



**MIDLOTHIAN COUNCIL**

**HEALTH & SOCIAL CARE DIRECTORATE**

**EDUCATION COMMUNITIES and ECONOMY DIRECTORATE**

**Carers Eligibility Criteria**

**POLICY & PROCEDURES**

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## 2 Background

The Carers (Scotland) Act 2016, implemented from 1 April 2018 is designed to support carers' health and wellbeing. It places a duty on the Midlothian Health & Social Care Partnership and Midlothian Council to provide support to carers of all ages, where identified needs meet agreed local eligibility criteria. The local authority also has a power to provide support to meet other identified needs as laid out in this document.

The statutory guidance proposes that all local authorities use the same suite of indicators set out by the Scottish Government as the basis of their eligibility criteria but that there be local discretion in establishing the threshold for support. In Midlothian these indicators have been set within a local context and closely linked to the Outcomes which form the basis of Midlothian's Adult Carer Support Plan (ACSP) and Young Carer Statement (YCS) and the wellbeing indicators for young carers.

In the case of young carers, they are entitled to be children first and foremost, and should be aware of GIRFEC the national approach to improving outcomes and supporting the wellbeing of our children and young people.

To achieve this, a framework of eligibility criteria has been developed which sets out:

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

## 3 Definitions

The full definition of 'Carer', 'Young Carer' and 'Adult Carer' are contained in the Carers (Scotland) Act 2016 but in general terms are summarised below:

### **Carer**

- *An individual who provides or intends to provide care for another individual (the "cared-for person") except*
  - *Where the cared for person is under 18 and is receiving care proportionate to their age*
  - *The carer is paid to provide care or the care is provided through voluntary work<sup>1</sup>*

### **Young Carer**

- A carer who is under 18 or over 18 but still attending school

### **Adult Carer**

- A carer who is at least 18 years old and is not attending school

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<sup>1</sup> The Local Authority does have the discretion to consider this person a carer if it deems appropriate.

## 4 Assessment and Support Planning

The Adult Carer Support Plan or Young Carers Statement is designed to be accessible and available to all carers regardless of the severity of the impact of the caring role. This is in recognition of the importance of investing in early intervention and prevention. The ACSP/YCS are also at the core of the eligibility decision making process.

The 2016 Act sets out a process to be worked through before it is concluded whether or not a local authority has a duty to provide support to a carer to meet their identified needs. The duty (as opposed to the power) to provide support to a carer depends on the extent to which a carer's need for support meets the local eligibility criteria. This can be broken down into five main steps:

### Step One

A carer wishing to access support requests an Adult Carer Support Plan or Young Carers Statement. This will involve conversations between the appropriate professional/practitioner and the carer to jointly assess their caring situation and needs. The conversation aims to identify personal outcomes (what is important to the carer) and what needs to happen to help them achieve these outcomes.

### Step Two

Once this is complete the carer's needs, outcomes and actions are recorded in an Adult Carer Support Plan or Young Carers Statement and the carer receives a copy.

### Step Three

Consideration is given to whether the identified needs can be met wholly or partially through informal supports, generally available services or through services or assistance to the cared-for person<sup>2</sup>. If this does not fully meet the carer's needs the eligibility criteria is applied to the 'remaining' needs.

### Step Four

If the 'remaining' needs meet the eligibility criteria threshold whereby there is a duty to provide support the carer decides how they would prefer to arrange their support. They do this by choosing from one of the four self-directed support options<sup>3</sup>. Carers are involved in each stage of the process and in all decision making. If the 'remaining' needs do not meet this threshold it must be decided whether the discretionary power to provide support should be used.

### Step Five

Once the Adult Carer Support Plan or Young Carers Statement has been completed and the supports have been agreed an initial review date is set. The purpose of this is to review how supports are enabling/have enabled carers to achieve their personal outcomes.

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<sup>2</sup> other than 'replacement care' to provide a break from caring.

