

Integrated Impact Assessment (IIA)

Informing our approach to fairness

Name of proposal	Continuing Care and Support for Adults - Complex or Multiple Needs
Date of original assessment	September 2016
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This is our assessment of the potential equality and other impacts of this 2017-18 Budget proposal, based on the available evidence. It is a 'living document' and we will review it throughout the consultation period. A formal review will take place on all proposals when consultation closes to consider comments and information from all stakeholders, research or new and emerging policy.

Section A: Current service

1. What does the service do?

The budget associated with this review (approx. £100 million gross expenditure) is considerably larger than that of the partner adult social care review 'Early Intervention and Prevention' (£25 million gross expenditure).

The scale of this review is vast and will involve a significant transformational change. The budgets that have been grouped into this review area are used to purchase:

- Residential and nursing care for older people, people with physical disabilities, people with learning disabilities and people with mental health problems. This includes short-stay breaks for people with learning disabilities at Castle Dene
- Day services, both in house and commissioned from independent sector for same
- Home care support for people with physical disabilities, learning disabilities, autism and mental health problems (not older persons). This includes Independent Supported Living and Shared Lives supported accommodation models
- Direct payments for community-based services, including personal assistants for people with physical disabilities, learning disabilities, autism and mental health problems (not older persons)
- Recovery and support for people with mental health problems
- Social work and social care assessment officer time and functions, including assessment, support planning, review, adult safeguarding and risk management
- Adult safeguarding and functions under the Mental Capacity Act 2005 to meet duties under the Deprivation of Liberty Safeguards
- Assessment functions and duties under from the Mental Health Act 1983
- Advocacy and voluntary sector support for adults and carers

Outcomes:

- Adults and carers with eligible needs will be as safe as possible
- Care and support to meet eligible needs will be provided in a cost-effective and consistent manner both across different groupings (for example older persons and learning disabled and autistic people) and within groupings so that there is universal clarity and fairness
- The Council will remain compliant with legal duties towards children and adults with physical and/or cognitive impairments and the carers of same
- Rapid assessment and where necessary support planning processes that minimise bureaucracy and as far as possible adhere to the standards set out in the Care Act Statutory Guidance 2016
- Dynamic and proportionate reviews that are carried out at minimum annually with an emphasis on risk identification and management
- Decisions on when negotiated bespoke support is required to meet exceptional needs are made according to a lawful, transparent policy endorsed at corporate level; this would apply when there are demonstrably high risks to health and well-being in individual cases
- Affordable personal budget planning amounts are available that enable people to make choices within a menu of service options but also allows them to take a personal budget and create their own model of support

2. Who do you deliver this service for?

The people that this review concerns therefore have long-term conditions that result in enduring needs. This includes:

- Adults with dementia and their carers
- Adults with learning disabilities and autism, and their carers / family members
- Adults with long term conditions, particularly those with neurological disabilities.
- Disabled children, young people, and their parents

3. Do you have any statutory requirements?

The Care Act 2014 came into force in April 2015 and outlines the majority of our statutory responsibilities including: preventing, reducing and delaying need; assessments of people or their carers who have the appearance of need; support planning/ arranging services for those people who have assessed eligible needs; reviews; and safeguarding responsibilities.

Mental Capacity Act 2005, puts responsibilities onto councils in relation to people who may lack capacity to make decisions, and also requires councils to manage Deprivation of Liberty Safeguards.

Mental Health Act (1983 – 2007 amendment) requires Approved Mental Health Practitioners (AMHPs) to assess and apply for compulsory detention (all AMHPS are Social Workers in Newcastle). Local Authorities have duties to provide Mental Health Tribunal reports, reports for forensic cases, to act as Guardians, and to provide Care co-ordination. Local Authorities also have a joint duty with Health to provide aftercare services to people who have been detained under certain sections of the Mental Health Act (often referred to as Section 117 aftercare).

