

Policy and Sustainability Committee

10 am, Tuesday, 22 August 2024

National Care Service (Scotland) Bill (Stage 2) – call for views

Executive
Wards: all

1. Recommendations

- 1.1 Consider and approve the draft response to the Scottish Parliament's Health, Social Care and Sport Committee's call for views to support the development of the National Care Service (Scotland) Bill (Stage 2).

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Report

National Care Service (Scotland) Bill (Stage 2) – call for views

2. Executive Summary

- 2.1 This report summarises the Council’s response to Scottish Parliament’s request for views on proposed amendments to be made at stage 2 of the National Care Service Bill.
- 2.2 The Council’s response focuses on areas of concern including the long term funding of the service and the costs of proposals; the potential for children’s and justice services to be mandated for inclusion; and implications on local democratic accountability.
- 2.3 The response also raises questions about how shared accountability for social work services, social care support and community health services between the Scottish Government, local government and NHS Health Boards would work and be assured in practice; and how any transition to new arrangements will be managed to avoid unnecessary disruption and to avoid risk to vulnerable individuals.

3. Background

- 3.1 Following the [Independent Review into Adult Social Care \(IRASC\)](#) the National Care Service (NCS) Bill was published in June 2022 and sought the establishment of a NCS, under the responsibility of Scottish Ministers.
- 3.2 The Council provided a response to request for evidence, which was considered by the Policy and Sustainability Committee in November 2022.
- 3.3 The main features of concern for local government at that stage were:
 - 3.3.1 the proposed power for Ministers to transfer local authority functions, staff, property and liabilities (including legal liabilities) to a National Care Service
 - 3.3.2 and children’s and criminal justice social work being included in the scope of the NCS, pending further consideration, public consultation and then scrutiny by the Scottish Parliament.
- 3.4 The Scottish Parliament’s Health, Social Care and Sport Committee launched a [Call for Views](#) on 1 July 2024 as part of Stage 2 scrutiny of the National Care Service (Scotland) Bill. This call for views is open from 1 July to 20 September (n.b. this deadline was extended from 30 August on 7 August). Committee will be taking further oral evidence in September 2024.

- 3.5 The proposed changes to the Bill are in draft form, and subject to change as negotiations between central and local government continue.
- 3.6 The Council's draft response, summarised below, and set out in Appendix 1, has been supported by two engagement sessions with Elected Members, who were provided with a briefing paper in advance.

4. Main report

- 4.1 Of proposed changes to the Bill being considered in this Stage 2 call for evidence, the most significant relate to:
 - 4.1.1 The potential for mandatory delegation of Children's Services and Community Justice Services to NCS Local Boards
 - 4.1.2 Direct Funding: giving Scottish Ministers power to directly fund integration authorities for specific purposes (such as commissioning specialist services).
- 4.2 The Council's response focuses on the following key themes:
 - 4.2.1 The need for reform**
 - 4.2.1.1 The Council recognises that reform is needed in a social care system which has been under severe pressure for a number of years and shares the Scottish Government's commitment to ensuring that social care and social work services are highly valued, take a rights based and personalised approach, achieve improved outcomes for service users, are adequately resourced and result in a meaningful shift in the balance of care.
 - 4.2.2 Funding**
 - 4.2.2.1 Long term underinvestment in social care – exacerbated by the pandemic – has contributed to the current challenges faced by the system.
 - 4.2.2.2 The proposals do not directly consider existing challenges related to funding of social care services, and more information is needed to assess how an NCS will fund a 'consistent' approach to services given the varied complexity of need and cost of delivery that exists across Scotland.
 - 4.2.2.3 In this context, a priority action for the NCS strategic plan should be for the National Board to commission a review of a) the funding requirements for delivery of the plan and b) the model for allocating funding to local areas to ensure that the diverse needs of areas across Scotland are reflected.
 - 4.2.3 Delegation of children's and justice services**
 - 4.2.3.1 Delegation poses significant challenges to service delivery in Edinburgh, particularly at a time when improvement work is underway and significant progress has been made on key outcomes

for young people. Challenges include the disruption and resource implications of major structural change; the fragmentation of critical supports for children and their families; and the risk that adults and acute services would dominate activity and spend.

4.2.3.2 However, effective integration has been achieved in other parts of Scotland, in terms of operational and performance management, and strategic and financial planning, and in addressing wider strategic priorities including poverty and early intervention.

