



# Item No: 9

Meeting Date: Wednesday 6<sup>th</sup> February 2019

## Glasgow City Integration Joint Board

Report By: David Williams, Chief Officer

Contact: David Williams, Chief Officer

Tel: 0141 287 8853

### ASSISTED HOME GARDEN MAINTENANCE

<b>Purpose of Report:</b>	To advise the Integration Joint Board of the conclusions of the review of the Assisted Home Garden Maintenance service, delivered by the Council via Land and Environmental Services under Direction from the Glasgow City Integration Joint Board. To make recommendations to the IJB in relation to the future funding for this provision.
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<b>Background/Engagement:</b>	The review carried out was in the main a desk top review utilising data supplied by Land and Environmental Services (LES). An issues paper was also presented to the Wellbeing and Empowerment, Community and Citizen Engagement Committee of the Council in August 2018.
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<b>Recommendations:</b>	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"><li>a) note this report;</li><li>b) agree that the IJB discontinues the recurring funding for the provision of the Assisted Home Garden Maintenance service by the Council, and allocates non-recurring half year funding from its general reserves to cover the first six months of 2019-20; and</li><li>c) directs the Council (through LES) to engage with the current recipients of the service in order to assess impact and develop alternative options by 1 October 2019 in order to mitigate any negative impact from the withdrawal of this service and update the EQIA accordingly.</li></ul>
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## Relevance to Integration Joint Board Strategic Plan:

The AHGM service does not support delivery of the key priorities outlined in the Glasgow City Integration Joint Board's Strategic Plan, or the Council's stated contribution under the City Charter. Nor do any of the commitments under the 'A Healthier City' heading of the Council's Strategic Plan lend themselves to provision of an Assisted Home Garden Maintenance Service

## Implications for Health and Social Care Partnership:

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	Outcome 9, making best use of the resources available
<b>Personnel:</b>	A very small number of Council and Jobs and Business Glasgow (JBG) employees will require to be re-deployed elsewhere within their departments or the wider Council. The functions associated with these posts are primarily supervisory/administrative in nature.
<b>Carers:</b>	The recommendations in this paper may have some impact on carers by way of the recognition that alternative arrangements will require to be made by tenants and owner occupiers.
<b>Provider Organisations:</b>	The impact on LES and JBG are noted elsewhere in terms of their employer responsibilities.
<b>Equalities:</b>	<p>An EQIA has been completed, which can be accessed here (<a href="https://glasgowcity.hscp.scot/publication/eqia-review-assisted-home-garden-maintenance-glasgow-city-ijb">https://glasgowcity.hscp.scot/publication/eqia-review-assisted-home-garden-maintenance-glasgow-city-ijb</a>), and has completed the advisory QA process managed by NHSGGC. The feedback received by HSCP officers in the week beginning 21 January 2019, via the Quality Assurance process at NHSGGC that is used for EQIAs developed by GCHSCP, advises that the EQIA should reflect the conclusions from engagement with service users or representative groups to better understand potential impact should the decision to terminate funding result in the removal of this service. However, the QA process acknowledges that this information is not available due to limitations of data sharing protocols between LES and the HSCP and that the HSCP simply has no means with which to engage with the beneficiaries of this service.</p> <p>So for example, the EQIA tool directs the reviewer to identify possible positive and negative impacts on the service user. The EQIA highlights improved social connections and reduction in social isolation and where the free service is replaced by a fee paying service, potential improved investment in local business. While this may be a possible outcome, there is no evidence provided to support these statements.</p>

	In other words, the engagement with service users or representatives would need to be carried out by LES because they are the data controller of the details about who receives the service. Once complete the EQIA will be updated to reflect the engagement activity.
<b>Fairer Scotland Compliance:</b>	Not applicable, this has historically been a service delivered within the Council family.
<b>Financial:</b>	The IJB took a decision in March 2018 to reduce the budget for this provision by £250K from 1 April 2019 leaving a balance of £1.04M. The entire £1.29M represents 6.8% of the overall intimated 5% Council savings target for 2019/20 as previously reported to the IJB in September 2018.
<b>Legal:</b>	There are no legal issues relating to the recommendations in this paper other than the employer responsibilities noted elsewhere for LES and JBG.
<b>Economic Impact:</b>	The service is run as a seasonal Intermediate Labour Market Programme (ILM). Over the lifetime of this service, it is reported that over 1500 individuals have benefitted from the experience and a high percentage of that have progressed into full employment (68% from last growing season's intake). JBG report that it is their most successful job creation scheme.
<b>Sustainability:</b>	No issues
<b>Sustainable Procurement and Article 19:</b>	No issues
<b>Risk Implications:</b>	Risks in relation to the proposed recommendation would be identified and mitigated as part of the work to implement the transition plan.
<b>Implications for Glasgow City Council:</b>	The Chief Executive of the Council acknowledges the autonomy of the IJB to make decisions with regard to delivering against its Strategic Plan with the financial allocations provided to it by Council and Health Board. Having said that, the CEO of Glasgow City Council has also written to the Chief Officer (appendix A) requesting that the IJB consider a level of continued funding of this service into 2019/20 in order to provide the Council and LES with some further time in order to put in place appropriate arrangements for those service users who essentially require a service of this kind.
<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	No implications for the Health Board

