SAFE AND EFFECTIVE STAFFING

care inspectorate

SAFE STAFFING PROGRAMME

End of year report 2021-2022

Introduction

This report provides an overview of the work we carried out within our Safe Staffing Programme from 1 April 2021 to 31 March 2022.

The Safe Staffing Programme was established in December 2019 to take forward the tasks which will meet our requirements in relation to the Health and Care (Staffing)(Scotland) Act 2019 (the Act). We provide expert advice, support and education to care providers to help them prepare for the implementation of the Act on 1 April 2024.

Our vision

We work in collaboration with people who experience care, relatives, representation groups and other key stakeholders to:

'Ensure that in care services in Scotland there are the right people, in the right place, with the right skills at the right time working to ensure people experience the best health and care outcomes.'

The Health and Social Care (Staffing) Scotland Act 2019

The Health and Care (Staffing)(Scotland) Act 2019 sets out principles, duties and responsibilities for those involved in commissioning and providing staff in health and care services in Scotland. The Act states that health and care services should promote an efficient, effective and multidisciplinary approach that is open with and supportive of staff.

The main purpose of the act and the guiding principles are for health and care services to provide safe and high-quality services, and to ensure the best care outcomes for people who experience care.

Care service providers will have a statutory duty to ensure that at all times suitably qualified and competent individuals are working in such numbers as are appropriate for the health, wellbeing and safety of people experiencing care, and the provision of high-quality care. Care providers are also required by the Act to ensure staff are appropriately trained for the work they perform.

Current regulations state that the provider must, having regard to the size and nature of the care service, the statement of aims and objectives and the number and needs of service users:

   a) ensure that at all times suitably qualified and competent persons are working in the care service in such numbers as are appropriate for the health, welfare and safety of service users; and
   b) ensure that persons employed in the provision of the care service receive -
      I.   training appropriate to the work they are to perform; and
      II. suitable assistance, including time off work, for the purpose of obtaining further qualifications appropriate to such work).

Existing regulations about staffing in care services will be revoked once the Health and Care (Staffing)(Scotland) Act 2019 comes into effect from April 2024.

The Safe Staffing Programme

The Safe Staffing Programme is a national quality improvement programme, commissioned by the Scottish Government, to support the care sector to prepare for the implementation of the Health and Care (Staffing) Scotland Act 2019. Although the programme commenced in December 2019, it was paused in March 2020 because of Covid-19.

In August 2021, the Scottish Government revised the focus of the programme which considered the continuing pressures on the social care sector that reduced opportunities for stakeholders to meaningfully engage and collaborate with us.

Programme team structure

The Safe Staffing Programme is part of our Strategy and Improvement Directorate and reports to the Chief Nurse.

In November 2021 we recruited two more programme advisors who joined the team in February 2022.

The programme experienced significant challenges when trying to recruit a temporary researcher. Steps to mitigate the risks associated with recruitment challenges are being explored.

