# Midlothian Integration Joint Board

**Thursday 15 June 2017 at 2.00pm**

# Sustainability and Affordability of Social Care Services

| Item number: | 5.3 |
|---|---|

## Executive summary

The growing pressures on social care, alongside the continuing budget reductions faced by Midlothian Council, mean it is essential that there is a radical overhaul of the approach to the delivery of social care services. This report summarises the work being undertaken to reshape services and notes two specific policies being considered by the Council to ensure a more robust approach to the equitable provision of social care.

*Board members are asked to:*

1. *Consider the impact of the budget pressures on Adult Social Care*

2. *Agree the new policies proposed by the Council in relation to*

   a. *the allocation of resources for people with complex needs*

   b. *the provision of transport to social care users*

# Report

## Performance Information

### 1.    Purpose

This report summarises the work being undertaken to reshape services in social care in response to the growing budget pressures on Midlothian Council. In particular the report draws attention to two specific policies intended to ensure to the equitable provision of social care**.**

### 2.    Recommendations

The IJB is asked to:

1.   Note the continuing severe pressures on Midlothian Council which require a significant programme of savings within Adult Social Care.

2.   Note the proposed new policy intended to ensure a more equitable and affordable allocation of resources to people with complex needs.

3.   Note the proposed new policy intended to ensure a more equitable and affordable allocation of resources for travel purposes.

### 3.    Background and main report

**3.1    Background**
3.1.1 Demographic Pressures: As the diagram below illustrates, the overall population of Midlothian is growing rapidly and this will include people with care needs. Additionally, as is the case across the country, the population is ageing with the number of people in Midlothian over the age of 75 years set to double over the next 20 years. The number of people living considerably longer with long term health conditions and complex needs is also increasing, in part as a result of the improvements in health care.

## Population Projections for Midlothian

| Population Projections 2014–based Midlothian | 2014 | 2024 | 2034 | 2039 | Total % Change | Scotland % Change |
|---|---|---|---|---|---|---|
| All Ages | 86,220 | 95,359 | 104,399 | 108,369 | 26% | 6.6% |
| 0-15 | 16,365 | 18,568 | 19,972 | 20,460 | 25% | 1.4% |
| 16-29 | 13,837 | 13,771 | 15,463 | 16,284 | 18% | -7.6% |
| 30-44 | 16,181 | 18,543 | 19,089 | 18,591 | 15% | -0.9% |
| 45-59 | 18,879 | 18,562 | 19,464 | 21,611 | 14% | -6.8% |
| 60-74 | 14,392 | 16,653 | 18,404 | 15,224 | 6% | 15.6% |
| 75+ | 6,566 | 9,262 | 12,007 | 13,542 | 106% | 85.4% |
| 85+ | 1,610 | 2,298 | 3,742 | 4,290 | 166% | 131.1% |

3.1.2 <u>Growing Budget Pressures</u>: The pressures facing the Council are well documented and are so severe that, despite growing demand, Adult Social Care must make a significant contribution to the savings programme. Reducing expenditure in care services is a major challenge, reflected by the additional investments made by Scottish Government in 2016-17 in social care, specifically in relation to the Living Wage.

3.1.3 <u>Workforce Pressures:</u> Despite changes to terms and conditions such as guaranteed hours for home carers and the delivery of the Living Wage, recruitment and retention is a growing problem, particularly in the field of care at home. This has led to situations where funding has been available but services could not be provided because of workforce shortages.

3.2     **Social Care Redesign Programme**

3.2.1 <u>Culture of Transformation</u>: Transformation has been a strong feature of the Midlothian Adult Care Service; between 2007-08 and 2014-15, through a combination of re-commissioning, restructuring and service redesign the service achieved annual savings of £5.35m.

