



Dumfries and Galloway
Integration Joint Board

27th May 2021

This Report relates to
Item 5 on the Agenda

Supporting Carers

Paper presented by Vicky Freeman

For Noting and Approval

Author:	Viv Gration, Deputy Head of Strategic Planning and Commissioning Kerry Willacy, Assistant Strategic Planning and Commissioning Manager
Approved for Submission by:	Vicky Freeman, Head of Strategic Planning
List of Background Papers:	Carers (Scotland) Act 2016 (Carers Act) Dumfries and Galloway Carers Strategy 2017 – 2021 (Carers Strategy)
Appendices:	Appendix 1 Carers Act Funding

Direction Required to Council, Health Board or Both	Direction to:	
	1. No Direction Required	X
	2. Dumfries and Galloway Council	
	3. NHS Dumfries and Galloway	
	4. Dumfries and Galloway Council and NHS Dumfries and Galloway	

1. Introduction

1.1 Unpaid Carers are the largest group of care providers in Scotland, providing more care and support than the NHS and Councils combined. Supporting Carers is a key area of priority for the Dumfries and Galloway Integration Joint Board (IJB) within their Strategic Commissioning Plan (SCP).

1.2 This paper provides an overview of

- Scottish Government Carers Act Funding and how this is being allocated locally
- work ongoing (including a timescales for further updates) in relation to supporting Carers, specifically
 - inclusive and collaborative partnership working
 - short breaks providing respite for Carers performance against delivery of the local Carers Strategy

1.3 This paper also seeks approval for review and refresh of the current non-statutory Carers Strategy 2017- 2021 and development of a new local statutory Carers Strategy for 2023-2026

2. Recommendations

2.1 The Integration Joint Board is asked to

- **Note** the overview of the use of Scottish Government Carers Act Funding
- **Note** work to support Carers in Dumfries and Galloway
- **Approve** a review and refresh of the current non statutory Carers Strategy to March 2023 and the proposal to develop and publish a new statutory local Carers Strategy for 1 April 2023

3. Carers Act Funding

3.1 The Carers (Scotland) Act 2014 was funded based on a 'financial memorandum' model. The financial memorandum stipulates that the funding should be used specifically for implementation of the Carers Act. For example Carers Support Plans, duty to support Carers and development of a local Carers Strategy.

3.2 Over the three financial years 2018/19 – 2020/21, The Scottish Government allocated £39.6m of funding to Health and Social Care Partnerships. An additional £28.5m has been provided for 2021/22. These funds are part of the Health and Social Care settlement (that is, the annual funding) to local authorities.

3.3 In Dumfries and Galloway, Carers Act Funding has amounted to £2.3m and has been part of the delegated social work budget settlements totalling £11.8m over the 4-year period. It should be noted however, that social care policy price and demand increases for the same period amounted to £22.2m. This resulted in a gap in funding for health and social care of £10.4m.

3.4 Costs associated with meeting the needs of unpaid Carers impact all areas of social care budgets, from the need for additional staffing in local authority, NHS, Independent and Third Sectors, through to the commitment of paid for care. That paid care can be to support a Carer as part of their Carer Support Plan or as a

result of a social work assessment.

