

# Public Audit Committee

## 12th Meeting, 2022 (Session 6), Thursday, 21 April 2022

### Social care

#### Introduction

1. On [3 March 2022](#), the Public Audit Committee took evidence from the Auditor General for Scotland (AGS) on the joint AGS and Accounts Commission [Social care briefing](#), which was published on 27 January 2022.
2. The Committee will take evidence at its meeting today from the Scottish Government and COSLA. A copy of the briefing can be found in **Annexe A**.
3. The AGS provided further information following the evidence session on 27 January which can be found in **Annexe B**.

**Clerks to the Committee**  
**19 April 2022**

# Social care

## Briefing



ACCOUNTS COMMISSION 

AUDITOR GENERAL 

Briefing prepared by Audit Scotland  
January 2022

# Key messages

- 1** There are huge challenges facing the sustainability of social care, and the integration of health and social care more widely. There are good examples of improved service delivery, but despite efforts made by the Scottish Government, Integration Authorities, NHS, local government, and their partners in recent years, the pace of change has been slow. At the same time, the pressures from increasing demand and demographic changes are growing. Although a lot of money is spent on social care (£5.2 billion in 2019/20), progress in moving to more preventative approaches to delivering social care has been limited. This has led to tighter eligibility criteria being applied for accessing care and increasing levels of unmet need.
- 2** Service users and carers do not always have a say or choice about what support works best for them. Bringing together their views, knowledge and experience is critical if the Scottish Government is to deliver its long-standing ambitions for social care. There are around 700,000 unpaid carers who provide most of the social care support in Scotland. Many carers are forced to give up work because of their caring responsibilities and most are not aware of their rights under the Carers (Scotland) Act 2016.

- 3** The 209,690 people working in social care are under immense pressure, and the sector faces ongoing challenges with recruitment and retention. Staff are not adequately valued, engaged, or rewarded for their vitally important role. The workforce is predominantly female and poor terms and conditions for staff contribute to recruitment difficulties, rising sickness absence and high vacancy levels. This puts the capacity, sustainability, and quality of care services at a considerable risk.
- 4** Other challenges we have identified through this and past audit work include:

  - Commissioning tends to focus on cost rather than quality or outcomes. Current commissioning and procurement procedures have led to competition between providers at the expense of collaboration and quality.
  - A high turnover of senior staff in councils, the NHS and Integration Authorities, increasing short-term posts and an ageing workforce are affecting leadership capacity. Cultural differences between partner organisations are a barrier to collaborative working.
  - An inability or unwillingness to share information, along with a lack of relevant data, means that there are major gaps in the information needed to inform improvements in social care.

- 5** The Scottish Government is planning significant changes in social care over the next five years. This includes the introduction of a new National Care Service (NCS) which will need legislation to implement it. Work is under way, but there is much to do, including establishing the true costs of reform. Stakeholders have raised concerns about the scale of reform and the time it will take to implement it. They told us about services in near-crisis, and that a lack of action now presents serious risks to the delivery of care services for individuals.
  - 6** Regardless of what happens with reform, some things cannot wait. A clear plan is needed now to address the significant challenges facing social care in Scotland based on what can be taken forward without legislation, which could provide strong foundations for an NCS. The Scottish Government should develop this quickly, with clear timescales, to remove any uncertainty about the future direction of social care, building on lessons learned from previous reform.
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# Introduction

- 1.** Our previous reports have highlighted the significant challenges facing social care and the integration of health and social care more widely. Other stakeholders have also recognised these challenges, including the Scottish Government, the NHS and local government. Despite the efforts of these stakeholders and their partners, and some good examples of improvements in service delivery, progress has been slow. There is widespread agreement that the way social care is provided still needs to change significantly.
- 2.** Our previous reports have regularly highlighted the following key themes and challenges in delivering improvements in social care:

  - the importance of the service user’s perspective and voice
  - the fragility of the social care workforce
  - tensions between cost and quality in the commissioning of social care
  - instability of leadership and leaders failing to work effectively together
  - a lack of key data, and ineffective use of existing data, to inform decision-making
  - increasing financial challenges and threats to the sustainability of services, including lack of progress in shifting resources to preventative approaches.
- 3.** Since we last prepared a detailed report on health and social care, there have been significant developments in the sector, most notably:

  - [The Independent Review of Adult Social Care \(IRASC\)](#) and the Health and Sports Committee’s [The Future of Social Care and Support in Scotland](#), both published in February 2021. These reports highlighted many of the same issues we have raised in our work.
  - The Scottish Government held an extensive consultation on a new National Care Service between August and November 2021. Our response to the consultation can be viewed on our [website](#).
  - The Independent Care Review and its report [The Promise](#) published in February 2020, setting out improvements for how partner bodies can work together better to care for vulnerable children and their families.

**4.** While this briefing acknowledges the work planned by the Scottish Government and stakeholders, it notes that work in many of these areas cannot await the creation of a new organisation. The associated changes to governance and management structures will require legislation and several years to implement.