Governance Structure

The governance structure of the programme, agreed with the Scottish Government, ensures a process of accountability and monitoring of the quality, functions, and roles of the programme, as illustrated below.
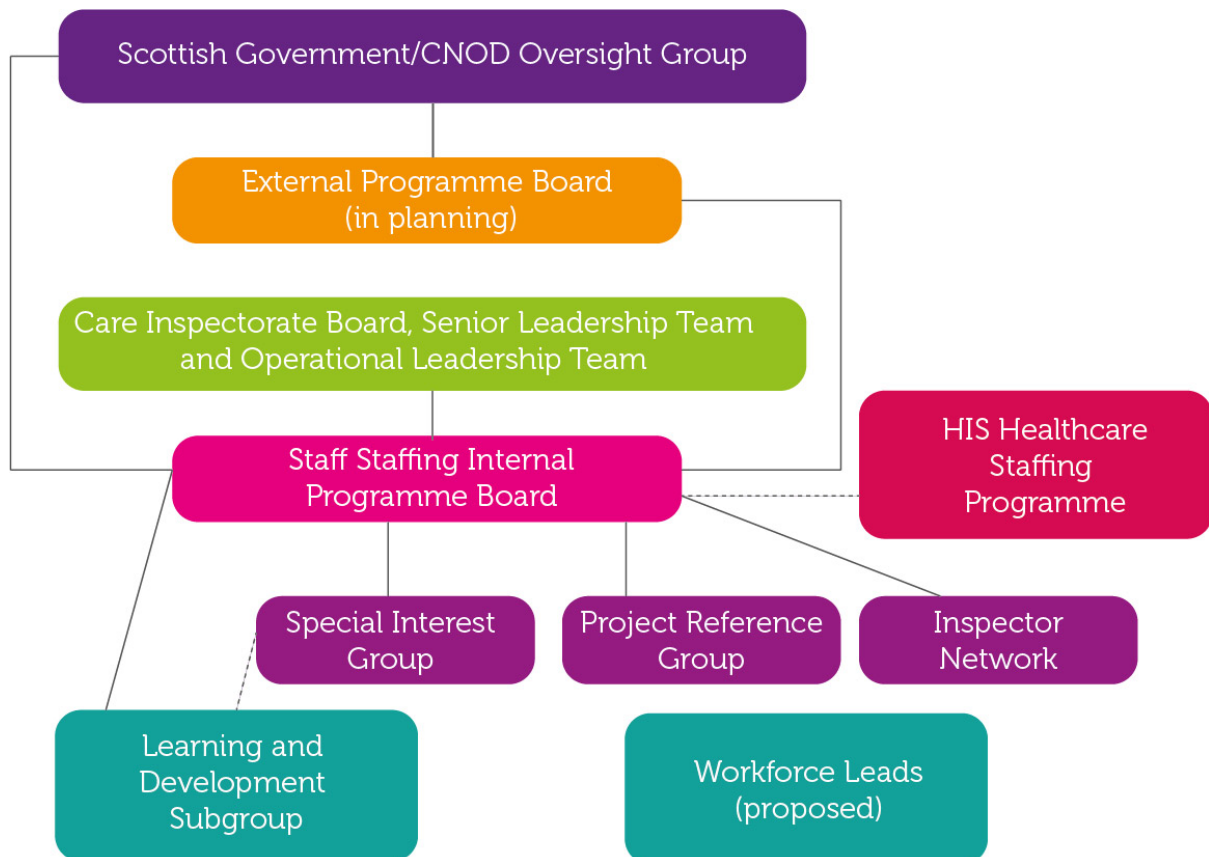
The programme's governance boards provide strategic direction to the programme. Sub-groups offer professional advice and guidance, promote opportunities to involve stakeholders and help inform stakeholders about the work of the programme.

Governance arrangements include regular meetings and reporting processes to monitor the progress of planned day-to-day operations to identify, escalate and mitigate risks. During 2021-22 we held a total of 32 meetings of the various governance groups.

Programme timeline

2020	2021	2021	2022	2023
Phase 1 January to March	**Phase 2** January to April	**Phase 3** May to December	**Phase 4** January to March	**Phase 5** April to March

Achievements 2020-2021

Phase 1: January 2020 to March 2020

- Developed interim staffing assessment guidance for residential care services.
- Established links with key stakeholders to create sub-groups within the programme and start the formation of the governance structure.
- Connection made with Healthcare Improvement Scotland (HIS) healthcare staffing programme.
- Reviewed literature and evidence about existing staffing tools.
- Collected baseline data about staffing levels and staff-skill mix, and the current use of staffing tools in registered care homes for older people in Scotland.

Phase 2: January 2021 to April 2021

- Re-established key stakeholder's contacts, including HIS Healthcare Staffing programme, NHS leads, relevant strategic groups including the Turas Care management stakeholder group.
- Recruited an improvement adviser and an improvement support assistant.
- Revised the literature review.
- Facilitated internal and external online engagement events, to raise awareness of the legislation and the work of the programme. Participants included:
  - service providers
  - managers
  - staff working in care homes for older people
  - Care Inspectorate staff.
- Facilitated a focus group for people experiencing care, their families and representatives to gather their views about safe and effective staffing.
- Strengthened governance structures by establishing links with the Scottish Government's Chief Nursing Officer Directorate.
- Explored opportunities to work in partnership with the Healthcare Staffing Programme, NHS Education for Scotland and Scottish Social Services Council to develop a skills and knowledge framework and resources including Open Badges.

