**SCOTTISH POLICY FORUM**

**Social Security**

1. **Overview**

The Scotland Act 2016 heralded a new era of devolution. While the new tax powers have received significantly more attention so far, the Scotland Act gave the Scottish Parliament unprecedented control over a Scottish social security system too. It devolved most disability benefits, introduced new flexibilities in the main out of work benefit (Universal Credit), and allowed the topping up of reserved and new social security schemes to be introduced too.

Our last Scottish Parliament manifesto outlined a few basic principles we believed should be at the heart of a Scottish welfare system - it should support the most vulnerable in our society, it should be flexible and personalised, and it should give those who can and want to work the opportunities and support to do just that.

As the Social Security (Scotland) Bill made its way through the Scottish Parliament, most of the attention has been on the deliverability of a Scottish welfare system, the administrative framework, and the cost.

The next few years will see the debate shift to the substance of individual benefits for which the Scottish Government will be responsible. These are mainly disability benefits, but it could also include any new benefits as well as different employability support.

Your input at this stage is particularly valuable, as we are beginning to have discussions with stakeholders on the design of the Scottish welfare system.

The final deadline for submissions is **Friday 26 October 2018.**

1. **Towards a Scottish Welfare System**

*The Smith Commission and the Scotland Act 2016*

The origins of Scotland’s new social security powers lie with the Smith Commission. Following the outcome of the 2014 Referendum on Scottish independence, Prime Minister David Cameron announced that Lord Smith of Kelvin would head a commission to examine the devolution of further powers to the Scottish Parliament.

The Commission had cross-party representation with two representatives from each of Scotland’s five largest parties and also received evidence from a range of stakeholders and the general public.

In November 2014 the Smith Commission published a report which agreed that a number of benefits and powers would be devolved to the Scottish Parliament. The report provided the basis for the Scotland Bill which finally became the Scotland Act 2016 on 23 March 2016.

The current benefits that are being devolved are listed below.

|  |  |
| --- | --- |
| **Group of Benefits** | **Benefit** |
| Benefits for carers, disabled people and those who are ill | Attendance Allowance, Carer’s Allowance, Disability Living Allowance, Personal Independence Payment, Industrial Injuries Benefit, Severe Disablement Allowance |
| Currently part of the Regulated Social Fund | Cold Weather Payment, Funeral Payment, Sure Start Maternity Grant, Winter Fuel Payment |
| Other | Discretionary Housing Payments |

The current value of benefits to be devolved is around £2.7bn, which accounts for around 30% of current benefit spend in Scotland (with pensions excluded). The full breakdown of social security spend in Scotland can be found in Appendix 1 of this document[[1]](#footnote-1). In addition, a range of other powers will be devolved[[2]](#footnote-2):

* An expanded power to provide **Discretionary Payments and Assistance**
* The **power to top-up reserved benefits**
* The **power to create other new social security benefits (other than pensions) in areas not otherwise connected with reserved matters**
* The power to legislate for **Welfare Foods**
* Scottish Ministers will also have powers to **vary the housing cost element of Universal Credit for rented accommodation** and **change payment arrangements for Universal Credit**
* Employability support for the unemployed (replacing Work Programme and Work Choice).

*Implementing Devolution*

The complexities of social security devolution mean that the two governments agreed to a phased approach. Top-up powers, discretionary housing payments and universal credit flexibilities have been devolved first, with so-called split competence continuing to apply to the bulk of benefits.

Split competence means that while the Scottish Government has legislative competence (it can start to make laws that will govern these benefits), the UK Government maintains executive competence (it continues to deliver the benefits). This arrangement is due to end in May 2020 and it allows the Scottish Government time to prepare.

The delivery of most Scottish social security will be undertaken by a new executive agency. The Scottish versions of 10 of the 11 devolved benefits (all but discretionary housing payments) will be delivered directly by the new social security agency itself through a centralised function. The agency will also provide locally accessible face-to-face pre-claims advice and support, co-located in places people already visit.

The agency will employ at least 1,500 staff, with an estimated annual running cost of around £150m. It will be responsible for payments to approximately 1.4 million people. It will be based in Glasgow and Dundee.

We have so far raised concerns around the potential cost of implementing the new social security powers. In a critical report in March 2018, Audit Scotland concluded that ministers had "not clearly estimated" the cost of putting powers into practice.[[3]](#footnote-3)

The Scottish Government’s history in regard to the implementation of new IT systems under the SNP has been dire, with millions of pounds of Scottish taxpayer’s money wasted.

