

**Glasgow City**

**Health and Social Care**

**Partnership**

**Carers Eligibility Criteria**

NHS Greater Glasgow and Clyde and, Glasgow City Council logosCarers Eligibility Criteria

February 2018

# Principles that underpin Glasgow City HSCP’s eligibility criteria

* All unpaid carers in Glasgow are eligible for carer support with a universal offer of information and advice for all as a minimum.
* The Carers Information Line, Carer Information booklet and referral form provides the single point of access to adult carer support plans and young carer statements.
* All adult carers are eligible for an Adult Carer Support Plan and young carers are eligible for a Young Carer Statement.
* The Glasgow carer strategy seeks to provide the right level of support at the right time through an enabling and empowering approach.
* This preventative approach is considered fundamental in helping carers to manage their caring responsibilities
* The underpinning principles are that adult carers are supported as key partners and that the focus for young carer’s is alleviate or reduce the caring role through a family based approach.
* All caring situations are assessed to identify the risk of breakdown of the caring role to determine level of service required
* Identifying carers early in their caring journey focussing on early intervention and prevention to prevent crisis in caring is a key principle
* Ensuring health staff in acute and primary care services are routinely identifying and signposting carers for appropriate support and information
* There will be a focus on outcomes, needs and risks during the care management process. For those service users with critical and substantial needs, the Carer’s Support Plan and Young Carer Statement will also, where appropriate inform the assessment of the service user.
* The Eligibility Criteria support the principles which underline current legislative and policy initiatives including promoting and maximising independence, considering the needs of users and carers while focussing on issues of protection and safety.
* Ensuring that people are aware of their benefit entitlement and supporting people to take this up should be a feature of every social work intervention. It is especially important when eligibility criteria are being applied to target those in greatest need.
* Those who are not eligible for social work support may have to be signposted to access alternative income maximisation services.

# Why do we need a Local Eligibility Criteria?

The Carers Act 2016 requires Local Authorities/Health and Social Care Partnerships to set an eligibility criteria to ensure fair access to carers supports and the Scottish Government have issued guidance to support with this process.

The framework of the Act 2016, of which eligibility criteria are part, encompasses a rights-based approach and includes:

* the right of every carer to have an adult carer support plan or young carer statement which aims to support their health and well-being by identifying their needs for support and personal outcomes
* the right to access an appropriate balance of information, advice and support to meet these needs and to achieve their personal outcomes.

The eligibility criteria have to be set locally and published in advance of the Carer Act commencement on 1st April 2018.

The eligibility criteria is intended to help to prioritise support and to target resources as effectively and efficiently as possible.

This recognises that demand for support is increasing due to demographic changes, more complex needs and a greater intensity of caring.

Preventative support to carers also has a role in helping manage future demand where it prevents needs from escalating.

## Glasgow City HSCP (GCHSCP) Eligibility Criteria for Fair Access to Carer Support Services

This Carer Act 2016 guidance issued by the government refers to carer ‘eligible needs’ and ‘non-eligible’ needs.

The guidance describes “*a carer’s eligible needs are those identified needs for support that cannot be met through support to the cared for person or through accessing services that are available generally.”*

At the point of crisis in a caring situation, it is impractical to solely focus on supporting the carer at that point when the servicer user may be at risk.

The priority would be completion of a Support Needs Assessment for services for cared for and this would indirectly support the carer and alleviate presenting risk to the carer.

Essentially for those critical and substantial carers who are assessed as having eligible needs after a care plan has been put in place for the cared for then we have a duty to provide funded support to meet those eligible needs and offer this support through the 4 self-directed support options.

For any needs regarded as ‘ineligible,’ then GCHSCP has a power to provide support and information through commissioned community based preventative services. In Glasgow these carers needs are deemed eligible and would be referred to the network of carer centres to have these needs met.

For any needs regarded as ‘ineligible’ for statutory support, then GCHSCP has a power to provide support and information through community based commissioned services preventative services. In Glasgow these carers needs are deemed eligible under the power to support and would be referred to the network of carer centres to have these needs met.

Appendix 1 summarises the different ways in which eligible and non-eligible needs can be met, and provides examples of the types of support that can be provided to meet those needs.