4. How much do you spend on this service? (see Appendix for all budget lines in scope)

Gross expenditure	Gross income	Net budget	Capital projects
£101,064,263	£39,928,227	£61,136,036	

5. What workforce delivers this service?

Posts	FTEs	Comments

Section B: Change proposal

1. What is the proposal to change the service?

Summary of thinking and approach to the review:

We have identified four key areas of spend where we will look to make efficiencies over the next three years. These are:

- Alternative options for providing day opportunities
- Alternative options for Residential Care
- Applying the principles of 'Dynamic Reviews' to the way that we plan for care and support needs based on eligibility under the National Minimum Eligibility Threshold
- Developing a new continuum of support for adults with complex needs

Newcastle already has a wide ranging offer of housing with support options available to people with a Learning Disability and/or Autism. Alongside traditional home care services, Independent Supported Living (either in purpose built accommodation or supporting people to maintain their

own tenancies), and Residential services, we have invested in recent years in new Concierge Plus schemes and Community Clusters.

These developments have supported people to live more independently in the community.

Our current Independent Supported Living provision provides high quality support for people with an incredibly broad range of needs. We believe we can build on our successful investment in new types of housing with support to provide more focussed and flexible services to people in this group. We are looking at our whole continuum of support for people with long term and complex needs and within this we propose to co-produce two new types of service:

- An enhanced Concierge Plus scheme, based on our existing Concierge Plus scheme, for people with less complex needs, and
- A virtual cluster scheme, where support is delivered by a single provider to a small number of people living independently within walking distance of each other, for people with high levels of complex need. This type of scheme is based on our existing successful community cluster scheme, where support is provided to people living in a single purpose built building.

These are the areas that present realistic possibilities for living within the budget available between now and 2020. We will focus on these areas because:

- They all align to a vision of how we will provide care and support for people with enduring eligible needs
- They follow existing and evolving work to modernise the way we assess, plan, review and provide support

Some of these proposals will cover more than one year, and some will not be delivered until later in a three year programme.

Alternative options for Day Opportunities

We have made considerable progress in previous years to modernise the way in which adults with eligible needs can be supported to have a community presence and develop positive networks. We will continue with this work, and will:

- develop a new service within one of our own Day Care centres, providing support within the City for people with Autism as an alternative to high cost provision outside of the City
- consider alternatives to building based day services for other people with needs that do not require the highly structured environment of a day centre

For 2017/2018 we estimate that this work will result in savings of £140,000.

Alternative options for Residential Care

This proposal will explore options for different ways of supporting people who are eligible for social care support as a result of being vulnerable or as a result of a chaotic lifestyle. This will enable us to explore alternatives to residential care or other forms of support and the development of a 'Step Up/Step Down' service to support people back to their communities

Diversion from residential care is an aspiration when working with older people and people with mental health problems, including dementia. Conversely, some people living in ISLs may have their needs met more effectively and in a better environment if high quality, small scale residential care could be designed with a person-centred focus. The aspiration to minimise admissions for older people is also challenging and one way of trying to achieve this is to invest in nascent plans to develop extra care housing that works for people with dementia, providing a safe and stimulating environment with targeted care and support.

We have a number of schemes already in development that will contribute to savings over the next three years as well as proposals for new schemes in future years. As part of **existing proposals**, we will:

- ensure delivery of a new purpose built residential care service for people with a Learning Disability and/or autism
- deliver two new Extra Care facilities that focus on people with dementia to provide an alternative to residential care that provides a safe and stimulating environment with targeted care and support

For 2017/2018 we estimate that this work will result in savings of £1,000,000.

Applying Dynamic Review principles

Last year we consulted on a proposal to apply a new approach to providing support for people with a learning disability and/or autism. Central to this proposal was the principle that we should create flexible plans for care and support that meet a person's eligible needs at their best times whilst also including a contingency plan for the worst times.

We will continue with this approach for people with a Learning Disability and/or Autism over the next two years. But we are already seeing success in this area and will seek to extend this principle across a broader group of people with multiple and complex needs. We believe there is scope to apply this approach for people with high physical needs and/or neurological conditions.

For 2017/2018 we estimate that this work will result in savings of £1,570,000.

Continuum of Support for adults with complex needs.

