



Item No: 10

Meeting Date: Wednesday 18th March 2026

Glasgow City Integration Joint Board

Report By: Kelda Gaffney, Depute Chief Officer, Operations & Governance / Chief Social Work Office

Contact: Caroline Sinclair, Assistant Chief Officer, Older People and Primary Care Services

Phone: 07387 231823

Adults With Incapacity Delayed Discharge Funding and Action Plan

Purpose of Report:

The purpose of this report is to advise the IJB of a funding allocation to the IJB from the Scottish Government (Appendix 1 and 2) to be used to provide additional resources aimed at reducing the impact of mental incapacity related delays in hospital discharges.

Members are asked to note the Adults with Incapacity Delayed Discharge Action Plan (Appendix 3) that has been developed and agreed by the Scottish Government and approve the funding for this use.

Background/Engagement:

Scottish Government advised of the opportunity to bid for additional funding to reduce the impact of incapacity related delays in hospital discharges in December 2025. This opportunity was brought to the attention of the IJB through the Chief Officer's update on [21st January 2026](#). A proposed action plan was developed in consultation with involved staff teams and taking account of recommendations made by Healthcare Improvement Scotland, following their targeted review work. The draft plan was considered by both NHS and GCHSCP management teams and was agreed for submission to Scottish Government in January 2026. The submission has now been approved by Scottish Government. Oversight of delivery of the action plan will be undertaken through the HSCP's Adults with Incapacity Working Group, with formal reporting to Scottish Government.

OFFICIAL

Governance Route:	<p>The matters contained within this paper have been previously considered by the following group(s) as part of its development.</p> <p>HSCP Senior Management Team <input checked="" type="checkbox"/></p> <p>Council Corporate Management Team <input type="checkbox"/></p> <p>Health Board Corporate Management Team <input checked="" type="checkbox"/></p> <p>Council Committee <input type="checkbox"/></p> <p>Update requested by IJB <input type="checkbox"/></p> <p>Other <input checked="" type="checkbox"/></p> <p>Healthcare Improvement Scotland</p> <p>Not Applicable <input type="checkbox"/></p>
--------------------------	--

Recommendations:	<p>The Integration Joint Board is asked to:</p> <p>a) Note the allocation of funding from the Scottish Government of £266k (Appendix 2) to be utilised to provide additional resources aimed at reducing the impact of mental incapacity related delays in hospital discharges; and</p> <p>b) Approve the use of the funding to deliver the Action Plan (Appendix 3) which has been agreed by the Scottish Government.</p>
-------------------------	--

Relevance to Integration Joint Board Strategic Plan:

Efforts to ensure appropriate and efficient use is made of NHS acute resources is a central component of the IJB Strategic Plan. Work that reduces the amount of time people are delayed in their discharge from hospital once they are medically fit to leave, including delays caused by a lack of mental capacity to make onward care decisions, is a core part of that work. This work aligns with the vision and partnership priorities set out in the Strategic Plan in particular:

Partnership Priority 2 – Supporting Greater Determination and Informed Choice

Partnership Priority 3 – Supporting People in their Communities.

Partnership Priority 4 – Strengthening Communities to Reduce Harm.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome(s):	<p>Relates to a number of outcomes, including supporting people to live independently and at home or in a homely setting in their community; keeping people who require to use health and social care services safe from harm; and the efficient and effective use of resources in the provision of health and social care services.</p>
---	--

Personnel:	<p>The plan involves the recruitment of dedicated staff to support the case planning and work to progress the discharge of people affected by a lack of capacity in an</p>
-------------------	--

OFFICIAL

OFFICIAL

	appropriate legal framework. Recruitment processes will be undertaken in line with established practice and policy.
Carers:	All planning is in keeping with the HSCP's Carer Strategy and national guidance set out in the Carers (Scotland) Act 2016.
Provider Organisations:	None
Equalities:	There is no EQIA associated with this work at this moment but actions within the action plan will be screened and EQIAs completed where appropriate.
Fairer Scotland Compliance:	None
Financial:	The delivery of the action plan will be contained within the funding that Scottish Government has made available for this purpose. This funding can be carried forward from 2025/2026 to 2026/2027. The Action Plan costings exceed the allocation of funding. The difference will be managed through the timing of the recruitment activity.
Legal:	The delivery of the action plan supports work that complies with the Adults with Incapacity (Scotland) Act 2000.
Economic Impact:	None
Sustainability:	None
Sustainable Procurement and Article 19:	None
Risk Implications:	There is a risk that there will be time slippage in recruitment to the posts identified in the Action Plan. Scottish Government require regular reporting on both outcomes and spend and, should the project fail to become 'live', the funding may be withdrawn or repurposed.
Implications for Glasgow City Council:	The staff to be appointed will be appointed to Glasgow City Council posts.
Implications for NHS Greater Glasgow & Clyde:	The project aims to relieve pressures on the NHS acute system and so will be of benefit to NHSGGC.