4.2.3.3 On balance, our view is that the critical factors for success are solid partnership arrangements which reflect local strengths and support collaboration; clear outcomes, objectives and ownership; and clarity and security of long-term sustainable funding.

4.2.3.4 These factors are independent of any single governance structure, and do not by themselves suggest that any one structure is likely to be appropriate to all local conditions likely to vary considerably between local authority areas. It is therefore the Council's view that the scope of services which will be included in the NCS should remain a matter for local determination.

4.3 Questions

4.3.1 Council Officers and Elected Members have raised a range of questions about the proposals, and these are included in our response. These include how shared accountability would work, and be ensured, in practice; and how will local democratic accountability be respected and enhanced.

5. Next Steps

5.1 Following approval of the Council's response, it will be submitted by the extended deadline.

5.2 A joint COSLA response to this call to evidence will be prepared and agreed through the COSLA Leaders group in addition to Edinburgh's specific response agreed by Council.

5.3 Council Officers will continue to engage via COSLA Leaders, professional bodies and further consultations to support further calls for evidence.

6. Financial impact

6.1 At this stage, where amendments to the Bill are being developed, there are no direct financial implications. The long term underfunding of social care, and the cost of future arrangements, including transition, are highlighted in the draft response as areas needing attention.

7. Equality and Poverty Impact

- 7.1 The Council's response highlights the need to ensure that vulnerable people are not placed at avoidable risk in any future structural review; and the need to consider the increased pressure and demand on health and social care due to the impacts of climate change, with the most vulnerable communities and individuals more likely to require service support.
- 7.2 The Council will undertake a full impact assessment of any proposals it makes once the Bill is enacted.

8. Climate and Nature Emergency Implications

- 8.1 As noted above, the Council's response highlights the need to consider climate change as a major factor in shaping future demand and delivery of health and social care, beyond the "just transition" element. There will be increased pressure and demand on health and social care due to the impacts of climate change, with the most vulnerable communities and individuals more likely to require service support.

9. Risk, policy, compliance, governance and community impact

- 9.1 This response was informed by two online engagement sessions with Elected Members.
- 9.2 Two sessions with Trade Union representatives were offered to inform the Council's response. However, competing pressures and school holidays meant that these sessions could not go ahead. Ongoing engagement arrangements will be discussed at the Trade Union Engagement meeting on 20 August.
- 9.3 Risks to local democratic accountability have been identified and raised in the Council's response. It is anticipated that this will be a key area of interest for COSLA Leaders and that their monthly meetings will provide a forum for further discussion.

10. Background reading/external references

- 10.1 [National Care Service Bill – Request for Evidence](#); paper to Policy and Sustainability, 1 November 2022.

11. Appendix

National Care Service: Call for Views to support Stage 2 of the Bill, Draft Response from the City of Edinburgh Council

Appendix 1

National Care Service: Call for Views to support Stage 2 of the Bill Draft response from the City of Edinburgh Council

1. What is your view of the proposed National Care Service strategy (see proposed new sections 1A to 1E)?

	Strongly support			Tend to oppose
X	Tend to support			Strongly oppose
	Partly support and partly oppose			Undecided/ no opinion

The Council supports:

1. The proposal for the development of a national strategy which provides a clear statement of the aims of the service, the challenges it seeks to address and the actions proposed to achieve those aims.
2. The approach which seeks to provide a basis for consistency across Scotland, and which allows flexibility to accommodate local needs and circumstances.
3. The opportunity to streamline and simplify existing national policies and strategies that impact on NCS services.
4. The requirement to conduct a public consultation to inform the development of the national strategy.

We have the following observations, concerns and asks:

a) Funding

[Audit Scotland](#) recently reported that: " Social care and primary and community healthcare services in Scotland currently face complex and unprecedented pressures and challenges. These challenges are not easily resolved and are worsening. There is an increased demand for services, deepening challenges in sustaining the workforce, alongside increasing financial pressures."

