



**Eligibility Criteria Policy for Adults and Young Carers
for Social Care Support in East Dunbartonshire Health
and Social Care Partnership**

November 2017

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PART A – Policy and Background

Section 1: Purpose

The Carers (Scotland) Act 2016, which is due to be enacted on 1st April 2018, places legal duties on each local authority to set local eligibility criteria. It defines this as “*local 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*”. The legislation also sets out a duty on each local authority to publish its local eligibility criteria.

The purpose of this policy is to set out clear guidelines that aim to ensure the equitable allocation of social care resources to the adult and young carers of service users living in East Dunbartonshire. The policy aims to serve as a procedure for staff and as a reference document for elected members, carers, service users, members of the public and other stakeholders.

Section 2: Scope and Aims of the Policy

East Dunbartonshire HSCP has a statutory responsibility to assess for and where eligible provide support to adult and young carers to meet those needs.

The support that is required to meet carers’ needs can vary enormously; from information and advice services; to advocacy services; income maximisation services; technology enabled care; local community assets; through to home based social care support; to centred-based support; short breaks and equipment and adaptations. Through the use of self directed support options, some support can be provided by the HSCP directly, either provided by in-house or externally commissioned services; some support can be provided from the independent sector and some support services may be organised directly by the carer, depending on the self directed support option chosen.

Eligibility criteria recognise ‘urgency’ and ‘risk’ as factors in the determination of eligibility for social care support services. Where a carer is eligible, the urgency of that individual’s needs should be kept in focus in determining how to respond to their support needs.

Eligibility criteria are a method for deploying limited resources in a way that ensures that resources are targeted to those in greatest need, while also recognising the types of low-level intervention that can be made to halt the deterioration of people in less urgent need of support. This must be applied strictly in line with risk and need and cannot be simply based against wishes, preferences or quality of life elements.

The policy set out below considers both (a) the severity of the risks and (b) the urgency for intervention to respond to the risks. Some levels of risk will call for the provision of support as a high priority whilst others may call for some support provision, not as a high priority but managed and prioritised on an on-going basis. Some may not call for any paid social care support at all as resources using other assets or universal services may be the most appropriate way of addressing the need. In other circumstances, the assessment may indicate a potential requirement for support provision in the longer term, which requires regular review. As part of the process for assessment and considering whether a carer’s needs

call for the provision of support, practitioners will consider how each individual's needs match against eligibility criteria in terms of severity of risk and urgency for intervention.

Section 3: To Whom Does the Policy Apply?

The policy applies to all carers including young people identified as carers. The assessment of the carer's needs are clearly distinguished from any consideration of available resources for the implementation of the support plan. After the assessment and application of eligibility criteria, full account should be taken of the Partnership's cost limitations when developing the Support Plan. Consideration should be given to best value and other assets i.e. Personal Assets (personal finances, skills and experiences); Community Assets (clubs, groups, forums); and Carer Assets (family, friends and peer support) when support planning to ensure that we consider the most economic way of meeting eligible needs.

Practitioners, as well as following the priority/risk matrix when applying eligibility criteria, also need to follow this policy in relation to cost limitations.

