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Item No: 17

Meeting Date: Wednesday 29th January 2020

Glasgow City Integration Joint Board

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RESOURCE ALLOCATION POLICY FOR ADULTS ELIGIBLE FOR SOCIAL CARE SUPPORT: PROGRESS REPORT

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| Purpose of Report: | To update IJB members on the work being undertaken to implement and embed the policy framework on resource allocation for adults eligible for social care support, as approved by IJB members in December 2018. In doing so, to appraise IJB members of the work being undertaken to review and refresh self-directed support (SDS) procedures and guidance and the need to ensure the work to embed the resource allocation policy is harmonized with that work. |
| Background/Engagement: | <p>IJB members approved an updated resource allocation policy framework in December 2018. This can be accessed at: https://glasgowcity.hscp.scot/publication/item-no-6-resource-allocation-adults-eligible-social-care-support-updated-policy</p> <p>That decision took into account stakeholder engagement with service users, their families, carers, HSCP staff and service providers which resulted in some amendments to the original interim policy framework. In particular, the revised and approved policy framework more explicitly referenced the role of carers, referenced potential risks and confirmed that finance, whilst important, is not the driving factor behind the policy framework.</p> |
| Recommendations: | <p>The Integration Joint Board is asked to:</p> <ol style="list-style-type: none">Note the progress made to date in relation to resource allocation and SDS;Note the intention to carry out work to embed the resource allocation policy to be taken forward as part of a wider |

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| | <p>review and refresh of SDS processes and guidance, informed by recent national guidance; and</p> <p>c) Note the proposal to report annually to the IJB on the implementation of SDS, including matters relating to resource allocation.</p> |
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Relevance to Integration Joint Board Strategic Plan:

The Partnership aspires 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 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. The Partnership requires to make explicit its approach to managing the allocation of resources and to support operational staff in the delivery of consistent practice and informed decision-making in relation to managing the community care budget for adults. This work will support delivery of all 5 strategic themes set out in the IJB Strategic Plan 2019-22 and is consistent with the aspirations of the adult and older people's transformational change agenda.

Implications for Health and Social Care Partnership:

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| 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> |
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| Personnel: | <p>Relevant to all health and social care staff undertaking or contributing to support needs assessments. It is crucial that assessments are informed by multi-disciplinary team working and that processes and systems are in place to support integrated working practices.</p> |
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| Carers: | <p>GCHSCP fully acknowledges the vital role that carers provide to support people in the community. Carer support needs will continue to be identified through carer assessments and access to support in accordance with GCHSCP's commitment to meet the requirements of the Carers (Scotland) Act 2016. Updated SDS guidance for carers will be required as part of the overall review and refresh of SDS procedures and guidance.</p> |
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| 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.</p> |
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| Equalities: | <p>An EQIA was completed and published in connection with the resource allocation policy framework. This can be accessed at: https://glasgowcity.hscp.scot/publication/eqia-glasgow-city-health-and-social-care-partnership-policy-development-resource</p> <p>The EQIA will be reviewed and updated as necessary as part of the work to fully implement the resource allocation policy and review and refresh SDS procedures and guidance.</p> | | | | | | | | | | | | | | | |
| Fairer Scotland Compliance: | <p>Consideration of any socio-economic impact is included as part of the Equality Impact Assessment process</p> | | | | | | | | | | | | | | | |
| Financial: | <p>Glasgow City Council has a duty to assess a person's needs for community care services and to decide whether those needs call for the provision of services. GCHSCP requires to ensure its resources are targeted consistently and fairly on assessed areas of need and in accordance with agreed eligibility criteria.</p> | | | | | | | | | | | | | | | |
| Legal: | <p>The policy framework is relevant to any potential legal challenge to the outcome of assessed need or the relevant amount (resource allocation).</p> | | | | | | | | | | | | | | | |
| Economic Impact: | <p>None</p> | | | | | | | | | | | | | | | |
| Sustainability: | <p>The policy framework clarifies an approach to resource allocation that will promote independence and mitigate risk to the individual, whilst improving the prospect of overall service sustainability.</p> | | | | | | | | | | | | | | | |
| Sustainable Procurement and Article 19: | <p>Not applicable</p> | | | | | | | | | | | | | | | |
| Risk Implications: | <p>The policy framework should mitigate risk by clearly setting out GCHSCP's position for resource allocation.</p> | | | | | | | | | | | | | | | |
| Implications for Glasgow City Council: | <p>The policy specifically seeks to ensure Glasgow City Council discharges its statutory duties to adults in need of community care support.</p> | | | | | | | | | | | | | | | |
| Implications for NHS Greater Glasgow & Clyde: | <p>None</p> | | | | | | | | | | | | | | | |
| Direction Required to Council, Health Board or Both | <table border="1"> <tr> <td colspan="2">Direction to:</td> <td></td> </tr> <tr> <td>1. No Direction Required</td> <td></td> <td align="center">✓</td> </tr> <tr> <td>2. Glasgow City Council</td> <td></td> <td></td> </tr> <tr> <td>3. NHS Greater Glasgow & Clyde</td> <td></td> <td></td> </tr> <tr> <td>4. Glasgow City Council and NHS Greater Glasgow & Clyde</td> <td></td> <td></td> </tr> </table> | 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 update IJB members on the work being undertaken to implement and embed the policy framework on resource allocation for adults eligible for social care support, as approved by IJB members in December 2018.
- 1.2 In doing so, to appraise IJB members of the work being undertaken to review and refresh self-directed support (SDS) procedures and guidance and the need to ensure the work to embed the resource allocation policy is harmonized with that work.