**5.** This briefing summarises the key challenges and recent progress in social care in Scotland against each of the themes listed above. We have included quotes from recent publications containing the views of people with experience of social care support and providers of social care. It should help inform Scottish Government and stakeholders' immediate planning for social care alongside longer-term plans for reform. We plan to follow this up with more detailed work on social care in 2022/23.

# Social care challenges

Challenges we have identified through this and past audit work include the service user's perspective and voice, pressures on the workforce, increasing financial challenges and threats to the sustainability of services.

## Service users and carers do not always have a say or choice about what support works best for them

**6.** In our reports, we have consistently highlighted the importance of the user's perspective on what good-quality care looks like. This includes those currently providing unpaid care – family members and friends. Bringing together their views, knowledge and experience will be a critical part of supporting improvements needed for the current pressing challenges facing social care services.

**7.** We have highlighted in our [Principles for community empowerment report](#) that that services can be most effective when delivered in, or by, communities. People contributing to the IRASC, spoke of the need for a flexible approach that takes account of wider supports, such as the support of carers and local services offered by community organisations to enable people to fulfil their potential, goals, and outcomes.

**8.** Self-directed support (SDS) was introduced jointly by the Scottish Government and Convention of Scottish Local Authorities (COSLA) in 2013. It was designed to give people choice and control over their care, including personalised options for carers to take short breaks from caring. In our [Self-directed support progress report](#), we noted that, despite many examples of positive progress, SDS has not yet been fully implemented. People using social care support who contributed to the IRASC described the hurdles encountered in accessing services and described accessing support as a battle. They summed up the process of accessing social care as notoriously difficult, over-complicated and bureaucratic.



"with SDS I have control. I can choose what option I want (within the rules, of course!). I find this is much more liberating ... Basically, it has been the passport to independence."

Source: 1



## Unpaid carers provide a huge amount of support

**9.** Unpaid carers provide most of the social care support in Scotland. There are an estimated 700,000 unpaid carers, with around 20 per cent of carers aged over 65 and four per cent under the age of 16.<sup>1</sup> Under the Carers (Scotland) Act 2016, carers have a right to support, information and advice. However, a 2019 survey by the Coalition of Carers found that only 16 per cent of carers knew of the Act and what rights it provides; 33 per cent had heard of it but did not know what it was about; and 51 per cent had never heard of it.<sup>2</sup> Women are more likely to work part-time and provide unpaid care. This results in a financial penalty, affecting women more than men and which lasts into retirement.<sup>3</sup> The IRASC highlighted that many carers are forced to give up work because of their caring responsibilities and that access to and options for respite care are limited.

## The social care workforce is under immense pressure

**10.** The paid social care workforce provides support and care to people with a wide range of different needs in society, including learning disabilities, physical disabilities, and dementia. With around 209,690 people, it accounts for approximately eight per cent of all Scottish employment. There is increasing demand for social care and ongoing challenges with recruitment and retention ([Exhibit 1, page 9](#)).

**11.** In our 2016 [Social work in Scotland publication](#), we reported on the difficulties in recruitment, including low pay, antisocial hours and difficult working conditions, with women making up approximately 85 per cent of the workforce. The IRASC highlighted the gender inequality this creates because the predominantly female workforce is not adequately valued, engaged, or rewarded for its vitally important role. There is too much focus on costs, rather than on high-quality, person-centred care and support. The focus on costs leads to poor terms and conditions for staff and contributes to recruitment difficulties, rising sickness absence and high vacancy levels. This presents a risk to the capacity and quality of care services.



“When unpaid carers are dealing with caring 24/7 it is very difficult for them to have any energy left to ‘fight’ for social care support.”

Source: 4

## Exhibit 1

### Social care workforce

The social care workforce has high vacancy rates with many services facing recruitment problems.



# 209,690

people working in social care

- 159,260 full-time equivalents (FTE) in 2020
- ↑ an increase of 1.6% from 2019



# 36%

of services reported having vacancies in December 2020

- ↓ 3 percentage point decrease from 2019
- > three times higher than across all employers in Scotland (11%)

Services with high vacancy rates are:

- housing support services (60%)
- care at home services (59%)
- care homes for older people (55%)
- care homes for adults (48%)



# 5.1%

FTE vacancy rate for all services at 31 December 2020

- ↓ down from 6.2% in 2019
- > more than two and a half times the overall vacancy rate across all establishments in Scotland (1.9%)



# 20%

are **not** on permanent contracts



# 11%

are on **zero hours** contracts



# 13%

of the workforce work over **50 hours a week**



# 15%

of social care workers work **unpaid overtime**



# £9.79

average hourly pay

Source: Scottish Social Services Council (SSSC) workforce survey October 2021, FWC's Fair work in Scotland's social care sector 2019 report, Care Inspectorate and SSSC Staff vacancies in care services 2020 report, Scottish Government's Employer Skills Survey 2020

**12.** The Fair Work Convention (FWC) has been in place since April 2015 and acts as an independent advisory body to Scottish ministers. Following publication of its Fair Work Framework in 2016, the FWC established a social care inquiry because of concerns raised about the social care workforce during consultation on the framework. The overarching finding was that fair work is not consistently delivered in the social care sector. Despite some good practice and efforts by some employers, the wider funding and commissioning system makes it almost impossible for care providers to offer fair work.

