

To: SOCIAL WORK COMMITTEE		Subject: IMPLEMENTATION OF SOCIAL WORK PRIORITIES 2002
From: DIRECTOR OF SOCIAL WORK		
Date: 9 <sup>TH</sup> MAY 2002	Ref: DM	

## 1. BACKGROUND

- 1.1. Local Authority Social Work Departments require to deliver the most extensive and far-reaching agenda since the inception of the Social Work (Scotland) Act 1968. This paper sets out the main priorities and how they will be addressed. It also seeks approval to remit agreement of development proposals to the Convenors of Social Work and Policy & Resources (Personnel Sub) Committees, in conjunction with the Director of Social Work and Head of Personnel Services, for the period of recess so as not to impair the capacity of the Council to meet its statutory obligations.

## 2. INTRODUCTION

- 2.1. The establishment of the Scottish Executive has resulted in a wide range of new legislation and policy initiatives accompanied by a substantial volume of guidance and directives. Much of this relates to the field of community care, but there is also a major development agenda in children and families work and criminal justice. This report has been organised in ways to reflect the various areas of activity that Social Work plays a lead role, in partnership with other agencies and Departments.

## 3. RESOURCES

- 3.1. The complexities of the task that lie ahead have been recognised by the Scottish Executive within the terms of the local government settlement for 2002/03 and additionally supported by the Council by a number of carefully targeted service enhancements. Furthermore there has been considerable income generated through the opportunity afforded by the Supporting People policy, more detail of which is provided in paragraph 9 of this report. The scale of the development agenda is illustrated by the increased investment of over £20.6m for the Social Work budget in 2002/03. The majority of this is ring-fenced for services to older people.

## 4. COMMUNITY CARE

- 4.1. Community care refers to people who require services because of the consequences of frailty, illness or disability. Most of the duties are undertaken within the framework of the NHS & Community Care Act (1990) which places a duty on Local Authorities to assess the needs of people and to arrange services to meet the needs that have been assessed. The capacity of Local Authorities to execute these responsibilities has been influenced by a number of different factors, not least the fact that the resources made available for this purpose were capped for many years at the amount of spend at the point of implementation of the Act. The impact of an ageing population, changing expectations of service users and carers and the fact that many more people with severe disabilities are being supported in their desire to live in their own homes, means that demands on services have increased dramatically.

- 4.2. Problems associated with the delivery of successful care in the community led to a policy document entitled Modernising Community Care: An Action Plan (1998) which sought better joint working between agencies, in particular the NHS and Local Authorities. Public and political dissatisfaction with the pace of change led to the Report of the Joint Future Group (November 2000), the community care policy-making wing of the Executive. This went considerably further than any previous policy initiative and set out a whole range of targets to be achieved to demanding timescales. The targets related to the delivery of services such as equipment and adaptations, home care, respite care (short breaks), as well as the organisation of the ways services are delivered across agencies such as the provision of single, shared assessment. Most radical of all, it requires joint resourcing and management of services between the NHS and Local Authority, starting with services for older people.
- 4.3. The report of the Joint Future Group was accepted by the Executive in 2001 and accompanied by significant extra resources. The Community Care and Health (Scotland) Act contains powers for the Executive to take where they believe progress on joint resourcing and management to have been unsatisfactory. These include the powers for Ministers to give directions to Local Authorities and NHS bodies requiring certain joint working arrangements to be entered into. The intention of securing better services by close joint working across agencies is supported; the practical implications of implementation cannot be underestimated, particularly within the timescales set.

#### 4.4. Older People and People with Dementia

4.4.1. Following the Royal Commission on Long Term Care (usually referred to as the Sutherland Report) the Scottish Executive has published a series of policy initiatives such as "Fair Care for Older People" on the matter of free personal care (September 2001). Local Authorities and partners are required to produce Local Outcome Agreements setting out how they will meet targets identified within the Joint Future Group report in respect of service for older people. In March 2002 the Minister for Health and Community Care announced a Delayed Discharge Action Plan to reduce the numbers of so-called blocked beds in Scotland. Each of these initiatives have been accompanied by extra resources. The challenge facing Social Work is to:

- Support a larger proportion of older people to remain in their own home than has ever previously been the case
- Provide or purchase a greatly increased volume of high quality home care
- Provide free home care for everyone who leaves hospital for the first four weeks of their care
- Implement the Executive's policy of free personal care for older people
- Provide more services such as respite care to support carers who look after older people
- Ensure there are sufficient high quality care home placements available for those who choose to live in these settings
- Embrace the imaginative use of new technologies to help people to remain at home when they may otherwise have been unable to do so
- Create access to independent advocacy
- Operate effective joint early supported discharge teams to help prevent people remaining in hospital care for longer than necessary
- Operate effective joint rapid response teams to help prevent unnecessary hospital admission
- Operate a single shared assessment with the NHS and others, with implementation phased throughout 2002
- Achieve joint resourcing and management with the NHS for older people ahead of other care groups.

4.4.2 One of the immediate consequences of the above will be to revisit the scale, organisation and management of the Department's home care service and bring forward future proposals on this and other related matters.

## 4.5 People with Learning Disabilities

4.5.1 Services for people with a learning disability have become a high priority for the Scottish Executive, following the publication of "The Same As You?", the national strategy which was accompanied by additional resources of £720,000 over a three year period. The Lanarkshire strategy, "We Want A Life" also reflects the same priorities. Whilst considerable progress has been made to date, there is still much more to achieve, particularly in relation to the Council's own services for people with learning disabilities. The challenge facing Social Work is to:

- Create a wide range of day opportunities, including the modernisation of Council services – this lies within the remit of a currently established Member/Officer working group
- Further develop supported employment so that more people can earn real wages in real jobs
- Complete, by 2005, the remaining phases of a discharge programme for people with learning disabilities who still live in long stay hospital care
- Put in place arrangements for Local Area Co-ordination
- Ensure all people with learning disabilities have individual person centred plans
- Ensure there are sufficient high quality local providers to meet the scale and nature of assessed needs
- Improve access to advocacy.

## 4.6 People with Mental Health Problems

4.6.1 The Scottish Executive requires the NHS and Local Authorities to deliver joint Frameworks for Mental Health Services. There is a current joint strategy in place for North Lanarkshire which is part way through implementation. There are a number of service developments associated with this, together with a set of major new responsibilities set out in new or forthcoming legislation. The challenge facing Social Work is to:

- Implement the Adults with Incapacity (Scotland) Act 2001, the most significant impact for Local Authorities being contained within sections to be enacted from April 2002
- Review and revise the way statutory Mental Health Officer duties are delivered in light of the above and a forthcoming new Mental Health Act for Scotland
- Ensure there are effective procedures for the protection of vulnerable adults, itself the subject of a new Bill seeking to extend the concept of vulnerability beyond mental disorder to people who are vulnerable for other reasons such as frailty or disability
- Develop the model of Resource Networks across the Council area, locating Social Work staff in Outreach Teams to support people with severe and enduring mental illness
- Create a range of community based services, including day opportunities and supported employment.

## 4.7 People with Physical Disabilities, Sensory Impairment and Acquired Brain Injury

4.7.1 For many years services for people with physical disabilities, including sensory impairment and acquired brain injury have been accorded a relatively low priority within community care. Restructuring of the Department in May 2001 created management arrangements designed to give greater focus to these services. The report of the Joint Future Group emphasised the need for improved equipment and adaptation services including joint stores. The challenge facing Social Work is to:

- Deliver an efficient joint equipment service in partnership with NHS Lanarkshire- the new service will start in May 2002

- Meet the Executive's recommendations for people with sensory impairments contained within the report "Sensing Progress"
- Ensure all points of service delivery are equipped with appropriate communication aids for people with sensory impairments and suitably adapted for access for people with physical disabilities
- Review services for people with sensory impairment
- Act on recommendations contained within the current needs identification project of people with dual hearing/visual impairment currently being undertaken by Deafblind Scotland
- Review services for people with acquired brain injury (the subject of a separate report to Social Work (Operations & Services) Sub Committee in May 2002).

