

# Supporting Carers in Glasgow

A partnership approach

Glasgow Carers Strategy  
2008 – 2011



Draft Consultation

## **Foreword**

By David Crawford, Service Director of Social Work, and Councillor Elaine McDougall,  
Executive Member for Social Care

To follow after consultation

## Introduction

The Glasgow Carers Strategy 2008 – 11 sets out the strategic direction for the further development and delivery of services to carers in Glasgow over the next 3 years. This strategic direction seeks to contribute to the overall health and well-being of carers, observing local and national rehabilitative, enablement, preventative & health improvement agendas.

There are an estimated 56,392 carers in Glasgow who provide regular unpaid care for a relative, friend or partner. Education and Social Work Services and the NHS rely on the willingness and ability of carers to provide care and this strategy recognises that carers need support to be able to continue their role and protect their own health and well-being.

The strategy recognises that carers are vital to our communities. Carers contributions both to society and to those they care for should be acknowledged and supported. It is estimated that carers contribute £87 billion to the economy every year. (Carers UK 2007)

Glasgow City Council has responsibility for the production of the Carers Strategy and this draft has been produced by Glasgow City Council, Education and Social Work Services on behalf of the key partners and the range of stakeholders who plan and deliver services to carers.

This strategy has been shaped by carers in a number of ways. First it draws upon national and local research and secondly, local organisations that support carers have provided significant contribution. Thirdly and perhaps most importantly carers have provided a voice through the strategic review group and that voice is reflected throughout this document, including those from diverse communities.

This paper should not be seen as replacing the previous Glasgow Joint Carers Strategy 2002-05, but should be viewed as moving the carers agenda forward and building on its achievements, recognising the changing policy and legislative landscape.

Carers are at the heart of health and social care policy and a key objective is supporting carers as 'partners in care'. The strategy recognises the important role of carers in enabling care at home thus shifting the balance of care from hospital and institutional living to the community, preventing admission and re-admission to hospital and facilitating speedier discharge from hospital. The current policy drive to develop more personalised services and self directed care will require the support of carers and will in turn support them.

The strategy recognises the importance of a partnership approach and that this will be the key to the strategy's success. Furthermore it is recognised that the partnership extends beyond health and social care. The community and voluntary sectors in Glasgow provide the majority of services to carers through a network of centres, projects, support groups, information and advice services and a range of other individual and community supports.

The private sector also has a significant role to play, such as ensuring that contracts and service specifications require active carers involvement and consultation with this being further developed through the new Care Commission grading structure.

It is important to recognise that many people do not see themselves as carers, because first and foremost they may be husbands, wives, partners, siblings or friends. Older carers and carers from ethnic minority groups are particularly likely to remain hidden.

The strategy also recognises that carers are citizens and therefore should have access to a range of universal services including education, housing and transport, and support in and into employment.

This consultative draft seeks to engage a range of key stakeholders to consider if the strategic direction presented best meets the needs of carers and reflects the priorities of Community Health and Care Partnerships locally who have responsibility for service planning and delivery.

## Strategic Review Group

The Carers Strategic Review Group was established in October 2007 as a short life working group to review and evaluate the previous carers strategy which covered the period 2002 - 05 and to identify the key priorities for a new strategy.

The review group had representation from key stakeholders with responsibility for planning and delivering care services across statutory, voluntary and community sectors and wide representation from carers, their networks and organisations. (Listed in Appendix 1))

The first task of the review group focussed on the key achievements delivered during the lifetime of the previous strategy and these are outlined below.

