



Item No: 9

Meeting Date: Wednesday 20th June 2018

Glasgow City Integration Joint Board

Report By: Susanne Millar, Chief Officer, Strategy and Operations /
Chief Social Work Officer

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**POLICY DEVELOPMENT: TRANSITION FROM OVERNIGHT 'SLEEPOVER' SUPPORT
TO ALTERNATIVE SUPPORT ARRANGEMENTS**

Purpose of Report:	<p>To set out a clear and transparent policy direction for the transition from overnight sleepover support to alternative support arrangements that will inform service users (including their legal proxies), carers and service providers and guide the approach to be undertaken by social work practitioners.</p> <p>As reported to the IJB Finance and Audit Committee in October 2017, a transformational change programme will be initiated to inform the future provision of overnight supports. This work will be taken forward with the full involvement of service user and carer representatives. However, it is considered by GCHSCP that this programme of work requires to be guided by an explicit policy direction on a transition away from sleepover support.</p>
Background/Engagement:	<p>There has been some initial engagement with GCHSCP staff and reference made at recent GCHSCP Providers Event.</p>
Recommendations:	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none">a) note and approve the content of this policy framework; andb) note the intention for the policy framework to guide a transitional change programme to review overnight supports, including recommending alternative arrangements to sleepover support and the transition timescales for doing so.c) in the interim period before the conclusion of the transformational change programme, to note the direction being given to social work practitioners, as set out in paragraph 3.3.

Relevance to Integration Joint Board Strategic Plan:

This policy framework is consistent with the IJB's aspiration to deliver support at the right time, in the right place, and from the right person, and to provide health and social care services in local communities and in homely settings wherever possible. It aspires to maximise choice and control for service users and their legal proxies and to ensure resource is targeted on those with greatest need to mitigate risk.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	<p>While all 9 national health and wellbeing outcomes are relevant, outcomes 2 and 9 are directly related:</p> <p>Outcome 2: 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.</p> <p>Outcome 9: Resources are used effectively and efficiently in the provision of health and social care services.</p>
Personnel:	<p>Social Work practitioners are supported to meet their responsibilities through a clear policy framework, underpinned with training and guidance material.</p>
Carers:	<p>Carer support needs will continue to be identified through carer assessments and access to support.</p>
Provider Organisations:	<p>Providers are key partners in the creation and delivery of services to meet assessed eligible need. The policy assumes this continued partnership. The implications for providers of a transition away from sleepover support arrangements will be considered as part of the process to introduce the 2019 framework agreement.</p>
Equalities:	<p>Initial EQIA screening has taken place using the GCC Equality Impact Assessment Screening Tool and a full EQIA will be undertaken as part of the transitional change programme.</p>
Financial:	<p>GCHSCP considers that the principle of a sleepover support arrangement no longer represents best value and that alternative, more cost effective approaches should be explored and introduced to ensure sustainability of support arrangements within the market</p>
Legal:	<p>The policy framework will be of relevance to any potential legal challenge to the outcome of assessed need.</p>
Economic Impact:	<p>None</p>

Sustainability:	There are no environmental issues related to this paper.	
Sustainable Procurement and Article 19:	N/A	
Risk Implications:	This policy framework aims to support individuals to continue to live independently in a risk enabling approach.	
Implications for Glasgow City Council:	This policy framework seeks to ensure Glasgow City Council continues to discharge its statutory duties to adults in need of community care support in a safe and sustainable way.	
Implications for NHS Greater Glasgow & Clyde:	None	
Direction Required to Council, Health Board or Both	Direction to:	
	1. No Direction Required	
	2. Glasgow City Council	✓
	3. NHS Greater Glasgow & Clyde	
	4. Glasgow City Council and NHS Greater Glasgow & Clyde	

1. Purpose

- 1.1 To set out a clear and transparent policy direction for the transition from overnight sleepover support to alternative support arrangements that will inform service users (including their legal proxies), carers and service providers and guide the approach to be undertaken by social work practitioners.