The proposals do not directly consider existing challenges related to funding of services, and there remains a lack of information needed to assess how an NCS will fund a 'consistent' approach to services given the varied complexity of need and cost of delivery that exists across Scotland

In this context, a priority action for the NCS strategic plan should be for the National Board to commission a review of a) the funding requirements for delivery of the plan and b) the model for allocating funding to local areas to ensure that the diverse needs of areas across Scotland are reflected.

b) Principles

Further detail on how the principles will be embedded in delivery should be provided in the strategic plan, particularly those which have funding implications:

- Provide financially stable care, giving people long term security
- Improve outcomes through prevention and early intervention
- Ensure that the care workforce is recognised and valued
- Ensure that the NCS is an exemplar of Fair Work practices

Inclusion in the strategy of a clear and robust plan for how early intervention and prevention will be delivered, including the interface with primary and acute care will be vital.

c) Climate change

As a major factor in shaping future demand and delivery of health and social care, this is an area which will need to be prominent in the plan beyond the “just transition” element. There will be increased pressure and demand on health and social care due to the impacts of climate change, with the most vulnerable communities and individuals more likely to require service support. There will also be challenges on access to health and social care facilities and supplies due to impacts on global supply chains. Physical access to care facilities and for care support is likely to be interrupted due to increasing extreme weather events.

There will also be a rise in infectious and communicable diseases due to weather changes.

2. What is your view of the proposal to create a National Care Service Board, and the provisions about the role and functions of the Board (see in particular new Chapter 1B of Part 1, and new schedule 2C)?

	Strongly support			Tend to oppose
	Tend to support			Strongly oppose
X	Partly support and partly oppose			Undecided/ no opinion

1. We welcome shared accountability with Scottish Government, local government and NHS Health Boards as the basis for the NCS. We would welcome further information on how this would operate to ensure that this is delivered/ensured in practice.
2. The proposed role and functions of the Board (including prioritising the actions that will make most difference to outcomes for people; clear and consistent national standards, performance against those and accountability for delivery) make sense in principle.
3. However, while the local authority will retain the staff, the assets and the legal duties, its ability to determine or to influence decision making (e.g. in relation to budget pressures) and to scrutinise performance, will be limited both through delegation and through the proposed reporting arrangements to the National Board.
4. National Board membership arrangements should stipulate that there will be equal numbers representing Scottish ministers, local authorities and health board.
5. Finally, there is no mention of the NCS Board have a role in relation to the funding of the service, yet this is crucial to realising the ambition of the Bill, and this is a significant omission.

3. What is your view of the proposal to establish National Care Service local boards and to remove other integration models (see in particular Chapter 1A of Part 1, and new schedules 2A and 2B)?

	Strongly support			Tend to oppose
x	Tend to support			Strongly oppose
	Partly support and partly oppose			Undecided/ no opinion

The proposal to establish Local Boards (by reforming current integration authorities) which would be accountable to the National Board, which would have implications for local democratic accountability. Amendments to the Bill should include details of the composition of local boards, and these should be designed to ensure that local services are still democratically represented.

The proposal to remove other integration models seems reasonable, as there is only one area (Highland) which has adopted one of the other integration models.

4. What is your view of the proposed new provisions on monitoring and improvement (see new sections 12K and 12L) and on commissioning (see new section 12M)?

a) Monitoring and improvement

	Strongly support			Tend to oppose
x	Tend to support			Strongly oppose
	Partly support and partly oppose			Undecided/ no opinion

1. As the Support and Improvement Framework described in the proposals will be the mechanism through which local performance and local services held to account, sound monitoring and improvement arrangements will be central.
2. We are generally supportive of a framework developed to help the National Board to take oversight of National Care Service Local Boards as long as it is proportionate and effective in delivering a basis for meaningful discussion and decision making, supporting change.
3. For the framework to be effective, it needs to be integrated across health and social care services, in contrast to current outcomes and indicators which are health service focused.
4. The framework and arrangements should complement, not duplicate, the work of other national organisations, local partners and the local boards. Collaboration is key here, improvement actions or interventions enforced from the NCB that are not in alignment with local activity can often hinder rather than support improvement.
5. Clear criteria will be needed to determine when improvement is needed. This is where a comprehensive and integrated set of performance indicators would be beneficial,

covering the entirety of the services delivered by local boards and balance the different priorities/partners of the system.

