



Item No: 13

Meeting Date: Wednesday 22nd September 2021

Glasgow City Integration Joint Board

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Enhanced Community Living for Adults with a Learning Disability

Purpose of Report:

To advise IJB members that an opportunity has arisen to purchase accommodation within which to deliver an enhanced community living service for adults with a learning disability. This opportunity has arisen due to the allocation of GCHSCP's share of national Community Living Change Funds.

GCHSCP proposes to purchase and refurbish NHS vacant accommodation at Waterloo Close, Kirkintilloch which previously accommodated patients with a learning disability. We are also in negotiation with NHSGGC on the potential to purchase a second building, again to provide an enhanced community living service for adults with a learning disability.

GCHSCP will develop a specification for the enhanced community living service and, through a tendering process, secure the services for an adult social care provider(s) to deliver that service, from the aforementioned accommodation, for adults with a learning disability.

The aforementioned proposal represents a change to the commissioning of a specialist care home for this client group, previously recommended to IJB members. Accordingly, GCHSCP proposes to cease work on that model of care and withdraw the intention to tender for that service.

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Background/Engagement:	In November 2018, the IJB issued a direction to the Council to proceed with an open tender for a 15 person specialist care home for adults with a learning disability. IJB members received further updates in June and September 2019. The latter meeting informed IJB members of a consultation with key stakeholders and of a commitment to a co-production approach with service users, families and legal proxies.
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Recommendations:	The Integration Joint Board is asked to: a) approve the decision to purchase accommodation at Waterloo Close and to refurbish it fully to provide enhanced community living for adults with a learning disability. Following IJB approval, a recommendation will be made to Glasgow City Council to purchase the properties on behalf of GCHSCP; b) note the intention to stand-down work relating to the development of a specialist care home for that client group; and c) note the intention to continue working closely with key stakeholders on the proposal, including service users, families and carers and to secure a service provider(s) through a tendering process.
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Relevance to Integration Joint Board Strategic Plan:

The development of such services for adults with learning disabilities aligns with the aspiration of the Partnership 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, where possible. It will also enhance GCHSCPs ability to provide alternative pathways to prevent hospital admission and support the Partnership's key priorities of shifting the balance of care and enabling independent living for longer.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	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.
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Personnel:	There are no personnel implications.
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Carers:	Carers, families and guardians of adults who are anticipated to access the new service are aware that discharge options from Tier 4 services are being explored and will continue to be consulted on the development and design of the new service.
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Provider Organisations:	The project will include a formal engagement with the Learning Disability Provider marketplace.
Equalities:	An Equalities Impact Assessment was previously undertaken. Notwithstanding that, the content of that EQIA will be revisited and refreshed as necessary as part of the development of the new service specification.
Fairer Scotland Compliance:	The development of a community based alternative to long stay hospital admission is consistent with the IJB's duty to tackle socio-economic disadvantage.
Financial:	The annual recurring cost of the service will be met from Health Board Resource Transfer available for Long Stay Tier 4 patients, as well as from personalisation budgets. The cost of purchasing the accommodation will be met from GCHSCPs share of national Community Living Change Funds.
Legal:	The procurement exercise for care services will be carried out in accordance with the Standing Orders Relating to Contracts 2017 and the Public Contract (Scotland) Regulations 2015 and advice from the Executive Director of Corporate Services.
Economic Impact:	The commissioning of this provider-led service is a service development and will therefore have a positive economic benefit. Likewise, the re-utilisation of existing accommodation has positive benefits for the surrounding neighbourhood.
Sustainability:	The project will require to be delivered by a provider(s) experienced in supporting people assessed as requiring specialist care, and which can demonstrate positive experience and commitment to appropriate, person-centred and value based approaches to challenging behaviour. In order to be sustainable, the service will require robust, planned and proactive in-reach support from a range of health practitioners. Robust care and contract management will also be key to the success of the service. The contract price will reflect market rates for similar services.
Sustainable Procurement and Article 19:	No issues identified.

