

# **Working Towards... Supporting new user-led services**

## **Background Note on the policy context**

**Outside the Box  
June 2009**



## Introduction

### About this background note

The Working Towards project is supporting the development of new user-led services.

This is what we mean by 'user-led services'.

- There are practical services that deliver care, advice, information, training, or some other practical activity. The services bring benefits to individual people.
- The services are led by the people who will be using those services, or by people who share very similar circumstances to the target service user group (or members, or consumers, or clients, or other term that the people in that situation prefer to use).
- Leadership comes from the people who will be using the services around the values and direction of the service, and around the practical day-to-day service delivery. Sometimes, this will mean that everyone leading the service – for example, on the board of a voluntary organisation – will be someone with experience of using the services that the organisation delivers. In other examples other people will also be involved but there will be a majority of people with relevant lived experience.

This approach to services brings together several current strands of policy and good practice which are themselves inter-linked.

- User-led services have the potential to contribute to the achievement of each of these principles and aims.
- These policies can be used as part of showing why developing a new user-led service is a good answer to a particular problem or gap in what is available now.
- The good practice that is emerging round each of these policies will strengthen and support the development and delivery of user-led services, as well as strengthening more traditional forms of service delivery.

This note lists the main policy initiatives affecting people in Scotland. It also has references to policy and good practice sources for people who want further information. We have listed some resources under several headings to make it easier for people using the note as a reference source: this reflects the ways in which these issues are interconnected.

### **Policy context for user-led services**

- Contributing to the Scottish Government's Strategic Objectives
- Achieving personalised care
- Development of Recovery-focussed services
- Encouraging participation by service users in services
- Increasing public participation in community planning and Community capacity building
- Promoting equality and diversity
- Creating opportunities for people to contribute to service delivery

### **About the Working Towards project**

Working Towards is a community development project run by Outside the Box. It will support people across Scotland to develop new services that are led by the people who are going to be using the services, including older people and disabled people. This will let people have more choices in the types of services they get, and let them have more choice in their lives.

The project is part-funded through the Big Lottery Fund's Supporting 21st Century Life programme. It began in August 2008 and will run for 4 years.

The aim is to work with at least 40 local projects across Scotland over the 4 years. We will also be developing resource materials that can be used by people developing, commissioning or working in partnership with user-led projects.

## Contributing to the Scottish Government's Strategic Objectives

### Policies and ideas

The Scottish Government has set out objectives that run through all aspects of policy and practice by public bodies.

#### *Wealthier and Fairer*

Enable businesses and people to increase their wealth and more people to share fairly in that wealth.

- We live in a Scotland that is the most attractive place for doing [business](#) in Europe.
- We realise our full economic potential with more and better [employment opportunities](#) for our people.
- We take pride in a strong, fair and inclusive [national identity](#).
- Our [public services](#) are high quality, continually improving, efficient and responsive to local people's needs.

#### *Smarter*

Expand opportunities for Scots to succeed from nurture through to life long learning ensuring higher and more widely shared achievements.

- We are better educated, more skilled and more successful, renowned for our [research and innovation](#).
- Our [young people](#) are successful learners, confident individuals, effective contributors and responsible citizens.
- Our [children](#) have the best start in life and are ready to succeed.
- We have improved the life chances for [children, young people and families](#) at risk.

#### *Healthier*

Help people to sustain and improve their health, especially in disadvantaged communities, ensuring better, local and faster access to health care.

- We live longer, [healthier lives](#).
- Our [children](#) have the best start in life and are ready to succeed.
- We have tackled the significant [inequalities](#) in Scottish society.
- We have improved the life chances for [children, young people and families](#) at risk.
- Our [public services](#) are high quality, continually improving, efficient and responsive to local people's needs.
- We live in well-designed [sustainable places](#) where we are able to access the amenities and services we need.

### ***Safer and Stronger***

Help local communities to flourish, becoming stronger, safer place to live, offering improved opportunities and a better quality of life.

- We live our lives safe from [crime](#), disorder and danger.
- We live in well-designed, [sustainable places](#) where we are able to access the amenities and services we need.
- We have strong, resilient and supportive [communities](#) where people take responsibility for their own actions and how they affect others.

### ***Greener***

Improve Scotland's natural and built environment and the sustainable use and enjoyment of it.

