

Integrated Impact Assessment (IIA)

Informing our approach to fairness

Proposal: Adult Social Care – Continuing to promote independence for people with a learning disability, autism or both

Date of assessment: October 2021

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Version: 1 (for consultation)

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Section A: Current service

What does the service, function or policy do?

We provide a range of different types of social care support for people who have a learning disability, autism or both.

This service is delivered as part of our duties under the Care Act (2014). When we assess a person as having an eligible social care need, we work together with the person and those close to them to find the most suitable type of support to meet their needs. The types of support provided can vary, with examples including support for family and friends who may be caring for the person, home care support, residential care support and supported housing options which help people to live independently with support available for them when required.

On most occasions, when a person requires support, we commission independent care provider organisations to deliver this support which we then monitor and review. These services are delivered across the city in a range of settings and by a variety of different organisations.

Who do we deliver this service, function or policy for?

As of October 2021, we provide support to approximately 1,080 people with a learning disability, autism or both, who have an eligible social care need.

Why do we deliver this service, function or policy?

The Care Act 2014 outlines the majority of the statutory responsibilities for services provided for residents who are eligible for care and support according to national rules called the National Minimum Eligibility Threshold.

The Care Act gives Adult Social Care responsibility for:

- Preventing, reducing, and delaying need.
- Promoting wellbeing.
- Carrying out social care assessments for people who have an appearance of need for care and support and or their carers,
- Support planning and arranging services for those people who have assessed eligible needs.
- Social care reviews.
- Safeguarding to protect people from abuse, harm or neglect.
- 'Market shaping', which means facilitating a diverse, sustainable high-quality market for everyone who might need care and support.

How much do we currently spend on this service, function or policy?

Gross expenditure: £55.937 million

Gross income: £17.266 million

Net budget: £38.671 million

Comments: This is the budgeted expenditure, income and net budget for all externally commissioned learning disability and Autism services in 2021-2022. This does not include in-house services, including social work.

How many people do we employ to deliver this service, function or policy?

Number of posts: Not applicable

Number of full-time equivalent officers: Not applicable

Comments: This proposal will have no impact staff we employ but may have an impact on commissioned providers.

Section B: Proposal for future service

How do we propose to change the service, function or policy?

In 2016, we consulted on an ambitious proposal to re-shape the way we provide support to people with a learning disability, autism, or both. This proposal included developing significantly more housing and support options that could promote independence for people with a learning disability, autism or both who use social care services. Through this work we created the 'Continuum of Support', our way of setting out the range of services and support that is available for people with eligible social care needs and defining the types of support in a way that is understandable to all.

We are incredibly proud of what we have achieved through the Continuum of Support. We have seen great outcomes for the people living in those new schemes, with people achieving greater levels of independence and becoming active members of their community.

We are committed to continuing this work to promote independence for even more people with a learning disability, autism, or both who use adult social care services. We therefore propose to continue this through our savings proposals for 2022-2023 which can be divided into four areas:

1. Development of new schemes

We have a range of well-established services for people with a learning disability, autism or both which are popularly known as Independent Supported Living (ISL). By this, we mean houses shared by a small number of people with a learning disability, autism or both, who have security of tenure and where support is provided by a care team over a 24-hour period.

Most of our ISL services are shared by 2-3 people but we have some that are larger and some where only one person lives there. We were at the forefront of developing this type of service following the national push to ensure that people who did not need to be in long-stay hospital or residential settings were discharged into their own communities. We believe that this model of service is an important and necessary part of our Continuum of Support.

One of our original intentions in creating the Continuum of Support was to reduce our reliance on ISL provision. Compared to other types of housing with support that achieve similar or better outcomes, ISL services can present more challenges in making sure that the level of support provided is proportionate to the needs of the people living there. We also have a diverse portfolio of properties of different ages and designs, owned and operated by different landlords under different agreements. In some cases, the properties will require significant investment to remain suitable for the people who live there, and to avoid increasing levels of support to compensate for the physical limitations of the building.

By creating new types of housing with support we want to create more options so that we can offer people the right level of support while enabling greater independence in a more effective and efficient way. As we develop more alternative types of support, we anticipate we will need fewer ISL services across the city.