Objectives 2021 -2022

Objectives

Phase 3 and 4: April 2021 to March 2022

At the beginning of 2021, the objectives of the programme were to:

1. Lead the programme of work, look at the evidence base to develop a staffing tool and / or guidance specific to the sector.
2. Use a quality improvement focus using improvement methodology / project management to ensure successful outcomes.
3. Provide advice to Scottish Government, health and social care partnerships, commissioners, and care home providers.
4. Use our intelligence to inform the programme and scope what is currently in place from annual returns, inspections findings and evaluations and areas for improvement to staffing.
5. Lead in the training and development for the social care sector with national educational resources being developed as part of the programme.
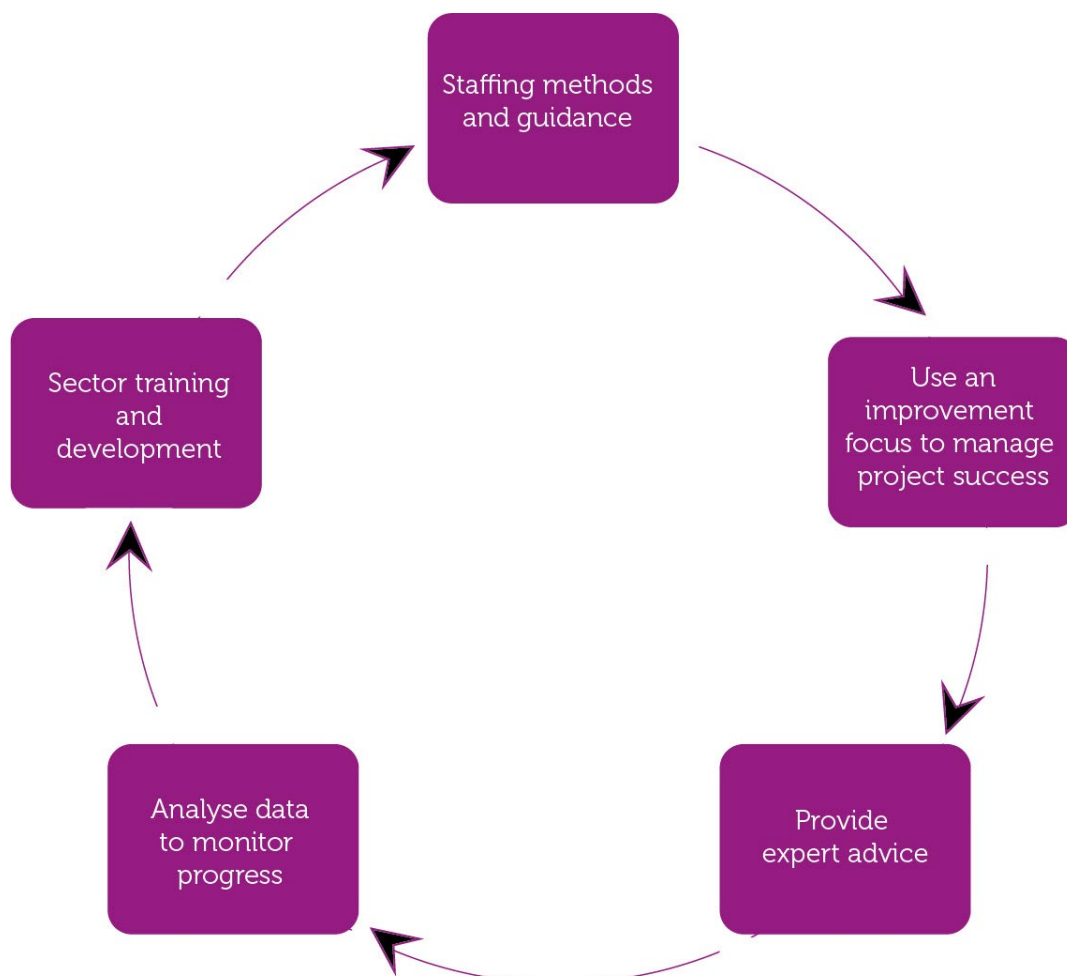
In August 2021, we produced a visioning paper which we presented to the Scottish Government about the commissioned work to meet the requirements of the Act. This took into account the continuing pressures on the social care sector, exacerbated by the pandemic, which significantly impacted on stakeholders' to meaningfully engage and collaborate with us.

