the attached document provided is useful, the challenge for {name removed} PCT is that it was not made available to us at the point where we were agreeing our 2009/10 contracts and investments."*

*"Information has been useful, however, as the DH have not confirmed exact amounts made available and monies have not been ring fenced but included within base budgets there is still uncertainty concerning available funding."*

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### About The Princess Royal Trust for Carers and Crossroads Care

We are the two biggest providers of services for carers in the UK and work together at a national level to promote policies and guidance that will support carers.

**The Princess Royal Trust for Carers** is the largest provider of comprehensive carers support services in the UK. Through its unique network of 144 independently managed Carers' Centres, 85 young carers' services and interactive websites ([www.carers.org](http://www.carers.org) and [www.youngcarers.net](http://www.youngcarers.net)), The Trust currently provides quality information, advice and support services to around 354,000 carers, including 20,000 young carers.

Each Carers' Centre within the network is an independent charity in its own right, delivering a wide range of local support services to meet the needs of carers in their own communities. Each provides expertise specific to their particular area of the UK. Carers' Centres' core services include:

- finding hidden carers via outreach in GP surgeries, hospital wards and schools;
- finding the right information for every carer, whatever their circumstances;
- making sure carers' voices are listened to by local decision makers;
- supporting carers emotionally and practically throughout their caring journey;

helping to make caring a positive experience by helping carers to share experiences and by ensuring access to breaks, education, training and employment

**Crossroads Care** is Britain's leading provider of support for carers and the people they care for. We work with over 35,000 individuals and their families, helping carers make a life outside of caring. We employ over 5,000 trained professionals, providing flexible services to people of all ages and with a range of disabilities and health conditions.

As a charity, we care for people not for profit. Our Carer Support Staff love their work. They understand what carers, and those they care for, need and feel. They know the simple things that really matter, they do the hard jobs with a smile and they take pleasure in fitting into family life. It's no surprise then, that Crossroads Staff build long and trusted relationships and that more people turn to us for support than to any other social care provider.

Crossroads Care ...the people carers turn to

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13 October 2009



### Author:

Gordon Conochie, Joint Policy & Parliamentary Officer  
gconochie@carers.org / 07766 410885

### References

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<sup>i</sup> 11<sup>th</sup> June 2009, House of Commons debate

<http://www.publications.parliament.uk/pa/cm200809/cmhansrd/cm090611/debtext/90611-0007.htm>

<sup>ii</sup> Pg. 4, *Carers at the heart of 21<sup>st</sup> century families and communities*, HM Government, June 2008

<sup>iii</sup> Pgs 74-75, Ibid

<sup>iv</sup> Pg. 15, The Operating Framework for 2009/10 for the NHS in England, Dept of Health, Dec 2008

<sup>v</sup> Using the term “networks of The Princess Royal Trust for Carers and Crossroads Care” means the 150 Carers’ Centres and 110 Crossroads Care schemes that we have around the UK

<sup>vi</sup> [http://www.direct.gov.uk/en/Governmentcitizensandrights/Yourrightsandresponsibilities/DG\\_4003239](http://www.direct.gov.uk/en/Governmentcitizensandrights/Yourrightsandresponsibilities/DG_4003239)

<sup>vii</sup> Pg. 4, *Carers at the heart of 21<sup>st</sup> century families and communities*, HM Government, June 2008

<sup>viii</sup> *Real change, not short change: Time to deliver for carers*. Carers UK, 2007

<sup>ix</sup> *Real change, not short change: Time to deliver for carers*. Carers UK, 2007

<sup>x</sup> General Household Survey, 2000

<sup>xi</sup> Carers Week Survey, 3000 carers, June 2009

<sup>xii</sup> 25<sup>th</sup> June 2004, House of Lords, Lord Warner,

<http://www.publications.parliament.uk/pa/ld200304/ldhansrd/vo040625/text/40625-08.htm>