



Adult Placement Counts For Scotland

**A survey of
Adult Placement Schemes
in Scotland**

funded by



SCOTTISH EXECUTIVE



Acknowledgements

Grateful thanks are due to:

All adult placement schemes and councils that responded to the survey, and those who spent time completing the questionnaire.

National Association of Adult Placement Services (NAAPS) for their guidance in conducting the survey.

Judy Bryan for data entry.

The research was made possible by a grant from the Scottish Executive.

Authors: Sylvia Bernard, independent consultant and Anne Fernie, Chair NAAPS Scotland.

January 2006

Contents

Acknowledgements

List of tables and figures

Summary

1.0 Introduction

1.1 The policy context

1.2 Background to AP services in Scotland

1.3 The survey

2.0 Results of the survey

2.1 Survey response

2.2 Scheme characteristics

2.3 Geographical distribution of schemes

2.4 Type of service provided by schemes

2.5 The workforce

2.5.1 Scheme staff

2.5.2 Adult placement carers

2.6 Service users

2.7 Ethnicity of carers and users

2.8 Training

2.9 Access to advice

2.10 Awards

2.11 Recruitment and retention

3.0 Discussion

3.1 Characteristics of schemes, carers and users

3.2 Awards, training and support

3.3 Recruitment and retention

3.4 Comparison with AP in England

3.5 Comments from AP schemes

3.6 Conclusions

List of tables and figures

Data from the survey are mainly presented in aggregated form showing numbers and percentages. Where based on small numbers, percentages should be viewed with caution. Figures are given to one decimal place.

Table 1	Responses from local authorities
Table 2	Schemes by sector
Table 3	Schemes office base by Care Commission region
Table 4	Care Commission regions in which schemes operate
Table 5	Local Authority areas in which schemes operate
Table 6	Type of area schemes cover
Table 7	Number and percentage of schemes by service user group
Table 8	Number and percentage of schemes by type of service
Table 9	Staff numbers in different roles
Table 10	Staff vacancies
Table 11	Status of carers
Table 12	Carers by gender age group and disability
Table 13	Schemes funding membership of NAAPS
Table 14	Service users by gender and age
Table 15	Service users by user group
Figure 1	Estimated adult placements by service user group
Table 16	Number and percentage of placements
Figure 2	Estimated adult placements by type of care provision
Table 17	Numbers and percentages of placements by service user group
Figure 3	Type of placement by Community Care region
Figure 4	Type of service user by Community Care region
Figure 5	Ethnic identity of carers
Figure 6	Ethnic identity of service users
Table 18	Involvement in training
Table 19	Access to advisers
Table 20	Awards held by managers
Table 21	Awards held by staff and carers
Table 22	Awards being worked towards
Table 23	Reasons for difficulties in recruiting carers
Table 24	Reasons for difficulties in retaining carers

Summary

Adult placement (AP) offers a unique form of care that enables vulnerable adults to become part of and be supported by their local community. It is characterised by core values of 'extended family' support and recognised by all UK governments as a valued model of social care. The Scottish Executive is seeking to develop a regulatory regime appropriate to this unique service, which will ensure safety and quality, but will also allow the service to flourish and grow.

Little is known about current AP activity in Scotland. Carers in particular fail to appear in workforce statistics. This study of schemes providing AP services, by the National Association of Adult Placement Services (NAAPS) Scotland, aims to provide baseline data about the workforce; care provision; qualification levels; training and support issues; and recruitment and retention problems.

The level of response to the survey was high (91% of local authorities and all independent schemes known to NAAPS responded). Fifteen schemes, providing AP services, from the statutory and independent sectors, contributed to the survey, and were felt to represent most existing AP activity in Scotland, current at the end of 2005.

Geographical distribution

- The range and type of AP service varied by local authority and Care Commission region. AP schemes were most commonly found in the south of the country.
- Currently, there is minimal AP activity and no AP schemes providing services for people with learning difficulties/disabilities or physical disabilities north of Fife. AP services for those with physical disabilities were only reported in the South East region.
- People living in rural areas may experience difficulties in accessing AP services.
- A third of schemes operated across local authority boundaries and two schemes operated across Care Commission regional boundaries.
- Overall, schemes provided services in 19 out of 32 Scottish local authorities.

- Nine out of 15 schemes were run by local authorities, 1 partnership and 5 independent schemes.

Service provision

- Schemes' activities often focused on a particular service user group or a particular type of service.
- Some schemes engaged in a range of activities, not all of which were classed as AP.
- Schemes varied widely in the numbers of service users they supported (fewer than 10 to over 500).
- Total estimates of users were around 1130. Nearly half of this total was accounted for by a single short breaks scheme.
- A wide range of services was provided. Short breaks and day care were the most common activities overall in terms of volume.
- Older people comprised the largest user group (65%), followed by people with LDD (27%), then people with mental health problems (5%) and physical disabilities (3%). Other service users (1%) included people with acquired brain injuries, or problems associated with drug/alcohol misuse.

Workforce structure and characteristics

- Schemes tended to employ small numbers of people (an average of 5 people), but varied widely in the numbers of carers and users they supported.
- Approximately 80 people were reported to be working in AP schemes.
- A total of around 460 AP carers was recorded.
- 62% of carers were self-employed. 27% were volunteers with expenses, and were found mainly in schemes providing short breaks services.
- 6% of carers were ex-foster carers.
- 80% of carers were women.
- 42% were aged 55 and over.
- 96% of carers were of white ethnic origin, (compared with 99% of service users).
- 1% of carers were recorded as having a disability.

Qualifications, training and support

- Both statutory and independent schemes reported difficulties in carers accessing training (77%).
- 67% of schemes received financial assistance for training related activities.
- 77% of schemes provided a range of support strategies to facilitate training of carers.
- Overall, 6% of AP carers held care/social work awards and participation in further learning and training was reported by a majority of schemes.
- 87% of schemes had access to advisers specialising in welfare benefits, but access to taxation/employment advice was less common.

Recruitment and retention

- The overall vacancy rate for staff employed by schemes was 6%.
- Eleven of the 15 schemes reported difficulties in recruiting carers over the previous 12 months.
- The nature of the work and a lack of suitable applicants were cited as the most common reasons for problems in recruiting carers.
- Three schemes reported problems in retaining carers.
- The nature of the work, competition from other employees, unattractive pay and more challenging service users were all cited by these schemes as reasons for difficulties.
- Other concerns specific to short breaks carers were also expressed - the lengthy referral process; the intermittent nature of the work, with no guaranteed placements, and the impact of (limited) income on benefits.