- We value and enjoy our built and natural [environment](#) and protect it and enhance it for future generations.
- We reduce the local and global [environmental impact](#) of our consumption and production.
- We live in well-designed, [sustainable places](#) where we are able to access the amenities and services we need.

### **Examples of ways user-led services can contribute to the strategic objectives**

#### ***Wealthier and Fairer***

- A peer mentoring project led by people with mental health problems to help people getting back into employment, volunteering or learning
- People from BME communities who are disabled providing support to members to help them be more included in their community and helping other organisations get more confident about supporting more people to be part of what they do.

#### ***Smarter***

- Members of an occupational travellers' community developing learning resources for children and parents.
- Parents of young people who have autism looking at ways for young people to have more opportunities to learn and enjoy themselves at evenings and weekends.

#### ***Healthier***

- Older people developing a series of leaflets for other older people with advice on how to look after your mental health and wellbeing.
- People who have had cancer developing more peer support networks, to help other people and families through difficult periods and to help services get

better at meeting people's needs.

***Safer and Stronger***

- People who have experience of additions developing services to help people with addictions and their families through periods of crisis, and to help each other keep safe and well for the future.
- Men who have experienced domestic abuse – in same-sex or on straight relationships – raising awareness about the issue and need for more services, and developing supports for men affected by abuse.

***Greener***

- Disabled people starting walking groups and other ways to encourage more people to get involved in looking after themselves and their environment.
- People living in rural areas developing local services to reduce the times they have to travel long distances to specialist services.

**Useful reports and sources**

The Scottish Government's strategic objective and links to relevant policies are at:  
<http://www.scotland.gov.uk/About/scotPerforms/objectives>

## Achieving personalised care

*“Personalisation enables the individual alone, or in groups, to find the right solutions for them and to participate in the delivery of a service. From being a recipient of services, citizens can become actively involved in selecting and shaping the services they receive.”*

*Definition of personalisation: from Personalisation: A Shared Understanding*

### Polices and ideas

*Changing Lives* is the core policy in Scotland on the delivery of social care and social work services.

Changing Lives is the report of the 21st Century Social Work Review. It sets out a compelling and challenging vision for the future direction of social work services in Scotland.

It delivered three main messages and challenges.

- Social work doesn't have all the answers. So we need to build capacity to deliver personalised services.
- We don't make best use of social work skills. So we need to build the capacity of the workforce.
- Doing more of the same won't work. So we need to build capacity for sustainable change.

In February 2006, Scottish Ministers welcomed the findings outlined in *Changing Lives*, accepted all 13 recommendations and gave a commitment to act upon them.

*Extract from Scottish Government website*

The main and summary reports and the implementation plan are on the *Changing Lives* website.

<http://www.socialworkscotland.org.uk/programmes.php>

<http://www.socialworkscotland.org.uk/resources/pub/PersonalisationPapers.pdf>

Personalised services are an integral part of the policies in *Changing Lives* and the implementation plan.

“Personalisation means that people become more involved in how services are designed and they receive support that is most suited to them. This can range from engaging with a community resource, which could mean that referral to a social work department isn't necessary, right through to provision of an intensive support package.”

- Personalisation is about prevention, maintenance or intensive support – whatever is needed.

- Personalisation means enabling people and professionals to work together to manage risk and resources. It isn't about withdrawing professional support or indeed ignoring risk or the limits on resources, but about actively engaging in a dialogue about how to manage risk and the use the money and support that are available in the best way.
- Personalisation should lead to services which are person centred (both around individuals and communities), which can change when required, are planned, commissioned and sometimes delivered in a joined up way between organisations.

*Page 10, Personalisation: A Shared Understanding; Changing Lives implementation programme*

The Changing Lives policy and implementation programme includes practical arrangements that are designed to enable people to have more choice and control over the care they receive. These include In Control, which gives greater flexibility in the ways in which funds are allocated and spent on someone's care.

There are similar policies in relation to people's use of health services. In Scotland, the core policy is *Better Health, Better Care*.

"NHS Scotland should deliver patient centred care which is respectful, compassionate and responsive to individual patient preferences, needs and values. Throughout the national discussion we heard first hand experiences - good and bad - which challenged us to think about what really matters to patients and design and deliver services that meet their needs and expectations. Patients and carers are after all, the real experts in what it feels like to receive care from NHS Scotland. Our task is to listen to them, think afresh about the ways in which we involve and engage them in shaping their care and work in new and different ways which challenge traditional boundaries both within and between organisations."  
*Better Health, Better Care Action plan, section 3.2*

Similar policies and approaches are being promoted in other parts of the United Kingdom and in other countries around the world.