2. Background

- 2.1. IJB members approved an updated resource allocation policy framework in December 2018. The policy framework articulates the established approach of Glasgow City IJB to the allocation and distribution of Glasgow City Council's (GCC) resources to meet the assessed support needs of its citizens. The policy applies to 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.
- 2.2. The decision by the IJB to approve the updated policy framework took into account stakeholder engagement with service users, their families, carers, HSCP staff and service providers which resulted in some amendments to the original interim policy framework. In particular, the revised and approved policy framework more explicitly referenced the role of carers, referenced potential risks and confirmed that finance, whilst important, is not the driving factor behind the policy framework.
- 2.3. In the covering paper to the IJB in December 2018, GCHSCP reaffirmed its commitment to supporting people to live as independently as possible and neither seeks or envisages an increased trend in the number of people being placed in a residential care setting as a result of the resource allocation policy framework.
- 2.4. The stakeholder engagement referred to above was primarily undertaken in conjunction with engagement sessions that also covered GCHSCP's overnight support transformational change programme. (A report on the output of that programme is scheduled for a forthcoming IJB meeting in 2020.) Over the last year, further engagement and communications with learning disability stakeholders has taken place, primarily on the work of the overnight support transformational change programme, but including matters relating to the resource allocation policy framework.
- 2.5. In June 2019, the Scottish Government published the 'Self Directed Support (SDS) Implementation Plan 2019-2021'. The implementation plan shares good practice and provides a guide to improving and extending SDS. In doing so, it aims to strengthen the practical steps needed to change systems and promote a culture that values people's right to direct their own social care support.

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- 2.6. The above implementation plan forms part of the Scottish Governments 10 year strategy (2010-20) for self directed support. It also builds on the findings of Audit Scotland's self directed support progress report (2017).
- 2.7. Also in June 2019, the Care Inspectorate published a 'Thematic review of self-directed support in Scotland: Transforming Lives'. While the report followed a review of SDS in 6 HSCPs (GCHSCP was not included), its findings are recommended for wider consideration. Both this thematic review and the aforementioned implementation plan will have a bearing on the approach to full implementation of the resource allocation policy and the updating of associated guidance.
- 2.8. In August 2017, the Scottish Government announced an allocation of funding for 2019/20 to support local authorities to further implement SDS in line with the aforementioned implementation plan. Local Authorities have been asked to submit a brief report in April 2020 advising of the impact the funding has had, along with learning that can be shared with other local authorities and HSCPs.