- Consistent service provision through provision of six core services delivered by network of eight carers centres across the city
- Increased support to carers through initial assessments and care planning with over 12,000 individual care plans prepared in partnership with carers during 2007-08
- Joint Carers Information Strategy published and implemented
- Range of information leaflets developed and distributed
- Carers Support and Information Line established as a single point of contact for carers
- Training and staff awareness sessions delivered across health, social work and voluntary sectors
- Production of a range of Carers Information booklets in a range of formats distributed widely across Glasgow City
- Positive links built between Carers Centres, General Practitioners, primary care and acute hospital care
- Development of a range of support and self help groups to meet the needs of a diverse range of carers including the appointment of two BME development workers within Carers Centres
- Framework for carers involvement developed and implemented including Service User & Carer Involvement Group (SU&CIG) and Community Health and Care Partnerships' Public Partnership Forums
- Development of employability agenda within carers assessment process facilitated by Carers Centres with support of Employment Planning and Implementation Group and Equal Access
- Princess Royal Trust for Carers awarded £185,000 to raise awareness of carers needs in acute hospital settings and include and involve carers within discharge planning processes and protocols

- Carers Support Project within Glasgow Association of Mental Health established to support carers around mental health issues.
- Planning Together project established (PLANIT) to support people with learning disabilities and family carers to take part in the planning of services across Glasgow
- Glasgow Dementia Action Group continues in its work in supporting the carers of people with dementia in partnership with Alzheimer Scotland
- Project Empower established to address the service needs of women with physical impairments and their carers from BME communities across the city
- West of Scotland Seniors Forum published research into the needs and numbers of older carers in Glasgow
- Chinese Health Living Centre continued to support the needs of Chinese carers
- Glasgow Association for Mental Health awarded five year lottery funding to develop a volunteer befriending project to support older carers and families
- Carers All Stand Together (CAST) have continued to meet and to represent the views of carers in service planning
- MECOPP Carers Centre in Edinburgh awarded Scottish Government funding for pilot project to build capacity and skills within BME carer communities in a number of sites across Scotland including Glasgow
- Various sources of external funding have been accessed through community and voluntary sector to enhance service delivery

The list of achievements outlined above include a number of developments that, whilst not included in the previous strategy, reflect the variety of supports and services that have been established within the city over the last five years.

Whilst it is recognised that many of the elements of the previous strategy have been achieved, these are not time limited, and as such need to be reflected within any future strategy.

The outstanding issues identified through the review process are as follows:

- Consider the need for advocacy service for carers
- Equity of service provision across the city
- Lack of planning structures for carers since the demise of Carers Planning and Implementation Group
- Review of Glasgow City Council and NHS Greater Glasgow and Clyde employment policies to ensure carers are supported to balance care and work responsibilities

These issues will be addressed within the 2008 – 2011 strategy. The Strategic Review Group concluded that the key elements of the new strategy should be as follows and these are the basis of the action plan.

- Recognition and support for carers health and well being
- Information, advice and advocacy
- Develop respite and short breaks
- Carers assessments and carers services
- Equity of carers services
- Financial security, carers in employment and getting carers into employment
- Skills to care
- Good quality management information about carers
- Having a voice including future planning structures
- Current and future needs of carers in Glasgow by care group including unmet need
- Review and evaluate current service provision for carers and improve co-ordination and partnership working
- Establish an accurate picture of current expenditure on carers
- Implementing and monitoring the strategy

The Strategy Action Plan provides more detail on the priorities, setting out key actions, tasks and intended outcomes.

### **Strategic Objectives 2008 – 11**

The proposed strategic objectives over the period 2008 – 11 are as follows:

- To ensure health and social care staff acknowledge and recognise carers as key partners in the provision of care through assessment and care management processes
- To ensure services support carers health and well being
- To improve quality and range of support including information for carers and ensure consistency across the city
- To develop a greater range, diversity and volume of short term breaks / respite services

- To achieve greater co-ordination between Health, Social Work and the community and voluntary sectors, particularly in identifying and supporting hidden carers
- To balance the needs of service users and carers through effective care planning processes
- To deliver and evidence improved outcomes for carers

## **National Policy Context**

For more than a decade, carers have been increasingly recognised in public policy. The foundations were laid by the Griffiths report, which set the foundations of the NHS and Community Care 1990 Act and acknowledged that public bodies need to do more to identify and support carers.