2. Background

- 2.1 Since 1992 and the Community Care Act implementation, the sleepover element of a person's assessed care plan has been the pre-eminent provision in community care services, to enable a member of staff to, on an ad hoc and infrequent basis, respond quickly to the needs of the service user. It has helped to mitigate risk and overall, has supported social work services to promote choice and independent living at home or in a homely setting.
- 2.2 From April 2018, GCC applied a minimum sustainable rate to sleepover in response to the legislative change affecting the cost of this provision and to reflect the Scottish Government's aspiration to apply the Scottish Living Wage to sleepover. The financial impact of this for GCHSCP has been to increase the average cost of a single sleepover from approximately £15,000 per annum to approximately £35,000 per annum.
- 2.3 Based on the current number of people within Glasgow City in receipt of sleepover support, this will take the annual cost of sleepover support to over £12m per annum. This is for the provision of largely ad hoc and infrequent care support and in the

main is used to pay staff to sleep, whilst recognising that they are away from home and at work and therefore require to be properly remunerated for this.

- 2.4 For people with more complex needs, sleepovers have been widely used as a cost effective way to provide overnight support and supervision to people in their own tenancies. The main contract under which overnight support is purchased in Glasgow is the 2015 Framework for Purchased Social Care Supports (tendering process now underway to introduce a 2019 Framework). The service user groups covered by this contract are mental health, disabilities, older people and children affected by disabilities. The vast majority of overnight supports are provided to people with disabilities, in particular people with a learning disability, within supported living services. Glasgow City Council has invested heavily in supported living services over the past 20 years.
- 2.5 There are currently around 32 providers delivering overnight supports to approximately 1038 service users under the 2015 Framework. Within this, on a nightly basis, there are 26 providers delivering approximately 295 sleepovers and 23 providers delivering waking night services.
- 2.6 The employment law governing the provision of sleepover and overnight supports has changed. There have also been increases to the National Living Wage and a stated intention from the Scottish Government to apply the Scottish Living Wage to sleepover supports delivered in Scotland. The financial impact of these changes means that the cost of providing a single sleepover has risen from approximately £15K per year to around £35K per year. Based on the current number of people within Glasgow City in receipt of sleepover support, this will take the annual cost of sleepover support to over £12m per annum. The estimated cost of the waking night provision is circa £4.5 million a year, with a continued upward pressures on these costs.
- 2.7 Given the finite resources at its disposal and the need to maximise its resources for the benefit of all service users, GCHSCP considers that the principle of a sleepover support arrangement no longer represents best value and that alternative, more cost effective approaches and models of care should be explored and introduced.

3. Transitional Change Programme – Overnight Supports

- 3.1 In October 2017, it was reported to the IJB's Finance and Audit Committee that GCHSCP intends to develop a transformational change programme related to future provision of overnight supports which will involve a wholesale move to alternative care support arrangements with which to support individuals to continue to live independently in a risk enabling approach. These will include increases in waking night staff and technology enabled care usage.
- 3.2 Arrangements are now being made to initiate the transformational change programme and to fully engage service user, carer and provider representatives in that process. The participation of a wide range of stakeholders will be necessary to deliver the transformational change, including effective partnership working with service providers. As well as exploring existing technological solutions, this will also include the development of technology enabled care and support services, along with the potential to share overnight support arrangements to individuals in clusters

of tenancies within defined geographical areas. The draft terms of reference for the transformational change programme are set out in appendix 1.

- 3.3 The change programme will be guided by this policy framework and will aim to report its findings in October 2018, including recommended transitional timescales associated with a move away from sleepover supports. In the interim, social work practitioners should be guided by the direction set out within this policy framework when assessing and reviewing the care needs of individuals requiring overnight support to ensure that all suitable alternative options to sleepovers available at this point in time are given full consideration. This should be done in accordance with the policy framework for the resource allocation for adults eligible for social care support (June 2018).