<sup>3</sup> unless ineligible to receive direct payments (*Social Care (Self-directed Support) (Scotland) Act 2013*)

## 5 Overview of Eligibility

The eligibility criteria focuses on the impact of caring on the carer and the associated risks if that impact is not reduced. The impact of the caring role on the carer need only meet the threshold for one indicator in order that Midlothian Council have a duty to provide support appropriate to that indicator.

Future planning is the one nationally recognised exception to this. It will be considered alongside other indicators rather than on its own. Locally Midlothian Council's ACSP/YCS consider the relationship (partnership) between the carer and services. The impact of this will, likewise, be considered alongside the other national indicators.

The following questions should be considered when assessing the impact of caring:

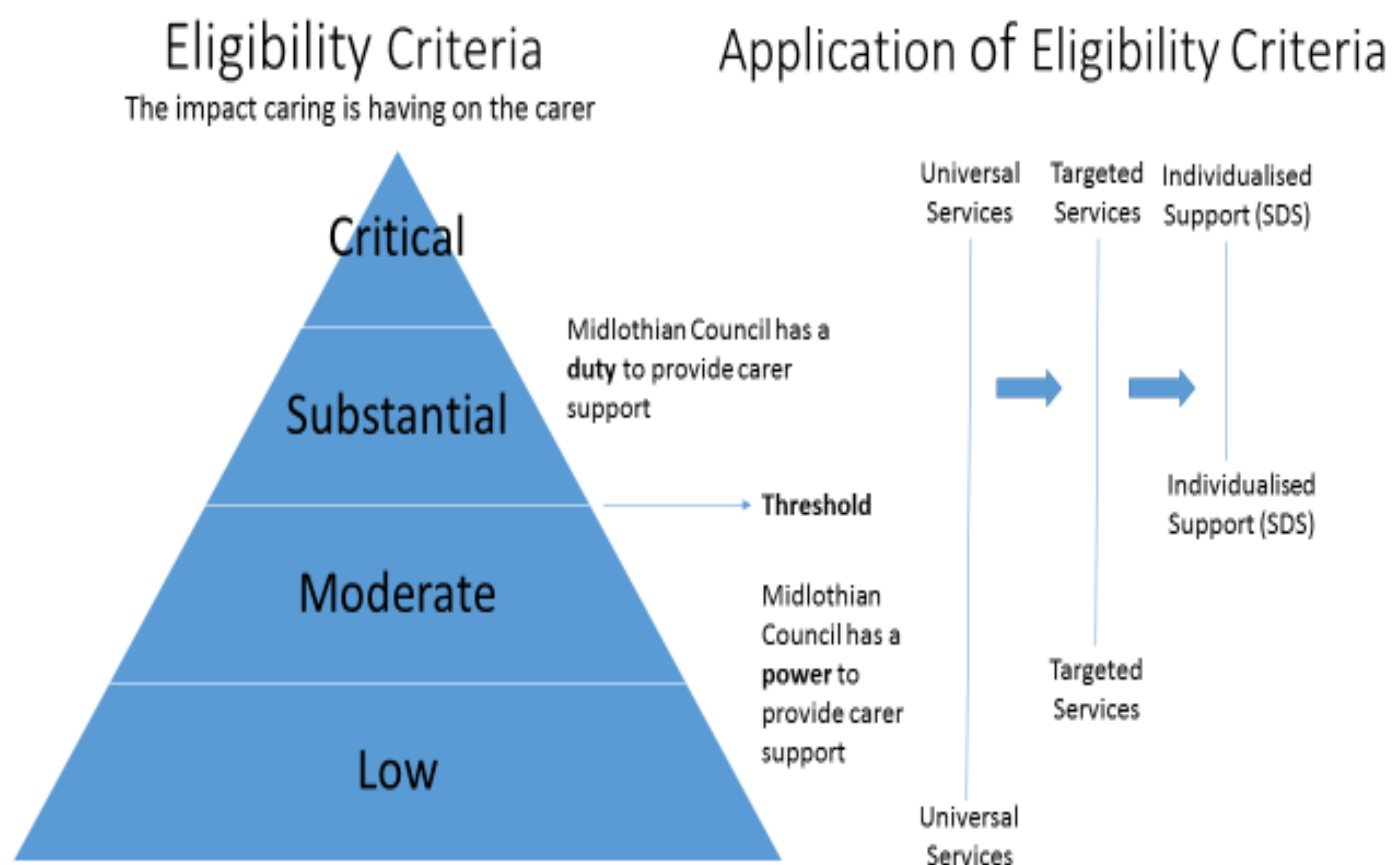
- Is the caring role sustainable?
- How great is the risk of the caring role becoming unsustainable?

