Report to Council

Date of Meeting: 8th March 2018

Subject: Implementation of the Carers (Scotland) Act 2016

Report by: Head of Social Services

1.0 **Purpose**

- 1.1. This report provides an update to Council about the implementation of the Carers (Scotland) Act 2016 (the Act). This report focuses on implementation of the provisions in respect of young carers.
- 1.2. The Carers (Scotland) Act 2016 (to be implemented from 1 April 2018) is designed to support carers' health and wellbeing, is designed to focus on delivering preventative supports and enabling carers to continue with the caring role, where they wish to do so.
- 1.3. A carer is a person who provides unpaid help and support to a relative, friend or neighbour who cannot manage to live independently due to frailty, illness, disability or addiction A young carer is a carer who is under 18 years old, or is 18 years of age and is still a pupil at school.
- 1.4. The Act sets out a rights-based approach in respect of carers. Young carers are entitled to be children first and foremost. Our approach fully recognises this and will also ensure compatibility with frameworks like 'Getting it Right for Every Child' and to the priorities set out in Clackmannanshire's Children's Services Plan.
- 1.5. The Act places significant duties and responsibilities on public bodies, which are described in a comprehensive range of regulations and statutory guidance which is currently being finalised nationally. A more detailed breakdown of the provisions of the Act is included at *Appendix 1*.
- 1.6. The Act requires responsible authorities to approve Local Eligibility Criteria in line with national guidance. This report seeks Council's approval of the Local Eligibility Criteria for support to young carers including the threshold for eligibility.

2.0 **Recommendations**

2.1. To note progress on implementation and provide comment and challenge, as appropriate.

- 2.2. To approve the Local Eligibility Criteria in respect of young carers (*Appendix* 2).
- 2.3. To approve the threshold at which young carers will be assessed as having an entitlement to access support from the responsible (local) authority. It is proposed that young carers assessed as having substantial or critical needs will be entitled to access support from the responsible authority. Young carers who are not eligible for services under the criteria will be provided with alternative sources of support and assistance or advice and information. The threshold will be reviewed on an annual basis and determined by the Council.
- 2.4. To agree that a further report will be presented to Council in June 2018, to update on implementation of the Act.
- 2.5. To note that the duty to set local eligibility for carer support in respect of adult carers sits with Integration Authorities. There is a requirement to amend the Clackmannanshire and Stirling Health and Social Care Partnership's Integration Scheme to take account this. Revised Integration Schemes require to be submitted to the Scottish Ministers for approval in March 2018. A report will be presented to the Integration Joint in respect of implementation of the Carer's Act in respect of adult carers in March, 2018.

3.0 **Considerations**

- 3.1. National guidance has been received on the publication of Local Eligibility Criteria which has been used to inform our local criteria. Draft national guidance has also been received on the following areas:
 - Adult Carer Support Plan (ACSP) and Young Carers Statement
 - Support to carers whose needs meet local eligibility criteria.

Implementation of the Act will be an ongoing process and some provisions of the legislation are not due for implementation until later in 2018-2019. Finalised national guidance and associated regulations are due to be published in March 2018.

- 3.2. A Clackmannanshire and Stirling Carers Act Partnership Implementation Group is in place to plan and coordinate delivery of the Carers Act in respect of adult carers and young carers across the Clackmannanshire and Stirling Health and Social Care Partnership and Clackmannanshire and Stirling Councils.
- 3.3. A multi-agency working group is in place to support implementation of the Act in respect of young carers in Clackmannanshire. This group reports to Clackmannanshire CPP's Children's and Young People's Strategic Partnership.
- 3.4. An overarching action plan is in place to support implementation of the duties of the Act. A Clackmannanshire and Stirling Carer's Strategy is in the final phases of development. The timing of this is in line with national guidance and has enabled the engagement of key stakeholders including carers. A

separate delivery plan will support local implementation of the Strategy in Clackmannanshire in respect of young carers.