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Risk Implications:	It is considered that the proposed service offers greater continuity of care for existing patients compared to the care home model proposed previously. As such, this should help to reduce the potential risk of placement breakdown. In addition, the move to an enhanced community living environment should hopefully reduce anxieties expressed by some families and other key stakeholders that the previous specialist care home model may compromise efforts to ensure independent living opportunities for service users are maximised. While much progress has been made system-wide to improve the prospect of successful discharge from NHS inpatient beds, challenges remain. GCHSCP is a committed partner to the work led by East Renfrewshire HSCP to explore how we can strengthen community services to both reduce the potential for admission and facilitate discharge. The enhanced supporting living service will contribute towards that goal and in doing so, help to reduce the risk of people being delayed in a care setting that does not meet their assessed needs.
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Implications for Glasgow City Council:	The commissioning of this service offers multiple benefits including: • Increasing the range of service models available to people with learning disabilities. • Enabling people to transition smoothly from a NHS health care model to a social care, minimising any anxieties for service users and their families. • Allowing some people placed 'out of authority' the opportunity to return to more locally based services. Pending IJB approval, a recommendation will be made to GCC to purchase the properties on behalf of GCHSCP.
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Implications for NHS Greater Glasgow & Clyde:	The successful development of this learning disability service is supportive of the Health Board's 2012 'LD Strategy for the Future'. It will also support the re-design of specialist Learning Disability in-patient services, hosted by East Renfrewshire HSCP.
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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	☐

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1. Purpose

- 1.1. To advise IJB members that an opportunity has arisen to purchase accommodation within which to deliver an enhanced community living service for adults with a learning disability. This opportunity has arisen due to the allocation of GCHSCP's share of national Community Living Change Funds.
- 1.2. GCHSCP proposes to purchase NHSGGC vacant accommodation at Waterloo Close, Kirkintilloch, which previously accommodated learning disability patients. The accommodation comprises of two bungalows at Waterloo Close and will be modernized to a high standard, comparable to the standard of accommodation that would have been sought in the care home model proposed previously.
- 1.3. The interior design of the bungalows will be informed by the output from engagement and consultation work to date; they will each consist of a shared living model, with each person having their own en-suite bedroom, sufficient space for visitors and access to high standard communal areas, including daily living, kitchen and dining areas, and recreation space. It is envisaged that the bungalows will each support 4 people.
- 1.4. In addition, we are in negotiation with NHSGGC on the potential to purchase a second building in the City to provide a further 4 places for similar patients with a learning disability.
- 1.5. GCHSCP will develop a specification for the enhanced community living service and, through a tendering process, secure the services for an adult social care provider(s) to deliver that service from the aforementioned accommodation for adults with a learning disability. The tendering programme will be designed to include service user and carer involvement as active participants in the process.
- 1.6. The successful provider(s) will have a proven track record in delivering excellence in service provision and be able to demonstrate innovation and best practice in relation to support for people with a learning disability. They will also ensure the involvement of service users, families, carers and guardians in the design and delivery process for this service. All providers participating in the tender will also be required to demonstrate how they propose to engage with service users, carers, guardians and advocates in monitoring service quality on an ongoing basis. Officers are confident that there are a number of experienced third and independent sector providers who would be interested in this opportunity.
- 1.7. The aforementioned proposal represents a change to commissioning a specialist care home for this client group, previously recommended to IJB members. Accordingly, GCHSCP proposes to cease work on that model of care and withdraw the intention to tender for that service.