*Social Security (Scotland) Act*

The Social Security (Scotland) Act sets out principles and a general framework for Scottish social security following the devolution of 11 social security benefits in the Scotland Act 2016.

The principles as included in the Act are as follows:

* social security is an investment in the people of Scotland,
* social security is itself a human right and essential to the realisation of other human rights,
* the delivery of social security is a public service,
* respect for the dignity of individuals is to be at the heart of the Scottish social security system,
* the Scottish social security system is to contribute to reducing poverty in Scotland,
* the Scottish social security system is to be designed with the people of Scotland on the basis of evidence,
* opportunities are to be sought to continuously improve the Scottish social security system in ways which—
  + put the needs of those who require assistance first, and
  + advance equality and non-discrimination,
* the Scottish social security system is to be efficient and deliver value for money.

The Act sets out eight types of “assistance” to be provided (in effect changing the name of existing social security schemes from “benefits” or “payments” to “assistance”): carer’s assistance, cold-spell heating assistance, winter heating assistance, disability assistance, early years’ assistance, employment-injury assistance, funeral expense assistance and short-term assistance.

One of the features of the Act that received some media attention was the effective ban of the involvement of the private sector in carrying out medical assessments. The Act stipulates that claimants may not be required to undergo medical assessments by anyone who is not acting in the course of employment by a public body.

It is unclear why limiting assessments to the public sector would make a difference to the assessments themselves and any associated procedural complaints. The assessments will still need to be made as they are a key feature of the system.

*Universal Credit Flexibilities*

One of the first uses of the devolved welfare powers was for the Scottish Government to enable two flexibilities in Universal Credit, which is the main benefit that is gradually replacing 6 existing benefits, namely: Child Tax Credit, Housing Benefit, Income Support, income-based Jobseeker’s Allowance (“JSA”), income-related Employment and Support Allowance (“ESA”), and Working Tax Credit.

In Scotland, the Scottish Government has chosen to give claimants two options:

* Firstly, the universal credit payment could be made twice monthly instead of monthly.
* Secondly, tenants can choose for the housing costs element to be paid to someone on behalf of a claimant such as the claimant’s landlord.

The Scottish Conservatives supported these flexibilities, on the condition that they need to be monitored to ensure that their use does not impact on the claimants’ journey to work.

**Discussion Questions**

**Q1. Do you have any comment on the implementation process of social security devolution?**

**Q2. What principles should guide a Scottish social security system?**

**Q3. How should we approach the devolved flexibilities in Universal Credit?**

1. **Carer and Disability Benefits**

The devolution of most disability benefits to Scotland allows us to have a discussion about how we support some of the most vulnerable people in our society. In our 2016 manifesto, Scottish Conservatives supported aligning Carer's Allowance with Jobseeker's Allowance to support over 60,000 carers in Scotland, but we were clear we would also explore more structural changes.

For example, with the integration of health and social care, an option has been floated to make Attendance Allowance and DLA/PIP a part of such an integrated system - either by devolving control further to local authorities/health boards, or to the new health and social care partnerships. This would allow for a much more personalised and integrated approach and ultimately enhance health and well-being outcomes.

The immediate priority though of course is to ensure that the transition from existing benefits to new benefits designed by the Scottish Parliament is smooth for all claimants. The design of any disability benefits, however, has received very little attention in Scotland so far.

*Carer’s Assistance*

There are an estimated 759,000 adult ‘carers’ (aged 16 and over) in Scotland and 29,000 carers under the age of 16. These people are often referred to as ‘unpaid carers’ because they provide care to family members or friends. The people being cared for may be affected by disability, physical or mental health issues, substance misuse or frailty. Some of these conditions could be long-term and require life-long care. Some carers may need to provide substantive care for shorter periods of time.[[4]](#footnote-4)

Carer’s Allowance (“CA”) is the main benefit paid to people who provide substantial levels of care for a disabled relative or friend. To qualify for CA, carers must provide ‘regular and substantial’ care which is defined as at least 35 hours a week. They must be aged 16 or over and not be ‘gainfully employed’ or in full-time education, and the person they care for must also be in receipt of a disability benefit at a certain level: Disability Living Allowance, Personal Independence Payment or Attendance Allowance.

