

Report To: Inverclyde Integration Joint Board **Date:** 12 September 2017

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Subject: REDESIGN OF SERVICES FOR ADULTS WITH A LEARNING
DISABILITY (THE LD REDESIGN)

1.0 PURPOSE

- 1.1 The purpose of this report is to outline the component parts of the programme to implement the HSCP Redesign of Services to Adults with a Learning Disability (The LD Redesign).
- 1.2 The programme is described in the HSCP Adult Learning Disabilities Strategic Review which was approved by the IJB in June 2017.
- 1.3 This paper will outline the Redesign Programme and the headline detail of the 7 key action areas, as follows:
 1. Redesign Programme Team and Programme Initiation
 2. Programme Governance
 3. Interim Management Restructure
 4. The case for change and new service model
 5. Partnership with service users, carer, families and staff/ Staff Partnership Forum
 6. Estate
 7. Assessment and Care Package Review

2.0 SUMMARY

- 2.1 The HSCP Adult Learning Disability Strategic Review has been signed off and is published as a consultation document to aid engagement and partnership work to deliver the redesign of services. The redesign will have as its principal foundations the outcomes and aspirations of local adults with a learning disability (and children moving into adulthood), the best recommended models of service and the need to balance the budget in the context of the financial pressures impacting on the sustainability of our current ways of working.

3.0 RECOMMENDATIONS

- 3.1 IJB Members are asked to note the intention to move to the next stage with the HSCP Redesign of Services for Adults with a Learning Disability (The LD Redesign).

- 3.2 IJB Members are asked to note the initiation of the required redesign programme, governance structure and programme team to deliver the LD Redesign.
- 3.3 IJB Members are asked to note the creation of an interim management structure to take the service through the implementation of the redesign and the required practice/culture change.
- 3.4 IJB Members are asked to endorse the intention to undertake the necessary work to move to a proposed new service model and wider staffing structure with a two year implementation timeframe.
- 3.5 IJB Members are asked to note the relationship of the programme to savings proposals.
- 3.6 IJB Members are asked to note the design and delivery of a comprehensive communication, engagement and consultation process with local people, service users and carers, our staff and their representatives, provider organisations and other stakeholders to direct the implementation of the redesign.

Louise Long
Corporate Director (Chief Officer)
Inverclyde HSCP

4.0 BACKGROUND

4.1 All Inverclyde HSCP Learning Disability services have undergone a review since 2016 underpinned by the Scottish Government's national strategy *Keys to Life*, with particular focus on the 4 key themes of:-

- Independence **(Where I Live)**
- Choice and Control **(My Community)**
- A Healthy Life **(My Health)**
- Active Citizenship **(My Safety and Relationships)**

The review has been concluded and summarised in the HSCP Adult Learning Disability Strategic Review, which has now been published to inform the engagement and consultation process needed to implement the redesign.

4.2 Inverclyde HSCP Learning Disability services have collated data around internal and external provision. A review of the current Learning Disability service need and provision has been undertaken to understand current and future requirements for people with learning disabilities and their families, financial overview, aims and objectives of services, inclusion, service user and carer profiles and demographics. In addition the level of individual need of all current service users has been scoped and will be used to determine the application of an eligibility criterion to ensure the optimum level of service.

4.3 Mapping of the HSCP Learning Disability estate has been undertaken, with a particular focus on the two day centres (Fitzgerald Centre and McPherson Centre). This has provided an opportunity to consider each building and its capacity.

4.4 A detailed analysis of staffing requirements across Learning Disability services has been undertaken, with a focus on day opportunities, analysing the staffing and current structures to understand the level of changes required to the model of support required now and in the future

4.5 Around fifty five percent of care and support to people with a learning disability is provided by commissioned external providers, however, most of the day opportunities provision is provided internally by the HSCP. The service has been and continues to work through a review of all support provided to ensure best use of resources. This work includes scoping what input people get from internally provided services, as well, to ensure that packages of support are needs based and person centred within eligibility criteria.

5.0 REDESIGN PROGRAMME TEAM AND PROGRAMME INITIATION

5.1 A programme plan will be developed to direct the implementation of the redesign of services for adults with a Learning Disability. Work is currently underway to determine which improvement methodology is best fit to this programme. The Council's service Review Guidance will be utilised. It is intended there will be a programme structure which allows for regular status reports on each dimension of the redesign and a costed, time bound programme plan.