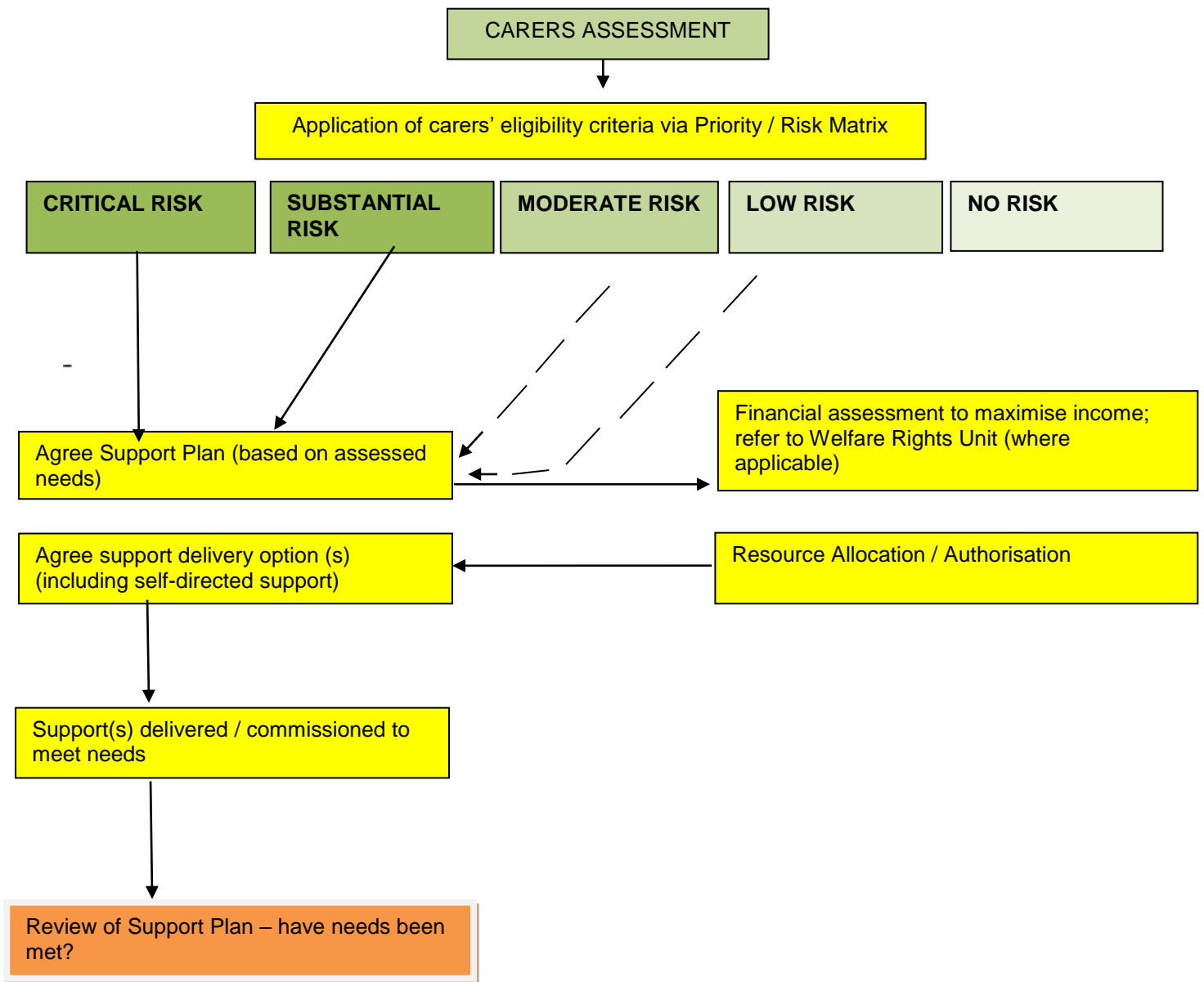
The need to consider whether a limitation will apply on the cost of a carer's support package will include consideration of:

- An assessment of need via the Carer's Assessment and Support Plan/Young Carer's Statement;
- Determining whether the Carer is eligible for support, with reference to the eligibility criteria outlined in this policy;
- Prioritisation of need;
- Identification and costing of support packages to meet assessed needs;
- Calculation on an on-going basis as to whether the total cost of the support package provided exceeds the cost limitations based on equivalency model.

PART B – Eligibility Criteria

Section 4: Assessment Progression Flow Chart

The following chart indicates the progression from assessment to the potential provision of support. It illustrates the process of determining eligibility and how the intensity of risk and potential access to support services is determined using this criteria.



Section 5: Priority Risk Matrix

This policy makes use of the five categories of risk within the Scottish Government's National Eligibility Framework and in line with East Dunbartonshire HSCP's 'Eligibility Criteria Policy for Adults and Community Care Services'.

Critical risk: Indicates that there are critical risks to the carer's ability to continue in the caring role and likely to call for immediate or imminent intervention and/or provision of social care support for example: health breakdown requiring hospital admission, risks to the health and safety of the carer and/or cared for person.