- 3.5 The table in Appendix 1 shows the allocation of Scottish Government Carers Act funding over the last 3 years and the indicative allocation for 2021/22. The last line of the table indicates where costs have been incurred within delegated Social Work budgets. It is not always straightforward to determine whether care is provided to help an unpaid Carer or whether it is to benefit the cared for person, ultimately, it can be both.
- 3.6 The Health and Social Care Partnership has a statutory duty to balance its budget annually. The increasing demand for care and support and reducing budget settlements make this increasingly challenging each year. The ongoing budget gap in relation to delegated social work functions is £3.5m per year. This means that service budgets have to be realigned to offset this gap from financial year 2022/23 and address any further gaps from future settlements.
- 3.7 It is recognised that there is an increased need to fund the development of preventative and early intervention models of care and support to help reduce pressure and demand, over the longer term, on more downstream supports. This should be considered as part of any commitments in relation to the Carers Act Funding.
- 3.8 For financial year 2021/22 it is assumed that care at home and short breaks budgets will increase in line with the financial memorandum. This leaves £222,451 plus £8,000 from 2020/21 to be allocated to support unpaid Carers in their caring role.
- 3.9 The Carers Act Funding was considered by the Carers Programme Board (CPB) at their meeting on 4 May 2021. Members agreed that, in partnership with Carers themselves and Carer support organisations, a process be developed that ensures an effective, inclusive and equitable approach is taken to considering the use of this funding. Proposals for its use will come forward from stakeholders and partners to the IJB in September 2021.
- 3.10 The CPB recognise the need to move at pace to support Carers and are considering how some of this funding might be used non-recurringly in the first instance to provide immediate respite to Carers in the short term. They are also keen to use some of the funding on a non-recurring basis to test change in order to ensure best value, take the opportunity to be innovative and achieve the maximum positive impact for Carers.

4. Inclusive and collaborative partnership working

- 4.1 Supporting Carers to continue in their caring role should they wish to, requires involvement from across the whole health and social care system and beyond. Maintaining a high level of engagement and involvement between the Partnership and a very wide range of stakeholders across all sectors is critical to achieving this.
- 4.2 The structure for achieving this is set out below.

Carers Programme Board

- 4.3 The Carers Programme Board has been in place since 2012. This Board meets

quarterly and is chaired by the Head of Strategic Planning. It has representation from across the partnership, including members of the IJB, Carers Interest Network, third sector, Partnership operational and professional managers. The key aims of the CPB is to

- lead on the development of the Dumfries and Galloway Carers Strategy
- have oversight of the implementation of all local and national strategy and guidance relating to Carers
- raising the profile of Carers

Carers Interest Network

- 4.4 The Carers Interest Network (CIN) meets quarterly and is a group of statutory, third and independent sector organisations (both commissioned and non-commissioned to deliver Carers support) with a shared interest in supporting Carers. The two Carer representatives on the IJB are also members of CIN. The network is facilitated by Strategic Planning and meets quarterly to share good practice, ideas and provide peer support. They have a key role in informing and influencing the Carers agenda and amongst other activities, co-ordinate Carers Week and communications.

Carers Reference Group

- 4.5 The Carers Reference Group (CRG) meet quarterly and is a group of unpaid Carers who support the implementation and delivery of the Dumfries and Galloway Carers' Strategy (2017- 2021). This group provide the views of behalf of Carers back to the CPB and Partnership and raise issues faced by Carers in relation to practice and lived experience. This group act as a key communication link between the Partnership and Carers.

- 4.6 All three of these groups have been established for several years and their membership, role and remit are regularly reviewed. There is work underway currently with all members and stakeholders, to consider how connections between each of the groups and the IJB and Partnership might be further strengthened.

5. **Respite and Short Breaks for Carers**

- 5.1 A short break is any form of service or assistance which enables Carer(s) to have sufficient and regular periods away from their caring routines or responsibilities (Shared Care Scotland). Short breaks provide respite to the Carer and the cared for person

- 5.2 While Carers have had access to some short breaks over the last year it is recognised that this has been significantly limited due to the Covid-19 pandemic. This is particularly challenging given the impact the pandemic has had on Carers wellbeing.

- 5.3 The impacts of the Covid-19 pandemic on Carers are recognised at a national and local level. These include changes in

- care responsibilities and
- the availability of formal and informal support including short break provision

- 5.4 The first step in ensuring that Carers have access to the short break support they

need, is to understand the current provision and Carers views on these. There are three categories of short break support

Residential Respite

- 5.5 The Health and Social Care Partnership commission residential respite beds for people who are cared for and their Carer. These can be booked in advance to enable Carers to plan a break.
- 5.6 The current residential respite provision in Dumfries and Galloway is 2 residential care home beds for older people and 13 overnight beds for people with learning disability. These have remained open in a limited way during Covid-19 to respond to particularly challenging crisis situations only. This is in line with Scottish Government (SG) guidance.
- 5.7 The placements for people with learning disability are well used and there are rarely vacancies. The placements are often booked up for a whole year in advance.
- 5.8 For older people however, the residential placements are used much less. Some of these can only be booked up to two weeks in advance. The table below gives details of the number of nights used each year