5.2 A Redesign Programme Team is being developed with a core and co-opt structure. There will be a core team of Programme Sponsor, Programme Manager and Programme Support Officer. Additional support will be co-opted as required from operational managers/ practitioners and support services in the HSCP, finance, legal, procurement and HR. Louise Long, Chief Officer will act as Programme Sponsor and Derrick Pearce, Service Manager, as Programme Manager (in an x/y capacity). It is anticipated this Redesign Programme Team will operate for 2 years taking the duration of the initial phase of the programme to Summer 2019 (with a further 2 year period of embedding when efficiencies will be reinvested as capital).

6.0 PROGRAMME GOVERNANCE

- 6.1 A Programme Board will be established, building on the current LD Strategic Implementation Group. The Programme Board will be chaired by the Chief Officer or Head of Health & Community Care and report to the HSCP Transformation Board and relevant committees/IJB as required. The membership and terms of reference for the Programme Board require to be clarified, to meet from September 2017. There will be a last meeting of the LD SIP to conclude its work and move into the implementation stage, ensuring that relevant members are retained as required to deliver the Board's role. It is crucial that there is representation on the Programme Board from service users, carers and staff-side representatives as core partners in delivering the change to service.

7.0 INTERIM MANAGEMENT RESTRUCTURE

- 7.1 In addition to the Programme Redesign Team, it is intended that an interim management structure be implemented. This will support the current HSCP Integrated Care and Support (Community) Service Manager and collectively oversee LD Day Opportunities and Supported/Independent Living and Older People's Day Care/Respite. One of the first priorities for new roles in this team will be to address the current overspend of £297,000 on care costs. This overspend is due to additional pressure on the budget because of changes in the level of need of existing service users and new cases coming on stream. A pressures case is being prepared in respect of future pressures.

- 7.2 There is £132,000 available in the LD service budget in 2017/18 from unfilled hours or vacant posts. It is intended to utilise £41,000 in 2017/18 and £82,000 full year in 2018/19 to fund 2 new roles. A new Grade L post will be on a temporary basis funded from early achievement of savings, a Grade H/I and a Grade H post will be on a temporary 24 month basis funded from unfilled hours and vacancy posts, as above.

- 7.3 The three posts we intend to create to provide the additional capacity in an interim management structure are as follows:

1.0 fte Grade L operational manager/ project lead (job title TBC) post to lead on the day to day management of the day opportunities service and the supported independent living service, provide leadership and development support to deliver the culture change and practice change needed to achieve the aspirations of the *Keys to Life*, and work across adult services to widen the reach of the reablement model from care and support at home to day care/day opportunities and supported independent living. It is intended that the post will initially focus on LD only with a view to the role supporting practice change and greater integration across all adult services – especially in relation to inclusion, Reablement and community living. This post will be a new temporary post funded from the early achievement of savings. The post will be managed within the service/resource delivery arm of the service, via the Service Manager – Integrated Care and Support (Community).

1.0 fte H Grade Redesign Support Officer to coordinate the redesign programme processes and ensure efficient maintenance of the programme plan, servicing the Programme Board. This post would also coordinate the comprehensive partnership engagement work with service users, carers, staff and partners. This role would be funded from the LD budget on a temporary 24 month basis reporting to the Programme Manager.

1.0 fte H/I Grade Assessment and Review Worker to provide additional capacity to ensure efficient and comprehensive review of all current users of day opportunities services and supported independent living services, working directly to the LD Integrated Operations Co-ordinator in our LD Assessment, Care Management and Specialist Health Team. This role would be funded from the LD budget also.

