

To: Renfrewshire Integration Joint Board

On: 24 June 2022

Report by: Head of Strategic Planning and Health Improvement

Heading: Adult Carers' Strategy, Short Breaks Statement, and Adult Carer Eligibility Criteria

Direction Required to Health Board, Council or Both	Direction to:	
	1. No Direction Required	X
	2. NHS Greater Glasgow & Clyde	
	3. Renfrewshire Council	
	4. NHS Greater Glasgow & Clyde and Renfrewshire Council	

1. Summary

1.1 The Carers (Scotland) Act 2016 requires Local Authorities to prepare and publish a Carers' Strategy, a Short Breaks Statement and to set local eligibility criteria for carers. The Act requires a review of these documents after three years.

1.2 The HSCP, on behalf of the IJB, will take the necessary statutory steps to review and refresh the Adult Carers' Strategy, Short Breaks Statement, and Adult Carer Eligibility Criteria over 2022. The Adult Carers' Strategy 2020-22 is being reviewed earlier, rather than after three years, to align with the HSCP's Strategic Plan timeframe.

1.3 The Carers' Planning Group, which includes unpaid carers, the Carers' Centre, HSCP staff and partners, will provide oversight of this process, including a programme of consultation which will inform the review. The consultation will engage as wide a group of unpaid carers as possible to:

- Test the challenges and priorities from the previous strategy, and those which have subsequently emerged over the last two years, to ensure we capture what matters most to carers.
- Target new, unpaid carers with a complementary aim of raising awareness that support is available and developing a better understanding of what type of support they would value.

The proposed Consultation Plan is included in Appendix 1.

1.4 Subject to the IJB approving the approach set out in this report, consultation will continue throughout June and July 2022. Following the consultation and analysis of its responses, the Carers' Planning Group will review and refresh the Carers Strategy, Statement and Eligibility

Criteria to reflect, where appropriate, the feedback received. The documents will be presented to the IJB for approval at its meeting in September 2022. Once approved, the documents will be published widely in October 2022.

- 1.5 In Renfrewshire, the IJB has responsibility for implementing the duties in the Carers Act relating to adult unpaid carers, with Renfrewshire Council responsible for the duties in the Act relating to young carers, including developing a Young Carers' Strategy.

2. Recommendation

It is recommended that the IJB:

- Approve the proposed approach to review and refresh the Adult Carers' Strategy, the Short Breaks Statement and the Adult Carer Eligibility Criteria, encompassing (i) the role of the Carers' Planning Group in providing oversight; (ii) the consultation with unpaid carers, staff, the voluntary sector and the wider community;
- Approve the timeline detailed in this report; and
- Note the intention to present the draft Adult Carers' Strategy 2022-25; the draft Short Breaks Statement; and the draft Adult Carer Eligibility Criteria, to the IJB for approval at its meeting in September 2022.

3. Background

- 3.1 The Carers (Scotland) Act 2016 commenced on 1 April 2018, and placed several new legislative requirements on Local Authorities, including duties to be implemented through IJBs, to:

- Set local eligibility criteria (section 21). Renfrewshire's Adult Carer Eligibility Criteria was approved by the IJB in June 2020 and sets out the framework to support unpaid carers in different caring situations across a whole range of life circumstances;
- Prepare a local Carers' Strategy (Section 31). Renfrewshire's Adult Carers' Strategy 2020-22 was approved by the IJB in June 2020. The Strategy sets out a preventative approach to supporting unpaid carers, with the key priority of identifying unpaid carers as early as possible; and
- Prepare and publish a Short Breaks Service Statement (section 35). Renfrewshire's Short Breaks Statement was approved by the IJB in January 2018. The Statement aims to help unpaid carers understand what short breaks are available, how they can be accessed and any eligibility criteria that may apply.

- 3.2 The Carers Act includes duties relating to adult unpaid carers and young carers. In Renfrewshire, the IJB has responsibility for implementing the duties in the Act relating to adult unpaid carers. Renfrewshire Council Children's Services is responsible for the duties relating to young carers, including developing a Young Carers' Strategy.

4 Context for the review and refresh of the Adult Carers' Strategy, Short Breaks Statement, and Adult Carer Eligibility Criteria

- 4.1 This review will take account of the current context - a more challenging and uncertain time than when our last strategy was approved in June 2020. At that point, we were unaware of the scale of the impact the COVID pandemic would have on carers and their loved ones. More recent challenges, such as the current 'cost of living crisis' have added to the pressure faced by carers in Renfrewshire.
- 4.2 Despite the challenging circumstances, over the last two years we have worked collaboratively and innovatively with our partners to still deliver upon the priorities within our 2020-22 Strategy alongside our pandemic response. 963 new carers are now receiving support in 2021 / 22, the highest number since the HSCP began recording this data.

