

# Care 21: The Future of Unpaid Care in Scotland

## Scottish Executive Response Summary Briefing

## **Introduction**

Commissioned by the Scottish Executive, the report "Care 21: the future of unpaid care in Scotland" was launched in September 2005. The report reflected the views of carers, with over 5000 carers taking part in surveys and many also taking part in interviews, focus groups and stakeholder groups to inform the research for the report.

Twenty-two recommendations were made aimed at the Scottish Executive, UK government, local authorities and health boards, the voluntary sector and carers' organisations. The report projected a bold vision for carers in Scotland based on a strong framework of rights.

The Scottish Executive published its response to the report following several months of scoping the implications and potential of each recommendation. This process also involved each of the national carer organisations in Scotland.

There has been acceptance of most of the recommendations and the Executive has made a commitment to a 10-year programme of action to support carers in Scotland. Unfortunately, at this point, no additional resources are available. However, work is underway to assess resource implications in a number of areas to inform the Spending Review in 2007.

## **Continuing Work**

Carers organisations, including Carers Scotland continue to lobby MSPs to ensure broad support for carers in this Spending Review. Since the report's publication, we have presented a petition from carers to the Public Petitions Committee and have held a reception for carers and MSPs, hosted by John Swinney MSP. The Petitions Committee have asked the Parliament's Health Committee to monitor the implementation of Care 21 recommendations and seek further evidence on the capacity, expansion and costs of delivery. The Education Committee will be asked to send an observer to the Health Committee and to copy for information on to the Children and Young Persons Group.'

In addition, during Carers Week, Carers Scotland's Action for Carers and Employment initiative organised a reception for carers and MSPs hosted by Cathy Peattie MSP. This followed a parliamentary debate on a motion in support of carers (again by Cathy Peattie MSP), which received broad support, with a number of MSPs taking part and more than 60% supporting the motion itself.

This work will continue alongside activities to ensure that the support of carers is maintained and developed with each of the parties and their candidates in the 2007 Scottish Parliamentary election.

Carers Scotland and national carer organisations continue to work with the Scottish Executive to support developments for the four early priority areas - respite, carers' health, carer training and young carers.

## **Summary Briefing**

This briefing provides an overview to the Scottish Executive response to each recommendation made. Recommendations boxed are those that form part of the 4 early priority areas: respite, health, training and young carers.

### **Recommendation 1: We recommend that the Scottish Executive should develop a Carers' Rights Charter for Scotland.**

- The Executive noted their interest in the potential of a charter as a way of promoting the recognition of promoting the recognition of carers contribution to society, their status as partners in providing care and their rights. However, it is not one of the immediate priorities.
- The Executive will look at the implications in 2008 following spending review.

### **Recommendation 2: We recommend that a national forum representing the views of young carers be established and supported by Young Carers Strategy**

- One of 4 early areas for action.
- The Executive rejected idea of young carers strategy but will review this in 2008.
- The interests of young carers are to be mainstreamed into improved integration and quality of services for young people in general.
- A short life task group is to be established to provide advice and information when guidance is being updated or new information produced. The initial task for the group will be to assess existing capacity of local young carer support and to assess the potential role and implication of a national young carer forum. **(This group has been established and will hold its first meeting in June 2006).**

### **Recommendation 3: We recommend that a range of measures to enable greater choice and control (including shifting the balance of "purchasing power" to carers and users) be fully explored by the Scottish Executive.**

- The Executive support objective of expanding choice. This area is most likely to be taken forward through the implementation of recommendations from "Changing Lives" (21<sup>st</sup> Century Review of Social Work).
- In relation to direct payments themselves, the Executive's priority is to make them more accessible to existing client groups before considering any expansion in eligibility to carers.

**Recommendation 4: We recommend the development of a national “expert carer” programme. This should include training for people to develop their own caring, skills, knowledge and expertise.**

- One of 4 early areas for action.
- Carer training forms part of NHS Carer Information Strategy guidance to Health Boards which will require boards to set out their approach to information and supporting carers, including through training.
- The Executive will discuss with stakeholders the development of a national “expert carer” training framework.
- Consider need for further resources in next year’s spending review.

**Recommendation 5: We recommend that all frontline staff with direct responsibilities for support the needs of carers in “first contact” agencies are properly equipped to advise carers about their rights, entitlements and available services.**

**Recommendation 6: We recommend that NHS Carer Information Strategies should be implemented as an early priority in all localities and that the requirements are extended to include local authorities.**

- The Executive has issued guidance on NHS Carer Information Strategies, requiring boards to develop their strategies by 31 October 2006.
- The Executive rejected extending the requirements to local authorities, as they already have duty to inform carers of their right to an assessment.
- The Executive issued letter (HDL 2006 (13) “Patient Focus and Public Involvement: Independent Advice and support Service”, 3 March 2006) to NHS Boards requiring them to establish a service to provide independent advice and support to patients, carers, service users, their families and representatives. These must be commissioned by Boards in 2006 and be provided by a consortium of local Citizen’s Advice Bureaux in each board area. *The “service will provide support to individuals and their representatives who wish to make a complaint or raise a concern about NHS services, provide advice and information to individuals on a variety of issues that impact on their health and wellbeing in order to maintain or improve these and, as the service develops, increase the provision of advice and information relating to improving the health of whole person and which covers non NHS specific issues such as benefits advice.”*

