

Item No: 8

Meeting Date: Wednesday 24th January 2018

Glasgow City Integration Joint Board

Report By: Susanne Millar, Chief Officer, Strategy & Operations /

Chief Social Work Officer

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CARER ACT IMPLEMENTATION UPDATE AND ELIGIBILITY CRITERIA

Purpose of Report:	To provide the Integration Joint Board with an update on the progress towards readiness for implementation of the Carer Act on 1st April 2018; to outline the proposed Eligibility Criteria to ensure fair access to Access to Carer Support; and note the outstanding issues and work still required to be done.				
Background/Engagement:	: A range of events involving carer and 3 rd sector organisations were organised to consult on the draft eligibility criteria.				
Recommendations:	 The Integration Joint Board is asked to: a) note the progress towards readiness for implementation of the Carer Act on 1st April 2018; b) agree to adopt the proposed Glasgow Eligibility Criteria to ensure fair access to carer supports in line with the intentions of the Act, and note the consultation responses; c) note outstanding areas of work in relation to Waiving of Charges and Replacement Care and SDS CareFirst processes required; and d) note the financial framework to support the Act's implementation. 				

Relevance to Integration Joint Board Strategic Plan:

Directly contributes to early intervention and prevention approach to supporting carers and shifting the balance of care outlined in the strategic plan and to secure better outcomes for every child in Glasgow, with a targeted approach for those most in need.

Implications for Health and	Social Care Partnership:				
Reference to National Health & Wellbeing Outcome:	People who provide unpaid care are supported to look after their own health and wellbeing including to reduce the negative impact of their caring role on their own health and well-being.				
Personnel:	N/A				
Carers:	Partnership working with health, education and third sector organisations will help improve the early identification and support for adult carers to enhance the caring role and for young carers by reducing any negative impact of their caring role on their own health and well-being.				
Provider Organisations:	3 rd sector providers were involved in the development of the eligibility framework.				
Equalities:	Carers Strategy requirement of Carers (Scotland) Act will require full EQIA and will include actions related to reducing inequality and promoting equality in respect of gender, age, disability, race, sexual orientation, religion and other marginalized groups.				
Financial:	A national group has been established to take forward outstanding issues relating to the financing of the Carer's Act. HSCP Chief Finance Officers Group have representation on the national group.				
Legal:	Changes to the Integration Scheme between the Council and Health Board will be required and are currently being progressed.				
Economic Impact:	N/A				
Sustainability:	Continuation of carer services and supports will be dependent on financial framework to support implementation of Carer Act.				
Sustainable Procurement and Article 19:	Carer Services will be retendered in late 2018 with view to new contracts being in place on 1st April 2019.				
Risk Implications:	None				
Implications for Glasgow City Council:	The Council will require to progress changes to the Integration Scheme through its own governance structures.				

Greater Glasgow & Clyde:	: Integration Scheme through its own governance structures.				
Direction Required to	Direction to:				
Council, Health Board or	1. No Direction Required				
Both	2. Glasgow City Council				
	3. NHS Greater Glasgow & Clyde				
	4. Glasgow City Council and NHS Greater Glasgow & Clyde	✓			

The Health Board will require to progress changes to the

1. Purpose of Report

Implications for NHS

1.1 To provide the Integration Joint Board with an update on the progress towards readiness for implementation of the Carer Act on 1st April 2018; to note the summary of the consultation responses and agree the proposed Glasgow Eligibility Criteria to ensure fair access carer supports in line with the intentions of the Act; and to note outstanding areas of work required in advance of the Act's commencement.

2. Background

- 2.1 On 21st June 2017, the Integration Joint Board noted the range of proposals, timelines and recommendations for the implementation of the Carer Act 2016 on 1st April 2018 and agree to establish a Project Board to plan and to take the required work forward.
- 2.2 A key area of this work has been the development of draft Eligibility Criteria and subsequent consultation involving carers, 3rd sector organisations, health and social care staff. The Act requires carer eligibility criteria to be in place by 1st April 2018.

3. Carer Act Implementation Project Board

- 3.1 A Project Board has been established, chaired by the Assistant Chief Officer: Older People's Services, to oversee the implementation of the project plan for implementation, with work stream leads responsible for the agreed areas of work. Clear timescales have been established.
- 3.2 The board has now met three times and work is progressing within agreed timescales. The project plan can be found at Appendix 1.