<b>Direction Required to Council, Health Board or Both</b>	Direction to:	
	1. No Direction Required	
	2. Glasgow City Council	✓
	3. NHS Greater Glasgow & Clyde	
	4. Glasgow City Council and NHS Greater Glasgow & Clyde	

## 1. Purpose

- 1.1 To advise IJB of the conclusions of the review of the Assisted Home Garden Maintenance service, delivered by the Council via Land and Environmental Services under Direction from the Glasgow City Integration Joint Board.  
To make recommendations to the IJB in relation to the future funding for this provision.

## 2. Background

- 2.1 Section 24(1) of The Local Government and Planning (Scotland) Act 1982 (The provision of gardening assistance for the disabled and the elderly) is a function delegated to the Glasgow City Integration Joint Board ('the IJB') under the terms of the Public Bodies (Joint Working) (Scotland) Act 2014 and the Integration Scheme.
- 2.2 The IJB on 20 September 2017 directed the Council to review the Assisted Home Garden Maintenance (AHGM) service. The paper considered by the IJB is available at: <https://glasgowcity.hscp.scot/publication/item-no-14-assisted-garden-maintenance>
- 2.3 The IJB on 9 May 2018 agreed recommendations from the Chief Officer: Finance and Resources that a savings allocation of £250,000 be applied to the AHGM service as part of the Social Work contribution to the Council's 'Corporate Savings' targets. The IJB agreed that this figure will be met from the IJB's own resources in 2018/19 and realised for 2019/20 via the review of the service. The paper considered by the IJB on 9 May is available at: <https://glasgowcity.hscp.scot/publication/item-no-6-ijb-financial-allocations-and-budgets-update-201819>

## 3. Review of Assisted Home Garden Maintenance

- 3.1 A review of the AHGM service was carried out by officers from the Glasgow City Health and Social Care Partnership utilising data provided by Land and Environmental Services and also referencing sampling work undertaken by Financial Services (Counter Fraud Team). An issues paper has also been presented to the Wellbeing, Empowerment, Community and Citizen Engagement (WECCE) Policy Committee of the Council in August in order to seek a view from elected members representing the Council on this provision.
- 3.2 The review considered the current model of service, operational delivery including record-keeping, benchmarking the Glasgow service against that provided by other local authorities and the relevance / strategic fit of the service within the wider context of health and social care services.

#### **4. Model of Service and Operational Delivery**

- 4.1 The Council currently manages the Assisted Home Garden Maintenance (AHGM) service under direction from the IJB, via Land and Environmental Services who have a service level agreement with Jobs and Business Glasgow for delivery. Jobs and Business Glasgow deliver this service as part of an employability programme supporting people to enter the labour market. This is done on a seasonal basis.
- 4.2 The service has a budget in 2018/19 of £1.29m and covers 7 grass cuts and 2 hedge trims per year for eligible individuals or households. The service is currently delivered to approximately 13,000 addresses across the city.
- 4.3 The service is currently available, free of charge, to residents of Glasgow who meet the following criteria:
- The householder is a registered Council Tax Payer
  - The householder is over 70 years of age
  - The householder has a medical condition that prevents them from maintaining the garden
  - There are no able bodied persons between the ages of 16 and 69 in the household
- 4.4 Analysis carried out by the Council's Counter-Fraud Team and by Social Work Services on the data which is available relating to this service has identified a number of issues with efficiency and quality of service.
- 4.5 Members of WECCE City Policy Committee stressed the importance of this service to, particularly the frail and elderly residents in communities who receive this service and value it. It was stressed that this service may have a positive impact on people's health and wellbeing and could mitigate loneliness for some older people. However, a literature review carried out by Social Work Services found no published evidence to substantiate this.
- 4.6 It should further be noted that as Glasgow does not own any housing stock the scope to manage and deliver such a service as a component of social housing is significantly limited, as is ability to share information with housing providers such as residency status of users of the service.
- 4.7 A desktop analysis of provision of garden maintenance services among Registered Social Landlords in Glasgow was carried out by Social Work Services in late 2017. This analysis looked at eight Housing Associations in each of Glasgow's three localities. Of the 24 Housing Associations considered:
- nine provide garden maintenance for common areas as part of their paid for factoring service
  - three do not provide any gardening service
  - two operate their own garden maintenance scheme for eligible tenants
  - three Housing Associations signpost tenants unable to maintain their own garden towards the Council's Assisted Garden Maintenance Scheme.
  - no information could be found for nine of the Housing Associations.