**Recommendation 7: We recommend that professional training for all health and social care staff should include a substantial component, which relates to unpaid carers as partners in care, carers’ needs and the diversity of the unpaid caring experience.**

- The Executive recognises importance of carer awareness training. Staff training forms part of NHS Carer Information Strategy guidance.
- The Executive will launch a national Care Management Training Pack (as part of the National Strategy for the Development of the Social Services Workforce in Scotland) which will include a “substantial element” related to carers.

**Recommendation 8: We recommend a greater role for carer representative organisations in the joint planning and development of care and other services (especially housing, leisure and transport) at a national and local level.**

- The Executive established statutory requirements for engaging with carers in the development of community care plans and has an expectation that carers will be engaged in local strategic decision making. However the Executive does not plan to “prescriptive” about the form this engagement takes.
- Recommendations with “Changing Lives” discuss the need for a new approach to engaging carers and service users and the need for carers to have a strong voice in the way services are designed and delivered. The Executive will be working with partners to develop and implement this approach. (Timescales to be confirmed)
- Community Health Partnerships must establish a Public Partnership Forum, which must include users and carers. CHPs, local user and carer groups and the Scottish Health Council working to agreed how they will be involved in each locality. (Work still underway, likely to end 2006/early 2007).
- Mention of regional transport partnerships, which will be required to promote social inclusion and address the travel needs of older people, disabled people and their carers. Among their responsibilities for public engagements, they will need to involve specific groups who experience exclusion, such as carers.
- No mention of other services such as leisure or housing.

**Recommendation 9: We recommend that the Scottish Executive and other policy makers integrate the issues facing unpaid carers into their policy development and planning process.**

- The “Executive recognises the concerns underpinning this recommendation” and notes that officials leading on carers’ policy already work across the Executive to help embed carers’ interests into wider policy making. Examples given include Housing Act, concessionary fares and regional transport partnerships.
- The Executive currently developing mechanisms for mainstreaming equality across the Executive. This will include the development of a toolkit for policy makers to ensure that they have included the needs of disadvantaged groups – groups identified are gender, race, disability, religion and belief, sexual orientation and age. “Within this context unpaid carers can be included considering, for example, the disproportionate numbers of female carers”.
- No mention of caring being specific, standalone grounds for experiencing disadvantage/discrimination.

**Recommendation 10: We recommend that service providers ensure they meet the needs of the whole caring community, taking account of carers with special needs and the specific cultural and language needs of minority ethnic groups.**

- See recommendation 9: mainstreaming equality
- NHS Boards are currently piloting Equality Impact Assessment across new and existing policies, to identify potential negative impacts for individuals and communities.

- The Executive will explore opportunities for monitoring of specific groups of carers in developments around Joint Performance Information Assessment framework and the Performance Improvement Framework under Changing Lives (see recommendation 21).
- Local monitoring of NHS Carer Information Strategies will look at impact on specific groups.
- Under recommendation 22, the Executive will also consider additional research for groups of carers with specific needs.

**Recommendation 11: We recommend that the Scottish Executive continues to update the Carers' Strategy to incorporate the impact of demographic and social change and to plan for resourcing of future need.**

- The Care 21 response "updates priorities" for supporting carers in the 1999 strategy.
- The Executive will look at the question of updating that strategy in 2008, in light of progress on the Care 21 action plan.

**Recommendation 12: We recommend that carers' organisations should have a greater role in the inspection of local services that support unpaid carers.**

- The response listed a number of areas where carers are already involved, including work with Carers Scotland members and the Social work Inspection Agency.
- A self-assessment guide for young carer services is being developed by the Executive, SWIA and HMIE for use by all local service partners. However, there is no specific mention of carer involvement in the development of this guide.
- The Executive will "bear this recommendation in mind" as further opportunities arise.

**Recommendation 13: We recommend that local authorities should work with unpaid carers to develop person-centred life plans alongside the established carers' assessment process.**

- The Executive is interested in the potential of this recommendation but the priority is to expand uptake of carers' assessments by continuing to make them a focus of Local Improvement Targets.

**Recommendation 14: We recommend that the UK government complete an early review on carers' benefit entitlements, tax credit and pensions with a particular focus on removing barriers to work which are inherent in the way current financial arrangements are constructed.**

- The Executive wrote to UK ministers to draw the report to their attention and have maintained contact at official level.