3. Progress to Date

- 3.1 It is important to acknowledge the substantial work already undertaken within Glasgow City to implement SDS and to make further improvements following on from the 2017 Audit Scotland national report. A detailed action plan in response to the Audit Scotland report was presented to the IJB Finance and Audit Committee in September 2017. The report and action plan can be accessed at:

<https://glasgowcity.hscp.scot/sites/default/files/publications/ITEM%20No%2020%20-%20Audit%20Scotland%20Self-directed%20Support%202017%20Progress%20Report.pdf>
- 3.2 GCHSCP has continued to extend SDS services across the City, further assisted by the development of the 2019 Framework for selected purchased social care supports. This assists all those involved in SDS care planning by providing GCHSCP service users and legal representatives with a range of quality assured providers who can deliver supported living, day opportunities, employability services and respite / short breaks. As of December 2019, GCHSCP has 3,422 people in receipt of SDS. Plans are in place to review the support of all of these individuals over the next 3 years. During this review each individual will be given the opportunity to choose the SDS option they want to arrange their support.
- 3.3 GCHSCP has recently set up a joint Adults and Older People's SDS working group. The working group will review SDS procedures in the context of the recent national guidance and refresh guidance for practitioners, service users and carers. This review will involve service users, carers and representative organisations. The best approach for doing so will be discussed with stakeholders. However, the thinking at this stage is to establish a sub group to give service users, carers and representative groups the necessary dedicated time to consider and contribute, supported by advocacy services as necessary.

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- 3.4 Frontline staff will also be involved, along with representation from commissioning, finance and resources teams, and staff-side (representing health service staff). The working group will also ensure there are effective links with Children's Services, particularly around systems and processes to improve transitional care planning. Work to fully implement and embed the resource allocation policy framework will be part of the group's work plan.
- 3.5 It is the intention for the group's work plan to cover the period to March 2021, in line with the timeframe of Scottish Government's SDS implementation plan. However, there will also be a focus on continual improvement beyond that timeframe, with a proposal to report progress annually to the IJB on SDS implementation, including matters relating to resource allocation.
- 3.6 Initial priority actions for the working group include:
- a. Agree and embed procedures for a Risk Enablement Panel, in accordance with the resource allocation policy
 - b. Develop a communication plan and workforce development plan
 - c. Develop a work plan informed by the recent national guidance on SDS. The work plan will be informed by the progress and improvements already made in response to the 2017 Audit Scotland report
 - d. Establish a process to review and refresh practitioner guidance and service user and carer guidance on SDS
 - e. Develop a suite of indicators to evaluate the full impact of the resource allocation policy. (At this stage, there is nothing to suggest that application of the policy to date has raised any issue of concern, either in terms trends in complaints received or trends in the number of adults in receipt of care at home compared with residential care.)
 - f. Ensure the work of the group takes full account of the issues highlighted in the EQIA undertaken as part of the production of the resource allocation policy framework and to refresh the EQIA and / or its action plan as necessary.
- 3.7 Other progress to date includes:
- Raising awareness of the resource allocation policy with HSCP staff. While the focus of the resource allocation policy is on adults, it is also relevant to care planning for children and young people, particularly for those in transition to adult services. SDS is, of course, relevant to all care groups
 - As part of the learning disability transformational change programme, further awareness raising of the resource allocation policy through newsletters to service users, carer and community groups, and at engagement events
 - Ongoing staff learning and development on SDS. (The careFirst SDS training is called 'Adult's Personalisation'.) Glasgow Centre for Inclusive Living provides students' workshops, for Glasgow social work students that are practical, informative and provide a strong introduction to Personalisation/SDS

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- Through the work of the overnight support steering group, the development of responses to 'frequently asked questions' from service users and carers. This will help inform the content of the work to refresh service user and carer SDS and resource allocation guidance
- GCHSCP acknowledges fully the vital role that carers provide to support people in the community. The assessment process for service users will continue to take into account the role and views of carers and will influence the content of the outcome based support plan. Carers support needs will continue to be identified through carer assessments. The third sector carer centres have been commissioned to offer SDS to carers and to work alongside GCHSCP services to deliver services. Work has commenced to refresh SDS carer service guidance
- 'Operating Practice and Process Guidance' for the Central Review Team has been approved, consistent with the resource allocation policy. The team has responsibility to deliver on a programme of reviews that will support implementation of free personal care (FPC) for under 65s; the transition from the 2015 framework to 2019 framework rates across all care groups; and to support review of overnight support across the City.

4. Recommendations

4.1 The Integration Joint Board is asked to:

- a) Note the progress made to date in relation to resource allocation and SDS;
- b) Note the intention to carry out work to further embed the resource allocation policy to be taken forward as part of a wider review and refresh of SDS processes and guidance, informed by recent national guidance; and
- c) Note the proposal to report annually to the IJB on the implementation of SDS, including matters relating to resource allocation.