- 3.5. A needs assessment has been conducted to collate base line data and inform the approach. The needs assessment projects further growth in the number of carers (including young carers) over future years, taking into account the increasing number of adults with support. The projected growth in demand will have associated financial impact on the Council.
- 3.6. Of the 86 young carers (under 16) in Clackmannanshire counted via the 2011 Census two thirds (57) provided up to 20 hours of care a week and around a fifth (16) 35 hours or more a week. In addition of the 217 unpaid carers aged 16-24 59% (128) said they provided lower levels of care (less than 20 hours a week) and 27% (59) 35 or more hours a week.
- 3.7. It is assessed that the Census underestimates the number of unpaid carers and the Scottish Health Survey is considered to be a more accurate measure of the likely number of unpaid carers, although this does not allow for more detailed analysis of the caring role. The Scottish Health Survey estimates that 4% of children aged 4-15 are carers. In Clackmannanshire, this would mean that there could be approximately 272 unpaid young carers in Clackmannanshire.
- 3.8. Data gathering arrangements will be critical to support monitoring of the implementation of the Act and to monitor demand, financial impact and inform the delivery and commissioning of services and supports for carers. The data gathered in 2018-2019 will be used to inform future planning of service levels and support arrangements.
- 3.9. A Young Carer's Statement and Local Eligibility Criteria have been developed in consultation with young carers and with the local carer's centre.
- 3.10. The Young Carer's Statement has been designed to look at the quality of life of the carer in the context of their caring role. The purpose of completing a Young Carer's Statement is to identify any issues that are impacting on the health and wellbeing of the carer.
- 3.11. Section 24 of the Act requires the responsible authority to provide support to a carer to meet their "eligible needs". A carer's "eligible needs" are those identified needs for support that cannot be met either through support to the cared for person or through accessing services that are available generally, **and** which meet the threshold for support set by the local authority. The local authority has a power to provide support to meet other which do not meet the threshold for support set by the eligibility criteria (i.e. non "eligible needs").
- 3.12. The Local Eligibility Criteria will be applied alongside the Young Carer's Statement. Relevant staff will work with an individual young carer to complete a Young Carer's Statement. Once the statement is completed the Local Eligibility Criteria will be applied to ensure that the right level of support is delivered at the right time.
- 3.13. The purpose of having eligibility criteria is to ensure the limited public resources available are targeted at those with the greatest level of need. It also enables public bodies to demonstrate equity, consistency and

transparency in both the decision making process and the allocation of resources.

- 3.14. It is proposed that young carers who have been assessed as having a critical or substantial need as set out in the Local Eligibility Criteria will be eligible for a service from the responsible authority. Young carers who are not eligible for services under the criteria will be offered advice and information or be directed to alternative sources of assistance. This may include, for example, support from the Carer's Centre, support from education staff or college staff or other third sector or mainstream services. This will enable young carers to access services that are available generally e.g. education, leisure, youth services and for targeted support to be provided to meet their needs in those settings, whether or not they meet the eligibility criteria threshold. This approach will also help to ensure that young carers can access community-based support through carers' centres and other third sector services.
- 3.15. A communication strategy is in place to support implementation. A series of stakeholder events and workshops have taken place, including direct engagement work with young carers, to inform the development of the Young Carer's Statement and the Local Eligibility Criteria over the last six months. Briefings and development sessions are taking place with local authority staff and partners to ensure that relevant staff are ready to meet the requirements of the Act. Public information is available and will be fully updated and available in a range of formats to support the effective delivery of the Act.

4.0 **Sustainability Implications**

4.1. See under resource implications.

5.0 **Resource Implications**

- 5.1.1 The Carer's Bill Financial Memorandum sets out the costs of implementing the Act as estimated by the Government (in respect of both adult and young carers) rising from £19million across Scotland in year 1, 2018-2019, to £90 million by year 5. £66 million of funding is being provided to Local Authorities in 2018-2019 to implement the Carers Act, continue to support the delivery of the Living Wage for adult social care workers, additional sleepover pressures, and to increase payments for free personal and nursing care. Funding to implement the Carer's Act is not therefore explicit but is part of this allocation. Clackmannanshire Council require to agree the relevant amount of funding to be transferred to Integration Joint Boards for the delivery of functions relating to adult care services.
- 5.1.2 Resource implications for the Council in respect of young carers relate to the requirement for a Carer's Strategy, the requirement to identify young carers and complete Young Carer's Statements, the duty to provide support to meet the eligible needs of young carers and the requirement to provide preventative services including information and advice and increasing the availability of support services in Clackmannanshire for young carers including in schools and through our family support services.