4. Eligibility Criteria for Fair Access to Service

- 4.1 The Carers Act 2016 requires Local Authorities / Health and Social Care Partnerships to set an eligibility criteria to ensure fair access to carers supports and the Scottish Government have issued guidance to support with this process.
- 4.2 These are to be set locally to enable partnerships to provide support to carers in different caring situations across a whole range of life circumstances.
- 4.3 Local eligibility criteria will help to prioritise support and to target resources as effectively and efficiently as possible. This recognises that demand for support is

increasing due to demographic changes, more complex needs and a greater intensity of caring. Preventative support to carers also has a role in helping manage future demand where it prevents needs from escalating.

- 4.4 This guidance refers to carer 'eligible needs' and 'non-eligible' needs.
- 4.5 The guidance states that "a carer's eligible needs are those identified needs for support that cannot be met through support to the cared for person or through accessing services that are available generally."
- 4.6 Essentially for those carers who are eligible, we have a duty to provide funded support through self-directed support. For 'non-eligible' needs we have a power to support through community based commissioned preventative services such as carer centres.
- 4.7 In 2011, Glasgow Carers Partnership established a universal offer of information and advice for all the city's unpaid carers and essentially the carer strategy sought to provide the *right level of support at the right time*, identifying carers early in their caring journey with a focus on early intervention and prevention to prevent crisis in caring situations. Providing the right level of support at the right time underpins any eligibility criteria and an infrastructure has been put in place to ensuring that carer receive level of support to meet their needs. This strategy also seeks to ensure best use of available resources through a more cohesive partnership approach across the city. There is equity of access to carer services across the city.
- 4.8 In order to provide this universal offer of support, Glasgow been operating a prioritisation/eligibility system which has been developed and refined over last 5 years in partnership with 3rd sector carer organisations and carers through the Carers Reference Group. The carer assessment determines the impact of the caring, needs and risks on the carer and should consider whether caring role is sustainable, what identified support needs are and if the sustainability of the caring role is at risk without support.
- 4.9 Currently carers assessed at Critical/Substantial level would be *eligible for funded support* and we would have a duty under the Act to assess, provide support and offer options under SDS legislation. The demand from these carers can currently be managed within existing resources with support to carers provided through Social Work Carer Support Teams/Work Teams.
- 4.10 It is proposed that the eligibility threshold for Glasgow HSCP is that carers assessed as having either 'critical' or 'substantial' levels of need are able to access funded supports.
- 4.11 At the point of crisis in a caring situation, it is impractical to solely focus on supporting the carer at that point when the servicer user may be at risk. The priority would be completion of a Support Needs Assessment for services for the cared for person, and this would indirectly support the carer and alleviate any risk to them.
- 4.12 Any needs that cannot be met through the support to the cared for person would then be determined 'eligible' or 'non-eligible' and funded or commissioned services made available to support the carer.

- 4.13 Carers assessed as having 'moderate' or 'low' levels of need would be referred on to local Carer Centres to receive anticipatory and preventative supports. Under the Act we have a power to support these carer and demand can be managed from within available resources.
- 4.14 The Glasgow Carer Partnership Annual Report 16/17 states that of the 11000+ carers supported since 2011, 70% were receiving early intervention and preventative supports from the Carers Centres. The 30% identified as critical or substantial received support from social work carer teams and referred on to Carers Centres for further supports when crisis had been averted.
- 4.15 Essentially the current Glasgow framework access to carers services is not dissimilar to the framework described in Government Guidance, and as such it is considered that Glasgow's current eligibility criteria is consistent with the directions set out in the Scottish Government's Carer Act. The purpose of the consultation was to gather views on the proposal that Glasgow's current carer prioritisation and eligibility system is fit for purpose in line with the Carer Act 2016.

