



ANGUS HEALTH AND SOCIAL CARE
INTEGRATION JOINT BOARD – 11 DECEMBER 2019
LEARNING DISABILITY PRIORITY IMPROVEMENTS
REPORT BY VICKY IRONS, CHIEF OFFICER

ABSTRACT

This report provides an update to the Integration Joint Board (IJB) on the current position in relation to the implementation of Learning Disability priority improvements. These are intended to address current challenges facing the service and aim to implement efficiency and sustainability actions in response to inflationary and demographic changes and capacity demands, thus delivering sustainable services into the future within available resources. The IJB approved the progression of a range of actions over a 3 year period in January 2018 (report no IJB 16/18). An update was brought to the IJB in December 2018 (report no 97/18) and June 2019 (report no 41/19). A briefing update on the review of overnight support was also sent to members in August 2019. This report provides a further update detailing progress against priority improvement actions.

1. RECOMMENDATIONS

It is recommended that the Integration Joint Board:-

- (i) Notes the progress made since the last update in June 2019, the current issues and how these are being addressed.
- (ii) Approves the revised financial assumptions from this improvement programme and consolidates this into the IJB's strategic financial plan.
- (iii) Approves the expansion of future technology enabled care models within learning disability services.
- (iv) Approves the application of eligibility criteria to existing packages.
- (v) Seeks further progress reports on a 6 monthly basis;

2. BACKGROUND

On 10 January 2018 the IJB approved a service-wide approach to current and future priorities for the learning disability service until March 2021 (report no. IJB 16/18). This report incorporated the priority areas previously agreed by the IJB in relation to learning disability accommodation in May 2016 (report no. IJB 48/16) plus the developments regarding learning disability respite services in October 2017 (report no. IJB 62/17). An update was brought to the IJB in December 2018 (report no 97/18) and a further update was brought to the IJB in June 2019 (report no 41/19). A briefing update on the review of overnight support was also sent to members in August 2019.

This paper refers to the current Learning Disabilities service, which includes an increasing demand for autism service provision. The needs of many adults with autism are being delivered

from within the Learning Disabilities service, but this is currently being reviewed by the Transitions Group. This is a joint group between the AHSCP and Angus Council, established in 2019 which aims to promote joint working focussed on improvements to transition processes, systems and pathways.

3. DEMOGRAPHIC PRESSURES

Due to current and anticipated demographic demand and sustainability pressures, further improvement work is required to ensure that the service is delivered as efficiently as possible, enabling resources to be directed to the areas of most urgent need and addressing current and future service delivery requirements. Some of the main pressures are outlined below:

3.1 Autism

Autism is a lifelong condition with a spectrum of need which varies greatly from individual to individual and is very unique to each person. Adults known to local authorities who have a learning disability and/or autism have been rising steadily year on year. The 2018 statistics collated by Learning Disability Statistics Scotland (LDSS) illustrate that the national rate of adults with a learning disability who have autism is 18.7%, whilst the Angus rate is 23%. This ranks Angus 9th highest of the 32 local authority areas. Statistics in relation to children and young people indicate that the numbers of children being diagnosed with autism continues to increase at a fast rate.

As at September 2019, the learning disability service also had 117 adults with autism known to the service. This is approximately 24% of the adult learning disability case load. 16 individuals have autism but no learning disability. All other individuals have autism and a learning disability. The 16 individuals with autism and no learning disability receive support from the learning disability service as there is no appropriate service provision within adult services to meet their needs. They are therefore placed across various adult service groups, with learning disabilities supporting the majority of autism cases and also supporting those with the most acute and complex needs.

The annual cost in 2018/19 of providing support to people who have autism within the adult learning disability service is as follows:

Annual cost – Autism with no Learning Disability	£176k
Annual cost – Autism and a Learning Disability	£4,127k
Total annual cost	£4,302k

This equates to 38% of the budget that the learning disability service allocates for third parties such as day care, residential and support and care.

There is currently only a small number of individuals nationally that present with very extreme challenging behaviour, learning disability and acutely complex autism. In Angus, there are active cases that have the following characteristics:

- Support with all aspects of personal care, toileting, dressing, meal preparation and feeding.
- Extreme challenging behaviour, requiring several nurses for any interactions and additional staff during the frequent periods of agitation and distress.
- Nursing staff would be required to continually monitor, often through an observation window, as a physical presence can cause physical distress, resulting in heightened emotional state and physically challenging behaviours.