### Local Eligibility Threshold

In Midlothian there is a duty to provide support when the level of impact/risk is 'Critical' or 'Substantial'. The purpose is to reduce this to a manageable level. Carers can request a new ACSP or YCS where they believe their circumstances have changed.

Midlothian Council recognises the importance of preventative support and have a power to provide support at all other levels of impact. Midlothian Council uses this power to fund third-sector and charitable organisations that provide universal and/or targeted supports to carers. Midlothian Council can also use this power to consider individualised support when the substantial threshold has not been met but where there is clear evidence that without individualised support the impact of caring would reach a critical level within a short space of time (normally considered to be within 6 months).

## 6 Illustrative threshold for carer support



## 6 Midlothian Indicators of Carer's Eligibility (Eligibility Criteria)

The term carer in the table below should be read to include both adult and young carers.

National Indicator	Outcome (Adults) Wellbeing Indicators (young people)  (what the national indicators relate to locally)	Caring has no impact on the carer NO RISK  (no impact means zero risk of harm/danger to themselves or others)	Caring has low impact on the carer LOW RISK  (low impact means a potential risk of harm/danger to themselves or others)	Caring has moderate impact on the carer MODERATE RISK  (moderate impact means a likely risk of harm/danger to themselves or others)	Caring has substantial impact on the carer SUBSTANTIAL RISK  (substantial impact means serious risk of harm/danger to the person or others)	Caring has critical impact on the carer CRITICAL RISK  (critical impact means life threatening risk of harm/danger to the person or others)
Health and wellbeing	Maintaining my health and wellbeing  Healthy	Carer has no health/ emotional wellbeing or development difficulties as a result of their caring role.	Carer's health/ emotional wellbeing/ development is beginning to be affected as a result of their caring role.	Carer's health/ emotional wellbeing/ development is at risk as a result of their caring role.	Carer has or is at risk of developing significant health/ emotional wellbeing/ development difficulties as a result of their caring role.	Carer has or is at risk of developing severe health/ emotional wellbeing/ development difficulties due to the impact of their caring role.
Relationships	A positive relationship with the person I care for  Healthy, Safe and Nurtured	Carer has a healthy relationship with the person they care for and is able to maintain relationships with other key people in their life.	Due to their caring role, the carer has some concerns about their relationship with the person they care for and/or their ability to	Due to their caring role, the carer has identified issues with their relationship with the person they care for that need to be addressed and/or they find it	Due to their caring role, 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	Due to their caring role, the carer's relationship with the person they care for has broken down and their caring role is no longer sustainable and/or their relationship with other

National Indicator	Outcome (Adults) Wellbeing Indicators (young people)	Caring has no impact on the carer NO RISK	Caring has low impact on the carer LOW RISK	Caring has moderate impact on the carer MODERATE RISK	Caring has substantial impact on the carer SUBSTANTIAL RISK	Caring has critical impact on the carer CRITICAL RISK
			maintain relationships with other key people in their life.	difficult to maintain relationships with other key people in their life.	with other key people in their life.	key people in their life has broken down.
<b>Living Environment</b>	<b>A life of my own</b>  <b>Maintaining my health and wellbeing</b>  <b>Feeling informed/skilled/equipped in my caring role</b>  <b>Safe</b>	Carer's living environment is suitable in relation to their caring role. It poses no risk to the physical health and safety of the carer.	Carer's living environment is mostly suitable in relation to their caring role but could pose a risk to the health and safety of the carer in the longer term.	Carer's living environment is unsuitable in relation to their caring role but no identifiable immediate risks to the carer.	Carer's living environment is unsuitable in relation to their caring role and poses an immediate risk to the health and safety of the carer.	Carer's living environment is unsuitable in relation to their caring role and there are immediate and severe risks to the health and safety of the carer.
<b>Employment and Training (caring role specific)</b>	<b>Feeling informed/skilled/equipped in my caring role</b>  <b>A life of my own</b>	Carer has no difficulty in managing caring and employment and/or education.  Carer does not want to be in paid work or	Carer has some difficulty managing caring and employment and there is a risk to sustaining employment and/or education 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 has significantly difficulty managing caring and employment and there is a risk to sustaining employment and/or education in the short term.	Carer has significant difficulty managing caring and employment and/or education and there is an imminent risk of giving up work or education.



