



AGENDA ITEM NO 8

REPORT NO IJB 80/19

ANGUS HEALTH AND SOCIAL CARE
INTEGRATION JOINT BOARD – 11 DECEMBER 2019
DRAFT STRATEGY FOR CARERS
REPORT BY VICKY IRONS, CHIEF OFFICER

ABSTRACT

The draft Carers Strategy has been designed to determine the Angus approach to supporting carers, building on the principles of '*Equal Partners in Care*'. This approach reflects the priorities in the Strategic Commissioning Plan 2019-22, and the spirit and requirements of the Carers Act.

1. RECOMMENDATIONS

It is recommended that the Integration Joint Board:-

- (i) notes the content of this draft strategy document
- (ii) approves the content of the draft strategy and the publication of a final version
- (ii) requires a progress report at six monthly intervals for the first 18 months on the implementation of the strategy

2. BACKGROUND

The implementation of the Carers (Scotland) Act 2016 has been progressed through the Angus Carers Strategic Partnership Group, in consultation with key stakeholders. This has now been assimilated into a Carers Strategy and Improvement plan.

Key milestones achieved in 2018/19 include:

- Adult Carer Support Plan - implemented Sept 2018
- Local Eligibility criteria - implemented Sept 2018
- Young Carers Statement - implemented Jan 2019
- Hospital discharge policy for carer involvement – new NHS guidance leaflet issued Oct 2019

Further key development targets:

- Short breaks services statement – Dec 2019
- Carers Emergency plan and Carers Emergency Card relaunch – Jan 2019
- Waiving of charges for replacement care policy - Dec 2019
- Supporting carers in the workplace – under development 2020
- Local Carers Strategy – Dec 2019

Key Milestones for the implementation of the Carers Act

The Angus Carers Strategic Partnership Group has delivered effective support planning tools for adult carers and young carers to be used alongside local eligibility criteria. Taking on board feedback from carers, these tools have subsequently been refined to provide a lighter version for carers who do not require a full in-depth assessment of their support needs. Since their introduction 298 Adult Support Plans and 26 Young Carers Statements have been completed.

Guidance has been issued by NHS Tayside, and a new leaflet developed with Health and Social Care partnerships, which outlines the requirement to involve carers in discharge planning. Anecdotal feedback appears to show that this is becoming common practice in community hospitals but is less consistent in more acute settings to date.

Short breaks are identified in the Act as a key form of support to carers, and these breaks often take the form of services in a person's own home, day care or residential respite. A range of short breaks is currently available in Angus, and a draft statement has been prepared, pending the approval of the Contributions Policy. A key issue in relation to the provision of short breaks in Angus is our interpretation of the requirement in the Carers legislation to 'waive charges for services to carers'. Scottish Government guidance in regard to waiving of charges identifies that there should be no charge applied where a service is provided for 'replacement care' (replacement care being where a carer is temporarily not available to provide care). In Angus, we recognise that care services frequently benefit both the carer and the cared for person and it is therefore not clear cut whether charges apply. A policy statement and procedure is being developed to clarify our position on this issue so that we can provide clear and consistent guidance to staff and the public.

Emergency planning for Carers is a further priority identified in the Carers Act. In Angus we have had an Emergency Carers Card scheme in operation for over ten years. The current scheme uses Community Alarm to store emergency plans for carers, and as the key point of contact for organisations to contact when a carer is identified in an emergency situation. The current scheme is not well-used and contact in emergencies is very infrequent. The Angus Carers Strategic Partnership Group has identified the potential to relaunch the Emergency Plan and Card as an important vehicle both to raise public awareness of carers, and, more importantly, to encourage carers to plan for emergency situations in order to avoid crises where the cared for person could either receive inappropriate support or no support because the carer is unable to provide care. Consultation with carers groups and representatives from care management, community alarm, and emergency services is progressing this initiative with a view to relaunching the plan and card in early 2020.

Supporting Carers in the workplace is currently being developed through an Angus Council Human Resources group, linking with the Angus Carers Strategic Partnership Group. This initiative has been identified in the Carers Strategy improvement plan with the intension of widening awareness and support through all employers in Angus, in recognition that many carers either are already in the workplace or would want to be employed, and that HR policies can go some way further to support this.

Local Carers Strategy

It is a duty in Section 31 of the Carers (Scotland) Act 2016 that each "local authority and relevant health board must jointly prepare a local carer strategy". In Angus this has been taken forward by the Health and Social Care Partnership, and the strategy includes outcomes for young carers.

This duty is broadly met in the Strategic Commissioning Plan 2019-22 (report no IJB 20/19) which identifies six priority areas to support carers. However in addition to this a separate strategy for carers has been developed which aims to put the Angus approach to supporting carers in a format that is more customer-facing and which links closely to a more detailed Improvement Plan (appendix 3) which has been developed through consultation with carers. Consultation took place in terms of Section 31(4) and is detailed in appendix 2 of the strategy.