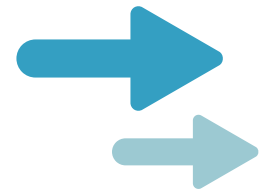
**13.** The Scottish Government established a Fair Work in Social Care Group, including representation from local government, private sector, third sector, trade unions, and COSLA. Since summer 2020 the group has been discussing improving pay and conditions and improving the staff consultative framework, called Effective Voice.

**14.** Since 2016, the Scottish Government has provided funding for adult social care staff to be paid the Real Living Wage. However, care providers have expressed concern that this may still not be enough to attract people into the sector. Recent announcements include:

- [Funding announced in March 2021](#) for adult social care workers to receive at least the Real Living Wage of £9.50 an hour. The Real Living Wage increased to £9.90 an hour in November 2021.
- [Winter funding announcement](#) in October 2021 included additional funding of up to £48 million this financial year to enable employers to provide an uplift to the hourly rate of pay for staff offering direct care within adult social care to a minimum £10.02 per hour.
- The [Scottish budget](#) in December 2021 announced funding for local government to deliver a £10.50 per hour minimum pay settlement for adult social care workers in commissioned services.

**15.** The Covid-19 pandemic has exacerbated the long-standing challenges facing the social care sector and put the workforce under immense pressure. This has led to increased workloads, staff burnout, and rising sickness levels. Additional pressures on unpaid carers, owing to the closure of day centres and respite services, have resulted in increased feelings of anxiety, depression, and mental exhaustion.<sup>4</sup> Surveys of staff and providers show concerning issues:

- Almost a quarter of staff leave within the first three months of joining an organisation.<sup>5</sup>
- 88 per cent of social care providers said that recruitment and retention was problematic.<sup>6</sup> Ongoing recruitment is a massive cost to the sector as providers are advertising vacancies on a rolling basis.<sup>7</sup>
- 63 per cent of Coalition of Care and Support Providers in Scotland (CCPS) members had to reduce the volume of care provided.<sup>8</sup>
- 7 per cent of CCPS members have returned care packages and 53 per cent have refused/would refuse new care packages.<sup>9</sup>
- 78 per cent of home care workers and 74 per cent of care home workers reported that they frequently did not have enough time with clients to deliver compassionate and dignified care.<sup>10</sup>
- 73 per cent of home care and care home staff reported they frequently had to do training in their own time.<sup>11</sup>



Commissioning focuses on cost at the expense of high-quality, person-centred care and support.

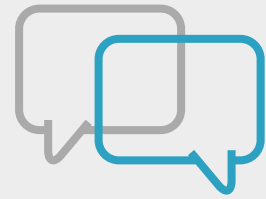
## Commissioning tends to focus on cost rather than quality or outcomes

**16.** We have highlighted [the challenging task that councils face](#) responding to financial pressures and managing the market for providing social care services in their local area. There are tensions around making savings while ensuring high-quality services at a fair cost in an environment of increasing demand and financial pressures. However, there is scope for providers to be more involved in commissioning services and at an earlier stage. Our [local government financial overview](#) reported that 2019/20 saw a cash increase of £0.5 billion to local government, but reductions over the past seven years are still larger than in other areas of the Scottish Government budget.

**17.** Current commissioning and procurement procedures have led to competition between providers, at the expense of collaboration. The result is that price is often the main driver for decision-making. The Scottish Government states commissioners could be more flexible in how they procure care and support services, but that it is not being fully used by commissioners.<sup>12</sup> The IRASC highlighted that this focus on cost comes at the expense of high-quality, person-centred care and support. It has led to home care visits being planned on a 15-minute basis, which prioritises social care tasks at the expense of relationships. Short-term approaches to procurement also contribute to poor staff terms and conditions and to providers spending significant time and resources applying and reapplying for contracts.