Reports from the Equality and Human Rights Commission and the Office of Disability Issues reinforce the importance of people being able to make choices and get the types of care they need and which take account of all the person's circumstances.

## **Useful report and sources**

Better Health, Better Care Action plan:

<http://www.scotland.gov.uk/Publications/2007/12/11103453/0>

Changing lives implementation plan:

[www.socialworkscotland.org.uk](http://www.socialworkscotland.org.uk)

Commissioning for Personalisation

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A Personalised Commissioning Approach to Support and Care Services

<http://www.socialworkscotland.org.uk/resources/pub/PersonalisationPapers.pdf>

Principles and Standards of Citizen Leadership; report by the Changing Lives User and Carer Forum

What is Citizen Leadership?; report by the User and Carer Panel of the 21st Century Social Work Review

<http://www.socialworkscotland.org.uk/resources/pub/CitizenLeadershipPrinciples&StandardsPaper.pdf>

Expectations of disabled people; Office of Disability Issues

[www.odi.gov.uk/docs/res/eepd/eepd-exec-summary.pdf](http://www.odi.gov.uk/docs/res/eepd/eepd-exec-summary.pdf)

From safety net to springboard: A new approach to care and support for all based on equality and human rights; report by the Equality and Human Rights Commission

<http://www.equalityhumanrights.com/fairer-britain/care-and-support/from-safety-net-to-springboard/>

## Development of Recovery-focussed services

### Policies and ideas

There is a series of policies that promote recovery-focussed services for people who live with long-term health problems or difficulties.

This approach draws on the experience of people who live with the problems – the people who use the services that are delivered. They also draw on evidence of the impact that this approach has had when it underpins services.

These are some of the common features of a recovery-focussed approach.

- The focus is on wellbeing and capacity - having a good life with an illness or condition, rather than focussing on symptoms and what the person cannot do.
- It is concerned with the person's whole life, not just with their health, or managing the addiction, or with their contact with one particular service.
- Services aim to support people to be part of the community, and may take a community development approach to encourage more support from within the community.

### Useful reports and sources

*The Road to Recovery: a new approach to tackling Scotland's drug problem* is the Scottish Government's strategy on drugs, including services for people affected by addictions and for their families.

<http://www.scotland.gov.uk/Publications/2008/05/22161610/0>

*Gaun Yersel* is the strategy for services that support people who have long-term health conditions. The strategy was developed by the Scottish Government and the Long Term Conditions Alliance Scotland.

<http://www.ltcas.org.uk/index.php?id=47>

*With Inclusion in Mind* identified ways in which people who have mental health problems, people with learning disabilities and people with conditions such as dementia benefit from access to the full range of community services.

<http://www.scotland.gov.uk/Publications/2007/10/18092957/11>

## Encouraging participation by service users in services

### Policies and ideas

Participation by people in shaping the services that they use is a strong and integral part of Changing Lives and Better Health, Better Care.

There is support for people participating in other services too. Examples include participation by tenants in the delivery of housing services by Housing Associations and other Registered Social Landlords, and policies supporting participation by pupils and by parents in schools.

### Useful reports and sources

Better Health, Better Care

<http://www.scotland.gov.uk/Publications/2007/12/11103453/0>

Changing Lives:

<http://www.socialworkscotland.org.uk/resources/pub/PersonalisationPapers.pdf>

Parents as Partners in Learning

<http://www.ltscotland.org.uk/parentsaspartnersinlearning/toolkit/index.asp>

*Civic engagement and participation in decision-making* is a resource to support the participation aspects of With Inclusion in Mind

[http://www.otbds.org/index.php/publications/view\\_details/175/](http://www.otbds.org/index.php/publications/view_details/175/)

## Increasing public participation in community planning

### Policies and Ideas

The *National Standards for Community Engagement* set out the good practice that every organisation should follow when they are carrying out activities around public involvement.

Engagement includes involvement. It goes further in that it recognises that the community groups should also be part of setting the agenda and the terms of engagement, as well as responding to consultations around specific proposals.

The *Community Empowerment Action Plan* was developed by the Scottish Government and the Convention of Scottish Local Authorities, in partnership with voluntary and community groups.