It should be noted that separately the Scottish Government have recently issued a Carers Strategic Policy Statement for consultation. The Scottish Government document sets out a

national strategic approach which is comprehensive and aims to link the Carers Act with other legislation and national priorities. <https://consult.gov.scot/health-and-social-care/carers-strategic-policy-statement>

3. CURRENT POSITION

The draft Strategy (appendix 1) has been designed to state the Angus approach to supporting carers building on the principles of '*Equal Partners in Care*'. This approach reflects the priorities in the Strategic Commissioning Plan 2019-22, and spirit and requirements of the Carers Act.

A key objective of the Strategy is to increase carer identification in Angus. Not all carers will require formal support but we recognise that preventative input at an early stage will mitigate the risk of a carer coming to crisis. By supporting carers to identify themselves before the role adversely impacts on their health and wellbeing we can better sustain them in their role, if they are willing and able to continue in it. At present about 1800 carers (around 9% of the carer population) are receiving support from Adult Services and Angus Carers Centre.

By 2022 we aim to be supporting around 3,180, or 16% of carers, in line with the expectations of the Carers Act Financial Memorandum.

We know that the number of carers requiring support in Angus will continue to increase due to the following drivers:

- i. Demographic changes – by 2022 the number of over 75s in Angus is expected to increase by over 1,000 to nearly 13,000 people. Almost three quarters of carers known to our Adult Services teams support older people so we anticipate more young and adult carers will take on this role in the future.
- ii. Scottish Government expects the Carers Act to increase demand for support between now and 2022 as awareness of the caring role increases and this is reflected in the funding related to the Act. In 2020 Scottish Government will undertake a national marketing campaign to help more people recognise when they may be a carer and that carers have rights to support
- iii. The Angus Care Model is shifting the balance of care and more people are being supported in our communities. Carers play a key role in achieving this vision and their input is likely to be required for a longer period.

The draft Carers Strategy 2019-22 and the Improvement Plan has been built on the Angus Carer Strategy 2013-2016 and the Strategic Outcome Plan 2016-2019, and reflects feedback from carers and other stakeholders gathered through the Carers Strategic Planning Group.

The strategy is more advanced than many in Scotland as the majority of the requirements under the Act are now in place. The main focus of the strategy is therefore now in advancing the '*Equal Partners in Care*' approach in Angus, which aims to empower carers as key contributors in supporting people in our communities.

A draft of the Carers Strategy 2019-22 and the Improvement Plan was circulated for feedback through Survey Monkey in September <https://www.surveymonkey.co.uk/r/DYYJHHG>. The feedback received through this media was broadly positive, although it also indicated that some carers felt support does not always adequately reach those in need, and that the aspirations stated in the strategy may be difficult to achieve. The strategy document has been amended to take account of feedback received and IJB members are invited to make further comment before final approval and publication of the strategy.

Angus Carers Centre

The Angus Carers Centre is our main strategic partner in delivering the Angus Carers Strategy and in particular in supporting carers requiring relatively low-level/preventative support. Local Eligibility Criteria is used to identify which carers receive support from the Carers Centre and which are supported through Adult/Children's services.

A grant specification and funding for the Carers Centre has been negotiated which will support the Carers Centre to undertake preventative work with carers for the period of the Carers Strategy. The funding formula is designed to provide the Carers Centre with a secure

foundation for delivering carer support with the facility to flex a proportion of funding to reflect emerging demand.

4. RISK

The development of a Carer Strategy for Angus complies with a specific duty under section 31 of the Act. This document, together with the Improvement Plan and the Strategic Commissioning Plan set out a cohesive approach to supporting carers as equal partners, complying with the Scottish Government vision.

Projecting demand for carer support and the associated cost is challenging. Our aim is to increase the number and proportion of carers identified in Angus, in line with the Scottish Health Survey's estimate of the number of carers in Scotland, and the Financial Memorandum's projections. Our current data tells us that we are currently broadly in line with the Financial Memorandum's projected position for 2019.

Without an effective strategy and action plan the requirements of implementation of the Carers Act may not be realised within the required timescales, and there is a risk that carers will not be adequately supported and not be treated as equal partners in care, and subsequently diminished as an asset to the Partnership in supporting the Angus Care model. Apart from the effect on individual carers and the people they care for, failing to support carers will ultimately place greater demands on social care services and increase care home placements. It is therefore prudent to seek to support carers as equal partners in providing preventative care.

There is a risk that the policy on waiving of charges for services to unpaid carers may result in a loss of income for the Partnership. Early indications are that there may be a loss of income for the Partnership particularly relating to residential respite. A draft policy has been shared with carers' representative organisations, and further work is underway to test the draft policy in practice in relation to the financial impact on cared-for persons and unintended consequences for carers.

5. PROPOSALS

It is proposed that the IJB approve the publication of the strategy document, and require progress reports on the actions contained within the Improvement plan.

6. FINANCIAL IMPLICATIONS

The IJB has funding within its current financial plan in line with Scottish Government financial memorandum for the Carers Act. This funding was largely sourced from SG allocations. To date the IJB has not been able to fully model the current and future resource implications of the Carers Act noting that those include charging implications, care package implications and the cost of developing an infrastructure to support carers in Angus (e.g. our developing relationship with Angus Carers).