**Recommendation 15: We recommend that the UK Government should develop a national awareness campaign to ensure that employers of all sizes are made more aware of both their roles and their responsibilities towards carers, and the overall contribution of unpaid carers.**

- The Executive welcomes the provisions within the Work & Families Bill to support carers alongside the work of the Action for Carers and Employment Project in developing this work.
- The Executive will continue to support carers who work for the Executive.

**Recommendation 16: We recommend that the Scottish Executive, local authorities and NHS agencies along with partner agencies, focus strongly on the health and wellbeing of unpaid carers.**

- One of four early areas for action
- Prioritisation of carers' health in line with Executive commitment to focus on preventative care and support self care for people with long term conditions.
- Noted free flu immunisation for carers and "a number of further initiatives are underway" although further information is not provided on what form these initiatives may take.
- There will be new enhanced service arrangements for GP practices to set up carer registers, identify a named responsible person to liaise with local care services and social services to improve carer identification and to facilitate links between carers and local support.
- A toolkit is in development for Community Health Partnerships to assess their management of long-term conditions. This toolkit highlights the role of carers in supporting self-care and the support they will need to fulfil this role. Plus establishment of Scottish Long Term Conditions Alliance.
- Prevention 2010 pilot programme for health improvement in deprived communities will include carers.
- The Review of Nursing in the Community is underway and the Executive recognises that "it is important to work in partnership with carers on this".
- Electronic health records could also offer a facility for the patient or care to contribute to the record. The Executive will ensure that records include information about carers so that health professionals are aware of their role. More online information for patients and carers will be available to improve knowledge and self-care.
- Implementation of NHS carer information strategies (deadline for NHS Board development of these strategies is 31 October 2006).
- Carer training is part of this recommendation but action is detailed under recommendation 4.
- No comment on sub recommendations of increased access to counselling and emotional support services; occupational health provision that matches paid staff; national standards or; specific action to address carers health prioritised in national and local public health strategies.

**Recommendation 17: We recommend that issues facing unpaid carers are given proper consideration when new technology is applied to caring situations.**

- The Equipped for Inclusion Advisory Group is advising Ministers on how to implement the recommendations of the Strategy Forum: Equipment and Adaptations.

**Recommendation 18: We recommend that Scotland's existing network of local carer support organisations is strengthened**

- The Executive will review capacity with the help of stakeholders to inform consideration of this recommendation in the 2007 spending review.
- The recommendation also notes the need to strengthen the management and leadership capacity within organisations by including staff on national leadership and management programmes.

**Recommendation 19: We recommend that national carer organisations focus on their collective role as the "voice of carers" and coordinate effectively their capacity in the planning, development and monitoring of carer policy and support services.**

- The Executive will continue to work with carers organisations to support Scotland's carers.

**Recommendation 20: We recommend that as an urgent priority the Scottish Executive develops a national strategic framework with service providers to ensure unpaid carers are given a statutory entitlement to appropriate short breaks and breaks from caring.**

- One of the 4 areas for early action.
- The Executive will establish a task group to assess respite provision in Scotland, review and update national guidance for respite services and help develop local service redesign to shift the focus of local provision to preventative, personalised respite care. **(This group has been established and its first meeting will take place in June 2006).**
- This work will also include an assessment of information on existing models of respite provision and need, to inform consideration of the recommendation for additional provision in the spending review.
- Aspects of "Changing Lives" and the forthcoming implementation plan will highlight the importance of respite to those agendas.
- Statutory entitlement to respite not viewed as desirable at this point. May be reconsidered after the work of the task group has finished and if after this work "it appears that a statutory entitlement to respite might have a useful role to play"

**Recommendation 21: We recommend that the report’s recommendations are incorporated into providers’ performance management systems and progress monitored by the Scottish Executive and, where appropriate, relevant regulatory and inspection bodies.**

- A number of measures already in place
  - mainstreaming carers issues into four national outcomes for community care,
  - joint performance reporting system (JPIAF) which gather information on the level of assessment, waiting times for services and on local improvement targets for carers’ services, including respite provision.
  - Audit Scotland performance indicator for respite
  - As they develop “should” be able to capture more detail, particularly through single shared assessment datasets.
- NHS Carer Information Strategies will provide key indicators of NHS support for carers (Executive will monitor implementation and will require annual updates from Boards).
- The development of a range of qualitative measures for performance monitoring which will be addressed through “Changing Lives” performance information frameworks.

**Recommendation 22: We recommend that good policy must continue to be based on good research including reliable statistical evidence with attention to the diverse experiences of unpaid carers.**

- Executive accepts need to gather more data on specific groups of carers and will consider further and in the light of other research priorities.
- Executive happy to support where possible research proposed and conducted by universities, voluntary and research organisations, particularly where it addresses Executive priorities.

### **Further information**

The full response, the original report and a summary of the recommendations can be downloaded from the Carers Scotland website at [www.carerscotland.org](http://www.carerscotland.org).

For further information on Care 21 or policy in Scotland relating to carers, please contact Fiona Collie, Policy & Parliamentary Affairs Manager (details below).

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