5. Young Carers

- 5.1 The local eligibility criteria will also include guidance for Young Carers. In February 2017, Glasgow hosted a ministerial visit on behalf of the Minister for Public Health and Sport which included discussion with the young carers regarding the impact of upcoming legislation on their lives. The young carers found it difficult to understand the meaning of new legislation and how it affects them and as such it was agreed that a 'jargon buster' was required. Glasgow has been working with Scottish Government to develop this and we expect to have a version for publication early in 2018, to support meaningful consultation with young carers.
- 5.2 It has been acknowledged that consulting with young carers regarding the eligibility criteria in a meaningful way is a significant challenge nationally.

6. Summary of Consultation Responses

- 6.1 The consultation was conducted by Social Work Services through October/November 2017.
- 6.2 The consultation involved carers, 3rd sector organisations, and staff in health, social care and education. There was also consultation with HSCP Older People & and Children & Families Core Groups.
- 6.3 Overwhelming support for Glasgow's proposed (97%) for Eligibility Criteria Framework for fair access to supports for carers.
- 6.4 Over 95% of those surveyed are supportive of Glasgow's current and planned approach of right support at right time which uses a triangulated approach and targets resources in the greatest need.
- 6.5 The early intervention and preventative approach to promote Carer's services within GP surgeries and wider primary care services received a positive response, with a number of respondents commenting that GP's will often come across carers before Social Work Services do. 141 out of 159 responders supported this approach.

- 6.6 There was large support for the use of the Carers information line as a single point of access, but a number of respondents also highlighted the importance of social work and health staff as people who could refer carers and assist them to receive assessments.
- 6.7 103 out of 107 people surveyed online agreed that the strategy should focus on the impact of carer's health and wellbeing, relationships and life balance in determining the level of support required to support the carer.

A full summary of the consultation responses can be found at appendix 2.

7. Outstanding Issues - Finance & Demand

- 7.1 The Carers' Bill Finance Advisory Group's whose membership included COSLA and Social Work Scotland was remitted to consider the financial implications of the Carers (Scotland) Act and establish a clear understanding of key financial risks associated with implementing the Bill and ensure that these risks are understood, shared and mitigated as far as possible.
- 7.2 It has recently been agreed to establish a new Finance Group to take forward outstanding issues relating to the financing of the Carer Act where the key concern is around expected demand. The new group will focus on establishing and collecting monitoring data, the identification and monitoring of key financial risks, and the formal process for addressing any significant financial gaps arising from the implementation of the Act. HSCP Chief Finance Officers Group now have representation on the group.
- 7.3 Two key issues are in relation to waiving of charges and replacement care. Guidance from the Scottish Government is in development with input from COSLA, Social Work Scotland and Chief Finance Officers Group to ensure a clear understanding of when a service is meeting the needs of a carer, the cared for person, or both.
- 7.4 A key local finance issue relates to the Act's requirement to offer those carers deemed critical and substantial and therefore eligible for local authority support. This group should be offered support through Self Directed Support options. There is currently no CareFirst or governance process in place to comply although there are discussions to consider how this will be done.

8. Changes to Integration Scheme

- 8.1 The Carers Act requires a number of functions to be delegated to the IJB. In order to formally delegate these functions to the IJB, the Council and Health Board must update the Integration Scheme to include those parts of the Carers Act which are to be delegated, with both bodies then formally approving those changes through their respective governance structures and submitting the revised Scheme to the Scottish Government for approval. The Scottish Government have requested updated Schemes be submitted by 2 March 2018.
- 8.2 The Scottish Government have advised that as these updates to the Scheme are mandatory as a result of new legislation, Councils and Health Boards are not required to carry out formal consultation with stakeholders on the revised Integration Scheme, although Government do expect that stakeholders will be informed that changes have been made. Officers are progressing the necessary

work to update the Integration Scheme, and will keep the IJB informed of progress.

9. Financial Framework

- 9.1 Glasgow HSCP has been allocated £246,000 by the Scottish Government to support the work that is required to be done in preparation for the Act's commencement.
- 9.2 To date £179,000 has been committed for 17/18 and 18/19, towards staffing costs for those who are supporting the preparatory work, communications, consultation and engagement events and financial support to 3rd sector to ensure robust recording and reporting systems are in place to inform annual SG Care Census required by the Act.
- 9.3 The balance of £86,714 will be used to support a short breaks pilot/test of change with critical & substantial carers with the purpose of supporting and sustaining the caring relationship. The detail of this test of change has yet to be agreed.