The Scottish Government focussed on improving the carer’s allowance following cross-party consensus on the need to increase the value at which it is paid – all political parties included this in their 2016 manifestos. In summary, the Scottish Government’s commitments are:

* Increase carer’s allowance to jobseeker's allowance level.
* Consider introducing a young carer's allowance.
* Increasing carer's allowance for carers looking after more than one disabled child.
* Improving the carer's experience so that people can easily access help and advice and feel that the application process is quick and user friendly.
* In the longer term, a carer's benefit will be established.

The Scottish Government is increasing the carer's allowance to the same rate as jobseeker's allowance (from £64.60 to £73.10 a week) by paying a twice-yearly supplement to those in receipt of carer's allowance. This is expected to cost the Scottish Government £37m in 2018-19, falling to £32m per year in 2019-20. These costs are of course additional to the current costs of providing carer's allowance in Scotland (estimated at £256m in 2017-18).[[5]](#footnote-5)

*Disability Assistance*

Disability assistance is currently provided through a number of benefits including Disability Living Allowance (“DLA”), Personal Independence Payment (“PIP”), Attendance Allowance (“AA”) and Severe Disablement Allowance (“SDA”). SDA is a legacy benefit, which is closed for any further applications and the Scottish Government is not proposing to make any substantive changes to its operation.

DLA is currently for children aged under 16 and for people over the age of 65. DLA was previously for people of working age and some are currently still receiving it. However, they are being transferred to the new PIP benefit and, when the powers over DLA and PIP are transferred to the Scottish Parliament, the UK Government expects that all working age people will be receiving PIP rather than DLA. There are two components – care and mobility. The care component has three rates of award and the mobility component two rates.

PIP is a new benefit introduced by the UK Government in 2013, to replace DLA for people aged 16 - 65. The move towards PIP has not been without controversy, with organisations criticising changes to the assessment structure itself, delays in the rollout, and the stress caused by the reassessment of existing DLA claimants. Eligibility for PIP is assessed on the impact of the disability or ill health, using a points based system. There are two components – care and mobility – each with a higher and lower rate of award. More detail on how these are assessed is provided in Appendix B.

AA is non-means tested, available to people over 65 who are disabled or in ill health, with two different rates of award to help meet the costs of their care needs. It does not include a mobility component, unlike DLA and PIP. Entitlement to DLA, PIP and AA provides a gateway or passport to other benefits, such as Carer's Allowance and schemes such as the Blue Badge Scheme. [[6]](#footnote-6)

The Scottish Government’s immediate priority is to ensure a safe and secure transition of the disability benefits so that those in receipt of DLA, PIP and AA at the point of transition continue to receive it at the right time and in the right amount. Beyond that, the government aims to:

* Reduce face to face assessments and use communication channels which suit the individuals’ needs. Introduce longer term or lifetime awards for people whose condition is unlikely to improve.
* Give children in receipt of DLA, when the benefits are transferred, an automatic entitlement to continue to receive it until they are 18.
* Uprate the benefit in line with inflation.

**Discussion Questions**

**Q4. Should carer’s assistance be increased further or eligibility broadened? Are there other ways we can support unpaid carers?**

**Q5. How should we approach the design of devolved disability assistance? Should any conditions currently not convered by PIP/DLA be included?**

**Q6. If you have any experience in claiming carer’s allowance or any disability assistance, how can the Scottish system improve on the existing processes?**

**Q7. Is there merit in exploring the integration of disability assistance and health and social care?**

1. **Regulated Social Fund Benefits**

In addition to carer’s assistance and disability assistance, the Scotland Act 2016 gives the Scottish Parliament legislative competence for the provision of assistance for the purposes of meeting or reducing maternity expenses, funeral expenses and expenses for heating costs incurred due to cold weather. Currently assistance for these is provided via the so-called Regulated Social Fund. The Fund is comprised of the following benefits[[7]](#footnote-7):

* **Winter Fuel Payments** - a tax-free payment of £100 - £300 to help older people pay their heating bills.
* **Cold Weather Payments** – payments of £25 per week made to eligible persons if the average temperature in their area is recorded as, or is forecast to be, zero degrees celsius or below, for seven consecutive days during November through to 31 March.
* **Sure Start Maternity Grant** – a one-off payment of £500 to help towards the costs of having a first child for those on qualifying benefits.
* **Funeral Payments** – payments made to those on low incomes who need help to pay for a funeral they are arranging. How much a person receives depends on a range of factors.