There is already a wide range of support provided to people with complex needs and in recent years we have created new types of housing with support services that enable people to live safely and independently in the community.

However we believe we can go further to provide support that is able to meet the very wide ranging needs that people in this group have. We want to work alongside the people who will benefit most from this to develop an enhanced continuum of support for adults with complex needs. This is a long term proposal that will require extensive consultation and work with Service Users and their families, as well as a requirement to build new sites to house the services.

We believe there is scope to create new alternatives in the following ways:

- Building on the success of our existing Concierge Plus schemes to develop an enhanced service for people whose needs don't require the traditionally high cost Independent Supported Living service, but would benefit from access to on-site support.
- Developing 'virtual' clusters, extending the model within our community clusters so that support is provided to small groups of people who live within a short distance of one another.
- Undertaking a fundamental review of the way we provide overnight support. We believe that the appropriate use of on-call services and assistive technology could reduce the need to provide a physical presence in a person's home overnight.

Developing this new continuum is a complex proposition and will require careful thought, thorough consultation, and detailed planning. That's why we think we can deliver these new services in 2019/20. We will engage with everyone with an interest in this area over the course of the first year of this programme, so that we have a defined proposition to make real during the second year and that is ready to commence delivery at the start of the financial year 2019/20.

2. What evidence has informed this proposal?

Information source	What has this told you?
Increasing demographics, including ageing and more complex population	Demand for services is increasing as is the complexity of the needs presented. This requires a different approach in how we deliver this.
National Living Wage increases and inflationary uplifts.	The cost of providing care is rising. This is partly because the level of funding needed for is increasing due to the National Minimum Wage for staff delivering care, as well as ensuring our contracts remain competitive. We need to acknowledge the impact that this has on the rest of care.
Residential Care Deep Dive	<p>Deep dive analysis of our 2014/15 outturn shows 65+ admissions decreased by 3.8%. The total number of people aged 65+ living permanently in care has also reduced by 3.7%</p> <p>Since 2012, numbers have reduced by 17.7%, particularly challenging when the population of people aged 85+ has risen by 3.7% over the same period. The average length of stay was 847 days, 87 fewer than in 2013/14 and 252 fewer than 2012/13.</p>

	<p>A continued increase as seen broadly since 2007 of the average age of admission increasing upwards.</p> <p>Although we are currently unable to calculate the average length of stay more frequently than annually, historical data shows average length of stay had reduced by 252 days compared to 2012/13</p>			
Learning from Dynamic Reviews	<p>Investing in Social Work to give them time to carry out a detailed review of service users looking back over a number of years. 20 hours of review time compared to approx. 3hr for current review.</p> <p>Care previously commissioned from providers to cover worst case scenario</p> <p>Team supporting Social Workers made up of analysts and commissioners working closer with providers</p> <p>Using Individual Service Funds to pay providers in a different way to give more flexibility and creativity to work with service users.</p> <p>E.g. Provider could work with service user to travel independently to a club. ISF allows flexibility to invest allows service user more independence and reduces cost longer term.</p>			
Learning from Just Checking	<p>Just Checking is a system that detects movement giving an overview of what is happening in a person's home at any given time.</p> <p>Newcastle were part of a National Pilot and installed Just Checking into 24 ISL services.</p> <p>The pilot lasted about 12 months and Newcastle made savings of over £150k in just 7 of the services.</p> <p>We have rolled it out into other services for the next 3 years and some equipment being used in the Social Finance work.</p>			
3. How much will you spend on this service?				
	Gross expenditure	Gross income	Net budget	Capital projects
2017/18	£97,054,263	£39,928,227	£57,126,036	

4. What will the net savings be of this proposal?			
	Gross Saving	Implementation Cost	Net Saving
2017/18	£2,710,000	-	£2,710,000
5. What impact will this have on the workforce?			
	No. FTEs	% workforce	
2017/18	0	0	

