

PE1596/D

Population Health Improvement Directorate

Care, Support and Rights

T: 0131-244 43633

Jessica.mcpherson@gov.scot



Ned Sharratt
Assistant Clerk
Public Petitions Committee
Scottish Parliament
EDINBURGH
EH99 1SP

16 February 2016

Dear Mr Sharratt

CONSIDERATION OF PETITION PE1596

We are grateful to the Public Petitions Committee for giving the Scottish Government the opportunity to provide information about the In Care Survivor Support Fund. I have provided information in response to each of the committee's specific questions.

Engagement / Consultation

What consultation was undertaken by the Scottish Government before coming to the new brokering model of service?

In 2013 The Scottish Human Rights Commission (SHRC) established an InterAction on the Historic Abuse of Children in Care which was facilitated by the Centre for Excellence for Looked After Children in Scotland (CELCIS). The resulting interaction plan called for the Scottish Government to consider how a survivor support fund could be developed in consultation with survivors.

A wide range of stakeholder and survivor consultation events were conducted following the publication of the SHRC InterAction Plan. These included 7 local events (between December 2014 and April 2015) and 9 regional events (between January and March 2015). A further two bespoke survivor only events took place in June and again in August 2015, specially focused on the detail of the design and scope of the model.

Additionally the CELCIS Report of the Consultation on the Public Inquiry into Historical Child Abuse in Scotland and other Scottish Government Commitments to Survivors of Historical Child Abuse sets out, amongst other things, that:

Most respondents identified that counselling was essential, and this included specialised counselling which would address trauma and abuse, mental health problems and addictions. Physical health needs should also be addressed. Support should be provided in terms of education, employment, benefits, legal advice, housing and practical support. It was

considered important that existing services be supported and expanded, and equal access to services across Scotland is important, particularly in rural areas.

The full report is available at <http://www.gov.scot/Resource/0047/00477569.pdf>

We have documentation setting our survivor engagement and their views which developed the principles underpinning the new model - the In Care Survivor Support Fund - and would be happy to share that with the Committee should it wish. Whilst the views of certain users of the current In Care Survivors Service Scotland (ICSSS) are to be respected we cannot ignore what other survivors have told us: what they need is a service that is designed around their own individual needs not pre-defined services. Indeed, Mr Paul Anderson and Mr Chris Daly acknowledged this during the Public Petition Oral Hearing on 26 January 2016. The majority of survivors who took part in the engagement and consultation process agreed that any future model of support must be led by users' needs not predefined service led.

The aim of the In Care Survivor Support Fund is to provide support services specific to survivors' often complex needs. It will work with survivors in identifying and responding to their unique needs and aspirations and in achieving the outcomes they would wish to see for themselves. The Support Fund is not diagnosis-led and does not focus on counselling or mental health services only. Through intensive engagement with a wide range of survivors they have told us that they want local access to information, resources, and support that meets their individual psychological, physical, social, education, employment and housing requirements. One size does not fit all. We know that what matters to individual survivors is achieving personal goals with favourable outcomes. That is why we are adopting an outcomes-based approach in going forward.

Cost of current ICSSS and new In Care Survivor Support Fund

What are the costs of the current service?

The In Care Survivor Service Scotland (ICSSS) was established by the Scottish Government in 2008 and through an open competitive process commissioned Open Secret to deliver the service. Open Secret has received grant funding of £200k pa since 2008.

In May 2015 The Scottish Government announced a significant increased investment to support survivors of in care childhood abuse through a dedicated support fund. This investment will total £13.5 million over the next 5 years from the current financial year (2015/16).

Transition Arrangements

How will the transition from the current service to the new service be managed?

An offer of transitional funding was made to Open Secret (grant offer dated 1st October 2015) to ensure current ICSSS clients do not have a break in service during the transition period to the new service. In the first instance this funding covers the period to 31st March 2016 however a number of its clients may choose to remain with Open Secret to receive the local services it provides under the new fund arrangements therefore it is possible that funding will extend beyond the current grant period.

