

**Glasgow City  
 Integration Joint Board**

**Report By: Sharon Wearing, Chief Officer, Finance and Resources**

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**IMPLEMENTATION OF CARER (SCOTLAND) ACT 2016**

**Purpose of Report:**

The purpose of this paper is to set out the intentions of the Carer Act, describes current service delivery model and a range of proposals and recommendations for the Integration Joint Board for Carer Act expenditure for 2018/19 to support the implementation of the Act and the delivery of services to carers through the established Glasgow Carer Partnership.

**Background/Engagement:**

Carers have been fully engaged and involved in the development of Glasgow Carer Partnership and this includes how carer support funding has been invested in NHS, Social Work and 3<sup>rd</sup> sector. The Carer Reference Group have representation on the Carers Strategic Planning Group, city wide operational group and officers attend the CRG meeting. Regular engagement sessions are organised to engage with a wider group of carers.

**Recommendations:**

The Integration Joint Board is asked to:

- a) note the intentions of the Carer Act and the duties and powers for integration authorities;
- b) note the planning and service delivery infrastructures of Glasgow Carer Partnership, the central role of the 3<sup>rd</sup> sector and its readiness to deliver on the intentions of the Act;
- c) agree the proposals set out in this paper which seek to consolidate carer funding, sustain current service and to further enhance the capacity to deliver on the intentions of the Act; and
- d) instruct the Chief Officer to provide a progress report on implementation, including developed performance measures to the Performance Scrutiny Committee by the end of 2018. This report should reflect carers' feedback on these proposals and their impact.

**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:**

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	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.
<b>Personnel:</b>	N/A
<b>Carers:</b>	Adult and young carers will directly benefit from the proposals in this paper.
<b>Provider Organisations:</b>	Investment in voluntary sector carer support services and condition specific organisation.
<b>Equalities:</b>	Specific investment to engage 'hard to reach' carers. Carers Strategy requirement of Carers (Scotland) Act will require full EQIA.
<b>Financial:</b>	Funding has been secured through our share of the £66m which includes money for the implementation of the new Carer's Act.
<b>Legal:</b>	None
<b>Economic Impact:</b>	None
<b>Sustainability:</b>	Carer Act Financial Framework has been set out for 5 years by Scottish Government.
<b>Sustainable Procurement and Article 19:</b>	None
<b>Risk Implications:</b>	None
<b>Implications for Glasgow City Council:</b>	None

<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	None
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<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. Context

- 1.1 The Act introduces the right to an Adult Carer Support Plan or Young Carer Statement based on the preventative approach to identify each carer's personal outcomes and needs for support. This will improve access to support for adult and young carers without any requirement that that they are providing, or intend to provide, care on a substantial and regular basis as was previously the case. By ensuring more personalised and effective delivery of support to carers, the Act seeks to address the issues that may reduce or impede the wellbeing and positive outcomes for Scotland's carers. Improving the physical and emotional wellbeing of carers also benefits those being cared for and can help to sustain good caring relationships.
- 1.2 The Act has introduced a duty to set local eligibility criteria frameworks which will help local authorities determine the level of support to provide to carers based on their identified needs. The Glasgow Eligibility Criteria was agreed by IJB in January 2018.
- 1.3 A cornerstone of the Act is the provision of information and advice services to carers, which must be accessible and proportionate to the needs of carers who use these services which the third sector is well placed in helping to deliver information and advice services to carers.
- 1.4 Short breaks are highlighted in the Act as one of many forms of support that can enable a carer to manage their caring role and that the delivery of short breaks as a form of support provides an opportunity to provide more holistic services to carers and cared-for persons,
- 1.5 The Act provides a duty to prepare, consult and publish a Carer Strategy which will set out the provision of services to adult and young carers in each integration authority which is required by April 2019. These carer strategies will also set out plans for how carers are identified and how they receive information about local support in their area.
- 1.6 There is also a requirement for carers to be involved in the planning of carer services, sharing their caring experiences and knowledge with those responsible for providing these services.