OFFICIAL

OFFICIAL

Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	<input type="checkbox"/>
2. Glasgow City Council	<input checked="" type="checkbox"/>
3. NHS Greater Glasgow & Clyde	<input type="checkbox"/>
4. Glasgow City Council and NHS Greater Glasgow & Clyde	<input type="checkbox"/>

1. Purpose

- 1.1 The purpose of this report is to advise the IJB of a funding allocation to the IJB from the Scottish Government (Appendix 1 and 2) to be used to provide additional resources aimed at reducing the impact of mental incapacity related delays in hospital discharges.
- 1.2 Members are asked to note the Adults With Incapacity Delayed Discharge Action Plan (Appendix 3) that has been developed and agreed by the Scottish Government and approve the funding for this use.

2. Background

- 2.1. Adults who are medically fit for discharge from hospital and are assessed as requiring a move to a care setting that was not previously their home, can lack the capacity to make that decision. If they have no legal decision-making proxy already in place, they can become delayed in hospital until powers under the Adults with Incapacity (Scotland) Act 2000 are achieved. These cases are referred to as AWI Delayed Discharges (AWI DDs) and delays in hospital related to them can be lengthy. The average AWI DD in Glasgow is almost five times longer than a standard delay and 60% of AWI DDs, when counted in mid-2025, were delayed for more than 100 days. On any given day around 70-75% of bed days lost by GCHSCPs delayed discharges are lost due to AWI DDs.
- 2.2. AWI DDs are detrimental to the welfare of affected individuals, pose ethical dilemmas for staff who are obligated to maintain the individuals affected in environments not in keeping with their needs, and create significant strain on the NHS in-patient system. GCHSCP is committed to ensuring people subject to AWI DDs transition to their correct place of care in as timely a manner as possible, within the framework of the law.
- 2.3. Achievement of this aspiration requires a whole system approach. The funding received from Scottish Government will be used to take forward recommendations from internal audits of cases, and to action key points from the [NHS Healthcare Improvement Scotland AWI Learning Report \(May 2025\)](#) the most relevant of which are:
- Timely processes supported by clear Standard Operating Procedures, overseen by active and consistent management.

OFFICIAL

OFFICIAL

- A Test of Change of a centralised approach to management of case work with additional capacity to undertake key roles (legal, Mental Health Officer, Case Conference Chair, administrative support and management oversight) as a co-located AWI Acute Delays Team with clear governance, streamlined processes, and unified oversight.
- 2.4. The funding, while allocated in 2025/2026, can be carried forward to 2026/2027 and reporting on spend and progress is to be directly to Scottish Government via the Mental Health Delivery Unit. Should the Scottish Government find that there is slippage within the overall funding allocation for this purpose, there may be scope for further discussion on additional funded actions, particularly where these would benefit across partnerships. These options are also detailed in the Action Plan (Appendix 3).

3. Recommendations

- 3.1. The Integration Joint Board is asked to:
- a) Note the allocation of funding from the Scottish Government of £266k (Appendix 2) to be utilised to provide additional resources aimed at reducing the impact of mental incapacity related delays in hospital discharges; and
 - b) Approve the use of the funding to deliver the Action Plan (Appendix 3) which has been agreed by the Scottish Government.

OFFICIAL

OFFICIAL



Direction from the Glasgow City Integration Joint Board

1	Reference number	180326-10
2	Report Title	Adults With Incapacity Delayed Discharge Funding and Action Plan
3	Date direction issued by Integration Joint Board	18 March 2026
4	Date from which direction takes effect	18 March 2026
5	Direction to:	NHS GGC and Glasgow City Council
6	Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)	No
7	Functions covered by direction	Application of the Adults with Incapacity (Scotland) Act 2000 via the Hospital Social Work Team
8	Full text of direction	NHS GGC and Glasgow City Council are directed to utilise the additional funding from Scottish Government outlined in this paper and actions as set out in Appendix 3, specifically the recruitment of staff – (Legal capacity Grade 7 x 1, Social Work, Grade 8 x 1, Grade 7 x 1.4, Grade 7 x 0.2 and Administration Grade 5 x 1)
9	Budget allocated by Integration Joint Board to carry out direction	£266k allocated in 2025/2026 but agreed for carry forward to 2026/2027
10	Performance monitoring arrangements	Monitoring through the Adults with Incapacity Working Group and regular reporting to the Scottish Government Mental Health Delivery Unit. Visibility to the IJB through delayed discharge reports in line with established quarterly and annual reporting.
11	Date direction will be reviewed	31 March 2027

OFFICIAL

Director of Mental Health
Stephen Gallagher

T: 0131 244 4000
E: directorofmentalhealth@gov.scot
8th December 2025

Dear All,

As we continue to collectively progress the First Minister's delayed discharge mission we are cognisant that despite the concerted efforts across Scotland, the numbers of AWI delayed discharges remains high. As of the week commencing 1 December, there were 417 AWI delays across Scotland, of which 124 were in Greater Glasgow and Clyde.