Year	Older People
Capacity per year	730
2018/19	330
2019/20	459
2020/21	179

- 5.9 These figures may demonstrate that residential care homes that can only be booked at short notice, are not the respite service of choice, however further work is needed to be undertaken engaging with Carers and with people who are cared for to understand this further. This engagement work will also help us identify new, more innovative ways of providing residential respite for older people with frailty and also for those who may be cognitively impaired.

Non-residential Respite – Day Centres and Activity Resource Centres

- 5.10 Throughout the pandemic most of the non-residential community building based care and support services providing respite, such as Day Centres and Activity Resource Centres (ARCs) have had to close. This has meant that Carers of people who would usually access this care and support have not had the breaks in caring that they would normally have.
- 5.11 Throughout the pandemic these services have provided non-building based supports to the people who use them. For example, virtual support sessions, walking groups where appropriate and supporting meal provision to people at home.
- 5.12 Building based support is starting to reopen in line with SG guidance, but with a reduced capacity in order to meet restrictions such as social distancing. The Partnership is in the process of reviewing and prioritising people's situations to ensure that people who need it have access to the support they need whether that

is in a traditional way, virtually or outside.

Short Breaks

5.13 The Carers Centre manages a short breaks fund in Dumfries and Galloway. In the last quarter of 2020/21, additional short breaks funding of £40,000 was made in awards. This benefitted 221 Carers across Dumfries and Galloway. This funding came from SG via Shared Care Scotland, a national Carers organisation, and was supplemented by additional core contract funding. The Carers Centre will provide the CPB with a report on the use of this funding and the outcomes for Carers in June 2021.

5.14 At the Carers Programme Board on 4 May 2021, the need for immediate action regarding the availability of short breaks for Carers and the need to identify Carers requiring this kind of support was discussed. The local Short Breaks Working Group has been re-established and will be engaging with Carers and provider partners to understand what Carers short breaks and how much of these they would like to see locally. Shared Care Scotland has offered to assist with the facilitation of these sessions. The Strategic Planning and Commissioning Team will work with Carer Support Organisations to develop short term proposals for the Carers Programme Board to consider at their next meeting in June 2021.

6. Reporting performance in relation to supporting unpaid Carers

6.1 Through the mechanism of the Performance Management Framework, the CPB and IJB routinely receive regular reporting on progress against the implementation of Carer Strategies. However, this reporting was paused for a period of months during the Covid-19 pandemic earlier in the year. This is in accordance with the Coronavirus (Scotland) Act 2020.

6.2 Work to update performance information in relation to Carers is now underway and a Carers Performance Report will be made available to the CPB and IJB once completed. Highlights from this report will also be reflected within the IJB Annual Performance Report.

7. Refresh of the Dumfries and Galloway Carers Strategy 2017-2021

7.1 The current Dumfries and Galloway Integration Joint Board Carers Strategy is for the years 2017 – 2021.

7.2 Work to develop the next local Carers strategy was due to commence during 2020, however, the need to respond to the Covid-19 pandemic significantly impacted on this timescale.

7.3 It is proposed by the CPB, that the current local Carers strategy be formally reviewed with the IJB Strategic Planning Group and other stakeholders and refreshed if needed. This will ensure that the existing strategy remains 'fit for purpose', extending its period of relevance for a further 15 months to 31 March 2023. This will provide sufficient time for a new statutory local Carers Strategy to be developed and published by 1 April 2023. If supported by the IJB, the review of the current Dumfries and Galloway Carers Strategy can be completed by the end of November 2021.