The paper acknowledged the complex, diverse and multi-sector landscape of social care and set out a proposal to expand the programme to take account of all registered care services the Act applies to. The following extract is taken from the paper:

> The development of the safe and effective staffing programme will build on the work already done by the project team to help the care sector build capacity to meet the requirements as set out in the Health and Care (Staffing) (Scotland) Act 2019. The programme continues to promote a human-rights based approach ensuring:
>
> - a collaborative involvement with people experiencing care, their families and representatives, providers, managers and staff working in social care services.
> - using a multi-disciplinary and multi-sector approach given the complex and diverse landscape of social care assurance, delivery, and quality improvement.
> - it is evidence-based and intelligence-led.
> - applying a quality management framework to the delivery of this large-scale quality improvement programme.
> - using an assets-based approach, which uses a common language of 'people' not 'customer' 'service user' 'resident' or 'patient'.

The following revised programme objectives were agreed:

1. Develop a project plan for the programme that includes all aspects of our responsibilities under the Act. The plan includes objectives and clearly defined outcomes; measurement plans; timescales and an identified lead.
2. Consult with stakeholders to determine the workload measurement methods/tools which are currently used (including but not restricted to care homes for older people).
3. Consult with stakeholders to make recommendations on whether we need to develop a staffing method (particularly, but not exclusively for care homes for older people).
4. Engage with a range of care service stakeholders to ensure that providers understand the requirements placed upon them by the Act.
5. Map how we will support providers to prepare for the Act coming into effect, including a review of planned scrutiny and improvement support, to ensure care providers and Care Inspectorate staff are well prepared and the requirements of the Act form part of our scrutiny visits.
6. Work with SSSC to make recommendations about the education of care staff and clear timescales to complete this.
7. Review how workforce data in the care sector is collated and analysed and make recommendations for change.
8. Work collaboratively with the HIS Healthcare Staffing Programme to support alignment with approaches and any learning relating to experience in workload and workforce planning.

Achievements 2021-22

Engagement with stakeholders to increase understanding, improve knowledge and support capability in preparation for enactment

Consultation and engagement with key stakeholders is fundamental to the objective of the programme and to meet our duties under the Act. The project team engaged and consulted with stakeholders to ensure their views and experiences inform and shape the work of the programme and support the preparation for implementation of the Act.
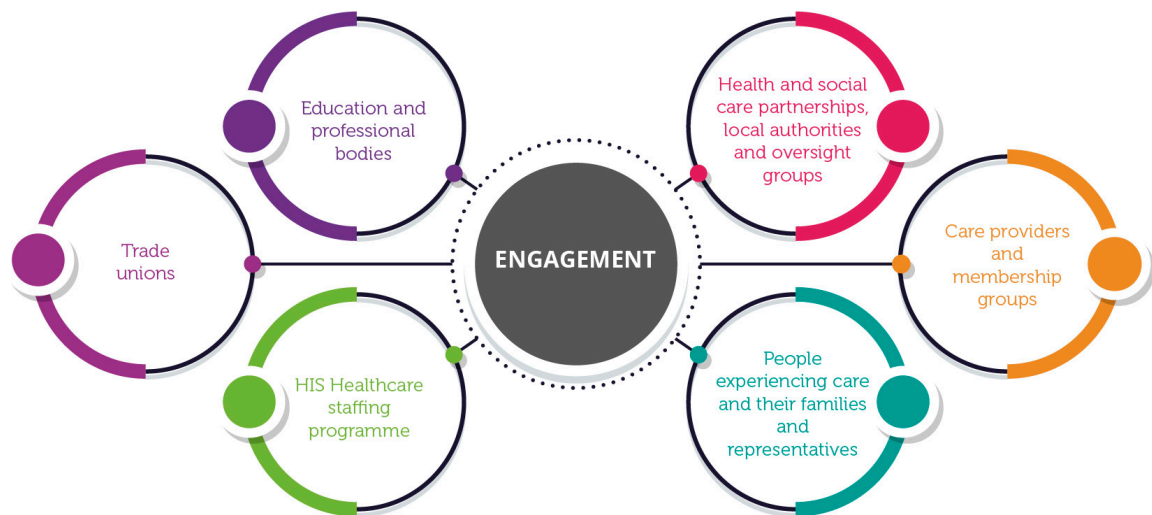
Objective: Consultation, learning and information sharing events