**18.** The FWC concluded that low pay in the sector is a symptom of wider structural problems arising from the commissioning system for social care itself. The current method of competitive tendering is based on framework agreements where too often, care provider organisations do not know how many support hours are needed on a day-to-day basis. Employers pass this risk on to staff by giving them contracts that maximise employer flexibility (zero-hours, low-hours, and sessional contracts). This can mean workers having their shifts cancelled if demand falls or being asked to do extra hours at short notice if demand increases, leading to feelings of being always on-call.<sup>13</sup>

**19.** Voluntary and private sector providers deliver most social care services in Scotland, representing 20 and 57 per cent of registered services respectively.<sup>14</sup> The sustainability of the social care market is key to maintaining Scotland's capacity to address individual care needs. The CCPS 2020 Business Resilience Survey reported that a third of respondents from voluntary services had decided to withdraw from or not to bid for contracts considered unsustainable.<sup>15</sup> Scottish Care reported that half of private care at home services did not apply for local authority contracts in 2017 and 39 per cent handed work back to councils.<sup>16</sup> This was largely because of funding levels for contracts, requirements or penalties in contracts, extent of travel, and a lack of available staff. With the growing financial and workforce pressures facing private and voluntary providers, it is important that Integration Authorities have contingency plans in place and that the financial health of key strategic providers is monitored.



“Everything has a cost, but it is more useful to look at things as a choice rather than a cost, some things are worth the investment.”

Source: 4

## Capacity and cultural differences are affecting leadership

**20.** The health and social care sector needs stable and collaborative leadership to address the ongoing challenges, to remobilise services following the pandemic, and to implement significant reform. In recent years, we have highlighted significant challenges for leadership capacity across the public sector. Our [Local government in Scotland: Overview 2020](#) report emphasised the critical need for effective leadership at a time of increasing pressures and change. It highlighted that councils and Integration Authorities are experiencing high turnover of senior staff and are competing not only with each other for the best quality leaders but also with the private and third sectors. Similarly, our [NHS in Scotland 2020](#) report highlighted the continuing lack of stable NHS senior leadership, with high turnover and short-term posts.

**21.** The current model of governance for Integration Authorities is complicated, with decisions made at Integration Authority, council and health board level. We have found that [cultural differences between partner organisations](#) are a barrier to achieving collaborative working. Partner organisations work in very different ways, and this can result in a lack of trust and understanding of each other's working practices and business pressures. There can also be tendency to put the organisation first when alternative actions would benefit partners.

## A lack of key data limits informed decision-making

**22.** The lack of relevant data, or analysis of primary, community and social care data, has been a common theme across a range of our reports. Good data and analysis will be essential for implementing social care reform. For example, in our [health and social care integration](#) report, we noted that, despite work to better analyse data, there were still gaps. That report also highlighted that an inability or unwillingness to share information was slowing the pace of health and social care integration. In October 2021, the Scottish Government and COSLA published a revised Digital Health and Care Strategy. The strategy includes a focus on harnessing data for the benefit of citizens and services, with further detail to be published this year on how this will be achieved.

**23.** Current limitations of social care data include:

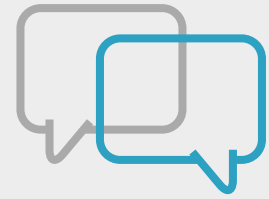
- No individual social care record in the same way that each member of society has an NHS record. This makes it difficult to assess whether social care is meeting people's needs.
- No consistent method for recording unmet need. A person may be assessed as needing social care support but may not meet the eligibility criteria in place. This makes it difficult to assess the level of unmet need and therefore what more is required to deliver a person-centred, human-rights approach to social care.
- No coordinated approach to anticipating future demand for and costs of delivering services. Although some individual health and social care partnerships base their strategic plans on data for the prevalence of conditions in their area, for example heart disease, there is limited evidence of this being used in budget decisions.

### Pressure on social care spending is increasing

**24.** A considerable amount of money is already spent on social care and pressures are growing because of increasing demand and demographic changes. In 2019/20, total social care expenditure was £5.2 billion, most of which was on adult social care – £4.0 billion (77 per cent) ([Exhibit 2, page 16](#)).

**25.** By 2038, forecasts suggest that nearly a quarter of people living in Scotland will be over the age of 65.<sup>17</sup> Scotland's increasingly ageing population means that the demand for social care services will rise, and more resources will be required for social care over the long term. Around a fifth of the population of Scotland define themselves as having a disability and disability is more prevalent in older people. As our older population rises, the number of people with a disability, as a proportion of the population, is expected to increase too. For example, research by Horizon Housing in 2018 projected an 80 per cent increase in the population of wheelchair users by 2024.<sup>18</sup>

**26.** The Scottish Government has committed to increasing social care funding by at least 25 per cent in cash terms over the current parliamentary term. This should mean over £800 million of additional funding by 2026/27.<sup>19</sup> Moreover, the UK Government's announced increase in national insurance contributions will provide an estimated additional £1.1 billion to Scotland by 2024/25, some of which will go towards funding social care.<sup>20</sup>

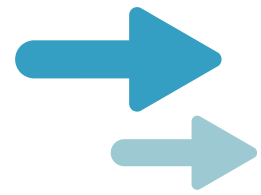


“Consultation has to be honest. You won't be able to deliver on everything people want, but you have to show them how they can be involved in change”

Source: 2

**27.** In previous reports we have highlighted the importance of public bodies developing medium- and long-term financial plans that take account of forecast demand. The current lack of multi-year budgeting has made managing costs and potential funding shortfalls more difficult in the medium to longer term. We have also commented on [the lack of progress in shifting resources](#) from acute to community settings and preventative approaches. A preventative, person-centred approach, as set out by Christie ten years ago, is key for improving outcomes and reducing inequalities.<sup>21</sup> However, we repeatedly reported in our [Christie: 10-years on blog](#) that this is not being achieved consistently or at scale. Christie stated that one of the major barriers to preventative action was the extent to which resources are currently tied up in dealing with short-term problems. The report warned that without a shift to preventative action, increasing demand would swamp public services' capacity to achieve outcomes.

