
To: Renfrewshire Integration Joint Board

On: 23 March 2018

Report by: Chief Officer

Heading: Preparation for Implementation of the Carers (Scotland) Act 2016

1. Summary

- 1.1 The implementation of the provisions in the Carers Act, which are designed to support carers' health and wellbeing, will largely come into force on 1 April 2018, building on the aims and objectives set out in the National Carers and Young Carers Strategy 2010-2015.
- 1.2 Regular updates on local preparations have been brought to IJB meetings over the last year.
- 1.3 This report provides further assurance to members on the preparatory work underway across Renfrewshire in order to achieve 'readiness' in time for commencement of the new Act, including:
- 1.3.1 The recent approval of an updated Renfrewshire Integration Scheme which reflects the provisions in the Carers Act to be delegated to the IJB;
 - 1.3.2 An overview of the new adult carer eligibility criteria and case studies to illustrate the different support available for carers who fall outwith the critical or substantial threshold;
 - 1.3.3 Arrangements in place for Adult Carer Support Plans (ACSP) and Young Carer Statements (YCS);
 - 1.3.4 The timeline and arrangements for the future development of a Carers Strategy for Renfrewshire;
 - 1.3.5 Work underway to raise awareness of the Act among HSCP staff and offer training where appropriate;
 - 1.3.6 The key role the Carers Centre is playing on behalf of the HSCP in raising public awareness of the Carers Act and the provision of a carers information service for Renfrewshire; and
 - 1.3.7 Management of the key risks identified by the Carers Act Strategic Steering Group.
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2. Recommendation

It is recommended that the IJB:

- Note the significant preparatory work under way across Renfrewshire in order to achieve 'readiness' in time for commencement of the Carers Act in April 2018;
 - Note the timeline and arrangements for the future development of a Carers Strategy for Renfrewshire; and
 - Agree a further report is brought to the IJB when all national guidance has been made available.
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3. Introduction

3.1 The implementation of the provisions in the Carers Act, which are designed to support carers' health and wellbeing, will largely come into force on 1 April 2018. This legislation builds on the aims and objectives set out in the National Carers and Young Carers Strategy 2010-2015.

3.2 Renfrewshire HSCP is on track to have requirements in place for the commencement of the Act, in line with the Scottish Government timelines. The Scottish Government has drafted statutory guidance to support the implementation of the Act, however this will not be finalised until March 2018.

3.3 The key requirements that Renfrewshire must have in place include:

- An approved, updated Integration Scheme which reflects the new provisions in the Carers Act
- Agreed local eligibility criteria that will assist integrated authorities to prioritise support and to target resources as effectively and efficiently as possible;
- Finalisation and publication of templates for Adult Carers Support Plans and Young Carers Statements; and
- Review of current support provision, provision of breaks from caring, waiving of charges, and Self-Directed Support arrangements to ensure compliance with the Act.

3.4 In addition, each IJB must prepare a local Carers Strategy jointly with Local Authority and Health Board input. The Act requires the first local carer strategy to be published by the date on which the IJB must publish its next Strategic Plan in accordance with the Public Bodies (Joint Working) (Scotland) Act 2014. In practice, this means that a new Renfrewshire Carers Strategy will be developed to align with the timeline for the IJB's 2019-22 Strategic Plan. For 2018/19, the HSCP has worked with the Carers Centre to develop an Interim Carers Strategy, refreshing the 2013-17 Carers Strategy to reflect the key provisions in the new Act.

3.5 An updated local implementation plan and timeline can be found at Appendix 1.

4. Integration Scheme

4.1 In line with Scottish Government direction, Local Authorities and Health Boards are required to update their legal agreement, called an Integration Scheme. This agreement, which sets out the health and adult social care functions delegated to IJBs, must be revised to include the new duties and provisions set out in the Carers' Act.

4.2 An updated Renfrewshire Integration Scheme, reflecting the new provisions in the Carers Act, was approved by the NHSGGC Board on 20 February 2018, and Renfrewshire Council's Leadership Board on 21 February 2018. The updated Integration Scheme was submitted to the Scottish Government on 2 March 2018.