4. Recommendations

4.1 The Integration Joint Board is asked to:

- a) note and approve the content of this policy framework;
- b) note the intention for the policy framework to guide a transitional change programme to review overnight supports, including recommending alternative arrangements to sleepover support and the transition timescales for doing so; and
- c) in the interim period before the conclusion of the transformational change programme, to note the direction being given to social work practitioners, as set out in paragraph 3.3.

DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	200618-9-a
2	Date direction issued by Integration Joint Board	20 June 2018
3	Date from which direction takes effect	20 June 2018
4	Direction to:	Glasgow City Council
5	Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s)	No
6	Functions covered by direction	Policy applies across all adult care groups – older adults over 65 years, younger adults with a physical or learning disability, adults with mental health problems and/ or addiction issues and young people with disabilities transitioning into adult services from 16 years or later.
7	Full text of direction	To note GCHSCP's policy direction for the transition from overnight sleepover support to alternative support arrangements
8	Budget allocated by Integration Joint Board to carry out direction	To be managed within the overall budget allocated to GCHSCP
9	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
10	Date direction will be reviewed	May 2019

Appendix 1: Transformational Change Programme: Overnight Support Provision Draft Terms of Reference

Programme Objectives

To review the current service models in place for overnight support to adults eligible for social care with a view to recommending future provision that aspires to meet the objectives of supporting people to live safely and independently as possible at home or a homely setting, in a cost effective and risk enabling way.

Context

The finite resources at Glasgow City HSCP's disposal necessitates the need to review services to ensure care is provided cost effectively in ways that still achieve the desired outcomes for the individual concerned. The emergence of a greater number and variety of technological solutions to assist people to be supported in the community, combined with the increasing costs of current service provision, provide an opportunity to review and refresh current practices and models of care. The review should take place in the context of legislative requirements, the aspirations set out in the IJB's Strategic Plan, and relevant local policy frameworks including the HSCP's recent policy on the 'transition from overnight sleepover support to alternative support arrangements' and the policy on the 'resource allocation for adults eligible for social care'.

Key Considerations

The review should take into account:

1. Improving the information and support available to people to understand what "off the shelf" technology is available to buy, and how it can improve their safety at home.
2. Improving access to assessment for technology equipment such as the Just Checking system to identify areas of risk that people may need support to manage.
3. Developing a localised responder model within the Cordia Tech-care service which will make it possible for more people to use it. This will involve establishing locally based responder networks to enable people to get assistance as quickly as possible, establishing an individual response plan for people with more complex needs, introducing more up to date technology, as it becomes available, to raise alerts and changing the responder service to allow staff to stay longer with people who are distressed and need time to become settled again.
4. Developing a more specialist service for people with complex needs which uses the latest technology to provide technology enabled care and support from a dedicated staff team. Technology enabled care and support seeks to maximise people's independence and reduce people's reliance on one to one paid support.
5. Developing more "clustered support". Clustered support models are sometimes called "core and cluster" or "hub and spoke." The terms refer to the provision of support from one provider to a number of people in their own homes who live in a small geographical area. It can support a number of people who live in neighbouring streets and buildings or sometimes living on the same site or in the same building. Clustered models have several benefits, including increasing people's confidence and ability to live more independently at home and being able to provide support quickly when needed.

Membership

To include:

- External Stakeholders in this change project to include representatives of Service Users, Carers, Purchased Providers, Cordia.
- Internal Stakeholders to include Commissioning, Operational Health and Fieldwork, Assistive Technology Team.
- Planning, Finance and Workforce officers
- Chair: Debbie Miller, Commissioning Manager (Personalisation) Adult Services
- Sponsor: Katrina Phillips, Head of Adult Services North East

Frequency of Meetings and Timeframe

The programme group will convene in June 2018 with a view to meeting on a monthly basis, supported by sub-workstreams as necessary. It is the intention for recommendations from the review to be developed by October 2018.

Governance

The transformational change programme – overnight supports group will report to the Adult Services Core Leadership Group within GCHSCP. It will also maintain close working links with the Telecare Governance Group and the Framework Tender and Policy Development Governance Group. As part of the review, a full EQIA will be completed. Recommendations from the review will be submitted to the IJB for consideration and approval.