

# Local Carer Eligibility Criteria

## Orkney Health and Care

**Implementation Date: 01 April 2018.**

## Introduction to Eligibility Framework

### Background

Unpaid carers are the largest group of providers of care in Scotland and should be recognised as equal partners in providing vital care and support. Carers, and the people they support, must be at the centre of care planning. They should have the opportunity to define their contribution to the care of the person, know what to expect and be clear about the support they are entitled to. In the case of young carers, they are entitled to be children first and foremost, and should be aware that frameworks like 'Getting it Right for Every Child' are also likely to be relevant to them.

The Carers (Scotland) Act 2016, implemented from 1 April 2018 is designed to support carers' health and wellbeing. It puts a duty on Orkney Health and Care to provide support to carers, where identified needs meet agreed local eligibility criteria. To achieve this, a framework of eligibility criteria has been developed covering two aspects:

1. The definition of levels and types of need for support.
2. The thresholds that must be met to be eligible for support.

## What our eligibility framework will achieve

Preventative support will be the norm and a part of our established custom and practice. The framework creates a fair and transparent system for determining eligibility and carers with different needs will be treated equally in accessing support and services.

Assessments for support should identify steps to prevent deterioration in the carer's health or the caring situation. By defining clear personal outcomes for carers at different levels of support, the benefits from accessing both preventative and intensive support will be outcome focused. This will allow change to be measured.

Practitioners will work jointly with carers to complete a personal Adult Carer Support Plan or Young Carer Support Plan (ACSP/YCSP) that identifies their individual needs and personal outcomes. These will then be assessed in line with the local eligibility criteria to ensure that the right level of support is delivered at the right time.

All questions about needs and outcomes will have a clear purpose for carers. The ACSP/YCSP will complement and relate carers' information and advice services covering issues such as emergency and future care planning, advocacy, breaks from caring, support services for carers, ensuring carers know where to go for help, income maximisation and carers' rights.

## Policy Statement

The Carers (Scotland) Act (from April 1st, 2018) is designed to support carers health and wellbeing. It places a duty on the local partnership to provide support to carers based on their identified needs, which meet the local eligibility criteria. Orkney Health and Care sets its own eligibility criteria to provide services to carers at the CRITICAL and SUBSTANTIAL level.

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, **and** which meet the threshold for support set by the local eligibility criteria.

Guidance states that under the legislation carers are only eligible for services in their own right if the same outcomes cannot be achieved by providing a service to the cared for person. Orkney Health and Care will always exhaust the options of service provision to the cared for person to achieve the same outcomes before considering implementation of a package under the carers legislation.

Orkney Health and Care cannot charge for services provided under the carers legislation to a carer in their own right.

## **Definition**

### **Meaning of “carer”**

- (1). In this Act “carer” means an individual who provides or intends to provide care for another individual (the “cared-for person”).
- (2). But subsection (1) does not apply:
  - (a). In the case of a cared-for person under 18 years old, to the extent that the care is or would be provided by virtue of the person's age, or
  - (b). In any case, to the extent that the care is or would be provided:
    - (i). Under or by virtue of a contract, or
    - (ii). As voluntary work.
- (3). The Scottish Ministers may by regulations:
  - (a). Provide that “contract” in subsection (2)(b)(i) does or, as the case may be, does not include agreements of a kind specified in the regulations.
  - (b). Permit a relevant authority to disregard subsection (2)(b) where the authority considers that the relationship between the carer and the cared-for person is such that it would be appropriate to do so.
- (4). In this Part “relevant authority” means a responsible local authority or a responsible authority (see section 41(1)).

### **Meaning of “young carer”**

In this Act “young carer” means a carer who:

- (a) Is under 18 years old.
- (b) Has attained the age of 18 years while a pupil at a school, and has since attaining that age remained a pupil at that or another school.

## **Meaning of “adult carer”**

In this Act “adult carer” means a carer who is at least 18 years old but is not a young carer.

## **Our Principles**

### **Carers**

Carers will be recognised as equal partners in providing care and support.

### **Outcomes**

Good quality outcome focused assessment continues to be central to developing effective carer support plans. This aims to achieve improved outcomes with and for carers / young carers with health and social care needs.

### **Decision Making**

We aim to ensure consistency and transparency and timely decision making.

