

Title/Subject: Audit Scotland Self Directed Support: Progress report 2017

Meeting: Audit Committee

Date: 5 December 2017

Submitted By: Head of Adult Social Work Services

Action: For Noting

1. INTRODUCTION

- 1.1 This report provides a response to the recommendations contained in the recent Audit Scotland Progress Report on implementation of Self Directed Support.

2. RECOMMENDATION

- 2.1 The Audit Committee is asked to note the key messages and recommendations in the report and to note the development work that is underway in response to the recommendations.

3. BACKGROUND

- 3.1 In 2014 Audit Scotland published a report on how well prepared local authorities were for the implementation of the Social Carer (Self-Directed Support) (Scotland) Act 2013. They found that councils still had a lot of work to do to make the 'cultural and practical changes needed to successfully implement SDS'. In August 2017 Audit Scotland published a follow up report. The aim of this follow-up audit was to establish whether councils, integration authorities and the Scottish Government are making sufficient progress in implementing SDS to achieve the aims of the ten-year SDS strategy.

4. KEY MESSAGES & RECOMMENDATIONS

- 4.1 Key messages in the report are as follows:

- **Social care** - Most people rate their social care services highly
- **Choice and Control** -Not everyone is getting the choice and control envisaged in the SDS strategy
- **Personalisation** - Staff are positive about the principles of personalisation and SDS
- **Staff Support** -Front-line staff who feel equipped, trusted and supported are better able to help people choose the best support for them

- **Significant pressures** - Authorities are experiencing significant pressures from increasing demand and limited budgets for social care services
- **Flexibility of provision** - There are tensions for service providers between offering flexible services, managing their costs and making extra demands on their staff

4.2 There are a number of recommendations in the report. Key points are detailed below. Further detail of action currently being taken within the Falkirk Health and Social Care Partnership is contained in Appendix 1.

4.3 Directing your own support

A key element of the SDS strategy is for local authorities to work in partnership with service users, carers and providers to design more flexibility and choice into support options. The figures for Falkirk indicate that the number of people choosing an SDS option other than Option 3 continues to increase. Many people already have support in place under Option 3 and where the support is working well they are likely to continue with this option. Staff are increasingly more confident in discussing SDS options with individuals and carers to ensure they know they have choice. The local support service (SDS Forth Valley) continues to support individuals to understand the options and the responsibilities associated with each of them.

4.4 A survey of people using SDS was conducted by Self Directed Support Scotland (an umbrella organisation for local support services in Scotland) and published in September 2016. The survey covered the Lothians and 2 other local authorities. It found that 83% of respondents were happy with the support in place. The survey response rate was quite low (18%) but the information provided indicated that people are still unsure about taking on the additional responsibility of arranging their own support and, in particular, Option 1 was considered to be complex and difficult to manage. 53% of respondents had chosen Option 3. This reflects our local experience. Where we have been able to work with providers and to share our own direct provision to deliver support that meets people's outcomes in the way that suits them, Option 3 is a popular choice. Local providers are increasingly demonstrating their willingness to engage in delivering flexible support in line with the principles of SDS, including within Option 3 support. This has been a learning process for all partners, including individuals and carers. We recognise that there is still a long way to go and continual development is required, but we are confident that working together to improve outcomes focussed support provision will ensure that people choosing Option 3 will continue to have increased levels of choice about how their support is delivered.

4.5 Work is required to review processes for supporting children to transition into adult services. This will include young carers, in anticipation of the Carers (Scotland) Act implementation in 2018.

4.6 Assessing Needs and Planning Support

The SDS Project Development Manager, Corporate Risk Coordinator and ASP Co-coordinator were involved in the development of a Risk Resource which was launched by Scottish Social Services Council in October 2017. This is an on-line learning tool

for front line staff which will support their decision making by encouraging them to examine risk in relation to outcomes, choice, control and responsibility.

- 4.7 All staff, service users and carers are encouraged to make contact with the SDS Team and with Forth Valley Self Directed Support and/or Falkirk Carers Centre to ensure they are in receipt of the right information and support.