## **2. Current Arrangements**

- 2.1 Historically Social Work Services have provided the core funding for carer supports which is currently £2.4M and this has provided infrastructure through dedicated SW Carer Teams to respond to crisis and preventing carer breakdown for critical and substantial need in carers.
- 2.2 This also includes investment in the 3<sup>rd</sup> sector carer centres and condition specific carer organisations to provide community based carer information, training and advice infrastructure to provide preventative support to the city's carers.
- 2.3 There are 3 Social Work Carer Teams based in the three localities each with short breaks/respite budget to respond to immediate crisis in caring situations and there are 6 carer centres, two located in each locality of the city.
- 2.4 Social Work Carer Teams and carer centres work closely at a local level applying the eligibility criteria to determine whether Social Work or 3<sup>rd</sup> sector support the carer. This has been made possible by the delegation function of undertaking carer assessments from the GCHSCP to the 3<sup>rd</sup> sector to undertake carer assessments for those carers with moderate to low level needs.
- 2.5 This is in line with Act's intentions that all carers and young carers are able to access Carer Support Plans and Young Carer Statements and that there are infrastructures and processes in place to make sure that carers receive the right level of support at the right time.
- 2.6 This cohesive partnership approach avoids duplication and maximises the use of available resources and expertise and provides equity of provision across the city. Since 2011, 13000+ carers have received support through this approach. All of these carers have had a support plan in place, which demonstrates the HSCP's readiness against the Act's duties to support carers.
- 2.7 Statistical returns and performance monitoring has highlighted that this shift to a preventative approach is evident in that 70% of these carers are deemed to require low level supports from carer centres.
- 2.8 Over the last few years, Carer Information Strategy funding from Scottish Government to the NHS has been invested in this partnership to deliver specific services to compliment other carer support services from core Social Work funding providing a wide range of services for carers.
- 2.9 This has enhanced the carer single point of access, early intervention and prevention strategy, carer training and support pathways for adults and young carers with consistent and equitable service provision across the city.
- 2.10 The current model of carer partnership in Glasgow and the substantial services provided now need to be strengthened to deliver on the Act's requirements.
- 2.11 The proposals set out in this paper seek to sustain current services and to further enhance this capacity to enable the Health and Social Care partnership to fully

deliver strategically and operationally on the intentions of the Act across all the Adult care groups and Children and Families.

### 3. Proposal to Support Carer Act Implementation

- 3.1 The posts set out in the table below have previously been funded through Carer Information Strategy and Integrated Care Fund on a year by year basis and now required to be mainstreamed to consolidate carer supports and services within the city.
- 3.2 This funding has now been replaced and is included in the Act's financial Framework.
- 3.3 The 3<sup>rd</sup> sector investments described in the table below have brought additionality to service provision for adult and young carers and includes Training Coordinators, Young Carer Education Development Workers, Carer Support staff and training budgets for mental health, autism, dementia and adult and children with multiple disabilities.
- 3.4 It is proposed that these services are funded for 18/19 to ensure sustained provision in these 3<sup>rd</sup> sector existing services. This will be subsumed post 2018/19 by the re-tendering of the current carer contract which is underway given the contract ends on 31.3.19.

<b>Infrastructure Operational Delivery</b>	<b>Costs 18/19</b>
2 Band 3 Carer Health Assistants	£52,000
1 Band 5 Carer Nurse	£37,000
3 Band 4 Carer Information Workers	£86,900
Older Carer Support Worker 3 <sup>rd</sup> Sector	£98,000
Older Carer Development Workers	£250,000
Adult Carers 3 <sup>rd</sup> Sector	£177,737
Young Carer 3 <sup>rd</sup> Sector	£ 53,500
Carer Training budgets 3 <sup>rd</sup> Sector	£110,000
Carer Information Line	£75,000
<b>Total</b>	<b>£940,137</b>

- 3.5 As described above there is substantial partnership carer service provision in the city through investment from SW core funding and Carer Information Strategy funding but in order to strengthen this and allow full implementation of the Act including the preparation of the Carer Strategy, additional staff are required.
- 3.6 These proposals include a dedicated Carer Act Implementation Lead to implement the Carer Act within the GCSHSCP. This will include support to all the Leadership Teams to fully embed carer identification and support within service transformation in adult and children services, providing regular reports on performance to evidence shifting the balance of care. A Resource Worker is also being proposed to support the work required.
- 3.7 It will be crucial moving forward to ensure that the early identification of carers is recognised as critical to shift the balance of care as described in the care group

transformational strategies and they will require support to embed and performance manage the outputs and impacts moving forward.

- 3.8 This post will lead on the further development of the partnership with the 3<sup>rd</sup> sector and engagement of carers in the planning and delivery of service and prepare and consult on the carer strategy.
- 3.9 The two posts are being proposed as permanent posts with recruitment open to both health and council staff and managed in NW locality by Older People Primary Care Head of Service.