The plan looks at why community empowerment is important and the benefits that come when more people are part of shaping the future of their community.

The Scottish Government has also worked with other organisations to encourage and support community capacity building. Many of the policies and initiatives here focus on developing the capacity of voluntary organisations. There is a series of reports and resources to help community groups and public bodies develop good practice.

There are also policies that have increased the ways in which other bodies engage with their local communities. One example is the Wider Role fund, which has enabled Housing Associations to extend their role to strengthen local communities.

### Useful reports and resources

National Standards for Community Engagement

[http://www.otbds.org/index.php/publications/view\\_details/190/](http://www.otbds.org/index.php/publications/view_details/190/)

Community Empowerment Action Plan

<http://www.scotland.gov.uk/Topics/Built-Environment/regeneration/engage/empowerment>

Section on the Community Empowerment action plan on community capacity building

<http://www.scotland.gov.uk/Publications/2009/03/20155113/9>

Community Capacity building: introductory guide

<http://www.scotland.gov.uk/Publications/2007/12/17140353/0>

Information on the Wider Role fund

<http://www.scotland.gov.uk/Topics/Built-Environment/regeneration/widerrole>

Building Community Capacity: resources for CLD Practice

<http://www.scotland.gov.uk/Topics/Education/Life-Long-Learning/LearningConnections/policytopractice/ccb>

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Strengthening Voluntary Action is a programme to strengthen local support for the voluntary sector in Scotland. The [BIG Lottery Fund](#) is investing £8 million in the programme, which runs from April 2007 to March 2012.

[www.scvo.org.uk/SVA](http://www.scvo.org.uk/SVA)

Community led planning

[www.acre.org.uk/communityledplanning\\_index.html](http://www.acre.org.uk/communityledplanning_index.html)

International Association for Public Participation (IAP2)

[www.iap2.org](http://www.iap2.org)

Participation Works is a set of resources on children and young people's participation, run by the Children and Young Peoples Participation Partnership (CHYPP).

[www.participationworks.org.uk](http://www.participationworks.org.uk)

People and Participation is run by Involve and funded by the Department of Communities and Local Government.

[www.peopleandparticipation.net](http://www.peopleandparticipation.net)

## Equality and diversity

*“No one should be denied opportunities because of their race or ethnicity, their disability, their gender or sexual orientation, their age or religion. This principle underpins all the work of the Scottish Government.”*

*Scottish Government*

*“Equality isn’t a minority interest: a fairer society benefits everyone in terms of economic prosperity, quality of life and good relations within and among communities.”*

*Equality and Human Rights Commission*

## Policies and ideas

Policies in Scotland and for all parts of the United Kingdom promote equality and diversity within communities. The law on equalities and human rights has developed over the past few years and equality and diversity policies include age, sexual orientation and religion and belief in addition to the longer-standing statutory areas of gender, disability and race.

The Disability Equality Duty places a duty on all public bodies to ensure that all the services they provide pay ‘due regard’ to disabled people. Many people who have long-term health problems are covered by the definition of disability.

There is more information at <http://www.dotheduty.org/>

Public bodies also have a statutory duty to ensure that they pay ‘due regard’ to the circumstances of people in every area of their work under the Gender Equality Duty and the Race Equality Duty.

There is more information on the responsibilities of public bodies and of service providers from the Equality and Human Rights Commission. <http://www.equalityhumanrights.com/en/forbusinessesandorganisation/publicauthorities/pages/businessesorganisationspublicbodies.aspx>

The Office for Disability Issues is the lead UK Government Department working towards equality for disabled people and reinforces the work of other UK and Scottish Government policies and initiatives. The aim is that by 2025 disabled people in Britain should have the same opportunities and choices as non-disabled people to improve their quality of life and be respected and included as equal members of society.

Equality and diversity is an integral part of all the other policies described in this background note.

For example, the *Community Empowerment Action Plan* highlights the place of community plans and capacity building recognising that at present there is not yet full equality for people in all situations, and that community empowerment can both contribute to and benefit from promoting equality and diversity in Scotland’s communities.

The NHS in Scotland had the Fair For All programme, which developed a wide range of resources and good practice advice on each of the 6 equalities strands. These are now part of *Better Health, Better Care*.

