

North Lanarkshire Council Report

Adult Health and Social Care Committee

Agenda item__ approval noting

Ref RMcG/MF Date 14/02/19

Home Support Briefing

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Executive Summary

The new model of Home Support was approved by the North Lanarkshire Integration Joint Board in March 2018, building on the outputs of the Council's Cross Party Working Group on the Ageing Population Demographics.

In line with the ethos set out in *We Aspire - A shared Ambition for North Lanarkshire*, this report has re-evaluated the opportunities for delivering home support across North Lanarkshire within the framework of the 'Shared Ambition for North Lanarkshire' and the DigitalNL programme. This report concludes that there is merit in looking at introducing dynamic scheduling as a way of supporting management activity and increasing efficiency and costs in service delivery.

In the shorter term the aim is to work with the Council's current contract provider Kirona, in developing the programme to bring the benefits of dynamic scheduling to Home Support. In tandem with this work, the merits of having a reduced number of locations for all office based staff will also be evaluated.

This results of this more detailed planning and consultation with all stakeholders and taking account of the wider review of the integration arrangements, will be brought back to Council and the IJB in August.

The core principles set out within the review of the service remain extant, aiming to create better quality services that offer more choice and control for service users, manage increasing demand, meet our legal obligations under Self Directed Support and realise the opportunities that better partnership working offers.

Recommendations

It is recommended that the Adult Health and Social Care Committee:

- (1) Approve the content of the report;
 - (2) Request a progress update at the May Committee meeting and a detailed action plan at the August Committee;
 - (3) Remits the report to the IJB for the approval of the direction of travel.
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Supporting Documents

Council business plan to 2020

- **Improve the health and care of communities**
- **Support all children to realise their full potential**
- **Improve relationships with communities and the third sector**
- **Reducing inequalities**
- **Prevention and early intervention**
- **Targeting resources to those most in need**
- **Enhancing self-help abilities**
- **The use of creative and innovative solutions**

A Shared Ambition

<http://connect/index.aspx?q=a+shared+ambition&go=Go&articleid=1641>

Reference for review of partnership arrangements – Appendix 1

March 2018 IJB Home Support paper –

<https://mars.northlanarkshire.gov.uk/egenda/images/att87769.pdf>

1. Background

- 1.1 North Lanarkshire Council Policy and Resources Committee approved a new framework for third and independent sector providers for home support in March 2017, increasing the number of providers on the framework from six to fourteen. This framework became operational in June 2017 with an overall value of £45 million over a period of 3 years.
 - 1.2 Subsequently a new model of support at home was agreed by the NLIJB in March 2018, which was the culmination of work to develop options to ensure a model that was fit for the future, optimising the outcomes for the people of North Lanarkshire and meeting legislative requirements particularly around Self Directed Support. Progress reports on the implementation of the model were presented to the Social Work Sub-Committee in May and October 2018.
 - 1.3 In line with the ethos set out within *We Aspire – A Shared Ambition for North Lanarkshire* and the aims of the DigitalNL programme, a second phase of development is now proposed to take advantage of the Council's investment in the Kirona system to roll out dynamic scheduling, which has already been effective within Housing Services.
 - 1.4 The first element of the Kirona system, 'Job Manager', is already fully operational within the Home Support service, sending schedules for workers direct to their mobile phones. This has supported the service to reduce paperwork and resolved concerns around confidentiality and making changes to staff schedules at short notice.
 - 1.5 Roll out of the second element of 'dynamic scheduling' was always the longer term aim of the service when the Kirona system was originally purchased. Doing so will reduce the need for manual scheduling, freeing up managers to be less office based and supporting a greater quality focus across the service. Learning from Housing services and other areas that have utilised such a system suggest efficiency gains of up to 20%, which would help to offset the increasing service demands due to the changing population demographics in North Lanarkshire.
 - 1.6 Learning from Housing Services suggests that full roll out of the approach will require a review of the administrative and operational arrangements within the service to maximise the efficiencies dynamic scheduling can bring.
 - 1.7 The new model of Home Support continues to be rolled out in North Lanarkshire. However, in line with the DigitalNL programme, further developments are planned to maximise the use of electronic scheduling and remote working, which will improve both the quality and efficiency of service on offer.
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2. Report

2.1 New Model of Home Support

2.1.1 In March 2018, the North Lanarkshire Integration Joint Board approved a new model of Home Support, which built on the findings and outputs of the Council's Cross Party Working Group on the Ageing Population Demographics.

