

PE1596/X

Future Pathways Submission of 16 August 2019

At the meeting of the Petitions Committee on 27 June the Committee took evidence from Flora Henderson and Shona McGregor of Future Pathways. This letter provides the committee with further information about Future Pathways and corrects, or clarifies, some of the views that have been expressed to the committee about Future Pathways.

Whilst the Committee is aware of the background, we have included some information as context about the development and operating model of Future Pathways to provide a broader picture of the challenges in running a person-centred support model for survivors of in-care historical abuse.

Background

In 2015, CELCIS (Centre for Excellence for Looked after Children In Scotland) was commissioned to undertake a consultation with key stakeholders, including victims and survivors of abuse, about the National Inquiry on Historic Abuse, and on the Survivor Support Fund and other commitments to the InterAction Action Plan. The Scottish Government then undertook further consultations with victims and survivors of abuse.

Survivors were clear that the Survivor Support Fund should be a needs-led service that enables the coordination of the supports that survivors specify to meet the needs and outcomes that survivors describe.

The Scottish Government issued a tender for this service and a consortium of organisations were awarded the contract: Health in Mind, Penumbra, Mental Health Foundation and NHS Greater Glasgow and Clyde.

Operating Model

Future Pathways was developed according to the wishes of survivors and is governed through an Alliance Agreement. In addition to the organisations listed above, and the Scottish Government as commissioners of the service, the Alliance Leadership Team includes survivor representatives.

The original specification was for a service for approximately 145 people registering each year based on evidence gathered during the consultation period. However, many more people have registered and at the end of July 1133 people have registered with Future Pathways, with around 30 people continuing to register each month.

Future Pathways is responsible for significant public funds made available by the Scottish Government to support survivors of in-care abuse. We are obliged to operate our service with the utmost regard for safety of survivors and staff, and best value for survivors, while remaining true to trauma informed service principles. We do this by undertaking comprehensive due diligence prior to commencement of support and assessing whether the support is proceeding in line with the person's expectations.

Due to the person-centred approach, no single organisation can meet the diverse range of needs expressed. As such, Future Pathways has contracted with over 70 Support Providers and commissioned many more for one-off support with individuals registered with us. Feedback from survivors who use Future Pathways is that this brokerage model of support increases choice and control.

At present, more than 40 contracted Support Providers are actively supporting people referred to them by Future Pathways. Of the more than 70 providers involved since the beginning of Future Pathways, two have received referrals on a scale or nature that has justified a block-contract-funding arrangement: Birthlink and Wellbeing Scotland.

Waiting list

We have successfully reduced the waiting list over the past few months and have now eliminated it. A number of actions were taken to successfully address this issue. Changes include the fact that when people call to register with Future Pathways they speak to a Support Coordinator on first contact. The current situation is:

- **1133 people are registered** with Future Pathways (31 July 2019);
- We have **assessed the needs of every contactable person** registered with us;
- We have **provided support for 940 people**;
- **193 people wish to remain registered but do not require support** at this time (this includes a number of people who are noted above as having received support).

The staff of Future Pathways have put enormous effort into ensuring that people will be able to access the service responsively, enabled by the actions above and supported by additional funding from the Scottish Government.

Future Pathways and Wellbeing Scotland

Wellbeing Scotland is the only Support Provider out of the 70 to not sign up to common quality standards and reporting requirements. These were informed by typical NHS contract requirements. This provider agreement relies on partnership working and the minimal possible information is collected to ensure quality, safety and to allow financial scrutiny for public monies.

In the absence of necessary data sharing, Future Pathways cannot assess whether the service people are receiving is safe and of a high quality or whether individuals' needs are being met. It also means that Future Pathways loses the opportunity to ensure people are accessing the widest range of resources possible and we are unable to ensure transparency and value for money.