### **Expectation and Entitlements**

Carers should not be worse off by caring and are clear about the support they are entitled to.

### **Recognition and Expertise**

Unpaid carers are the largest group of providers of care in Scotland and should be recognised as equal partners in providing vital care and support.

### **Equity**

Our framework creates a fair and transparent system for determining eligibility that is understood by carers.

## **Diversity and Equality**

Carers with different needs will be treated equally in accessing services and support.

## **Prevention**

Assessments for support should prevent deterioration in the carer's health or the caring situation.

## **Ease**

Carer's ACSP/YCSP should not be burdensome. Questions about needs and outcomes will have a clear purpose for carers, not just the support system.

## **Explaining the Process**

Through the Carers (Scotland) Act we have a duty to support carers who meet the Orkney eligibility criteria framework. This can be broken down into four steps:

**Step One:** A carer who wishes to access support can request an assessment. This will involve conversations with the carer to jointly assess their caring situation and needs and how they can best achieve their personal outcomes. Not all carers who are assessed will have an eligible need. However, many will still have access to universal and/or preventative services. Carers may also be signposted to information and advice centres, carers organisations and projects in Orkney that provide carer services.

**Step Two:** Once the assessment is complete the carer's outcomes and actions will be identified in their ACSP/YCSP. The framework for eligibility criteria will identify their level of support.

**Step Three:** Based on their eligibility, access to support services will be identified.

**Step Four:** Once the level of support has been agreed, the carer will then decide how they would prefer to arrange their support and choose from the four self-directed support options. Carers will be involved in each stage of the process and in all decision making. A review date will be set at this point.

Eligibility for services is decided in terms of risk to the individual. There are five categories shown below along with more detailed indicators:

<b>No Impact.</b>	Indicates that there are no quality of life issues resulting from the caring situation and at this moment no need for support or advice.
<b>Low Impact.</b>	Indicates that there may be some quality of life issues but low risk to a carer's capacity for independence or health and wellbeing. There may be some need for universal and/or preventative support or advice.
<b>Moderate Impact.</b>	Indicates that there is some risk to a carer's capacity for independent living and health and wellbeing. This may call for provision of some health and social care services.
<b>Substantial Impact.</b>	Indicates that there is major risk to a carer's capacity for independent living and health and wellbeing. Likely to require urgent provision of health and social care services.
<b>Critical Impact.</b>	Indicates that there are significant risks to a carer's capacity for independent living and health and wellbeing. Likely to require immediate provision of social care services.