Between July and November, we developed a series of collaborative learning events and held two online national events and **24** online learning events with staff working in, or with, adult care homes in specific health and social care partnership areas.

There were **371** contacts with people who work in or with care homes for older people or adults and care at home services. Participants were provided with the opportunity to explore staffing in a local context and support collaborative working in local networks and oversight groups, illustrated below:

Safe staffing Project

In preparation for the implementation of the Health and Care (Staffing) (Scotland) Act 2019, the Care Inspectorate Safe Staffing Project are inviting care homes for older people, in partnership with your health and social care partnership, to take part in a series of learning events.

The aim of the project is to ensure that in care homes in Scotland there are the right people, in the right place, with the right skills at the right time, working to ensure people experience the best health and care outcomes.

Learning events

Learning event 1
Information about the act and the quality improvement project in the context of your local areas.

Learning event 2
How decisions affecting staffing in care homes for older people are reached in your area and ideas for change.

Learning event 3
Feedback on testing out the change ideas.

Information

VISIT THE HUB FOR MORE INFORMATION

https://bit.ly/The Hub-SafeStaffing

Contact us

If you are interested in these events contact us on safestaffingproject @careinspectorate. gov.scot

SAFE AND EFFECTIVE STAFFING

We used appreciative inquiry methods to discuss what works well in relation to staffing and what changes might support improvement or make a difference to people who experience care.

We will likely use this approach for future engagements. Our evaluation of the events identified an increase in participants knowledge and skills following attendance. Materials from the national events are on The Hub here.

The Scottish Social Services Council (SSSC) and the SSP produced and launched an "Open Badge" for participants of the collaborative events.

This enabled learners to apply to the SSSC for an Open Badge which consolidated and recognised their learning.

Following feedback from the collaborative learning events and phase one of testing, we commissioned research to carry out an evidence review and literature search. This looked at digital tools used for the social care workload and workforce planning. This research will be used to inform our future work.

Objective: Short Life Working Group (SLWG) in response to winter staffing pressures

Between November 2021 and February 2022, we collaborated with partners to produce and publish an information leaflet for adult care services, to provide support and guidance during winter 2021/22. Our partners included, Scottish Care, CCPS (Coalition of Care and Support Providers), representatives of Social Work Scotland (SWS), SSSC, our Adult Scrutiny and Assurance Directorate and Strategy and Improvement Directorate.

For Illustration only. The full version of the guidance is available at: www.careinspectorate.com

The publication set out key messages to support those working in the sector, share solutions, suggestions from stakeholders and links to relevant guidance.

As at 31 March 2022, the publication was downloaded **104** times by adult care services.

Four bite-size webinars were published in January 2022. The webinars focused on staffing in care homes, care at home services, nursing in social care and working in partnership with health and social care partnerships. These were viewed **563** times.

Subsequently, we hosted a live webinar to support participants to share their experiences and solutions to staffing challenges. Twenty-seven participants attended the webinar which was also viewed online **40** times. The engagement with stakeholders during the events was a platform to share, discuss and support workforce planning and capability.

Objective: Consultation with adult care homes to inform the recommendations on whether we need to develop a staffing method

A prototype staffing model was developed to support engagement and testing during 2021/22.

PROPOSED SHARED STAFFING METHOD FOR CARE HOMES FOR ADULTS PROTOTYPE 2

Testing January to March 2022

Managing risk

People's needs and views

Environment and local context

Staffing levels and vacancies

Assessment of quality

Staffing tool

Relative and carer views

Health Professional input

Guidance and research

Staff feedback

Professional judgement

SIX TEST SITES
- Adult care homes
- Single provider (rural)
- HSCP area (self-funding)
- Island area
- Private provider with a large number of care homes
- Charity providing a small number of care homes

Six care services volunteered to act as test sites and the findings of these tests will contribute to recommendations about whether we need to develop a shared staffing method for adult care homes.