5. Eligibility Criteria

5.1 Renfrewshire's Adult Carer Eligibility Criteria was approved by the IJB on 26 January 2018.

5.2 In Appendix 2, an illustrative line has been placed indicating where the Local Authority has a *duty* to support and where it has a *power* to support.

5.3 Appendix 3 provides case studies setting out the type of support carers could access relative to where they are scored according to the eligibility criteria.

6. Adult Carer Support Plans

6.1 The Carers Act requires that where a person is identified as an adult carer, that person must be offered an Adult Carer Support Plan (ACSP). An ACSP should be prepared for anyone who accepts the offer and for anyone who requests an ACSP, who appears to be an adult carer.

6.2 An ACSP must detail:

- a) an adult carer's identified needs;
- b) an adult carer's identified personal outcomes; and
- c) the support to be provided by the responsible Local Authority (or HSCP) to the adult.

6.3 A working group of HSCP Locality Team staff and the Carers Centre developed a draft ACSP and the Renfrewshire ACSP was agreed by the Strategic Carers Group at its meeting on 7 March 2018. The outcome focussed ACSP reflects the requirements set out in the Act and the information to be collected in the Carers Census.

- 6.4 A draft ACSP has been developed by Renfrewshire HSCP, in partnership with Renfrewshire Carers Centre. This addresses the above requirements, and includes a mechanism for determining eligibility criteria based on ensuring fair access to carer supports in accordance with Scottish Government guidance and locally agreed criteria.
- 6.5 ACSPs will be offered to new carers from 1 April 2018. Existing carers will be offered an ACSP during 2018/19. The offer of the ACSP will coincide with the annual review of the cared-for person and will act as a trigger for the undertaking of the ACSP. It should be emphasised, however, that the carer has an entitlement to an independent review of their needs in their own right, separately from the cared-for person.
- 6.6 The introduction of the Carers Act will place additional pressures on existing services. The ACSP will require additional staff time to assess and complete, and there will be increased demands on the infrastructure to support the delivery of services either directly or via Self-directed Supports options such as Direct Payment.

7 Staff Training and Awareness Raising

- 7.1 A programme of staff training and awareness raising sessions is running from February to April 2018. The training is aimed at all Renfrewshire Council and HSCP staff and will cover:
- the new Act and its provisions including the new definition of Carer;
 - the new Adult Carers Support Plans and Young Carers Statements.
 - Requirement for Carers to be involved in hospital discharge process
 - The eligibility criteria for Carers

The sessions are being delivered in partnership with the Carers Centre.

- 7.2 Staff can also access the Equal Partners in Care eLearning module which covers three core principles: Carer Aware, Caring Together, and Planning With Carers as Equal Partners. The modules offer staff the opportunity to explore the principles and practices of the NHSGGC Carers Pathway, how carers are identified and provided with relevant information and signposted to support.
- 7.3 Regular updates have been provided to staff via briefings on areas of work including the Carers Act, Eligibility Criteria and the Integration Scheme.

8 Information and Advice Service

- 8.1 The Act introduces a duty to provide an information and advice service for carers. The Strategic Carers Group has agreed to establish a dedicated information and advice service for carers. The service will be based at the Carers Centre. It will complement existing information

resources and support the provision of information to carers, staff and the general public.

8.2 To promote a good level of awareness on the Act amongst current carers and people who may not recognise themselves to be carers, comprehensive information on the Act and the caring role in general will be published to coincide with the commencement of the Act.

8.3 The HSCP and Carers Centre are also working on information specific to the Carers Act and its impact, including FAQs, as well as updating current general information for carers.

9 Carers Strategy

9.1 The Carers Act requires that each local authority and relevant health board must jointly prepare a local carer strategy.

9.2 The Act defines “relevant carers” who should be covered by the local carer strategy. Relevant carers include both (a) carers who reside in the area of the local authority (whether or not they provide or intend to provide care for cared-for persons in that area) and (b) carers who do not reside in the authority’s area but who provide or intend to provide care to cared-for persons in that area.