Key findings

- AP services in Scotland are uneven in their distribution, both geographically and in the type of service provided.
- The national picture is skewed by two large schemes providing high volumes of short break and day care.
- Older people comprise the largest service user group and are the main recipients of short breaks/day care.
- Long term care is most common amongst people with LDD.

- Community services for adults continue to be primarily short breaks and day care. Schemes exist to provide other services but, in the main, activities are not well - developed. The potential for future development of AP services exists throughout Scotland, and currently is particularly lacking in the north.

1.0 Introduction

This report is based on the results of a survey of Adult Placement (AP) schemes in Scotland. The aim is to provide baseline data about AP schemes, their workforce and carers, which will be used to inform the forthcoming regulation of AP services and contribute reliable data to information about the social care workforce in Scotland and the UK.

1.1 The policy context

All UK governments are committed to developing services for vulnerable people which are needs-led and which promote independence and choice; and are striving to create a regulatory framework which reflects these aims.

The Regulation of Care (Scotland) Act 2001 established a new system of care regulation covering the registration and inspection of care services against a set of national care standards. The standards are used to monitor the quality of care services and their compliance with the Act and regulation. The national care standards for AP services developed by the National Care Standards Committee (NCSC) are based on principles of dignity, privacy, choice, safety, realising potential and equality and diversity. First published in 2002, they were most recently revised in September 2005 (Scottish Executive, September 2005).

Under the Regulation of Care Act, AP services are defined as,
'a service which consists of, or includes, arranging for the provision of accommodation for an adult (that is to say for a person who has attained the age of eighteen years), together with –

- a) personal care*
- b) personal support; or*
- c) counselling, or other help, provided other than as part of a planned programme of care,*

by reason of the person's vulnerability or need by placing the person with a family or individual; but a service may be excepted from this definition by regulations.

The proposed commencement of AP service regulation is 1st April 2006. From this date, all services falling within the definition of the Act will be required to register with

the Care Commission. The standards will be taken into account by the Commission in making decisions about applications for registration of AP services.

A consultation exercise by the Scottish Executive to inform the imminent regulation, initiated in November 2005, is to receive responses by 3rd February 2006 (Scottish Executive, November 2005).

1.2 Background to AP services in Scotland

In 2000, 'The same as you', a review of services for people with learning disabilities, identified a lack of community services for people with learning disabilities, their families and carers, compared with other parts of the United Kingdom (Scottish Executive, 2000). AP was identified as an example of good practice to be encouraged and developed. In the same year, estimates of current family-based services by 'Shared Care' Scotland suggested that the majority of such services targeted children and, in the main, provided only short break services.

A family context and 'kinship' underpin the values of AP. It is a valued model of social care that enables vulnerable adults to become part of and supported by their local community. Services provided under the 'umbrella' of AP vary widely throughout Scotland and in the rest of the UK and often have evolved from different care service backgrounds, for example residential or fostering services, which may influence the type of provision.

AP in Scotland is less well-developed than in England. A National Association of Adult Placement Services (NAAPS) Scotland group has been in existence formally since 2002. The current survey by NAAPS Scotland aims to identify where services are being provided, and the extent to which the type and level of service vary throughout the country.

1.3 The survey

A survey of AP services in England, undertaken jointly by NAAPS and the strategic workforce development body for social care in England, then Topss England (now Skills for Care) was completed in 2004 (Bernard, 2004). In 2005, it was decided to re-run the survey in Scotland. The questionnaire was adapted for use by NAAPS Scotland and sent out to all known schemes in Scotland at the end of September 2005. All 32 local authorities in Scotland were contacted to identify AP schemes within their area, which may be run by the local authority, or independently.

Letters to local authorities and known schemes were followed up by telephone. A database was set up to include anonymised information about schemes, their workforce, service users, type of provision, qualification levels of employees and carers, training and support issues, and recruitment and retention problems.

2.0 Results of the survey

2.1 Survey response

Out of the 32 local authorities in Scotland, 29 (91%) had responded by January 2006. Seventeen reported no local authority run AP schemes in their area, although in 4 of these, independent schemes were providing services.

Aberdeenshire council had gained approval to develop a scheme and Scottish Borders was carrying out a scoping exercise. All independent schemes known to NAAPS had replied by January 2006. Table 1 summarises responses from local authorities.

Table 1: Responses from local authorities

Council	Area	Response	Comments
City of Aberdeen Council	Aberdeen	Returned	LA scheme
Aberdeenshire Council	Inverurie	No scheme	Approval to develop scheme gained, not operational at present.
Angus Council	Forfar	Replied	Operates short breaks service – no further information
Argyle and Bute	Argyle	No scheme	
City of Dundee	Dundee	No scheme	Scheme folded, only 1 AP carer left
City of Edinburgh	Leith – Edinburgh	Returned	Separate long term scheme and short breaks service (LA schemes)
City of Glasgow	Glasgow	Replied – no LA scheme	Independent scheme cover
Clackmannanshire	Alloa	Replied	Part of joint dementia initiative
Dumfries and Galloway	Dumfries	Replied – no LA scheme	Independent scheme cover
East Ayrshire	Kilmarnock	No response	Independent scheme cover
East Dunbartonshire	Kirkintilloch	No response	Independent scheme cover
East Lothian	Haddington	Returned	LA scheme
East Renfrewshire	Giffnock	No scheme	
Falkirk	Falkirk	Returned	LA dementia service (joint dementia initiative) + independent scheme cover
Fife	Fife	Returned	LA scheme
Highland	Inverness	No scheme	
Inverclyde	Greenock	Replied – no LA scheme	Independent scheme cover
Midlothian	Dalkeith	Returned	LA scheme
Moray	Elgin	No scheme	
North Ayrshire	Irvine	No response	Independent scheme cover
North Lanarkshire	Motherwell	Returned	Partnership scheme managed by Cornerstone Community Care on behalf of N. Lanarkshire Supported Living Forum
Orkney Islands	Kirkwall	No scheme	
Perth and Kinross	Perth	No scheme	
Renfrewshire	Paisley	No scheme	
Scottish Borders	St Boswells	No scheme	Current scoping exercise. Short breaks service for children only.
Shetland Islands	Lerwick	No scheme	No scheme, but 'inherited' one man with learning disabilities when moved with AP carers from south. Funded through SP.
South Ayrshire	Ayr	Replied – no LA scheme	Independent scheme cover
South Lanarkshire	Hamilton	Returned	A few isolated circumstances where someone supported by a carer from fostering or child care, but no scheme to manage this. Short breaks scheme only. Independent scheme cover.
Stirling	Stirling	Replied	Part of joint dementia initiative
West Dunbartonshire	Dunbarton	No scheme	Independent scheme cover
West Lothian	Broxburn	Returned	LA scheme + independent scheme cover
Western Isles	Stornoway	No scheme	
	Ben Becula	No scheme	

Questionnaires from 15 schemes were included in the final database for analysis, and were felt to represent most existing AP activity in Scotland, current at the end of 2005.