Substantial risk: Indicates there are significant risks to the carer's ability to continue in the caring role with a likely call for immediate or imminent intervention and/or provision of social care support for example: relationship between carer and cared for person at serious risk of breakdown.

- Moderate risk:** Indicates there are moderate risks to the carer's ability to continue in the caring role, which may call upon the legal power for the provision of some social care support (in exceptional circumstances), or the provision of and signposting to other services (e.g. Voluntary Organisations, and Community Groups).
- Low risk:** Some quality of life issues but low risks to the carer's ability to continue in the caring role. There may be some need for alternative support, advice or referral to other services (e.g. Voluntary Organisations, and Community Groups).
- No risk:** No risks identified to carer's ability to continue in the caring role. No further action or advice, information, simple services arranged or facilitated; referral to other services (e.g. Voluntary Organisations, Community Groups).

The framework acknowledges that, in managing access to finite resources, local authorities; health and social care partnerships and their partners focus first on those carers assessed as having the most significant risks to their continued ability to undertake the caring role and impact on the carer's own health and wellbeing. Where carers are assessed as being in the 'critical' or 'substantial' risk categories their needs will generally call for the provision of support although this may not always equate to paid social care support depending upon the assessed need and outcome.

Section 6: Table of Domains and Indicators

The following table provides definitions of risk factors for each of the domains in the national eligibility framework adopted by the Partnership.

Health and Wellbeing:

| Critical Risk | Substantial Risk | Moderate Risk | Low Risk |
|--|--|--|---|
| Carer's health is breaking/has broken down. | Carer has health need that requires attention. | Carer's health at risk without intervention. | Carer's health beginning to be affected. |
| Carer's emotional wellbeing is breaking/has broken down. | Significant impact on carer's emotional wellbeing. | Some impact on carer's emotional wellbeing. | Caring role beginning to have an impact on emotional wellbeing. |

Relationships:

| Critical Risk | Substantial Risk | Moderate Risk | Low Risk |
|--|--|---|--|
| 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 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 | 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 | Carer has some concerns about their relationship with the person they care for and/or their ability to maintain relationships with other key people in |

| | | | |
|--|---------------------------------|--|-------------|
| | other key people in their life. | relationships with other key people in their life. | their life. |
|--|---------------------------------|--|-------------|

Living Environment:

| Critical Risk | Substantial Risk | Moderate Risk | Low Risk |
|--|---|---|--|
| Carer's living environment is unsuitable and there are immediate and critical risks to the health and safety of the carer and/or cared for person. | Carer's living environment is unsuitable and poses an immediate risk to the health and safety of the carer and/or cared for person. | Carer's living environment is unsuitable but poses no immediate risk. | Carer's living environment is mostly suitable but could pose a risk to the health and safety of the carer and cared for person in the longer term. |

Finance

| Critical Risk | Substantial Risk | Moderate Risk | Low Risk |
|---|--|--|--|
| Caring is causing severe financial hardship e.g., carer cannot afford household essentials and utilities, not meeting housing payments. | Caring is having a significant impact on finances e.g. 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 causing a risk of financial hardship e.g. some difficulty meeting housing costs and utilities. |

Access to Breaks/Life Balance:

| Critical Risk | Substantial Risk | Moderate Risk | Low Risk |
|---|---|--|---|
| They have no access to breaks and activities, which promote physical, mental, emotional wellbeing or life balance, without which there will be a critical risk to the carer's physical, emotional and wellbeing | They have little access to breaks and activities, which promote physical, mental and emotional wellbeing or life balance, without which there will be a substantial risk to the carer's physical, emotional and wellbeing | They have access to a few breaks and activities, which promote physical, mental and emotional wellbeing. | They have access to a choice of breaks and activities, which promote physical, mental, and emotional wellbeing. |

Future Planning:

| Critical Risk | Substantial Risk | Moderate Risk | Low Risk |
|--|--|---|--|
| Carer is very anxious about planning and has severe concerns | Carer is anxious about planning and has significant concerns about | Carer is not confident about planning and has some concerns | Carer is largely confident about planning but has minor concerns |