Impact of Pandemic

- 4.3 The COVID pandemic meant that many unpaid carers found they were spending more time caring, with less opportunity to get a break. Local and national research highlighted the impact on unpaid carers' mental and physical health.
- 4.4 A survey by Renfrewshire Carers' Centre in May 2021, found that:
- 95% Carers felt their emotional health & wellbeing were affected.
 - 78% Carers stated they had an increased caring role of 50+ hours a week of mainly personal care.
 - 73% Carers worry about the person they care for.
 - 65% concerned if they become ill.
 - 45% of increased role due to local services being reduced.
 - 47% Carers impacted financially.

Support during the Pandemic

- 4.5 The Carers Planning Group has overseen the development of a range of support during the pandemic, to ensure that unpaid carers get the support they need, despite a challenging and fast-moving context, including:
- Moving services and support online.
 - Providing technology to carers so they have the opportunity to get online.
 - Providing more opportunities for social activities for unpaid carers and the people they care for.

- Setting up deliveries of PPE to carers.
 - Increased counselling support, including bereavement counselling.
 - The pandemic resulted in services, normally used for respite, being paused. This left a one-off underspend of Carers Act funding totalling £200,000. It was agreed that the Strategic Planning Group would lead on developing new support for unpaid carers, including on palliative care, mental health, and reaching a wider group of unpaid carers including unpaid carers from ethnic minorities.
- 4.6 As part of the pandemic response, the Carers' Planning Group has identified new, innovative ways of working, involving blended and online activities. These have often proved successful and noted as a preferred method of engagement for some carers. As we continue to plan for the future after COVID, we will incorporate all feedback received and lessons learned during this period to inform our approach to meeting the future needs of unpaid carers.
- 4.7 As we continue to move out of the pandemic, work has resumed on developing new support for unpaid carers in the community, such as an unpaid carer's card to encourage them to make use of OneRen facilities.

Cost of Living

- 4.8 Recent increases in the cost of living are set to rise further during 2022, adding significant pressure, and posing a real threat to many families and their carers. Research by Carers Scotland carried out in March 2022, found that 52% of unpaid carers were unable to afford their monthly expenses, and 80% said they felt stressed and anxious when thinking about their finances. Financial advice and support currently provided to local unpaid carers includes new targeted benefit advice as well as immediate access to grants for carers with the highest needs.

National Care Service

- 4.9 Unpaid carers were a key part of the Independent Review of Adult Social Care, and with the establishment of a National Care Service (NCS), it is expected that the recommendations relating to unpaid carers will become clearer over the lifetime of our new Carers' Strategy. In the interim, while the nature and extent of change remains unclear, we expect the emerging recommendations to support and reinforce our Vision and we will look to refine this where necessary and reflect further developments from the NCS in how we support unpaid carers locally.

5 Consultation

- 5.1 The Carers' Planning Group led on the development of unpaid carer specific content in HSCP strategic documents, including Renfrewshire IJB's Strategic Plan 2022-25. Despite the challenges we have all faced over the past two years as outlined above, we believe the priorities identified in our 2020 Strategy

remain valid. However, to make sure we have fully tested this thinking, we will ask for opinions on our existing priorities as part of our consultation.

- 5.2 Our consultation approach will focus on engaging with key stakeholder groups and will aim to provide them with sufficient opportunity to easily comment and contribute to the consultation. The Carers' Planning Group will provide oversight of the consultation running from June to July 2022, and will include two surveys, one targeted at unpaid carers known to us as well as a wider public survey. Both surveys will focus on questions relating to:

- The priorities within our existing Strategy.
- Their opinions on the Short Breaks Statement.
- Their opinions on the Eligibility Criteria.
- Other factors that are important to them.

This approach will allow the IJB to test the existing Strategy's priorities, with a wider audience of unpaid carers, staff, voluntary organisations and the wider public. A Consultation Plan is included in Appendix 1.

- 5.3 In addition, Renfrewshire Carers' Centre will arrange focus groups using their carer support groups. They are also planning to run a series of 'consultation roadshows' to target unpaid carers who do not attend support groups or are not known to us.
- 5.4 The consultation will aim to engage with the most comprehensive range of unpaid carers possible. The programme will therefore target specific carers' groups, which are currently considered to be under represented. This includes groups such as those who care for people with a head injury, or those with mental health, alcohol, or drug related issues. The Carers Centre are also planning events to better engage with carers from rural communities and agricultural backgrounds.
- 5.5 HSCP Staff will be a key consultee and a programme of focus groups has been arranged for staff who work directly with carers and cared-for people. Staff who do not work directly with carers but may encounter carers, including HSCP business support, hospital, and Council staff can also take part.
- 5.6 The Strategic Planning Group will be engaged as a key group so that the wide range of our key partners, including voluntary and independent sector representatives, are able to consider how we can build upon our partnership working approach to better support carers across Renfrewshire.
- 5.7 The wider public will be encouraged to take part in the public consultation and can attend roadshows where they can learn about the caring role, how they can identify a carer and what support is available.