We have had constructive conversations with Chief Officers across GGC and we know there is a joint commitment to address these delays. We are also aware of the work underway in Glasgow City HSCP to commission new services, monitor data and performance and introduce new standard operating procedures. We are grateful for your ongoing focus to reduce these delays, and we know that there is more to do to reduce the negative impacts AWI delays are having on the individuals, families and broader system.

To expedite further reductions in the number and length of AWI delays across Greater Glasgow and Clyde, the Scottish Government is prepared to provide a non-recurring allocation of £500k to NHS GGC in 2025-26. We expect this to be delegated in full to Greater Glasgow and Clyde IJBs to support local improvement. This is dependent on further discussion and agreement on a fully scoped plan which clearly lays out how the funds will support the reduction in the number and/or length of AWI delayed discharges, contributing to the delivery of person-centred care. The plan should clearly articulate the evidence for progressing new initiatives and the impact they will have. It is essential that this fund is used to support additional work, beyond the improvement work already underway.

Clare Hammond, from Healthcare Improvement Scotland has already been in touch to organise a meeting with Chief Officers to support further reductions in AWI delayed discharges. This 90-minute meeting should be used to scope out the work and formulate the spending plan. Please let us know if this would fit as part of regular scheduled meetings or whether this will need to be organised separately. Please could you provide a single named senior lead and a working level contact to progress this work to Louise (Louise.pell-walpole@gov.scot) by 12 December 2025.

The allocation is for financial year 2025/26 for named specific, evidenced based AWI delayed discharge reduction projects. However, authority is given to the IJB(s) to carry forward funds in reserves into 2026-27 for this purpose should these not be able to be fully utilised this financial year. A formal allocation letter will follow in due course once further details have been confirmed.

HIS's previous local support in Glasgow City HSCP indicated avoiding admission, reducing the number of people subject to the Adults with Incapacity processes by implementing more nuanced capacity assessments and embedding MHO's within hospital teams could support a reduction in AWI delayed discharges.

This work also found 17% of AWI delayed discharges were occurring in those under the age of 65, with a history of poverty, trauma and substance use being a common feature of people's experiences. This requires a different approach to the over 65's.

We expect the existing evidence base to inform any proposed change ideas.

We look forward to working with you, and with Healthcare Improvement Scotland and look forward to receiving your proposal to further improve the lives of those who are experiencing AWI delayed discharge.

Kind Regards,

Stephen Gallagher
Director of Mental Health

Mental Health Directorate



T: 07921 135 097
E: gavin.gray@gov.scot

Scottish Government
Riaghaltas na h-Alba
gov.scot

Michael Breen, Director of Finance NHS Greater
Glasgow and Clyde

Pat Tougher (Chief Officer Glasgow City HSCP)
Caroline Sinclair (Glasgow City Assistant Chief
Officer Older People and Primary Care Services)

Copy to:
Chief Executive NHS Greater Glasgow and Clyde
Glasgow City IJB Chief Finance Officer

4 February 2026

Dear Colleagues,

Scottish Government Mental Health Delivery Unit - Adults With Incapacity (AWI) Delayed Discharge Fund

Following the establishment of the First Minister's delayed discharge mission the Scottish Government has established a non-recurring £500,000 fund specifically to support reductions in the number and length of Adult with Incapacity delayed discharges. The Director letter sent on 8 December 2025 provides further details.

Following our discussions, I can confirm, on behalf of Scottish Ministers, that NHS Greater Glasgow and Clyde will initially receive an allocation of £266,000 of the overall AWI delayed discharge funding. This is a non-recurring allocation for 2025-26. The IJB has authority to carry forward any unused funds into reserves into 2026-2027 for this specific purpose and for no other purpose.

This allocation is in line with NRAC and we will continue to engage regarding any fund slippage and the appropriate allocation of the remaining £234,000.



Integrated Joint Board Breakdown

The total funding of £266,000 will be provided in full via the Health Board to Glasgow City Integrated Joint Board.

Background:

The funding is derived from the Scottish Government Mental Health 2025-26 budget and will contribute to the First Minister's delayed discharge mission. Through the previous HIS Glasgow City AWI delayed discharge improvement work, areas for improvement were identified which will be supported by this fund, contributing to reductions in the number and length of AWI delayed discharges across Glasgow City.