3.2.2 <u>Integration:</u> In response to the projected threat to the long term sustainability of health and social care, the Scottish Government passed legislation requiring the creation of health and social care partnerships. In Midlothian the new Integration Joint Board assumed responsibility for health and care services from April 2016. This has been a major change in promoting more localised delivery and accountability. The Government's expectation is that through working together it will be possible to manage growing demand by adopting a greater emphasis on prevention and on strengthening community-based services.

3.2.3 _Realistic Care Realistic Expectations_: The level of savings required by the Council is such that a new approach to social care has been necessary. While the IJB retains overall control over policy and the allocation of resources it is incumbent upon the Council Adult Care Service to be as efficient as possible with the funding available. A new programme board- Realistic Care Realistic Expectations- has been established to oversee a range of initiatives designed to reduce expenditure. This programme of work includes further service redesign; a review of existing individual care packages; and the improvement of business processes. Areas of service redesign include a review of learning disability day services; remodelling of care at home services; and the expansion of extra care housing to reduce reliance upon care homes. The review of business processes includes financial commitment recording and the management of referrals and waiting lists.

## 3.3    **Fair Allocation of Care Policy**

3.3.1 <u>Eligibility Criteria</u>: In 2008 the Council approved formal eligibility criteria based on the national "Fair Access to Care Policy". Midlothian Council provides a range of community care support services to individuals with varying levels of support needs. Access to such support is determined by these agreed eligibility criteria, with funding being made available where an individual has been assessed as having critical or substantial care needs.  Midlothian Council has responsibility to provide the best possible care within given levels of resource and also to ensure there is equitable allocation of available resource.

3.3.2 <u>People with Complex Needs:</u> Where an individual has complex needs there can be significant variation in the costs of supporting an individual depending upon the model of care used to support them. The 'Fair Allocation of Care' policy (appendix 1) outlines the models of care that will be considered when an individual requires a significant amount of support in their daily living and aims to ensure there is a fair allocation of resources to individuals who require such support. The overall purpose of the policy is to ensure an equitable allocation of council resources at a time when the Local Authority is experiencing significant financial pressures.

3.3.3 <u>Implications of Fair Allocation of Care Policy:</u> A consequence of this policy will be a change in how social care is provided and, for some individuals, may mean that there will be significant adjustment in their current package of care so that support is provided in a more cost-effective manner. Changes in care arrangements can create anxiety and it is vital that these changes are communicated effectively. This will be done with the reassurance that assessed need will continue to be met with a clear focus upon improving personal outcomes.

**3.4    Transport**

3.4.1 <u>Current Arrangements:</u> Midlothian Council currently organises a range of transport for people with community care needs to enable them  to access their services, including welfare buses and taxis. The current arrangements are in many ways historical and inefficient.

The arrangements do not as a matter of course:

- Support and encourage people to be as independent as possible in their travel arrangements.
- Expect that people who are eligible for welfare benefits to help with travel should make use of these to access their service.
- Expect that people who qualify for concessionary travel use this benefit to travel more independently to their service, supported by 'travel training' if necessary.

3.4.2 <u>Transport Policy for People who use Community Care:</u> In order to support decision-making and ensure there is an equitable allocation of resource to provide transport within Adult Social Care, a policy has been developed (see appendix 2) which lays out a more consistent approach to the provision of transport for people who use adult social care services in Midlothian. This includes older people, people with physical and/or learning disabilities, and people with mental health difficulties.

3.4.3 <u>Charges:</u> The policy provides guidance on the introduction of charging for transport previously agreed by Council in December 2016.

3.4.4 <u>Communication:</u> A consequence of this policy will be changes in how transport is provided and, for some individuals, may mean there will be significant changes in their support arrangements. These changes may create anxiety for some service users and good communication will be vital. An easy read version of the policy has been developed and is attached at appendix 3.

**3.5    New Technology**

3.5.1 <u>Services to People with a Learning Disability</u>: Midlothian Council currently supports a significant number of people with learning disabilities to live independent lives within the community. It is incumbent upon the Health and Social Care Partnership to explore innovative ways in which to continue to meet the needs of these individuals in a more sustainable manner.