The Scottish Government will have responsibility for these payments. This includes power to make regulations to vary the eligibility criteria or to replace these benefits entirely with new schemes to help meet or reduce these costs. The Government has so far only announced a few priorities in respect of the above benefits.

*Winter Fuel Payments*

The Winter Fuel Payment is a universal, annual tax-free payment made to pensioners to help towards their winter heating costs (though it is not tied to bills - recipients can spend it as they choose). People in Scotland born on or before 5 May 1953 are currently eligible for a tax-free payment of between £100 and £300.

Most payments are made automatically between November and December. The age at which an individual becomes eligible changes every year and is linked to ongoing changes in the State Pension Age. Annually, **over 1 million individuals in Scotland receive a Winter Fuel Payment, with a total expenditure of over £180 million.**[[8]](#footnote-8)

Winter fuel payments attracted significant attention during the 2017 General Election campaign. The Conservative Party manifesto proposed the means testing of the benefit for England, whereas in Scotland we opposed this change following devolution.

The UK Government has in the past sought to make it easier for the payments to be returned if the claimant felt they did not need it. Perhaps unsurprisingly, the return rate was minimal – around 400 pensioners returned it out of the UK-wide 12 million recipients. A move towards requiring an application being made would address the issue, but conversely would risk vulnerable pensioners missing out on support.

The Scottish Government aims to extend winter fuel payments to families with disabled children on the DLA higher rate and also wants to make early payments to those living off the gas grid. The Scottish Government explicitly rejected means testing.

*Sure Start Maternity Grant*

The Sure Start Maternity Grant (“SSMG”) provides £500 to qualifying low income families on the birth of their first child. The SSMG uses an award of certain DWP benefits to determine that someone is on a low income. There were an estimated 10,500 applications in Scotland in 2014/15, resulting in 6,000 awards, with an estimated expenditure of £3 million for the year.[[9]](#footnote-9)

The restriction of the grant to the first child only was brought in in April 2011. In one of the first announcements on the use of Scottish social security powers, the Scottish Government announced that it intended to reverse this restriction, increase the value of the payment and broaden its scope.

The Scottish Government will replace the SSMG with a new, **expanded Best Start Grant** (“BSG”). The new BSG will pay qualifying families £600 on the birth of their first child and £300 on the birth of any second or subsequent children.

Qualifying families will also receive £250 when each child begins nursery, and a further £250 when they start school. The support provided is staggered and each payment has a different focus for giving children the best start in life. For a family with two children, the BSG means £1900 worth of support over the period of their early years, compared to £500 that is available to them now from the SSMG[[10]](#footnote-10). This extension is projected to cost an additional £17m.

The intention behind the policy is to combine targeted support for low income families with universal support for all parents – chiefly the **baby box**. From mid-2017, all newborn babies in Scotland will be given a box of essential items, containing things like clothes, a digital ear thermometer, a bath towel, a changing mat and books. The box also has a mattress, mattress protector and a fitted sheet. While the baby box is free, it requires parents to register for it. The cost of the policy is around £160 per box, totalling an estimated £8.8m per year.

While not specifically a form of social security, the baby box has attracted significant attention, mostly due to the controversy surrounding the government’s claims on its effect on child mortality[[11]](#footnote-11). While it is true that child mortality rates have dropped significantly in Finland, this was a result of broader improvements in the health care system of which the baby box was a part. Furthermore, receipt of the baby box in Finland **is tied to the attendance of at least two antenatal classes**, an approach that was explicitly rejected by the Scottish Government.

**Q8. Would you suggest any changes to winter fuel payments?**

**Q9. What is your opinion on the Scottish Government’s plans to change the Sure Start Maternity Grant to a Best Start Grant?**

**Q10. What do you think about Scotland’s baby box scheme?**

1. **Benefit Top-Ups and New Benefits**

In addition to the almost £3bn in devolved social security schemes, the Scotland Act 2016 also confers on Scottish Ministers two broad powers that allow them to **top up any reserved benefit as well as create new benefits** in areas that are not reserved. The operation of both of these powers is potentially complex, but the key principle is that if the Scottish Government can fund a top-up or a new benefit, the UK Government will not stand in its way.

