

# Our shared ambition for the future of social care support in Scotland



# Contents

1. What is this paper about and who is it for?	3
2. Who we are	4
3. Our ambition	4
4. Our ambition in practice	5
5. Reform and investment in Scotland's national interest	10
6. Next steps	11



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# 1.

## What is this paper about and who is it for?

This Statement of Ambition sets out our ambition for the future of social care support in Scotland. It has been published to influence thinking by national and local government, as well as those with an interest in the future of social care support and public services more generally in Scotland. It is an ambition for the social care support Scotland should have and leads to an ambition to see it funded sustainably and fairly.

We regard the current situation - rising demand that is fast outstripping investment, coupled with an approach providing little more than life and limb support to dwindling numbers of people - to be increasingly out of step with modern life and expectations. As a consequence, without action, families will be increasingly relied on to fill the gap and the rhetoric on the rights of persons with disabilities will not be reflected in practice. As a country we cannot afford the social and economic costs of failing to act and to act soon.

Our ambitions are based on the social model definition of 'disability' which says that disability is caused by physical, cultural, organisational and attitudinal barriers within society which reduces the life chances and choices of an individual. They may use social care support to help them overcome those barriers.

This statement uses the generic term '**disabled people**' to refer to **all** disabled people including those with 'invisible' impairments, mental health problems, learning disabilities, people with long-term conditions, older people and including unpaid carers who are also disabled people. It also uses the term '**social care support**' to refer to the personal social care and support services that enable people to take control over their own life and to participate in and contribute to their communities as full and equal citizens. It refers to social care services which are, or could be, publicly funded.

This Statement of Ambition is part of a wider civic society dialogue hosted by the Independent Living in Scotland project. It develops conversations recorded at an event in Edinburgh in January 2016. The wider programme of work covered by the dialogue includes scope for research to identify future models of funding which could be applicable in Scotland.

## 2.

# Who we are

**We are individuals and organisations from across Scotland working together to promote the positive role that social care support can and must play in building a more prosperous Scotland.**

‘We include disabled people of all ages and their organisations, organisations for disabled people, carers, women’s groups, social care providers and wider civil society.’

**We are:** Independent Living in Scotland, Inclusion Scotland, Scottish Council for Voluntary Organisations, Self Directed Support Scotland, Coalition of Carers in Scotland, Voices Of Experience Scotland, Glasgow Disability Alliance, Lothian Centre for Inclusive Living, Glasgow Centre for Inclusive Living, Engender, Disability Agenda Scotland, Learning Disability Alliance Scotland, Scottish Care, Institute for Research and Innovation in Social Services, Coalition of Care and Support Providers in Scotland and the Alliance.

## 3.

# Our ambition

**Our ambition is for sustained public investment in the development of a modern, nationwide infrastructure of social care support.**

The social care support we envision will be an instrument of transformative social change. It will protect, promote and ensure human rights and tackle inequalities for disabled people and carers. We believe that this infrastructure will also play a critical role in building and sustaining Scotland’s social and economic prosperity.

This infrastructure should facilitate the delivery of a statutory framework of common outcomes, underpinned by clear and consistent nationwide rights and entitlements. In order to reflect and adapt to the varied local contexts across Scotland, we believe the administration and delivery of this social care support should be a local matter, involving local government and other statutory and non-statutory agencies and organisations, disabled people and carers.



# 4.

## Our ambition in practice

These are the core features of a modern social care support infrastructure –



### 4.1 – Protecting, promoting and ensuring human rights

The primary purpose of social care support must be to protect, promote and ensure human and civil rights. Our ambition does this.

In particular, social care support must play a central role in ensuring disabled people enjoy their right to live independently and to be included in the community.<sup>1</sup>

#### Achieving our ambition means:

- Preventing disabled people’s isolation and segregation from the wider community.
- Supporting disabled people to participate in and contribute to Scotland’s economic, social, civic, and cultural life as equal citizens.
- Respecting, protecting and ensuring disabled people’s human right to be the author of their own lives, to choose where and with whom to live and to control their own support.

The way social care support is organised and funded must also respect the rights of families and unpaid carers.

#### This means:

- Social care support must enable families to enjoy ordinary relationships with one another and not force people to assume unwanted roles and relationships as ‘carer’ and ‘cared for’ which can damage health and wellbeing.
- Support for unpaid carers must be based upon the level of care they are genuinely able and willing to provide.
- Protecting the rights of children, who should never be required to act as carers for others.
- Promoting the fuller participation of women in Scottish society and ensure that patterns of informal or paid care-giving do not further entrench gender inequality.
- Disabled people and carers coproducing the legislation, policies and practices in which they are stakeholders.