5.1.3 At this stage estimated costs are calculated on the basis of current and expected demand, and estimated service provision. The following table sets out the estimated financial impact of the implementation of the legislation in respect of young carers:

Financial Impact on Chil			2018/19
Description per Financial Memorandum	Estimated Cost	Estimated No. *	27:
		Uptake %	20
		Number	5
Young Carer Statement	£176	Average cost per statement per Per Statement	9,504
Duty to Support	£150	Cost per person based on 3 Group sessions per ye	8,10
Short Breaks	£480	30 Hours @ £16/hour	25,92
Information and Advice		50% of notional Clacks allocation	15,10
Local Carer Strategies		as above	1,46
Previously via NHS Boards for Carers Information Strategy Etc		as above	22,88
Other incl 3rd Sector		as above	8,85
Total			91,83
situation in Clackmannanshire and Sti	rling is simi carer to so	mates that 4% of children aged 4-15 are carers. lar to that of Scotland there may be approximate omeone. Based on 2016 mid year population est nd 480 in Stirling.	y 750

- 5.1.4 The above table presents the forecast impact for Children and Families in 2018/19 as being £91,835. This is based on assumption of 272 young carers with an uptake of service of 20% in the first year of the Act.
- 5.1.5 Further work will take place in 2018-2019 to monitor demand, identify commissioning and delivery requirements and model financial implications for future years. Robust data will be critical to identifying patterns of demand and monitoring growth to determine future requirements and mitigate risks.
- 5.1.6 The financial impact is anticipated to increase in future years as result of demographic change and increased uptake, rising to £215,000 in 2023/24.

5.2 The full financial implications of the recommendations are set out in the report.

This includes a reference to full life cycle costs where appropriate. Yes

- 5.3 Finance have been consulted and have agreed the financial implications as set out in the report. Yes
- 5.4 Staffing

None

6.0 Exempt Reports

6.1. Is this report exempt? No

7.0 **Declarations**

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1) **Our Priorities** (Please double click on the check box \square)

Clackmannanshire will be attractive to bus ensure fair opportunities for all	inesses & people and]
Our families; children and young people w start in life	ill have the best possible	1
Women and girls will be confident and asp their full potential	pirational, and achieve	1
Our communities will be resilient and emp that they can thrive and flourish	owered so	1

(2) **Council Policies** (Please detail)

8.0 Equalities Impact

8.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations? Yes

9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

10.0 Appendices

10.1 Appendix 1 Main Provisions of the Carers (Scotland) Act 2016 Appendix 2 Young Carers Eligibility Criteria Appendix 3 How to meet a carer's identified needs

11.0 Background Papers

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered) Yes (please list the documents below)

Clackmannanshire Council, Report to Housing Health and Care Committee, Carers (Scotland) Act 2016, 31st March 2016

Clackmannanshire and Stirling, Unpaid Carers Needs Assessment (Draft as of 15th February 2018)

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Main Provisions of the Carers (Scotland) Act 2016

The Act introduces a range of new provisions to identify, assess and support carers. These include:

- A statutory duty to offer and prepare an Adult Carer Support Plan (ACSP) or Young Carers Statement (YCS) for anyone identified as a carer or for anyone who requests an assessment and appears to be a carer
- A duty to provide support to carers whose needs meet local eligibility criteria. Within this consideration must be given to whether support should include the provision of short break
- A power to provide support and/or information and advice to carers whose needs do not meet eligibility criteria
- The waiving of all charges for support provided to carers
- A duty to establish and maintain, or where a service already exists, continue to provide an information and advice service for carers
- The joint creation of local carers' strategies by Local Authorities and Health Boards
- The publishing of a short breaks statement by Local Authorities
- Greater requirements to involve carers in service design and delivery including in the development of local eligibility criteria
- A duty to include carers in hospital discharge planning

In addition the legislation widens the definition of a carer, removing the requirement for a person to be providing or intending to provide regular and substantial care to someone receiving community care services.