2.2 Scheme characteristics

Over half of the schemes (60%) were run by local authorities, with 5 independent schemes and one scheme which used a partnership approach (Table 2). All 5 independent schemes were registered charities. Schemes had operated for an average of 11 years, ranging from 18 months to one scheme which had been in operation for 20 years. All schemes operated from a single office base.

Table 2: Schemes by sector

		Number	Percentage
Valid	local authority	9	60.0
	independent	5	33.3
	partnership	1	6.7
	Total	15	100.0

2.3 Geographical distribution of schemes

The Scottish Care Commission is divided into five regions – North, Central West and East, South West and East. The distribution of schemes' operational base according to the 5 Care Commission regions was examined (Table 3). The South East region provided a base for the greatest number of AP schemes. Only one scheme was based in Northern region, although Aberdeenshire had approval to develop a scheme.

Table 3: Schemes office base by Care Commission region

		Type of scheme			Total
		local authority	independent	partnership	
Care Commission region	North	1	0	0	1
	Central West	0	3	0	3
	Central East	2	0	0	2
	South West	1	2	1	4
	South East	5	0	0	5
Total		9	5	1	15

A third of schemes were operating across local authority boundaries and two schemes across Care Commission boundaries. Tables 4 and 5 show where schemes provided services by Care Commission region and by local authority. The South West had the greatest number of schemes providing AP services in its region. AP

services, in some form, were being provided currently in 19 of the 32 local authorities, by either statutory or independent schemes.

Table 4: Care Commission regions in which schemes operate

	N of schemes providing services	Percentage of schemes
Care Commission region		
North	1	6.7
Central West	6	40.0
Central East	5	33.3
South West	10	66.7
South East	6	40.0
Total responses	28	
Total schemes	15	

Table 5: Local Authority areas in which schemes operate

Local authority	N of schemes providing services	Percentage of schemes
Aberdeen	1	6.7
E. Ayrshire	1	6.7
N. Ayrshire	1	6.7
S. Ayrshire	2	13.3
Clackmannan	1	6.7
E. Dunbartonshire	2	13.3
W. Dunbartonshire	1	6.7
Dumfries & Galloway	1	6.7
Edinburgh	2	13.3
Falkirk	2	13.3
Fife	1	6.7
Glasgow	2	13.3
Inverclyde	1	6.7
N. Lanarkshire	3	20.0
S. Lanarkshire	2	13.3
E.Loathian	1	6.7
Midlothian	1	6.7
W. Lothian	2	13.3
Stirling	1	6.7
Total responses	28	
Total schemes	15	

The majority of schemes provided services in 'mixed' areas, with no schemes covering predominantly 'rural' areas (Table 6).

Table 6: Type of area schemes cover

	N of schemes	Valid Percent
Valid urban	4	26.7
mixed	11	73.3
Total	15	100.0

2.4 Type of service provided by schemes

The majority of schemes provided services for people with learning difficulties/disabilities (LDD). In 4 schemes, services were exclusively for people with LDD. Table 7 shows scheme provision by type of service user – people with learning difficulties/disabilities (LDD), physical disabilities (PD), older people (OP), people with mental health problems (MH) and 'other' service users. The latter included mainly people with acquired brain injury, but also those with problems of drug/alcohol misuse. Two schemes provided services exclusively for people with Alzheimer's disease/dementia, another only for older people.

Table 7: Number and percentage of schemes by service user group

	N of schemes	Percentage of schemes
Valid Schemes with services for LDD	11	73.3
Schemes with services for PD	5	33.3
Schemes with services for OP	8	53.3
Schemes with services for MH	7	46.7
Schemes with services for 'other'	2	13.3
Total responses	33	
Total cases	15	

Table 8 shows the type of service schemes provided. Three schemes were exclusively short break services. One provided respite and home based day services for older people and another respite care for a small number of people with mental health problems. The third scheme began with overnight breaks for older people in carers' homes and now provides a range of flexible adult break services including daytime and overnight support for older people (including a high percentage with dementia) and people with LDD. This latter scheme was complemented by a separate long term care scheme within the same authority. However, the long term scheme was not primarily an AP scheme, concentrating most of its workload on supported lodgings. It was estimated that visiting and emergency support represented the greater part of staff workload (70-75%), with AP services taking 20-25% of staff time.

Table 8: Number and percentage of schemes by type of service

	N of schemes	Percentage of schemes
Valid schemes providing long term care through SP	9	60.0
schemes providing long term care through other sources	10	66.7
schemes providing short term/respite care	10	66.7
schemes providing supported lodgings	3	20.0
schemes providing day care in carer's home	5	33.3
scheme providing day care in service user's home	5	33.3
scheme providing other outreach services	4	26.7
Total responses	46	
Total cases	15	

2.5 The Workforce

2.5.1 Scheme staff

Eighty staff (FTE) were employed by 15 schemes. Table 9 provides a further breakdown by job role. The range in numbers of employees tended to be greater in local authority than independent schemes – ranging from 1 to 17 employees in local authority schemes. Schemes with a greater number of staff were those providing a wider range of services, which may not all be AP activity.

Table 9: Staff numbers in different roles

	Valid N	Mean	Median	Sum
Total nos. of staff	N=15	5.3	4.0	80.0
No. of managers	N=15	1.5	1.0	22.5
No. of adult placement organisers	N=15	.6	.0	8.5
No. of social workers	N=15	1.5	.0	22.0
No. of support workers	N=15	1.1	.0	16.5
No. of admin/ancillary staff	N=15	.7	1.0	11.0

The definition of vacancies adopted was that used by the earlier survey and the Employer's Organisation for local government – 'funded posts with no employee in post and for which a replacement is being or will be sought' (EO, 2003). Current staff vacancies were reported as 5 across the 15 schemes, representing an overall vacancy rate of 6%.

Table 10: Staff vacancies

	Valid N	Mean	Median	Sum
Total vacancies	N=15	.3	.0	5.0
Manager vacancies	N=15	.0	.0	.0
APOs vacancies	N=15	.1	.0	1.8
Social worker vacancies	N=15	.0	.0	.0
Support worker vacancies	N=15	.1	.0	1.0
Admin/ancill vacancies	N=15	.1	.0	2.0

2.5.2 Adult Placement carers

A total of 457 AP carers were recorded (Table 11). The range in number of carers supported by individual schemes varied from 3 to 79. The greatest numbers of carers were found in 2 of the three schemes providing only short break services, which also accounted for most of the volunteers. If these two schemes were excluded, a total of 299 AP carers remained, of whom only 5 were volunteers. Over all schemes, 62% of carers were self-employed and 6% of carers were ex-foster carers. Five of the 15 schemes paid carers enhancements, linked to the level of dependency or need of service users.