<b>Infrastructure (Strategy, Policy and Planning)</b>	<b>Costs 18/19</b>
Principal Officer Carer Act Implementation Lead	£63,865
Resource Worker	£43,668
Carer Act Implementation Budget	£15,000
<b>Total</b>	<b>£122,533</b>

#### **4. Personalised Short Breaks**

- 4.1 This is in recognition in the Act that personalised short breaks are a key component of the support provided to a carer and that we have a duty to provide these for critical and substantial needs identified for carers and a power to provide these to moderate/low level need amongst carers where there is available funding to do so.
- 4.2 There is already a Personalised Short Budget in Glasgow totalling £150,000 per annum funded by the IJB since 2016 and administered by the 3<sup>rd</sup> sector.
- 4.3 Based on the Glasgow Carer Eligibility Criteria, and its intention of targeting resources at those in most need, it is proposed that an agreed level of resource for carers who are assessed as requiring a break from caring in order to sustain the caring role. For critical and substantial need identified in carers they would receive up to £1000 per annum, moderate needs for carers up to £350 and for those carers receiving early intervention and preventative supports this would be capped at £200.
- 4.4 As such it is proposed that the current Personalised Short Breaks budget is increased by £100,000, bringing budget for 18/19 to £250,000 per annum.

<b>Direct Support to Carer – Short Breaks</b>	<b>Costs 18/19</b>
Personalised Short Breaks Budget	£ 100,000
<b>Total</b>	<b>£ 100,000</b>

#### **5. Direct Support to Carers – Residential Respite**

- 5.1 Carers of older people are the largest group receiving carer support and this is the group most at risk of unplanned admissions to hospitals and emergency admissions to long term care.
- 5.2 It is proposed that Carer Act funding is invested in Residential Respite for Older People.

- 5.3 This investment doubles the available resource allowing for 300 service users per annum to access between 2-8 weeks per annum when previously this service was capped at 2 weeks per year. This will provide an additional 563 weeks residential and nursing care respite.

<b>Direct Support to Carer – Residential Respite</b>	<b>Costs 18/19</b>
Additional Carer OP Residential Respite	£300,000
<b>Total</b>	<b>£300,000</b>

## **6. Monitoring and Performance**

- 6.1 A robust performance Framework was introduced in April 2014 with all carer services recording the same information either on CareFirst or by Carer Centres using spreadsheets supported by clear guidance produced and includes performance and management information and is reported quarterly to Carers Strategic Planning Group and to the Integrated Joint Board.

## **7. Young Carers**

- 7.1 No additional young carer investment is being proposed at this stage until the new partnership with Education Services is launched June 2018. This seeks to improve the identification of young carers within schools by education staff and referral rates will be monitored and a further proposal on Young Carer investment brought to a future IJB.

## **8. Carer Engagement**

- 8.1 There are well established locality carer forums and a city wide Carer Reference Group who are represented on the Carer Strategic Planning Group and the city wide operational delivery group. Carers have been fully engaged in the development of the carers partnership described elsewhere in this report and have also informed the development of the Glasgow Carer Eligibility Criteria and will continue to be involved. The appointment of a Carers Champion and plans for quarterly engagement events with wider groups of carers will provide a focus for carers to influence the implementation of the Act.

<b>Infrastructure Operational Delivery</b>	<b>Costs 18/19</b>
2 Band 3 Carer Health Assistants	£52,000
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3 Band 4 Carer Information Workers	£86,900
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Young Carer 3 <sup>rd</sup> Sector	£ 53,500
Carer Training budgets 3 <sup>rd</sup> Sector	£110,000
Carer Information Line	£75,000
<b>Total</b>	<b>£940,137</b>

Infrastructure (Strategy, Policy and Planning)	£122,533
Direct Support to Carer – Residential Respite	£300,000
Direct Support to Carer – Short Breaks	£100,000
<b>Total</b>	<b>£1,462,670</b>

8.2 This will be funded from the new money received for implementation of the new Carer's Act

## 9. Recommendations

9.1 The Integration Joint Board is asked to:

- a) note the intentions of the Carer Act and the duties and powers for integration authorities;
- b) note the planning and service delivery infrastructures of Glasgow Carer Partnership's, the central role of the 3<sup>rd</sup> sector and its readiness to deliver on the intentions of the Act;
- c) agree the proposals to set out in this paper which seek to consolidate carer funding, sustain current service and to further enhance the capacity to deliver on the intentions of the Act; and
- d) instruct the Chief Officer to provide a progress report on implementation, including developed performance measures to the Performance Scrutiny Committee by the end of 2018. This report should reflect carers feedback on these proposals and their impact.



## DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	200618-11-a
2	Date direction issued by Integration Joint Board	20 June 2018
3	Date from which direction takes effect	20 June 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 proposals outlined in this report to support implementation of the Carers Act
8	Budget allocated by Integration Joint Board to carry out direction	Within the financial framework in place to support implementation of the Carers Act
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	June 2019