In 2011, Glasgow Carers Partnership established a universal offer of information and advice for all the city’s unpaid carers and essentially the carer strategy sought to provide the *right level of support at the right time*, identifying carers early in their caring journey with a focus on early intervention and prevention to prevent crisis in caring situations.

Providing the right level of support at the right time underpins the eligibility criteria and an infrastructure has been put in place to ensuring that carer receive level of support to meet their needs.

This strategy also seeks to ensure best use of available resources through a more cohesive partnership approach across the city. There is equity of access to carer services across the city.

In order to provide this universal offer of support, Glasgow been operating a prioritisation/eligibility system which has been developed and refined over last 5 years in partnership with 3rd sector carer organisations and carers through the Carers Reference Group.

The carer assessment has determined the impact of the caring, needs and risks on the carer and should consider whether the caring role is sustainable, what the identified support needs are and if the sustainability of the caring role is at risk without support.

Moving forward the carer assessment will be known as an Adult Carer Support plan.

It is proposed that the eligibility threshold for Glasgow City HSCP is for carers assessed as critical and substantial are able to access statutory funded supports.

Any needs that can’t be met through the support to the cared for would them be determined ‘eligible’ or ‘non-eligible’ and statutory funded or commissioned services made available to support the carer.

Carers assessed as having moderate/low need would be referred on to local Carer Centres to receive anticipatory and preventative supports. Under the Act we have a power to support these carer and demand can be managed from within available resources.

The Glasgow Carer Partnership 16/17 states that of the 11000+ carers supported since 2011, 70% were receiving early intervention and preventative supports from the carers centres.

The 30% identified as critical or substantial received support from social work carer teams and referred on to Carers Centres for further supports when crisis has been averted.

Glasgow’s current eligibility criteria is consistent with the directions set out in the Carer Act 2016. The eligibility aims to provide both an early intervention and preventative approach as well as being able to respond to carer crisis or emergency situations reflected in the Act.

Glasgow City HSCP has introduced a range of dedicated carer services that form the Glasgow Carers Partnership. These services deliver an integrated model of delivery between Social Work Service Carer Teams, commissioned 3rd sector Carer Centres and services as well as condition specific organisations. The Carers Partnership infrastructure ensures that Glasgow City HSCP has the capacity to ensure that carers receive the right level if support at the right time.

## Definition of Adult Carer

An adult carer is *someone over the age of 18 who provides or intends to provide unpaid care to a relative, partner or friend.*

This could be caring for someone who is ill, frail, disabled or has poor mental health or substance misuse problems.

## Definition of Young Carer

A Young Carer is a person under the age of 18 who provides or who intends to provide care for an adult or child needing care, except where the child needs care solely due to its age. There is no lower age limit attributed to the definition of a young carer.

A key objective for Glasgow Carers Partnership is ensuring that young carers are seen as children and young people first and foremost and that they are protected from undertaking caring responsibilities and tasks which are inappropriate having regard to their age and maturity. Young Carers should have the support they need to learn, develop and thrive and to enjoy positive childhoods. Appendix 2

Where possible, services will offer targeted support for the whole family to tackle the underlying causes of any inappropriate caring role. The steps taken to alleviate or reduce the caring role will be recorded in the Young Carer’s Statement, showing the actions taken and recording the outcomes of such actions. Where a child’s caring role cannot be alleviated and are eligible for additional support, their eligible support needs will be recorded in a Young Carer Statement.

## Eligibility Criteria - How do they work?

All unpaid carers in Glasgow are eligible for carer support with a universal offer of information and advice for all as a minimum. Glasgow City HSCP’s carer eligibility criteria address both the severity of risks and the urgency of intervention to respond to risks. Some levels of risk will call for services or other resources as a high priority whilst others may call for some services/resources, not as a high priority but managed and prioritised on an ongoing basis. Appendix 3

Some may not call for any social care intervention as engagement in local community activities may be the most appropriate way of addressing the need. In other circumstances the adult carer support plan or young carer statement may indicate a potential requirement for service provision in the longer term which requires to be kept under review.

As part of the assessment and care planning process, it is for relevant practitioners to consider how each individual’s needs match against eligibility criteria in terms of severity of risk and urgency for intervention.

A carer might have needs meeting the local eligibility criteria and the carer may be assessed as requiring a break from caring.