4.8 Commissioning for SDS

This work is on-going and includes input from the SDS team on the following:

- Care at Home specification for new tender.
 - Working with providers to support more flexible approaches to support provision – including SDS Option 2 contracts and Short Break Voucher provision.
 - A new resource allocation system is being developed to enable allocation of budgets to be fairer, more transparent and to enable more accurate support planning.
 - Work is ongoing with the Falkirk Community Trust to look at alternative services and activities to meet local need.
- 4.9 Further development work is needed e.g. some local authority areas have carried out asset mapping and development of locality based community supports such as the role of community connectors. We have identified that further discussion is needed to take this forward and link it to the development of localities within the Falkirk HSCP and the locality planning process.

4.10 Implementing the national SDS strategy

There are already good examples of joint working between community health staff and social work staff. This has led to good joint support arrangements, however there is more work needed to ensure consistent approaches.

- 4.11 Current electronic systems are outdated (Social Work Information System) and this can make it difficult to monitor and report on the extent that peoples personal outcomes are being met. However, the specification for the new system will ensure outcomes measurement is more meaningful. There is some evidence emerging nationally on good outcomes measurement in line with the Talking Points approach¹. Further exploration is needed to inform accurate outcomes measurement as part of Falkirk's implementation.

5. CONCLUSIONS

- 5.1 The successful implementation of SDS is dependent on embedding an outcome focused approach into social work practice. This ensures that individuals are fully involved in the assessment process. It supports them to identify their personal outcomes in the context of their strengths and abilities and the support available to

¹ https://meaningfulandmeasurable.files.wordpress.com/2015/04/recordingguide_meaningfulandmeasurable.pdf

them within their families and communities. It identifies gaps in support where assistance is needed to promote health and wellbeing and achieve the desired outcomes. The work being undertaken in response to the Audit Scotland Report (described above) seeks to ensure that systems, policies and procedures are designed to facilitate this approach.

Resource Implications

The implementation of SDS is currently managed within existing implementation funding, to support Adult and Children's Services to mainstream SDS and embed it in practice. The level of implementation funding available for 2018-19 is not yet known.

Impact on IJB Outcomes and Priorities

The implementation process for SDS within Falkirk has been closely aligned with the Scottish Government Strategic Objectives, as stated in the National Strategy and the SDS Work Plan (2016-18), and with the Strategic Outcomes outlined in the Falkirk Partnership Strategic Plan 2016-19. The intention is that all progress towards implementation will contribute towards the Partnership's outcomes. The current assessment process, identification of personal outcomes and identification of eligible support need is underpinned by these outcomes.

Legal & Risk Implications

No local legal or risk implications identified in relation to this report

Consultation

No consultation required at this time in terms of this report.

Equalities Assessment

No requirement for Equalities Assessment in relation to this report.

Approved for Submission by: Patricia Cassidy, Chief Officer

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Date: 14.11.2017

Appendices:

Appendix 1: Falkirk HSC Partnership Self-Assessment: Audit Scotland Self-Directed Support 2017 Progress Report

Ref:	Key Recommendations	Current Position	Improvement Actions	Lead	Timescale
	<p>Work in partnership with service users, carers and providers to design more flexibility and choice into support options</p>	<p>We continue to work with local organisations, particularly Forth Valley Self-Directed Support (FVSDS), to ensure that service users and carers are provided with the information and support required, to explore the different options, and they are supported to work with providers to plan support that is flexible and meets their agreed outcomes.</p>	<p>We are undertaking a review of our social care day services for younger adults.</p> <p>A joint review is underway of services for older people.</p> <p>Our new home care tender is seeking to shape purchased home care services towards more outcome focused delivery.</p>	<p>Kevin Hurst/Margaret Petherbridge</p>	<p>On-going</p>
	<p>Review processes for supporting children to transition into adult services</p>	<p>Work is underway with the Shine Partnership to explore ways of supporting young people who are leaving school and their families, to identify their desired outcomes and to plan ahead in preparation for leaving school.</p> <p>Work continues between Children's Services and Adult services, including development of Transitions arrangements, for the identification and support of young people who may need on-going</p>		<p>Kevin Hurst/Margaret Petherbridge</p>	<p>On-going</p>