6. Research is an important part of improvement activity and should be integral to improvement plans (as set out in sections 12K and 12L) rather than separate (currently in section 23).
7. Investment to support the current role of Public Health Scotland would be valuable in relation to the understanding of the service, data processing, data analysis, openness, transparency, comparability, development, engagement.
8. Finally, attention needs to be given to staff training and culture which supports and effective improvement approach, and this includes case recording – the foundation of any monitoring system.

b) Commissioning

	Strongly support			Tend to oppose
x	Tend to support			Strongly oppose
	Partly support and partly oppose			Undecided/ no opinion

We agree with:

1. The proposal that Local authorities will have responsibility for procuring social care services, while the NCS Board would be able to arrange specialist or complex services on a 'once for Scotland' national basis. The knowledge of local need, priorities and resources that local authorities have, is crucial
2. The development of guidance and tools to support ethical commissioning including fair work and a just transition

The following points need further consideration:

1. Local Authority commissioning and procuring practices and governance arrangements are maintained via Contract Standing Orders. Current 'directions' for procurement of services by EIJB result in a Council contract utilising council guidance, practice and governance and terms of contract. The proposal suggests an alternative whereby the Council would be 'employed' as an 'agent' of the NCS and internal governance arrangements may not apply. Additional learning, guidance, governance arrangements as well as separate contracts may be required resulting in resource impact and additional cost, potentially a new Service Agreement between the parties instructing and those undertaking the 'task'.
2. Effective commissioning depends on funding levels which are adequate to support the spectrum of prevention, early intervention, mitigation and crisis management; and to ensure a resilient and adequate workforce
3. Development of guidance related to commissioning in the context of climate change including adapting delivery models need to be considered as a priority.

5. What is your view of the proposed new provisions to designate a National Chief Social Work Adviser and for the creation of a National Social Work Agency (see new section 26A)?

	Strongly support			Tend to oppose
x	Tend to support			Strongly oppose
	Partly support and partly oppose			Undecided/ no opinion

We support these high level proposals which would:

1. Support more consistent level of social work, skill, knowledge, support for effective practice
2. address recruitment, training needs (EC check where workforce planning sits)

It is our view that further detail should be developed in partnership and full collaboration with SWS, COSLA and OCSWA. These should include resourcing, level of autonomy and flexibility to respond to local need.

6. What is your view of the proposed amendments to the Public Bodies (Joint Working) (Scotland) Act 2014, as set out in the marked up version of the Act?

	Strongly support			Tend to oppose
	Tend to support			Strongly oppose
x	Partly support and partly oppose			Undecided/ no opinion

There are three broad categories of proposed amendments:

1. Those which change titles or words to reflect the proposed structure for the NCS, including powers, roles and functions of the National and Local Boards, which we consider to be necessary for clarity and consistency.
2. Those which enable mandatory delegation of services, which we do not support. These would include:
 - the creation of power to add functions capable of being delegated under integration schemes and changes to allow enactments to be added to the schedule, thereby increasing the range of functions capable of being delegated through an integration scheme;
 - removing the restriction on Scottish Ministers' powers exercisable in relation to persons of at least 18 years of age which would *allow the NCS to include services for people aged 0-17 on a mandatory basis.*
3. Those related to procurement and contracts, which we consider to be necessary for clarity and consistency.

It is our view that the scope of delegation should be determined at local authority level. See our answer to 7.2 and further comments.

7. What is your view of the Scottish Government’s proposed approach to addressing the areas of further work outlined in the Minister’s covering letter?

7.1 Direct Funding

	Strongly support			Tend to oppose
	Tend to support			Strongly oppose
	Partly support and partly oppose		X	Undecided/ no opinion

The proposal is to give Scottish Ministers power to directly fund integration authorities (NCS Local Boards) for specific purposes (such as commissioning specialist services).

Funding for IJBs at present is allocated through local authorities and the NHS. As such, there are concerns that these proposals carry a potential for current funding arrangements to be undermined, thereby impacting on the level of control and influence that the local bodies can exert on service delivery and design. Direct funding risks bypassing local government and NHS Boards, thereby undermining their role in planning and delivering local services.

It is essential that the scope and criteria for any direct funding arrangements are developed and agreed by all parties, in line with the shared accountability agreement.

7.2. Inclusion of Children’s Services

	Strongly support		X	Tend to oppose
	Tend to support			Strongly oppose
	Partly support and partly oppose			Undecided/ no opinion

We strongly advocate for local autonomy in determining the scope of delegation of children’s services.

The Council’s position on children’s and justice services has been to strongly advocate for these services remaining within the Council’s remit, primarily because their transfer risks creating disconnects with early years provision, education and housing and homelessness services, which would continue to be delivered by local authorities

- Instead of making support more accessible, removing children’s services and social work from Local Government threatens to erect barriers between critical services, and fragmenting this important support. Repeated serious case and learning reviews highlight a lack of information sharing and working together with education.
- Further, there is a risk that the adults and acute agenda will dominate activity and spend of an integrated services - this has been noted as a major issue with health and wellbeing boards in England.
- Having all the services that children need working together as one system with shared governance is the best way to support them to live their best life. The

interplay between education, children's social work and early years and schools are critically important to child protection, general wellbeing and the improvement of educational attainment.