A suite of regulations and guidelines will accompany the legislation. Scottish Ministers will set timescales for the development of ACSP and YCS where the person cares for someone with a terminal illness, processes and timescales for review for strategies and local policy and the monitoring and evaluation of the legislation.

Appendix 2

"Getting it Right for Young Carers"

Young Carers Eligibility Criteria Implementation date: 1st April 2018 The Carers (Scotland) Act 2016, implemented from 1 April 2018 extends the rights of unpaid carers. Clackmannanshire and Stirling Health and Social Care Partnership and Clackmannanshire and Stirling Councils have worked together to develop a Carers Strategy which sets out our priorities for action, the outcomes we are looking to achieve and how we will know that we are making a difference.

Our Strategy is developed in the context of the national outcomes:

- carers are identified
- carers are supported and empowered to manage their caring role
- carers are enabled to have a life outside of caring
- carers are free from disadvantage and discrimination related to their caring role
- carers are fully engaged in the planning and shaping of services
- carers are recognised and valued as equal partners in care.

Our eligibility criteria for young carers are developed in the context of delivering the above outcomes and promoting the rights of children and young people. The outcomes for young carers are the SHANARRI indicators of wellbeing. The SHANARRI indicators are: **S**afe, **H**ealth, **A**chieving, **N**urtured, **A**ctive, **R**espected, **R**esponsible and **I**ncluded.

Young carers are children first. It is therefore important to make sure that young carers are not taking on caring tasks that are inappropriate and inconsistent with their age and level of maturity.

The United Nations Convention on the Rights of the Child states that all children and young people have an established set of rights. The Convention has four main principles:

- all the rights guaranteed by the United Nations Convention on the Rights of the Child must be available to all children and young people without discrimination.
- the interests of the child or young person must always come first.
- the views of children and young people must be considered and taken into account in all matters affecting them.

• All children and young people have the right to life, survival and development.

The Act places a duty on the Council to provide support to young carers, where identified needs meet agreed eligibility criteria.

The eligibility criteria for young carers support are set by the Council but are developed in line with national guidance.

Who is a carer?

A carer is person who provides unpaid help and support to a relative, friend or neighbour who cannot manage to live independently due to frailty, illness, disability or addiction.

Who is a young carer?

A young carer is a carer who is under 18 years old, or is 18 years of age and is still a pupil at school.

What are Eligibility Criteria?

Eligibility criteria are the criteria by which the local authority must determine whether it is required to provide support to carers to meet carers' identified needs.

What will eligibility criteria do?

We will work together with young carers to complete a Young Carer Statement. We will agree with you what is important to you and what your needs are. We will use the eligibility criteria to help decide what support can be made available for you.

Our eligibility criteria have been developed to:

- Ensure that the right level of support is delivered at the right time
- Set out a fair and transparent system for determining eligibility for carers with different types of needs
- Agree the thresholds that must be met to be eligible for the provision of support

The importance of ensuring that preventative services and supports are available for young carers is fundamental to our strategy and approach. Not all young carers will have an eligible need under the eligibility criteria. You will still be able to access preventative services and supports. The eligibility criteria operate alongside a range of preventative support services and universal services, for example in schools and through the Carer's Centres. These will continue to be available to young carers through the normal referral routes. In some situations, where a young carer meets the eligibility criteria and has a very high level of need, support, guidance and advice in a mainstream setting may be enough to address those needs.

The use of the local eligibility criteria for young carers is in relation to the impact of the caring role on the young carer. The young carer might have other needs which are unrelated to the impact of the caring role. In these circumstances, they could be eligible for other services and supports but not through this route.

How we will use the eligibility criteria?

The process of agreeing what support we can provide to you is broken down into four steps:

Step One

A young carer requests or is identified who may benefit from a Young Carers Statement. This will normally be in discussion with the named person.

We will have a conversation with you to talk about your caring situation and needs and how we can work with you to best achieve your personal outcomes. We will work with you to identify what matters to you, what you want to achieve and what support would help you.

Not all young carers who are assessed will have an eligible need. However, you will still be able to access universal and/or other support services. We may give you information and advice or put you in touch with other organisations that can help.