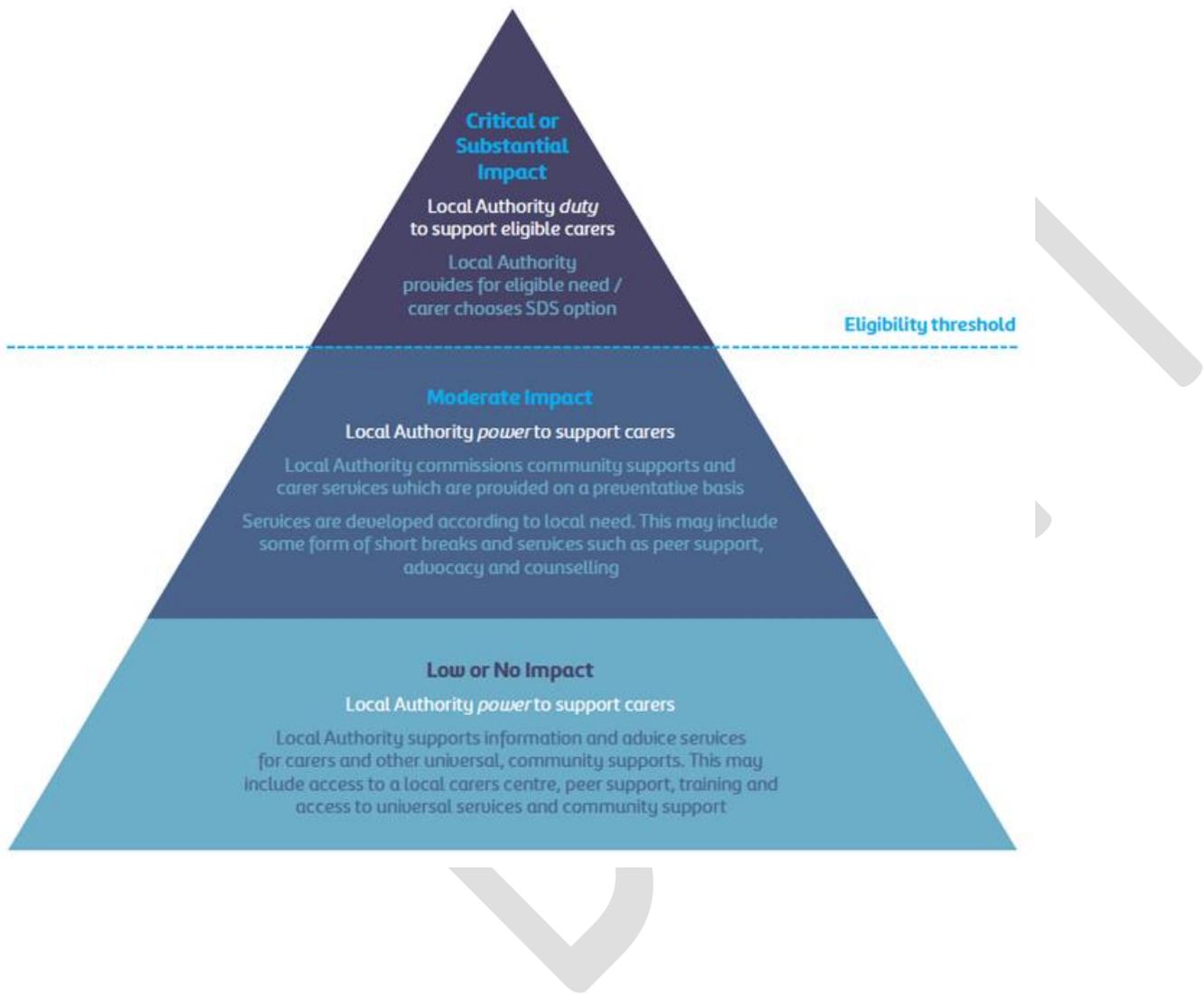
## Indicators for Carer Eligibility

	<b>Caring has no impact NO RISK.</b>	<b>Caring has low impact LOW RISK.</b>	<b>Caring has moderate impact MODERATE RISK.</b>	<b>Caring has substantial impact SUBSTANTIAL RISK.</b>	<b>Caring has critical impact CRITICAL RISK.</b>
<b>Health and Wellbeing.</b>	Carer in good health. Carer has good emotional wellbeing/development.	Carer's health beginning to be affected. Caring role beginning to have an impact on emotional wellbeing/development.	Carer's health at risk without intervention. Some impact on carer's emotional wellbeing/development.	Carer has significant health need that requires attention. Significant impact on carer's emotional wellbeing/development.	Carer's health is breaking/has broken down. Carer's emotional wellbeing/development is breaking/ has broken down.
<b>Relationships.</b>	Carer has a good relationship with the person they care for and is able to maintain relationships with peers and other key people in their life.	Carer has some concerns about their relationship with the person they care for and/or their ability to maintain relationships with peers and other key people in their life.	Carer has identified issues with their relationship with the person they care for that need to be addressed and/or they find it difficult to maintain relationships with peers and other key people in their life.	The carer's relationship with the person they care for is in danger of breaking down and/or they no longer are able to maintain relationships with peers and other key people in their life.	The carer's relationship with the person they care for has broken down and their caring role is no longer sustainable and/or they have lost touch with peers and other key people in their life.
<b>Living Environment.</b>	Carer's living environment is suitable posing no risk to the physical health and safety of the carer.	Carer's living environment is mostly suitable but could pose a risk to the health and safety of the carer in the longer term.	Carer's living environment is unsuitable but poses no immediate risk.	Carer's living environment is unsuitable and poses an immediate risk to the health and safety of the carer.	Carer's living environment is unsuitable and there are immediate and critical risks to the health and safety of the carer.