Legislation requires staffing methods to include the use of a staffing tool, qualitative information based on people's needs and quantitative or qualitative information related to professional judgement. A staffing method may also require care services to put and keep in place risk management procedures and take into account other considerations including:

- the needs of people experiencing care, their views and the views of their family or carers
- comments from staff and healthcare professionals
- the current staffing levels and any vacancies
- the local context of the care service and the physical environment
- any assessment of the quality of the care service
- changes to guidance or research findings

Phase one testing

We were mindful of the context affecting each test site including:

- the impact of the pandemic
- geography and locations including island and rural settings
- provider type (independent, local authority)
- size of the care home and numbers of places
- funding structure
- staffing structure
- nursing care provided or not
- differences between adult care and care of older people
- long term and short-term care.

Between January and March 2022, there were **64** planned contacts with test sites, with **57** actual contacts, **11%** of contacts were cancelled due to ongoing winter and pandemic pressures placed on services.

These figures do not include meetings and contacts made while preparing the work leading to the testing phase.

In total, test sites completed **24** cycles: Plan, Do, Study, Act (PDSA) using self-evaluation and the model for improvement. This helped to find elements of staffing where small, incremental changes supported improvement.

Test outcomes

All six care services completed the test.

One service reported an improvement and increase in skill mix of staff on duty.

Positive feedback from staff in one service that made changes to the delivery of training.

One participant went on to access the Quality Improvement Learning from Turas QI Zone.

One service reported improved well-being of a person experiencing care resulting from increased time spent with staff, (time spent tailored to the persons interests).

One service reported that more people were involved more often in social engagement and opportunities.

One service reported an increase in confidence from staff and those in leadership roles through changes made to supervision of staff

One service reported that the quality of documentation recording had improved and also found that person-focused care had improved.

A service focusing on improving training reported success evidenced by an increase in training delivered. This increased from zero to 79% of staff completing training.

Another service successfully delivered forty-six one-to-one training events and received positive feedback from staff about their experience of this training.

Next steps

Findings from phase one will inform the testing planned to take place between July and December 2022.

Objective: Mapping how we will support providers to prepare for the Act and how they will meet their duties under the Act

Internal support to meet the objectives of the programme

The team was supported to meet their objectives, prepare for enactment, operate within existing regulations and to follow good practice standards by our directorates as illustrated below:

We developed and delivered online learning events to Care inspectorate staff to support the creation of systems and processes to regulate safe and effective staffing in care services. Specific events were tailored for inspectors of adult services, strategic inspectors who provide scrutiny of local authorities and health and social care partnerships, inspectors of children and young people's services and early learning and childcare services. Events were attended by **120** participants.

The learning objectives for the above events were linked to the Health and Care Staffing Knowledge and Skills Framework (informed level). Learning materials are available to staff who were unable to attend live events, on our internal Learning Management System.

Safe Staffing advisors worked in partnership with Scrutiny and Assurance colleagues throughout the year: attended team meetings and provided briefings to support the creation of systems and processes to regulate safe and effective staffing in care services.

Objective: Safe Staffing Programme team, continuous learning and development

We completed learning and development activities to equip us with the knowledge, skills and experience to successfully deliver the objectives of the programme.

Programme staff completed or are currently obtaining quality improvement qualifications and training was completed about service design and appreciative inquiry.