**28.** [Health and social care partnerships face ongoing challenges](#), with over two-thirds of Integration Authorities unable to achieve a balanced budget without additional funding from partners in 2018/19. Our report on [free personal and nursing care](#) found that abolishing charging led to councils developing eligibility criteria to manage the demand for services. Financial pressures across Scotland are leading to local variations in how those eligibility criteria are being applied to manage access to social care.



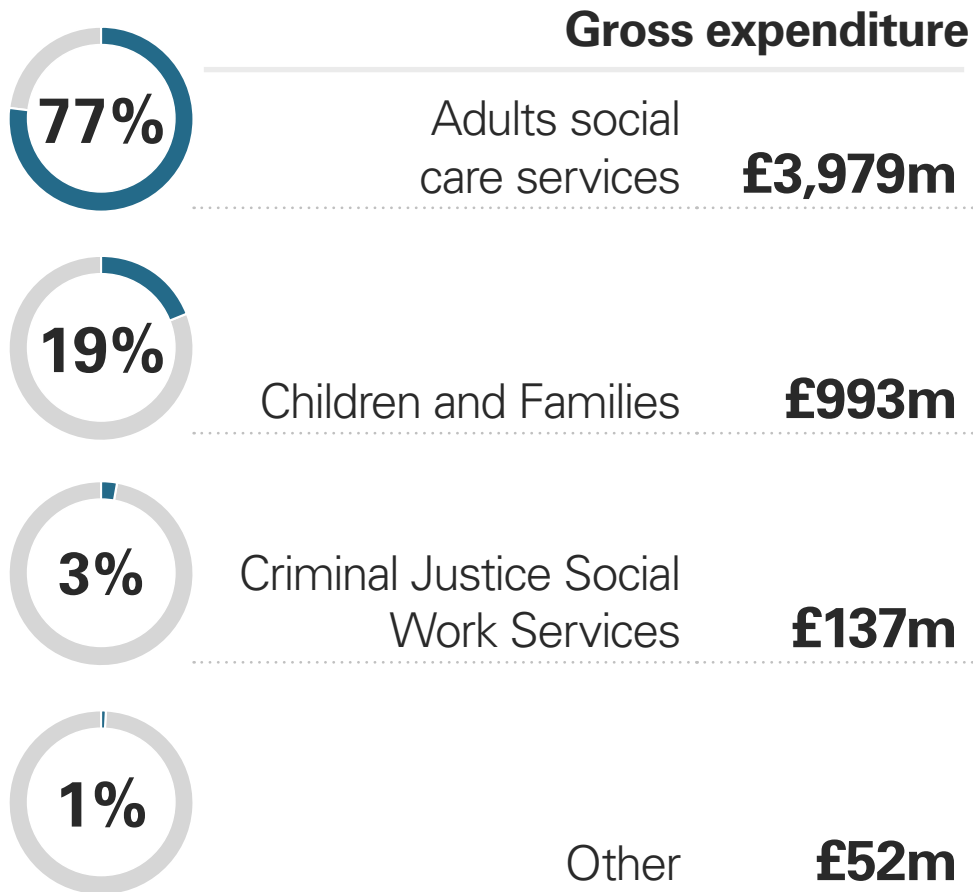
A preventative, person-centred approach, is key for improving outcomes and reducing inequalities.



## Exhibit 2

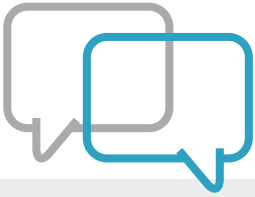
### Social care expenditure in Scotland, 2019/20

Of the £5.2 billion spent on social care in 2019/20, £4.0 billion (77 per cent) was spent on adult social care.



Note: Adult social care expenditure includes an estimated £410 million from individuals funding all or part of their care in care homes. This means that total public funding for social care is £4.7 billion. Social care expenditure incurred by the NHS (e.g. occupational therapists) is not included as this is not routinely collected.

Source: Scottish Government collated information including Local Finance Returns 2019/20, Independent Living Fund Accounts 2019/20, National Care Home census 2019.