Purpose of Funding:

The funding shall only be used for the first two specific projects set out in Scottish Government AWI Delayed Discharge Action Plan. £266,000 must be split appropriately to provide additional legal service capacity and be used to provide additional Social Work Service capacity targeted at AWI delayed discharge case work. This additional capacity will be embedded in hospital teams.

The IJB has authority to carry any unused funds forward into reserves into 2026-2027 for these specific purposes and for no other purpose.

Outcomes and Milestones:

The purpose of each element of funding and expectations around delivery are set out below. Funding should be fully allocated to provide the additional capacity listed above. Specific milestones and impact measurement will be developed and agreed with the Scottish Government. This work should take into consideration the findings from Healthcare Improvement' Scotland Adults with Incapacity Delayed Discharge local improvement work and other best practice information.

The high level outcomes this funding is expected to achieve are as follows:

- A reduction in the amount of time individuals who have lost the capacity to make ongoing decisions regarding their care are delayed in acute care settings (AWI delays). Specifically, this funding should reduce the length of delay attributable to Mental Health Officers/Social Work and to legal processes.
- The creation of sustainable teams which reduce the number of individuals experiencing AWI delayed discharge.

Governance:

Glasgow City will provide financial returns at the Scottish Government's Mental Health Delivery Unit's request, including notification of any funds carried forward into 2026-27 reserves.

Spend this financial year:

This funding is provided for the current financial year, 2025-26. The IJB has authority to carry any unused funds forward into reserves into 2026-2027 for these specific projects. These funds should not be top sliced or used for any other purpose.

Progress Monitoring and Reporting

Glasgow City IJB will keep the Scottish Government fully informed of progress in delivering the objectives and outcomes of the projects as set out in the original proposals. Any revisions to the agreed objectives and outcomes shall be subject to agreement with the Scottish Government. The Scottish Government will request evidence of spend and progress towards the outcomes throughout 2026- 2027 at 6 monthly intervals and this should include notification of any funds carried forward into 2026-27 reserves.

Contact/Enquiries

I hope that this letter has been helpful, and I would be grateful if you could pass this letter on to any relevant interests within your organisations.

If you have any questions, please contact Mental Health Delivery Unit in the Scottish Government's Mental Health Division at mentalhealthdeliveryunit@gov.scot

Yours sincerely

*Gavin Grey Deputy Director - Improving Complex Care Mental Health Directorate
Scottish Government*

Scottish Government AWI Delayed Discharge Action Plan - Submission 16 January 2026

Action	Lead Officer	Planned Start Date	Measure of Impact -Expected	Cost
<u>This section outlines GCHSCP's core bid and primary areas of action targeted at reducing GCHSCP AWI delays</u>				
Additional Legal Service capacity targeted at AWI DD case work embedded in Hospital Team Grade 7 x 1	Kenneth McDonald	01-Feb-26 Advert within Legal services planned for mid January 2026	Improvements in timelines from identification of need for LA application to submission of LA application Reduction in bed days lost per case from current average of 166.2	£69,400
Additional Social Work Service capacity targeted at AWI DD case work embedded in Hospital Team Grade 8 x 1 Grade 7 x 1.4 Grade 7 x 0.2 Grade 5 x 1	Lynsey Smith / Caroline Sinclair	From Jan 26 0.4 FTE MHO in place from 19 Jan 0.2 FTE SW in place from 1 Jan Internal advert within Social Work services planned for remainder - January 2026	Improvements in timelines from identification of case to hospital discharge following granting of LA & Private applications Reduction in bed days lost per case from current average of 166.2	£212,900 Total £282,300 – slightly over anticipated NRAC allocation of iro £265,000

OFFICIAL

<u>This section outlines optional additional activity that could be delivered pan GGC should there be slippage within the total funding envelope</u>				
<p>Pan GGC - Development of an AWI/POA GGC specific info animation that can be used with families/carers/service users to help promote understanding of need for early action and how to take action with a focus on how to do that in our local system</p> <p>This project may offer a bridging action/pilot action complementary to the Audit Scotland identified action to promote POA. This would be a scalable project, requiring only revision of some elements to fit with local referral paths / information</p>	<p>Lynsey Smith (Natasha Conn)</p>	<p>To be commissioned in time to be launched ahead of 26/27 winter</p>	<p>Hits on animation POA levels across GGC</p>	<p>Unknown, requires commissioned</p>
<p>Pan GGC – Test of Change with a technology partner on the potential for enhanced home monitoring to support people to avoid AWI delay – legal basis requires considered</p>	<p>tbc</p>	<p>01 April 2026</p>	<p>Numbers of installations that facilitate a hospital discharge – baseline is none</p>	<p>To be determined, would require its own project plan and identification of tech partner</p>