- Those with significant and complex autism with associated sensory issues may not be able to tolerate wearing any form of clothing. This results in clothing constantly being removed and shredded. This clearly has a huge impact on an individual's physical and mental health and how they can be managed and supported.
- Such sensory issues can also affect an individuals' tolerance of the environment resulting in, for example, an individual removing all floorcoverings and furnishings such as the bed and bathroom fixtures such as the toilet. Intolerance can lead to the removal of plaster board, mortar between bricks, radiators, sockets, light fittings and skirting boards.
- Such individuals are likely to require specialist assessment and treatment via the UK's specialist unit within NHS England. Following this, they are likely to require specifically commissioned bespoke environments in order to meet the sensory challenges and a significant support package provided by a group of consistent, suitably trained and suitably equipped staff.

In summary, the main pressure experienced by the learning disability service stems from:

- The increasing number of people with autism requiring support
- That adult services have no specific provision for people with autism but no learning disability. Autism is not a learning disability. The Angus Council and AHSCP joint Transitions Group is currently gathering information to develop future support pathways for children, young people and adults with autism in Angus.
- The extreme complexity that people with autism and learning disability can present with.

3.2 Support and Care

Table 1 illustrates the total support and care planned hours for learning disabilities in a financial year. There has been a decrease in the amount of support and care hours allocated to care packages since 2017/18. This could be attributed to the review of high and low cost care packages demonstrating that any growth has been mitigated by this. The more preventative work that is carried out within the learning disability service, the greater the likelihood of a high cost care package being put in place is reduced. For example, more innovative, local solutions are being identified that can better meet the needs of the individual. It is an example of cost mitigation where newly emerging assessed needs are being met in a more efficient and person centred way.

Table 1

Total support and care planned hours for learning disabilities in a financial year

	18 - 64	65 -74	75 - 84	85+	Total	% Year on Year change	% Cumulative Change between 2016/17 – 2018/19
2016/17	349434	21211	5185	0	375830	-	
2017/18	345029	25898	6820	0	377748	0.51%	
2018/19	323140	34517	7041	0	364697	-3.45%	-2.96%
2019/20 Q2	319205	32299	6855	0	358359	-1.73%	-4.64%

3.3 Personal Care

Table 2 illustrates the total personal care planned hours for learning disabilities in a financial year. There has been very little increase in personal care hours. This could be attributed to the review of high and low cost care packages, demonstrating that any growth has been mitigated by this. There has been a marginal increase in demand as a result of the introduction of Free Personal Care for Under 65's so far, and we are monitoring this for further growth.

Table 2**Total personal care planned hours for learning disabilities in a financial year**

	18 - 64	65 -74	75 - 84	85+	Total	% Year on Year change	% Cumulative Change between 2016/17 – 2018/19
2016/17	70358	6482	403	0	77243	-	
2017/18	72909	7124	403	0	80437	4.13%	
2018/19	71364	10688	2845	0	84898	5.54%	9.91%
2019/20 Q2	73036	9051	2839	0	84927	0.03%	9.94%

3.4 Ageing Carers

The Learning Disability Statistics Scotland (LDSS) data for 2018 reports that there are 217 adults with a learning disability in Angus living with a carer. Our data collection methods on carer age is incomplete. As a result of this, we only hold dates of birth for half of the carers known to us. From the 100 carers whose age is known, 53% are aged 55 and over. The impact of this is the increasing likelihood that people with a learning disability who currently live with and rely on family carers are at risk of a breakdown in care provision. It is projected that on average, 3 individuals annually will require a support package of 18 hours per week due to ageing carers. It is estimated the impact of this will be approximately £50k per year.

3.5 High and Low Cost Packages

Tables 3 and 4 illustrate the cost of non-residential and residential high cost care packages and the impact the learning disability improvement plan has made to these. Priorities have included a review of high cost residential placements with a view to these becoming non-residential. It also aimed to reduce existing packages. Children transitioning into the service are an ongoing demographic pressure which is estimated at approximately £150k per annum. The learning disability improvement plan review of packages has resulted in a saving of £259k in financial year 19/20. This is largely as a result of the reduction in high cost residential packages shown in Table 4, and also as a result of the shift in moving people into the community evidenced in the increase in non-residential packages shown in Table 3.