The Alliance Leadership Team is keen to reach an agreement with Wellbeing Scotland as we recognise their experience in supporting survivors and would like to expand the offer open to people who are registered with Future Pathways. We view the differences between our approaches as a strength that offers choice to survivors. This is evidenced by the ongoing block grant from Future Pathways to Wellbeing Scotland which has totalled £820,000 to date.

At present, according to our records:

- 326 people were in receipt of support from Wellbeing Scotland from November 2016 to March 2018.
- 95 referrals have been received from Wellbeing Scotland to Future Pathways.
- 35 people have been referred to Wellbeing Scotland for record searches.

Both the Scottish Government and the Independent Chair of Future Pathways have met with the Chief Executive of Wellbeing Scotland and Board members to better understand and work through issues. Most recently, on 5 August, the Alliance Leadership Team met the Chief Executive and some of the Board of Trustees of Wellbeing Scotland. This meeting concluded with a positive next step of aiming to formalise future referrals through a stable contractual arrangement. We are hopeful that this will improve relations at all levels, and work is underway to seek contractual resolution by mid-September.

IROC tool

No person registered with Future Pathways is obliged to use the Individual Recovery Outcomes Counter (IROC) tool and we are glad to offer this clarification to the Committee and to the petitioners.

The original Service Specification published by the Scottish Government prior to the service being established did, in fact, mandate the use of IROC – and in light of the date of the original petition this may explain why the assertion may have been made.

The Individual Recovery Outcomes Counter is recommended for use in the Mental Health Strategy (2017 to 2027) and is successfully used by many, varied organisations nationally and internationally. It was co-designed and co-developed by practitioners and people who use services.

However, mandating its use would be counter to our approach of facilitating individual-led conversations. Accordingly, fewer than 50% of people receiving support have chosen to use IROC.

Glasgow Psychological Trauma Service (The Anchor)

One of the strengths of Future Pathways is the relationship we have with the Glasgow Psychological Trauma Service. This is a service that is entirely optional for someone registered with Future Pathways and we are glad to offer this clarification to the Committee and to the petitioners.

An assessment is offered only if it is deemed relevant to someone's expressed needs for psychological or mental health support. This is intended to ensure the best possible chances of success for a person in achieving their desired outcomes. In many instances this type of support would be wholly inappropriate. Even if it is deemed appropriate, we stress to survivors that the offer is entirely optional.

The Glasgow Psychological Trauma Service is one of two specialist psychological trauma services offered by NHS Scotland and the largest psychological trauma service in the UK. Assessments are completed by Clinical Psychologists who are working within the specialist area of knowledge and skill as referenced by the

Scottish Government and NHS Education Scotland 'Transforming Psychological Trauma' Knowledge and Skills Framework.

If risk is identified, the fact that Glasgow Psychological Trauma Service is embedded within statutory services enables Future Pathways to ensure a safe and evidence-based response. The Glasgow Psychological Trauma Service matches the presenting difficulties with evidence-based treatments as specified within MATRIX, SIGN and NICE guidelines. The Glasgow Psychological Trauma Service also provides clinical supervision as well as ongoing advice and support to Future Pathways staff.

Recommendations adhere to strict professional guidelines. Of note, clinicians are trained in all evidence based psychological treatments for trauma. It is important to note that Future Pathways does not pay for people receiving evidence based psychological interventions from The Anchor, as this is its core business and part of its duty of care.

Counselling Referrals

Future Pathways takes a pragmatic, inclusive approach so that people can access whichever service they feel would be helpful. Where counselling is selected, the person may choose any provider that is willing to sign up to common quality standards and reporting requirements. It is important to note that we are obliged by our contractual agreement not to replicate existing services therefore if a local organisation offers free counselling we are likely to direct survivors there, unless there is a clear prohibitive reason in which instance we would work with the person to identify another regulated provider.

Since the project began, 301 people have requested counselling and 111 of those have required more than 12 sessions. Counselling is put in place with reviews planned after 12 sessions. The person may continue if the support is required and helpful to the person's needs. In addition to feedback from individuals, the majority of counselling providers use the Clinical Outcomes in Routine Evaluation (CORE) measure to evaluate impact and risk.