2.1.2 The new model was based around five core elements:

- **Integrated approach** – Home Support services forming an integral component of Long Term Conditions and Frailty services, closely tied in to developments around the integrated rehabilitation model and discharge to assess.
- **Reablement and Rapid Response** – Expanding Reablement to become a universal offering, providing an intensive period of care over a period of up to 12 weeks to support service users to maximise their independence, including re-connecting with their local community. In addition, the development of rapid response supports individuals in crisis to be supported at home and same day discharge for those in hospital.
- **Specialist Support** – Developing in-house skills to offer support and care for those with complex and frequently changing need, palliative or end of life care, overnight support, sheltered and very sheltered housing and children's services.
- **Self-Directed Support** – In line with the Social Care (Self Directed Support) (Scotland) Act 2013, the new model supports older adults to have increased choice and control over their care though understanding the resource that is available to them and deciding how that resource will be used.
- **Quality Assurance** – Enhancing the quality assurance approach across both the in-house and externally contracted services in North Lanarkshire, to improve standards of care.

2.2 Kirona

2.2.1 The Job Manager element of the Kirona system has been operational within the Home Support service for over 4 years and with further experience with the company in the full roll out of the system within Housing Services, the Council has a long-standing and positive relationship with the provider.

2.2.2 Discussions have commenced with Kirona to quantify the level of development required to support the roll out of dynamic scheduling within Home Support. Early estimates at this stage are that the system could be operational within a period of 6-9 months.

2.2.3 In line with the roll out of DigitalNL, any long-term developments will need to be consistent with the infrastructure parameters set out within the programme.

2.3 Phase 1

2.3.1 In the shorter term the aim is to work with the Council's current contract provider Kirona, in developing the programme to bring the benefits of dynamic scheduling to Home Support.

2.3.2 The programme of development with Kirona will include a range of testing to ensure it is fit for purpose prior to roll out.

2.3.3 Updates on progress around phase 1 will be provided at the May and August meetings of the Committee.

2.4 Phase 2

2.4.1 Phase 2 of the programme will be built on the learning from phase 1, and the recommendations for the wider integration arrangements for the Partnership and will be subject to a report to Committee in August 2019.

2.4.2 The North Lanarkshire Integration Review will consider the existing Locality structures and whether or not groups of Localities would provide a more efficient structure within the Health and Social Care Partnership. Running parallel to this process will be an exercise to facilitate the move towards the new Education and Families service, which will see the Children and Families and Justice Social Work functions removed from the integration scheme.

2.4.3 Recognition will also be required of the outputs from the DigitalNL programme and how this will impact on not only the electronic systems utilised within the service, but also the operational models and practices in the area.

2.4.4 The partnership is also committed to the development of the First Point of Contact, which aims to ensure that wherever people make contact with the system as a whole, they receive a consistent and correct response which has a focus on preventative and anticipatory care approaches.

2.4.5 The First Point of Contact development will cover a range of areas, including how information is published; generic access points for community services including Home Support; how initial requests for assistance are screened, responded to and recorded; and ensuring that requests lead to the correct information, advice or access to supports as required.

3. Equality and Diversity

3.1 Fairer Scotland

The statutory focus of The Fairer Scotland Duty is on strategic decision making and, as such, the proposals outlined in this report require to be considered under the Duty. The Fairer Scotland assessment process will therefore be carried out as part of the next stage in developing the Programmes of Work outlined in this report. In particular equal access to service provision for all residents of North Lanarkshire and consideration of employment opportunities for all people of working age.

3.2 Equality Impact Assessment

The services involved are covered by current contract arrangements and protocols and there are no changes in implications for service users.

4. Implications

4.1 Financial Impact

Any proposals for change will need to be scoped against future savings.

The non-recurring costs associated with the Kirona system development costs will be finalised for the update report to be provided in August 2019, though the initial development work with Kirona is expected to be in the order of £60-70k.