In the intervening years a number of pieces of legislation have been passed which give carers new rights, including to assessment in their own right.

This strategy subscribes to the principles of the current legislative and policy agenda, which seek to support carers as partners in the provision of care. The most significant are listed below:

The Strategy for Carers in Scotland (1999) still provides the template for the key aims of improving the information on help and support for carers, improving the local services that help carers to cope, ensuring consistent national standards and monitoring services to carers.

The Community Care & Health Act (2002) entitles all carers to an assessment related to their caring role, independent of any assessment of the cared for person. Services should ensure that carers are made aware of this right and jointly provide Carer Information Strategies that take account of carers views, and the views of the person cared for, before deciding on the provision of services.

The Kerr Report - Building a Health Service Fit for the Future - recommends that the NHS should make carers health a public health issue and stresses the need to implement fully Joint NHS Carer Information Strategies which identify health-related information needs and ensures that training is provided to both staff, in raising awareness, and carers with regards to their caring role

The Future of Unpaid Care in Scotland made recommendations and early priorities were identified as respite, carers health, young carers and training for carers in the caring role. A national Respite Working Group is currently assessing respite and is likely to recommend the need for a national Respite Strategy.

Changing Lives, the report of the 21st Century Review of Social Work Services, highlights the need for the personalisation of services as the foundation of social care practice over the coming years

Better Health Better Care, Strategy and Action Plan, was launched by the Scottish Government in December 2007 to “Help people to sustain and improve their health,

Supporting Carers In Glasgow – A Partnership Approach

especially in disadvantaged communities, ensuring better, local and faster access to health care.” It also acknowledges the carer as the expert in care delivery and the need to learn from and support them in this task.

### **Local Drivers and Themes**

- Integration of health and social care service delivery through the creation of Community Health and Care Partnerships, Mental Health, Learning Disability, Addiction and Homelessness Partnerships
- NHS Greater Glasgow and Clyde Strategic Framework for Management of Long Term Conditions
- Development of Community Rehabilitation and Enablement Services
- National Framework for Adult Rehabilitation in Scotland
- Re-structuring of Social Work Strategic Centre
- Social Work Inspection Agency recommendations and subsequent action plan
- Re-structuring of acute services into a Directorate structure
- Individualised budgets and personalisation
- Increasing emphasis on prevention and self directed care
- National Outcomes Framework
- Assessment and Care Management Framework
- Speedier discharge from hospital and prevention of re-admission
- Self assessment
- Shifting care closer to home / shifting the balance of care
- Mainstreaming equalities

### **Carers in Glasgow**

Carer estimates, along with their population base, are taken from the 2001 census. From a population base of 565,974 people living in households, it is estimated that there are 56,392 people in Glasgow who provide unpaid care, which represents 10% of the population.

Of these Glasgow carers, just under 8,500 carers devote 20-49 hours to caring, and 16,500 care for 50 hours or more each week.

	<b>Scotland</b>	<b>Glasgow</b>
Population (all)	5,062,111	565,974 (people in households)
No. of Carers (all)	481,579	56,392 (54,930 adults/older people)
No. of Carers who provide 1-19 hours per week (adults/older people)	63%	55% 30,185
No. of Carers who provide 20-49 hours per week (adults/older people)	12.52%	15% 8,246
No. of Carers who provide 50+ hours per week (adults/older people)	24%	30% 16,499
Older Carers 65+	71,144	13.5% 7,589
BME Carers	6,815	3151

Source: 2001 Census

Further analysis of the Glasgow carer population by client banding show that adult carers make up approximately 84%, older people almost 14% and children 2.6%.

The following table breaks down these figures into the 5 localities in Glasgow.