There are three elements which we need to determine more clearly before arriving at a final position.

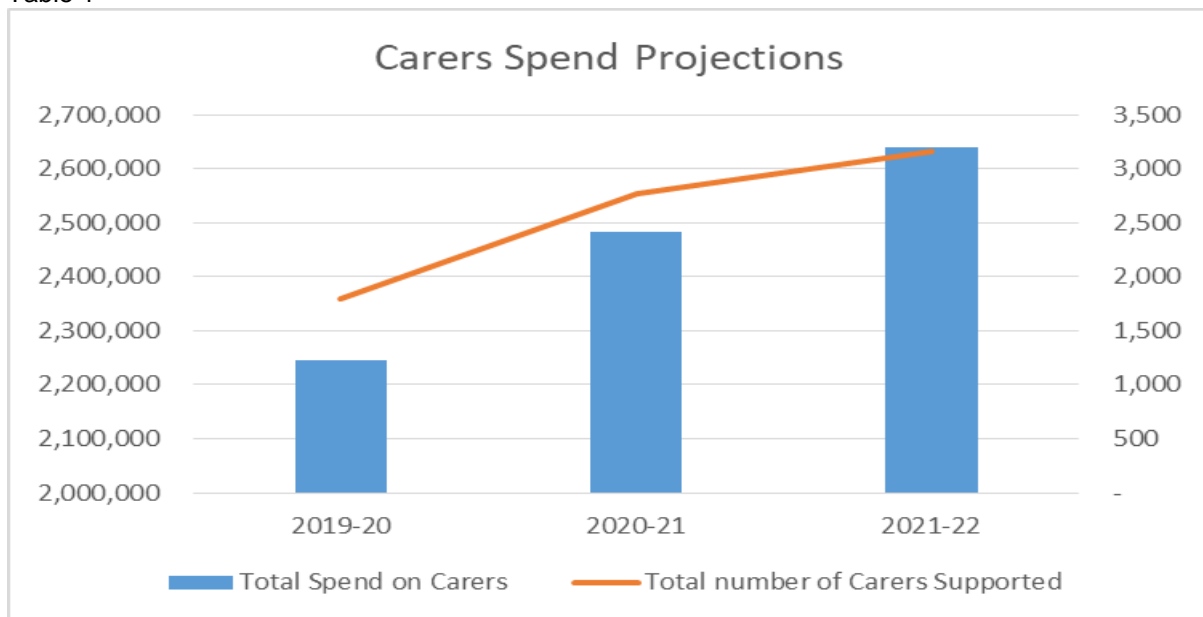
- Firstly, the increased demand for "high tariff" SDS services for carers who present with high risk/need, noting that this number should be contained by action in the second category.
- Secondly, the changing demand picture for low and medium risk/needs carers over this financial year and the next two, with an expected increase in carers identified and in low level provision as we strengthen the preventative element.
- Thirdly, the loss of income derived from carer respite because under the legislation it may no longer be charged for in many circumstances.

A key goal of the Carers Strategy is to identify more carers which we anticipate will require a relatively low level of support. In the main the projected increase in carers will be within Older People services and relates to demographic growth and shifting the balance of care. This increase will be mainly supported through the Carers Centre. We will continue to monitor the impact of the Strategy to ensure that resources are used effectively to support carers. These costs will be offset by additional SG allocations as per the Carers Act Financial Memorandum.

Whilst it is difficult to determine precisely how growth in demand will appear over the period of the Strategy, we have used SG projections, local data and our shared understanding of emerging carer needs to model the financial impact as illustrated in table 1 below. (Trajectories will need to be adjusted as more information emerges.)

The table shows the number of carers (orange line) currently identified and supported through the Angus Carers Centre and statutory services, and the expected trajectory rising from around 1800 in 2019 to over 3000 by 2022. The blue bar chart shows the total budget spend for all carers supported, including the grant for the Angus Carers Centre and lost income for carer respite. Although the number of carers identified is expected to almost double over the 3 year life of the strategy, the associated budget required is expected to grow only marginally (about 15%), as we expect most newly identified carers will initially require very little in regard to support services. Early identification will however give opportunities to provide information and signpost carers to access support when they need it.

Table 1



The information in the above table has been derived from a number of sources, some of which is indicative at this time. We will continue to validate the information as new data becomes available and will update the financial projections in future reports.

The 'Total Number of Carers Supported' projections are based on –
 Current carers supported by AHSCP and Angus Carers Centre, increasing annually as per SG percentage (e.g. 14% of carers' population for 2020-21 and 16% of carers' population for 2021-22)

The 'Total Spend on Carers' projections are based on –
 Current and projected carer numbers including projected demographic demand based on an average package cost
 Infrastructure Support (e.g. Carers Centre, project support, GP supports)
 Indicative loss of income (waiving of charges)

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Appendices

App1 & 2 Carers in Partnership - A strategy for Unpaid Carers in Angus 2019-2

App3 – Improvement Plan