National Indicator	Outcome (Adults) Wellbeing Indicators (young people)	Caring has no impact on the carer NO RISK	Caring has low impact on the carer LOW RISK	Caring has moderate impact on the carer MODERATE RISK	Caring has substantial impact on the carer SUBSTANTIAL RISK	Caring has critical impact on the carer CRITICAL RISK
	<b>Achieving and Responsible</b>	education (to be applied appropriate to age).	Carer is not in paid work or education but would like to be in the long term (to be applied appropriate to age).	Carer is not in paid work or education but wants to be in the medium/short term (to be applied appropriate to age).	Carer is not in paid work or education but wants to be in the short term (to be applied appropriate to age).	Carer is not in paid work or education but wants to be now (to be applied appropriate to age).
<b>Finances</b>	<b>Feeling financially secure</b>  <b>Included</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 financial impact on the carer e.g. unable to meet housing costs AND utilities.	Caring is causing severe financial hardship e.g. carer cannot afford household essentials and/or to make housing payments and utility payments.
<b>Life Balance</b>	<b>A life of my own</b>  <b>My choices in caring, including the limits of caring</b>  <b>My satisfaction in caring</b>	Carer has regular opportunities to achieve the balance they want in their life. This includes their ability to engage in activities which are meaningful to	Carer has some opportunities to achieve the balance they want in their life. This includes their ability to engage in activities which are meaningful to	Due to their caring role, the carer has limited opportunities to achieve the balance they want in their life. This includes their ability to engage	Due to their caring role, the carer has few and irregular opportunities to achieve the balance they want in their life. This includes their ability to engage in activities which are	Due to their caring role, the carer has no opportunities to achieve the balance they want in their life. This includes their ability to engage in activities which are meaningful to them, maintain social links or

National Indicator	Outcome (Adults) Wellbeing Indicators (young people)	Caring has no impact on the carer NO RISK	Caring has low impact on the carer LOW RISK	Caring has moderate impact on the carer MODERATE RISK	Caring has substantial impact on the carer SUBSTANTIAL RISK	Caring has critical impact on the carer CRITICAL RISK
	Active, Achieving and Included	them, maintain social links or to meet other obligations they may have.	them, maintain social links or to meet other obligations they may have.	in activities which are meaningful to them, maintain social links or to meet other obligations they may have.	meaningful to them, maintain social links or to meet other obligations they may have.	to meet other obligations they may have.
Future planning	Plans for the future care of the person I care for  My satisfaction in caring  My choices in caring, including the limits of caring  Achieving	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.	Carer is anxious about planning for the future and has significant concerns about managing caring.	Carer is very anxious about planning for the future and has severe concerns about managing caring/is clear they cannot manage caring.
No national Indicator	Partnership between services and Carer	The carer feels their knowledge and expertise is valued by services/professionals involved in	The carer feels their knowledge and expertise is generally valued by services/professionals	The carer feels their knowledge and expertise is not regularly valued by services/professionals	The carer feels there has been a significant break-down in the relationship between themselves and services/professionals	The carer feels there has been a complete break-down in the relationship between themselves and services/professionals