The Scottish Government are working with Open Secret, the current ICSSS provider, to facilitate and enable current in care survivors to continue to receive support consistent with their needs and with no breaks in service. However to do so we require Open Secret to

assist with the development of individual risk and transition plans to ensure that in care survivors who are currently accessing the ICSSS continue to receive the support they need, either through accessing new services or existing services, including those provided by Open Secret at local level. This will not require personal data or case files to be shared with Scottish Government.

To ensure survivors receive effective, timely, support we need to know what their individual needs are and when/where services are required to meet those needs. We have limited knowledge about the services survivors are receiving at present from Open Secret however we hope to work constructively with Open Secret on these matters as transition arrangements are agreed.

The Future of the In Care Survivors Service Scotland

Whether the current service run by Open Secret could form part of the new model and attract continuing funding?

The current ICSSS administrator, Open Secret, will of course, be able to work with the In Care Survivor Support Fund in the provision of services for survivors at local level. The Support Fund will engage and broker appropriately at local level with statutory and non-statutory agencies and professionals who provide existing services in order to meet the needs of survivors as close to home as possible. It is important to maintain sustainable services at local level. Utilising the expertise of those organisations already working with survivors will help build local services that respond to the needs of local communities. This will include services that Open Secret provides if that is what survivors identify as what they want and need.

By using the expertise and knowledge of existing organisations that already work with survivors, the aim is to enable a truly Scotland-wide network of service provision that supports survivors by developing and enhancing existing local services and introducing new services that can be matched to survivors' needs, including the needs of survivors that live in rural locations.

Additionally over and above the offer of dedicated transitional funding, Open Secret was also successful in securing grant funding of £60,000 from the Scottish Government in the current financial year, under the Survivor Innovation and Development Fund, for the development of local services for survivors.

How the Survivor Support Fund Will Work In Practice

The focus on personal outcomes (making sure that public services are designed to deliver what people want) is a central plank of Scottish Government policy. This sits at the very heart of the Survivor Support Fund. Person-centered, outcomes-based approach that identifies what matters to survivors and their requirements will lead to needs-based assessments and the development of care, support and recovery plans. The personal outcomes approach puts people at the centre of the support they receive - matching services to the person and not the person to available services. The Committee may wish to refer to the briefing paper appended at Annex A, which sets out in greater detail how the support fund will work in practice.

Survivor Support Policy and Priorities

It may also be helpful if I draw the Committee's attention to [Survivor Scotland's Strategic Outcomes and Priorities Framework 2015 - 2017](#). This sets out the Scottish Government's vision; delivery model; overarching objectives; and strategic outcomes in providing comprehensive services for survivors. This framework has three strategic outcomes:

A Healthy Life: Survivors are enabled and supported to enjoy an attainable standard of living, health and family life.

Choice and Control: Survivors are treated with dignity and respect and are empowered and enabled to access the right support.

Safety and Security: Survivors have access to resources and services which are trauma informed and have the capacity and capability to recognise and respond to the signs of childhood abuse.

The In Care Survivor Support Fund is a key component in delivering these strategic outcomes. I hope the information above will be helpful to the committee however I would be glad to provide additional information if required.

Yours sincerely

JESSICA MCPHERSON

Head of Strategy & Delivery
Learning Difficulties, Autism &
Survivor Scotland

CORE BRIEFING: IN CARE SURVIVOR SUPPORT FUND

Background to development of the new model

The In Care Survivor Service Scotland (ICSSS) was established by the Scottish Government in 2008 and commissioned Open Secret to deliver the service. £1.5 million has been invested in the In Care Survivors Support Service since 2008. Since current ICSSS was introduced we have gained a better understanding about the complex needs of survivors and the impacts of adverse childhood events including all forms of child abuse on the wellbeing of individuals who have experienced abuse¹. However, not all survivors will experience the same difficulties so it is important to tailor support to the individual personal needs and outcomes and for the provision of on-going, freely available, reflexive and responsive support services for survivors² according to need at any given time.