1. See: Article 19 of the United Nations Convention on the Rights of Persons with Disabilities

# 4.

## Our ambition in practice (cont)

### 4.2 – Social care support as a means to other ends

People seek a life, not a service. This is why social care support must be positioned and organised as a means to achieving other ends, such as learning and employment, and not regarded solely as an end in itself.

This should include recognition of the role of social care support in securing improved health outcomes for individuals and preventing or reducing the need for healthcare and hospital stays. However, its wider role must also be formally recognised to avoid social care support being reduced to only ‘healthcare in the community’.

### Achieving our ambition means:

- Social care support should be aligned to a wide range of common outcomes, rooted in human and civil rights, some of which are already part of Scotland’s national outcomes, including:
  - personal dignity
  - control by the individual over day-to-day life,
  - participation in work, education, training, culture, civic life, or recreation
  - social and economic well-being
  - domestic, family and personal relationships
  - an individual’s contribution to society.
- These outcomes should be set out in statute, shaping both the eligibility for social care support and the measurement of overall performance outputs.





### 4.3 – Outcomes achieved with people, not care done ‘to’ or ‘for’ people

Successful social care support will put people requiring support in control, with professionals on tap, not on top. In other words, professionals will be helping their fellow citizens to realize their human rights.

We believe giving greater control than is now the case to those requiring support will stimulate innovation, allowing people to achieve outcomes in imaginative new ways.

This will lead to more efficient and effective use of public resources.

Innovation cannot however thrive in a rigid environment where it is met with suspicion, or where perverse incentives narrow the scope for choice and control. Some people will require additional support and encouragement to exercise choice and control.

#### Achieving our ambition means:

- A framework for supported decision-making, including advice, information and independent advocacy.
- Investment in support structures to encourage people to choose more empowering options for self-directed support, including platforms for peer support and a sustainable future for Disabled People’s Organisations in Scotland.<sup>2</sup>
- Build more flexibility into the approaches by which people who require support are empowered to choose and direct that support i.e. going beyond the rigid application of the options provided under the Self Directed Support Act 2013.
- As few restrictions as are legally required concerning the way people choose to direct their own support. Innovative, and atypical approaches should be encouraged, and where successful should be celebrated and promoted.
- Models of coproduction and involvement should be employed in the commissioning, delivery and inspection of social care support services and be adequately resourced.
- Enhanced transparency and accountability measures including publicly available information on the amounts of funding devoted to each of the different options of self-directed support, the support given to structures such as disabled people’s and carer’s organisations, and the levels of unmet need.

2. Those originations whose governance is controlled by disabled people

# 4.

## Our ambition in practice (cont)

### 4.4 – A nationally equitable but locally flexible approach

Our ambition is for a national statutory framework, founded on common outcomes as described in 4.2 above, underpinned by clear and consistent rights and entitlements.

However, we believe that social care support is best administered and delivered locally involving statutory and non-statutory partners. Those requiring social care support and unpaid carers must be centrally involved in developing and implementing this framework, both nationally and locally.

Social care support is presently a national lottery, with marked differences between local councils in relation to eligibility, charging policies and opportunities to exercise choice and control. This inequity also acts as a barrier to people moving from one area to another, for example to take up a job, go to university, or to be nearer to sources of informal support.

#### **Achieving our ambition means:**

- A national framework of outcomes as proposed in 4.2 above
- A national minimum eligibility threshold that ensures people have the support to participate equally in and contribute to their community, family, work and education
- The abolition of unfair and participation-limiting charging for services and exploration of alternative funding (see Section 6, Next Steps, 3)

- Support for the development of new local delivery mechanisms beyond local government such as social care support cooperatives that allow people to pool personal budgets and hire staff and in peer support via user-led organisations.<sup>3</sup>

### 4.5 – A fairly remunerated, committed and sustainable workforce

Our ambition is for Scotland's social care support infrastructure to offer rewarding, attractive jobs and career opportunities. Founded on a principle of 'reciprocal dignity', this will strive to align the interests of those requiring support with the workforce, improving outcomes for all.

Presently, poor pay and conditions threaten the sustainability and quality of social care support. Care providers and individuals seeking to hire personal assistants struggle to recruit and retain effective staff. The care sector is not regarded as offering either competitive terms and conditions or a career.

The gender imbalance in this poorly paid and under-valued sector is entrenching inequality between men and women; women form most of the frontline workforce but are much less likely to be in senior positions among providers or in local councils.