Step Two

We will agree with you which of your outcomes can be met through services or assistance either to the cared-for person or through services generally available to you e.g. in school or through local community groups. If your outcomes can be met in this way, we will not take any further action at this time but will keep this under review in case your circumstances change.

Step Three

If you have outcomes which cannot be met through assistance either to the cared-for person or through services generally available to you, we will assess if you meet the threshold for support set out in our local eligibility criteria.

Step Four

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Once the level of support has been agreed, we will work with you and an appropriate person (for example, your parent or guardian) to agree how you will receive your support and to help you choose from the four self-directed support options.

- a Direct Payment;
- Funding allocated to a provider of your choice (sometimes called an Individual Service fund, where the Council holds the budget but the person is in charge of how it is spent);
- The Council can arrange a service for you; or
 - You can choose a mix of these options for different types of support.

You will be involved in each stage of the process and in all decision making.

Eligibility for Services is decided in terms of risk to an individual. There are five indicator categories:

No Impact	Indicates that there are no quality of life issues resulting from the caring situation and at this moment no need for support or advice.
Low Impact	Indicates that there may be some quality of
	life issues but low risk to the young carer's quality of life, health and wellbeing.
	There may be some need for universal
	and/or preventative support or advice.
Moderate Impact	Indicates that there is some risk to the young carer's quality of life, health
	and wellbeing. This may call for provision of
	some additional support services.
Substantial Impact	Indicates that there is major risk to the young carer's quality of life, health
	and wellbeing. Likely to require urgent
	provision of some additional services.
Critical Impact	Indicates that there are significant risks to the young carer's quality of life, health and wellbeing. Likely to require Immediate provision of some additional services.

Indicators: Impact on and Risk to Young Carer Outcomes

		noving to commissio authority 'power to s		More targeted, commissione services & support (local authority 'dut	
	No Impact	Low Impact	Moderate Impact	Substantial Impact	Critical Impact
Safe/ Living environment	Young Carer free from abuse, neglect or harm at home, at school and in the community.	Young carer's situation at home/within community is currently stable and manageable	Young carer's situation at home is becoming difficult to manage and there is potential risk to Young Carer And/or the cared for person	Young carer's situation at home is not manageable and there are safety risks which cannot be remedied in the short term	Young carer's situation at home is unsuitable and there are safety risks for the Young Carer and the Cared for person
Health	Young Carer is in good physical and mental health with no identified health needs linked to or deteriorating	There are early signs that there is potential for the Young Carer's mental and/or physical health to be affected by their caring role but this is not currently the case.	The Young Carer's mental or physical health is being affected by the caring role.	Young Carer is having difficulty in managing aspects of the caring/family/domestic/social roles and the Young Carer's mental and physical health is significantly affected as a result.	Young Carer has significant physical/mental difficulties due to the impact of their role as a carer which may cause life threatening or serious harm

	as a result of the caring role				
Achieving/	Young Carer	Young Carer has	Young Carer has	The Young Carer is missing	The Young Carer may be at
education	continues to access education/ training and has no difficulty in managing caring and education.	some difficulty managing caring and education/ training. There is a small risk to sustaining education in the long term.	difficulty managing caring and education/ training. There is a risk to sustaining education in the medium term.	education / training to a significant degree. It may be that there is a significant risk of education/training ending in the near future.	immediate risk of leaving education/training or is not attending education/training at all.

Nurtured/ relationship s	Young Carer has positive emotional wellbeing. Has a nurturing place to live in and does not require additional help. Young Carer has a positive relationship with the cared-for person	Young Caring role beginning to have an impact on emotional wellbeing and may require additional help when needed Risk of detrimental impact on relationship with cared for person	There is some impact on the Young carer's wellbeing and on their relationship with the cared for person resulting in a strained relationship	There is a significant impact on a daily basis on the young carer's wellbeing and this impacts on the cared for person. Young Carer is unable to sustain many aspects of their caring role	There is a complete breakdown in the relationship between the Cared for person and the young carer, and carer is unable to continue caring or has difficulty sustaining vital or most aspects of their caring role. Immediate Input is needed for the carers Wellbeing. It may be that there are no or very few positives in the relationship with the cared for person.
Active/life balance	The young carer has opportunities to take part in activities such as play, recreation and sport at home, in school and in the community	The young Carer has some opportunities to take part in activities such as play, recreation and sport at home, in school and in the community	The young carer has limited opportunities to take part in activities such as play, recreation and sport at home, in school and in the community	The young carer has few and irregular opportunities to take part in activities such as play, recreation and sport at home, in school and in the community and this may have a negative effect to healthy growth and development	, .