Table 11: Status of Carers

	Valid N	Mean	Median	Sum	Overall %
Total no. of carers	N=15	30	23	457	
Total no. of carer households	N=12	22	16	267	
No. of carers employed by scheme	N=15	2	0	37	8.1
No. of carers self-employed	N=15	19	16	283	61.9
No. of volunteers	N=15	8	0	122	26.7
No. of ex-foster carers	N=14	2	2	26	6.2

(N.B. Cases were included in percentage calculations where valid for both variables – n of foster carers and total carers)

Over three quarters (80%) of carers were women and were most likely to be aged between 35 and 54 (54%). Less than 5% of carers were under 35 (Table 12). A total of 6 carers (1.3%) were recorded as having a disability.

Table 12: Carers by gender, age group and disability

	Valid N	Mean	Median	Sum	Valid percent
Male carers	N=15	6	5	90	20.5
Female carers	N=15	23	16	348	79.5
Carers 18-34	N=13	1	0	17	4.2
Carers 35-54	N=13	17	11	220	54.3
Carers 55&over	N=13	13	10	168	41.5
Carers with a disability	N=15	0	0	6	1.3

A fifth of schemes funded membership of NAAPS for individual carers (Table 13). Only 10 carers in total were recorded as being members of NAAPS.

Table 13: Scheme funds membership of NAAPS

	N of schemes	Percentage of schemes
Valid Yes	3	20.0
No	12	80.0
Total	15	100.0

2.6 Service users

The response to the direct question about total numbers of service users recorded by schemes yielded an estimate of 1133. The median number of service users was 35, with a mean of 76, indicating a wide variation in the size of schemes. The minimum

reported was 7 up to a maximum of 553 service users (nearly half the total) in a single short breaks scheme.

Over half of service users were women (61%) and the majority were 55 and over (80%) (Table 14). The over-representation of older people (and women), reflected the high volume of placements for older people in a single (short breaks) scheme.

Table 14: Service users by gender and age

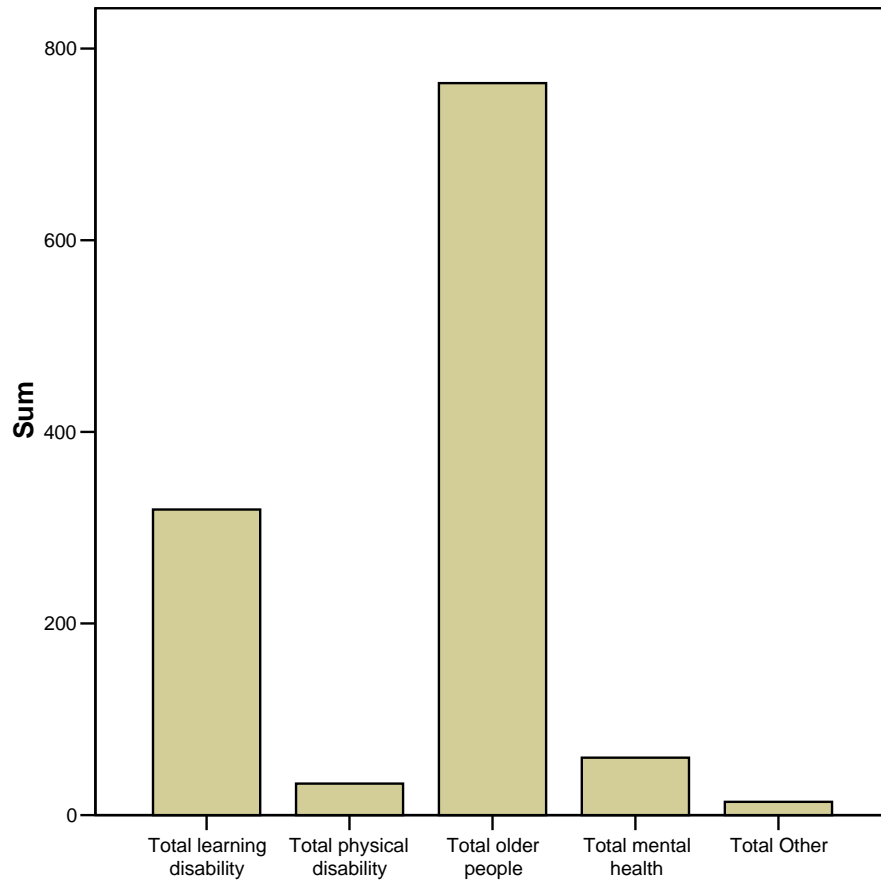
	Valid N	Mean	Median	Sum	Valid percent
Total no. of service users	N=15	76	35	1133	
Male service users	N=15	29	12	435	38.6
Female service users	N=15	46	15	691	61.4
Service users 18-34	N=13	7	6	91	8.3
Service users 35-54	N=13	10	8	125	11.4
Service users 55&over	N=13	67	11	877	80.2

An estimate of placements derived from summing totals in different client groups suggested a slightly higher total of service users, 1190. This may have been due to double-counting, where service users received more than one type of care. The latter figure was used as a base when calculating the percentage breakdown by client group. Although the majority of schemes provided services for people with LDD (Table 7), in terms of total numbers of placements, older people comprised 64% of the total overall (Table 15, Figure 1). As mentioned earlier, the 'other' group included mainly people with acquired brain injury, but also those with problems of drug/alcohol misuse. Two schemes catered exclusively for people with Alzheimer's disease/dementia and a third for 'older' people in general.

Table 15: Service users by user group

	Valid N	Mean	Median	Minimum	Maximum	Sum	% of Total
Total placements	N=15	79	37	7	553	1190	100.0
Total learning disability	N=15	21	15	0	87	319	26.8
Total physical disability	N=15	2	0	0	27	33	2.8
Total older people	N=15	51	1	0	553	764	64.2
Total mental health	N=15	4	0	0	17	60	5.0
Total Other	N=15	1	0	0	10	14	1.2