8.	Conclusions
8.1	Additional funding for Carers has been made available to further support Carers. The Dumfries and Galloway Carers Programme Board is developing a process to ensure best and most equitable use of these funds to support as many Carers locally as possible.
8.2	Other strands of work are being taken forward to support Carers including, but not limited to, the review of existing groups' membership, structure and role and remit and increasing in short breaks provision.
8.3	A Carers Performance Report will be developed and reported.
8.4	The Dumfries and Galloway Carers Strategy is due to expire at the end of this year. It is proposed that the current strategy is reviewed at this time with a view to developing and publishing a new statutory local strategy for Carers by 1 April 2023.
9.	Resource Implications
9.1	The report sets out the Carers Act Funding since 2018/19 and highlights the unallocated funding of £222,451 available in 2021/22 to support Carers.
10.	Impact on Integration Joint Board Outcomes, Priorities and Policy
10.1	The subject links to the national Health and Wellbeing Outcome for Carers which states: 'People who provide unpaid care are supported to look after their own health and well-being, including reducing any negative impact of their caring role on their own well-being'.
10.2	It also links to the current IJB Health and Social Care Strategic Plan which states: <ul style="list-style-type: none"> • We will provide support to Carers (including providing short breaks) so that they can continue to care, if they so wish, in better health and have a life alongside caring. • We will develop a consistent approach across the workforce to make sure that the needs of the Carer are identified and that Carers are supported in their own right. • We will work towards developing 'Carer Positive' as an approach across the Partnership; identifying staff that are Carers and supporting them in their own personal caring roles.
10.3	It also links to the draft Strategic Commissioning Intention SCI8:
10.4	'People who deliver health and social care, including Carers and volunteers, are valued and fully supported to maintain their wellbeing and developed to achieve their potential.'
11	Legal and Risk Implications
11.1	Unpaid Carers in Scotland represent a larger workforce than the paid health and social care support workforces combined. Supporting Carers to maintain their caring role is widely acknowledged as vital for the long term sustainability of health

and social care services.

11.2 There would be the potential for legal issues if the elements contained within the Carers Act were not delivered.

12. Consultation

12.1 This update contains updates which were discussed at the 4th May 2021 Carers Programme Board meeting. The membership of this group is made up of representatives from the following groups/organisations:

- NHS Dumfries and Galloway
- Dumfries and Galloway Council
- Carers Interest Network
- Scottish Care
- Carer Representatives on the IJB

13 Equality and Human Rights Impact Assessment

13.1 The various strands of work outlined above will consider equalities implications and ensure that an Equalities Impact Assessment is completed at the appropriate time.

14. Glossary

14.1 All acronyms must be set out in full the first time they appear in a paper with the acronym following in brackets.

EQIA	Equalities Impact Assessment
IJB	Integration Joint Board

APPENDIX 1

Carers Act Funding

	2018/19	2019/20	2020/21	Total	2021/22	Full Act Allocation
Financial memorandum	18,000,000	10,000,000	11,600,000	39,600,000	28,500,000	68,100,000
Indicative Funding Allocations						
Adult carers support plans	41,246	39,701	44,194	125,141	118,141	243,283
Young carer Statements	7,246	4,561	6,461	18,268	14,078	32,347
Information and advice	183,933	51,358	39,284	274,576	50,056	324,631
Duty to Support - Adults	207,399	167,843	220,701	595,943	625,910	1,221,853
Duty to Support - Young Carers	40,800	24,750	37,863	103,412	89,639	193,051
additional Short Breaks	131,540	39,870	30,497	201,907	38,859	240,766
Strategy	17,836	-	-	17,836	1,317	19,153
D&G Allocation	630,000	328,084	379,000	1,337,084	938,000	2,275,084
D&G Allocations	2018/19	2019/20	2020/21	Total	2021/22	Full Act Allocation
Adult/Young carer Contracts/Information a	195,000	142,500	170,046	507,546		507,546
Loss of Income	103,000			103,000		103,000
Duty to Support - Adults	260,000	45,500	198,000	503,500	625,910	1,129,410
Duty to Support - Children	60,000	15,000		75,000	89,639	164,639
Respite - beds/Shortbreaks		140,000	-	140,000		140,000
Underspend	12,000	-15,000	11000	8,000		
	618,000	328,000	368,046	1,329,046	715,549	2,044,595
Balance to allocate				8,000	222,451	230,451