<b>CHCP</b>	<b>Population</b>	<b>Provision 1-19 hrs</b>	<b>Provision 20-49 hrs</b>	<b>Provision 50+ hrs</b>
<b>East</b>	125,194	6,985	2,224	4,389
<b>North</b>	97,682	5,029	1,549	3,040
<b>South East</b>	101,081	6,035	1,276	2,383
<b>South West</b>	113,351	6,257	1,741	3,654
<b>West</b>	128,666	7,019	1,619	3,192
<b>Total</b>	565,974	31,325	8409	16,658

Source: 2001 Census

These figures illustrate that East CHCP has the most adult / older carers: 13,242, and the highest number of adults and older carers providing two levels of provision: 20-49 hours (2,180) and 50+ hours (4,343). West also has a high frequency of adult and older person carers, each respectively 9,850 and 1,697.

When the client bands are taken into account, East has the most adult (11,525) and older person carers (1,714), followed by West (9,850 adult and 1,697 older person carers) and South West (9,668 adult and 1,697 older person carers).

These figures cannot be looked at in isolation and other data sources highlighting socio-economic and health factors need to be taken into account.

Research carried out by Glasgow Centre for Population Health in 2006 concludes that whilst much of Glasgow has become more affluent, socio-economic, health and environmental differences between affluent and deprived areas are still evident.

“Greater Glasgow not only has the communities with the highest mortality rates in Scotland, but also those with the lowest mortality. The 15 year gap in male life expectancy between Bridgeton & Dennistoun and Anniesland, Bearsden & Milngavie highlights the differences in life circumstances, lifestyles and life chances that exist in the city.” (Glasgow Centre for Population Health 2006)

Furthermore Glasgow's population has:

- A significantly higher rate of long term limiting illness
- Approximately one in eight people have a physical disability
- 6,000 people are estimated to have dementia
- Double the national rate for registered blind people - 4,600 in 2007
- An estimated 14,000 with learning disabilities
- Between 10 and 14 per cent of adults have been diagnosed with a common mental health problem
- An growing and increasingly diverse BME population

These facts and figures seek to illustrate the extent of the health and social care needs of Glasgow's population and seek to highlight the breadth and complexities of caring responsibilities and their impact on carers health and well being.

### **Carers Support and Services in Glasgow**

The support provided to carers covers a wide range of services and resources. While some services are provided directly to carers, other services are provided to the person with support needs and should benefit carers by reducing the impact of caring and/or the number of hours they provide caring.

Assessment and Care Management practice takes carers needs into account when people with care and support needs are being assessed.

A key aim of this strategy is to reinforce that if carers are to be recognised and supported as partners in care, then they should be consulted when the needs of the cared for are being assessed and care plans drawn up or reviewed.

Direct support provided to carers includes advice and information, financial and benefits advice, carer training, personal development and capacity building, emotional support and counselling and short breaks from caring. Carers are also supported to engage with agencies who support carers to undertake training, education and employment opportunities.

It is also important that carers have access to universal services such as housing, transport, life long learning and cultural and leisure opportunities and support in and into employment, education and training.

There are a wide range of services specifically for carers in Glasgow and these are listed below:

- Glasgow North West Carers Project
- West Glasgow Carers Centre
- Glasgow North Carers Support Team
- Glasgow North East Carers Centre
- East End Carers Centre
- South West Carers Centre
- Pollock Carers Centre
- South East Carers Centre
- Carers Information & Support Line
- Glasgow Association for Mental Health Carers Project
- Project Empower
- Planning Together (PLANIT)
- Chinese Vulnerable People and Carer Project
- National Schizophrenia Fellowship (Charlie Reid Centre)

All of the Carers Centres listed above facilitate and support a range of support and self help groups across the range of care group categories.