The options for the use of these powers are self-evidently broad, although not many have been suggested publicly yet. Most suggestions have centred on topping up existing benefits, most prominently the Give Me Five campaign arguing for a top up of child benefit. Others have argued to use the powers to end the two-child rule for the child element in universal credit, top-up the element itself or lifting the benefit cap.

Linked to benefit top-ups is what the Scottish Government calls “welfare reform mitigation”. In response to the UK Government’s range of welfare reforms, the Scottish Government decided to use some of its existing powers to mitigate or alter the impact of some of the changes in Scotland. Most prominently, the so-called “bedroom tax” or the under-occupancy penalty (where housing benefit is reduced if the occupier’s socially-rented property is deemed to have spare bedrooms) does not apply in Scotland, with the Government spending around £50m to cancel it through the use of discretionary housing payments.

The situation in relation to new benefits is even more complex as legislation stipulates these can only be created in areas not otherwise connected with reserved matters. An example of such a benefit could be a supplement to the housing element of universal credit, for example a broadening of eligibility. It has also been suggested (and contested) that the introduction of a so-called universal basic income could be done through this power.

*Child Poverty*

The Child Poverty (Scotland) Act 2017 was passed with cross-party support in the Scottish Parliament. The Act sets four targets relating to child poverty which are to be met by the end of the next decade, including reducing relative poverty from 26% to 10% of children and absolute poverty from 21% to 5% of children.

It has been argued that Scotland’s new social security powers should be used to help meet these targets. Scotland's Poverty and Inequality Commission[[12]](#footnote-12), for example, has modelled several measures that in their calculations would materially impact on child poverty levels. These range from lifting the two child limit in Universal Credit (£20m cost, 5,000 fewer children in poverty) to increasing UC work allowance by £350 (£370m cost, 20,000 fewer children in poverty).

The Give Me Five campaign has focused on topping up child benefit by £5 per week, **estimating the costs at £256 million** and the impact as lifting 30,000 children out of poverty. For reference, child benefit is payable to families with children on the basis of the number of eligible children in the household. It is currently payable at £20.70 per week for the oldest child and £13.70 per week for subsequent children. It costs around £11 billion per year.

*Universal Basic Income (UBI)*

Another idea that has attracted media attention recently is the concept of a universal basic income. The Scottish Government allocated £100,000 in their latest budget to undertake pilot projects and more research into the concept. Several Scottish councils are also taking forward pilot projects.

The concept is very simple in essence - under UBI every individual would be given a cash payment at regular intervals, without any requirement to work or demonstrate a willingness to work. Several different figures have been suggested, mostly around £100 a week for adults. This would be paid out to every citizen regardless of their wealth, employment or personal status - and would be enough to cover the basics of life[[13]](#footnote-13).

There are many variations of the idea, but most include UBI replacing a range of existing benefits (for example jobseeker’s allowance), which would not be possible under the current devolved setting. Reform Scotland, a Scottish think tank, published a paper on UBI in 2016, which included broad costings. They estimated a UBI set at £100 per week would **cost around £20 billion in Scotland alone**. It proposed the costs could be met through the scrapping of certain benefits, scrapping the personal allowance, merging National Insurance and Income tax, including the removal of the upper NI limit, and an initial 8p increase on all rates of income tax.[[14]](#footnote-14)

**Discussion Questions**

**Q11. Would you support using the devolved social security topping-up powers and if so, how exactly?**

**Q12. Do you think the Scottish Government should mitigate some aspects of the UK Government’s welfare reform?**

**Q13. What is your view on a Universal Basic Income?**

**Q14. Do you have any other ideas on what new benefits Scotland should seek to create, if any?**

1. **Employability Support**

While not a benefit, the devolution of powers related to employment support are considered together with the devolution of social security powers under Part 3 of the Scotland Act 2016. As a result, employment support powers are often discussed at the same time as social security.

The Scottish Parliament now has power over employment support schemes which assist those at risk of becoming long‐term unemployed or help disabled people into work, many of whose participants will be in receipt of either JSA or ESA. Before March 2017, most support was provided through the Work Programme and Work Choice.

The disability employment rate in Scotland suggests much more progress is required when it comes to supporting disabled people into work. At 40.9% the disabled employment rate is almost half of the non-disabled rate (81.5%) and is lower than the UK disabled employment rate of 47.9%.

In October 2017, the Scottish Government announced the award of contracts up to £96m for 2018-2021 to deliver a new **Fair Start Scotland** employability scheme, with more than half of provision delivered by supported businesses and by third sector and public sector bodies.