As the evidence base had shifted it has become apparent that survivors require support on a number of different areas and that what is required is a model of support that addresses the full range of complex needs presented by survivors and that it is person centred in nature. As a result, Scottish Government are moving *from the current model* which consists of three elements delivered through one service (informal support, advice, and counselling) *towards an expanded brokerage, development and commissioning model* designed to help people navigate through the statutory and non-statutory systems (including a wide range of health, social care, third and voluntary sector support) to meet their own personal outcomes. In essence a service model designed around the needs of the individual. The new model of care integrates the model of care previously offered.

Purpose of the Survivor Support Fund

In May 2015 The Scottish Government announced investment of £13.5 million over 5 years to support survivors of in care childhood abuse through a dedicated support fund. The In Care Survivor Support Fund will be specific to the support individuals identify and require and will respond to these unique needs in order to achieve their personal outcomes.

It is not diagnosis-led and does not focus on counselling or mental health only. Through intensive engagement with a wide range of survivors they have told us that they want local access to information, resources, and support that meets their individual psychological, physical, social, education, employment and housing requirements. One size does not fit all. We know that what matters to individual survivors is achieving personal goals with favourable outcomes. That is why we will adopt an outcomes-based approach in going forward.

How the survivor support fund works

Personal support co-ordinator approach - In this model, survivors will be offered support from an appropriately trained and trauma informed co-ordinator who will work with the survivor to identify their needs and personal outcomes.

¹ <http://www.biomedcentral.com/1741-7015/12/72>

<http://jpubhealth.oxfordjournals.org/content/early/2014/08/30/pubmed.fdu065.full>

<http://www.cph.org.uk/external-publication/adverse-childhood-experiences-and-associations-with-health-harming-behaviours-in-young-adults-surveys-in-the-european-region/>

² Hall J M, (2003), 'Positive Self-Transitions in Women Child Abuse Survivors', Issues in Mental Health Nursing, 24, 6-7, 647-666

The support co-ordinator works with the survivor to develop a bespoke package of care, treatment and support enabling the co-ordination between different services.

This model ensures that appropriate boundaries are adhered to within agreed therapeutic contracts with survivors³. Depending on circumstances the support co-ordinator may be the same person providing services to meet the survivors needs however if counselling is involved then the boundaries of the therapeutic contract should be clearly defined and agreed with the survivor.

Personal outcomes focus – a focus on personal outcome (making sure that public services are designed to deliver what people want) is a central plank of Scottish Government policy and sits at the heart of the new service model. This involves conversations with the survivor about what matters to them. These conversations lead to needs based assessments and the development of care, support and recovery plans.

The personal outcomes approaches put people at the centre of the support they receive - matching services to the person and not the person to services. Where identified as part of survivor's personal outcomes, appropriate evidence based psychological interventions will be provided in accordance with personal needs and delivered in line with current best practice guidelines⁴.

Routes to achieving personal outcomes – core components of the new Fund

The Scottish Government recognises that there is significant variation in the accessibility and provision of many sources of support, care and treatment for survivors across Scotland. The fund is therefore based on a model that enables the negotiation of consistent service provision across Scotland. The support survivors receive will be tailored to their needs and will use existing local services, developing and commissioning new services when required.

To achieve this the Fund contains several core components:

- Advocacy – to enable survivors to gain access to support will be a key element of the fund. The personal outcomes co-ordinator will be the point of contact for the survivor and their role will be to co-ordinate and broker services to meet survivor needs.
- Brokerage – By using the expertise and knowledge of existing organisations that already work with survivors the aim is to enable a truly Scotland-wide network of service provision that supports survivors by developing and enhancing existing local services and introducing new services that can be matched to survivors' needs, including the needs of survivors that live in rural locations.