4.7.2 It is important to recognise that many of the challenges the Council has in meeting the needs of people with physical disabilities are explicitly corporate. For example meeting the requirements of the Disability Discrimination Act to allow public access, promoting Shopmobility schemes in town centres, facilitating accessible public transport, running an efficient adaptations service via the Housing Department. People with disabilities are among the most socially excluded in our communities often because of issues of access and support to use ordinary facilities.

#### 4.8 Children And Young People with Disabilities

4.8.1 More children and young people with disabilities are being cared for at home than ever before as a result of changing social attitudes and improved medical care. The challenge facing Social Work is to:

- Ensure local services are able to support people with high levels of needs arising from their disability and that people do not have to leave their home area to get the services they need
- Better respond to the needs of children and young people with conditions such as autism about which both incidence and awareness is increasing
- Ensure access to high quality services at times of transition, especially for young people leaving school (a joint Transition Planning Project provides the basis for future development in this respect).

#### 4.9 People with Addictions

4.9.1 Tackling drug misuse in Scotland is one of the Scottish Executive's key priorities. In taking this forward the Executive have enlisted the support of other key partners, including Drug Action Teams, the NHS, Scotland's Councils, the voluntary sector and the police.

4.9.2 Whilst there is much public focus on drug misuse, it is important to note that alcohol misuse can have equally devastating effects on individuals and families. Therefore there has to be a dual approach in service developments that acknowledge both the alcohol and drugs misuse issue.

4.9.3 Social Work in North Lanarkshire has a leading role in providing counselling and rehabilitation services. Recent monies allocated by the Executive through the Children's Change Fund and for Rehabilitation Services has enabled the Council to develop and expand its service provision. The challenge facing Social Work is to:

- Ensure the provision of high quality services available in local communities
- Provide or arrange support for children and young people in vulnerable situations, which includes the assessment of needs of children of drug misusing parents
- Develop alternatives to prosecution and imprisonment related to drug misuse problems
- Increase access to information and services for vulnerable groups

- Increase the number of drug users becoming and remaining drug free, and promote their inclusion in society
- Ensure we have a well equipped and trained addiction service
- Develop support services for individuals and groups, which assist them through the rehabilitation process
- Respond to the needs of families of people who misuse drugs and alcohol.

#### 4.10 Carers

4.10.1 The Scottish Executive produced a national strategy for carers in November 1999. The North Lanarkshire Strategy for Carers was produced in May 2001 and reflects a growing partnership with a range of carer organisations and individuals. The Executive allocates money for services to carers that have to be agreed by carers themselves. The outcomes of these discussions are regularly reported to Committee. The challenge facing Social Work is to:

- Build upon existing partnerships to ensure carers have a strong voice in decisions taken about the planning and delivery of services
- Provide or purchase high quality services such as respite care that support carers in their task
- Promote the carers right to assessment, as modified in the Community Care and Health (Scotland) Act 2002
- Provide better information about services and how to access them.

### 5. CHILDREN AND FAMILIES

5.1. Services to children and their families are generally provided in terms of The Children's (Scotland) Act 1995 with associated regulation and guidance provided by the Scottish Executive. The Act includes powers and duties in terms of children in need; children who are looked after and those looked after and accommodated; and children who have or are affected by disability. It also places a responsibility on the Local Authority to produce a Children's Services Plan in partnership with other agencies.

5.2. For Scotland's Children Report and Action Plan (October 2001), published by the Scottish Executive, emphasises the need for better integrated children's services with Education, Health and Social Work working more effectively together to improve quality of service and ensure shared information, assessment and co-ordinated action.

5.3. The challenge facing Social Work is to:

- Target services to alter the balance of care away from residential units to community based care
- Develop partnership protocols and services to meet the health care needs of young people who are looked after
- Further develop advocacy services, particularly for children with disability
- Develop befriending and respite services for children with disability
- Improve practice and procedure across agencies involved in child protection
- Improve standards of care offered in residential units and progress improved educational attainment
- Develop specific fostering services for children and young people with serious difficulties
- Restructure Throughcare services to meet local need and meet new duties as required
- Review and develop services for young people in need of support
- Develop community programmes for young people involved in crime
- Develop shared information systems with health and education and single shared assessment.