Figure 1: Estimated adult placements by service user group

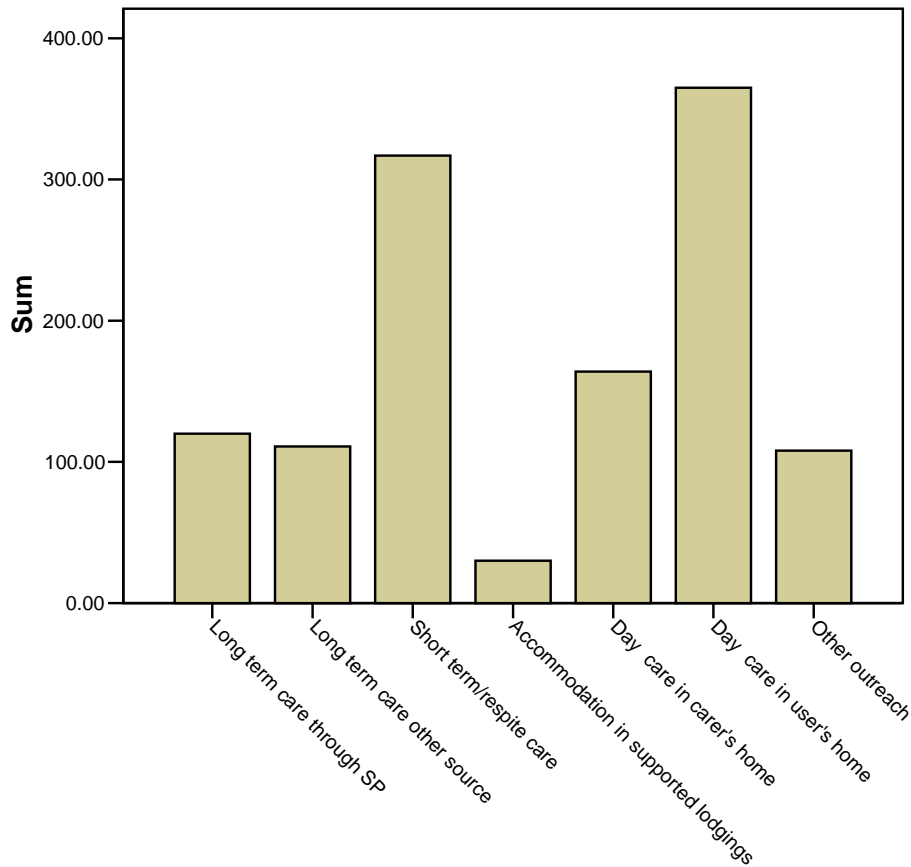


Day care services accounted for the greatest volume of placements (45% of total), followed by short term/respite care (27%). Long term care accounted for 19% of total placements (Table 16, Figure 2).

Table 16: Numbers and percentages of placements

	Valid N	Mean	Median	Sum	% of Total
Long term care funded through SP	N=15	8	2	120	10.1
Long term care other source	N=15	7	1	111	9.3
Short term/respite care	N=15	21	5	317	26.7
Accommodation with support in supported lodgings	N=15	2	0	30	2.5
Day care services in carer's own home	N=15	11	0	164	13.8
Day care services in service user's home	N=15	24	0	365	30.7
Other outreach services	N=15	7	0	108	9.1
Total placements	N=15	79	37	1190	100.0

Figure 2: Estimated adult placements by type of care provision



Type of care varied for different service user groups. Table 17 identifies the number and percentage of placements in each client group. Long term care was the most common form of service provision for people with learning difficulties/disabilities (41%), while older people tended to receive day care (61%). Services for people with physical disabilities were primarily 'outreach' services, such as befriending schemes (76%). The most common service for people with mental health problems was short term/respice care (58%). Accommodation with support in supported lodgings was most common for people in the remaining 'other' category (64%) which included mainly those with acquired brain injuries, but also those with problems of drug/alcohol misuse.

Table 17: Numbers and (percentages) of placements by service user group

	N of valid cases	Learning disability	Physical disability	Older people	Mental health	'Other'
Long term care funded through SP	15	104 (32.6)	2 (6.1)	11 (1.4)	2 (3.3)	1 (7.1)
Long term care other source	15	28 (8.8)	0 (0.0)	81 (10.6)	2 (3.3)	0 (0.0)
Short term/respice care	15	80 (25.1)	2 (6.1)	200 (26.2)	35 (58.3)	0 (0.0)
Accommodation with support in supported lodgings	15	11 (3.4)	0 (0.0)	2 (0.3)	8 (13.3)	9 (64.3)
Day care services in carer's own home	15	38 (11.9)	4 (12.1)	111 (14.5)	7 (11.7)	4 (28.6)
Day care services in service user's home	15	12 (3.8)	0 (0.0)	353 (46.2)	0 (0.0)	0 (0.0)
Other outreach services	15	71 (22.3)	25 (75.8)	6 (0.8)	6 (10.0)	0 (0.0)
Total placements	15	319	33	764	60	14

(NB. Numbers in some sub groups are very small, percentages based on small numbers can be misleading.)

The distribution of care varied with Care Commission region (Figures 3 & 4). It should be noted that some schemes provided care across local authority and in two cases, regional boundaries. Figures 3 & 4 reflect the schemes' operational base and not the location of individual placements. Schemes based in the South West primarily provided short breaks and/or day care, with most activity for long term care occurring in schemes based in Central West. The type of service user supported by schemes also varied regionally. The concentration of schemes based in the South East generated the greatest range of service users and the greatest number of service users with LDD were found in this region.