10 Recommendations

- 10.1 The Integration Joint Board is asked to:
 - a) note the progress towards readiness for implementation of Carer Act on 1st April 2018;
 - agree to adopt the proposed Glasgow Eligibility Criteria to ensure fair access to carer supports in line with the intentions of the Act and note the consultation responses:
 - c) note outstanding areas of work in relation to Waiving of Charges and Replacement Care and SDS CareFirst processes required; and
 - d) note the financial framework to support the Act's implementation.



DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	240118-8-a
2	Date direction issued by Integration Joint Board	24 January 2018
3	Date from which direction takes effect	1 April 2018
4	Direction to:	Glasgow City Council and NHS Greater Glasgow and Clyde jointly
5	Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s)	No
6	Functions covered by direction	Carers Services
7	Full text of direction	Glasgow City Council and NHS Greater Glasgow and Clyde are directed to implement the Glasgow Eligibility Criteria to ensure fair access to carer supports in line with the intentions of the Carers Act 2016
8	Budget allocated by Integration Joint Board to carry out direction	As advised by the Chief Officer: Finance and Resources
9	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
10	Date direction will be reviewed	January 2019

Carers Scotland act 2016 Implementation - Strategic Project Board Action Plan

Stephen Fitzpatrick Project Lead / Ann Cummings Strategic Lead

Work Stream	Actions required	Tasks	Time scales 2017/ 18	Lead Officer	Updates
Setting local eligibility Criteria	Review any existing Criteria and consider relationship to current eligibility criteria for adult social care and children with disabilities	➤ Finalise Draft Criteria	June – Sept	Fred Beckett	Carers Event on 3 rd November to present the Draft Eligibility Criteria and get feedback. Consultation completed Tuesday 5 th December. Results incorporated into SMT and IJB papers for Dec/Jan.
	Consider SG Guidance when available		Oct - Nov		Guidance now available and has informed the consultation on eligibility criteria.

 Stakeholder Involvement/Ca rers Representation 		Oct	Discussion with carers reference group to discuss how best to involve carers and carers forums in the setting of draft eligibility criteria.
➤ Consultation	Closing date and Analysis	Nov- Dec 17	Face to face consultation with carers through a city wide and 3 locality events during November to help shape eligibility criteria. Third sector engagement event held Dec 2017, consultation with both C& F and OP Core Groups in December. Online questionnaire to HSCP staff and wider stakeholders including carers issued and closed. see Comms update
Report to IJB on consultation responses and proposed final Criteria	Complete report from work stream updates with final draft criteria and tiers to access support	Dec-Jan 2018	ALL to provide work stream updates to Ann Cummings CCd to Amanda – SMT/IJB paper completed

Assessment and Care	Adult Support	Fred	Current paperwork is fit for
management	Plan content	Beckett	purpose and has been piloted.
Processes	and review		Outcome based support
			planning already embedded.
			Further work to be done on
			review processes for Adult and
			Young Carers.
	Emergency and		
	Future planning		Emergency Planning services
			already in situ. A review is
			taking place for best fit
			implementation of the Carers
	Young Carers		Act and anticipatory care plans.
	Statement		
			Guidance on completion of
			Young Carers Statements is
			likely to be informed by the
	Young Carers		Childrens and Young People
	Sharing of		(Information Sharing)
	Information		(Scotland) Bill when it comes
			into force
	Review of		Young carer statement has been
	Young carers		piloted and has been developed
	Statement		into an eform and guidance will
			be developed for staff.

Information & Systems	Consider any changes required to collect better data on carers	 ➢ Discussed requirements for the 2017 Baseline Year Carers Census Return ➢ Started scoping out potential additions to existing Carers eform suite for the 2018 Census Return ➢ Neil R agreed to spec a draft '2017 Baseline Year Carers Census Return' report based on existing content in CF6 ➢ Look at 3rd party data in 3rd year (see also finance work stream) 	Sept – Dec 17	Fiona Lockhart/ Neil Robinson	Work stream have met and considered key aspects.