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<b>Employment and Training.</b>	Carer has no difficulty in managing caring and employment and/or education. Carer does not want to be in paid work or education.	Carer has some difficulty managing caring and employment and there is a risk to sustaining employment and/or education in the long term. Carer is not in paid work or education but would like to be in the long term.	Carer has difficulty managing caring and employment and there is a risk to sustaining employment and/or education in the medium term. Carer is not in paid work or education but would like to be in the medium term.	Carer has significantly difficulty managing caring and employment and there is a risk to sustaining employment and/or education in the short term. Carer is not in paid work or education but would like to be soon.	Carer has significant difficulty managing caring and employment and/or education and there is an imminent risk of giving up work or education. Carer is not in paid work or education but would like to be now.
<b>Finance.</b>	Caring is not causing financial hardship e.g. carer can afford housing cost and utilities.	Caring is causing a risk of financial hardship e.g. some difficulty meeting housing costs and utilities.	Caring is causing some detrimental impact on finances e.g. difficulty meeting either housing costs OR utilities.	Caring is having a significant impact on finances e.g. difficulty meeting housing costs AND utilities.	Caring is causing severe financial hardship e.g. carer cannot afford household essential sand utilities, not meeting housing payments.
<b>Life Balance.</b>	Carer has regular opportunities to achieve the balance they want in their life. They have a broad choice of breaks and activities which	Carer has some opportunities to achieve the balance they want in their life. They have access to a choice of breaks and activities which	Due to their caring role, the carer has limited opportunities to achieve the balance they want in their life. They have access to a few breaks and activities	Due to their caring role, the carer has few and irregular opportunities to achieve the balance they want in their life. They have little access to breaks and activities	Due to their caring role, the carer has no opportunities to achieve the balance they want in their life. They have no access to breaks and activities

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	promote physical, mental, emotional wellbeing.	promote physical, mental, emotional wellbeing.	which promote physical, mental, emotional wellbeing and there is potential for development of psychological harm.	which promote physical, mental, emotional wellbeing and are expressing concerns this may imminently cause psychological harm.	which promote physical, mental, emotional wellbeing and are experiencing psychological harm.
<b>Future Planning.</b>	Carer is confident about planning for the future and has no concerns about managing caring.	Carer is largely confident about planning for the future but has minor concerns about managing caring.	Carer is not confident about planning for the future and has some concerns about managing caring with a potential for psychological harm.	Carer is anxious about planning for the future and has significant concerns about managing caring which may imminently cause psychological harm.	Carer is very anxious about planning for the future and has severe concerns about managing caring which is causing psychological harm.

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## Young Carer Support Plans

### Why?

- To ensure that young carers do not take on inappropriate caring tasks or caring that is inconsistent with their age and maturity.
- To identify and record each young carer's individual needs, personal outcomes and support to be provided by the responsible local authority to meet those needs.
- To ensure that there is effective planning in place to further support transition arrangements from moving from a young carer statement to an adult carer support plan.

### Preparation of young carer support plan

- YCSP should be offered to the young carer and the young carer can request one.
- The YCSP should link to the Child's Plan if there is one in place.
- Consideration needs to be given to who is best placed to prepare the statement, e.g. the local authority, health professional or someone else who is suitably qualified to do so.

### Identification of outcomes and needs for support

- In identifying a young carer's personal outcomes and needs for support, the YCSP must take into account any impact that having one or more protected characteristics has on the young carer.
- Low level needs and the support to meet those needs will be considered as part of the process. This process will be based on the identification of personal outcomes, needs and risks.
- Where there is a very young carer in the early years of primary school, caring for a family member, support provided should be directed towards removing them from that role through enhanced support for the person that they care for. There may be some scope for a young child to make a contribution to the care of their parents, but this has to be appropriate to their age and maturity amongst other factors.
- The outcomes must cover 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.

## Content of young carer support plan

- The YCSP will include the nature and extent of care provided or to be provided as well as the impact of caring on the young carer's wellbeing and day-to-day life.
- The YCSP must contain information about the extent to which the young carer is able and willing to provide care for the cared-for person. Consideration should also be given to ensure that any caring being undertaken should be age appropriate.
- It is necessary to ensure that young carers are seen as children and young people first and foremost and are protected from undertaking inappropriate care tasks or caring that is inconsistent with their age and maturity.