4.2 HR/Policy/Legislative Impact

Any significant changes will entail consideration and compliance with relevant HR Policies and compliance with SSSC registration. This will be included as part of the project work and managed in accordance with the Council's managing change framework.

4.3 Environmental Impact

A full Equality Impact Assessment will be undertaken to identify all risks and allow us to ensure that adequate controls and actions are established to manage this.

4.4 Risk Impact

The developments are dependent on Kirona and SWIS working more closely together to achieve the dynamic scheduling efficiencies, both in productive hours for staff and freeing up management capacity. Both systems have been deemed red by Digital NL which means they do have a limited shelf life in their existing form. As an interim solution, it is intended that both systems are utilised to support the service to make the restructuring and cultural changes required, while the software programmes are either updated to become compliant or new alternatives secured in the longer term. Discussions have taken place with North Lanarkshire's digital partners, PWC, to ensure this is within the programme list moving forwards.

Through demographic change, the demands on Home Support services are ever increasing and maximising the efficiency of the service is vital to offset the inevitable cost increases within the service. Dynamic scheduling is an evidence based approach, known to create efficiencies of up to 20%, significantly offsetting the potential impact on the Council.

5. Measures of success

5.1 Impact

- By building on our model of support and care we are able to meet the current and future needs of people to retain or regain independence, need support or care, as they age;
- We will increase the provision of choice and control in people's lives through Reablement, Intensive Support and Self-Directed Support (SDS);
- The services will be increasingly integrated with other community based health and social care services and operate through a single point of access;
- We will improve our data recording and reporting to ensure we are able to more proactively manage the service;
- The improvements will support the delivery of the national health and wellbeing outcomes and best address the challenges we face.



Margaret French
Interim Head of Adult Social Work Services

Ross McGuffie
Interim Chief Officer

APPENDIX 1

Integration Review, November 2018

In line with the Public Bodies (Joint Working) (Scotland) Act 2014, North Lanarkshire Council and NHS Lanarkshire opted for a “body corporate” model, which saw the formation of an IJB and an agreed range of delegated functions that were set out in the Integration Scheme, which was enacted on 1st April 2016. Section 44 of the Act requires the Integration Scheme to be reviewed on at least a five yearly basis.

In September 2018 North Lanarkshire Council set out a new vision for the future direction of the council in ‘We Aspire’. The document set out a plan to revise the Integration Scheme and transfer the discretionary delegated functions for children, families and justice social work services to the newly reshaped Education and Families service within the council.

Given the changes proposed in the ‘We Aspire’ report, this presents an opportune moment to expedite the review of the integration scheme, building on the learning to date with a view of setting out how integrated health and social care services and the Integrated Joint Board contribute to a whole system approach moving forwards.

Terms of Reference have now been agreed for the review, which will commence immediately and report in May 2019 (see below).

The Terms of Reference set out an inclusive approach that ensures Health and Social Care Partnership staff will be fully involved in the review and it is crucial that staff embrace the opportunity to identify the areas that are working well and those that require attention.

The full project plan, including both stakeholder engagement and communication plans, will be finalised and shared in mid-December.

Review of the Health and Social Care Integration Scheme in North Lanarkshire Draft Terms of Reference

Introduction

The Public Bodies (Joint Working) (Scotland) Act 2014 set out the legislation governing health and social care in Scotland with the intention of improving outcomes for the population. The legislation set out options for Local Authorities and Health Boards and in North Lanarkshire, as in most of Scotland, the decision to opt for a “body corporate” model was taken. This required the formation of the Integrated Joint Board (IJB) with delegated functions from both the Health Board and Local Authority that were set out in an Integration Scheme, which was formally enacted on 1st April 2016.

In September 2018 North Lanarkshire Council set out a new vision for the future direction of the council in ‘We Aspire’. The document set out a plan to revise the Integration Scheme and transfer the discretionary delegated functions for children, families and justice social work services to the newly reshaped Education and Families service within the council.

Section 44 of the Act states that “the local authority and the Health Board must carry out a review of the integration scheme before the expiry of the relevant period for the purpose of identifying whether any changes to the scheme are necessary or desirable”. The legislation clarifies the “relevant period” as “the period of five years beginning with the day on which the scheme was approved”.

Given the changes proposed in the ‘We Aspire’ report, this presents an opportune moment to expedite the review, building on the learning to date and agreeing the best direction of travel moving forwards.