	Deliver Changes	Jan Feb	n – b 18	Carefirst Board has prioritised changes required in advance of the act being implemented. The group have met once and have considered the key elements to be address.
Finance and demand	SG Finance Advisory Group Report	Financial Framework group will look at 17/18 baseline census to ensure framework will meet demand	Rachel Doleman/J ennifer McCourt	SG Finance group has reestablished to take forward outstanding issues relating to the financing of the carers Act. Outstanding issues with regards to replacement care and the waiving of charges for carers as the Scottish Government has not yet produced Guidance to inform the work of the SG finance group.
	Shifting Balance of Care	 Working Group to outline use of Additional Carers Money 	Working Group identified: Fred Ann Debbie (Personali sation)	Working group has not been established but Ann has met with the leads identified and has drafted a paper based on the discussions which will be available 22 nd December.

		Alan Gilmour (Planning) Glenda Cook (Telecare) Rachel / Jennifer (Finance)	
	➤ IJB budget to support implementation	Feb 18	Ann has drafted a paper on proposed spend against this budget which is with Sharon for consideration.
Commissioning	Preparation of a short breaks statement	Jan – Debbie Feb 18 Miller	Awaiting further Guidance on short breaks statement from SG.
	 Preparation for any future tender processes to ensure contracts fit for purpose with Carers Act. 		Commissioning manager confident that the Framework meets short break requirements.

	> Service Review	James Thomson	Carer services to be retendered to be in place by 1 st April 2019. Work requires to commence Autumn 2018. Stephen Fitzpatrick advised that James Thomson (OP Commissioning manager) to be informed to add the carers tender to his team work plan.
Workforce Support and Development	➤ Development of a range of learning and development suite including eLearning modules.	Gerry Mearns/ L Callary	All HSCP Training Officers have been asked to review content of all courses in order to integrate relevant Carer's Act information. Planning to design a Carers Act section for staff use on GOLD and Health system. Discussion in progress to determine wider training needs of staff in respect of the staffs implementation.

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Communications and Public Awareness of the Acts Provision	Planning and Delivery	 Develop Comms strategy Consultation on Carers Eligibility Criteria Create Web links and use of social media Develop public Info including FAQ 		Craig Cowan	Completed Actions: Developed Draft Communications Strategy/Plan Launched consultation on Carers Eligibility criteria on GCHSCP site https://glasgowcity.hscp.scot/ca rers-eligibility-criteria
AOCB	➤ HSCP response to SG Consultations (Regulations and Carers Charter)	Responses to be gathered and reported via SMT for sign off for submission by 24 th Sept 17 for the Regulations Consultation and by 22 nd	Oct Cu	ann Cummings Amanda erguson	Final consultation responses have been agreed and returned.

	October for the Carers Charter	
The Carers Act requires a number of functions to be delegated to the IJB.	Updated Integration Schemes to be submitted by March 2018.	Officers are progressing the necessary work to update the Integration Scheme, and will keep the IJB informed of progress via the Rolling Action List.

Carers Eligibility Strategy for Fair Access to Service

Summary of Consultation on Glasgow's plans to implement the Carers Scotland Act 2016 Draft Eligibility Criteria

Background

From April 2018 Glasgow City Council (GCC) and the Health and Social Care Partnership (HSCP) will be required to have Carers Eligibility Criteria in place.

A consultation exercise was undertaken to elicit the views of carers and wider stakeholders in order to determine if existing eligibility framework provided equitable access to carer supports.

Consultation Methods

Consultation was undertaken via four face to face events across the city with carers. There was also a consultation event with 3rd sector organisations and an online survey was hosted on the Your Support Your Way website and publicised via twitter, and the GCC and HSCP websites.

The events featured presentations on Glasgow's current eligibility framework and providing evidence of its impact since its introduction in 2011/2.

The events used a questionnaire which was used by facilitators to stimulate discussion in small groups.

The online survey contained a link to the presentations at the events and a copy of the Glasgow Carer Partnership Annual Report.

Therefore data from the two different consultation methods has been aggregated where possible to capture the views of the greatest number of people.

Responses to the Consultation

159 responses were received, which consisted of 107 from the online survey and 52 people involved in the four group work events.

78 responses came from carers, with 70 received from HSCP employees. 8 replies came from workers from voluntary sector carer's projects. 2 replies were from members of the general public and one was from an NHS employee.

70 staff from the HSCP responded to the online survey as did 33 carers.