Objective: Working collaboratively and in alignment with the Healthcare Staffing Programme (HSP) led by Healthcare Improvement Scotland (HIS)

The team established and maintained close links with the Healthcare Staffing Programme throughout 2021/22. This included joint working and membership of the HIS HSP Programme Board, the Workforce Leads hub, Learning and Development sub-group and Professional Advisory Group in addition to contact with the HSP Communications lead.
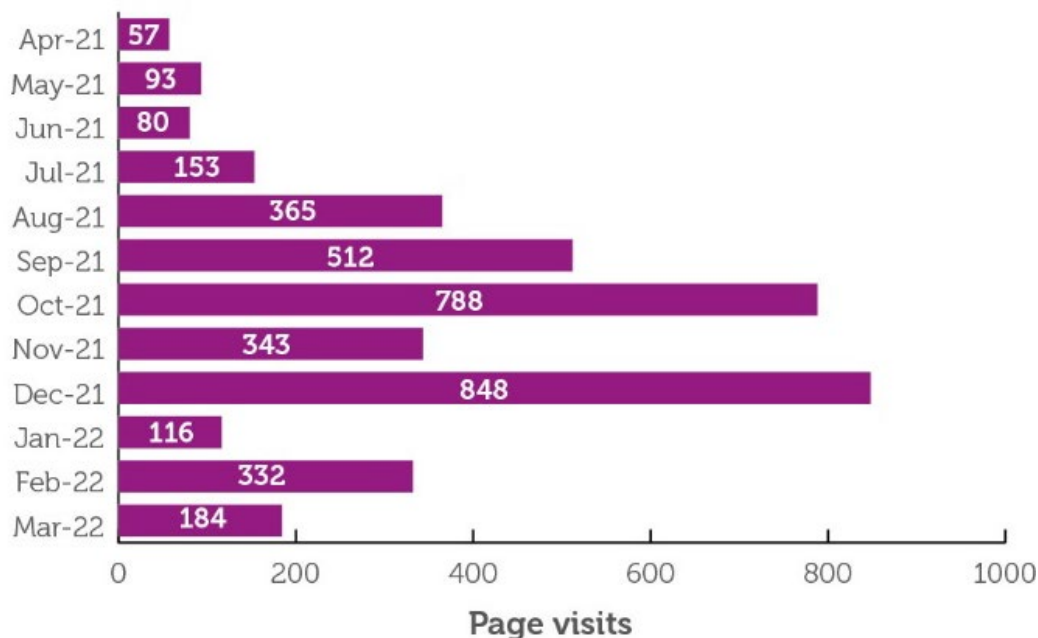
Communication strategy

Our communication plan includes regularly issuing internal updates and briefings to staff through the Care Inspectorate. We also attend team meetings on request and regularly update the management team with our progress.

External communications

Our plan also outlines our engagement with a range of stakeholders to ensure that care service providers understand the requirements placed on them by the Act. This includes:

- Regular briefings to care providers through our Provider Updates (issued weekly) to all registered care providers.
- Regular update of the Safe Staffing area of the Care Inspectorate Hub.
- News articles on our website and social media.

The Safe Staffing Programme page on the Care Inspectorate hub. Overall page views were **3857** with **641** visits to the Hub directly from a provider update.

Internal communications

There were **over 5,700** visits to our Safe Staffing Intranet page, with 148 colleagues following us on Yammer.

Publications

The Safe Staffing Programme led or collaborated in producing publications and resources. These included:

- Safe Staffing: Frequently Asked questions
- Winter planning guidance including bite-size videos and recorded webinar
- Quality frameworks for adult care homes, CYP and ELC service
- Health and Care staffing Knowledge and skills framework
- National social care induction framework

Contribution to consultations:

- National care service: consultation and participation in sub-groups
- Health and social care standards: collaboration on the introduction of two new standards to safeguard people's rights to family life and visits from family
- Preparation for the implementation of Anne's law and Open with Care guidance.

Additional achievements:

- Collaboration with partners to produce on-line learning resource for students on the Graduate Diploma for Integrated Community Nursing.
- We worked with partners as part of the Turas care management safety huddle tool stakeholder group: supporting the clinical oversight of care homes during the pandemic.
- Fair work in social care implementation and subgroups.
- Adults social care recruitment roundtable (SG and DWP).

Acknowledgements

We would like to thank everyone for their continued engagement with the programme team:

People experiencing care and their families and friends who have contributed to our work.

Providers, managers, and staff working in care services in Scotland.

Members of the special interest group.

Members of the focus group of people experiencing care and their representatives, including our Involvement team.

Policy officers from Scottish Government and those working in the Chief Nursing Office.

Colleagues who have supported the work of the Safe Staffing Programme.

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