3.5.2 <u>Developing Technological Solutions</u>: The overall purpose of the paper-attached at appendix 4-is to ensure that housing and care models are linked with appropriate technological solutions. By exploring the best use of technology it is anticipated that new models of more cost-effective support can be delivered. There is a particular issue relating to the provision of sleep-over cover.

Consideration will be given as to how and in what circumstances technology may provide an alternative, more cost-effective solution to supporting people who may, on occasion, require support during the night.

3.5.3 <u>New Technology Strategy:</u> This work builds on a range of technology initiatives already underway such as the provision of videoconferencing in Midlothian Care Homes to provide easier access to training for care staff. A Technology Enabled Care Strategy Group oversees such developments.

## 4. Policy Implications

4.1 The proposed policies fit with the Health and Social Care priorities in relation to setting and maintaining a balanced budget position.

Midlothian Partnership takes an outcomes-focussed approach in the provision of social care services. This approach is not altered by these policies, but rather will ensure there is equity and transparency when meeting individuals' needs.

The proposed policies identify the need for and support the application of preventative approaches in the provision of social care support.

## 5. Equalities Implications

5.1 Equalities Impact Assessments have been completed and no issues of concern have been identified. A greater level of equity of service will be result from their implementation.

## 6. Resource Implications

6.1 Implementation of the 'Fair Allocation of Care' and 'Transport' policies will ensure there is more robust and consistent decision-making in the allocation of social care resources. This will ensure that there is an equitable allocation of resources to individuals with similar needs.

The Scottish Government has a stated ambition that all hours of work, including sleepovers, should be paid at Scottish Living Wage rates, and the UK government has committed to ensuring national minimum wage compliance, with enforcement from HMRC. It is hoped that by exploring the best use of technology new models of more cost-effective support can be implemented reducing sleepover costs.

## 7 Risks

7.1 There are a number of risks associated with not taking steps to implement the policies on transport and allocation of resources:
- There is a continued inequity in the allocation of resources between individuals who have similar levels of need
- Increased budget pressures arising from inconsistent decision making regarding cost effective provision of support

The key risks associated with implementation of these policies, alongside the further application of technology, are:

- Anxiety for individuals who are experiencing a change in their support as a result of the change in policy. This however will be mitigated by ensuring services continue to work in a person-centred manner and enabling people to have access to independent advocacy.

- The implementation of these and other changes being developed in the Realistic Care Realistic Expectations programme may be challenging for staff. In practice, for social care staff, there will be much stronger emphasis on working in teams and on a more flexible and structured career path. This should result in a more rewarding and less isolated working environment.

## 8    Involving People

8.1    The programme of Realistic Care Realistic Expectations will only be successful if there is effective and meaningful staff and public engagement.

The IJB is asked to approve a specific policy on Fair Access to Care which remain consistent with existing eligibility criteria and has been reviewed by the Council's Legal Services to ensure it is consistent with legislative responsibilities.

The IJB is also asked to approve a Transport policy which does not change eligibility but provides greater clarity about how decisions are reached regarding the most appropriate method for people to travel to services.

As part of the implementation of these policies and the development of technological solutions there will be discussion at the IJB Strategic Planning Group and with all of the joint planning groups including in Mental Health, Learning Disability, Physical Disability and Older People. All of these groups have user and carer representation.

More broadly while these new policies are intended to clarify decision-making processes within existing eligibility criteria they will remain live documents which will be amended and updated in the light of experience and user feedback.

## 9    Background Papers

| AUTHOR'S NAME | Tom Welsh |
|---|---|
| DESIGNATION | Integration Manager |
| CONTACT INFO | 0131 271 3671 |
| DATE | 29 May 2017 |

Appendices:    Appendix 1 Proposed Fair Allocation of Care Policy
Appendix 2 Transport for People who Use Community Care Services
Appendix 3 Easy Read version of Transport Policy
Appendix 4 Housing Support for People with a Learning Disability