6 Next Steps

- 6.1 Following the conclusion of the consultation, the Carers Planning Group will review the responses and reflect any feedback, where appropriate, in the final

documents. The documents will be presented to the IJB for approval at its meeting in September 2022. Once approved, they will be published widely in October 2022.

Implications of the Report

1. Financial

The Financial Memorandum to the Carers Bill sets out the Scottish Government's estimated costs of implementing the Carers Act in Scotland. It is estimated that total costs will rise from £19.4m in year one (2018-19) to a recurring level of £88.521m by year 5 (2022-23).

At its meeting on 26 January 2018, the IJB agreed to ring fence Renfrewshire's local allocation of the Scottish Government's funding solely to fulfil its new duties and provisions under the new Carers Act.

2. HR & Organisational Development – Nil

3. Community Planning – Nil

4. Legal

Section 21 of the Carers (Scotland) Act 2016 sets out the requirement to set and publish local eligibility criteria.

Section 31 of the Carers (Scotland) Act 2016 sets out the requirement to prepare and publish a local carers' strategy.

Section 35 of the Carers (Scotland) Act 2016 sets out the requirement to prepare and publish a short breaks services statement.

5. Property/Assets – Nil

6. Information Technology – Nil

7. Equality & Human Rights – Nil

8. Health & Safety – Nil

9. Procurement – Nil

10. Risk – Nil

11. Privacy Impact – Nil

List of Background Papers: None.

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Consultation Plan

<p>Consultation purpose</p> <p>To review and refresh the Adult Carers' Strategy, Short Breaks Statement, and Adult Carer Eligibility Criteria</p>
<p>Timescale</p> <p>The consultation will take place during, June, and July 2022.</p>
<p>Resources</p> <p>The consultation will be resourced by HSCP and Carers' Centre staff and from existing budgets.</p>
<p>Policy context</p> <p>The Carers (Scotland) Act 2016 requires Local Authorities to prepare and publish a Carers' Strategy, a Short Breaks Statement and to set local eligibility criteria for carers. The Act requires a review of these documents after three years.</p>
<p>Previous Consultation</p> <p>Carers have been consulted on several key documents (previous Adult Carers' Strategy, Short Breaks Statement and Adult Carer Eligibility Criteria and the Strategic Plan) and it is expected this will result in a good response level.</p>
<p>The consultation is with:</p> <ul style="list-style-type: none"> Targeted specific groups of unpaid carers and staff with a high level of understanding. A wider public audience with general interest and varying degrees of expertise.
<p>The consultation methods are:</p> <ul style="list-style-type: none"> Online and paper survey. Focus groups. Structured and semi-structured, interview and group discussion.
<p>The consultation approach is:</p> <ul style="list-style-type: none"> To target unpaid carers who are known to the Carers' Planning Group with a survey (online / paper version). To target staff who have a role in supporting or identifying unpaid carers and / or supporting the cared for person, via focus group sessions. To provide the wider public with the opportunity to respond to an online survey with broader questions. To target voluntary sector organisations who do not have an unpaid carer focus, with roadshows and encourage them to participate in the wider public survey. Work is ongoing with the Carers Centre to identify how to target unpaid carers in voluntary and community groups e.g., churches
<p>Administration process</p> <ul style="list-style-type: none"> Survey Responses will be recorded online. Paper responses will be transferred to an electronic copy and stored. Focus group sessions will be recorded on Teams, where appropriate, and notes will be taken. Notes will be taken for structured and semi-structured interview and group discussion.
<p>Analysis process</p> <p>The analysis will be undertaken internally by the Carers' Planning Group.</p>

Reporting back

A summary report on the consultation analysis will be included in the IJB report. A full report will be available via the HSCP's website.

Audience	Method
HSCP Staff	Focus groups arranged with teams across the HSCP.
Leadership Network (HSCP managers)	Input to Network meeting. Managers will have the opportunity to respond to structured questions.
Hospital Staff	Staff involved in admissions and discharge will be targeted via semi-structured interviews.
Carers Centre Groups	Semi-structured group discussion for all groups run by the Carers Centre.
Carers Centre drop-in	Unpaid carers can drop-in to the Centre and take part in a semi-structured interview.
Unpaid Carers (known to us)	Link to online survey / paper copy provided for unpaid carers unable to attend groups.
Unpaid Carers (not known to us)	Social media will be used to target unpaid carers not known to us. They can go online and complete the survey or contact the Carers Centre for a paper copy / more information.
Public	Social media will be used to target the public. They can go online and complete the survey or contact the Carers Centre for a paper copy / more information.
Strategic Planning Group (SPG)	Input to SPG meeting. Attendees will have the opportunity to respond to structured questions.
Voluntary and Community Groups	Work is ongoing with the Carers Centre to identify how to target unpaid carers in voluntary groups and groups in the community e.g., churches.