Fair Start Scotland is aimed at **38,000 people over five years**. It works as a voluntary scheme for those furthest from getting steady work, including some with disabilities. It will offer mentors, skills development, volunteering opportunities and advice on self-employment.

The key difference of this scheme to its predecessor (Work Programme) is that it remains entirely voluntary without any interaction with the benefit sanctions regime. The voluntary nature of the service means more funding has been made available for marketing purposes, especially in Jobcentres.

The second difference is that it breaks Scotland down into nine Contract Areas which reflect Scotland's geography, labour market and local economy areas.

Fair Start Scotland is only one of the programmes of employment support that the Scottish Government is running, with other examples including[[15]](#footnote-15):

* For those who are job ready, **Modern Apprenticeships** offer the opportunity to earn a wage while learning skills that will be used throughout an individual's career
* **Community Jobs Scotland** is an employability programme aimed at supporting disadvantaged young people aged 16-29 into employment by providing paid job training opportunities in the Third Sector with the option of additional training specifically designed to enhance general employability skills
* **Opportunities for All** is the Scottish Government's commitment to an offer of an appropriate place in learning, training for 16-19 year olds not already engaged in education, training or employment
* **Activity Agreements** are for 16-19 year olds assessed as requiring additional support in order to progress to further learning, employability skills training, a Modern Apprenticeship, and employment
* **Scotland's Employer Recruitment Incentive** supports employers to recruit young people who face the biggest barriers to employment
* The **Employability Fund** supports young people towards employment through a number of local training programmes.

Fair Start Scotland is a programme that is due to run until 2021, but a successor programme will need to be designed ahead of that. Monitoring the performance of the first programme will be a key part of that.

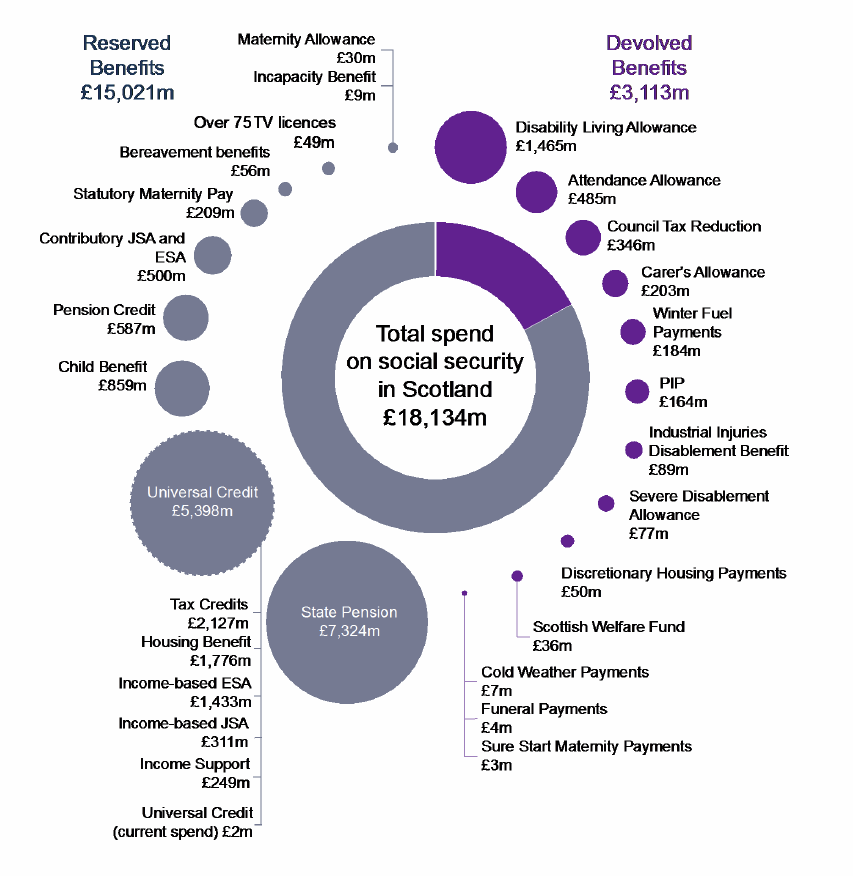
**Discussion Questions**

**Q15. Do you have any views on the Fair Start Scotland programme?**

**Q16. More broadly, do you have any suggestions on how we can support disabled people and others who are furthest away from the labour market into employment?**

**Q17. Do you feel you had a good understanding of the welfare system and social security devolution before you started engaging with this SPF paper?**

1. **Appendix A (Social Security Spend in Scotland)**



1. **Appendix B (PIP Assessment)**

PIP is made up of 2 components – a daily living component and a mobility component. Both are payable at standard and enhanced rates. The below tables show the scores and pass marks required for both components and rates.