Respect/ Responsible	The young carer has regular opportunities to be heard and involved in decisions and have an active and responsible role to be involved in decisions that affect them	has some opportunities		The young carer has few and irregular opportunities to be heard and involved in decisions that affect them	The young carer has no opportunities to be heard and involved in decisions that affect them
Included/	The young carer feels accepted as part of the community in which they live and learn. Has time to become part of community activities.	The young carer feels some acceptance as part of the community in which they live and learn but is unsure how to become part of the community activities	Due to their caring role, the young carer has limited acceptance as part of the community in which they live and learn	The young care feels isolated and not confident in the community in which they live in.	The young carer does not feel accepted as part of the community in which they live in.

Finance The young carer has no financial hardship/ enough finance	There is a low risk of financial hardship	There is a risk of financial pressure	The young carer needs additional financial support	The carer's financial position is severe/ they are experiencing serious financial hardship
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Implementation

Roles and Responsibilities

Those carrying out plans/assessments of an individual's needs must ensure that the appropriate carer eligibility criteria is satisfied if support is to be provided in addition to mainstream, community based services.

We give priority to carers who are assessed as being within the critical and substantial impact categories.

Carers who are assessed as being in moderate and low impact categories may be eligible for other services such as: advice and information; advocacy; carer support, counselling services and befriending and volunteer services.

Carers' eligibility must be recorded on client record systems.

Related documents

Carers (Scotland) Act 2016

Scottish Parliament - Carers (Scotland) Bill

Equalities and Impact Assessments

Completed

Strategic Environmental Assessment

This policy does not have any environmental implications.

Risk Assessment

Local partnerships will give priority to carers who are at the greatest need. Local partnership's carer's eligibility criteria is based on the Carers Act (Scotland) 2018. It is used to identify the degree of risk to an individual carer's capacity for independent living or health and wellbeing taking account of each carer's circumstance.

Review

The policy and associated procedures will be reviewed within 3 years.

Appendix 3

Type of support	Illustrative Examples				
Services or assistance to the cared-for person	care at home				
(except 'replacement care').	 technology enabled care 				
	 equipment and adaptations 				
	 mental health services 				
	 medicine management 				
	 support to access activities for 				
	disabled children				
General services – information and advice.	Information and/or advice on:				
	carers' rights				
	 education and training (e.g. on 				
	support at school, advice on				
	Further and Higher Education)				
	 income maximisation 				
	 carer advocacy 				
	 health and wellbeing 				
	 emergency care planning and 				
	future care planning				
Other general services – available	 youth clubs 				
universally in the community or in	 gardening clubs 				
particular neighbourhoods.	 art galleries 				
	libraries				
	 leisure centres 				
	 walking clubs 				
A carer's identified needs - both eligible or non-e	eligible needs - might be met in				
whole or in part by any combination of services or	•				
or general services above. Where they are not, th	e following applies.				
LA duty at section 24(4)(a) to provide support to	 course on emotional wellbeing 				
meet a carers eligible needs (as defined in	counselling				
para 9 above). This can be any type of carer	 training on moving and handling 				
support that is not, or cannot be, provided	 short break 				
through services for the cared for person or	 replacement care (care for a 				
services that are available generally.	cared-for person to allow their				
LA power at section 24(4)(b) to provide support	carer to take a break)				
to meet a carer's non-eligible needs . Again,	 support to access leisure pursuits 				
this can be any type of carer support not covered by services for the cared for person or					
general services above.					
Under both the duty and power to support carers	(at section 24(4)(a) and (b)) the				
	responsible local authority must give the carer the opportunity to choose one of the options for Self-directed support (unless the local authority considers that the carer is				
ineligible to receive direct payments). These options are explained in Table 2 .					

How to meet a carer's identified needs