Ref:	Key Recommendations	Current Position	Improvement Actions	Lead	Timescale
		<p>support as they move into adult services. This will include young carers, in anticipation of the Carers (Scotland) Act implementation in 2018.</p>			
	<p>Provide staff with further training and help on identifying and planning for outcomes</p>	<p>Training continues for staff in Adult Services on outcomes focussed assessment and includes 'Good Conversations' training which is on-going.</p> <p>The implementation of updated and outcomes focused Eligibility Criteria since October is underway. This is accompanied by Guidance documentation and briefing sessions have been held for front line teams. Implementation is being monitored and a 'Champions Group' has been set up with representatives from each Community Care Team to monitor implementation. Guidance will be further updated in line with the learning identified from implementation process.</p> <p>Briefing was also provided to Service Providers on the implementation of the new Eligibility Criteria. This was set in the context</p>	<p>There are some changes being made to the SWIS system to improve the processes for assessment. These are relatively small but should make assessment, identification of outcomes and SDS options easier to record</p>	<p>Kevin Hurst/Margaret Petherbridge</p>	<p>On-going</p>

Ref:	Key Recommendations	Current Position	Improvement Actions	Lead	Timescale
		<p>of the new tender for the Care and Support at Home Framework and encourages providers to adopt an outcomes focussed approach to support provision.</p>			
	<p>Work with service users and carers to review their assessment and support planning processes to make them simpler and more transparent</p>	<p>Work continues with staff and service user/carers groups on the development of new options for support. Forth Valley Self Directed Support and the Falkirk Carers Centre staff, in particular, have been very helpful in supporting both staff and service users/carers in understanding the process of support planning and this informs further development of processes and tools being used locally. This has helped to increase flexibility and access to a range of options for support e.g. there has been an increase in the use of the Voucher scheme for adults with mental illness and dementia and the Falkirk Respite Project continues to offer flexible breaks to carers</p> <p>Further work with providers is planned.</p>	<p>We are working through engagement events with service users and their families to redesign day services and supports.</p>	<p>Kevin Hurst/ Margaret Petherbridge/ Hugh Coyle</p>	<p>On-going</p>

Ref:	Key Recommendations	Current Position	Improvement Actions	Lead	Timescale
	<p>Establish clear guidance for staff on discussing the balance between innovation, choice and risks with service users and carers and implementing local policies in practice</p>	<p>This work is on-going. Falkirk staff (SDS Project Development Manager, Corporate Risk Coordinator and ASP Co-coordinator) were involved in the development of a Risk Resource which was launched by Scottish Social Services Council in October 2017. This is an on-line learning tool for front line staff which will support their decision making by encouraging them to examine risk in relation to outcomes, choice, control and responsibility.</p> <p>The SDS Team has worked with the Corporate Risk Coordinator to better understand the links between front line practice and corporate risk management. This has informed discussions at the Front Line Workers Group (SDS) and encourage workers to take these discussions back to their teams.</p> <p>The above informs the development of practice in relation to SDS implementation and aims to improve approaches to risk assessment and risk management.</p>		<p>Kevin Hurst/Margaret Petherbridge/Hugh Coyle</p>	<p>On-going</p>

Ref:	Key Recommendations	Current Position	Improvement Actions	Lead	Timescale
	support staff in applying professional judgement when developing innovative solutions to meet individual needs flexibly	There is good evidence of increased activity at team level in relation to SDS options. More SDS options are recorded on SWIS indicating that this is being discussed with people at assessment and review. There is an increase in enquiries about flexible support options, particularly around short break provision and day support. Support to staff from managers and the SDS Team is on-going to encourage flexible and innovative approaches within allocated personal budgets.	We are undertaking work to implement revised eligibility criteria. This encompasses supporting staff to develop innovative and creative support solutions within available resources.	Kevin Hurst/Margaret Petherbridge	On-going
	ensure they are providing information on sources of support to those who are accessing SDS	All staff, service users and carers are encouraged to make contact with the SDS Team and with Forth Valley Self Directed Support and/or Falkirk Carers Centre to ensure they are in receipt of the right information and support. Guidance is provided on policies and procedures as well as flexible approaches to support. Further signposting to other supports and organisations is provided where appropriate.	We recognise the need for improvement on signposting to community supports. We have started work on building communities of practice, being together, key stakeholders in localities to build awareness of community capacity and assess which can be drawn upon.	Kevin Hurst/Margaret Petherbridge	On-going