8.0 THE CASE FOR CHANGE AND NEW SERVICE MODEL

- 8.1 Inverclyde HSCP continuously develops services for people with learning disabilities to foster independence whilst providing quality support in partnership with carers, families and external providers. We recognise that Learning Disability services need to reconfigure, however. We have evidenced some significant challenges where some of our Learning Disability services are less flexible, and some buildings are ageing and no longer able to be developed any further. We need to make the best use of available resources whilst developing the services to meet people's needs, deliver outcomes and people's expectations for the future. The needs of people with learning disability are changing and becoming more diverse and complex. People rightly have high expectations, wish greater independence within their community and choice and control over their lives with good quality support built around their individual outcomes.
- 8.2 The detail of the current service model in HSCP LD services was described to IJB members via the HSCP Adult Learning Disabilities Strategic Review document. The Review document also sets out the strategic needs assessment for our area in respect of people with a learning disability, and illustrates the case for our service model to change. The strength of the case for change will be crucial in selling the idea of a new model and what that model could look like for local people, service users and carers/ families. It will also be crucial in securing the buy in of staff and our partners to this significant and politically sensitive service change. The development of the case for change will be ongoing with refinements being developed concurrently with each aspect of the redesign to maintain robust evidence for change.
- 8.3 The proposed new service model will be consulted on fully and planned in more detail, centres on consideration of our two LD day centres and the consolidation of our supported independent living service – re grouped as the service/resource delivery arm of the internal LD service, under the proposed new operational manager.
- 8.4 In the longer term consideration will be given to the potential for a new multipurpose community hub in central Inverclyde (with a view to encompassing other resources) as a base for daytime activity for adults with an LD (and potentially older people). This is further explored in the Estate section of this report. This would also mean that the staff group in day services could be combined under one registered manager. The combined staff group and the service users could be supported to co-produce the new model of service and eventually design the new community (daytime activity) hub. Efficiencies could be released to contribute to the budget deficit across the Council, but also to reinvest in the new service model and hub.
- 8.5 In relation to Supported and Independent Living it is again proposed to consolidate our services with the Inverclyde Supported Living Team being merged with the James Watt Court team providing accommodation and community independent living support for adults with an LD under one registered manager. Again this would allow for the staff team to be brought together to go through a process of culture and practice change, coproducing with service users and their families a new service model for the future, This would deliver efficiencies to contribute to the budget deficit across the Council, and release some funding to reinvest.

9.0 PARTERSHIP, ENGAGEMENT AND CONSULTATION

- 9.1 People are likely to be anxious about the impact the redesign of services might have on their own care and support and that of their loved ones/ service users/patients or friends. We need to ensure services provide the best service and value for money possible so that people with a learning disability can get the best from the available community resources in terms of:

- Improved Day Opportunities
- Creation of employment and training opportunities
- Meaningful day activities

- Shifting the balance of care in supporting more Inverclyde people to live locally in the community
- Better protection from harm

9.2 A comprehensive programme of partnership engagement with local people with an LD, their carers and families, staff, provider organisations and other stakeholders is essential. The redesign must be informed by the people who need and use our services directly or indirectly. Some good engagement work has been undertaken via the review process thus far and excellent working relationships exist with local engagement bodies. There is scope to increase the partnership engagement work significantly, however, and support people through a much wider model of co-producing the new service. The Redesign Programme will initiate a work stream around this at the outset to bring the proposed model of service and our needs information to the local community to ask for their input in making change a reality. Funding will be required for this which will be found from within the LD budget given that investment will deliver the efficiencies in the longer term.

10.0 ESTATE

10.1 Despite significant improvements made to the internal environment of some of the LD estate buildings, there are limitations around the environmental condition and sustainability to meet the needs of service users with more complex needs. Some changes have already been made to the LD estate and these have been reported to relevant committees during this work. It has been concluded that while some interim changes can be made to the estate, a longer term plan will be devised following consultation to provide the best service facility in Inverclyde for people with LD.

10.2 The LD Estate Short Life Working Group has been established and will develop agreed criteria and weighting for the option appraisal which will be presented for further consultation.

10.3 The detail of this process was presented to CMT in the June update paper on the LD redesign. This work will be played into the ongoing Redesign Implementation Plan and actions agreed around revenue implications, environmental conditions etc will be undertaken;

10.4 It is similarly intended that we facilitate the change to a new service model in our Supported Independent Living Service by moving out of our two rented facilities in Hope Street and Lyndoch Street, consolidating our service in James Watt Court. These services provide support for service users living in their own homes and are used as a staff base only.

11.0 ASSESSMENT AND SUPPORT PACKAGE REVIEW

11.1 The delivery of optimum service for adults with a learning disability is significantly dependent on sound assessment and regular review so that care packages are designed and constructed as well as they can be to delivery outcomes. This process will include involvement from service users, carers, third sector providers and informal support networks. Review is also critical to ensuring that packages of care deliver value for money and are responsive to affordability. In recent time there has been an increase in complexity in cases and new cases moving into the service. The current overspend on care costs referenced above must be addressed before any further efficiency can be delivered. This task is the principal priority of the proposed interim management structure, alongside the assessment and care management section of the service. The overspend will be addressed via concerted work to review each package of care and support rigorously across direct payments/housing support, support hours, respite and residential care. This is a core part of the implementation of the redesign as we consider what services people are best enabled to access across the suite that is available, including making use of community resources and replacing care and support with work opportunities. It is proposed that assessment and support planning are separated from

service delivery in the new model of service to meet best practice standards.