Last year, we consulted on the supported housing options for people with a learning disability, autism or both. Following this consultation, we undertook a fundamental review of the ISL support model, working with people, their families, providers, and other stakeholders to examine the cost and support model of these services.

What we have learned is that the new types of housing with support that we have been developing since 2016 are more likely to be taken up by younger adults, or people who have been in residential care or long stay hospitals, than they are by people who already are living in an ISL property.

We have been reviewing the arrangements for everyone who is living in an ISL to make sure that the support they are receiving is at the right level and the accommodation meets their needs now and can continue to do so in the future. Where this is not the case, we will work with people to identify new opportunities. During 2022-23, we will complete the final reviews which are ongoing for those people living in ISL's.

Also, in 2022-2023 three new schemes will open which will improve the options available for supporting people with a learning disability, autism or both. One is a 'Concierge Plus' scheme, a way of giving people the independence they want with the support that they need. This scheme will consist of 15 single bed apartments with support provided by the same care provider.

The other two are 'community cluster' schemes. Community clusters are for people who require lots of support during the day and night where a cluster of bungalows are centered around a courtyard with support provided by one agency. The schemes opening next year will consist of five single occupancy bungalows.

Schemes like these allow people to achieve independence and enjoy a high quality of life with support and form a key part of our Continuum of Support. By bringing people closer together, they also give care providers the ability to work efficiently and effectively whilst meeting the needs of the person.

2. Night-time support

Some people with a learning disability, autism or both need help and support during the night. Typically, we will commission this support in the form of a member of staff who are either asleep or awake in the person's home for the whole night, regardless of whether or not the person requires help and support throughout the night or from time to time.

While this type of support has been valuable for many people in the past, and some people require support in this way. New support models supported by advances in technology mean that there are now more modern options available for providing overnight support in a less restrictive way which can better promote independence.

Over the past few years, we have therefore been working with people and providers on how we can rethink the way we provide support through the night, by looking at how we can use technology to provide alternative ways of supporting people.

We know that by using assisted technology, we can support people to live even more independently. One of our most recent community clusters has been developed to include innovative assistive technology that uses sensors which allow the provider to respond to support when it is required, and gives the person being supported greater independence and time to themselves. This scheme is demonstrating that the use of technology alongside a flexible and responsive staff team can not only be less restrictive than traditional models of support but is also showing that people are achieving higher levels of independence and the amount of support required can be safely reduced.

In 2022-2023 we want to continue to develop our approaches to night-time support by moving away from the traditional models of providing support through the night to a more dynamic model which offers rapid support to people during the night, when they need it whilst still delivering the same high-quality outcomes for the person.

3. Transitions

We want the journey for young people who need support from Adult Social Care as they transition from Children's Social Care to be timely and effective in delivering the best possible outcomes.

As part of our ongoing programme of transformation, we will continue to work collaboratively with colleagues within Children's Social Care and health to ensure that those young people who need social care support as an adult have a support plan that is appropriate to their needs as an adult, based on National Minimum Eligibility Thresholds, and is within the amount agreed for transition funding support where this is possible.

We want the process of transition to be seamless for young people and their families. We want to prepare young people for adulthood by promoting independence. We will identify the potential pathways between the two services and ensure that a consistent process is followed for each. We will also work with young people and their families to start thinking about and planning for adulthood through our involvement in the SEND preparing for adulthood work. We want to develop a consistent approach to working with young people and their families to prepare for adulthood and promote independence.

4. Shared Lives

Shared Lives is a service aimed at adults with a learning disability who need overnight support and supervision. Shared Lives help people to develop or maintain independent living skills, friendships and roots in their community.

We have previously consulted on our plans to consider whether Shared Lives could better meet the needs of people with a learning disability who are currently living in residential care. This year we will continue our work to expand the shared lives service.

What evidence have we used to inform this proposal?

Overnight support work

This project has demonstrated the potential to use assistive technology to complement support provided through the night and has identified some ISL properties where this may be appropriate.

Continuum of Support engagement

People involved in the engagement told us that they valued the ISL model and would want to see it maintained at some level in the city, but that improvements could be made, for example, in the ways that support is provided and the use of space within the homes.