Ref:	Key Recommendations	Current Position	Improvement Actions	Lead	Timescale
	work with service users, carers and providers to review the information and help they offer to people during assessments, reviews and planning discussions	As stated above, staff, service users and carers are encouraged to make contact with relevant support organisations. The SDS Team continues to work in partnership with these organisations to improve processes and information provision relevant to assessment, review and support planning.	We have commenced implementation of ADL Smartcare, an online self assessment / self management support tool which staff will be able to promote to service users at point of initial referral.	Kevin Hurst/Margaret Petherbridge	On-going
	develop longer-term commissioning plans that set out clearly how more choice and flexibility will be achieved for local service users and how decisions will be made to re-allocate money from one type of service to another	<p>This work is on-going and includes input from the SDS team on the following:</p> <ul style="list-style-type: none"> • Care at Home specification for new tender • Work with Falkirk Community Trust to widen the scope of access for activities delivered by the Trust e.g. they contribute directly to the Respitality Project • Work with providers delivering short breaks/respite to monitor changes in the way respite is accessed and to manage changes in occupancy levels in residential homes, monitor expenditure and increase alternatives to residential care • Working with providers to support more flexible 	<p>Further development and testing of Individual Budget Calculator (IBC) for allocation of personal budgets is needed to ensure effective management of budgets. This work is in progress.</p> <p>New care and support at home tender is in progress. This should support outcomes focussed approaches to support planning under Option 3</p> <p>A day service review is</p>	<p>Kevin Hurst/Margaret Petherbridge/Contracts and Commissioning Team/Nikki Harvey</p>	<p>Testing to be complete and implementation commenced by 1 April 2018</p> <p>On-going</p> <p>Implementation in April 2018</p>

Ref:	Key Recommendations	Current Position	Improvement Actions	Lead	Timescale
		<p>approaches to support provision – including SDS Option 2 contracts and Short Break Voucher provision</p> <ul style="list-style-type: none"> • A new resource allocation system is being developed to enable allocation of budgets to be fairer, more transparent and to enable more accurate support planning. 	<p>underway, including public consultation, which may improve re-allocation of budgets from fixed services to more flexible options</p>		On-going
	<p>work with service users, carers and provider organisations to develop more flexible outcome-focused contractual arrangements</p>	<p>As described above, new contractual options are being used and further developed as learning improves.</p>			On-going
	<p>continue to work with communities to develop alternative services and activities that meet local needs</p>	<p>Work is on-going with Falkirk Community Trust.</p>	<p>Further development work is needed e.g. some areas have carried out asset mapping and development of locality based community supports e.g. community connectors. Identified that further discussion is needed to take this forward.</p>	<p>Kevin Hurst/Margaret Petherbridge</p>	On-going
	<p>develop targeted information and training on SDS for healthcare professionals who have a direct or indirect influence on people's health and social care support</p>	<p>There are already good examples of joint working between community health staff and social work staff. This has led to good joint support</p>	<p>There is a need to include health colleagues in more focussed training for</p>	<p>Kevin Hurst/Margaret Petherbridge</p>	TBC

Ref:	Key Recommendations	Current Position	Improvement Actions	Lead	Timescale
		<p>arrangements, however there is more work needed to ensure consistent approaches.</p> <p>Health colleagues attended briefing sessions on the new Eligibility Criteria which included information about SDS and when it is appropriate to offer information on SDS Options</p>	SDS.		
	<p>monitor and report the extent to which people's personal outcomes are being met and use this information to help plan for future processes and services</p>	<p>Current electronic systems are outdated (SWIS) and make this difficult. However, the specification for the new system will ensure outcomes measurement is more meaningful.</p> <p>There is some evidence emerging nationally on good outcomes measurement in line with the Talking Points approach².</p> <p>In the interim, some limited changes are being made to the current SWIS system to improve outcomes recording and measurement.</p>	<p>Tender specification almost complete for SWIS replacement. This will be issued shortly</p> <p>Further exploration is needed to inform accurate outcomes measurement as part of Falkirk's implementation. The SWIS replacement system will support the development required</p>		<p>Imminent</p> <p>On-going</p>

² https://meaningfulandmeasurable.files.wordpress.com/2015/04/recordingguide_meaningfulandmeasurable.pdf