Table 3 - Non Residential Packages

Approx. Package Cost Per Week (£)	Number of service users 17/18	Number of service users 19/20	Difference
Over £2k	12	11	-1
Over £1k	51	50	-1
£650-£1k	21	32	11
Total	84	93	9

Table 4 - Residential Packages

Approx. Package Cost Per Week (£)	Number of service users 17/18	Number of service users 19/20	Difference
Over £2k	12	8	-4
Over £1k	6	4	-2
£650-£1k	22	22	0
Total	40	34	-6

- 3.6** Data requirements have been identified to provide evidence of emerging demographic change. This will provide a clearer picture in relation to capacity and demand issues and identify the levels of complexity and/or enablement and trends related to demographic information. This will inform best use of resources. This is a priority as current data available to the learning disability service requires improvement.

4. CURRENT POSITION

Good progress has been made advancing the learning disability improvements and an overview of this progress is described below including any mitigating actions. To ensure that the pace of change can be accelerated, it was agreed that funding would be made available to adult services to assist with ongoing project work. The learning disability service is utilising this resource to secure additional expertise in the form of a seconded Development Officer with the required knowledge of learning disability practice and who also has experience of commissioning, project work and service improvements. The Development Officer commenced in her secondment in August 2019 for a 2 year period and is now progressing identified areas of improvement across the learning disability service.

The current savings target attached to the learning disability improvement programme for financial year 2019/20 has been achieved and the service is on track to overachieve on savings by year end; however, the future financial position remains increasingly challenging.

4.1 Accommodation

- The transition arrangements for the resettlement to community placement of one remaining long stay hospital patient continues to progress. The timescale for this continues to be dependent on the patient's adjustment and the Scottish Government's satisfaction with the outcomes of the transition. The costs related to this have been contained within existing resources.
- Building work on the replacement of the Gables Residential Care Home in Forfar is due to commence in January 2020. This has been delayed from the original start date of September 2019 due to issues with the transfer of the land which are currently being resolved. Meantime, engagement continues with residents, families, staff and trade unions. Some excellent work is being undertaken in partnership with the Care Inspectorate's Improvement team focussed on providing opportunities to develop the skills of residents aimed at minimising the stress of the move by introducing gradual changes now and developing and reducing existing institutional practice so that it becomes more person-centred. The Care Improvement Team has supported the evaluation of this and the process will plot service users' feelings at the start, mid-point and end of the process. New staffing models are currently being developed by a small working group in preparation for going out to staff for consultation as part of the 'Managing Workforce Change' process. The staff support required for the new model will be cost neutral and contained within existing budgets.
- Contract negotiations are reaching a conclusion with Tus Nua Care regarding a direct award to provide residential respite for adults with learning disabilities. Planning permission for an extension to the building has been approved. It is anticipated that this will be cost neutral and contained within existing budgets.
- To date we have scoped the number of individuals who are funded out of area, and reviews for these individuals have now begun. It is anticipated that, following these reviews, we will have identified small groups of individuals who have similar support requirements. Once we have this information, work can begin at looking at suitable models of accommodation and care for those small groups of individuals with similar needs. Visits to other areas are currently being undertaken to look at examples of good practice to inform our thinking. Any future building works would be reliant on the availability of capital funds and inclusion in Angus Council's capital plan.

- Progress on the review of overnight support was provided to IJB members via a briefing paper in August 2019. The review has resulted in the replacement of identified sleepovers/waking nights with alternative ways of providing overnight support, achieving less intrusive, more person centred and more enabling support for the individual. Although the review of overnight support itself is now concluded, the implementation and delivery of more modernised approaches to the provision of overnight support will continue to be influenced by technology and best practice. Any technology enabled care equipment would be dependent on the availability of capital funds and inclusion in Angus Council's capital plan.

4.2 Day Centre and Community Opportunities

The utilisation of the newly established Social Care Worker post within the workforce of these service areas has progressed. Six posts have been established and recruited to. This saving is being captured as part of the overall adult services Social Care Worker implementation plan and therefore is not included within the learning disability improvement financial plan.

4.3 Further Education

The new college support model that involves college support being included as an integral part of the educational programme provided by Dundee and Angus College was implemented in September, on commencement of the academic year. The new model has achieved a recurring saving of circa £35k per annum and will result in a full year financial saving in 2019/20 due to being based on the academic year. This now completes this area of improvement work.