Figure 3: Type of placement by Care Commission Region

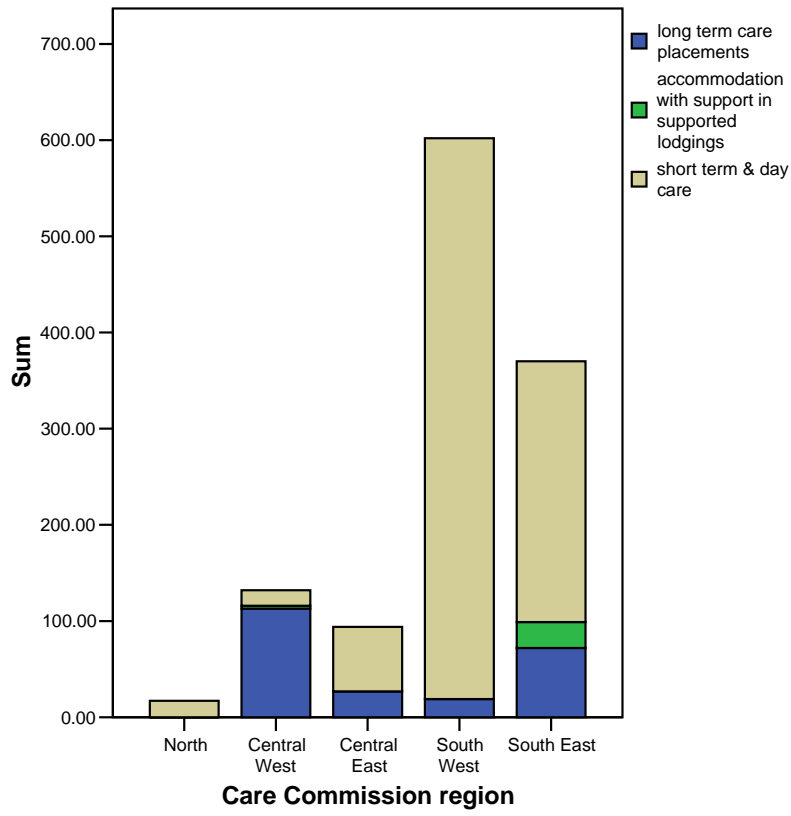
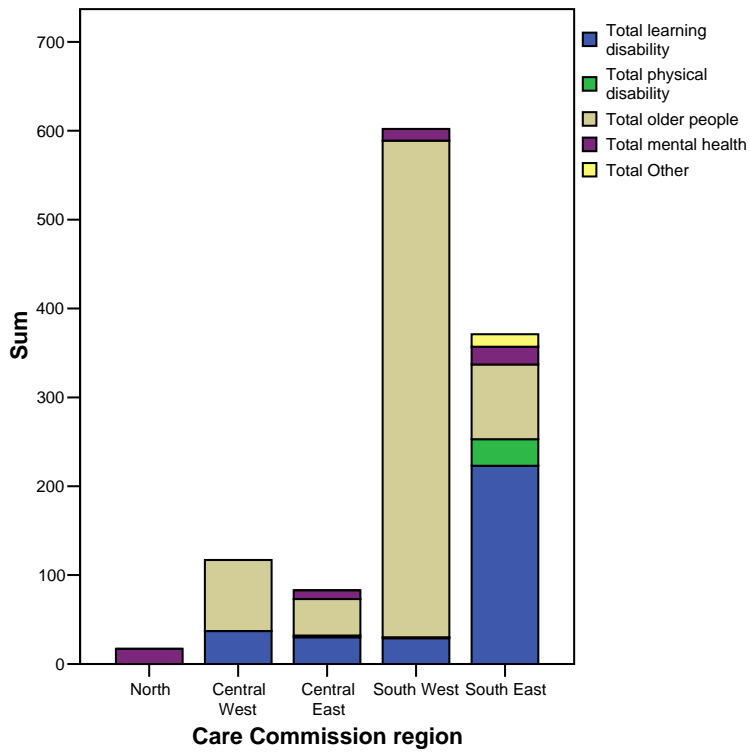


Figure 4: Type of service user by Care Commission Region



2.7 Ethnicity of carers and users

Both AP carers and service users were predominantly of white ethnic origin, although there was a greater proportion of carers overall (4.3%) from ethnic minorities than service users (1.3%) (Figures 5 & 6). Four schemes out of 15 accounted for the total of 19 carers from ethnic minorities and 3 schemes accounted for the total of 14 service users from ethnic minorities. The largest ethnic minority group among carers comprised those from black or black British (including African and Caribbean) backgrounds.

Figure 5: Ethnic identity of carers

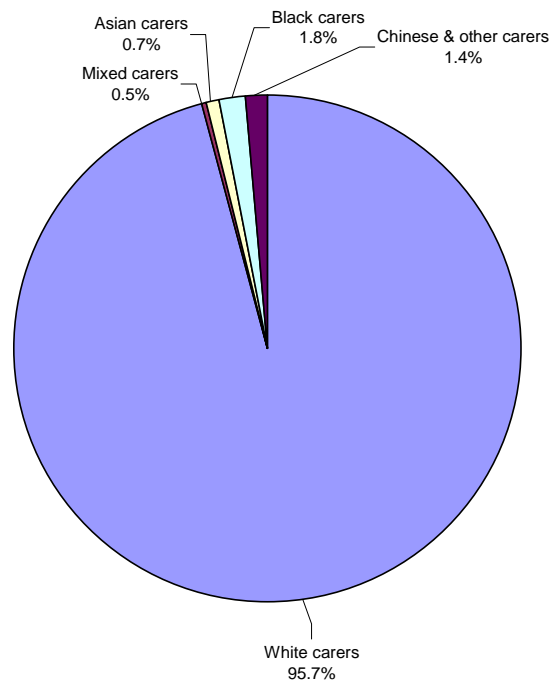
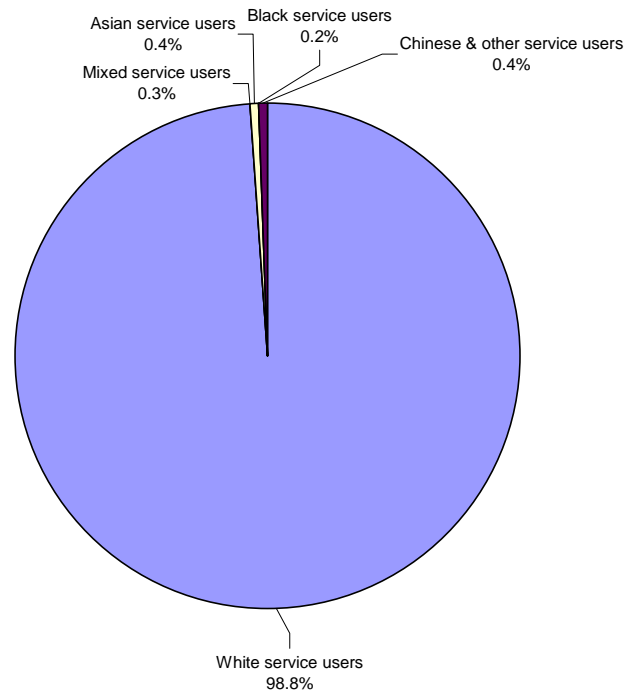


Figure 6: Ethnic identity of service users



2.8 Training

Schemes were asked how they provided training to staff and carers. The majority used a combination of providers, which could include the scheme itself, the training unit of the parent organisation and/or an independent trainer. One scheme reported joint agency training. Sixty-seven per cent of schemes received financial assistance specifically for training-related activities, either from the local authority, or in the case of a national independent scheme, from the Scottish Executive. Schemes were divided as to whether carers and service users were involved in the delivery of training; carers were more likely to be involved (Table 18).

A little over three quarters of schemes reported that carers had difficulty in being involved in learning and training. A range of support strategies to enable access to training for carers included: providing transport, offering a range of times to facilitate attendance, arranging cover for service users, or one to one tutoring /mentoring where required.

Table 18: Involvement in training

Training		Yes	No
Financial assistance for training	N of schemes	10	5
	%	66.7%	33.3%
Carers involved	N of schemes	7	8
	%	46.7%	53.3%
Users involved	N of schemes	4	11
	%	26.7%	73.3%
Training difficulties	N of schemes	10	3
	%	76.9%	23.1%
Scheme support	N of schemes	10	3
	%	76.9%	23.1%

One scheme reported using NAAPS 'induction' CD as a training aid. Three schemes were using 'Learning the Ropes' training programme for training carers and another two expressed interest in doing so.