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|------------------------|------------------|------------------------|------------------------|
| about managing caring. | managing caring. | about managing caring. | about managing caring. |
|------------------------|------------------|------------------------|------------------------|

Section 7: 'No Risk' Definitions

Where a carer has been identified as having 'No Risks' in any of the domains this will result in no further action being taken or the carer will be provided with advice, information, or referral to other universal services (e.g. Health, Voluntary Organisations, Community Groups).

| DOMAIN: | NO RISK: |
|--------------------------------------|--|
| Health and Wellbeing | Carer is in good health; Carer has good emotional wellbeing. |
| Relationships | Carer has a good relationship with the person they care for and is able to maintain relationships with other key people in their life. |
| Living Environment | Carer's living environment is suitable posing no risk to the physical health and safety of the carer and cared for person. |
| Finance | Caring is not causing financial hardship e.g., carer can afford housing cost and utilities. |
| Access to Breaks/Life Balance | Carer has regular opportunities to achieve the balance they want in their life; they have a broad choice of breaks and activities, which promote physical, mental and emotional wellbeing. |
| Future Planning | Carer is confident about planning and has no concerns about managing caring. |

Section 8: Review of Circumstances

A process of monitoring and review will be undertaken as required in response to changing circumstances e.g. changing needs as a carer's circumstances change or the cared for person's circumstances change which impact on the carer's role. During the process of review, the eligibility criteria will still apply to identified needs: new and current.

Section 9: Ineligible Needs

The eligibility criteria policy seeks to ensure that existing resources are allocated on a fairer and more equitable basis. It is equally important to recognise that certain needs will continue to be ineligible. All needs for support services should be recorded following assessments and reviews, and a proper note kept of needs which are ineligible in line with the policy outlined above and the level of current resources. The information gathered from recording ineligible needs will inform future planning and development activities.

Section 10: Personalisation and Self Directed Support

“Personalisation enables the individual alone, or in groups, to find the right solution for them and to participate in the delivery of a service. From being a recipient of services, citizens can become actively involved in selecting and shaping the service they receive” (Scottish Government, 2009).

Self Directed Support is about making sure that people (carers and cared for persons) with health or social care needs are helped to find support to live the way they wish to lead their lives. Carers, cared for persons and their families can make informed choices. Most people who have social care needs will be able to receive an ‘Individual Budget’ so that they know what the cost of their support package is and can make the appropriate arrangements to purchase their support depending on the Self Directed Support option(s) chosen by the carer. Carers will have control over the way the money is spent and will receive as much or as little support to manage their budget, as they need.

The support is person centred and works towards the achievement of the carer’s individual outcomes. While the supports considered and agreed within the carer’s support plan/young carer’s statement will be personalised to them as an individual, the service descriptors below provide information on the most commonly used support services. The majority of these support services can be arranged using any of the self-directed support options (with the exception of re-ablement, intermediate care, long term residential or nursing home care and continuing in-patient health care).

Section 11: Young Carers

All of the indicators set out in the eligibility criteria applies to young carers although some of the descriptions would change from those provided. The domains and indicators are linked to the eight wellbeing indicators of **Safe, Healthy, Achieving, Nurtured, Active, Respected, Responsible, and Included** as shown in the table below.

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 unrelated to the impact of the caring role. In these circumstances, they could be eligible for other services.

Local Eligibility Criteria Indicators and Comparison with Wellbeing Indicators:

| Carer Indicator | 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 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 |

| | | |
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| | | <p>carer's safety e.g. because young carer is using a hoist for moving and assistance, 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.</p> |
| Education, training and employment | Achieving and Responsible | <p>Mostly relevant to young carers aged 16 to 18 but adapt this to include education, which is relevant to all young carers.</p> <p>The young carer's achievement might be supported through a skills development course, paid-for tutor support, purchase of laptop. However, mostly, the support should be provided by the school.</p> |
| Finance | Included | <p>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.</p> |
| Access to Breaks/ Life Balance | Active, Achieving and Included | <p>Young carers require a good life balance in order to have time for activities, school and friendships.</p> |
| Future Planning | Achieving | <p>Relevant to planning for college, university, training and work and for the future care of the cared for person if the young carer moves away from home.</p> |