National Indicator	Outcome (Adults) Wellbeing Indicators (young people)	Caring has no impact on the carer NO RISK	Caring has low impact on the carer LOW RISK	Caring has moderate impact on the carer MODERATE RISK	Caring has substantial impact on the carer SUBSTANTIAL RISK	Caring has critical impact on the carer CRITICAL RISK
		<p>the life of the person they care for.</p> <p>They feel they are treated as a key partner.</p>	<p>nals involved in the life of the person they care for.</p> <p>They feel they are, on the whole, treated as a key partner.</p>	<p>nals involved in the life of the person they care for.</p> <p>They feel that they are often not treated as a key partner.</p>	<p>involved in the life of the person they care for.</p> <p>They do not feel that their knowledge or expertise is valued by key partners.</p>	<p>involved in the life of the person they care for.</p> <p>They do not feel that their knowledge or expertise is valued by key partners.</p> <p>.</p>

## 7 Application of Eligibility Criteria

The right type and level of support will be shaped by the identified needs and outcomes which if achieved would reduce the impact of caring and the associated risks thus enable a carer to provide, or continue to provide, care for the cared for person. There are 3 broad categories of support which are detailed below with examples<sup>4</sup>:

### 7.1 Universal/preventative & existing support

Identifying and making best use of existing strengths, capabilities and supports alongside generally accessible services will be the norm across all levels of impact and risk.

#### Examples of Universal Supports

Adult Carers	Young Carers
<ul style="list-style-type: none"> <li>• Preventative and community support e.g. GP services</li> <li>• Access to local carer centre</li> <li>• Peer support</li> <li>• Advocacy</li> <li>• Community groups</li> <li>• Training</li> <li>• Supported self-care</li> <li>• Signposting to social and leisure opportunities</li> <li>• Income maximisation</li> <li>• Emergency plan</li> </ul>	<ul style="list-style-type: none"> <li>• Preventative and community support (e.g. GP services, School, community groups.</li> <li>• Signposting to social and leisure opportunities and for</li> <li>• Signposting to information and support from local support groups, libraries etc.</li> <li>• Emergency plan</li> </ul>

### 7.2 Targeted supports

If a carer's needs are either not met, or not fully met through universal and or informal supports then full consideration should be given to more targeted sources of support. This includes generally commissioned services for which there is often a referral and or screening process prior to accessing support.

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<sup>4</sup> Please note the examples do not provide an exhaustive list. Individual need and desired outcome will determine the most appropriate support.

**Table 2 Examples of Targeted Supports**

Adult Carers	Young Carers
<ul style="list-style-type: none"> <li>Referral via GP for Midlothian Active Choices Card for access to gym</li> <li>Referral via GP for the Wellbeing Service</li> <li>Mediation services i.e. family group conferencing (dementia specific)</li> <li>Specialised support programmes i.e. New Beginnings/ SPRING</li> <li>Support to access opportunities to further career studies i.e. grants bursaries</li> <li>More targeted support through local carers centre i.e. counselling</li> <li>Financial support via a Crisis Grant, Budgeting Loan or Community Care Grant</li> </ul>	<ul style="list-style-type: none"> <li>Referral to Young Carer's support group.</li> <li>Referral via GP for Midlothian Active Choices Card for access to gym – age appropriate</li> <li>Access to breakfast club at school.</li> <li>Soft start at school to allow young person to be flexible with start time</li> <li>Support to have time to “be a child” out with the caring role and have access to opportunities other young people have</li> <li>Referral to careers advisor or LLE worker, support from school with job/college or university applications</li> </ul>

### 7.3 Individualised supports

Individualised supports introduces personalised funding under self-directed support. This applies to the ‘remaining’ needs where there is legal duty to provide support. If the ‘remaining’ needs do not meet the eligibility threshold it must be decided whether the discretionary power to provide support should be used.

The purpose of individualised support is to reduce the impact of caring and the associated risks to below the threshold (moderate). Funding is agreed on a case by case basis and in line with what would be considered a reasonable cost to reduce the risk(s).

**Examples of Individualised Supports** (the National Indicators have been included to illustrate the types of support available in Midlothian under each indicator).