## **Useful reports and sources**

Scottish Government policies and resources

[www.scotland.gov.uk/Topics/People/Equality](http://www.scotland.gov.uk/Topics/People/Equality)

Equality and Human Rights Commission

[www.humanrights.com](http://www.humanrights.com)

From safety net to springboard: A new approach to care and support for all based on equality and human rights; EHRC

<http://www.equalityhumanrights.com/fairer-britain/care-and-support/from-safety-net-to-springboard/>

Office of Disability issues

<http://www.odi.gov.uk/>

Expectations of disabled people

[www.odi.gov.uk/docs/res/eepd/eepd-exec-summary.pdf](http://www.odi.gov.uk/docs/res/eepd/eepd-exec-summary.pdf)

Equalities and diversity section of the Community Empowerment Action Plan

<http://www.scotland.gov.uk/Publications/2009/03/20155113/7>

## Opportunities for people to contribute to service delivery

### Policies and ideas

Co-production is a term that encompasses the range of ways people who use services, or who live in a community, work alongside professionals to increase the benefits of public services – to produce more learning for young people, or more health and wellbeing for people, for example. Co-production brings together greater participation by people who use services and different roles for the people who deliver services, especially front-line staff who are in day-to-day contact with the people who they support.

The Scottish Government highlighted the value of co-production in its policy for the NHS in Scotland.

“Mutual organisations are designed to serve their members. They are designed to gather people around a common sense of purpose. They are designed to bring the organisation together in what people often call "co-production". The concept of the mutual organisation sits extremely comfortably with the Scottish Government's commitments to stronger public involvement, improving the patient experience, clearer patient rights, enhanced local democracy - for example through direct elections to NHS Boards - and independent scrutiny of proposals for major service change. It also underpins the Government's commitment to partnership working, better staff governance and improving the NHS as a place to work.”

*Better Health, Better Care Action Plan, section 1.1*

Co-production is also highlighted as an approach which helps address equity issues in the delivery of care services by the Equalities and Human Rights Commission in their recent report.

The current policy on volunteering in Scotland is the Volunteering Strategy for 2004 – 2009, which was published by the Scottish Executive. In 2008, the strategy to encourage volunteering in the NHS in Scotland was updated and relaunched.

Time banks are mutual support and contribution systems, and are one way of providing co-production. They take a more flexible approach and place more emphasis on the contribution of people offering their time than do some of the more traditional approaches to volunteering.

### Useful reports and sources

Volunteering Strategy

<http://www.scotland.gov.uk/Publications/2004/05/19348/36990>

Volunteering in the NHS in Scotland

<http://www.scotland.gov.uk/Topics/Health/NHS-Scotland/Boards/VolunteeringStrategy>

Volunteer Development Scotland

[www.vds.org.uk](http://www.vds.org.uk)

Time banks

[www.timebanking.org](http://www.timebanking.org)

David Boyle, Sherry Clark and Sarah Burns (2006): Hidden work: co-production by people outside paid employment; Joseph Rowntree Foundation, York

[www.jrf.org.uk](http://www.jrf.org.uk)

From safety net to springboard: A new approach to care and support for all based on equality and human rights

<http://www.equalityhumanrights.com/fairer-britain/care-and-support/from-safety-net-to-springboard/>

## Further information

### Outside the Box

Outside the Box is a social enterprise. It was established in 2004 as a source of independent community development support, information and advice to people who tend to be marginalised from their communities and who want to make a contribution.

We work with people who want to start something new or to keep something going. Mostly we work with people who have a lot to contribute to their own situation and to their communities, but who tend to get missed out or find it hard to have their voices heard – such as older people, disabled people and people who experience more than one type of disadvantage.

We also work with people who are based in larger organisations – such as statutory bodies and voluntary organisations – who want to develop the way they engage with the people who use their services or in communities.

There is more information about recent and current projects and publications on our website: [www.otbds.org](http://www.otbds.org).

Our office address is  
Unit 19, Six Harmony Row  
Glasgow G51 3BA

Telephone: 0141 445 3062

Email: [admin@otbds.org](mailto:admin@otbds.org)

Copies of most reports and information about the projects are on the website: [www.otbds.org](http://www.otbds.org)

### Working Towards

The Working Towards project is working alongside community groups and people across Scotland, helping them develop new user-led services or strengthen existing services.

We are developing a series of reports, resource materials that will be useful for people involved in creating or encouraging user-led services.

There is more information about the project on the website. The quick link to information about Working Towards is: [www.workingtowards.org](http://www.workingtowards.org)