- Significant progress has been made in Edinburgh on key outcomes for young people, by ensuring that children are not permanently excluded from school and in reducing the number of children in care. As well as improving outcomes for children, these practices have saved the Council around £84k each week. Strong joint working between education and social work colleagues has been essential in achieving this.
- There is a strong body of research that demonstrates that structural redesign loses a focus on frontline delivery for at least a year as staff become unsettled, lose motivation, chose to exit organisations. The Council's children's services have been on an improvement journey in recent years, especially in relation to our residential and edge of care provision. Further integration proposals carry a risk of unsettling staff at a critical point in this improvement programme, and places vulnerable children at avoidable risk.

At the same time, notwithstanding these concerns, evidence does show that delegation of children's services with the IJB has been undertaken in a number of areas already. The experiences of other areas, provides some learning in relation to key steps to be taken towards mitigation of these risks and capitalising on the benefits of integration.

Learning from Glasgow, where children's services were delegated to the IJB shows that:

- There can be benefits of integrating key health teams (early years health visiting, CAMHS, Looked After Children health teams, school nursing, family nurse partnership) and social work in terms of operational/performance management, strategic and financial planning.
- A single structure of governance and planning can be helpful in addressing wider strategic priorities including poverty and early intervention.
- Effective relationships with education can be maintained through sound partnership working between integrated children's services, including through locality planning arrangements, joint initiatives and collaboration on pupil equity funding arrangements and whole family wellbeing fund.
- Effective integration and joint decision making can also be implemented at an operational level. In Glasgow's case the Assistant Chief Officer for Public Protection chaired the Significant Case Review/Learning Review Panel, with education leads including educational psychology as key players, along with the lead senior paediatrician. Key to the effectiveness of integration in this context was alignment with a joint vision, good communication and all the necessary meeting structures.

Taken together these observations suggest that:

- There are significant and meaningful concerns associated with inclusion of children’s social care services within a proposed NCS, particularly within the context of an Edinburgh service which is on a journey of improvement
- Notwithstanding this, given the right circumstances, conditions, shared visions and local governance arrangements, experience does show that such integration can also bring significant benefits.
- On balance, our view is that the critical factors for success are solid partnership arrangements which reflect local strengths and support collaboration; clear outcomes, objectives and ownership; and clarity and security of long term sustainable funding.
- These factors are independent of any single governance structure, and do not by themselves suggest that any one structure is likely to be appropriate to all local conditions likely to vary considerably between local authority areas.
- There is a significant risk, therefore, that in aiming for national consistency in delivery of an NCS, the proposals set out in the Bill will fail to fully consider or respond to the strengths, opportunities, challenges and views of local areas and communities.

To this last point, it is noted that [independent research](#) carried out by CELCIS cited in the Bill documents, concluded that

- *“Our examination and analysis of experiences to date regarding structural integration in Scotland did not find evidence of a clear relationship between structural integration and outcomes for children, young people and families, or between structural integration and the experiences and views of the children’s services workforce.*
- *This evidence and its implications should be carefully considered in the context of developing and delivering any change to the structure, functions and delivery of children’s services in Scotland, whether children’s services become part of or remain outside a National Care Service. **The evidence throughout this study has emphasised that whilst structures do matter in a variety of ways, what matters most is not the structure itself, but how the structure enables the workforce to provide the help and support that children, young people and families need, when they need this.**”*

7.3. Inclusion of Justice Social Work

	Strongly support		X	Tend to oppose
	Tend to support			Strongly oppose
	Partly support and partly oppose			Undecided/ no opinion

We strongly advocate for local autonomy in determining the scope of delegation of Justice Social Work.

The justice community has already, and relatively recently, undergone a period of reform - from the establishment of Community Justice Authorities to the establishment of Criminal Justice Scotland.

In addition, the evidence is clear that better access to welfare, housing, and employability assistance, as well as health care, have an important role in reducing or even prevent offending. Similarly, the shift away from short prison sentences needs effective, evidence-based community interventions. All of which call for local approaches.