## **6. CRIMINAL JUSTICE**

6.1. Criminal Justice services in North Lanarkshire are delivered as part of the grouping described in the Executive policy "Tough Options" along with South Lanarkshire Council for 2001 - 2004. Services are delivered in accordance with prescribed National Standards and Objectives. The challenge facing Social Work is to:

- Develop throughcare services for offenders at the end of a custodial sentence
- Develop a range of services for high risk offenders such as sex offenders and offenders with addiction or mental health issues
- Develop an accommodation strategy
- Address the particular needs of women offenders as recommended in "A Safer Way" and "A Better Way"
- Collaborative work with children and families colleagues to improve outcomes for young offenders
- To link information systems with South Lanarkshire Council
- To prepare a common financial framework with South Lanarkshire Council in preparation for the grant being paid as a total sum for the grouping from 2003
- Review Court and Bail services in Lanarkshire.

## **7. ALL CARE GROUPS**

7.1. There are some general themes that apply to all care groupings. These issues are summarised here as service user empowerment; supporting people; and regulation.

## **8. SERVICE USER EMPOWERMENT**

8.1. Whilst the participation and involvement of service users and representative groups lies within each of the care groups identified, there are a number of recent measures adopted by the Executive to promote this way of working. The challenge facing Social Work is to:

- Act on Executive guidance on advocacy issued in 2001 which set out responsibilities for Local Authority and Health or make independent advocacy available to those in need
- Act on a statutory duty to make Direct Payments available to those who want them as contained within the Community Care and Health (Scotland) Act 2002
- Create a Centre for Independent Living in North Lanarkshire to support service users to assert more choice and control over their lives and support needs
- Promote more effective partnerships with service users so that they may better shape the services they receive, both individually and in more strategic ways
- Provide better information about services and how to access them.

## **9. SUPPORTING PEOPLE**

9.1. Supporting People is a major new UK wide policy initiative to promote better organised housing support services to a wide range of vulnerable groups encompassing community care and other service user groups such as people who are homeless, have addiction problems, are affected by domestic violence, offenders, refugees, people with HIV/Aids, those from ethnic minorities and vulnerable families. The funding of disparate housing support schemes, most significantly transitional housing benefit will cease in April 2003 to be replaced by a Supporting People Grant allocated to Councils which will be both cash limited and ring fenced. Social Work leads this agenda in partnership with other Council Departments, notably Housing colleagues, and other key stakeholders. The implementation programme contains 38 requirements all within very short time scales and regular progress reports are put to Committee. The challenge facing Social Work is to:

- Map the existing supply of housing support and assist service users who are eligible access the Transitional Housing Benefit Scheme to ensure maximum resources are transferred to Council for housing support services from April 2003

- Carry out a comprehensive needs analysis across all service user groups to ensure that resources to meet current and future needs are factored into the Supporting People Grant
- In partnership with all stakeholders improve current service provision and develop new services within an agreed commissioning framework
- Develop the Information Technology infrastructure to integrate Supporting People into Care Management, Joint Future, Contracts, Commissioning, Purchasing and all Monitoring Frameworks of the Department and Council
- By October 2002 draft the first five year Strategic Plan for Supporting People which is fully integrated with all other service plans and strategies of Council, linking to the future Local Housing Strategy, each Service User Strategies and wider policy changes
- Set a programme to review all Supporting People Services.

## 10. REGULATION

10.1. The area of regulation and monitoring of care has been high on the Executive's agenda and is now enshrined in the Regulation of Care (Scotland) Act 2001. This establishes a Scottish Commission for the Regulation of Care and introduces national standards to be adhered to in a wide range of care settings.

10.2. The challenge facing Social Work is to:

- To improve the specification of services to be purchased, so as to achieve a better match between services and assessed need
- To improve the monitoring of services purchased by the department, to promote high standards of delivery
- To exercise the Department's financial accountability in relation to services purchased directly by service users using public monies.

## 11. RECOMMENDATION

Committee is asked to:

- note the extensive range of new responsibilities facing the Social Work Department in the coming months; and
- agree that agreement of service developments will be remitted to the Convenors of Social Work and Policy & Resources (Personnel Sub) Committee, together with Director of Social Work and Head of Personnel Services, and homologated at future Committees and;
- otherwise note the content of this report.



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