9.3 This means that the local carer strategy must cover carers:

- Living and caring in the local authority area
- Living in the local authority area and caring for people living elsewhere
- Not living in the local authority area but caring for a person or people who live in a local authority area

9.4 The Carers Act requires the first local carer strategy to be published by the date by which the IJB must publish its next Strategic Plan in accordance with the Public Bodies (Joint Working) (Scotland) Act 2014. In practice, this means that a new Renfrewshire Carers Strategy will be developed to align with the timeline for the IJB’s 2019-22 Strategic Plan. The Head of Strategic Planning and Health Improvement will update Members on its development.

9.5 In preparation, Renfrewshire Children’s Services have issued a draft Young Carers Strategy for consultation. The approach is aligned to the Getting It Right for Every Child (GIRFEC) framework which underpins all work with children and young people across Renfrewshire Young Person Carers Strategy.

9.6 The Children’s Services strategy for supporting young carers covers six key priorities:

1. Early identification and early intervention

2. Safeguarding, supporting and promoting wellbeing
3. Preventing and protecting young carers from excessive and inappropriate caring
4. Building resilience and preparation for the future
5. Improving outcomes and measuring impact
6. Rights based approach

9.7 The HSCP has worked with the Carers Centre to develop an Interim Carers Strategy for 2018/19, refreshing the 2013-17 Carers Strategy to reflect the key provisions in the new Act. A copy of this Interim Strategy will be published on the Carer's Services area of the HSCP website and on the Carers Centre website by 1 April 2018. In addition, the HSCP will continue to use the Scottish Government's Readiness Toolkit as a strategic framework and ensure all commitments relating to Carers within our Strategic Plan are taken forward.

9.8 Throughout the implementation period carers will continue to receive the support they need to continue to care. The lessons learned from the implementation period will form the basis of the new Carers Strategy to be published in 2019.

10 Recognition of the Carer's Role in Transitions between Children and Adult Services

10.1 The transition between children and adult services is recognised as a particularly important and stressful issue for young people in transition and their carers. For this reason, a transition planning agreement is in place which clearly describes the steps to be taken towards transition to adult services. This is currently being updated to reflect new developments such as the Carers Act. It is anticipated this work shall be concluded over 2018.

10.2 The Carers Centre provides support to carers aged 18-24 years through its Young Adult Carers project. The project recognises that young adult carers face unique challenges as well as opportunities such as in employment and further education, as they become adults. The project will continue to support young adult carers as they move from being a young carer to an adult carer.

11 Carers Census data

11.1 A final data specification has been agreed and published by the Scottish Government, this will collect data from carers who have engaged with services within each HSCP and ultimately will determine the level of resources in within each local authority. National plans are under development by the Digital Transformation Team to enable the collection of data from August 2018 using a ProcXed system. Data will be collected

quarterly initially then annually and requires to be collected from all carers services (HSCP, Local Authority (LA) and third sector) to ensure a full spectrum of support informs resource allocation and planning going forward.

12 Scottish Government Funding

- 12.1. At its meeting on 26 January 2018, the IJB agreed with the Chief Finance Officer's recommendation to ring-fence Renfrewshire's local allocation of the Scottish Government's £19.4m funding and Renfrewshire's provision under the Act will be met within this allocated funding.
- 12.2. The National Finance Advisory Group has identified a number of financial risks which are outlined in Section 14.

13 2017/18 Funding

- 13.1. Renfrewshire has been allocated £69.6k funding for 2017/18 by the Scottish Government to support implementation preparations for the commencement of the Act. This funding has been allocated equally between the Adult and Young Carers service areas.
- 13.2. As previously reported, Children's Services is using their one off funding allocation towards creating a dedicated Young Carer Resource Worker (YCRW) to work across Renfrewshire Children's Services as well as the Carers Centre.
- 13.3. As outlined above, the HSCP is establishing an Information and Advice Service which will be based at the Carers Centre and plan to use their funding allocation to support this service.