2.9 Access to advice

Most schemes had access to advisers specialising in welfare benefits, who were likely to be in-house in half of cases. This was more common than access to tax or employment advisers, where internal advisers were mainly absent (Table 19). A number of schemes used the local tax office as a source of advice.

Table 19: Access to advisers

Welfare benefit advisers		N of schemes	Percent	Valid Percent
Valid	Yes	13	86.7	86.7
	No	2	13.3	13.3
	Total	15	100.0	100.0
Type of welfare adviser		N of schemes	Percent	Valid Percent
Valid	in-house adviser	6	40.0	46.2
	external consultant	6	40.0	46.2
	both	1	6.7	7.7
	Total	13	86.7	100.0
Missing	not applicable	2	13.3	
Total		15	100.0	
Taxation/employment advisers		N of schemes	Percent	Valid Percent
Valid	Yes	7	46.7	50.0
	No	7	46.7	50.0
	Total	14	93.3	100.0
Missing	don't know	1	6.7	
Total		15	100.0	
Type of tax/employment adviser		N of schemes	Percent	Valid Percent
Valid	external consultant	6	40.0	85.7
	both	1	6.7	14.3
	Total	7	46.7	100.0
Missing	not applicable	7	46.7	
	don't know	1	6.7	
	Total	8	53.3	
Total		15	100.0	

2.10 Awards

Awards beyond induction and foundation were recorded for different staff groups. Half of all scheme managers held both a care and management award, and a further 36% held a care award (Table 20).

Table 20: Awards held by managers

		N of schemes	Percent	Valid Percent
Valid	care qualification	5	33.3	35.7
	both management and care	7	46.7	50.0
	neither	2	13.3	14.3
	Total	14	93.3	100.0
Missing	not applicable	1	6.7	
Total		15	100.0	

All social workers and half adult placement organisers held a social work qualification. Support workers also held relevant SVQ care awards or, in 3 cases, a social work award. Three per cent of carers held a SVQ3 and a further 3% a social work qualification.

Table: 21 Awards held by staff and carers

Base N () <i>for which information available</i>	SVQ2	SVQ3	SVQ4	Social work award	Management award
Adult placement organisers (9)	0	1	0	4	1
Social workers (24)	0	0	0	24	1
Support workers (17)	4	11	0	3	0
Carers (420)	0	14	0	13	0

Participation in further learning was apparent in all staff groups. Two per cent of carers were working towards SVQ2 and one carer was working towards a social work qualification (Table 22). One scheme was about to introduce SVQ2 for all carers who wished to undertake it and, as mentioned earlier, three schemes were using 'Learning the Ropes' programme with carers.

Table: 22 Awards being worked towards

Base N ()	SVQ2	SVQ3	SVQ4	Social work award	Management award	Other learning programme
Managers (23)	0	0	3	0	3	0
Adult placement organisers (9)	0	1	2	0	0	1
Social workers (24)	0	0	0	1	0	0
Support workers (17)	0	4	0	0	1	0
Carers (420)	10	0	0	1	0	'Learning the Ropes' (N unknown)

2.11 Recruitment and retention

Eleven of the 15 schemes reported difficulties in recruiting carers over the previous 12 months. The most common reason for recruitment difficulties experienced by schemes was the nature of the work and a lack of suitable applicants (Table 23).

'Other' reasons given were the specific problems recruiting short break carers, as the (limited) income can still have an impact on benefits claimed. Issues affecting organisational changes and 'Supporting People' funding had prevented one scheme from running a recruitment campaign in recent years. A lack of interested people with suitable accommodation was also highlighted as a problem.

Table 23: Reasons for difficulties in recruiting carers

Reasons for recruitment difficulties	N of responses	Percentage of cases
lack of suitable applicants	7	63.6
unattractive pay	3	27.3
competition from other employers	3	27.3
lack of funding for recruitment	0	0.0
nature of work	9	81.8
locality	4	36.4
regulatory requirements	1	9.1
training requirements	0	0.0
bureaucracy	1	9.1
other	5	45.5
Total responses	33	
Total valid cases	11	
Missing not applicable	4	

Three schemes reported difficulties in retaining carers. The nature of the work, competition from other employees, unattractive pay and more challenging service users were all cited by these schemes as reasons for difficulties (Table 24). ‘Other’ concerns among these schemes blamed the lengthy preparation and assessment process, so that referrals were not coming in quickly enough for some carers. Some short breaks carers were also deterred by the intermittent nature of the work, with no guaranteed placements. Payments could be slow to come through and even limited income could impact on benefits.

Table 24: Reasons for difficulties in retaining carers

Reasons for recruitment difficulties	N of responses	Percentage of cases
unattractive pay	1	33.3
competition from other employers	1	33.3
regulatory requirements	0	0.0
training requirements	0	0.0
bureaucracy	0	0.0
nature of work	1	33.3
locality	0	0.0
more challenging service users	1	33.3
other	3	100.0
Total responses	7	
Total valid cases	3	
Missing not applicable	12	

3.0 Discussion

The current survey provided a descriptive analysis of schemes providing AP services in Scotland. Efforts were made to locate all current AP schemes and the response rate to the survey was high. Only 3 local authorities failed to respond and all Scottish independent schemes known to NAAPS were included in the survey. The final database included information from 15 schemes, which were felt to represent most existing AP activity in Scotland, current at the end of 2005. One local authority reported operating a short breaks service, but no detailed information was provided before the survey deadline.

Since the number of schemes overall was small (15), information from aggregated data may be skewed by the effect of two large schemes providing high volumes of short break and day care.

3.1 Characteristics of schemes, carers and users

Schemes' activities often focused on a particular service user group, or a particular type of service. A diverse range of schemes existed, varying in the number of carers and users they supported and the type of services they provided.

Although the majority of schemes provided services for people with learning difficulties/disabilities, in terms of volume, older people made up the biggest service user group. Two schemes were providing services exclusively for people with Alzheimer's disease/dementia.

Short break or day services accounted for the greatest activity – three schemes were exclusively short breaks services and another primarily provided day care. Nearly half the estimated total of service users was accounted for by a single short breaks scheme.

The spectrum of care varied over different service user groups. People with LDD were more likely to be receiving long term care, older people short breaks and day care. People with physical disabilities accessed mainly other outreach services, such as befriending schemes, and those with mental health problems, short breaks services.