If the carer cannot take that break without replacement care being provided by the statutory or voluntary sectors rather than by friends, family or neighbours, then the local authority will provide or arrange the replacement care.

In other words, replacement care is not restricted to cared-for people who meet local social care eligibility. The duties and powers of local authorities under the Carers (Scotland) Act 2016 in respect of breaks from caring may require replacement care to be provided or arranged for the cared-for person.

## Assessments for people requiring services

Adult Carer Support Plans will be completed for eligible adult carers who have, or appear to have, social care needs and whose needs fall within the legal framework for Glasgow City Council Adult Social Work Services. Young Carer Support Plans will be completed for eligible young carers who have, or appear to have, social care needs and whose needs fall within the legal framework for Glasgow City Council Social Work Services.

When a carer first makes contact with Glasgow City Council Social Care

Services through Social Care Direct to enquire about services, they will be asked about their circumstances, to establish whether it appears that they may be in need of any such services. Where it appears that they may be in need of services they will be referred to the relevant team for a further assessment. The purpose of this assessment of needs is to identify and evaluate the carer's presenting needs and how to support them in their caring role.

### Appendix 1

**Table 1: How to meet a carer’s identified needs**

| **Type of support** | **Illustrative Examples** |
| --- | --- |
| Services or assistance to the cared-for person (except ‘replacement care’). | * care at home * technology enabled care * equipment and adaptations * mental health services * medicine management * Support to access activities for children affected by disability |
| 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 * bereavement support * emergency care planning and future care planning |
| Other general services – available universally in the community or in particular neighbourhoods. | * leisure centres * libraries * art galleries * community transport * lunch clubs * youth clubs * education services * gardening clubs * walking clubs * local support groups |
| A carer’s identified needs - both **eligible or non-eligible needs** - might be met in whole or in part by any combination of services or assistance for the cared for person or general services above. Where they are not, the following applies. | |
| LA **duty** at section 24(4)(a) to provide support to meet a carers **eligible needs** (explained at para 10 above). This can be any type of carer support that is not, or cannot be, provided through services for the cared for person or services that are available generally. | * course on emotional wellbeing * counselling * training on moving and handling * short break (noting LA duty at section 25 to consider whether support to a carer should include a break from caring) * replacement care (care for a cared-for person to allow their carer to take a break) * support to access leisure pursuits |
| LA **power** at section 24(4)(b) to provide support to meet a carer’s **non-eligible needs**. Again, 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 3**. | |

### Appendix 2

**Table 2: Local eligibility criteria indicators and comparison with wellbeing indicators**

| **Carer Indicator (Annex A)** | **Wellbeing indicator** | **Comment** |
| --- | --- | --- |
| Health and wellbeing | Healthy | Applies to young carers as caring can impact on their physical and mental health. |
| Relationships | Healthy, Safe and Nurtured | The relationships young carers have with their family and friends can be affected by caring and impact on the young carer’s health as a result. A young carer might not be safe in the home due to inappropriate caring responsibilities due to their age. A young carer might not be nurtured in the family setting due to caring for a very ill parent. |
| Living environment | Safe | Relevant to young carers where the living environment poses a risk to the young carer’s safety e.g. because young carer is using a hoist for moving and handling. Or the living environment might include lots of medication and drugs lying around. However, in most circumstances the living environment is more an issue for the adult in the house or the whole family. |
| Employment and training *(and education*) | Achieving and Responsible | Mostly relevant to young carers aged 16-18 but adapt this to include education which is relevant to all young carers.  The young carer’s achievement might be supported though a skills development course, paid-for tutor support, purchase of laptop. However, mostly, the support should be provided by the school. |
| Finance | Included | Mostly relevant to young carers aged 16-18 if they are spending money on, for example, utilities. However, also relevant to the younger age group if they are ‘out-of-pocket’ due to caring. Therefore take age and circumstances of the young carer into account. Support to help deal with economic inequalities in particular. |
| Life balance | Active, Achieving and Included | Young carers require a good life balance in order to have time for activities, school and friendships. |
| Future planning | Achieving | Relevant to planning for college, university, training and work and also for the future care of the cared-for person if the young carer moves away from home. |

### Appendix 3