³ Psychological interventions, including all forms of counselling, should be delivered in accordance with the recommendations and codes of ethics and conduct of governing bodies (e.g. BABCP, BACP). This will ensure that appropriate boundaries are adhered to within agreed therapeutic contracts with survivors.

⁴ Cognitive Behavioural Therapy (CBT) which helps people change the ways in which they think and behave moving away from unhelpful ways of being and experiencing life. - has a strong evidence base to support its use as a psychological intervention for many common psychological problems such as anxiety and depression. CBT may prove helpful to some survivors if their primary presenting difficulties are less complex and CBT is therefore indicated as a preferred treatment (ref Matrix 2015). However survivors have told us that they often suffer from multiple difficulties reflecting the complex and heterogeneous nature of the impact of child abuse on equalities and adult mental and physical health. The new model will require a tailored response to help them address the psychological sequelae of child abuse this may include CBT and a range of other psychological interventions.

The fund is expected to engage and broker appropriately at local level with statutory and non-statutory agencies and professionals who provide existing services to survivors in order to meet the survivor's personal outcomes where they live. This is important to realise sustainable services at local level. Utilising the expertise of those organisations already working with survivors will help build local services that respond to the needs of local communities.

In care survivors who are currently accessing the services provided through the In Care Survivors Service Scotland can continue to receive the support they need through their existing service provider or by transferring to another service, based on their particular needs.

The Data Protection Act 1998 strictly controls how personal information is processed and shared and everyone that has responsibility for using personal data must adhere to the data protection principles set out in the Act. All personal information will be kept confidential. Personal information can only be shared following the explicit informed consent from the survivor.

- Commissioning – where services do not exist or access to them is delayed or difficult but required to meet the immediate needs of the survivors the fund may commission such services to meet this need. Information gathered from this element of the service will identify gaps in provision and development work to take place to close those gaps.
- Discretionary Fund – a non-core, discretionary, payment element is built into the model. This will not provide compensation payments to survivors, but will make funding available to provide support in meeting the ad hoc or non-recurring needs of survivors that enable them to meet their personal outcomes goals. This element of the fund will be developed further with survivors as the fund becomes operational.

Transition plans to the new Fund

Specification for the new Fund was issued in Oct 2015 and Scottish Government are engaging with the current service provider of ICSSS to manage safe and appropriate transition to the new service once operational.

The current service provider, Open Secret, have been offered an extension to their current grant as part of the transition to the new model. Open Secret to date has yet to agree the terms of the grant offer. Open Secret has stated that they did not tender for the new service although they had the option to do so as part of the tendering process.

The new service is a significant expansion of the current service with associated significant increased funding. The SG continue to work constructively with Open Secret to ensure a safe transition of clients to the new service. Our aim is to ensure that there is no gap in provision for in-care survivors, regardless of which provider is successful.

Wider survivor support

Scotland is one of the few countries in the world that has dedicated funding for support services for survivors. In addition to the investment in the In Care Survivors Support Fund, the Scottish Government is committed to supporting ALL survivors of child abuse.

Since 2005 a further £9 million has gone to third and voluntary sector organisations to provide a wide range of local services across Scotland in addition to those offered by health boards and local authorities.

Our vision is that survivors should be supported to have equal access to integrated care, support and treatment resources and services which can reduce the impact of the inequalities and disadvantage experienced as a result of abuse. That is why we will continue to develop and invest in the capacity and capability of current services by testing innovative new approaches of integrating individual need based and outcome focused support and care that enables survivors to achieve their own personal outcome goals. Survivors have told us that is what they want.

The Survivor Scotland Strategic Outcomes and Priorities 2015-17⁵ set out this vision and identify three strategic outcomes of healthy life, choice and control and safety and security at the heart of this framework. All actions undertaken to support survivors will be linked to these strategic outcomes, including the development of the new In Care Survivor Support Fund.

⁵ <http://www.survivorscotland.org.uk/>