Schemes were found in statutory and independent sectors with one example of a partnership arrangement. All schemes operated from a single office base and tended to employ small numbers of staff. The greatest number were found in the South East, but frequently operated across local authority and in two cases, Care Commission regional boundaries. Northern region had the least AP activity, with a single, small city-based scheme providing respite services for people with mental health problems, although Aberdeenshire had approval to set up a scheme.

An estimated 460 carers were recorded by the survey, supporting around 1130 service users. Over half of carers were self-employed, and nearly a third were classed as 'volunteers with expenses'. The latter group was almost exclusively based in short breaks schemes.

Carers were predominantly women. The percentage of male carers reported here (21%) is in line with the findings of the most recent social care labour market information (SE web), which estimated that 20% of the workforce inspected and regulated by the Care Commission up to April 2004 were men. However, in the current survey, this may also reflect the incidence of carer households, where partnerships typically involve a primary carer, enabling the second carer to hold additional employment.

The age profile of carers is skewed towards older age groups, 42% of carers were over 55. This compares with a figure of 17% aged 55 and over for those employed in social care, not including early education and child care (SE web).

Comparisons with the most recent (2001) census suggest a higher representation of people from ethnic minorities among AP carers than the general population. The 4% of carers and 1% of service users from ethnic minorities, compares with just over 2% of people of all ages from ethnic minorities in the 2001 Scottish census (SCROL web). However, all carers from ethnic minorities (with the exception of one) and all service users from ethnic minorities were from a minority of schemes (3) in South Lanarkshire and Edinburgh. This may reflect demographic differences, but also suggests differences in schemes' recruitment practices.

3.2 Awards, training and support

The Scottish Social Services Council, set up by the Regulation of Care (Scotland) Act 2001, regulates the social service workforce and promotes and regulates its education and training. All scheme staff are required to be suitably qualified and competent, and AP carers assessed and approved by their AP scheme and actively encouraged to take part in training.

In the current survey, half of all scheme managers held a care and management award, and all social workers were qualified. Adult placement organisers and support workers also demonstrated high levels of relevant qualifications and 7% of carers held, or were working towards, relevant care awards, although it is entirely optional for carers to hold or work towards such an award at the present time.

Most schemes received financial assistance towards training activities. Problems for carers attending training were commonly experienced, but most schemes used a range of strategies to facilitate learning and training for carers.

3.3 Recruitment and retention

Problems of workforce recruitment and retention have been a priority for social care providers in recent years and there may be particular issues affecting AP carers. The 'nature of the work' and a 'lack of suitable applicants' were the most common reasons cited for difficulties in recruiting AP carers. A minority of schemes were experiencing problems in retaining carers, and these mentioned organisational problems relating to the referral process and the intermittent nature of the work for short breaks carers.

3.4 Comparisons with AP in England

The joint Topss England/NAAPS survey of AP schemes in England took place two years earlier than the Scottish survey, at the end of 2003. The current survey suggests that AP activity in Scotland is less developed overall than in England and services more fragmented geographically.

Independent sector involvement in running schemes is greater in Scotland (40%) compared with England (14%). The average time that schemes had been in existence, was similar in both countries, but Scottish schemes tended to be smaller in terms of the numbers of AP carers they supported.

The greatest differences lay in the relative volumes of type of AP activity. A majority of schemes in both countries provided services for people with LDD and this group comprised 71% of placements in England. In Scotland, older people accounted for the greatest volume of placements (67%) and activity was highest in short break and day care services. This also had an impact on the use of volunteers (27% of AP carers in Scotland, compared with 15% in England), and ex-foster carers (6% of AP carers in Scotland, and 11% in England).

Age and gender profiles of carers were broadly similar in both countries and in both, people from ethnic minorities made up a higher proportion of carers than service users. The ability to provide equal opportunities monitoring data was highlighted as an area for improvement in England in 2003. All schemes in the current survey were able to provide such information, which is fundamental to the delivery of services sensitive to service users' needs.

Qualification levels and participation in learning amongst the workforce was the same or higher in Scotland at all levels of AP.

Recruitment and retention concerns in England were very much dominated by the effects of the regulatory requirements current at that time. However, a lack of suitable applicants was also highlighted, in common with Scotland.

3.5 Comments from AP schemes

Schemes were invited at the end of the questionnaire to add further comments. Comments, where given, reflected the type of service the scheme provided. In particular, where long term AP was central to the scheme's activity, and in anticipation of the forthcoming regulation in Scotland, there was a concern expressed that the central value of a family setting may become undermined by over-regulation. Particularly in situations where placements had existed for many years, AP carers explicitly did not want to be considered as 'landlords' providing accommodation. They saw the person they cared for very much as part of the family and were concerned that additional bureaucratic demands could diminish this to the detriment of the service user.

It was felt that working across different local authority boundaries increasingly led to delays over responsibilities to pay for additional support or adaptations. Issues of

carer ill-health/disability were felt to be increasing by one scheme, with carer assessments needed for additional support with service users.

Other concerns specific to short breaks carers were also expressed - the lengthy referral/assessment process; the intermittent nature of the work, with no guaranteed placements, and the impact of (limited) income on benefits.

3.6 Conclusions

Adult placement as a form of care is valued for its unique family setting. Short breaks and day care continue to be the dominant form of activity in Scotland, although the type of activity and service user group varies between schemes. In addition, some schemes are providing a range of forms of support, which may not all fall within the definition of adult placement. There are wide regional variations in the extent and type of service provided, which suggests potential for further development of community services for adults, in both the type of service user supported and care provided.

Glossary of terms

Mean

The simple arithmetic average of all the values in the distribution (i.e. the sum of all cases divide by the total number of cases).

Median

The mid-point of the distribution, the value that splits the cases into two equally sized groups.

References

- Bernard, 2004 Bernard, S. *Adult Placement Counts*, (TopssEngland/NAAPS, 2004)
- EO, 2003 *Guide to Workforce Planning in Local Authorities*, (Employers' Organisation for local government, July 2003)
- Scottish Executive, 2000 *The same as you? A review of services for people with learning disabilities*, (Scottish Executive, Edinburgh 2000)
- Scottish Executive, 2005 *National Care Standards Adult Placement Services*, (Scottish Executive, Edinburgh, revised September 2005)
- Scottish Executive, 2005 *Regulation of Adult Placement Services by the Care Commission, a consultation paper*, (Scottish Executive, Edinburgh, November 2005)
- SE web <http://www.scotland.gov.uk/library/social/ssclms-01.asp>
- SCROL web <http://www.scrol.gov.uk/scrol/common/home.jsp>

Contact details:

Anne Fernie
Chair NAAPS Scotland
Community Living Scheme
Q10 Flemington Road
Glenrothes
KY7 5QF

Telephone 01592 414270