6. Who have you engaged with about this proposal?			
Date	Who	No. of people	Main issues raised
<i>We will consult with...</i>			
	ASC Staff, specifically: <ul style="list-style-type: none"> • Adult Community Teams • Learning Disability and Autism Teams, including the Insights Team • Community Mental Health Teams • Older Persons Mental Health Team • Shared Lives • Castle Dene and Welford Centre 		
	Other Teams within the Council: <ul style="list-style-type: none"> • Childrens' Services, in particular Children with Disabilities Team • Fairer Housing Unit • Safeguarding Adults Unit • Business Management • Homeless services /active inclusion • Commissioning 		

	<p>Health</p> <ul style="list-style-type: none"> Newcastle Gateshead CCG NUTH and community health NTW NECS 		
	<p>Provider Organisations:</p> <ul style="list-style-type: none"> YHN Community and Voluntary Sector Providers of ISL, Extra Care, and similar 'housing with support' services. Neighbouring local authorities in particular Gateshead 		
	<p>Other organisations</p> <ul style="list-style-type: none"> Neighbouring Local Authorities, specifically Gateshead 		

7. What are the potential impacts of the proposal?

Staff / service users	Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
People with protected characteristics				
	Younger people and / or older people (age)	Potential disadvantage	<p>Disadvantages:</p> <ul style="list-style-type: none"> Reduction on amount spent on care may translate in to less support provided or a 	<ul style="list-style-type: none"> We will continue to conduct a robust and comprehensive assessment to ensure that

			<p>change in the support provided.</p> <ul style="list-style-type: none"> • Less choice for the Service User around setting for support arising from clearer/firmer policy on where need should be met 	<p>eligible needs are met in the most appropriate manner.</p> <ul style="list-style-type: none"> • More flexible options – more likely to find support that fits (Dynamic Reviews/Individual Service Fund model; Dementia Focused Extra Care) • Increasing independence (or at least reducing dependency) resulting from new options for overnight support, different day opportunities, Individual Service Funds within Dynamic Review model
	Disabled people	Potential disadvantage	As above	
	Carers	Potential disadvantage	<p>Disadvantages</p> <ul style="list-style-type: none"> • Change to the services offered to the person they care for may place increased pressure on carer 	<ul style="list-style-type: none"> • We will continue to provide support for carers via the Carers Centre, the establishment of a Carer's Wellbeing Fund, permanent replacement care, and carer breaks. We will also provide Information, Advice, and Guidance. • More flexible options for support/independence for the person they care for.
	People who are married or in civil partnerships	No impact arising specifically from a person's marital or civil partnership status		

	Sex or gender (including transgender, pregnancy and maternity)	No impact arising specifically from a person's particular sex or gender		
	People's sexual orientation	No impact arising specifically from a person's particular sexual orientation		
	People of different races	No impact arising specifically from a person's particular ethnic background		
	People who have different religions or beliefs	No impact arising specifically from a person's particular religion beliefs		
People vulnerable to socio-economic disadvantage				
	People living in deprived areas	No impact arising specifically from where a person lives.		
	People in low paid employment or in households with low incomes	No impact arising specifically from a person's income.		
	People facing barriers to gaining employment, such as low levels of educational attainment	No impact arising specifically from a person's employment or education.		
	Looked after children	Beneficial outcome for those people eligible for social care support	Impact here could be positive: Step Up/Step Down for vulnerable/chaotic adults would provide a safe temporary space for young people – improvement on current support available.	

	People facing multiple deprivation, through a combination of factors such as poor health or poor housing / homelessness	Beneficial outcome for those people eligible for social care support	As with LAC – the options for vulnerable/chaotic adults could provide a positive impact, especially for the people with poor housing/homelessness issues. Positive impact for people with poor health (who are also eligible) as we will ensure appropriate access to health.	
Businesses				
	Businesses providing current or future jobs in the city	Both potential disadvantage and advantage.	Where providers of care are unsuccessful this may mean they lose business opportunities and the potential growth that this proposal may generate. However new and / or dynamic providers may benefit as development opportunities arise.	
Geography				
	Area, wards, neighbourhoods	No negative impacts anticipated		
Community cohesion				
	Community cohesion	No impact on community cohesion.		
Community safety				
	Community safety	No impact on community safety		
Environment				

	Environment	No impact on the environment.		
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