**DAILY LIVING ACTIVITIES AND DESCRIPTORS**

(The entitlement thresholds (pass mark) for the daily living rates and components of PIP are 8 points for the standard rate and 12 for the enhanced rate.)

Preparing food Activity 1

a Can prepare and cook a simple meal unaided. Score 0

b Needs to use an aid or appliance to be able to either prepare or cook a simple meal. Score 2

c Cannot cook a simple meal using a conventional cooker but is able to do so using a   
microwave. Score 2

d Needs prompting to be able to either prepare or cook a simple meal. Score 2

e Needs supervision or assistance to either prepare or cook a simple meal. Score 4

f Cannot prepare and cook food. Score 8

Taking nutrition Activity 2

a Can take nutrition unaided. Score 0

b Needs either

(i) to use an aid or appliance to be able to take nutrition; or

(ii) supervision to be able to take nutrition; or

(iii) assistance to be able to cut up food. Score 2

c Needs a therapeutic source to be able to take nutrition. Score 2

d Needs prompting to be able to take nutrition. Score 4

e Needs assistance to be able to manage a therapeutic source to take nutrition. Score 6

f Cannot convey food and drink to their mouth and needs another person to do so. Score 10

Managing therapy or monitoring a health condition Activity 3

a Either

(i) does not receive medication or therapy or need to monitor a health condition; or

(ii) can manage medication or therapy or monitor a health condition unaided. Score 0

b Needs either

(i) to use an aid or appliance to be able to manage medication; or

(ii) supervision, prompting or assistance to be able to manage medication or   
monitor a health condition. Score 1

c Needs supervision, prompting or assistance to be able to manage therapy that takes

no more than 3.5 hours a week. Score 2

d Needs supervision, prompting or assistance to be able to manage therapy that takes

more than 3.5 but no more than 7 hours a week. Score 4

e Needs supervision, prompting or assistance to be able to manage therapy that takes

more than 7 but no more than 14 hours a week. Score 6

f Needs supervision, prompting or assistance to be able to manage therapy that takes

more than 14 hours a week. Score 8

Washing and bathing Activity 4

a Can wash and bathe unaided. Score 0

b Needs to use an aid or appliance to be able to wash or bathe. Score 2

c Needs supervision or prompting to be able to wash or bathe. Score 2

d Needs assistance to be able to wash either their hair or body below the waist. Score 2

e Needs assistance to be able to get in or out of a bath or shower. Score 3

f Needs assistance to be able to wash their body between the shoulders and waist. Score 4

g Cannot wash and bathe at all and needs another person to wash their entire body. Score 8

Managing toilet needs or incontinence Activity 5

a Can manage toilet needs or incontinence unaided. Score 0

b Needs to use an aid or appliance to be able to manage toilet needs or incontinence. Score 2

c Needs supervision or prompting to be able to manage toilet needs. Score 2

d Needs assistance to be able to manage toilet needs. Score 4

e Needs assistance to be able to manage incontinence of either bladder or bowel. Score 6

f Needs assistance to be able to manage incontinence of both bladder and bowel. Score 8

Dressing and undressing Activity 6

a Can dress and undress unaided. Score 0

b Needs to use an aid or appliance to be able to dress or undress. Score 2

c Needs either

(i) prompting to be able to dress, undress or determine appropriate circumstances

for remaining clothed; or

(ii) prompting or assistance to be able to select appropriate clothing. Score 2

d Needs assistance to be able to dress or undress their lower body. Score 2

e Needs assistance to be able to dress or undress their upper body. Score 4

f Cannot dress or undress at all. Score 8

Communicating verbally Activity 7

a Can express and understand verbal information unaided. Score 0

b Needs to use an aid or appliance to be able to speak or hear. Score 2

c Needs communication support to be able to express or understand complex

verbal information. Score 4

d Needs communication support to be able to express or understand basic

verbal information. Score 8

e Cannot express or understand verbal information at all even with communication

support. Score 12

Reading and understanding signs, symbols and words Activity 8

a Can read and understand basic and complex written information either unaided

or using spectacles or contact lenses. Score 0

b Needs to use an aid or appliance, other than spectacles or contact lenses, to be