12.0 IMPLICATIONS

FINANCE

12.1 Financial Implications:

One off Costs

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report £000	Virement From	Other Comments
LD	Property Costs	17/18	60,000		Fitzgerald refurbishment funded from Council Capital Programme

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact £000	Virement From (If Applicable)	Other Comments
LD	Employee Costs	17/18	27,000		L Grade temp – funded from early achievement of savings
			20,000		H grade temp
			21,000		H/I Grade Temp
		18/19	54,000		L Grade Temp
			39,000		H Grade Temp
			42,000		H/I Grade Temp

** There will be additional underspend in the employee budget in 17/18 of £63,000 to be used to offset the overspend in care costs this year. Work will be done to address the projected overspend in 2018/19 via a pressures case and systematic review of care packages.

There is a current overspend of £297,000 on care costs which will be addressed through comprehensive reviews of service users to ensure care packages deliver value for money and are responsive to affordability within eligibility criteria.

LEGAL

12.2 There are no legal issues within this report.

HUMAN RESOURCES

12.3 There are human resources issues within this report pertaining to potentially displaced staff, the need to consider VR and the need to review and reframe all Job Descriptions and reevaluate rolls in the service.

EQUALITIES

12.4 There are equality issues within this report which will be scoped in detail and addressed through the proposed comprehensive engagement plan. An Equalities Impact Assessment will be developed in partnership with key stakeholders.

Has an Equality Impact Assessment been carried out?

See above	<p>YES</p> <p>An EQIA will be undertaken as a core part of the redesign implementation process, involving service users and carers as the potentially affected people, and to help mitigate against any unintended consequences.</p>
	<p>NO – This report does not introduce a new policy, function or strategy or recommend a change to an existing policy, function or strategy. Therefore, no Equality Impact Assessment is required.</p>

12.4.1 How does this report address our Equality Outcomes?

- a) **People, including individuals from the protected characteristic groups, can access HSCP services.**

The learning disability service works with people with protected characteristics, and also ensures the HSCP takes an equalities-sensitive approach to practise.

- b) **Discrimination faced by people covered by the protected characteristics across HSCP services is reduced if not eliminated.**

The service strives to ensure people with a learning disability are fully engaged within their communities free from any discrimination and have access to advocacy services to represent their views.

- c) **People with protected characteristics feel safe within their communities.**

The service consults regularly with service users and carers and responds to any concerns raised.

- d) **People with protected characteristics feel included in the planning and developing of services.**

The service takes an equalities-sensitive approach to including all groups in the planning and development of services. A variety of communication aids are used to maximise involvement of service users.

- e) **HSCP staff understands the needs of people with different protected characteristics and promote diversity in the work that they do.**

The learning disability service is underpinned by the Scottish Government's national strategy Keys To Life with particular focus of four themes which are Independence, Choice and Control, A Healthy Life and Active Citizenship.

- f) **Opportunities to support Learning Disability service users experiencing gender based violence are maximised.**

Staff ensure all service users have access to advocacy services and would promote equality within their work.

- g) **Positive attitudes towards the resettled refugee community in Inverclyde are promoted.**

Anyone in the refugee community who has a learning disability will be included within the service.

CLINICAL OR CARE GOVERNANCE IMPLICATIONS

12.5 There are no clinical or care governance issues within this report.

12.6 NATIONAL WELLBEING OUTCOMES

How does this report support delivery of the National Wellbeing Outcomes?

- a) **People are able to look after and improve their own health and wellbeing and live in good health for longer.**

Staff are committed to ensuring high-quality services that support individuals and maximise independence and wellbeing in line with Care Inspectorate standards.

- b) **People, including those with disabilities or long term conditions or who are frail are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community.**

Staff will ensure high-quality services with personal outcomes that support individuals and maximise independence.

- c) **People who use health and social care services have positive experiences of those services, and have their dignity respected.**

The principles within Keys To Life are important in ensuring that dignity and self-determination are respected and promoted.

- d) **Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services.**

Assessment and Care Management guidance is aimed to maintain and improve the quality of life of people who use the service.

- e) **Health and social care services contribute to reducing health inequalities.**

The service will strive to reduce health inequalities through robust review of individual situations.

- f) **People who provide unpaid care are supported to look after their own health and wellbeing, including reducing any negative impact of their caring role on their own health and wellbeing.**

The Carers Act imposes a duty on the HSCP and partners promote the health and wellbeing of informal carers.

- g) **People using health and social care services are safe from harm.**

The HSCP has as its priority to safeguard all service users and protect from harm.

- h) **People who work in health and social care services feel engaged with the work they do and are supported to continuously improve the information, support, care and treatment they provide.**

Staff are part of a programme of ongoing training and awareness based on the Equal Partners in Care programme.

13.0 CONSULTATION

There has been significant consultation with service users, carers and stakeholders within learning disability services.