14 Risks

- 14.1. There are a number of risks which may impact on the successful implementation of the Carers Act. These are detailed in the table below with supporting mitigation activities identified by the Strategic Steering Group.

Risk	Identified mitigation
1 Delays in the issuing of regulations and in receiving final guidance could negatively impact on planning activity. In particular, there are a number of points which Renfrewshire require clarification i.e. where responsibility lies when a cared for person lives in Renfrewshire however the carer lives in another Local Authority	Renfrewshire has representation on national groups and has an early indication on direction of travel, in advance of regulations/ formal guidance being issued. Subject to outstanding national guidance being

<p>area; more detail on waiving of charges in relation to short breaks</p>	<p>made available as a priority, Renfrewshire HSCP and Renfrewshire Council are satisfied that all outstanding provisions will be in place in advance of the Act.</p>
<p>2 The development of local eligibility criteria could lead to inconsistency in support levels across Scotland, and even within the Greater Glasgow and Clyde area. There is also a risk that Carers who fall below the agreed eligibility threshold could be affected if a strategy is not in place to ensure appropriate prevention measures are in place.</p>	<p>Indications from partnerships across Scotland is that most will adopt the Scottish Government's Eligibility Criteria model and will also set their threshold at the Substantial/Critical level, the same as Renfrewshire. However, at least two partnerships have indicated they will take a deviate from this approach by either developing their own criteria or setting different thresholds.</p>
<p>3 The main financial risks, as identified by the national Financial Advisory Group, are:</p> <ul style="list-style-type: none"> • Insufficient funding as outlined in the Financial Memorandum to the Carers Bill to cover full costs of implementation, in particular for the earlier financial years; • Unit cost of providing an Adult Carer Support Plan / Young Carer Statement or duty to support (including replacement care) is higher than estimated in the Financial Memorandum (which is at 2013-14 prices); • Demand, for assessments and/or support, is significantly higher than outlined in Financial Memorandum; • Insufficient funding to cover full cost of Waiving of Charges as estimated at £16m per annum (nationally). 	<p>A new national Finance Group has been established to take forward outstanding issues relating to the financing of the Carers Act. This group's focus is on establishing, collecting and monitoring data, the identification and monitoring of key financial risks, and the formal process for addressing any significant financial gaps arising from the implementation of the Act.</p> <p>The Chief Finance Officer's recommendation, approved by the IJB on 26 February 2018, is that Renfrewshire's provision under the Act will be met within its local allocation of the Scottish Government's Carers Act funding</p>

<ul style="list-style-type: none"> • Insufficient funding to cover replacement care. 	
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15 Next Steps

- 15.1 A further update report will be brought to the IJB once the HSCP when all national guidance has been made available and Renfrewshire's local funding allocation has been agreed.

Implications of the Report

1. **Financial** – this report highlights a number of financial risks associated with the implementation of the Carers (Scotland) Act
2. **HR & Organisational Development** – additional staff training planned to support staff through change.
3. **Community Planning – Nil**
4. **Legal** – The Health Board and Renfrewshire Council have updated their Integration Scheme to reflect the new Carers (Scotland) Act. The IJB must meet its statutory requirements in relation to the provisions set out in the new Carers (Scotland) Act
5. **Property/Assets – Nil**
6. **Information Technology** – managing information and making information available may require ICT input.
7. **Equality & Human Rights** – Carers and Young Carers are recognised vulnerable groups with poorer health outcomes than the general population and actions to support Young Carers have been identified.
8. **Health & Safety – Nil**
9. **Procurement – Nil**
10. **Risk** – as highlighted within the report
11. **Privacy Impact – Nil**

List of Background Papers: None.