## **5. Delivery within other Local Authorities**

- 5.1 The legislation referenced in section 2 of this report states that authorities **may** provide support for people who are unable to maintain their own gardens, but does not state that they **must** do so. Some local authorities in Scotland do not provide this service, for example East Renfrewshire stopped providing this service in 2016.
- 5.2 Eligibility criteria and types of service vary across local authorities, with some providing the service to residents in social housing only, differences in age or disability criteria for eligibility and differences in the type of service offered (e.g. removal of cuttings, weed killing, only cutting hedges which border public land etc.)
- 5.3 The legislation also permits local authorities to charge for this service. Some other local authorities provide the service free of charge to residents in social housing and charge owner-occupiers or private renters, others charge all service users. Glasgow is one of the few local authorities who do not levy any charge whatsoever for this service. Of the 31 other local authorities in Scotland:
- 4 do not provide an Assisted Garden Maintenance Service (this figure includes one local authority who provide a service to 20 properties as a legacy of a stock transfer, but offer no service for new applicants)
  - 5 provide a service free of charge (3 of which only provide this to Council or Housing Association tenants)
  - 15 provide a service subject to charge (8 of which provide the service to all residents, 6 to Council or Housing Association tenants only, 1 which charges owner occupiers but provides a free service to Council tenants)
  - No information could be found for 7 local authorities

## **6. Strategic Relevance**

- 6.1 The universal and free nature of this service conflicts with the normal principles of equity and fairness inherent within social care services, where those who can afford to pay for or contribute towards the cost of their services are expected to do so, and those who cannot afford to do so, do not pay.
- 6.2 Furthermore, there is a fundamental question as to whether it is appropriate for local authorities to provide a garden maintenance service at all. The legislation makes clear that this is an optional function with no statutory duty on local authorities to provide this service.
- 6.3 Arguably this service cannot reasonably be considered a core health and social care function, there is no legal requirement to provide the service, and the service itself does not support any of the accepted core health and social care functions such as early intervention and prevention, health improvement or public protection.
- 6.4 The AHGM service does not support delivery of the key priorities outlined in the Glasgow City Integration Joint Board's Strategic Plan, or the Council's stated contribution under the City Charter. Nor, arguably, do any of the commitments under the 'A Healthier City' heading of the Council's Strategic Plan lend themselves to provision of an Assisted Home Garden Maintenance Service.

- 6.5 Although the service does not meet our strategic objectives as an IJB, it has provided an important role in creating employment.
- 6.6 In other areas, a range of alternative options are available to individuals requiring such a service. Some housing associations provide this service. Private renters with flatted properties often arrange a garden maintenance service through property factors. Many householders, whether owner-occupier, private renter or social renter also make arrangements with friends, family, neighbours or local private gardeners to maintain their gardens.
- 6.7 It may also be the case that community groups or social enterprises develop an equivalent offering, potentially accessing external funds made available by their council to support local communities.
- 6.8 As well as the broad conclusions identified in the review of the service which includes a lack of strategic fit and significant questions with regard to efficiency and quality, the IJB will have to consider its options in the context of its available financial commissioning budget from 1<sup>st</sup> April 2019 onwards.