Aims

The ultimate aim of the review is to ensure that there is a continued focus on improved health and care outcomes for the population of North Lanarkshire.

The review will set out how integrated health and social care services and the Integrated Joint Board contribute to a whole system approach that is aligned to the delivery of those improved outcomes through collaborative working across public services in North Lanarkshire. Cognisance will also have be given to the partnership in South Lanarkshire given the range of hosted NHS services at present.

The review will describe how the IJB and the Health and Social Care Partnership (HSCP) can be organised so integrated working demonstrably adds value and avoids duplication or confusion about roles and tasks, simplifying decision making processes and increasing responsiveness and flexibility within the system.

The review will make recommendations for changes in shape and structure of the integrated working arrangements where these are designed to improve performance against the key performance indicators set out for integrated working (e.g. Health and Social Care Delivery plan).

Objectives

By May 2019 the review will have:

- Reviewed the benefits and challenges of the current model as it has been implemented in North Lanarkshire;
- Gathered and assessed the evidence that is available from other models across Scotland and be aware of examples of best practice, including the output of the national review of integration;
- Engaged key stakeholders from staff, service user groups and Board members to determine their views and opinions on how the Integration Scheme could be improved (including representatives from the South partnership due to the existing hosted services);
- Determined what options for changes in the Integration Scheme should be considered and conducted an options appraisal exercise to determine the preferred option;
- Made recommendations for implementation of the preferred option to North Lanarkshire Council and NHS Lanarkshire Board.

Scope

The review will:

- Consider the role and function of the IJB and the options available within the scope of the legislation;
- Consider the role and function of the HSCP including which health and social work services will be operationally integrated within the HSCP structure;
- Set out clearly the relationships between IJB, HSCP, Health Board, Local Authority and their respective committees to achieve clarity and simplify arrangements for Strategic Planning, Organisational Governance and Operational and Performance Management. This will include support, care and clinical governance arrangements within the Health and Social Care Partnership and should also consider professional leadership for social work services within the new NLC structures;
- Examine the current arrangements for “hosted services” within the Integration Scheme and suggest how these might be improved, and take account of any impact of hosted services, and any other services, managed by South Lanarkshire H&SCP;
- Review finance and budgetary arrangements within the IJB and HSCP to minimise barriers to efficient integrated service delivery while retaining strong financial governance for both partner organisations;
- Review joint human resource arrangements and workforce planning arrangements to maximise the potential for flexibility across different employing organisations;
- Make recommendations on shared IT and information sharing arrangements that will support fully integrated working;
- Review the locality structures and consider whether groups of localities (numbers to be determined) would provide a more efficient management structure within the HSCP than the current arrangement of 6 localities, linking to the wider structures of both organisations;
- Consider how mechanisms for decision making within the IJB and HSCP can be simplified and devolved appropriately within the HSCP, with a principle that decisions should be taken in an integrated way wherever appropriate and possible.

Parameters

- Adult health and social care services and children's health services managed by Health and Social Care North Lanarkshire;
- Strategic Planning and Governance of the wider health and social care system that currently sits with the IJB.

Governance

The Programme Board will comprise of:

Des Murray	Chief Executive, North Lanarkshire Council
Councillor Logue	Leader, North Lanarkshire Council
Councillor Kelly	Depute Leader, North Lanarkshire Council/IJB Chair
Calum Campbell	Chief Executive, NHS Lanarkshire
Neena Mahal	Board Chair, NHS Lanarkshire
Avril Osborne	Non-Executive Director, NHS Lanarkshire/IJB Vice-Chair

The Programme Board will meet 6-weekly throughout the review, setting the overall direction, providing oversight responsibility and ultimate decision making.

The review will be led by Katrina Hassell, NLC Business Relationship Manager and Paul Cannon, NHSL Board Secretary, supported by a core team of:

Ross McGuffie	Interim Chief Accountable Officer
Alison Gordon	Head of Children Families and Justice Social Work Services
Margaret French	Head of Adult Social Work Services
Anne Armstrong	Nurse Director
Alastair Cook	Medical Director
TBC	Staff Side representative

The core team will meet frequently and will involve other key officers as required through the process.