**There is a large degree of flexibility in the individualised supports that can be provided however, to be agreed, this support must reduce the risks that result in the eligibility thresholds being met. The examples below are for illustrative purposes only.**

National Indicator	Adult Carers	Young Carers
<b>Health and wellbeing</b>	<ul style="list-style-type: none"> <li>Respite/ a ‘break from caring’</li> <li>Support to pursue a particular hobby/interest</li> <li>Membership of a group/activity</li> </ul>	<ul style="list-style-type: none"> <li>Respite/ a ‘break from caring’</li> <li>Support to pursue a particular hobby/interest</li> <li>Membership of a group/activity</li> </ul>
<b>Relationships</b>	<ul style="list-style-type: none"> <li>Replacement care to allow a break from caring.</li> <li>Support to reduce carer stress for example funding to enable the carer to pursue an interest which</li> </ul>	<ul style="list-style-type: none"> <li>Replacement care to allow a break from caring.</li> <li>Support to reduce carer stress for example funding to enable the carer to pursue an interest which reduces</li> </ul>

National Indicator	Adult Carers	Young Carers
	reduces the impact of caring on their relationships.	the impact of caring on their relationships.
<b>Living Environment</b>	<ul style="list-style-type: none"> <li>Individualised funding in most circumstances would fall within the remit of an assessment relating to the needs of the cared for person.</li> <li>Individualised support may be appropriate specific to the carer i.e. to create a 'safe/calm space' in the carer's home providing either a break from caring or reducing the impact of caring.</li> </ul>	<ul style="list-style-type: none"> <li>Individualised funding in most circumstances would fall within the remit of an assessment relating to the needs of the cared for person.</li> <li>Individualised support may be appropriate specific to the carer i.e. to create a 'safe/calm/fun space' at home providing either a break from caring or reducing the impact of caring.</li> </ul>
<b>Employment and Training</b>	<ul style="list-style-type: none"> <li>Training specific to the caring role i.e. manual handling, condition specific training.</li> <li>Individualised funding is not generally available to assist with the payment of further education. This is the responsibility of educational services.</li> </ul>	<ul style="list-style-type: none"> <li>Individualised funding is not generally available to assist with the payment of further education. This is the responsibility of school/ educational services.</li> <li>Training specific to the caring role i.e. manual handling, condition specific training (age appropriate).</li> <li>Individualised support may be appropriate specific to the young carer i.e. to purchase a laptop to ensure they are able to stay on top of school work</li> </ul>
<b>Finances</b>	<ul style="list-style-type: none"> <li>Individualised funding is not generally available to assist with the payment of household/utility bills.</li> <li>Individualised support may be appropriate specific to the carer such as paying for a bus pass to alleviate the financial impact of travel to and from the cared for person's house.</li> </ul>	<ul style="list-style-type: none"> <li>Individualised funding is not generally available to assist with the payment of household/utility bills and this would generally not be a responsibility for most young carers, although may be relevant to those aged 16-18.</li> <li>Individualised support may be appropriate specific to the carer such as paying for a bus pass to alleviate the financial impact of travel required as part of caring role.</li> </ul>
<b>Life Balance</b>	<ul style="list-style-type: none"> <li>Respite/ a 'break from caring'.</li> <li>Funding to pursue a particular hobby/interest.</li> <li>Membership of a group/activity.</li> <li>Equipment to enable a carer to continue with an interest.</li> </ul>	<ul style="list-style-type: none"> <li>Respite/ a 'break from caring'.</li> <li>Funding to pursue a particular hobby/interest.</li> <li>Membership of a group/activity.</li> <li>Equipment to enable a carer to continue with an interest.</li> </ul>

National Indicator	Adult Carers	Young Carers
<b>Future planning</b>	<ul style="list-style-type: none"> <li>• Individualised funding for Future Planning for the care of the cared for person would usually fall within the remit of an assessment relating to the needs of the cared for person.</li> <li>• Circumstances may exist whereby future planning may be considered in relation to other indicators with regards to individualised funding for the carer.</li> </ul>	<ul style="list-style-type: none"> <li>• Individualised funding for Future Planning for the care of the cared for person would usually fall within the remit of an assessment relating to the needs of the cared for person i.e. if the young carer decides to move away from home or reduces their caring role.</li> <li>• Circumstances may exist whereby future planning may be considered in relation to other indicators with regards to individualised funding for the carer.</li> </ul>

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