## **7. Summary and Conclusions**

- 7.1 The IJB has inherited a long-standing provision as part of its statutory delegated functions and a service review has identified that there is no strategic fit for the IJB and in this context, the financial challenges likely to be faced by the IJB in 2019/20 and beyond, it would represent an inappropriate redirection of funding from essential health and social care services.
- 7.2 The complexity of the delivery mechanism (commissioned by IJB from Council which passes to a non-Social Work Services department which then sub contracts a subsidiary organisation to deliver the service) means that the IJB is unable to fully comply with EQIA requirements. It would have to rely on LES, on the IJB's behalf and in good faith, to undertake the task of engagement with the current service users in order to assess impact and in doing so, consider mitigating factors.
- 7.3 Whilst the options outlined in 6.5 and 6.6 have been presented by HSCP officers as options for LES to consider as alternatives, no work has been undertaken to date to consider these options. The CEO of the Council has consequently asked LES to, as a matter of urgency, undertake this options work for the Council to consider its response to any further reductions in budget provision by the IJB beyond the £250K approved in March 2018. In order to undertake this work effectively, LES will require to engage meaningfully with the recipients of this service in order to understand the impact and only then be able to consider what if any alternative provision could or should be available to mitigate the impact.
- 7.4 In light of the summary points in 7.1-7.3, it is clear that an early (April 2019) retraction of this service as a consequence of a full year budget decision taken by the IJB at this stage would not be feasible. However, the Council has indicated a commitment to work jointly with the IJB to achieve a reasonable and managed outcome over a progressive in-year (in 2019-20) timeframe in order to enable the IJB to achieve its strategic priorities and manage the financial resources available to it most effectively.

## **8. Recommendations**

8.1 The Integration Joint Board is asked to:

- a) note this report; and
- b) agree that the IJB discontinues the recurring funding for the provision of the Assisted Home Garden Maintenance service by the Council, and allocates non-recurring half year funding from its general reserves to cover the first six months of 2019-20; and
- c) direct the Council (through LES) to engage with the current recipients of the service in order to assess impact and develop alternative options by 1 October 2019 in order to mitigate any negative impact from the withdrawal of this service and update the EQIA accordingly.



## DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	060219-9-a
2	Date direction issued by Integration Joint Board	6 February 2019
3	Date from which direction takes effect	6 February 2019
4	Direction to:	Glasgow City Council only
5	Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s)	Yes (reference number: 200917-14-a)
6	Functions covered by direction	Assisted Home Garden Maintenance Service provided by Glasgow City Council through Land and Environmental Services
7	Full text of direction	<p>Glasgow City Council (through Land and Environmental Services) are directed to utilize non-recurring funding allocated by the IJB to continue to deliver the Assisted Home Garden Maintenance Service for the first 6 months of the 2019/2020.</p> <p>Glasgow City Council (through Land and Environmental Services) are further directed to engage with the current recipients of the Assisted Home Garden Maintenance Service in order to assess impact and develop alternative options, by 1 October 2019, to mitigate any negative impact from the withdrawal of this service.</p>
8	Budget allocated by Integration Joint Board to carry out direction	£520,000 non-recurring funding has been allocated by the IJB to carry out the direction in relation to continuation of the Assisted Home Garden Maintenance Service for the first 6 months of the 2019/2020.
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	1 October 2019

**From:** O'Donnell, Annemarie (CED)  
**Sent:** 29 January 2019 12:55  
**To:** Williams, David (Social Work)  
**Cc:** Gillespie, George (LES); Galletly, Elaine; Kirkland, Julie (Social Work)  
**Subject:** Assisted Home Garden Maintenance

David

In our discussions over a number of months you have kept me informed of the progress of the review of the above service by the HSCP and its involvement of LES officers in that. You have also intimated that you intend to present to the IJB at its meeting on 6.2.19, a paper on the future funding for the above service.

Whilst I acknowledge the autonomy of the IJB to make decisions with regard to delivering against its Strategic Plan with the financial allocations provided to it by Council and Health Board, I would nevertheless respectfully ask that you request that the IJB consider a level of continued funding of this service into 2019/20. This is in order to provide the Council and LES with some further time in order to put in place appropriate arrangements for those service users who essentially require a service of this kind.

I am aware that HSCP officers have presented options for LES to consider developing as alternatives, I can advise that I have now asked George Gillespie to, as a matter of urgency, undertake this options work for the Council to consider its response to any further reductions in budget provision by the IJB beyond the £250K approved in March 2018.

You have advised me that there are issues for the IJB in relation to its ability to fully comply with the EQIA arrangements given the uniqueness of this commissioning arrangement. In light of this and in good faith, I have also asked George to ensure that in order to fully consider alternative options, LES engage meaningfully with the recipients of this service in order to understand the impact and only then be able to consider what if any alternative provision could or should be available to mitigate the impact.

I have asked George to ensure that this work is completed in full by 1<sup>st</sup> October for the Council to consider thereafter. I believe this is a reasonable timescale in which to engage with service users and consider and develop alternative arrangements for what in reality will be the beginning of the growing season in 2020.

In this respect, as indicated above, I would ask that you ask the IJB to consider half year funding be made available in 2019/20 on a non-recurring basis.

Regards

Annemarie

**Annemarie O'Donnell**  
**Chief Executive**

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