Internal care management and finance systems

Identified the number of people who receive overnight support, the number of people who transition from Children Social Care to Adult Social Care and the number of Shared Lives Placements as well as the funding for each of these areas.

Feedback through previous consultations has also informed the development of this proposal – more information is set out below.

What will be the financial impact of this proposal?

This proposal will reduce spend on commissioned services by £1.25 million.

1. What will be the impact upon our employees of this proposal?

Number of FTE: Not applicable

% of workforce: Not applicable

Comments: None

Section C: Consultation

Who did we engage with to develop this proposal?

Who: Newcastle residents

When and how: December 2020 – January 2021 previous budget consultation via Let's Talk

Main issues raised: Some people were concerned that people would have less choice about where to live and who they live with, and that people might be asked to move out of properties they currently live in and consider to be their homes. People emphasised the importance of stability.

One person questioned of carers and family members of people in ISL properties were being included in developing this proposal.

Suggestions included:

- Reducing weekend and overnight support
- Proactive work with younger people in transition to Adult Social Care
- Using digital technology.

Who: Voluntary and Community Sector Organisations

When and how: December 2020 – January 2021 previous budget consultation via Let's Talk

Main issues raised: Connected Voice and Difference North said that they supported the move to more community-based supported housing, with Connected Voice commenting that it was important for people needing ISL to be able to live near their family members and friends.

Newcastle Disability Forum asked if providing people with learning disabilities or autism with training to help them be more independent could help to reduce their need for services.

Connected Voice said that they would like to see more support for disabled people who are not yet reliant on services, but who are at risk of needing them due to the impacts of income reduction, isolation and reduced support caused by the recent pandemic.

Healthwatch Newcastle emphasised the need for communication and engagement about any changes to services with the service users, their family and carers, and voluntary organisations who support them.

Who do we want or need to engage with during consultation?

As part of this proposal, we want to engage with:

- people who have a learning disability, autism or both
- family members and carers of people who use these services
- groups from across the community and voluntary sector who represent or work alongside people who use these services
- provider organisations who deliver these services
- stakeholder groups
- Shared Lives carers

When and how: Consultation and engagement will begin in November 2021. We will hold specific consultation events covering the scope of the people and groups identified.

Who provided feedback during the consultation process?

Who: To be completed in January 2022 following consultation

When and how: To be completed in January 2022 following consultation

Main issues raised: To be completed in January 2022 following consultation

Section D: Impact assessment

The section sets out actual or potential disadvantages or benefits that may arise from implementing this proposal. This assessment is set out for people with characteristics protected by the Equality Act 2010 and other broader areas of potential impact.

People with protected characteristics

Age

Type of impact: Potential benefit

Detail of impact: The age profile of people living in our newest housing with support services is significantly younger than that of the people living in existing ISL properties, which tend to be working age adults or older people. By reviewing the ISL model and incorporating learning from those services accessed by younger adults, those people living in ISL properties will benefit from improved services, greater independence and the same or better outcomes. They will also benefit from a less restrictive approach to support through the night.

How will this be addressed or mitigated?

- We will ensure that we engage with experts by experience across the Continuum of Support to ensure that positive aspects of those other services are considered as part of the ISL review.
- The positive learning from the use of technology to complement overnight support will also be considered.

Type of impact: Potential benefit

Detail of impact: By working closely with Children Social Care, young adults, their families and carers to ensuring consistency in the transition between Children Social Care and Adult Social Care, young people will benefit from improved services, greater independence and the same or better outcomes.

How will this be addressed or mitigated?

- We will engage with young adults, their families and carers and listen to people's experience of the transition from Children's Social Care to Adult Social Care.

Type of impact: Potential disadvantage

Detail of impact: While reviewing the portfolio of ISL properties, it is possible that some people may need to move. This could be distressing for people and given the age profile described above, could disproportionately impact people who are working age adults or older people.

How will this be addressed or mitigated?

- We will conduct the review of properties sensitively and in consultation with the people who are affected.
- Where possible we will ensure that landlords undertake necessary adaptations and improvements to properties.
- We will provide support to anyone who needs to move and will only do this if it is necessary.