7.4. Anne's Law

X	Strongly support			Tend to oppose
	Tend to support			Strongly oppose
	Partly support and partly oppose			Undecided/ no opinion

The proposal stems from public health protection during the COVID pandemic and implementation/practice in care homes, Anne's Law would give people living in care homes a right to maintain contact with family and friends. We fully support this right.

8. As part of the package shared with the Committee, the Scottish Government has provided an [update on co-design of the NCS Charter](#) and an [initial draft of the National Care Service Charter](#).

8. What is your view of the initial draft of the National Care Service Charter?

	Strongly support			Tend to oppose
x	Tend to support			Strongly oppose
	Partly support and partly oppose			Undecided/ no opinion

We support the principle of a National Care Service Charter and the co-design approach.

However, to be meaningful, the NCS must be appropriately funded and supported by monitoring and improvement to deliver its ambitions.

9. Do you have any other comments on the Scottish Government's proposed draft Stage 2 amendments to the National Care Service Bill?

General points

1. The Council recognises that reform is needed in a social care system which has been under severe pressure for a number of years and shares the Scottish Government's commitment to ensuring that social care and social work services are highly valued, take a rights based and personalised approach, achieve improved outcomes for

service users, are adequately resourced and result in a meaningful shift in the balance of care.

2. Long term underinvestment in social care – exacerbated by the pandemic – has contributed to the current challenges faced by the system. The Council's view, as stated in the response to the initial National Care Service consultation, is that additional funding could support significant improvements within current arrangements.
3. Overall, the stage 2 proposals suggest that changes to structures and governance of care services are both necessary and sufficient to delivering the improvements needed in Scotland. However:
 - a. As outlined above (7.2), there is evidence of effective integrated practice taking place regardless of which services have been delegated
 - b. Structural change imposed without additional resources are unlikely to show any change in the level and quality of services offered to citizens. Similarly, staff workloads, pay and conditions, professional cultures and dynamics, all need to have prominence and attention.
4. We have significant concerns in terms of the affordability of commitments, the cost of the new arrangements and the long term under resourcing of social care under current arrangements. The proposals do not directly consider existing challenges related to funding of services, and there remains a lack of information needed to assess how an NCS will fund a 'consistent' approach to services given the varied complexity of need and cost of delivery that exists across Scotland.
5. Any change to bring consistency of eligibility criteria across Scotland, for example, would have cost implications, as these are often tightened in response to budget restrictions.
6. The housing crisis, in Edinburgh and beyond, has a major impact on health and wellbeing for people, and the focus on housing and homelessness must not be diminished by the focus on the NCS. We agree that it is crucial that the NCS at local and national level will need to work closely with housing and homelessness services to ensure people's needs are met.
7. Areas of concern which continue from Stage 1 include:
 - a. The implications of the proposed reform on current service provision, council workforce and service resilience.
 - b. Implications for the future role and functions of local government and the erosion of local democratic accountability through a dilution of accountability of services to local communities, with implications for how effectively Elected Members can represent workers and citizens.
 - c. Concerns about major, costly restructuring at a time of significant existing pressure on services and staffing, and on the affordability and funding of an NCS.

Questions

8. How will change and transition be managed in the context of existing development/pressures to ensure that service users and staff aren't adversely affected? The proposals are being brought forward during a period of unprecedented demand pressure and financial uncertainty for children's and social care services across Scotland. In this context, it is critical that any proposals are clear on how more structural change can be managed, funded, and delivered without compromising support for the most vulnerable children and adults in society.
9. The proposals around structures and governance are described in fairly broad terms and further detail is needed on:
 - a. "Shared accountability" at national level:
 - i. How does this work in the context of the local authorities and the health boards having the legal duties for service delivery?
 - ii. How do the proposals differ from the existing arrangements where the Scottish Government sets policy, outcomes and budget, and local areas are responsible for delivery?
 - iii. How does "responsibility for delivery" work in the context of the local authorities and the health boards having the legal duties?
 - b. How will differences of opinion be managed e.g. between local and national boards?
 - c. How will local democratic accountability be respected and enhanced?
 - d. How will constituents get their voices heard if Local Boards report directly to the National Board? The composition of local boards is key here.
 - e. How would performance be reported and managed? What is the reporting line? Would the process take account of the specific challenges an area faces (e.g. Edinburgh, rural)? What would be the consequences of poor performance?
 - f. How would budgetary issues that relate to performance be managed?