There are also various support groups in Glasgow including:

- Glasgow Dementia Action Group (GDAG)
- Service User & Carer Involvement Group (SU&CIG)
- Carers All Stand Together (CAST)
- GAMH Service BME User & Carer Forum
- Glasgow Carers Forum - Mental Health

## **Strategy and Action Plan Development 2008 - 11**

In recognition of the vast numbers of carers in Glasgow, the diverse nature of caring and the range of carer experiences across the spectrum of care groups, the strategy will be developed in a number of stages.

The first stage will relate to the needs of adult and older carers who are caring for people within the care categories of, older people including dementia, physical disability, learning disability and mental health including carers from BME communities.

As such the development of the strategy should be viewed as a dynamic process and it will grow and develop over the coming months to include an action plan on the needs of carers within children and family services and addiction services, most notably young carers, parent carers and kinship carers.

## **Financial Framework**

The financial framework will be developed during the consultation process and will reflect the partnership approach central to this strategy.

For the strategic action plan to be realised, it is necessary to have a robust understanding of the current level of resources that are invested in carer services. Local authorities and health boards often have difficulty in providing the financial detail of budgets for carer services as often much of the support to carers is embedded within care group budgets.

Whilst the strategy recognises the current financial climate within both organisations, additional resources will be necessary to implement the strategy fully over its lifetime. The Scottish Government has given a number of commitments to carers and any future monies for carers in Glasgow will be directed through this strategy.

Across Glasgow, there is a mix of citywide carer organisations and many other more local carer organisations and projects. The majority are funded through Carers Strategy Funding and others through care group budgets.

Many organisations have successfully accessed external funding sources to develop new services for carers and the financial framework will seek to build on this good practice and continue to maximise external funding opportunities.

### **Consultation process**

The consultation period will extend from 10 June 2008 until 30 September 2008

It is intended that the consultation process will develop on a number of levels:

The strategy recognises that it is the responsibility of Community Health and Care Partnerships to plan and deliver local health and social care services. The strategy does not seek to prescribe how carers needs should be addressed rather it sets out a framework from which to influence and build upon current support and service delivery to carers.

Community Health and Care Partnerships are asked to use the draft strategy and action plan to engage and consult with staff, service users and carers around the key priorities and proposed action plan.

Carers Centres and projects are asked to use the draft strategy and action plan to engage and consult with carers, seeking views on the key priorities and proposed action plan.

Citywide service user and carer groups and organisations are also encouraged to undertake a similar exercise with carers.

Glasgow City Council Education and Social Work Services, NHS Greater Glasgow and Clyde and other statutory agencies will be invited to comment on the draft strategy through the consultation process.

The draft strategy will also be available on the Glasgow City Council and Community Health and Care Partnership websites to ensure general public have an opportunity to comment.

At the end of the consultation period, all feedback and comment will be analysed and the draft action plan will be updated to reflect the many views and opinions generated through the process.

## Appendix 1

### List of Organisations consulted during the review of the Joint Carers Strategy

Alzheimer Scotland  
Carers All Stand Together  
Caring For Carers Support Group  
Chinese Healthy Living Centre  
Deaf Connections  
Equal Access Glasgow  
Ethnic Enable  
Glasgow Association for Mental Health  
Glasgow Carers Forum - Mental Health  
Glasgow Dementia Action Group  
Glasgow Learning Disability Partnership  
Minority Ethnic Carers of Older People Project  
National Schizophrenia Fellowship (Charlie Reid Centre)  
Project Empower  
West of Scotland Seniors Forum

NHS Greater Glasgow and Clyde, Chinese Healthy Living Centre  
NHS Greater Glasgow and Clyde, Community Health & Care Partnership  
NHS Greater Glasgow and Clyde, Health Improvement

Glasgow North West Carers Project  
West Glasgow Carers Centre  
Glasgow North Carers Support Team  
Glasgow North East Carers Centre  
East End Carers Centre  
South West Carers Centre  
Pollok Carers Centre  
South East Carers Centre

Carers Information and Support Line

CHCP Carers Centre Monitoring Officers

Glasgow City Council Social Work Service Modernisation.