## Quotes from people with experience of social care support and providers of social care.

“There are many, many people who do not speak the language, they will never know who to contact, where to phone, what they get or don’t get. Just think about it, their situations, where they’re just left, in such a dire situation sometimes.” Source: 1

“Disabled people are apprehensive about moving home from one local authority area to another because they know that they will have to go through yet another assessment process. Most of them will have battled with social services for years to get the support that they have currently and are not keen to have to repeat the trauma...” Source: 2

“We are hearing repeatedly from unpaid carers that carers assessments are not being undertaken, that they feel undervalued and their human rights as people are being ignored. Unpaid carers are relentlessly providing care, night and day, with many paying for provision themselves in order to get a break from their caring responsibilities.” Source: 4

“I think [we need] recognition that care work is really important and is essential. [...] I think if it was better pay and it was more secure and the hours were better than I wouldn’t be so afraid that my personal assistant would leave.” Source: 1

“It took 2 years and 6 different social workers to finally get a budget for my daughter.” Source: 2

“There is an understanding that eligibility criteria act as a device for local authorities to manage limited resources, however this has resulted in service provision being focused on critical care responses rather than prevention. Social care should be considered an investment and not a cost.” Source: 3

## Social care next steps

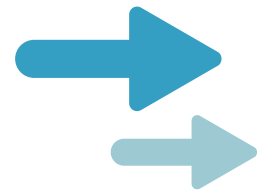
There is much to do to improve social care. Stakeholders have raised concerns about the scale of reform and how a lack of action now presents serious risks.

### The Scottish Government is planning significant changes in social care over the next five years

**29.** On 1 September 2020, the Cabinet Secretary for Health and Sport confirmed the Scottish Government was commissioning [a review of adult social care](#). The cabinet secretary said that the pandemic had ‘shone a light on the pressing work we need to do to improve those services and support those who need them and those who work in them’. The key developments and anticipated timescales for [social care reform are set out on page 19](#).




**30.** The IRASC recommendations were focused on adult social care. The Scottish Government NCS consultation goes further and sets out a vision to create a community health and social care service that supports people of all ages and with a wider range of needs. This includes children’s services, community justice, alcohol and drug services, and social work. The proposals are not costed. It states that all proposals will be assessed for value for money as the consultation feedback is considered but there is still much to do to establish the true costs of reform.

**31.** It is still early days for the Scottish Government’s plans for reform. However, stakeholders have raised concerns about the extent of the proposals for reform and the time it will take to implement them. Many of the issues cannot wait for the Scottish Government to implement an NCS. Stakeholders told us of services in near-crisis and explained that a lack of action now presents serious risks to the delivery of care services for individuals. And this in turn will affect the delivery of the Scottish Government’s ambitions for social care in Scotland. The social care workforce was frequently described as undervalued, with low wages for the responsibilities of their work, and vacancies hard to fill owing to similar or better wages paid in retail and hospitality sectors.



Stakeholders have raised concerns about the extent of the proposals for reform and the time it will take to implement them.

## Timeline for social care reform

2021 	<b>3 February</b>	the IRASC advisory panel published its <a href="#">report</a> and made 53 recommendations for improvement
	<b>16 February</b>	the Scottish Government <a href="#">confirmed</a> it accepted the IRASC recommendations
	<b>24 March</b>	the Scottish Government and COSLA issued a <a href="#">joint statement of intent</a> outlining how they would work together to deliver the intentions of the IRASC
	<b>20 July</b>	the <a href="#">Social Care Covenant Group</a> held its first meeting. Chaired by the Minister for Mental Wellbeing and Social Care and including members with first-hand experience, the group was set up to establish a common set of values and beliefs for social care
	<b>9 August to 2 November</b>	the Scottish Government held a wide-ranging <a href="#">consultation</a> on a national care service (NCS) for Scotland
	<b>August and October</b>	the Scottish Government held a series of engagement events at which stakeholders, individuals, and communities came together to share their views on the consultation
	<b>2 September</b>	the Scottish Government <a href="#">awarded a contract</a> to PricewaterhouseCoopers for setting up a programme management structure for an NCS
2022 	<b>2 November</b>	the Scottish Government tendered work on developing an operating model and business case for an NCS
	<b>January/February</b>	the Scottish Government expects to publish the results of the consultation in early 2022
	<b>June</b>	the Scottish Government has committed to begin the legislative process to set up an NCS
2026 	<b>May</b>	the Scottish Government expects that an NCS would be fully operational by the end of the current parliamentary term.

## Implementing reform will take significant work, but some things cannot wait

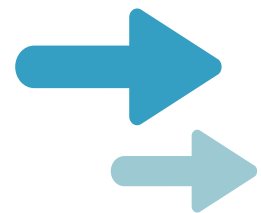
**32.** The Scottish Government's commitments to an NCS indicates that it recognises the significance of the challenge, but it is at an early stage, with little planning having yet taken place. As we and others have indicated, the need for improvements in social care are now urgent and the government and key stakeholders need to remain focused on making improvements in the areas we have highlighted. The need to address the significant and pressing challenges facing social care in Scotland cannot wait to be solved by a new NCS.