Do you think Glasgow HSCP's planned response to eligibility criteria is the right approach for Glasgow's unpaid carers?

The answer given was yes from 153 people with 2 saying no and 2 declining to answer.

Comments received as follows:

"Awareness needs to be raised in terms of the services offered by SW and community based care supports services".

"Yes agree that services must be provided on an equitable and consistent basis across the city."

"Carers should be given the opportunity to shape and improve services."

Do you agree that the eligibility criteria should provide the right level of support at the right time to carers?

152 of those who responded agreed with the above statement, 6 people disagreed and one declined to respond. Comments received where overwhelmingly positive and constructive with the two shown below a fair reflection.

It was felt that respite services such as short breaks could be provided in the middle tranche of support and that such interventions might actually save money in the long term

It's a good idea to have access points at priority levels 1 and 2 to avoid everything being a crisis intervention.

Should there be a single point of access through the Carers Information line?

This question only applied to the online survey. 89 people answered yes, 14 answered no and 4 people declined to comment.

A number of comments were received these are summarised below;

"Yes as enables information to be targeted and resources co-ordinated effectively".

"Carers should be able to access support all the way through a carer's journey".

"No Social Work assessments identify carers every day".

Will the proposed allocation criteria focused on early intervention and prevention strategies effectively allocate resources to carers?

141 respondents answered yes to this question, 7 answered no and 11 declined to express a view. "Comments as follows"...

"More regular reviews are needed for existing carers to make sure they are able to manage their caring responsibilities."

"The process has to start somewhere and the triangle model diagram is reasonably easy to understand."

To ensure that carers eligible for support are identified earlier, what are your views on working with GP's and others to identify carers earlier on their journey/close to point of diagnosis? Do you agree with Carers information strategy approach?

The vast majority of respondents agreed with this approach with only 5 people being against it and one person declining to answer.

Across both survey formats over 50 comments were received, the main points are summarised below.

"Could carer referrals be built into GP contracts when they come up for renewal?"

"Patients don't often get asked if they have caring responsibilities, but in many cases a GP will have contact with carers before Social Work do."

"A closer working relationship between GP's and HSCP to recognise carers is needed."

"Forms at GP surgeries which ask for personal details should include a question asking if you are a carer or not."

"Link workers based in GP surgeries are a great resource but this system needs to be more widespread."

Impact of caring role on Carers – Do you agree that we should focus on the impact of the impact of the caring role on health and wellbeing, relationships and life balance when determining access to carer supports?

This question only applied to the online survey. 103 people answered yes, with 2 answering no and 2 people declining to comment.

Should other factors be taken into consideration?

This question only applied to the online survey. 72 people answered yes, with 30 answering no and 5 declining to answer.

62 comments were received relating to this question the top five issues raised are listed below:

"Financial advice and information needs to be available for carers."

"Age appropriate interventions are required, e.g. for young people in transition."

"Work commitments of carers should be recognised and supported."

"Sensitivity needs to be used when dealing with families who sometimes have difficult circumstances."

Additional Comments

27 additional comments were submitted via the online survey. Some of these repeated points made earlier in the survey, however the topics raised the most are listed below:

"Flexibility is required re provision of support for carers. Carers may need more support in crisis periods then have stable periods which require minimal support."

"Increased resources for carers are long overdue but welcome as spending a bit of money supporting carers will enable more people to stay at home within local communities and lessen pressure on the NHS."

Summary Points

Overwhelming support for Glasgow's planned strategy (97%) for Carers eligibility Criteria.

Over 95% of those surveyed are in favour of Glasgow's current and planned approach to cares interventions which uses a triangulated approach and directs the majority of resources at those in the greatest need,

A positive response was given to the plans to promote Carer's services within GP surgeries, with a number of respondents commenting that GP's will often come across carers before Social Work services do so.

There was large support for the use of the Carers information line as a single point of access, but a number of respondents also highlighted the importance of social work and health staff as people who could refer carers and assist them to receive assessments.

141 out of 159 responders supported the view that the proposed early intervention and prevention strategy should allocate resources effectively to carers,

103 out of 107 people surveyed online agreed that the strategy should focus on carer's health and wellbeing, relationship and life balance.