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2. Background

- 2.1. In November 2018, the IJB issued a direction to the Council to proceed with an open tender for a 15 person specialist care home for adults with a learning disability, and to provide an options paper back to the IJB once the procurement exercise was completed. In doing so, it is acknowledged that a number of concerns were expressed around the proposed care home model of service.
- 2.2. IJB members received further updates in June and September 2019. The latter meeting informed IJB members of a consultation with key stakeholders and of a commitment to a co-production approach with service users, families and legal proxies. That commitment remains and further engagement will take place in the coming months regarding the new model of care now proposed.
- 2.3. On 24th March 2021, the Scottish Government announced the release of a national £20m Community Living Change Fund aimed at supporting the redesign of services for people with complex needs, including those with a learning disability; reducing delayed discharges of people with complex needs; and repatriating people placed inappropriately outside Scotland. The Change Fund is required to be utilised within a 3 year period. Glasgow City's share of funding is approximately £2.7m.
- 2.4. Led by East Renfrewshire HSCP, the host authority for learning disability inpatient services, it has been agreed to establish a programme board across GG&C HSCPs to work collaboratively to achieve the aspirations of the Change Fund and oversee service redesign activities. This will include inpatient redesign and increasing resilience of community teams and commissioned services to improve pathways and sustain community placements. The proposal to develop and enhanced community living service is consistent with those aims and the Board-wide strategy to resettle people from NHS long stay beds and close those facilities.

3. Enhanced Community Living Service

- 3.1 An enhanced community living service for people with a learning disability aims to provide an intermediate bridge in service provision between those people assessed as suitable for discharge from NHS hospital care, but for whom existing community accommodation is at present unlikely to be a suitable or sustainable option.
- 3.2 We acknowledge that for some individuals who will transferring to the new service from NHS long stay beds, the prospect of discharge to a lower tier community service may be unlikely. Notwithstanding that, the ethos of the new service will very much be to support individuals to reach a stage when a more independent form of community provision can be considered. As well as the expertise of the social care provider, people will benefit from in-reach from healthcare professionals.

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3.3 In particular, the enhanced community living service will aim to:

- Support individuals in positive ways.
- Help people to find good and safe ways to manage their challenging behaviours.
- Help people to develop independent living skills and self-management skills.
- Over time, support people to move on to less intensive services, such as supported living, wherever possible and in line with assessed need.

3.4 The new facilities will be refurbished and modernized to a very high quality, providing a safe, homely environment, tailored to meet individual's need. As described in paragraph 1.3, each person will have their own en-suite bedroom, have sufficient space for visitors and have access to high standard communal areas, including daily living, kitchen and dining areas, as well as recreation space. As part of the refurbishment, the potential will also be explored to introduce technology care solutions that better support independent living and enhance the environment.

3.5 It is anticipated that the new service will be operational by the end of 2022. A definitive date will be firmed up once there is further clarification on the refurbishment programme and timescales for delivery.

4. Recommendations

4.1. The Integration Joint Board is asked to:

- a) approve the decision to purchase accommodation at Waterloo Close and to refurbish it fully to provide enhanced community living for adults with a learning disability. Following IJB approval, a recommendation will be made to Glasgow City Council to purchase the properties on behalf of GCHSCP;
- b) note the intention to stand-down work relating to the development of a specialist care home for that client group; and
- c) note the intention to continue working closely with key stakeholders on the proposal, including service users, families and carers, and to secure a service provider(s) through a tendering process.

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Direction from the Glasgow City Integration Joint Board

1	Reference number	220921-13
2	Report Title	Enhanced Community Living for Adults with a Learning Disability
3	Date direction issued by Integration Joint Board	22 September 2021
4	Date from which direction takes effect	22 September 2021
5	Direction to:	Glasgow City Council only
6	Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)	Yes (071118-8-a) Supersedes
7	Functions covered by direction	Adult Learning Disability Services
8	Full text of direction	Glasgow City Council is directed to purchase accommodation at Waterloo Close, Kirkintilloch on behalf of GCHSCP and subsequently to conduct a tender to secure a provider to provide enhanced community living for adults with a learning disability.
9	Budget allocated by Integration Joint Board to carry out direction	The purchase of the properties and their refurbishment will be met from GCHSCP's share of national Community Living Change Funds as outlined at 2.3 of this report.
10	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.
11	Date direction will be reviewed	22 September 2022