**33.** The pandemic has exacerbated the long-standing challenges facing the social care sector, highlighting the precarious situation of many vulnerable people who rely on social care or support. The Scottish Human Rights Commission (SHRC) reported on the negative impact Covid-19 had on people requiring support and their rights. The SHRC expressed deep concern about future levels of social care support likely to be available to people whose packages were reduced or withdrawn during the pandemic. It highlighted the need to invest in a social care system, based on human rights, that meets people's needs and improves outcomes.<sup>22</sup>

**34.** Although there is still uncertainty about what social care reform will look like in terms of scope, the additional funding needed will be significant. It is important that the [additional investment set out in paragraph 26](#) is used effectively to make the changes required in social care and that services do not continue to be funded and delivered in the same way.

### Next steps for the Scottish Government

**35.** Following the end of its consultation, the Scottish Government needs to establish what is included in an NCS and the legislative programme needed to progress it. It should also identify what can be taken forward now without legislation, which could provide a strong foundation for an NCS. Considerable work has already been carried out in some areas on the improvements required, for example on the workforce (Fair Work Commission) and commissioning (CCPS, Healthcare Improvement Scotland).



The Scottish Government should identify where improvement can be made now, drawing on existing work and recommendations and bringing together key stakeholders.

**36.** It is important the Scottish Government develops a clear scope quickly, with timescales for implementing each workstream, to remove uncertainty about the future direction of social care. The Scottish Government needs to consider the following in developing a plan:

- the functions where there may be value in adopting a national approach to achieve consistency and equity
- areas where improvement can be made now, drawing on existing work and recommendations, by bringing together key stakeholders with a clear remit to deliver the changes required
- developing an understanding of the longer-term costs and funding, including effective exit strategies from current services, identifying double-running costs while setting up new services, and moving more resources into preventative services
- prioritising developing a long-term, integrated workforce plan to address the crisis in the social care workforce and to implement the FWC's recommendations
- developing an understanding of what a preventative and human rights-based approach to social care looks like and a plan for co-producing it. This includes how it will continue to embed the voice of care experienced people in all aspects of developing, planning, and delivering effective social care for people who require support and their carers.

**37.** The Scottish Government will need to link plans for social care with developments in other policy areas, such as the NHS and housing. This includes the Scottish Government's plans to set up a new care and wellbeing portfolio to focus on reducing inequality, prioritising prevention and early intervention, and improving health and wellbeing outcomes.

**38.** Lessons also need to be learned from past restructuring and public service reform, for example health and social care integration, police and fire reform, college sector regionalisation, and the development of social security responsibilities in Scotland. Our reports in these sectors have found that reform is challenging and public bodies have experienced difficulties implementing elements of reform – expected benefits are not always clearly defined and, even if they are, reform does not always deliver the expected benefits, particularly in the short term. Any difficulties in implementing social care reform could have a significant negative impact on vulnerable people who rely on care and support. Key learning points include the importance of including:

- realistic costs in financial memorandums accompanying parliamentary bills for legislative change
- a comprehensive business case, clearly setting out the purpose and objectives of reform, timescales, key roles, responsibilities and accountability, risks, and the budget
- evidence to support major changes and being clear about how they will improve outcomes, options appraisal, and economic modelling
- good baseline information and a clear plan for measuring performance and improvement
- governance, accountability, roles and responsibilities in the new structure, and ensuring a shared understanding and agreement among key stakeholders
- strong, consistent strategic leadership from the outset
- an understanding of the time and effort needed to implement major change and complex restructuring, and of the cultural differences between partners.

# Endnotes

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- Source 2:** Social Care Inquiry, Responses from Members of Public, Citizens Space, 2020.
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- Source 4:** Health and Social Care Alliance Scotland, Social Care Review Engagement Activity in partnership with Age Scotland 29 October, 2020.



# Social care

## Briefing

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Richard Leonard MSP  
Convener  
Public Audit Committee  
Scottish Parliament

18 March 2022  
By email

Dear Convener

### **Social Care briefing**

I welcomed the opportunity to participate in the committee's consideration of our social care briefing on 3 March 2022.

I committed to provide further information on three topics:

- Eligibility criteria
- Good practice in social care training
- Additional £500 million funding to local government

#### Eligibility criteria

Discussions touched on variation in eligibility criteria, and whether councils were collecting data, how that linked to unmet need and whether data was comparable or consistent across the whole of Scotland. The Scottish Government has published some information on [eligibility criteria and waiting times](#) by council area. However, the latest data is only up to 2018 and it does not quantify unmet need. The committee may wish to seek further information on this from the Scottish Government or COSLA.

In our 2016 Social work in Scotland [report](#) (pages 25 to 27), we highlighted that the proportion of people aged 65 and over receiving homecare had fallen and councils had changed their eligibility criteria to reduce the number of people who qualified to receive support to balance their budgets. Most councils at that time no longer provided services in the two lower risk categories (low and moderate risk), meaning that only individuals classed as high priority (substantial or critical risk) were receiving social care services.