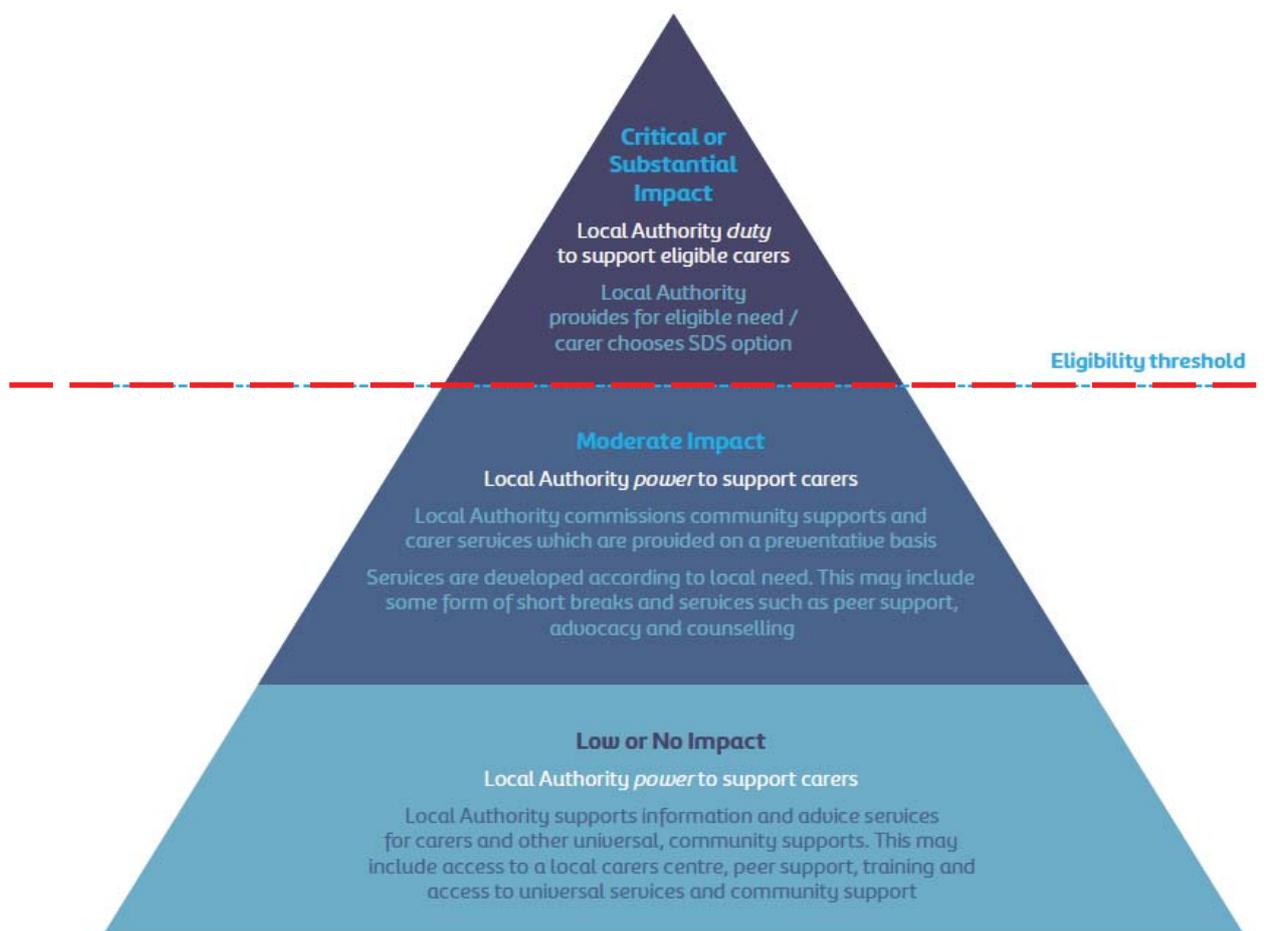
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Carers Act Implementation Plan