able to read or understand either basic or complex written information. Score 2

c Needs prompting to be able to read or understand complex written information. Score 2

d Needs prompting to be able to read or understand basic written information. Score 4

e Cannot read or understand signs, symbols or words at all. Score 8

Engaging with other people face to face Activity 9

a Can engage with other people unaided. Score 0

b Needs prompting to be able to engage with other people. Score 2

c Needs social support to be able to engage with other people. Score 4

d Cannot engage with other people due to such engagement causing either

(i) overwhelming psychological distress to the claimant; or

(ii) the claimant to exhibit behaviour which would result in a substantial risk of

harm to the claimant or another person. Score 8

Making budgeting decisions Activity 10

a Can manage complex budgeting decisions unaided. Score 0

b Needs prompting or assistance to be able to make complex budgeting decisions. Score 2

c Needs prompting or assistance to be able to make simple budgeting

decisions. Score 4

d Cannot make any budgeting decisions at all. Score 6

**MOBILITY ACTIVITIES AND DESCRIPTORS**

(The entitlement thresholds (pass mark) for the mobility rates and components of PIP are 8 points for the standard rate and 12 for the enhanced rate.)

Planning and following journeys Activity 1

a Can plan and follow the route of a journey unaided. Score 0

b Needs prompting to be able to undertake any journey to avoid overwhelming

psychological distress to the claimant. Score 4

c Cannot plan the route of a journey. Score 8

d Cannot follow the route of an unfamiliar journey without another person,

assistance dog or orientation aid. Score 10

e Cannot undertake any journey because it would cause overwhelming psychological

distress to the claimant. Score 10

f Cannot follow the route of a familiar journey without another person, an

assistance dog or an orientation aid. Score 12

Moving around Activity 2

a Can stand and then move more than 200 metres, either aided or unaided. Score 0

b Can stand and then move more than 50 metres but no more than 200 metres,

either aided or unaided. Score 4

c Can stand and then move unaided more than 20 metres but no more than 50 metres. Score 8

d Can stand and then move using an aid or appliance more than 20 metres

but no more than 50 metres. Score 10

e Can stand and then move more than 1 metre but no more than 20 metres,

either aided or unaided. Score 12

f Cannot, either aided or unaided, (i) stand; or (ii) move more than 1 metre.

1. Please note that the Appendix lists a total spend of £3.1bn, since it also includes the already devolved Council Tax Reduction Scheme. [↑](#footnote-ref-1)
2. SPICe – *New Social Security Powers*, May 2016 [↑](#footnote-ref-2)
3. Audit Scotland - *Managing the implementation of the Scotland Acts*, March 2018 [↑](#footnote-ref-3)
4. SPICe – *Scotland Act 2016: Carer’s Allowance*, June 2016 [↑](#footnote-ref-4)
5. SPICe – *Social Security (Scotland) Bill,* August 2017 [↑](#footnote-ref-5)
6. Scottish Government, *Social Security (Scotland) Bill Policy Memorandum*, June 2017 [↑](#footnote-ref-6)
7. SPICe – *New Social Security Powers*, May 2016 [↑](#footnote-ref-7)
8. Scottish Government – *Social Security in Scotland Consultation*, Jul 2016 [↑](#footnote-ref-8)
9. Scottish Government – *Social Security in Scotland Consultation*, Jul 2016 [↑](#footnote-ref-9)
10. Ibid. [↑](#footnote-ref-10)
11. <https://www.theguardian.com/society/2018/may/03/finland-disputes-scotlands-baby-box-claims-after-expert-warning> [↑](#footnote-ref-11)
12. Poverty and Inequality Commission - *Advice on the Scottish Government’s Child Poverty Delivery Plan 2018,* Feb 2018 [↑](#footnote-ref-12)
13. https://www.bbc.co.uk/news/uk-scotland-scotland-politics-41832065 [↑](#footnote-ref-13)
14. Reform Scotland – *The Basic Income Guarantee*, Feb 2016 [↑](#footnote-ref-14)
15. <http://www.employabilityinscotland.com/devolved-employment-services/fair-start-scotland/-faq/> [↑](#footnote-ref-15)