Referrals for counselling have been made to 36 Support Providers and professionals.

As mentioned earlier, Wellbeing Scotland has been funded by Future Pathways to support at least 326 people and we have been advised by Wellbeing Scotland that we should assume that counselling is being offered to everyone.

Health in Mind Counselling is delivered through Resolve. Health in Mind established Resolve in 2012 and the service provides counselling to both individuals and organisations through contracts and spot purchase. Data on the efficacy of Resolve has been shared with Future Pathways through routine quarterly reports as per the provider terms and conditions.

Future Pathways has made the following counselling referrals since the start of the service:

Organisation Name	Referrals	Active
Health in Mind	114	38
Lifelink	70	19
Professionals (28 Support Providers)	80	41
Moira Anderson Foundation	13	4
Mind Mosaic Counselling & Therapy	11	4
Action in Mind	5	0
Break the Silence	5	0
Mental Health Aberdeen	3	2

Wellbeing Scotland's service includes counselling; however less detail is available on active caseload. 326 people were in receipt of support from Wellbeing Scotland from November 2016 to March 2018 and it is assumed that this includes counselling as part of that service. Separately, 35 referrals have been made to Wellbeing Scotland for records searches.

Unit Costs

In addition to accessing support through existing and purchased services, people registered with Future Pathways can also access material support from the Discretionary Fund when their needs cannot be met in another way. Therefore, the hourly rate for Wellbeing Scotland, or any other Support Provider, cannot be compared to that of Future Pathways.

Future Pathways hosts a broader range of resources and services: there are costs associated with overseeing more than 40 active Support Provider contracts and the disbursement of material support that responds in real time to the needs and challenges people face.

Adequate investment into clinical governance and accountability functions are an important part of the responsible delivery of Future Pathways' activities.

Since establishment until March 2019, Future Pathways has spent a total of £7.43 million, with almost £4.2 million spent on direct support to survivors, through commissioned or purchased services, or through discretionary payments or purchases made to meet individual support needs. This represents just over 56.5% of total expenditure to March 2019.

In addition to this, £1.8 million has been spent directly on frontline staff and costs directly related to coordination of support, approximately 24.7% of total expenditure to March 2019.

Remaining expenditure since establishment until March 2019 includes communications and engagement activity (aimed at reaching out to people not already receiving support or getting feedback) and measurement and learning (aimed at evaluating performance and maintaining appropriate quality standards). £623,770 has been spent on these functions, representing 8.4% of costs.

Approximately £402,249 (5.4%) has been spent on services provided by the Glasgow Psychological Trauma Service. This function ensures that all staff are properly trained and supported to operate safely and in accordance with trauma-informed principles; it also includes priority access to clinical assessments for survivors as required, constituting direct, priority support operating to the highest clinical standards. Future Pathways does not fund treatments, which are available to individuals in their local NHS board areas.

Residual overheads and administrative costs account for less than 5% of expenditure up to March 2019.

In 2019/20, quarter 1 figures reflect increased expenditure directed towards support coordination, in order to eliminate the waiting list for support. Costs of discretionary payments and purchases fluctuate and can be difficult to forecast with accuracy; however, it is estimated that combined costs of direct support and support coordination will continue to represent approximately 85% of total expenditure.

Quality Framework

The establishment of a Quality Framework is part of Future Pathways' commitment to continuous improvement and learning. As our work is driven by individual need, it is essential that decisions are underpinned by a clear rationale and consistent application of process. As the service grew in line with demand, the need to assess consistency of practice emerged. A decision to ensure such support was implemented by the end of 2017. In the first 6 months of 2018 the framework was developed and tested and has been in use for one year.

The Quality Framework evidences a professional approach in line with service boundaries. Where quality checks expose gaps or misapplication of procedures, improvement actions generate additional guidance in light of current practice and strategic objectives. The Alliance regularly reviews comments and complaints at its Alliance Leadership and Management meetings.