#### **Achieving our ambition means:**

- All funding bodies must budget to ensure that staff (whether via contracts with providers or through direct payments) are paid a living wage and ensured legal and fair terms of employment. We note, at

time of writing, plans for guidance for the Living Wage to be paid to care workers funded by Scottish councils, including Personal Assistants working in Adult Social Care from October 2016.

- Developing alternative models for organising and delivering social care support that empower disabled people and their chosen advocates to hire and manage their own staff, such as through trusts or by establishing collaborative approaches such as cooperatives (see section 4.4)
- A concerted effort to rebalance the workforce, attracting more men into the workforce and promoting opportunities for women to assume leadership positions.

#### **4.6 – The best use of public resources**

While believing strongly that increased investment (see Section 6 Next Steps, number 3) is the only viable answer over the medium to long term, we also believe that far better use can be made of existing resources in pursuit of our ambition.

Since 1st April 2016 Scotland has had devolved powers in relation to disability and carers benefits and employment support, and a newly integrated infrastructure of health and social care services. These changes provide Scotland with an opportunity to develop an

infrastructure of genuinely joined up, person-centred financial and practical support.

However, the newly devolved disability benefits budget must not lead to a ‘benefits gold rush’ where these monies are used to plug gaps in social care support funding. Additionally, the ongoing integration of health and social care must not lead to a form of social care support which is effectively limited to ‘healthcare in the community’ at the expense of social care support for independent living.

To get optimum use of public resources these opportunities should be exploited to achieve outcomes that are greater than the sum of the parts, working towards common, comprehensive life outcomes.

#### **Achieving our ambition means:**

- Integration of different funding streams and areas of public services around the individual and only where added value can be clearly demonstrated and within a single comprehensive framework of outcomes as per 3.2 above
- Concerted effort to keep bureaucracy to a minimum. Assessment, reassessment and monitoring must be kept to an absolute minimum and any proposals for additional bureaucracy should be subject to a robust test of justification.



# 5.

## Reform and investment in Scotland's national interest

We regard sustained public investment in the development of a modern infrastructure of social care support to be in Scotland's national interest. In particular, we believe effective social care support would be an investment in:

- Jobs and economic growth: Just as the Scottish Government has rightly recognised climate change as an opportunity for green investment and growth, so increasing demand for social care support arising from demographic change also presents opportunities for jobs and growth. Moreover, the availability of social care support holds the potential to widen the pool of Scottish talent available to prospective employers: extending working lives, supporting more disabled people into employment and increasing women's labour market participation. These arguments have been recognised in relation to childcare and responded to by the Scottish Government in its commitment to a transformation in childcare as part of our social infrastructure and economic development.<sup>4</sup>
- Health and wellbeing: Scotland has already recognised the opportunities for early action and prevention that investment in social care support presents.<sup>5</sup> Further investment will help shift resources from acute to preventive care, delivering longer-term savings in Scotland's ageing society.
- Cohesive, resilient communities: Social care support can play a central role in helping people avoid or overcome the loss of social connections and isolation that so often predict problems of great cost to individuals affected and society as a whole. In doing so, it offers the opportunity of harnessing the experience, wisdom and talents of disabled people to the benefit of the wider community.
- Tackling inequality: Like childcare, social care support is a key determinant not just of the life chances of those requiring support, but of those called on to provide it where publicly funded services are not available or of poor quality. The path Scotland chooses to take regarding the future of social care support in our ageing society will play a decisive part in shaping the future of inequality in relation to age, gender and disability in particular.

4. See for example <http://www.gov.scot/Topics/Economy/Childcare-and-Female-Labour-Market-Participation>

5. See for example, <http://www.gov.scot/Topics/Health/Policy/2020-Vision>

# 6.

## Next steps

To achieve our ambition, we will need:

1. A new national narrative which sees social care support as an infrastructure investment in the social and economic wellbeing and development of society as a whole; not the spiralling cost of an ageing society; nor merely the provision of 'healthcare in the community'.
2. An honest conversation about where we should invest and disinvest to make this ambition a reality.
3. Consideration of all the available resources at our disposal and the implications of using each of them to fund social care support, including exploration and development of new models for funding social care support in Scotland.
4. Commitment, from politicians and the public, to make the changes that are needed to create a social care support system in Scotland that lives up to our social justice and human rights rhetoric.





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This paper has been produced by the Independent Living in Scotland project to promote the shared ambition of the co-signatories listed below. It takes account of a Dialogue on the Future Funding of Social Care in Scotland hosted by ILiS.

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You can find out more and follow further developments at:  
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