Appendix 1

Date	Requirement	Status
Nov 2017	<ul style="list-style-type: none"> • Publish draft Young Carers and Adult Carers eligibility criteria • Consultation process underway • Report on the implications of the Act for Renfrewshire Children's Services presented to the Education and Children's Policy Board 	
Dec 2017	<ul style="list-style-type: none"> • Closure date for consultation responses • Complete analysis of consultation responses and meetings 	
Jan 2018	<ul style="list-style-type: none"> • Report to IJB and Council on consultation responses and proposed final Adult and Young Carers eligibility criteria • IJB and Council agree the first Adult Carers and Young Carers eligibility criteria, taking into account consultation responses. 	
20 Feb 2018	NHS GGC approve updated Integration Scheme to include the new duties put in place by the Carers Act for delegation to IJBs	
01 Mar 2018	Renfrewshire Council approve updated Integration Scheme to include the new duties put in place by the Carers Act for delegation to IJBs	
Feb – Mar 2018	<p>Based on final national guidance, systems, paperwork, training and infrastructure to support implementation of the Act will be put in place:</p> <ul style="list-style-type: none"> • Arrangements for Support Plans and Young Person Statements in place • Deliver any required changes to information systems • Operational Guidance • Plan and deliver communications and training to staff • Develop public information including FAQs • Council agrees 2018-19 budget, including available IJB budget to support the implementation of the Act, and this will be agreed by NHS Board. 	
01 Apr 2018	Commence Act in line with eligibility criteria	
Dec 2018	Short breaks statement prepared and published	
April 2019	Carers Strategy approved by the IJB	

Appendix 2



Appendix 3

Eligibility Criteria Level	Impact on Carer	What the Carers Act says	Who provides the support to the carer	How the support needs of carer are identified
Critical or Substantial	Caring has a critical impact on the carer Caring has a substantial impact on the carer	Local Authority <u>duty</u> to support carers	Local Authority / HSCP	Adult Carer Support Plan if carer accepts or requests Agreed between HSCP and carer

Dash line indicates the eligibility threshold at which Local Authority / HSCP has a duty to provide support

Moderate	Caring has a moderate impact on the carer	Local Authority <u>power</u> to support carers	Local Authority / HSCP commissioned community supports such as the Carers Centre	Adult Carer Support Plan if carer accepts or requests Agreed between Carers Centre and carer
Low or No	Caring has low impact on the carer Caring has no impact on the carer	Local Authority <u>power</u> to support carers	Universal, community supports	Adult Carer Support Plan if carer accepts or requests Agreed between Carers Centre and carer

CASE STUDIES

Eligibility Criteria Level	Critical or Substantial
Indicator	Health and Wellbeing, Relationships, Life Balance/Time for Yourself, The Caring Role
Case Study	<p>K cares for partner and is struggling to manage the caring role.</p> <p>The caring role is having a substantial impact on K's health and wellbeing. K has no support from family and feels isolated due to not having time to see friends.</p> <p>K feels that the caring role is no longer sustainable.</p> <p>K and the HSCP agree that K requires a break from the caring role. A period of respite is arranged for K's partner.</p>
Eligibility Criteria Level	Moderate
Indicators	Relationships, Life Balance/Time for Yourself, Finance

Case Study	<p>F cares for father; however F's life is being impacted by the caring role.</p> <p>F has been on the housing list for a while, as moving out would give F more independence. F will seek accommodation close to father to remain the main carer. F believes this will also improve their relationship</p> <p>The Young Adult Carer (YAC) worker offered F information and advice on the areas F could move to. The worker provided emotional support and F and father made arrangements for the move. The YAC worker also provided financial advice by supporting F to apply for funding for essentials for the new home.</p> <p>As a result of this support, F's confidence increased and F felt more able to continue to provide care. F's relationship with father has also improved.</p>
Eligibility Criteria Level	Low
Indicator	Life Balance/Time for Yourself
Case Study	<p>C has just moved to Renfrewshire and cares for partner.</p> <p>C is managing the caring role fine and has good support from family; this allows C time to do other activities.</p> <p>C is a keen artist and would like to find out more information about local art groups in the area. C would also like to make new friends.</p> <p>The Adult Support Worker at the Carers Centre signposted C to Well in Renfrewshire (WiRe), to find information on art groups in C's local area.</p>