Eligibility for services is decided in terms of risk to the individual. There are five categories shown below along with more detailed indicators:

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

## Indicators: Impact on and Risk to Young Carer Outcomes

	<b>No Impact.</b>	<b>Low Impact.</b>	<b>Moderate Impact.</b>	<b>Substantial Impact.</b>	<b>Critical Impact</b>
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 not ideal and there is potential risk to Young Carer and Cared for person.	Young carer's situation at home is not ideal 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 medical needs	Young Carer is able to manage some aspects of the caring / family /social roles and responsibilities and social contact and there is a possibility of the Young Carer's health being affected.	Young Carer is able to manage some of the aspects of caring/family/social roles and responsibilities and social contact, but the Young Carer's health is being affected.	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 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 harm.
Achieving / Education.	Young Carer continues to access education and training and has no difficulty in managing caring and education.	Young Carer has some difficulty managing caring and education/ training. There is a small risk to sustaining education in the long term.	Young Carer has difficulty managing caring and education/ training. There is a risk to sustaining education in the medium term.	The Young Carer is missing education / training and there is a risk of this ending in the near future.	The Young Carer is at significant risk or has had to give up education/training.

	<b>No Impact.</b>	<b>Low Impact.</b>	<b>Moderate Impact.</b>	<b>Substantial Impact.</b>	<b>Critical Impact</b>
Nurtured / Relationships.	<p>Young Carer has positive emotional wellbeing. Has a nurturing place to live in and does not require additional help.</p> <p>Young Carer has a positive relationship with the cared-for person and feels acknowledged by professionals.</p>	<p>Young Caring role beginning to have an impact on emotional wellbeing and may require additional help when needed.</p> <p>Risk of detrimental Impact on relationship with cared for person.</p>	<p>There is some impact on the Young carer's wellbeing and on their relationship with the cared for person resulting in a strained relationship.</p> <p>Need additional help where possible, in a suitable care setting.</p>	<p>There is a major impact on a daily basis to the young carer's wellbeing and this impacts on the cared for person.</p> <p>Young Carer is unable to sustain many aspects of their caring role.</p>	<p>There is a complete breakdown in the relationship between the person and the carer, and carer is unable to continue caring or has difficulty sustaining vital or most aspects of their caring role. Input is needed for the carers wellbeing and there are no positives in the relationship with the cared for person.</p> <p>Carer never feels acknowledged and therefore feels excluded.</p>
Active / Life Balance.	<p>The young carer has opportunities to take part in activities such as play, recreation and sport at home, in school and in</p>	<p>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.</p>	<p>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.</p>	<p>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</p>	<p>The young carer has no opportunities to take part in activities such as play, recreation and sport at home, in school and in the community and this has had a negative effect to healthy growth</p>

	<b>No Impact.</b>	<b>Low Impact.</b>	<b>Moderate Impact.</b>	<b>Substantial Impact.</b>	<b>Critical Impact</b>
	the community.			development.	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.	The young carer has some opportunities to be heard and involved in decisions and have an active and responsible role to be involved in decisions that affect them.	Due to their caring role, the young carer has limited opportunities to be heard and involved in decisions that affect them.	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 / Finance.	The young carer feels accepted as part of the community in which they live and learn. Has time to become part of community activities. Free from financial stress.	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. There is a small risk of financial stress.	Due to their caring role, the young carer has limited acceptance as part of the community in which they live and learn. There is a risk of financial pressure.	The young care feels isolated and not confident in the community in which they live in. Needing financial support.	The young carer does not feel accepted as part of the community in which they live in. The carer's financial position is severe and there.

## Implementation

### Roles and Responsibilities

Practitioners carrying out assessments of an individual's needs, and managers approving packages of care, must ensure that the appropriate carer eligibility criteria is satisfied before support is provided. In all cases, those carrying out assessments should ensure that carers are encouraged, and where necessary supported, to access mainstream public services, and local community 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 PARIS along with the assessment.

### Quality Assurance

#### Roles and Responsibilities

- **Practitioners:** Responsible for the quality and recording of assessment of need and professional decision making.
- **Line Managers:** Responsible for quality control, accuracy, application of eligibility criteria, professional supervision.
- **Service Managers:** Responsible for the quality assurance of process through case sampling and performance reports.
- **Heads of Service:** Responsible for the quality assurance of application of policy through case sampling and performance reports.