Work is also underway to strengthen the framework for discretionary fund purchases, engagement activity and other processes. Understanding the experience of people registered with Future Pathways is vitally important, and work is underway to examine this through dedicated research and evaluation and regular consultation and feedback.

Performance monitoring data is provided to the Alliance Leadership Team, prioritising the waiting list status and other key indicators. The Quality Framework is periodically reviewed to ensure checks are in line with Future Pathways' priorities and strategic objectives

Evaluating Future Pathways' Impact

At the Petition Committee hearing on 27 June 2019, the Convener requested that Future Pathways provide the committee with a sense of how outcomes are evaluated, and to see the process.

Future Pathways has established an outcomes map to establish how our activities will meet the outcomes that are important for survivors. Our vision to see survivors leading full, healthy and independent lives is at the centre of this framework.

Methodology

The ongoing measurement and evaluation of Future Pathways' work is conducted using a theory-based approach to outcome monitoring, evaluation, learning and improvement that is based on contribution analysis¹. Our approach has been informed by Matter of Focus who have been commissioned to work with us on the development and implementation of our evaluation. Matter of Focus conducted an independent scoping study which informed our approach to eradicating the waiting list. Findings will soon be available on the Future Pathways website.

Future Pathways hold several outcome maps within a cloud-based software called OutNav. OutNav is a software system developed by Matter of Focus that supports organisations to take a collaborative and outcome-focused approach to evaluation planning, implementation analysis and reporting. The outcome maps form the basis of an evaluation framework against which evidence of different kinds can be collated so that progress can be monitored, the views of people using services can be consistently collected and collated, and the extent to which our services contribute to good outcomes for survivors can be understood.

Future Pathways uses a structured evaluation process of:

1. Developing a 'theory of change' informed by understanding the complexity of the context in which we operate. This sets out how we think our work makes a difference to people.
2. Agreeing four outcome maps that show how activities contribute to outcomes, and what needs to be in place to make this happen. The maps focus on 4 key areas:
 - Supporting people to achieve their personal outcomes;
 - Ensuring required services are available to individuals;
 - Raise awareness about Future Pathways so that people can access support;
 - Improve and share best practice.
3. Identifying clear change mechanisms through which Future Pathways works. These are expressed as 'pathways' to outcomes.
4. Developing a plan to gather data that will help us understand whether or not we are supporting people to make progress towards outcomes. This includes integrating data and information we collect, as well as capturing data specifically for this purpose.
5. Systematically reviewing this data collectively every 3 months against each of the outcomes for each pathway in the outcome map and analysing the progress we have made so far using a 'traffic light' system. This reflects both progress and the strength of evidence. We review data collectively to ensure we interrogate our assumptions and make sound conclusions.

¹ Mayne, J. (2011). Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis. In Evaluating the Complex, R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers.

6. Summarising key findings against the outcome map framework to evaluate the impact of Future Pathways' work and understand how what we do contributes to the achievement of Future Pathway's purpose and objectives.

The data collection plan involves face to face interviews with survivors and support coordinators. This takes place on a monthly basis. Additional observational data, research notes, reflective logs, meeting minutes, policy, and practice guidance documents are collected on a quarterly basis as evidence. These sources and evidence are linked to defined 'success criteria' for the relevant outcome within the maps.

A report is then produced directly from the software OutNav, demonstrating our contribution to outcomes. This is used to inform other reports, such as Quality and Quarterly Reports.

Conclusion

Finally, we would like to add that Future Pathways is currently undertaking a programme of engagement seeking views from survivors across Scotland and elsewhere on the strengths and areas for improvement within the service. We anticipate that this will identify further operational reforms to improve delivery and outcomes for survivors.

We trust that the Committee will find this information helpful. If further information is required to support the Committee's deliberations, we would be happy to supply this.

On behalf of Future Pathways,

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Independent Chair

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