4.4 Residential and Non-Residential Care

- The implementation of enhanced housing management will now be progressed by the Development Officer. A pathway, staff guidance and template for completion have been developed in conjunction with Revenues and Benefits. Meetings with the relevant providers will now be arranged to complete the template and follow the pathway to implement the required arrangements.
- Reviews have commenced for all high cost out of area packages. Cases have been identified for further in depth review and once complete will be presented at the High Cost Care Panel for ratification. There has been a shift in focus from the review of low cost to high cost care packages resulting in an overachievement of the 2019/20 savings target for high cost care packages with work ongoing to ensure the 2020/21 savings target is achieved. The savings target for 2019/20 was £200k. To date £259k has been achieved. Work has commenced to research the use of Technology Enabled Care solutions, identifying good practice models that enable individuals to become more independent and subsequently require less staff support. The costs of any equipment and the potential impact of this equipment on staffing resources is currently being explored to identify any potential efficiencies. The development of future proposals to deliver technology enabled care would require the Integration Joint Board to support the expansion of future technology enabled care models within learning disability services.
- In relation to the review of low cost care packages £14k was achieved in 2018/19 – the full target saving. A provisional target of £25k was assigned to the review of low cost packages in 2019/20 and 2020/21. However, upon completion of the review it is likely that a saving of £8k will be achieved in 2019/20. Following the completion of this review, any further savings from low cost care packages is only likely to be achieved through transformational or policy change in relation to use of technology enabled care and the application of eligibility criteria to existing packages.
- The risk associated with the planned review of existing supported accommodation contracts has been mitigated due to a greater understanding of the holistic nature of the LD improvement priorities and associated efficiency savings. The current total costs of the supported accommodation contracts is approximately £4m per annum. There was a saving target in financial year 2019/20 (c£40k) which has been fully achieved.

However, it should be noted that some individuals identified for a high cost care package are also in scope for the supported accommodation contracts review. We have allowed for

this overlap in developing plans and we will ensure that any financial savings are allocated to the correct category and not duplicated, therefore the previous savings target allocated to contracts has been redirected to the review of high cost care packages resulting in a 20/21 savings target of £183k and a 2021/22 savings target of £180k. This will allow a more holistic approach of supported housing models involving both contracts and care packages. There will remain a 1% savings target associated with the review of supported accommodation contracts of £40k per annum.

5. FINANCIAL IMPLICATIONS

The overall financial planning environment over the coming years is extremely challenging and it is vital that the AHSCP use all available resources as effectively and efficiently as possible. The learning disability priority improvements are focussed on actions to mitigate the current and future challenges that the service is facing and to meet the growing pressures on a sustainable basis from limited resources. Specific pressures include containing the effect of inflationary pressures and managing the increased costs of existing service delivery.

As noted in other IJB reports (e.g. report 21/19, Strategic Financial Plan), the IJB still needs to resolve funding issues associated with complex / shared care packages with NHS Tayside. This remains unresolved even though the IJB is now in its fourth year of existence. The IJB should address this as part of the 2020/21 budget discussion with NHS Tayside. An assessment of the financial benefits is illustrated in Table 5 below.

Table 5

Financial Commitments as at November 19	2018/19	2019/20	2020/21	2021/22	Total 2019-22
	£k	£k	£k	£k	£k
Demographic growth	244	300	200	200	700
Inflation	367	420	420	420	1260
Total	611	720	620	620	1960
Financial Benefits as at November 19	2018/19	2019/20	2020/21	2021/22	Total
	£k	£k	£k	£k	£k
Overnight Support	32	110	39	0	149
Review of high cost care packages	71	259	183	180	622
Review of low cost care packages	14	8	0	0	8
Review of block contracts	0	40	40	40	120
College Support	0	35	0	0	35
Total	117	452	262	220	934
Overall Financial Position			2020/21	2021/22	Total
			£k	£k	£k
Annual Shortfall	-	-	358	400	-
Cumulative Shortfall	-	-	358	758	758

* Inflation is projected at 3%

The intention is that the learning disability priority improvement work is to help the service and the IJB manage pressures associated within learning disabilities. From the table above it can be seen that the current financial position remains challenging. Good progress is being made although this does not cover all the identified pressures. The current position is slightly weaker than that reported to the IJB in June 2019. Ultimately the shortfall in the table above is a constituent part of the overall shortfalls that the IJB is currently projecting for the duration of the Strategic Plan.

These figures are being used to inform the future iteration of the IJB's Strategic Financial Plan.

6. CONCLUSIONS

The learning disability priority improvement actions continue to be progressed in order to address current challenges facing the service and to implement efficiency and sustainability actions in response to inflationary and demographic challenges, thus delivering sustainable services into the future within available resources. This paper seeks approval for the expansion of future technology enabled care models within learning disability services and the application of the Assessment, Case Prioritisation and Eligibility (IJB report 60/18) to existing packages. As the plan is now entering the second phase it is necessary to refresh and create a revised improvement plan which reflects our future priorities.

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