The [Independent Review of Adult Social Care](#) also highlighted that the current approach to setting eligibility criteria means that people must be in critical need and at a crisis point to access social care support. In addition to not meeting the needs of everyone requiring some level of support, it means there is a lack of focus on prevention and early intervention, and few resources targeted at providing a little support to prevent the crises from occurring in the first place. The report points to analysis suggesting that in 2018/19, older people had 20 per cent fewer unplanned admissions to hospital in the six months after receiving homecare support than in the six months prior.

#### Good practice in social care training

Reference was made to a previous evidence session on Scotland's colleges, including evidence from the principal of Edinburgh College, who set out some of the more innovative approaches the college is taking to address the increasing demand for a social care workforce.

We do not have information on other innovative approaches across Scotland's college sector, however the committee may wish to contact the following:

- Scottish Funding Council
- Skills Development Scotland
- John Rafferty, Assistant Principal for Health and Wellbeing, Glasgow Clyde College who spoke at the Next Steps for Adult Social Care event held on the 26 August 2021. He referred to a workforce development fund, covering the social care sector. He also spoke of the challenges impacting on college training for social care, including:
  - extent of digitally excluded students
  - comparison between the perceived flexibility offered by the SQA and lack of flexibility from the SSSC
  - the barriers to social care qualification in comparison to qualifications in health disciplines – more hoops through SQV, SSSC registration, assessed in workplace
  - social care services and training not valued or seen as an attractive career.

#### Additional £500 million funding for local government

The committee was interested in how much of the increase of £500 million in overall funding allocated to local government in 2019/20 was used for social care commissioning purposes. The annual accounts of public bodies do not split expenditure down to the level of social care expenditure in a consistent way across authorities and we have highlighted the difficulty of tracking funding streams in several reports. This includes our following the pandemic pound work and the difficulties tracking Covid-19 funding, which we will be reporting on in our upcoming report on Scotland's financial response to the Covid-19 pandemic. Our recent briefings on [Supporting businesses through the Covid-19 pandemic](#) and [Drug and alcohol services](#), also both highlight the difficulty of following where money for specific purposes has been spent and what difference it has made.

The Accounts Commission's [local government financial overview](#) reported that although there was a cash increase of £0.5 billion to local government in 2019/20, reductions over the past seven years were still larger than in other areas of the Scottish Government budget. Funding from the Scottish Government to local government between 2013/14 and 2019/20 decreased by 4.7 per cent, in real terms, while other Scottish Government revenue funding only fell by 0.8 per cent. Nearly half of the increase in funding in 2019/20 was to fund the expansion in early learning and childcare. It is not clear what the remainder was spent on, but councils also faced a budget gap of £0.5 billion in 2019/20 (see pages 9 to 14 of the LG financial overview report).

Not linked directly to the additional funding provided to local government, but another source of information that provides some context in terms of overall trends in expenditure in adult social care, is an annual Local Government Benchmarking Framework (LGBF) overview report produced by the Improvement Service. The [LGBF overview report](#) for 2020/21, indicates that adult social care expenditure increased by £209.3 million between 2019/20 and 2020/21, a 5.9 per cent real terms (see Table 1 on the next page copied from page 19 of the report). Note that this information is not subject to external audit.

**Table 1: Real Change in Revenue Expenditure Since 2010/11 (£000s)**

	Scotland 2010/11	Scotland 2019/20	Scotland 2020/21	% Change from 2019/20 to 2020/21	% Change from 2010/11 to 2020/21
Education	£4,802,311	£5,200,755	£5,453,389	4.9%	13.6%
Looked After Children	£466,305	£536,828	£530,292	-1.2%	18.8%
Adult Social Care	£3,073,919	£3,540,172	£3,749,473	5.9%	22.0%
Culture and Leisure	£615,556	£458,844	£449,748	-2.0%	-26.9%
Environmental Services	£831,627	£725,282	£722,202	-0.4%	-13.2%
Roads	£695,773	£533,409	£519,338	-2.6%	-25.4%
Planning	£148,352	£110,910	£109,599	-1.2%	-26.1%
Economic Development and Tourism	£413,026	£330,334	£360,682	9.2%	-12.7%
Central Support Services	£943,503	£683,118	£690,895	1.1%	-26.8%

*Note: Real terms expenditure trends in this table apply the average measure of inflation as set out by SPICE. In the remainder of the report, GDP deflators as provided by HMT are used to provide consistency with our previous approach.*

*Note: Table 1 includes expenditure covered by the LGBF measures. While the LGBF measures reflect the significant areas of Local Government expenditure, there are some minor areas of spend excluded, which accounts for differences with Scottish Government published expenditure data. All trends represent gross expenditure, except Residential Social Care which are based on net expenditure.*

I hope that committee members find this information helpful.

Yours sincerely

**Stephen Boyle**  
**Auditor General for Scotland**