Disability

Type of impact: Potential benefit

Detail of impact: All people living in these services have a learning disability, autism or both. Many also have additional physical disabilities or limited mobility. By reviewing the ISL model and incorporating learning from those newer services that have been designed with accessibility as a central design principle, those people living in ISL properties will benefit from improved services, greater independence and the same or better outcomes.

How will this be addressed or mitigated?

- We will ensure that we engage with experts by experience across the Continuum of Support to ensure that positive aspects of those other services are considered as part of the ISL Review.

Type of impact: Potential benefit

Detail of impact: All people using these services have a learning disability, autism or both. By introducing new Concierge Plus and Community Cluster Schemes, reviewing how we provide support through the night, improving transition processes and expanding our Shared Lives service, people

with a learning disability, autism or both will benefit from improved services, greater independence, and the same or better outcomes.

How will this be addressed or mitigated?

- We will ensure that we engage with people with a learning disability, autism or both to ensure that service changes are shaped by the experiences of people who use them.
- We will continue to ask people about their experiences of the services that they have received and use this feedback to continue to improve the services that we provide.

Type of impact: Potential disadvantage

Detail of impact: While reviewing the portfolio of ISL properties, it is possible that some people may need to move because they are no longer suitable or cannot be adapted to meet their needs. This could be distressing for people.

How will this be addressed or mitigated?

- We will conduct the review of properties sensitively and in consultation with the people who are affected.
- Where possible we will ensure that landlords undertake necessary adaptations and improvements to properties
- We will provide support to anyone who needs to move and will only do this if it is necessary.

Gender reassignment

This proposal will not have an actual or potential impact or benefit on people because of their gender identity.

Sex

This proposal will not have an actual or potential impact or benefit on people because of their sex.

Marriage and civil partnership

Any changes to the types of support a person receives, or the location in which they receive it will be taken in consultation with the person and or their family. Their views, wishes and feelings as well as their needs for support and the relationships that they have with other people will be central to any changes that are made.

Pregnancy and maternity

Any changes to the types of support a person receives, or the location in which they receive it will be taken in consultation with the person and or their family. Their views wishes and feelings, as well as their needs for support and the relationships that they have with other people will be central to any changes that are made.

Race and ethnicity

This proposal will not have an actual or potential impact or benefit on people because of their race or ethnicity.

Religion and belief

This proposal will not have an actual or potential impact or benefit on people because of their religion or beliefs.

Sexual orientation

Any changes to the types of support a person receives, or the location in which they receive it will be taken in consultation with the person and or their family. Their views, wishes and feelings, as well as their needs for support and the relationships that they have with other people will be central to any changes that are made.

Other potential impacts

People vulnerable to socio-economic impacts

This proposal will not have an actual or potential impact or benefit on people vulnerable to socio-economic impacts.

Businesses

This proposal will not have an actual or potential impact or benefit on businesses in the city.

Geography

Type of impact: Potential benefit

Detail of impact: The sites for the new schemes are in different parts of the city and integrated within neighbourhoods. As part of the environmental assessment above, we make sure sites are close to good transport links, shops and community infrastructure and that they are accessible by care and support staff.

How will this be addressed or mitigated? Not applicable

Community cohesion

Type of impact: Potential disadvantage

Detail of impact: We will work with the community in proposed development sites to ensure people living in the new housing models are able to be integrated into the community.

How will this be addressed or mitigated? Via the Newcastle Advisory Group, we work with people with lived experience to undertake an environmental assessment for our new build sites where any potential issues with community cohesion are highlighted so that they can be mitigated in advance.

Community safety

This proposal will not have an actual or potential impact or benefit on community safety.

Public Health

Type of impact: Potential benefit

Detail of impact: Our proposal will adopt an approach which seeks to provide creative and flexible solutions in support of their health and wellbeing. We will address with our communities some of the wider determinants of ill health, such as loneliness or social isolation, with the aim for people to be less reliant on formal care.

Detail of impact: Not applicable

Climate

Type of impact: Potential benefit

Detail of impact: Part of our review of properties will include assessing energy efficiency and, where appropriate, supporting landlords and tenants to access grants for improvements.

How will this be addressed or mitigated? Not applicable